

# New electoral arrangements for Cambridge City Council

## Final recommendations

February 2019

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Tel: 0330 500 1525

Email: [reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk)

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## 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.

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# 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.<sup>1</sup> 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)
- Susan Johnson OBE
- Peter Maddison QPM
- Amanda Nobbs OBE
- Steve Robinson
- Andrew Scallan CBE
- 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.

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<sup>1</sup> 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](http://www.lgbce.org.uk)

## Why Cambridge?

7 We are conducting a review of Cambridge City Council ('the Council') as the value of each vote in city council elections varies depending on where you live in Cambridge. Some councillors currently represent many more or fewer voters than others. This is 'electoral inequality'. Our aim is to create 'electoral equality', where votes are as equal as possible, ideally within 10% of being exactly equal.

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

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

## Our proposals for Cambridge

9 Cambridge should be represented by 42 councillors, the same number as there are now.

10 Cambridge should have 14 wards, the same number as there are now.

11 The boundaries of all wards should change; none will stay the same.

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

## 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 city 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.

## Review timetable

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

16 The review was conducted as follows:

Stage starts	Description
22 May 2018	Number of councillors decided
29 May 2018	Start of consultation seeking views on new wards
6 August 2018	End of consultation; we began analysing submissions and forming draft recommendations
2 October 2018	Publication of draft recommendations; start of second consultation
10 December 2018	End of consultation; we began analysing submissions and forming final recommendations
5 February 2019	Publication of final recommendations

## Analysis and final recommendations

17 Legislation<sup>2</sup> states that our recommendations should not be based only on how many electors<sup>3</sup> 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.

	2018	2024
Electorate of Cambridge	89,272	96,000
Number of councillors	42	42
Average number of electors per councillor	2,126	2,286

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'. All of our proposed wards for Cambridge will have good electoral equality by 2024 and no ward will have an electoral variance above 6%.

## Submissions received

21 See Appendix C for details of the submissions received. All submissions may be viewed at our offices by appointment, or on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Electorate figures

22 The Council submitted electorate forecasts for 2024, a period five years on from the scheduled publication of our final recommendations in 2019. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 7% by 2024.

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.

<sup>2</sup> Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

<sup>3</sup> Electors refers to the number of people registered to vote, not the whole adult population.

## Number of councillors

24 Cambridge City Council currently has 42 councillors. We have looked at evidence provided by the Council and have concluded that keeping this number the same will ensure the Council can carry out its roles and responsibilities effectively.

25 As Cambridge City Council elects by thirds (meaning it has elections in three out of every four years), there is a presumption in legislation<sup>4</sup> 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.

26 We received no submissions about the number of councillors in response to our consultation on our draft recommendations. Therefore, we have based our draft recommendations on a 42-councillor council.

## Ward boundaries consultation

27 We received 32 submissions to our consultation on ward boundaries. These included two city-wide proposals from the Council and a member of the public. These both proposed a uniform pattern of 14 three-councillor wards. We also received comments on all the wards proposed by the Council from a local resident. The remainder of the submissions provided localised comments for warding arrangements in particular areas of the city.

28 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.

29 Our draft recommendations 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.

30 We visited the area in order to look at the various different proposals on the ground. This tour of Cambridge helped us to decide between the different boundaries proposed.

31 Our draft recommendations were for 14 three-councillor wards. We considered that our draft recommendations would provide for good electoral equality while

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<sup>4</sup> Schedule 2 to the Local Democracy, Economic Development & Construction Act 2009 paragraph 2(3)(d) and paragraph 2(5)(c).

reflecting community identities and interests where we received such evidence during consultation.

## Draft recommendations consultation

32 We received 13 submissions during the consultation on our draft recommendations, only four of which objected to specific ward boundaries we had proposed. The Council commented on most of the wards we proposed in our draft recommendations.

33 Three submissions referred to the city's external boundary with South Cambridgeshire district. As we explained in our draft recommendations report, we have no powers to change the city's external boundary as part of this electoral review. Changes to the boundaries between councils follow a different process and different criteria. We are not currently aware of any plans to change the boundary between Cambridge and South Cambridgeshire.

34 Three submissions, including that of the Council, discussed the lack of coterminosity between some of the city ward boundaries we proposed and the Cambridgeshire County Council division boundaries. The Council stated that it supported the draft recommendations in all the areas concerned as the benefit gained from improved ward boundaries outweighed the lack of coterminosity between ward and division boundaries. One resident came to the opposite conclusion: he argued that our proposals could be confusing to local people. The final submission proposed that we conduct a limited review of the division boundaries in the areas affected, all of which contain few electors.

35 While the legislation does not preclude the review of part of a local authority, it is not our current policy to undertake such reviews since it would be rarely possible to alter arrangements in one area without affecting others or, as in this case, without prompting similar proposals from other component districts. This could lead, unintentionally, to uncertainty and a complex series of changes across the wider county. Accordingly, in order to review the division boundaries with a view to making them coterminous with Cambridge City Council ward boundaries in some places, we would need to look at the totality of Cambridgeshire County Council. Given the level of support for the new city warding arrangements in Cambridge, we share the Council's view that the benefits of the improved warding outweigh those of the small differences in boundaries that exist in affected areas. Instead, whilst acknowledging the issue, we consider that such matters are better addressed during the next review of Cambridgeshire when we can also consider the developments that have been built since our last review.

36 Our final recommendations are the same as our draft recommendations. It is unusual for us to make no changes to our draft recommendations, but we received

very few objections and we considered that none of them were sufficiently persuasive for us to make changes to our draft recommendations. We also consider that we received good evidence during the previous stage of the review in support of our final recommendations.

## Final recommendations

37 Our final recommendations are for 14 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.

38 The tables and maps on pages 8–14 detail our final recommendations for each area of Cambridge. They detail how the proposed warding arrangements reflect the three statutory<sup>5</sup> criteria of:

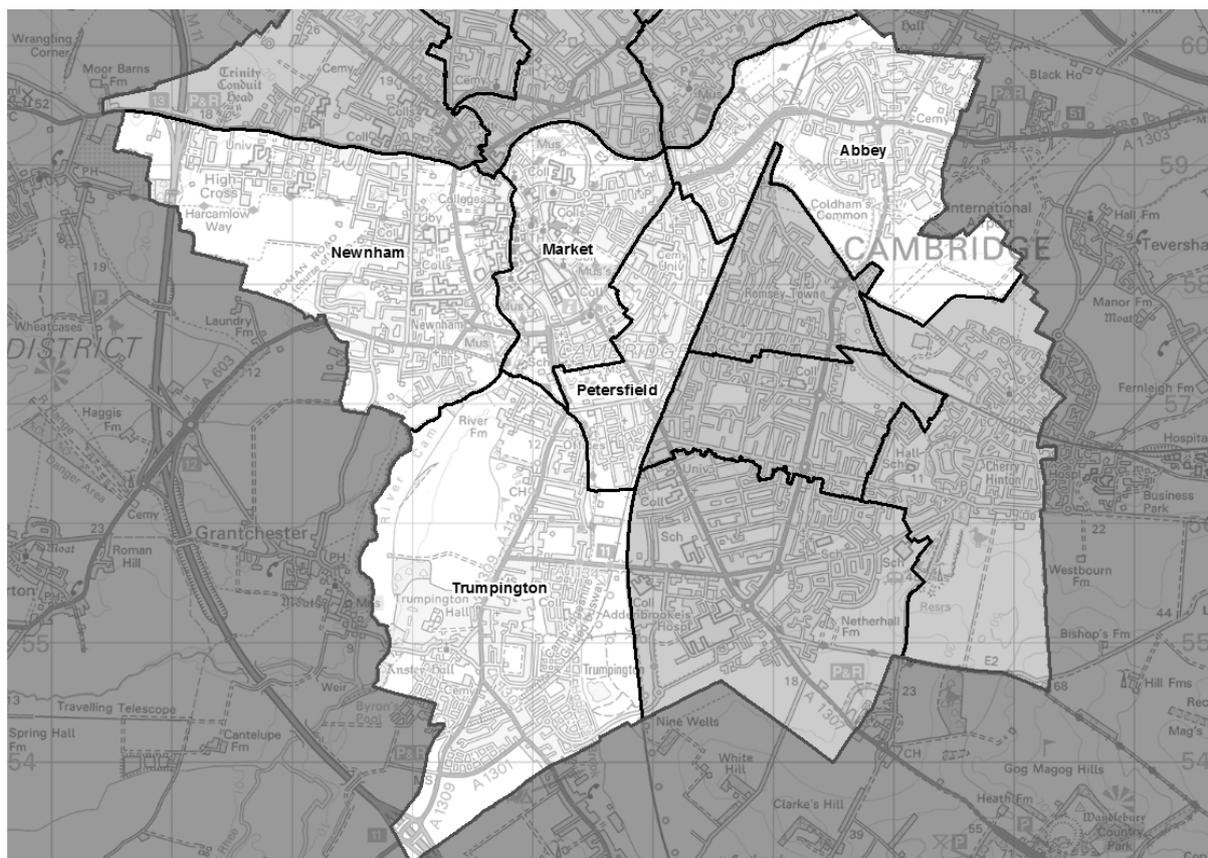
- Equality of representation.
- Reflecting community interests and identities.
- Providing for effective and convenient local government.

39 A summary of our proposed new wards is set out in the table starting on page 19 and on the large map accompanying this report.

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<sup>5</sup> Local Democracy, Economic Development and Construction Act 2009.

## Central and south Cambridge



Ward name	Number of councillors	Variance 2024
Abbey	3	2%
Market	3	2%
Newnham	3	2%
Petersfield	3	5%
Trumpington	3	3%

### *Abbey, Market and Petersfield*

40 We received two submissions that referred to these wards (we have discussed an additional issue in relation to Magdalene College under West Chesterton ward in paragraph 47, below).

41 A resident argued that Silverwood Close is part of Petersfield and that she uses services and schools in Petersfield ward far more than in Abbey ward, which is where we placed Silverwood Close in our draft recommendations. The second submission was from the Council, which stated that while it preferred its proposal in the Cambridge Place area, it had no objection to the draft recommendations as we had only made a very small change to its boundary.

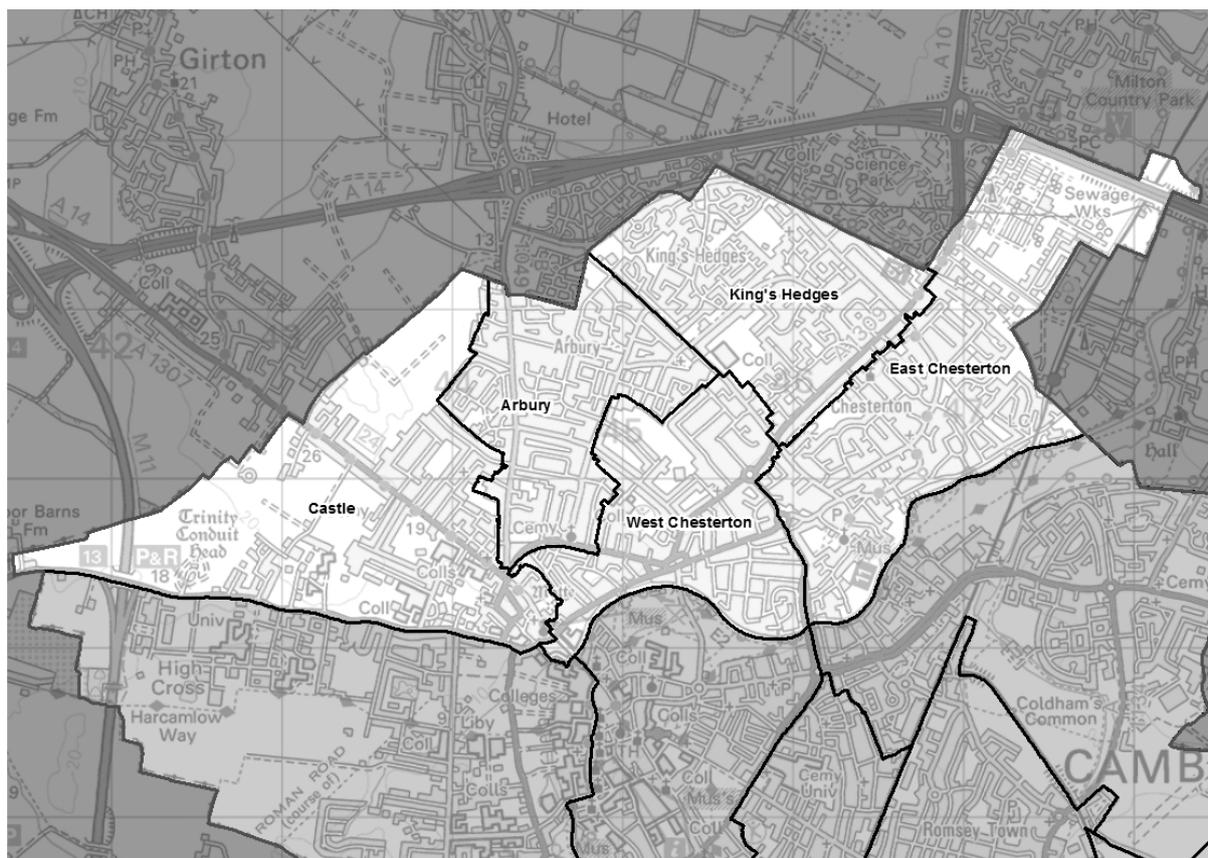
42 We have carefully considered the resident's comments in relation to the Silverwood Close area; it was an area where we deliberated for some time before creating our draft recommendations. However, including Silverwood Close in Petersfield ward would lead to high electoral inequality: putting the boundary on New Street and Coldhams Lane would lead to an electoral variance of 12% in Petersfield ward. Alternatively, putting the boundary on Newmarket Road would lead to an electoral variance of 15% in Petersfield ward. We do not consider that the evidence provided by the resident justified this level of electoral inequality.

43 Therefore, in the absence of any other objections, and the evidence in support of our draft recommendations that we received at the previous stage of the review, we propose to make no changes to our draft recommendations in this area. We confirm our Abbey, Market and Petersfield wards as final without amendment.

#### *Newnham and Trumpington*

44 We received no submissions relating to either of these wards in response to our draft recommendations. In the absence of any objections and the evidence in support of our draft recommendations that we received at the previous stage of the review, we propose to make no changes to our draft recommendations in this area. We confirm our Newnham and Trumpington wards as final without amendment.

## North Cambridge



Ward name	Number of councillors	Variance 2024
Arbury	3	-6%
Castle	3	-1%
East Chesterton	3	-6%
King's Hedges	3	-4%
West Chesterton	3	-1%

### *Arbury, Castle and West Chesterton*

45 We received six submissions that referred to one of these wards. Two residents supported our Arbury and West Chesterton wards, with one commenting that our West Chesterton ward had more natural boundaries than the current ward of the same name. One resident stated, as he had at the previous stage of the review, that Magdalene College should be in Castle or Newnham ward but did not provide any new evidence that he had not included in his first submission. Two residents objected to the boundary between our Arbury and Castle wards, arguing that as residents of the McManus estate they have few connections with the Arbury area and that the ward boundary should run down the middle of Histon Road. Finally, the Council stated that it did not object to the change we had made to its proposal in the St Lukes Street area between Arbury and West Chesterton wards. The Council also confirmed its preference for Magdalene College to be in West Chesterton ward.

46 We have carefully considered all the submissions and have decided to make no changes to our draft recommendations. In relation to the McManus estate, as we noted in our draft recommendations report, including it in Castle ward would lead to an electoral variance of -14% in Arbury ward. We explained in our report that additional electors could be added to Arbury ward to improve electoral equality but neither of the respondents who opposed our Castle ward identified an alternative boundary and we were not persuaded to move electors into Arbury from any of its neighbouring wards without a specific alternative or persuasive evidence. As we have not received this evidence, we propose to make no changes to the boundary between our Castle and Arbury wards.

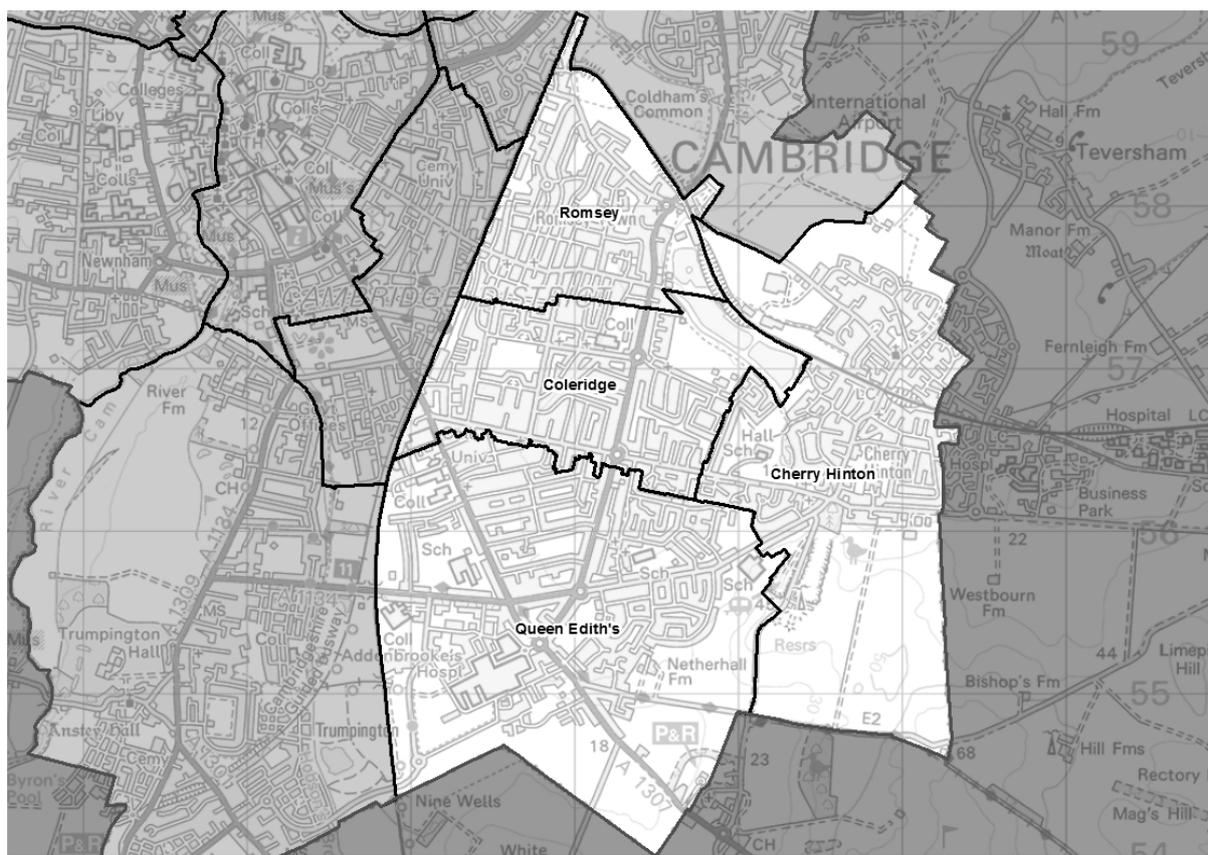
47 In relation to the proposal to include Magdalene College in Castle or Newnham wards, we note that the respondent provided no additional evidence and did not address the point we made in our draft recommendations report about how the college is different from the student halls on the north side of Chesterton Lane that are in the current Arbury ward. We also note the Council supported the inclusion of Magdalene College in West Chesterton ward.

48 Therefore, in the absence of any other objections and the evidence in support of our draft recommendations that we received at the previous stage of the review, we propose to make no changes to our draft recommendations in this area. We confirm our Arbury, Castle and West Chesterton wards as final without amendment.

#### *East Chesterton and King's Hedges*

49 We received no submissions relating to either of these wards in response to our draft recommendations. In the absence of any objections and the evidence in support of our draft recommendations that we received at the previous stage of the review, we propose to make no changes to our draft recommendations in this area. We confirm our East Chesterton and King's Hedges wards as final without amendment.

## South-east Cambridge



Ward name	Number of councillors	Variance 2024
Cherry Hinton	3	2%
Coleridge	3	0%
Queen Edith's	3	5%
Romsey	3	-2%

### *Cherry Hinton, Coleridge, Queen Edith's and Romsey*

50 The only submission we received in relation to any of these wards was from the Council, which stated that it had no objection to the development referred to as 'land north of Cherry Hinton' being wholly in Cherry Hinton ward.

51 We note that during the previous stage of the review we received almost identical proposals in the two city-wide schemes and that all eleven submissions from local residents and organisations supported the boundaries in this area in both proposals.

52 In the absence of any objections and the evidence in support of our draft recommendations that we received at the previous stage of the review, we propose to make no changes to our draft recommendations in this area. We confirm our

Cherry Hinton, Coleridge, Queen Edith's and Romsey wards as final without amendment.

## Conclusions

53 The table below provides a summary as to the impact of our final recommendations on electoral equality in Cambridge, referencing 2018 and 2024 electorate figures. 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	
	2018	2024
Number of councillors	42	42
Number of electoral wards	14	14
Average number of electors per councillor	2,126	2,286
Number of wards with a variance more than 10% from the average	1	0
Number of wards with a variance more than 20% from the average	1	0

#### Final recommendations

Cambridge City Council should be made up of 42 councillors serving 14 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 Cambridge City Council. You can also view our final recommendations for Cambridge on our interactive maps at [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)



## What happens next?

54 We have completed our review of Cambridge. 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 2020.

## Equalities

55 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 Cambridge City Council

	Ward name	Number of councillors	Electorate (2018)	Number of electors per councillor	Variance from average %	Electorate (2024)	Number of electors per councillor	Variance from average %
1	Abbey	3	6,939	2,313	9%	6,964	2,321	2%
2	Arbury	3	6,398	2,133	0%	6,445	2,148	-6%
3	Castle	3	4,111	1,370	-36%	6,818	2,273	-1%
4	Cherry Hinton	3	6,224	2,075	-2%	7,002	2,334	2%
5	Coleridge	3	6,355	2,118	0%	6,824	2,275	0%
6	East Chesterton	3	6,467	2,156	1%	6,442	2,147	-6%
7	King's Hedges	3	6,571	2,190	3%	6,575	2,192	-4%
8	Market	3	6,958	2,319	9%	7,010	2,337	2%
9	Newnham	3	6,965	2,322	9%	6,970	2,323	2%
10	Petersfield	3	6,691	2,230	5%	7,208	2,403	5%
11	Queen Edith's	3	6,529	2,176	2%	7,179	2,393	5%
12	Romsey	3	6,447	2,149	1%	6,713	2,238	-2%
13	Trumpington	3	6,075	2,025	-5%	7,066	2,355	3%

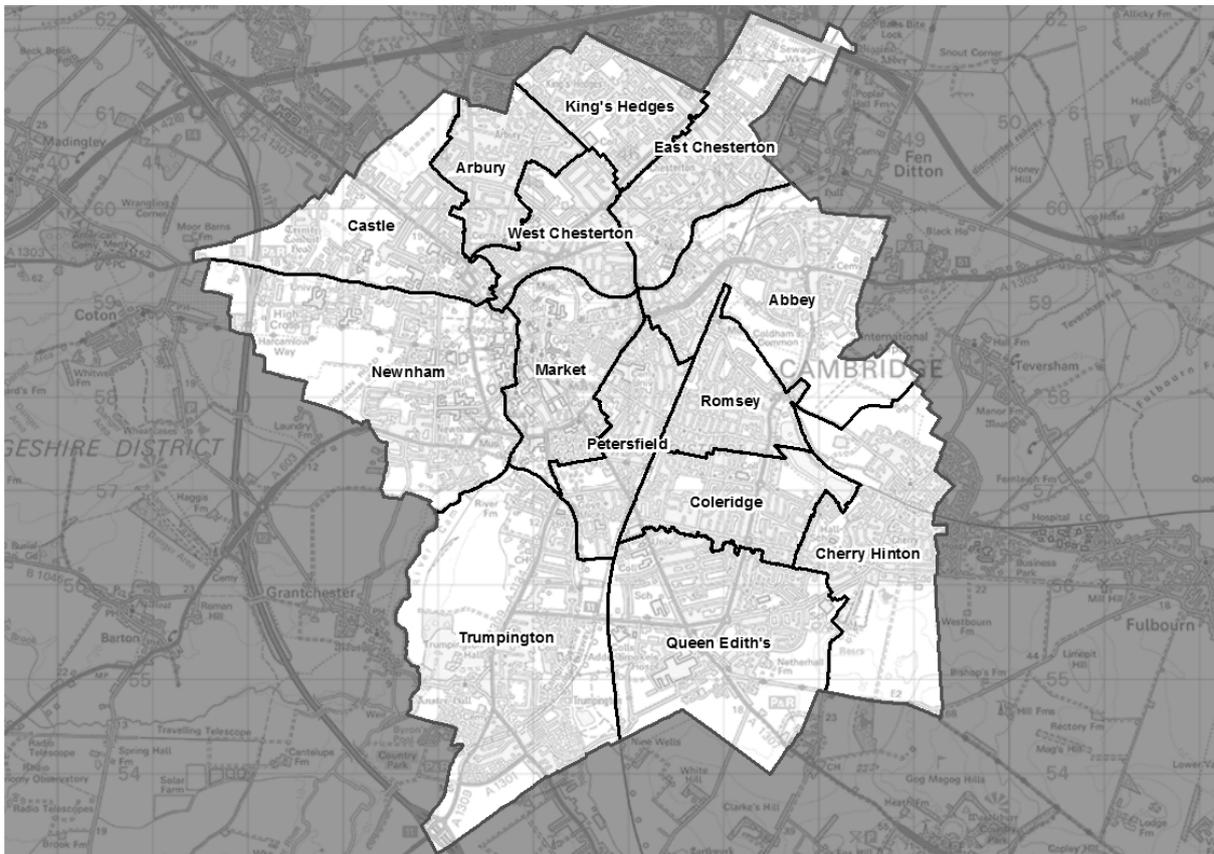
Ward name	Number of councillors	Electorate (2018)	Number of electors per councillor	Variance from average %	Electorate (2024)	Number of electors per councillor	Variance from average %
14 West Chesterton	3	6,542	2,181	3%	6,784	2,261	-1%
<b>Totals</b>	<b>42</b>	<b>89,272</b>	<b>–</b>	<b>–</b>	<b>96,000</b>	<b>–</b>	<b>–</b>
<b>Averages</b>	<b>–</b>	<b>–</b>	<b>2,126</b>	<b>–</b>	<b>–</b>	<b>2,286</b>	<b>–</b>

Source: Electorate figures are based on information provided by Cambridge City 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 city. 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: <http://www.lgbce.org.uk/all-reviews/eastern/cambridgeshire/cambridge>

## Appendix C

### Submissions received

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

<http://www.lgbce.org.uk/all-reviews/eastern/cambridgeshire/cambridge>

#### *Local Authority*

- Cambridge City Council

#### *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 fairness	When one elector's vote is worth the same as another's
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. For the purposes of this report, we refer specifically to the electorate for local government elections
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 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 <a href="http://www.nalc.gov.uk">www.nalc.gov.uk</a>
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](mailto:reviews@lgbce.org.uk)  
**Online:** [www.lgbce.org.uk](http://www.lgbce.org.uk) or  
[www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)  
**Twitter:** @LGBCE