# The Local Government Boundary Commission for England



New electoral arrangements for Havant Borough Council Final Recommendations November 2022

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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)
  - Andrew Scallan CBE (Deputy Chair)
  - Susan Johnson OBE
  - Peter Maddison QPM
- What is an electoral review?

- Amanda Nobbs OBE
- Steve Robinson
- Jolyon Jackson CBE (Chief Executive)

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.

<sup>&</sup>lt;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 <u>www.lgbce.org.uk</u>

## Why Havant?

7 We are conducting a review of Havant Borough 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'.<sup>2</sup>

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

- The wards in Havant 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 Havant

9 Havant should be represented by 36 councillors, two fewer than there are now.

10 Havant should have 12 wards, two fewer than there are now.

11 The boundaries of most wards should change; Hart Plain, Purbrook and Stakes wards will stay the same.

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

## 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.

<sup>&</sup>lt;sup>2</sup> 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 Havant. 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.

Stage starts	Description
21 September 2021	Number of councillors decided
28 September 2021	Start of consultation seeking views on new wards
6 December 2021	End of consultation; we began analysing submissions and forming draft recommendations
10 May 2022	Publication of draft recommendations; start of second consultation
18 July 2022	End of consultation; we began analysing submissions and forming final recommendations
1 November 2022	Publication of final recommendations

16 The review was conducted as follows:

## Analysis and final recommendations

17 Legislation<sup>3</sup> states that our recommendations should not be based only on how many electors<sup>4</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.

	2021	2027
Electorate of Havant	97,073	100,656
Number of councillors	36	36
Average number of electors per councillor	2,696	2,796

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'. Most of our proposed wards for Havant 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 <u>www.lgbce.org.uk</u>

## **Electorate figures**

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 4% 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.

<sup>&</sup>lt;sup>3</sup> Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

<sup>&</sup>lt;sup>4</sup> Electors refers to the number of people registered to vote, not the whole adult population.

## Number of councillors

24 Havant Borough Council currently has 38 councillors. We have looked at evidence provided by the Council and have concluded that decreasing by two 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 36 councillors.

As Havant Borough Council elects by thirds (meaning it has elections in three out of every four years), there is a presumption in legislation<sup>5</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.

## Ward boundaries consultation

27 We received 20 submissions in response to our consultation on ward boundaries. These included one borough-wide proposal from the Havant Conservative Group ('the Conservatives'). The remainder of the submissions provided localised comments for ward arrangements in particular areas of the borough.

28 The Conservatives' proposal provided a uniform pattern of three-councillor wards for Havant. 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 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.

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

31 Our draft recommendations were for 12 three-councillor wards. As outlined in our draft recommendations report, we assessed that keeping separate the main areas of the borough – Havant, Hayling Island, Emsworth and Waterlooville – would mean wards with higher electoral variances than we would normally be prepared to

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

accept. However, in light of the consultation responses received, we proposed to broadly follow such a pattern. We did move away from this principle in one area to ensure good electoral equality. We proposed a three-member Hayling West & Langstone ward, which would combine the western part of Haying Island with part of the central Havant area. 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

32 We received 163 submissions during consultation on our draft recommendations. These included a borough-wide alternative proposal from the Conservatives, and borough-wide comments from the Havant Progressive Forum and Havant Green Party ('the Greens'). The majority of the other submissions focused on specific areas, particularly our proposals for Langstone and Hayling, and Leigh Park.

33 Our final recommendations are based on the draft recommendations with a modification to the wards in Hayling, central Havant and Leigh Park, based on the submissions received. We also make some more minor modifications to the boundaries of wards which do not affect electors.

## **Final recommendations**

34 Our final recommendations are for 12 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.

In relation to the issues around electoral equality outlined in paragraph 31, we considered whether changing the number of councillors at this stage would improve this. We considered both increasing and reducing the council size of the authority. As our final recommendations have some variances which are relatively high at 10% and 11% at one end of the scale, and -9% and -10% at the other, any change in council size which improved one end of the spectrum would worsen variances at the other. Additionally, we did not identify a particular area where a single-councillor ward or two-councillor ward could be created and still maintain as good a warding pattern in terms of reflecting community identity. Finally, such a change would also have required moving away from the uniform pattern of three-member wards and we did not consider that this was merited given the trade-offs explained from adjusting the council size.

36 The tables and maps on pages 9–18 detail our final recommendations for each area of Havant. They detail how the proposed warding arrangements reflect the three statutory<sup>6</sup> criteria of:

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

A summary of our proposed new wards is set out in the table starting on page 25 and on the large map accompanying this report.

<sup>&</sup>lt;sup>6</sup> Local Democracy, Economic Development and Construction Act 2009.

### Hayling Island



Ward name	Number of councillors	Variance 2027
Hayling East	3	-9%
Hayling West	3	-10%

#### Hayling East and Hayling West

38 Our draft recommendations were for three-councillor Hayling East and Hayling West & Langstone wards. Our initial assessment was that the divide between Langstone and the northern part of Hayling Island was not so significant as to preclude the creation of a ward combining these two elements. We also proposed an amended boundary in the southern part of Hayling Island, uniting the retail area around Church Road/Elm Grove in the same ward.

39 The vast majority of the comments we received in response to our proposals focused on this area. These were overwhelmingly in opposition, including from Cllr Munday, the Conservatives, the Greens, Havant Progressive Forum and Save Our Island Group. The comments variously outlined the strong community links and amenity use of Langstone residents in Havant itself, and the extremely limited links to Hayling Island. 40 We recognise both the breadth and depth of the evidence received in opposition to our draft recommendations for this area. We acknowledge that the draft recommendations do not provide for the bast balance of our statutory criteria and we have therefore been persuaded to amend our recommendations here. To reflect this, we are no longer proposing that Langstone should form part of a ward with Hayling. We therefore considered options for two three-councillor wards on Hayling Island.

41 Some respondents argued in favour of Hayling being represented by six councillors in one ward covering the whole island. We were not persuaded by this suggestion as we consider wards of such size potentially dilute the accountability of the elected members to their constituents. It was also suggested that the island could be divided into three wards of two councillors each. However, we were not persuaded that sufficient evidence had been provided to merit a departure from a uniform pattern of three-councillor wards.

42 The Conservatives proposed returning to the existing ward boundary between Hayling East and Hayling West wards, following Church Road and Elm Grove. They argued that this provided a more easily identifiable boundary that was familiar to residents. Some residents also supported leaving the boundaries as they exist currently. Save Our Island Group argued for the existing boundaries with appropriate adjustments.

43 However, as noted in our draft recommendations, we were concerned about the lack of direct transport links between the northern and southern parts of the existing Hayling Island East ward. We note that as well as the above comment on restoring the existing boundary, the Conservatives did suggest an option to create two wards on a north-south basis, and that another submission argued in favour of three two-councillor wards consisting of the northern part, as well as the south-east and south-west.

44 While we are not minded to adopt either of these proposals in whole, we consider that they do demonstrate there is some local basis to amend the boundaries to unite the more rural, northern part of Hayling Island into one ward. We have therefore decided to reflect this in our final recommendations for Hayling West and Hayling East wards.

### **Central Havant**



Ward name	Number of councillors	Variance 2027
Bedhampton	3	10%
Havant St Faith's	3	11%

#### Bedhampton and Havant St Faith's

45 As outlined in paragraph 40, we are minded to amend our draft recommendations so that Langstone remains in the same ward as the centre of Havant rather than with a part of Hayling Island.

46 In our draft recommendations we identified that to keep this central area of Havant and Leigh Park as four three-councillor wards would mean they would each have variances towards the top end of the range we would normally be prepared to accept.

47 However, given the strong evidence received in the draft recommendations consultation, we are persuaded that we should pursue warding arrangements of this nature. We do not consider that creating wards crossing the A3(M) or combining

parts of Emsworth in a ward with the centre of Havant would reflect community identities or interests.

48 Given the relatively high variances, we do not propose that adding the Langstone area to Havant St Faith's ward should be the only change from our draft recommendations. This would give an electoral variance of 18% for Havant St Faith's which we are not minded to accept.

49 The Conservatives' proposal was to move polling district DA, which broadly covers Brockhampton, into Bedhampton ward. We did not receive any other comments for this area, and considered that it might divide a community between wards.

50 However, upon further assessment, there were no logical areas which could be removed from Havant St Faith's to improve electoral equality. We assessed that the railway line north of Havant, Crossland Drive and the Hermitage Stream all provided clear and identifiable boundaries.

51 We also received a proposal from a resident to extend Havant St Faith's ward north to include all of Stockheath Lane. However, given the need to ensure the best possible electoral equality, we do not propose to adopt this change.

52 Therefore our final recommendations are for three-councillor Havant St Faith's and Bedhampton wards. These wards will have electoral variances of 11% and 10% respectively by 2027. While acknowledging that these variances are at the upper end of what we would normally accept, we consider that this arrangement provides the best balance our statutory criteria, and reflects the overwhelming majority of evidence received concerning the community identity of the Langstone area.

### Leigh Park



Ward name	Number of councillors	Variance 2027
Leigh Park Central & West Leigh	3	10%
Leigh Park Hermitage	3	11%

#### Leigh Park Central & West Leigh and Leigh Park Hermitage

53 In our draft recommendations we proposed a significant restructuring of the wards in the Leigh Park area. In place of four two-member wards we proposed two three-member wards, as well as an amended southern boundary along Purbrook Way. These were partially based on the Conservatives' proposals, with amendments in the north to move the ward boundary from Petersfield Road to the stream through Great Copse.

54 We received several comments on these proposals. Some residents supported them, for example the move of Barncroft Way into Bedhampton ward rather than it being split between wards. The Greens, Havant Progressive Forum and several residents argued that these areas were the most deprived parts of the borough, generated the most case work for councillors and therefore should not lose representation as a result of this review. Some also argued that specific areas should maintain their existing boundaries as they reflected areas that were well defined, such as Bondfields and Warren Park.

55 The Commission is bound by law to consider its statutory criteria of electoral equality, reflecting community identity and interests and providing effective and convenient local government when making its recommendations. Additionally, in a borough like Havant which elects by thirds, there is a presumption in legislation towards a uniform pattern of three-councillor wards. We are not persuaded that deprivation in of itself is an indicator of community identity and we have not been persuaded to moved away from a uniform pattern of wards and our draft recommendations in this area.

56 Some alternative warding proposals were received, such as to create three wards with three councillors each from the four existing Leigh Park wards and a part of Denvilles. However this pattern would provide worse electoral equality than our recommendations and we were not satisfied there was sufficient evidence to justify the proposals on the grounds of community identity.

57 We are proposing two minor amendments to our draft recommendations and name changes to both wards. We are adopting the Conservatives' proposal for the boundary between the two Leigh Park wards to follow the stream south of Dunsbury Way and west of Corhampton Crescent. We were persuaded to adopt these on the basis they would provide clearer and more identifiable ward boundaries. We also propose to amend the northern part of the boundary to avoid splitting the Havant Reservoir site.

58 As the new Leigh Park East and Leigh Park West wards were combinations of several existing wards, we proposed these names in our draft recommendations and invited comments on alternative names. We received a variety of responses including keeping our draft recommendations or naming these wards West Havant and East Havant. However, we propose that these wards should be named Leigh Park Central & West Leigh and Leigh Park Hermitage, respectively. These names were proposed by the Conservatives and there was support from other respondents about reflecting the West Leigh area in a ward name.

### Emsworth



Ward name	Number of councillors	Variance 2027
Emsworth	3	7%

#### Emsworth

59 In our draft recommendations we proposed an Emsworth ward which was broadly similar to the existing ward. The changes were to extend it slightly to the A27 around the Saxon Corner development and to move the boundary to avoid splitting the future South Leigh development.

60 The only comments we received on this proposal were from the Conservatives – who supported our proposal – and from a resident who argued that the boundary between Emsworth and Havant St Faith's should be amended so the footprint of the future South Leigh development be in Emsworth as services would be used this way.

61 We considered this proposal and, after looking at the masterplan for the development, our assessment was that it would share greater links to the Havant area rather than Emsworth. We therefore do not propose to adopt this and instead propose that the boundary of Emsworth ward should be drawn tightly so as not to include this area. As the development is completed and community identities and

interests develop, this may be an issue to consider again in a subsequent electoral review of the authority.

62 We therefore confirm our draft recommendations for Emsworth ward as final.

### Waterlooville



Ward name	Number of councillors	Variance 2027
Cowplain	3	-4%
Hart Plain	3	-3%
Purbrook	3	-6%
Stakes	3	-8%
Waterloo	3	-9%

#### Cowplain, Hart Plain, Purbrook, Stakes and Waterloo

63 In our draft recommendations we proposed to retain the five three-councillor warding arrangement in Waterlooville west of the A3(M), with the only change being an amendment of the boundary of Cowplain ward to take in more of Tempest Avenue. We proposed no changes to the existing Hart Plain, Purbrook and Stakes wards.

64 The Conservatives supported this minor amendment. One resident argued the proposals in Waterlooville were logical. We did not receive any other comments on this change.

65 The other comments we received in this consultation regarding the Waterlooville area related to Cowplain ward. One resident argued that the 'high street' of Cowplain should be in Cowplain ward, and another argued that the boundary should go down Hart Plain Avenue, and that Milton Road provided a better ward boundary than London Road.

66 We considered both of these comments. They did not outline a particular reason for why such changes would provide for a better balance of our statutory criteria. Additionally, the second of those changes would require significant consequential changes to adjoining ward boundaries to provide for good electoral equality. We are not persuaded we have received sufficient evidence to justify such changes.

67 We therefore were not minded to make such a change and confirm our draft recommendations as final for the wards of Cowplain, Hart Plain, Purbrook, Stakes and Waterloo.

## Conclusions

The table below provides a summary as to the impact of our final recommendations on electoral equality in Havant, 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	36	36
Number of electoral wards	12	12
Average number of electors per councillor	2,696	2,796
Number of wards with a variance more than 10% from the average	3	2
Number of wards with a variance more than 20% from the average	0	0

#### **Final recommendations**

Havant Borough Council should be made up of 36 councillors serving 12 threecouncillor 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 Havant Borough Council. You can also view our final recommendations for Havant on our interactive maps at <u>www.consultation.lgbce.org.uk</u>

## What happens next?

69 We have now completed our review of Havant 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 2024.

# Equalities

70 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 Havant 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	Bedhampton	3	8,570	2,857	6%	9,257	3,086	10%
2	Cowplain	3	7,942	2,647	-2%	8,035	2,678	-4%
3	Emsworth	3	8,357	2,786	3%	8,965	2,988	7%
4	Hart Plain	3	7,747	2,582	-4%	8,150	2,717	-3%
5	Havant St Faith's	3	8,680	2,893	7%	9,297	3,099	11%
6	Hayling East	3	7,641	2,547	-6%	7,619	2,540	-9%
7	Hayling West	3	7,029	2,343	-13%	7,547	2,516	-10%
8	Leigh Park Central & West Leigh	3	8,969	2,990	11%	9,236	3,079	10%
9	Leigh Park Hermitage	3	9,091	3,030	12%	9,310	3,103	11%
10	Purbrook	3	7,618	2,539	-6%	7,910	2,637	-6%
11	Stakes	3	7,771	2,590	-4%	7,722	2,574	-8%
12	Waterloo	3	7,658	2,553	-5%	7,609	2,536	-9%
	Totals	36	97,073	-	-	100,656	-	-
	Averages	-	-	2,696	-	-	2,796	-

Source: Electorate figures are based on information provided by Havant 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



A more detailed version of this map can be seen on the large map accompanying this report, or on our website: <a href="https://www.lgbce.org.uk/all-reviews/south-east/hampshire/havant">www.lgbce.org.uk/all-reviews/south-east/hampshire/havant</a>

## Appendix C

#### Submissions received

All submissions received can also be viewed on our website at: <a href="http://www.lgbce.org.uk/all-reviews/south-east/hampshire/havant">www.lgbce.org.uk/all-reviews/south-east/hampshire/havant</a>

#### Political Groups

- Havant Conservative Group
- Havant Green Party
- Havant Labour Party
- Havant Progressive Forum

#### Councillors

- Councillor P. Munday (Havant Borough Council)
- Councillor L. Bowerman (Havant Borough Council)

#### Local Organisations

- Langstone Village Association
- Save Our Island Group

#### Local Residents

• 155 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 <u>www.nalc.gov.uk</u>
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