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Email: 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.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
- Peter Maddison QPM
- Amanda Nobbs OBE
- Steve Robinson
- 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 Luton?

7 We are conducting a review of Luton Borough Council ('the Council') as its last review was completed in 2001 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 Luton 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 Luton

9 Luton should be represented by 48 councillors, the same as there are now.

10 Luton should have 20 wards, one more than 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 Luton.

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, which other communities are in that ward, and, in some cases, which parish council ward you vote in. 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 Luton. 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
16 February 2021	Number of councillors decided
23 February 2021	Start of consultation seeking views on new wards
17 May 2021	End of consultation; we began analysing submissions and forming draft recommendations
3 August 2021	Publication of draft recommendations; start of second consultation
11 October 2021	End of consultation; we began analysing submissions and forming final recommendations
18 January 2022	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.

	2020	2027
Electorate of Luton	144,630	165,936
Number of councillors	48	48
Average number of electors per councillor	3,013	3,457

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 Luton will have good electoral equality by 2027.

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 2027, a period five years on from the scheduled publication of our final recommendations in 2022. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 15% by 2027.

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 Luton Borough Council currently has 48 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 We therefore invited proposals for new patterns of wards that would be represented by 48 councillors – for example, 48 one-councillor wards, 16 three-councillor wards, or a mix of one-, two- and three-councillor wards.

26 We did not receive any submissions about the number of councillors in response to our consultation on our draft recommendations. We have therefore maintained 48 councillors for our final recommendations.

Ward boundaries consultation

27 We received 17 submissions in response to our consultation on ward boundaries. These included two borough-wide proposals from Luton Labour Party ('Labour') and Luton Liberal Democrats ('the Liberal Democrats'). We also received a submission from Rachel Hopkins, MP for Luton South, in support of the Labour scheme. The remainder of the submissions provided localised comments for ward arrangements in particular areas of the borough.

28 The two borough-wide schemes provided mixed patterns of two- and three-councillor wards for Luton, with the Labour scheme also including one single-councillor ward. 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 While we considered both schemes to be good proposals, we largely based our draft recommendations on the Liberal Democrats' scheme, although we have incorporated elements of the Labour scheme where we considered these more appropriate. This decision was based on a number of factors, including improved levels of electoral equality in the Liberal Democrat scheme and more detailed supporting evidence in the submission.

30 Our draft recommendations 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.

31 Given the travel restrictions, and the social distancing, arising from the Covid-19 outbreak, there was a detailed virtual tour of Luton. This helped to clarify issues

raised in submissions and assisted in the construction of the proposed draft boundary recommendations.

Draft recommendations consultation

32 We received 23 submissions during consultation on our draft recommendations. These included complete schemes from Labour and the Liberal Democrats which proposed minor changes to our draft recommendations. The majority of the other submissions focused on specific areas across the borough, with no particular area predominating.

33 Our final recommendations are based on the draft recommendations with minor modifications to the boundaries between Biscot, Northwell and Saints wards, High Town and Round Green wards, and Stopsley and Wigmore wards.

Final recommendations

34 Our final recommendations are for [eight](#) three-councillor wards and 12 two-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.

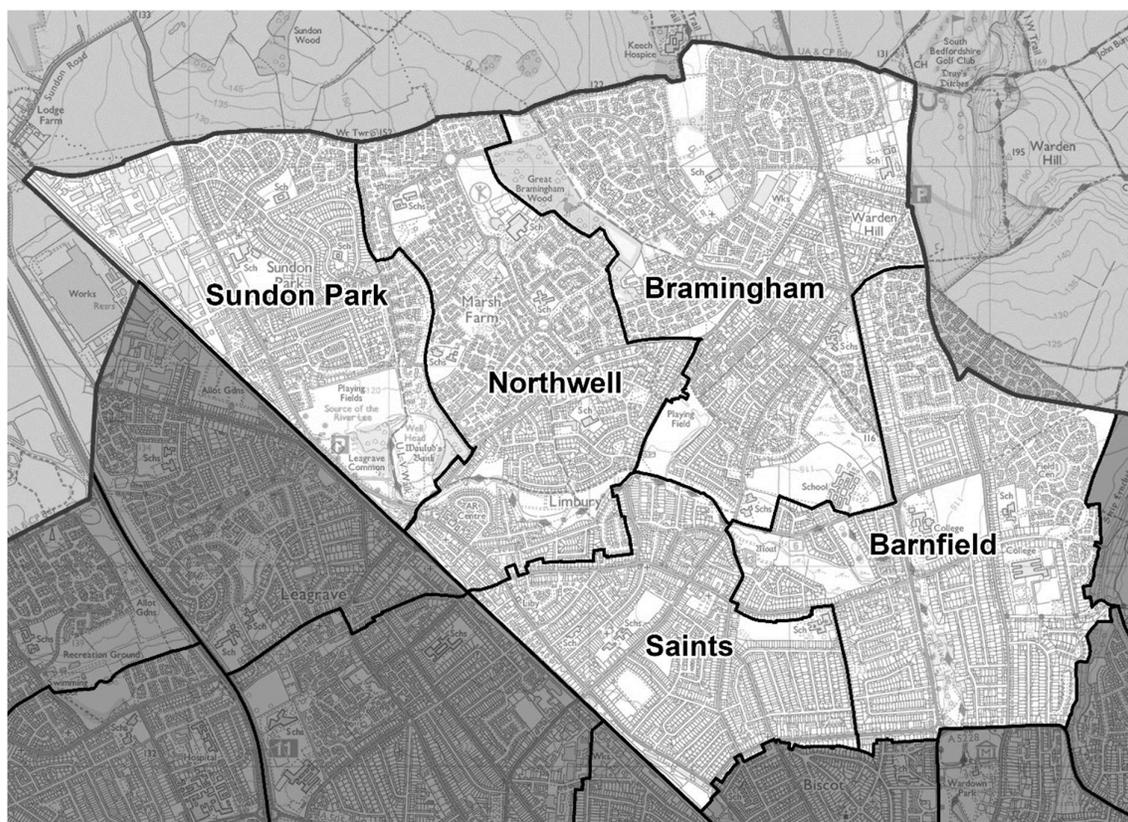
35 The tables and maps on pages 8–15 detail our final recommendations for each area of Luton. They detail how the proposed warding arrangements reflect the three statutory⁵ criteria of:

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

36 A summary of our proposed new wards is set out in the table starting on page 23 and on the large map accompanying this report.

⁵ Local Democracy, Economic Development and Construction Act 2009.

North Luton



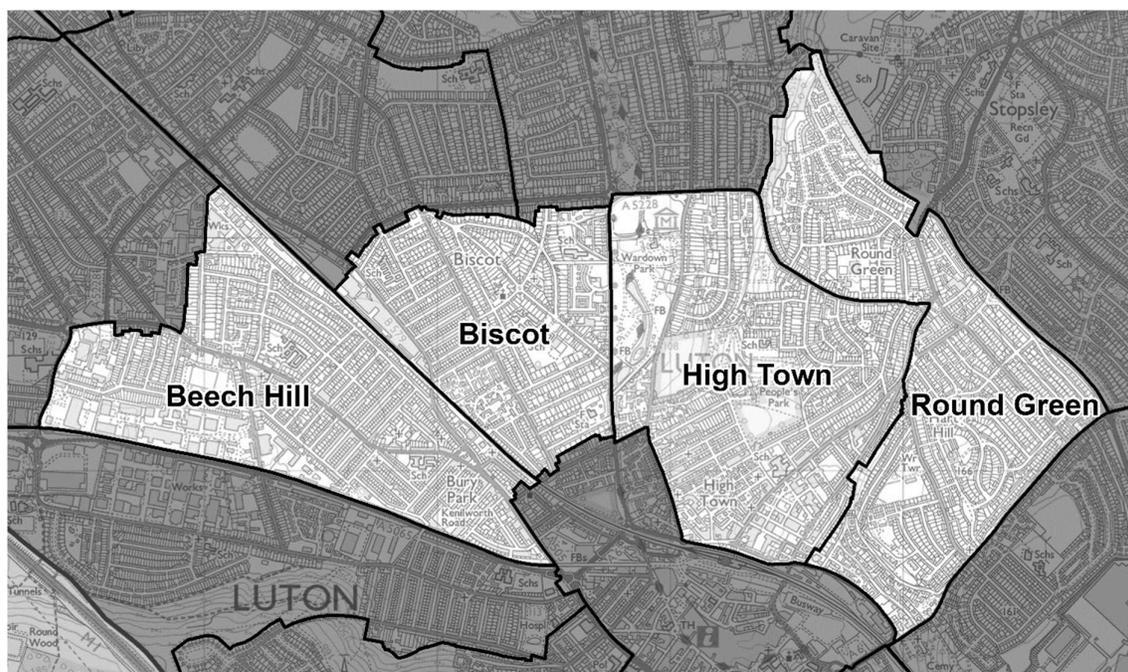
Ward name	Number of councillors	Variance 2027
Barnfield	3	-5%
Bramingham	3	-4%
Northwell	3	0%
Saints	3	-7%
Sundon Park	2	-10%

Barnfield, Bramingham, Northwell, Saints and Sundon Park

37 We received four submissions from residents in response to our draft recommendations for this area. These were in addition to the Liberal Democrat and Labour schemes submitted. All submissions concerned the inclusion of parts of the existing Limbury ward in the proposed Northwell and Saints wards. These submissions cited differences of demographics and voting patterns between the two areas. We do not assume that such differences denote separate community identities and the submissions received did not cite evidence such as different local amenities, facilities, schools and natural barriers. Furthermore, we have no regard for voting patterns when developing our recommendations. Upon our virtual tour of the area, we explored Bramingham Road as the possible boundary but were not convinced that this formed a clearly defined boundary between two communities. We have therefore maintained these areas in Northwell and Saints wards as part of our

final recommendations. However, we have modified the boundary between the two wards to include both sides of Limbury Road and Neville Road in Saints ward. This was to improve the electoral variance of Saints ward following changes to its boundary with Biscot ward, as discussed in paragraph 39.

North-Central Luton



Ward name	Number of councillors	Variance 2027
Beech Hill	3	3%
Biscot	2	8%
High Town	2	2%
Round Green	2	3%

Biscot and Beech Hill

38 We received three submissions for this area in addition to the Labour and Liberal Democrat schemes. These were from two residents and Councillor Kashif Choudhry, who presently represents Biscot ward. The submissions by Labour, Councillor Choudhry and a resident questioned the naming of Wardown ward in our draft recommendations, arguing that it was inappropriate because Wardown Park is not included in the proposed ward and that 'Biscot' is more appropriate because Biscot Road runs its entire length. We were therefore convinced to change the name of our proposed ward. Councillor Choudhry also suggested various changes to ward boundaries to bring them in line with parliamentary boundaries. However, we do not consider current or proposed parliamentary boundaries in our reviews.

39 The Labour scheme also proposed returning the northern boundary of the ward to its existing location along the middle of Montrose Avenue and Woodland Avenue, thus moving Ascot Road, Beaumont Road, Denbigh Road, Kennington Road and Tudor Road from our proposed Saints ward, as these also run off Biscot Road and are part of the same community. However, this increases the variance of Biscot ward

to 12%. In order to accommodate the streets listed above in Biscot ward, we chose to include both sides of Montrose Avenue and Woodland Avenue in Saints and Barnfield wards, respectively. This reduces the variance of Biscot ward to 8%. As Cullen Close is accessed from Montrose Avenue, this has also been included in Barnfield ward.

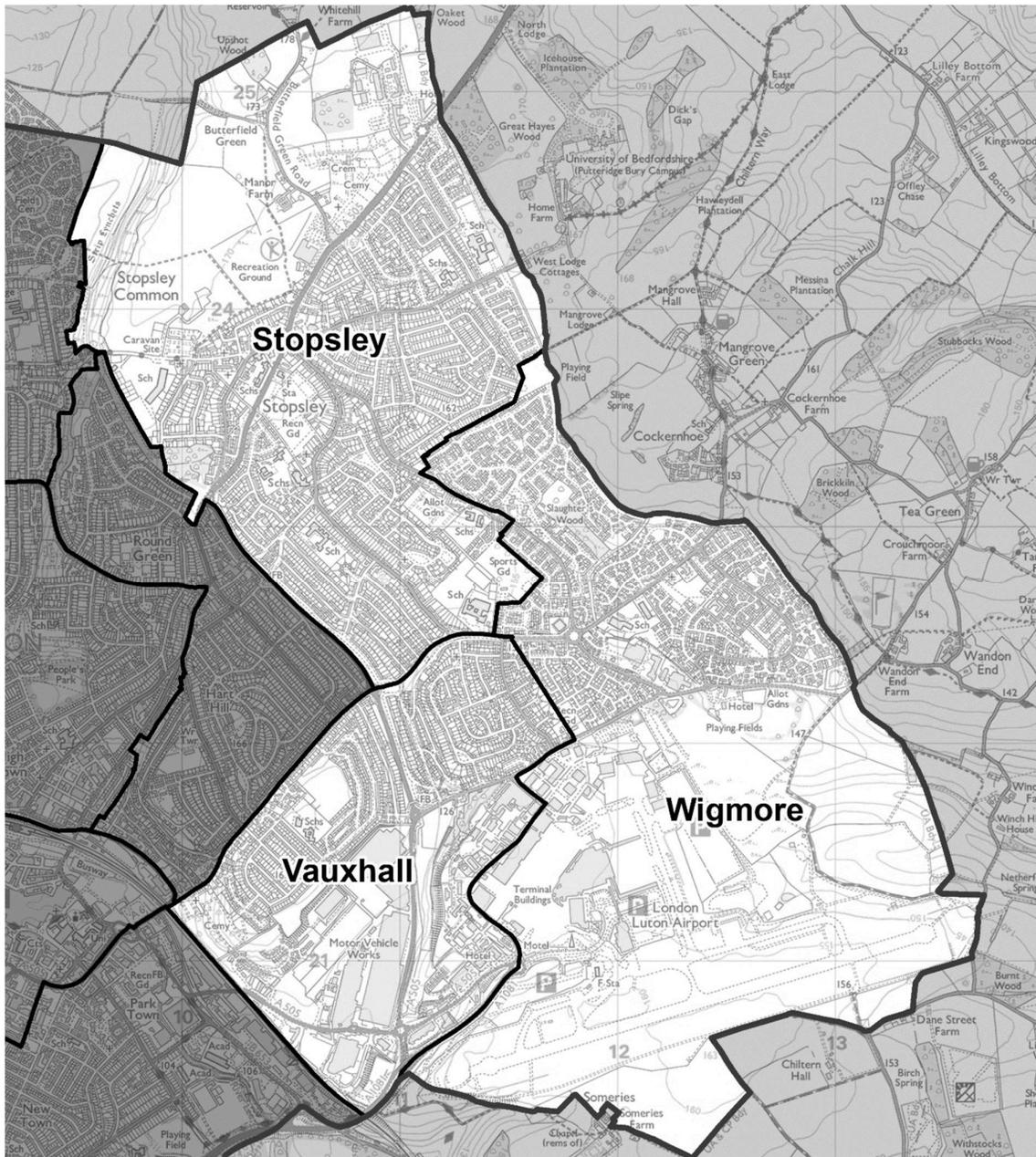
40 Both Councillor Choudhry and a resident commented on the name of the proposed Bury Park ward in our draft recommendations. These submissions pointed out that the name refers to a small part of the ward which also includes parts of Biscot and Dallow wards. Councillor Choudhry suggested the name 'Beech Hill' would be more representative of the area covered by the ward, and we note that Beech Hill Bowling Green and Beech Hill Community Primary School are on opposite ends of the proposed ward. We have therefore renamed it Beech Hill in our final recommendations.

High Town and Round Green

41 We received one submission from a resident in response to our draft recommendations for this area, who wrote in support of the inclusion of Hart Hill in Round Green ward. In addition, the Labour and Liberal Democrat schemes recommended moving Hartley Road and 1–8 Crescent Road from Round Green ward into High Town ward and 2–196 Stockingstone Road from High Town ward to Round Green ward. This was supported with convincing evidence on the amenities used by residents in the respective wards so we have adopted them in our final recommendations. The changes have a modest effect on the variances of the wards, from 1% to 2% in High Town and 4% to 3% in Round Green by 2027.

42 The Labour scheme proposed further changes to our draft Round Green ward, arguing that it had become too 'truncated', and recommending that the area between Vauxhall Way, Hitchin Road, Ashcroft Road and Crawley Green Road be moved from Stopsley ward into a three-councillor Round Green ward, while the remainder of Stopsley would be represented by two councillors. We considered this proposal carefully but remain of the opinion that Vauxhall Way, a wide A-road bordered by thick vegetation, forms a substantial barrier between the two wards and that this is not changed by the single footbridge linking Turners Road North with Turners Road South cited in the Labour submission. We have therefore not adopted this proposal in our final recommendations.

East Luton



Ward name	Number of councillors	Variance 2027
Stopsley	3	-7%
Vauxhall	2	1%
Wigmore	2	9%

Stopsley and Wigmore

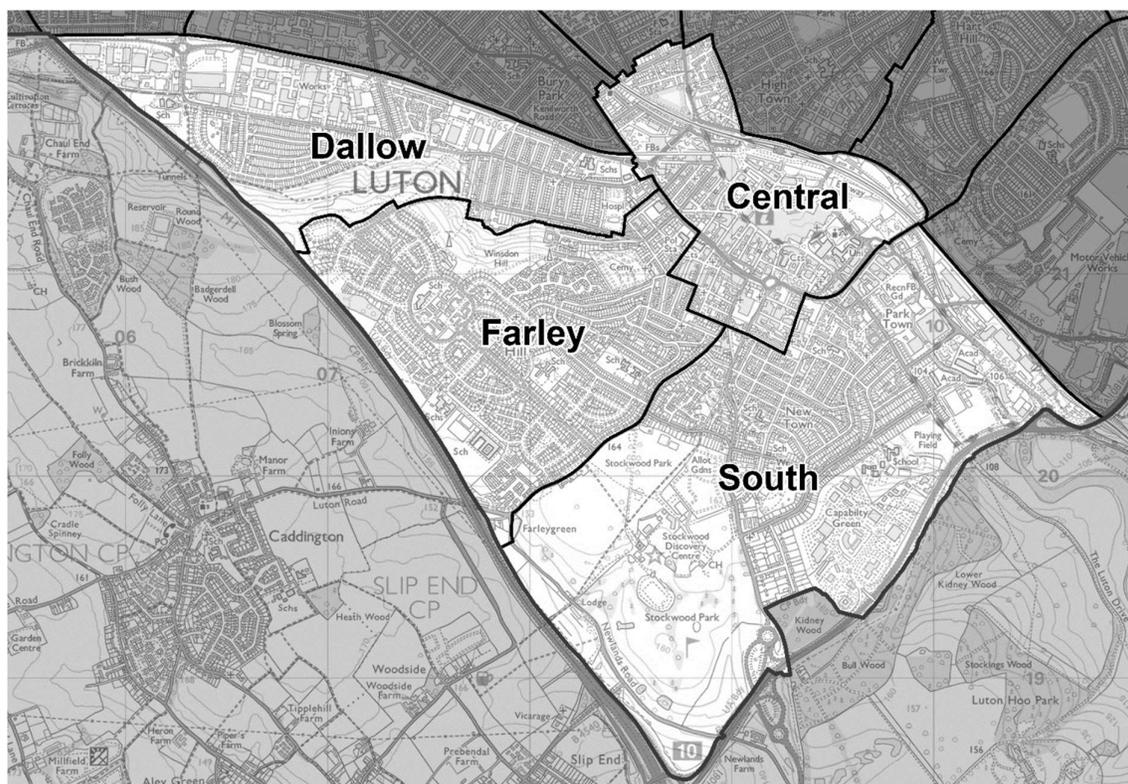
43 As described above, we did not adopt Labour's proposal to decrease the number of councillors for Stopsley ward and assign a section of the ward to Round

Green. However, we were convinced by their proposal that Alfriston Close, Ditchling Close, Lullington Close and Seaford Close should join the rest of the Telscombe Way estate in Wigmore ward. While this changes the variances for Wigmore and Stopsley from 1% to 9% and -2% to -7%, respectively, we agree that the boundary in our draft recommendations potentially divided a cohesive community between wards, and are satisfied that the higher variances are justified by improved community representation.

Vauxhall

44 We received two submissions from residents in response to our draft recommendations for Crawley ward, in addition to the Labour and Liberal Democrat schemes. One was fully supportive of the proposals, the other was supportive with the caveat that our proposed Crawley ward be renamed Vauxhall, citing a change in focus from Crawley Green Road to new developments 'on the old Vauxhall site'. This resident advised against renaming the ward 'Vauxhall Park', as in the Labour scheme, as this referred specifically to the neighbourhood east of Vauxhall Road. The Labour submission itself recommended renaming the ward due to historical connections with William Crawley and the slave trade. We were convinced by both submissions to change the name of the proposed Crawley ward but agreed with the resident that 'Vauxhall' would be the most inclusive.

South Luton

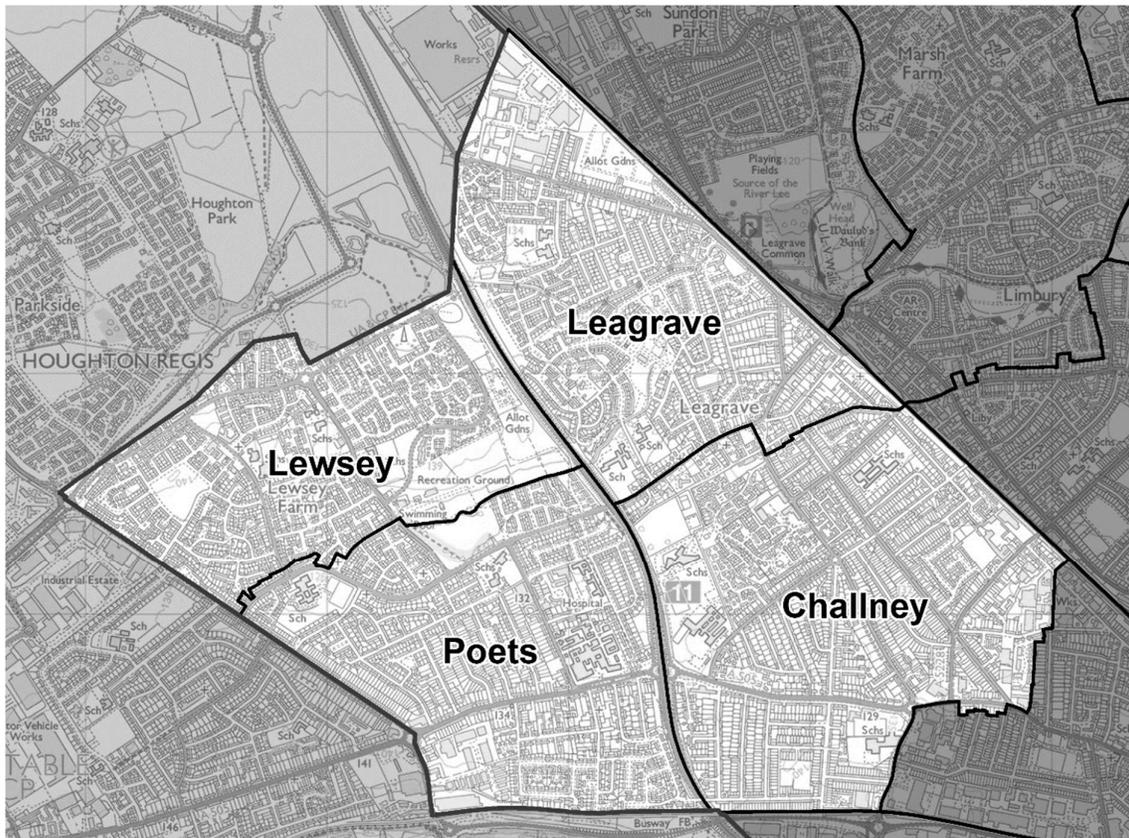


Ward name	Number of councillors	Variance 2027
Central	2	4%
Dallow	3	-1%
Farley	3	2%
South	2	3%

Central, Dallow, Farley and South

45 We received two submissions from residents in response to our draft recommendations for this area. One was supportive of the proposed boundaries, while the other proposed expanding Central ward to include Russell Street and the cemetery. We carefully considered this alternative but concluded that we had not received sufficient community identity evidence to support the change. In light of this and based on the overall evidence offered, we have decided to confirm our draft recommendations for this area as final.

West Luton



Ward name	Number of councillors	Variance 2027
Challney	3	5%
Leagrave	2	9%
Lewsey	2	-1%
Poets	2	-6%

Challney, Leagrave, Lewsey and Poets

46 We received two submissions from residents in response to our draft recommendations for this area. One was supportive of the proposed boundaries of Leagrave, while the other wrote in support of the proposed Lewsey and Poets wards, adding only that Leagrave High Street (this was written as Leagrave Road in the submission), would be a simpler boundary between the two. However, this would result in an electoral variance of -11% for Poets ward by 2027, and we were not persuaded that sufficient evidence had been received to justify this relatively high variance. We have therefore decided to confirm our draft recommendations for this area as final.

Conclusions

47 The table below provides a summary as to the impact of our final recommendations on electoral equality in Luton, referencing the 2021 and 2027 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	
	2021	2027
Number of councillors	48	48
Number of electoral wards	20	20
Average number of electors per councillor	3,013	3,457
Number of wards with a variance more than 10% from the average	4	0
Number of wards with a variance more than 20% from the average	1	0

Final recommendations

Luton Borough Council should be made up of 48 councillors serving 20 wards representing 12 two-councillor wards and eight 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 Luton Borough Council. You can also view our final recommendations for Luton Borough Council on our interactive maps at www.consultation.lgbce.org.uk

What happens next?

44 We have now completed our review of Luton Borough Council. 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 2023.

Equalities

45 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 Luton Borough Council

	Ward name	Number of councillors	Electorate (2021)	Number of electors per councillor	Variance from average %	Electorate (2027)	Number of electors per councillor	Variance from average %
1	Barnfield	3	8,833	2,944	-2%	9,837	3,279	-5%
2	Beech Hill	3	8,985	2,995	-1%	10,707	3,569	3%
3	Biscot	2	6,356	3,178	5%	7,447	3,724	8%
4	Bramingham	3	9,549	3,183	6%	9,920	3,307	-4%
5	Central	2	5,288	2,644	-12%	7,214	3,607	4%
6	Challney	3	9,204	3,068	2%	10,846	3,615	5%
7	Dallow	2	5,658	2,829	-6%	6,827	3,414	-1%
8	Farley	3	8,881	2,960	-2%	10,573	3,524	2%
9	High Town	2	6,285	3,143	4%	7,065	3,533	2%
10	Leagrave	2	6,880	3,440	14%	7,534	3,767	9%
11	Lewsey	2	6,200	3,100	3%	6,847	3,424	-1%
12	Northwell	3	9,162	3,054	1%	10,384	3,461	0%

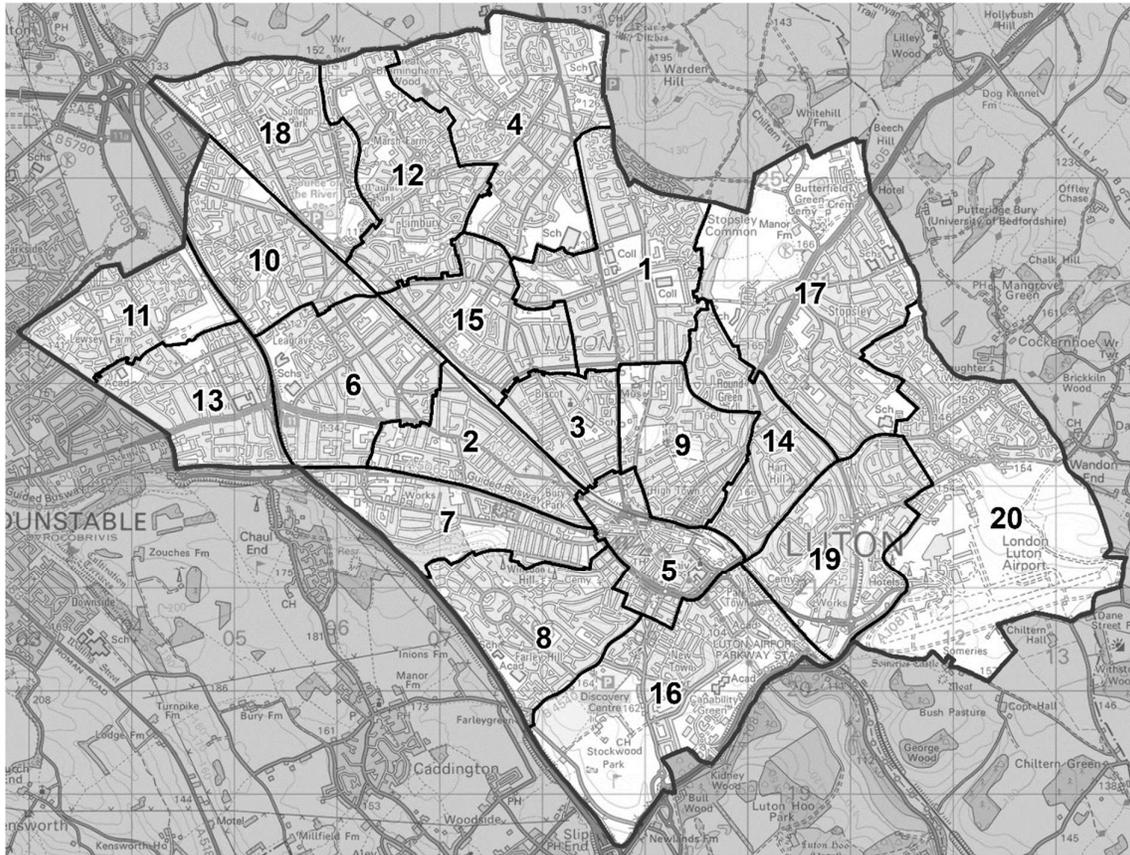
Ward name	Number of councillors	Electorate (2021)	Number of electors per councillor	Variance from average %	Electorate (2027)	Number of electors per councillor	Variance from average %
13 Poets	2	5,870	2,935	-3%	6,504	3,252	-6%
14 Round Green	2	6,334	3,167	5%	7,097	3,549	3%
15 Saints	3	8,582	2,861	-5%	9,686	3,229	-7%
16 South	2	6,174	3,087	2%	7,096	3,548	3%
17 Stopsley	3	9,160	3,053	1%	9,603	3,201	-7%
18 Sundon Park	2	5,668	2,834	-6%	6,246	3,123	-10%
19 Vauxhall	2	4,504	2,252	-25%	6,965	3,483	1%
20 Wigmore	2	7,057	3,529	17%	7,538	3,769	9%
Totals	48	144,630	-	-	165,936	-	-
Averages	-	-	3,013	-	-	3,457	-

Source: Electorate figures are based on information provided by Luton Borough 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



Number	Ward name
1	Barnfield
2	Beech Hill
3	Biscot
4	Bramingham
5	Central
6	Challney
7	Dallow
8	Farley
9	High Town
10	Leagrave
11	Lewsey
12	Northwell
13	Poets
14	Round Green
15	Saints
16	South
17	Stopsley

18	Sundon Park
19	Vauxhall
20	Wigmore

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/eastern/bedfordshire/luton

Appendix C

Submissions received

All submissions received can also be viewed on our website at:
www.lgbce.org.uk/all-reviews/eastern/bedfordshire/luton

Political Groups

- Luton Labour Party
- Luton Liberal Democrats

Councillors

- Councillor K. Choudhry (Luton Borough Council)
- Councillor D. Franks (Luton Borough Council)

Local Residents

- 20 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