

Translations and other formats:

To get this report in another language or in a large-print or Braille version, please contact the Local Government Boundary Commission for England at:

Tel: 0330 500 1525

Email: reviews@lgbce.org.uk

Licensing:

The mapping in this report is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Keeper of Public Records © Crown copyright and database right. Unauthorised reproduction infringes Crown copyright and database right.

Licence Number: GD 100049926 2023

A note on our mapping:

The maps shown in this report are for illustrative purposes only. Whilst best efforts have been made by our staff to ensure that the maps included in this report are representative of the boundaries described by the text, there may be slight variations between these maps and the large PDF map that accompanies this report, or the digital mapping supplied on our consultation portal. This is due to the way in which the final mapped products are produced. The reader should therefore refer to either the large PDF supplied with this report or the digital mapping for the true likeness of the boundaries intended. The boundaries as shown on either the large PDF map or the digital mapping should always appear identical.

Contents

Introduction	1
Who we are and what we do	1
What is an electoral review?	1
Why Rossendale?	2
Our proposals for Rossendale	2
How will the recommendations affect you?	2
Review timetable	3
Analysis and final recommendations	5
Submissions received	5
Electorate figures	5
Number of councillors	6
Ward boundaries consultation	6
Draft recommendations consultation	7
Final recommendations	7
Eastern Rossendale	8
Central & Northern Rossendale	10
Southern & Western Rossendale	13
Conclusions	15
Summary of electoral arrangements	15
What happens next?	16
Equalities	18
Appendices	20
Appendix A	20
Final recommendations for Rossendale	20
Appendix B	22
Outline map	22
Appendix C	23
Submissions received	23
Appendix D	24
Glossary and abbreviations	24

Introduction

Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament.¹ We are not part of government or any political party. We are accountable to Parliament through a committee of MPs chaired by the Speaker of the House of Commons. Our main role is to carry out electoral reviews of local authorities throughout England.

2 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
- Andrew Scallan CBE (Deputy Chair)
- Susan Johnson OBE
- Amanda Nobbs OBE
- Steve Robinson
- Liz Treacy
- Jolyon Jackson CBE (Chief Executive)

What is an electoral review?

3 An electoral review examines and proposes new electoral arrangements for a local authority. A local authority's electoral arrangements decide:

- How many councillors are needed.
- How many wards or electoral divisions there should be, where their boundaries are and what they should be called.
- How many councillors should represent each ward or division.

4 When carrying out an electoral review the Commission has three main considerations:

- Improving electoral equality by equalising the number of electors that each councillor represents.
- Ensuring that the recommendations reflect community identity.
- Providing arrangements that support effective and convenient local government.

5 Our task is to strike the best balance between these three considerations when making our recommendations.

¹ Under the Local Democracy, Economic Development and Construction Act 2009.

6 More detail regarding the powers that we have, as well as the further guidance and information about electoral reviews and review process in general, can be found on our website at www.lgbce.org.uk

Why Rossendale?

7 We are conducting a review of Rossendale Council ('the Council') as its last review was completed in 2000 and we are required to review the electoral arrangements of every council in England 'from time to time'.²

8 This electoral review is being carried out to ensure that:

- The wards in Rossendale are in the best possible places to help the Council carry out its responsibilities effectively.
- The number of electors represented by each councillor is approximately the same across the borough.

Our proposals for Rossendale

9 Rossendale should be represented by 30 councillors, six fewer than there are now.

10 Rossendale should have 10 wards, four fewer than there are now.

11 The boundaries of all wards should change.

12 We have now finalised our recommendations for electoral arrangements for Rossendale.

How will the recommendations affect you?

13 The recommendations will determine how many councillors will serve on the Council. They will also decide which ward you vote in, and which other communities are in that ward. Your ward name may also change.

14 Our recommendations cannot affect the external boundaries of the borough or result in changes to postcodes. They do not take into account parliamentary constituency boundaries. The recommendations will not have an effect on local taxes, house prices, or car and house insurance premiums and we are not able to take into account any representations which are based on these issues.

² Local Democracy, Economic Development & Construction Act 2009 paragraph 56(1).

Review timetable

15 We wrote to the Council to ask its views on the appropriate number of councillors for Rossendale. We then held two periods of consultation with the public on warding patterns for the borough. The submissions received during consultation have informed our final recommendations.

16 The review was conducted as follows:

Stage starts	Description
1 September 2022	Number of councillors decided
27 September 2022	Start of consultation seeking views on new wards
5 December 2022	End of consultation; we began analysing submissions and forming draft recommendations
7 March 2023	Publication of draft recommendations; start of second consultation
15 May 2023	End of consultation; we began analysing submissions and forming final recommendations
1 August 2023	Publication of final recommendations

Analysis and final recommendations

17 Legislation³ states that our recommendations should not be based only on how many electors⁴ there are now, but also on how many there are likely to be in the five years after the publication of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for our wards.

18 In reality, we are unlikely to be able to create wards with exactly the same number of electors in each; we have to be flexible. However, we try to keep the number of electors represented by each councillor as close to the average for the council as possible.

19 We work out the average number of electors per councillor for each individual local authority by dividing the electorate by the number of councillors, as shown on the table below.

	2022	2028
Electorate of Rossendale	51,414	55,661
Number of councillors	30	30
Average number of electors per councillor	1,714	1,855

20 When the number of electors per councillor in a ward is within 10% of the average for the authority, we refer to the ward as having 'good electoral equality'. Nine of our proposed 10 wards for Rossendale are forecast to have good electoral equality by 2028.

Submissions received

21 See Appendix C for details of the submissions received. All submissions may be viewed on our website at www.lgbce.org.uk

Electorate figures

22 The Council submitted electorate forecasts for 2028, a period five years on from the scheduled publication of our final recommendations in 2028. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 8% by 2028.

23 We considered the information provided by the Council and are satisfied that the projected figures are the best available at the present time. We have used these figures to produce our final recommendations.

³ Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

⁴ Electors refers to the number of people registered to vote, not the whole adult population.

Number of councillors

24 Rossendale Council currently has 36 councillors. We have looked at evidence provided by the Council and have concluded that decreasing by six will ensure the Council can carry out its roles and responsibilities effectively.

25 We therefore invited proposals for new patterns of wards that would be represented by 30 councillors.

26 As Rossendale Council elects by thirds (meaning it has elections in three out of every four years) there is a presumption in legislation⁵ that the Council have a uniform pattern of three-councillor wards. We will only move away from this pattern of wards should we receive compelling evidence during consultation that an alternative pattern of wards will better reflect our statutory criteria.

27 We received one submission about the number of councillors in response to our consultation on our draft recommendations. This submission suggested a further significant reduction from 30 councillors, but provided no evidence as to how the Council could effectively operate with a lower number. We have therefore maintained 30 councillors for our final recommendations.

Ward boundaries consultation

28 We received 78 submissions in response to our consultation on ward boundaries. These included two borough-wide proposals – one from the Rossendale Council Conservative Group in conjunction with Rossendale & Darwen Conservative Association, Jake Berry MP and Sara Britcliffe MP; and one from the Rossendale Labour Party & Rossendale Council Labour Group. The remainder of the submissions provided localised comments for warding arrangements in particular areas of the borough.

29 The two borough-wide schemes provided uniform patterns of three-councillor wards for Rossendale. We carefully considered the proposals received and were of the view that the proposed patterns of wards resulted in good levels of electoral equality in most areas of the authority and generally used clearly identifiable boundaries.

30 Our draft recommendations were based on the proposals of the Labour Party & Group. We also took into account local evidence that we received, which provided further evidence of community links and locally recognised boundaries. In some areas we considered that the proposals did not provide for the best balance between our statutory criteria and so we identified alternative boundaries.

⁵ Schedule 2 to the Local Democracy, Economic Development & Construction Act 2009 paragraph 2(3)(d) and paragraph 2(5)(c).

31 We conducted a detailed virtual tour of Rossendale. This tour of Rossendale helped us to decide between the different boundaries proposed.

32 Our draft recommendations were for 10 three-councillor wards. We considered that our draft recommendations would provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

Draft recommendations consultation

33 We received 15 submissions during consultation on our draft recommendations. These included a submission from the Council (drafted by a Working Group), which was supported by the Labour Party & Group. The majority of the other submissions focused on specific areas, particularly our proposals in Whitworth.

Final recommendations

34 Our final recommendations are for 10 three-councillor wards. We consider that our final recommendations will provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

35 Our final recommendations are based on the draft recommendations with a modification to the wards in the Rawtenstall area, based on the submissions received.

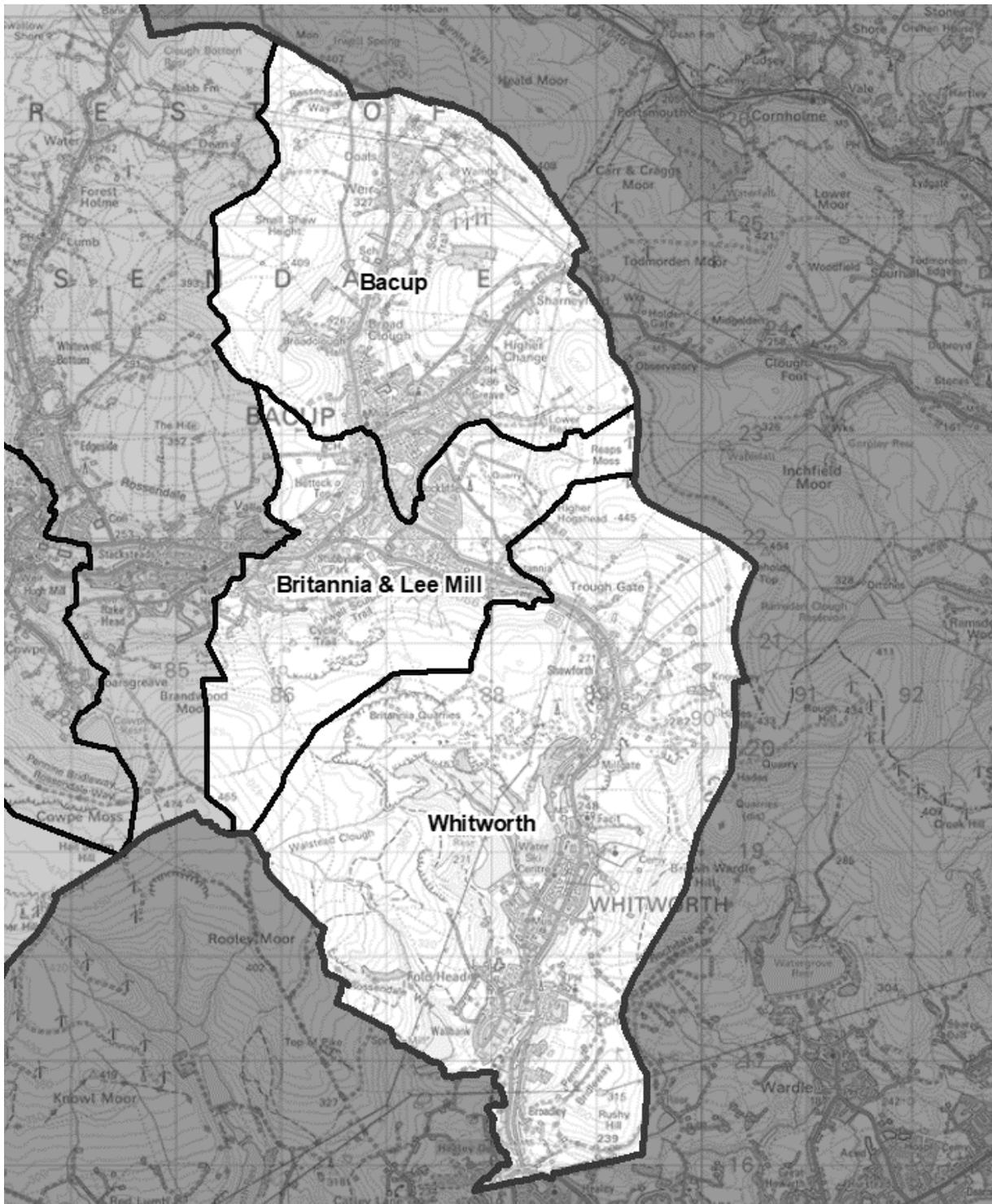
36 The tables and maps on pages 8–14 detail our final recommendations for each area of Rossendale. They detail how the proposed warding arrangements reflect the three statutory⁶ criteria of:

- Equality of representation.
- Reflecting community interests and identities.
- Providing for effective and convenient local government.

37 A summary of our proposed new wards is set out in the table starting on page 21 and on the large map accompanying this report.

⁶ Local Democracy, Economic Development and Construction Act 2009.

Eastern Rossendale



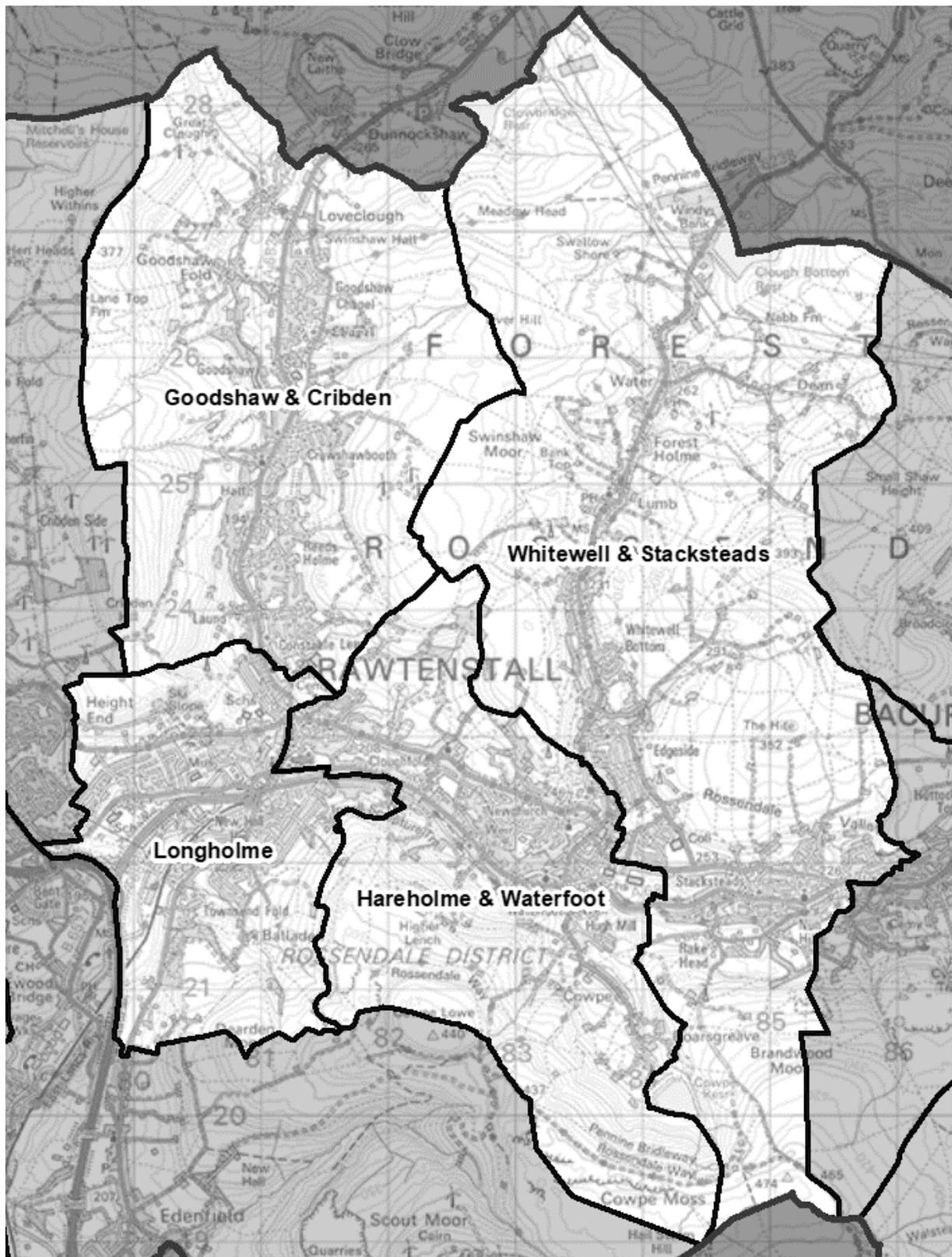
Ward name	Number of councillors	Variance 2028
Bacup	3	-5%
Britannia & Lee Mill	3	-9%
Whitworth	3	11%

Bacup, Britannia & Lee Mill and Whitworth

38 Our draft recommendations for these wards were strongly supported, despite the departure from good electoral equality in Whitworth ward. The Council submission and that of Cllr Alan Neal strongly supported the proposal to retain the entirety of Whitworth parish in a single ward, as did all residents who contributed to the consultation.

39 We received no comments regarding our draft recommendations for Bacup, or Britannia & Lee Mill, other than the general support from the Council and several residents. We confirm our draft recommendations in this area as final.

Central & Northern Rossendale



Ward name	Number of councillors	Variance 2028
Goodshaw & Cribden	3	-1%
Hareholme & Waterfoot	3	1%
Longholme	3	1%
Whitewell & Stacksteads	3	-3%

Goodshaw & Cribden and Whitewell & Stacksteads

40 One resident noted the rural nature of our proposed Goodshaw & Cribden ward, but noted that with communication technology rural wards could be further increased in area. No further evidence was offered, or boundaries proposed, and we have not adopted this proposal.

41 We received no further comments on these wards, and therefore confirm our draft recommendations as final.

Hareholme & Waterfoot and Longholme

42 The Council proposed a modest change to our draft recommendations for the boundary between these wards. Our draft recommendations had a boundary running along Bocholt Way from the junction with Bury Road, as we considered that this offers a strong and clear boundary. The Council proposed instead retaining the existing boundary in this area, running along Longholme Bridge and Bacup Road. The Council noted that this revision would improve the electoral equality of both Longholme and Hareholme & Waterfoot wards, and ensure that Longholme Road and Longholme Bridge were within the ward of the same name.

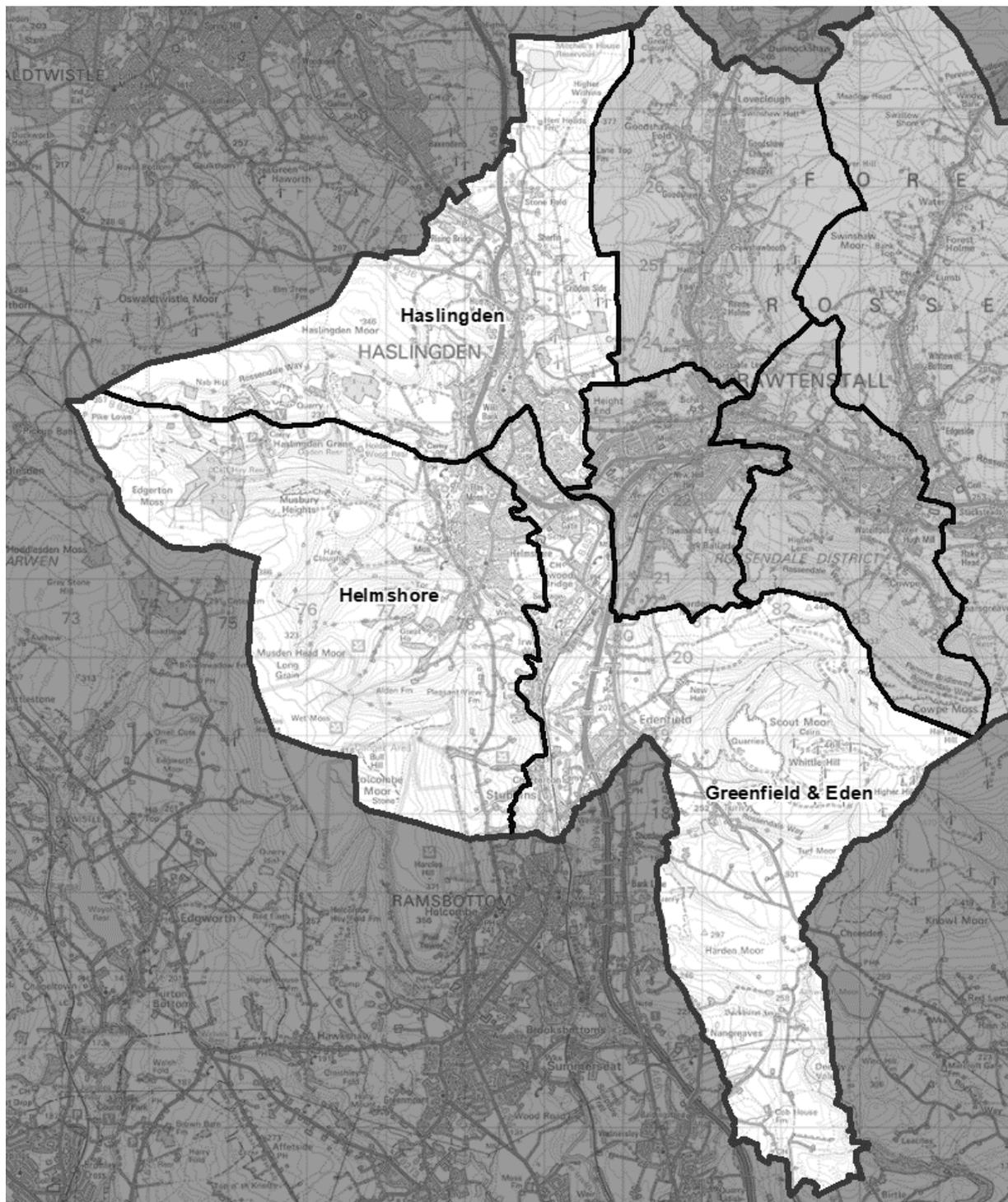
43 We carefully considered this proposal, and are persuaded to change our draft recommendations. While there is limited evidence of community identity in this area, with all electors affected likely to identify with the town of Rawtenstall, we consider that the improvements to electoral equality and the retention of Longholme Bridge and Longholme Road within Longholme ward justify this modification.

44 While we are not required to formally consider the coterminosity of ward and county division boundaries as part of this review, we note that this change to the draft recommendations also means that the ward boundaries will follow the division boundaries to a greater extent, which tends to aid electors in knowing which councillor(s) represent them on the various issues considered by Rossendale Borough Council and Lancashire County Council.

45 A resident suggested that the ward of Longholme was not necessary, and could be subsumed into other, neighbouring wards. No evidence for this proposal was provided, and we have not adopted it. We received no other representations on our

draft recommendations for these wards and, subject to the change detailed above, we confirm them as final.

Southern & Western Rossendale



Ward name	Number of councillors	Variance 2028
Greenfield & Eden	3	9%
Haslingden	3	1%
Helmshore	3	-3%

Greenfield & Eden, Haslingden and Helmshore

46 The Council supported our proposed boundaries for these wards, but suggested alterations to our draft recommendations for the names of two wards. The Council noted that the Greenfield Memorial Gardens were a key community facility, and that they would wish them to be retained in the name of a ward. The Council also noted that the entirety of the Town Centre of Haslingden was within the northern ward, and suggested that this ward be re-named 'Haslingden' rather than 'Haslingden North'.

47 We have carefully considered this proposal, and adopted the name changes as part of our final recommendations. Particularly in the absence of competing proposals for ward names, we are generally content to accept locally generated proposals. If the names used as part of our final recommendations can still be improved, the Council can change the names using the procedure in Section 59 of the Local Government & Public Involvement in Health Act 2007.

48 One resident, from the Laneside Estate, noted that the draft recommendations had their address placed in Haslingden North ward while living in the southern portion of the town. They also suggested that the existing boundary, along Hillside Road was a clearer boundary than our proposal. However, no alternative boundaries were proposed other than the existing one, and the impact of this change in isolation would be a Haslingden (North) ward with 23% fewer electors than average, and a Greenfield & Eden ward with 33% more. We do not consider that this level of inequality is justified by the evidence received, and we have therefore not adopted this proposal.

49 Another resident proposed a significant revision to wards in the western section of the borough, with one ward narrowly focused on Haslingden, Greenfield & Eden ward extended westwards to the B6214, and an expanded Helmshore ward bordered by the A56 and B6214. The proposed Haslingden ward would have a variance of 11%, with Helmshore ward having a -11% variance – just beyond the bounds of good electoral equality.

50 We considered this proposal carefully, but consider that the evidence provided did not justify the departure from electoral equality, or the proposed split of the settlement of Helmshore. If this proposal were adopted, 30% of wards would be forecast to have poor electoral equality by 2028, which would trigger our criteria for a further review.

51 Subject to the name changes discussed above, we confirm our draft recommendations for these wards as final.

Conclusions

52 The table below provides a summary as to the impact of our final recommendations on electoral equality in Rossendale, referencing the 2022 and 2028 electorate figures against the proposed number of councillors and wards. A full list of wards, names and their corresponding electoral variances can be found at Appendix A to the back of this report. An outline map of the wards is provided at Appendix B.

Summary of electoral arrangements

	Final recommendations	
	2022	2028
Number of councillors	30	30
Number of electoral wards	10	10
Average number of electors per councillor	1,714	1,855
Number of wards with a variance more than 10% from the average	2	1
Number of wards with a variance more than 20% from the average	0	0

Final recommendations

Rossendale Council should be made up of 30 councillors serving 10 wards representing 10 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large maps accompanying this report.

Mapping

Sheet 1, Map 1 shows the proposed wards for Rossendale. You can also view our final recommendations for Rossendale Council on our interactive maps at www.lgbce.org.uk

What happens next?

53 We have now completed our review of Rossendale. The recommendations must now be approved by Parliament. A draft Order – the legal document which brings into force our recommendations – will be laid in Parliament. Subject to parliamentary scrutiny, the new electoral arrangements will come into force at the local elections in 2024.

Equalities

54 The Commission has looked at how it carries out reviews under the guidelines set out in Section 149 of the Equality Act 2010. It has made best endeavours to ensure that people with protected characteristics can participate in the review process and is sufficiently satisfied that no adverse equality impacts will arise as a result of the outcome of the review.

Appendices

Appendix A

Final recommendations for Rossendale

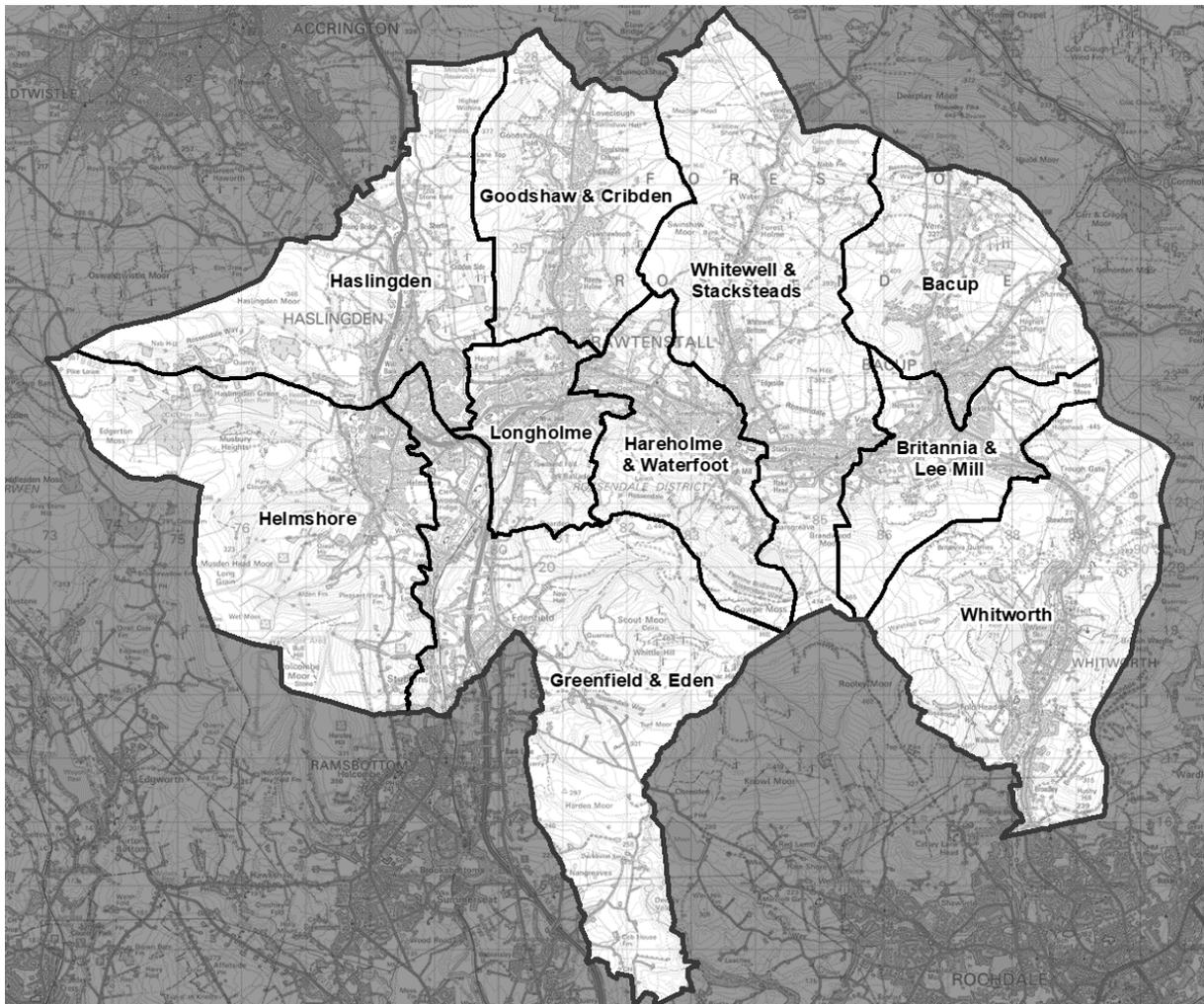
Ward name	Number of councillors	Electorate (2022)	Number of electors per councillor	Variance from average %	Electorate (2028)	Number of electors per councillor	Variance from average %
1 Bacup	3	4,672	1,557	-9%	5,267	1,756	-5%
2 Britannia & Lee Mill	3	4,556	1,519	-11%	5,038	1,679	-9%
3 Goodshaw & Cribden	3	4,989	1,663	-3%	5,484	1,828	-1%
4 Greenfield & Eden	3	5,307	1,769	3%	6,060	2,020	9%
5 Hareholme & Waterfoot	3	5,321	1,774	3%	5,625	1,875	1%
6 Haslingden	3	5,457	1,819	6%	5,594	1,865	1%
7 Helmshore	3	5,055	1,685	-2%	5,375	1,792	-3%
8 Longholme	3	5,162	1,721	0%	5,643	1,881	1%
9 Whitewell & Stacksteads	3	5,137	1,712	0%	5,387	1,796	-3%
10 Whitworth	3	5,758	1,919	12%	6,188	2,063	11%
Totals	30	51,414	–	–	55,661	–	–
Averages	–	–	1,714	–	–	1,855	–

Source: Electorate figures are based on information provided by Rossendale Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor in each electoral ward varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

Appendix B

Outline map



A more detailed version of this map can be seen on the large map accompanying this report, or on our website: www.lgbce.org.uk/all-reviews/rossendale

Appendix C

Submissions received

All submissions received can also be viewed on our website at:

www.lgbce.org.uk/all-reviews/rossendale

Local Authority

- Rossendale Borough Council

Political Groups

- Rossendale Labour Party & Rossendale BC Labour Group

Councillors

- Councillor A. Neal

Local Residents

- 12 local residents

Appendix D

Glossary and abbreviations

Council size	The number of councillors elected to serve on a council
Electoral Change Order (or Order)	A legal document which implements changes to the electoral arrangements of a local authority
Division	A specific area of a county, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever division they are registered for the candidate or candidates they wish to represent them on the county council
Electoral inequality	Where there is a difference between the number of electors represented by a councillor and the average for the local authority.
Electorate	People in the authority who are registered to vote in elections. We only take account of electors registered specifically for local elections during our reviews.
Number of electors per councillor	The total number of electors in a local authority divided by the number of councillors
Over-represented	Where there are fewer electors per councillor in a ward or division than the average
Parish	A specific and defined area of land within a single local authority enclosed within a parish boundary. There are over 10,000 parishes in England, which provide the first tier of representation to their local residents

Parish council	A body elected by electors in the parish which serves and represents the area defined by the parish boundaries. See also 'Town council'
Parish (or town) council electoral arrangements	The total number of councillors on any one parish or town council; the number, names and boundaries of parish wards; and the number of councillors for each ward
Parish ward	A particular area of a parish, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever parish ward they live for candidate or candidates they wish to represent them on the parish council
Town council	A parish council which has been given ceremonial 'town' status. More information on achieving such status can be found at www.nalc.gov.uk
Under-represented	Where there are more electors per councillor in a ward or division than the average
Variance (or electoral variance)	How far the number of electors per councillor in a ward or division varies in percentage terms from the average
Ward	A specific area of a district or borough, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever ward they are registered for the candidate or candidates they wish to represent them on the district or borough council

The Local Government Boundary Commission for England (LGBCE) was set up by Parliament, independent of Government and political parties. It is directly accountable to Parliament through a committee chaired by the Speaker of the House of Commons. It is responsible for conducting boundary, electoral and structural reviews of local government.

Local Government Boundary Commission for
England
1st Floor, Windsor House
50 Victoria Street, London
SW1H 0TL

Telephone: 0330 500 1525

Email: reviews@lgbce.org.uk

Online: www.lgbce.org.uk

www.consultation.lgbce.org.uk

Twitter: @LGBCE