

Final recommendations on the new electoral arrangements for Tewkesbury Borough Council

Electoral review

October 2017

Translations and other formats

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Summary

Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament. 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.

2 Our main role is to carry out electoral reviews of local authorities throughout England.

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

Why Tewkesbury?

4 We are conducting a review of Tewkesbury Borough Council as the value of each vote in borough council elections varies depending on where you live in Tewkesbury. 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.

Our proposals for Tewkesbury

- Tewkesbury should be represented by 38 councillors, the same number as there are now.
- Tewkesbury should have 20 wards, two fewer than there are now.
- The boundaries of 19 wards should change, three will stay the same.

We have now finalised our recommendations for electoral arrangements in Tewkesbury.

What is the Local Government Boundary Commission for England?

5 The Local Government Boundary Commission for England is an independent body set up by Parliament.¹

6 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
 - Dr Peter Knight CBE, DL
 - Alison Lowton
 - Peter Maddison QPM
 - Sir Tony Redmond
-
- Chief Executive: Jolyon Jackson CBE

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

1 Introduction

7 This electoral review was carried out to ensure that:

- The wards in Tewkesbury 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 borough.

What is an electoral review?

8 Our three main considerations are to:

- Improve electoral equality by equalising the number of electors each councillor represents
- Reflect community identity
- Provide for effective and convenient local government

9 Our task is to strike the best balance between them when making our recommendations. Our powers, as well as the guidance we have provided for electoral reviews and further information on the review process, can be found on our website at www.lgbce.org.uk

Consultation

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

11 This review was conducted as follows:

Stage starts	Description
20 December 2016	Number of councillors decided
10 January 2017	Start of consultation seeking views on new wards
20 March 2017	End of consultation; we begin analysing submissions and forming draft recommendations
4 July 2017	Publication of draft recommendations, start of second consultation
4 September 2017	End of consultation; we begin analysing submissions and forming final recommendations
31 October 2017	Publication of final recommendations

How will the recommendations affect you?

12 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 or town council ward you vote in. Your ward name may also change.

2 Analysis and final recommendations

13 Legislation² states that our recommendations should not be based only on how many electors³ 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.

14 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.

15 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.

	2016	2022
Electorate of Tewkesbury	69,041	75,790
Number of councillors	38	38
Average number of electors per councillor	1,817	1,994

16 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 Tewkesbury will have good electoral equality by 2022.

17 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.

Submissions received

18 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

Electorate figures

19 The Council submitted electorate forecasts for 2022, a period five years on from the scheduled publication of our final recommendations in 2017. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 9.8% by 2022. This growth is expected from a number of developments across the borough, the largest of which being in Bishop's Cleeve and Brockworth.

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

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

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

Number of councillors

21 Tewkesbury Borough Council currently has 38 councillors. We have looked at evidence provided by the Council and have concluded that keeping this number the same will make sure the Council will be able to continue to carry out its roles and responsibilities effectively.

22 We therefore invited proposals for new patterns of wards that would be represented by 38 councillors – for example, 38 one-councillor wards, 19 two-councillor wards, or a mix of one-, two- and three-councillor wards.

23 We received no submissions about the number of councillors in response to our consultation on draft recommendations. We have therefore maintained 38 councillors for our final recommendations.

Ward boundaries consultation

24 We received 15 submissions to our consultation on ward boundaries. These included one detailed borough-wide proposal from Tewkesbury Borough Council, based on a pattern of wards to be represented by 38 elected members.

25 The borough-wide scheme provided for a mixed pattern of one-, two- and three-councillor wards for Tewkesbury. We carefully considered the proposals received and concluded that the proposed ward boundaries would have good levels of electoral equality. We also considered that they generally used clearly identifiable boundaries.

26 Our draft recommendations were for three three-councillor wards, 12 two-councillor wards and five one-councillor wards. We consider that our draft recommendations provided for good electoral equality while reflecting community identities and interests where we received such evidence during the warding boundaries consultation. We considered that our draft recommendations provided for good electoral equality while reflecting community identities and interests.

Draft recommendations consultation

27 We received 14 submissions during consultation on our draft recommendations. These included one response regarding the whole area from the borough Council. The majority of the other submissions focused on specific areas, particularly our proposals in Twyning.

28 Our final recommendations are based on the draft recommendations with a modification to the boundary between two wards in the Bishop's Cleeve area, reflecting the submissions received. We also made some minor modifications to the parish warding arrangements for Tewkesbury Town Council.

Final recommendations

29 Pages 8–17 detail our final recommendations for each area of Tewkesbury. They detail how the proposed warding arrangements reflect the three statutory⁴ criteria of:

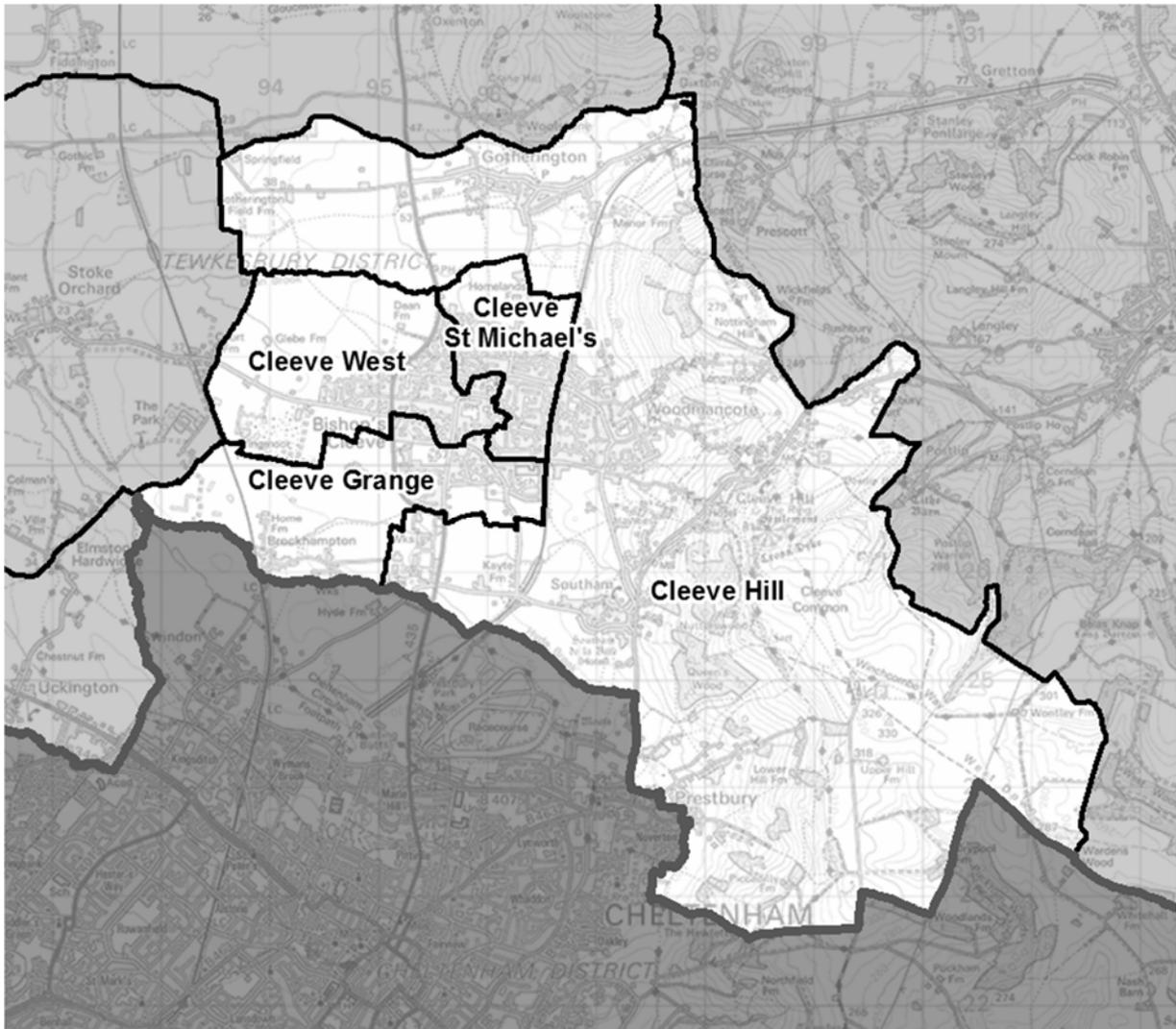
- Equality of representation
- Reflecting community interests and identities
- Providing for effective and convenient local government

30 Our final recommendations are for three three-councillor wards, 12 two-councillor wards and five one-councillor wards. We consider that our final recommendations will provide for good electoral equality while reflecting community identities and interests where we have received such evidence during consultation.

31 A summary of our proposed new wards is set out in the table on page 18 and on the large map accompanying this report.

⁴ Local Democracy, Economic Development and Construction Act 2009.

Bishop's Cleeve



Ward name	Number of Cllrs	Variance 2022
Cleeve Grange	1	5%
Cleeve Hill	2	1%
Cleeve St Michael's	2	9%
Cleeve West	2	9%

Cleeve Hill

32 The Council supported our proposals for the Cleeve Hill ward. We received no further submissions in direct relation to this area. We therefore confirm our draft recommendations as final.

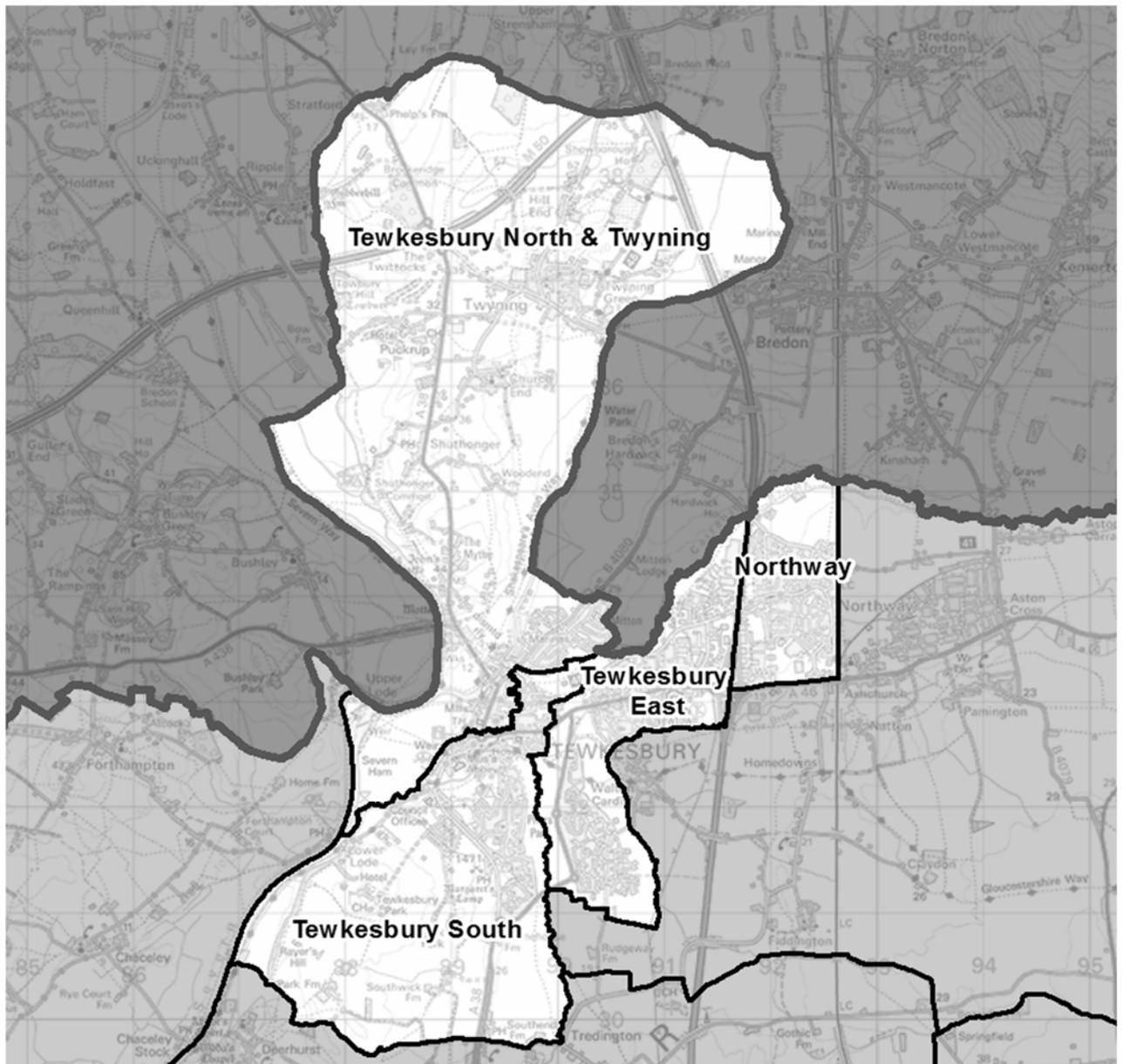
Cleeve Grange, Cleeve West and Cleeve St Michael's

33 We received an alternative proposal for our Cleeve Grange, Cleeve West and Cleeve St Michael's wards from Bishop's Cleeve Parish Council. This proposal clearly identified specific properties to move between wards; however, it had been drawn up using an average of 1.8 electors per household rather than the electoral figures supplied at the start of this review. The Parish Council's figures had not been adjusted to take into account any forecast growth in the area, therefore it appeared that the proposals would result in better electoral equality for the area. The Commission must use the agreed electoral register and forecast, for the duration of the review, and in doing so the proposed boundaries gave a variance of 14% for Cleeve Grange. We were not persuaded by the supporting evidence that such a high variance in the Cleeve Grange area could be justified.

34 We received a submission from the Council that supported our proposals for Bishop's Cleeve, with a request to move a small number of properties along Pecked Lane from Cleeve St Michael's into Cleeve West, to allow for better access within the ward. We have accepted this minor modification to the boundary between the two wards.

35 We therefore confirm our draft wards for Cleeve Grange, Cleeve West and Cleeve St Michael's, subject to a minor alteration, as final. All the wards will have good electoral equality by 2022.

North Tewkesbury



Ward name	Number of Cllrs	Variance 2022
Northway	2	-4%
Tewkesbury East	2	6%
Tewkesbury North & Twynning	2	9%
Tewkesbury South	2	9%

Tewkesbury North & Twyning

36 We received two submissions that supported our proposals for Tewkesbury North & Twyning, one from the Council and one from a local resident.

37 We received five submissions that were not supportive of our proposed Tewkesbury North & Twyning ward, all from local residents. Five of these submissions requested that the parish of Twyning not be included in the same ward as Tewkesbury. However, none of these submissions proposed an alternate warding arrangement for the area. To split Tewkesbury North & Twyning and create two single-member wards would result in very poor electoral equality for both wards. There would be 41% more electors in Tewkesbury North and -23% fewer electors in Twyning than the borough average. We do not consider that the evidence provided is compelling enough to recommend boundaries that result in such high electoral inequality. We therefore confirm our Tewkesbury North & Twyning ward as final.

Tewkesbury South and East

38 We received one submission commenting on the boundary between Tewkesbury North & Twyning and Tewkesbury South. It recommended using the High Street as a more identifiable boundary between the two wards; however, a boundary that followed the High Street would result in a variance of over 10% for Tewkesbury South ward. The Council's submission supported our recommendations in Tewkesbury South, therefore, we do not propose to alter this boundary and we confirm our draft recommendations as final.

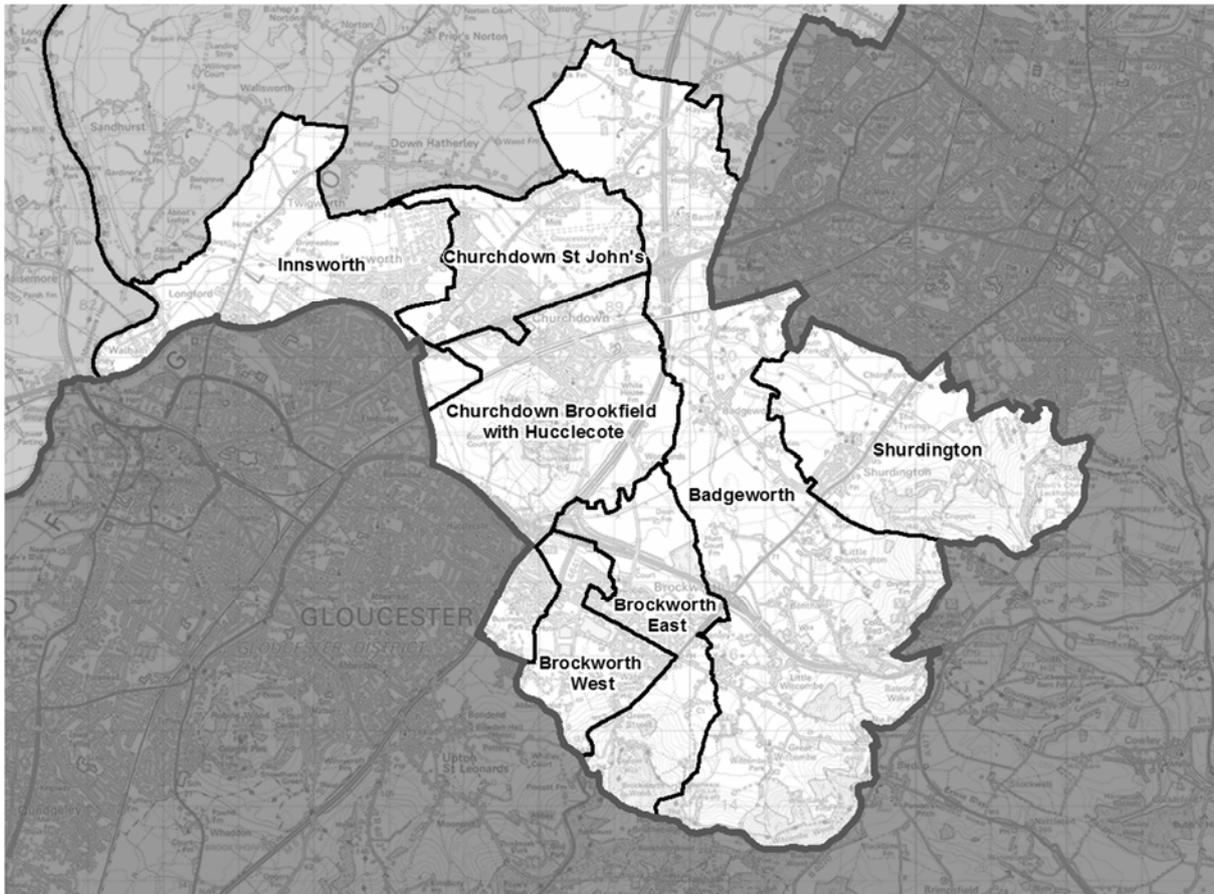
39 We received one submission from Tewkesbury Town Council that requested a name change to the parish ward of Tewkesbury East. We are therefore recommending that the parish ward in this area is instead called Tewkesbury Newtown to better reflect the community in this area. The external parish boundaries of Tewkesbury and Wheatpieces will not be altered by our recommendations.

40 We received no submissions that related directly to the boundaries of our Tewkesbury East ward. We therefore confirm our draft recommendations as final.

Northway

41 We received no submissions that related directly to the boundaries in Northway. We received a submission that suggested that the name 'Northway' was not representative of the community in this area and suggested that the ward be named Tibblestone, as it had been historically. However, our draft ward was based on the existing boundaries of the parish of Northway and was supported by the Council in their proposal. We are not persuaded by the evidence received in this submission to change the ward name. We confirm our Northway ward as final. Northway will have good electoral equality by 2022.

South Tewkesbury



Ward name	Number of Cllrs	Variance 2022
Badgeworth	1	7%
Brockworth East	2	0%
Brockworth West	2	-2%
Churchdown Brookfield with Hucclecote	3	-9%
Churchdown St John's	3	-6%
Innsworth	2	-3%
Shurdington	1	9%

Badgeworth and Shurdington

42 We received one submission that related directly to these wards, as part of the Council's response to our draft recommendations. The submission was supportive of both of our proposed Badgeworth and Shurdington wards. We therefore confirm our recommendations in Badgeworth and Shurdington as final. Both will have good electoral equality by 2022.

Brockworth

43 We received one submission in support of our proposed Brockworth East and Brockworth West wards; this was from the Borough Council. We have therefore made no changes to our draft recommendations and confirm both the Brockworth East and Brockworth West wards as final.

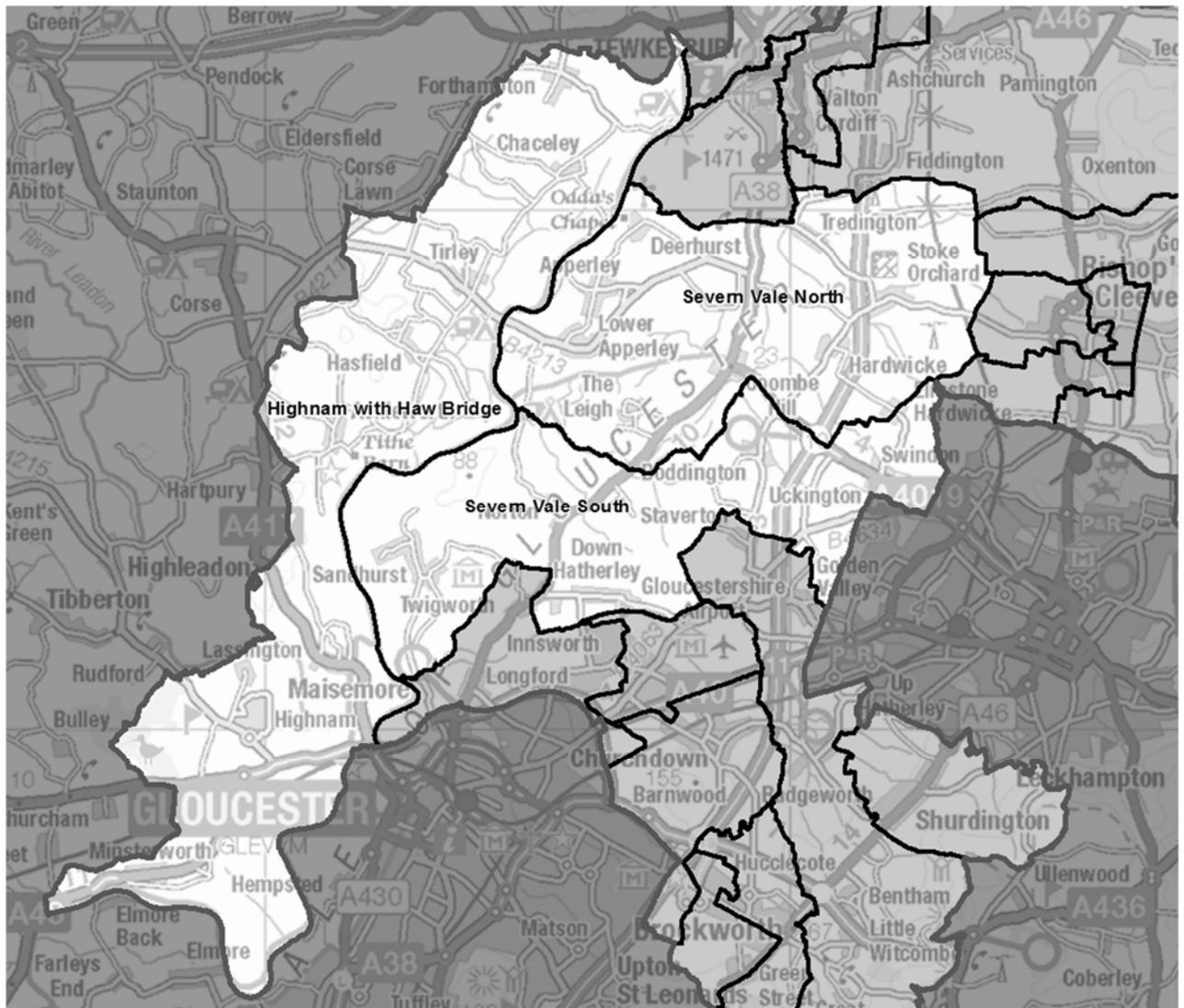
Churchdown Brookfield with Hucclecote and Churchdown St John's

44 We received no submissions that related directly to either the Churchdown Brookfield or Churchdown St John's wards. The Council's borough-wide response supported our proposed boundaries in both these wards. We therefore confirm our draft recommendations as final.

Innsworth

45 We received one submission regarding the name of our proposed Innsworth ward, arguing that it was not reflective of the area; however, we did not consider that it provided sufficient evidence to consider an alternative name. Our proposed Innsworth ward comprises the parishes of Longford, Twigworth and Innsworth, of which Innsworth parish is the largest settlement. The Council's submissions at both phases of consultation supported our proposal here. We are not minded to change the name of this ward and therefore confirm our draft Innsworth ward as final.

South-east Tewkesbury



Ward name	Number of Cllrs	Variance 2022
Highnam with Haw Bridge	2	-6%
Severn Vale North	1	1%
Severn Vale South	1	-2%

Highnam with Haw Bridge

46 We received two submissions regarding our proposed Highnam with Haw Bridge ward. The Council's submission supported our draft recommendations in the area.

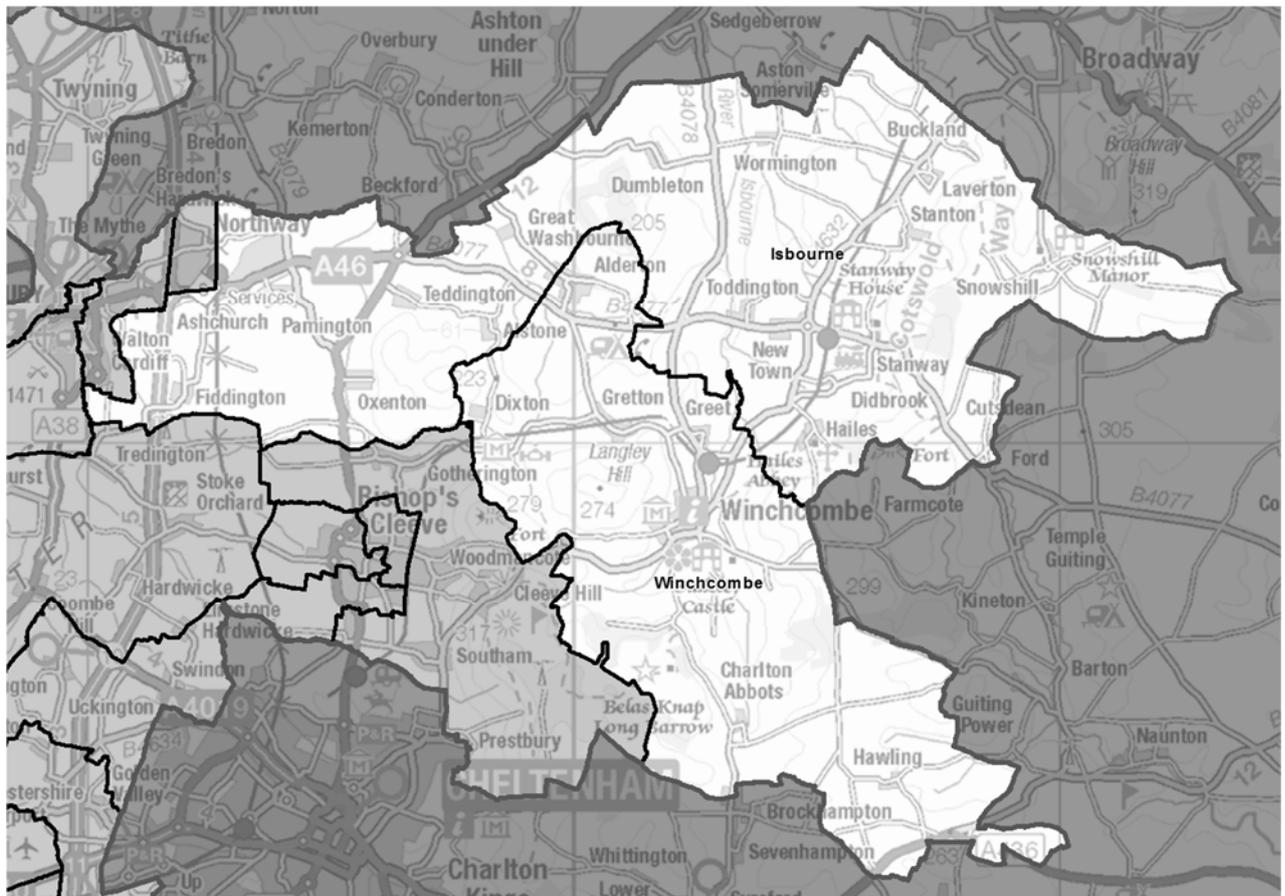
47 The second submission we received was from a local resident. It proposed that the Highnam with Haw Bridge ward should be split into two wards to ensure better accountability for councillors. However, creating two single-member wards would result in poor electoral equality for the area, and after careful consideration of the evidence received we have not been persuaded by this proposal.

48 While we recognise that our proposed Highnam with Haw Bridge ward is geographically large, we do not consider that the evidence received was strong enough to support high electoral variances in this area. Our proposal is based on the current boundaries and was supported by the Council's submission. We therefore confirm our draft Highnam with Haw Bridge ward as final. Highnam with Haw Bridge will have good electoral equality by 2022.

Severn Vale

49 The Council were supportive of our proposals in Severn Vale North and Severn Vale South. We received no other submissions that related directly to these wards and so confirm our draft recommendations for this area as final.

West Tewkesbury



Ward name	Number of Cllrs	Variance 2022
Isbourne	2	-8%
Winchcombe	3	-5%

Isbourne

50 We received two submissions regarding our proposed Isbourne ward. One submission was from the Council and supported our draft recommendations in this area.

51 The second submission we received was from a local resident proposing that Isbourne should be split into two wards to provide for better local representation for electors in this area. The Commission have looked at this proposal and found that without dividing any parishes the creation of two wards would result in poor electoral equality for the area. We are not persuaded by the evidence received and are therefore confirming our draft recommendations in this area as final.

Winchcombe

52 We received no further submissions that related directly to Winchcombe, aside from the Council's support of our proposals in this area. We therefore confirm our draft recommendations as final.

Conclusions

53 The table below shows the impact of our draft recommendations on electoral equality, based on 2016 and 2022 electorate figures.

Summary of electoral arrangements

	Final recommendations	
	2016	2022
Number of councillors	38	38
Number of electoral wards	20	20
Average number of electors per councillor	1,817	1,994
Number of wards with a variance more than 10% from the average	9	0
Number of wards with a variance more than 20% from the average	0	0

Final recommendation

Tewkesbury Borough Council should be made up of 38 councillors serving 20 wards representing five single-councillor wards, 12 two-councillor wards and three three-councillor wards. The details and names are shown in Appendix A and illustrated on the large map accompanying this report.

Mapping

Sheet 1, Map 1 shows the proposed wards for Tewkesbury Borough Council. You can also view our final recommendations for Tewkesbury on our interactive maps at <http://consultation.lgbce.org.uk>

Parish electoral arrangements

54 As part of an electoral review, we are required to have regard to the statutory criteria set out in Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act). The Schedule provides that if a parish is to be divided between different ward it must also be divided into parish wards, so that each parish ward lies wholly within a single ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

55 Under the 2009 Act we only have the power to make changes to parish electoral arrangements where these are as a direct consequence of our recommendations for principal authority warding arrangements. However, Tewkesbury Borough Council has powers under the Local Government and Public Involvement in Health Act 2007 to conduct community governance reviews to effect changes to parish electoral arrangements.

56 We are providing revised parish electoral arrangements for Bishop's Cleeve, Brockworth, Churchdown and Tewkesbury.

57 As result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Bishop's Cleeve parish.

Final recommendation Bishop's Cleeve Parish Council should comprise 20 councillors, as at present, representing three wards:	
Parish ward	Parish ward
Cleeve Grange	4
Cleeve St Michael's	8
Cleeve West	8

58 As result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Brockworth parish.

Final recommendation Brockworth Parish Council should comprise 17 councillors, as at present, representing two wards:	
Parish ward	Number of parish councillors
Brockworth East	9
Brockworth West	8

14 As result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Churchdown parish.

Final recommendation Churchdown Parish Council should comprise 20 councillors, as at present, representing two wards:	
Parish ward	Number of parish councillors
Churchdown Brookfield	7
Churchdown St John's	13

15 As result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Tewkesbury parish.

Final recommendation

Tewkesbury Town Council should comprise 16 councillors, as at present, representing three wards:

Parish ward	Number of parish councillors
Tewkesbury Newtown	3
Tewkesbury North	5
Tewkesbury South	8

3 What happens next?

59 We have now completed our review of Tewkesbury. 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 2019.

Equalities

60 This report has been screened for impact on equalities, with due regard being given to the general equalities duties as set out in section 149 of the Equality Act 2010. As no potential negative impacts were identified, a full equality impact analysis is not required.

Appendix A

Final recommendations for Tewkesbury Borough Council

	Ward name	Number of councillors	Electorate (2016)	Number of electors per councillor	Variance from average %	Electorate (2022)	Number of electors per councillor	Variance from average %
1	Badgeworth	1	2,057	2,057	13%	2,138	2,138	7%
2	Brockworth East	2	2,894	1,447	-20%	3,988	1,994	0%
3	Brockworth West	2	3,407	1,704	-6%	3,890	1,945	-2%
4	Churchdown Brookfield with Hucclecote	3	5,026	1,675	-8%	5,439	1,813	-9%
5	Churchdown St John's	3	5,623	1,874	3%	5,624	1,875	-6%
6	Cleeve Grange	1	2,096	2,096	15%	2,099	2,099	5%
7	Cleeve Hill	2	4,015	2,008	10%	4,039	2,020	1%
8	Cleeve St Michael's	2	3,525	1,763	-3%	4,293	2,147	9%
9	Cleeve West	2	3,672	1,836	1%	4,404	2,202	9%
10	Highnam with Haw Bridge	2	3,448	1,724	-5%	3,745	1,873	-6%
11	Innsworth	2	3,110	1,555	-14%	3,885	1,943	-3%
12	Isbourne	2	2,970	1,485	-18%	3,655	1,828	-8%

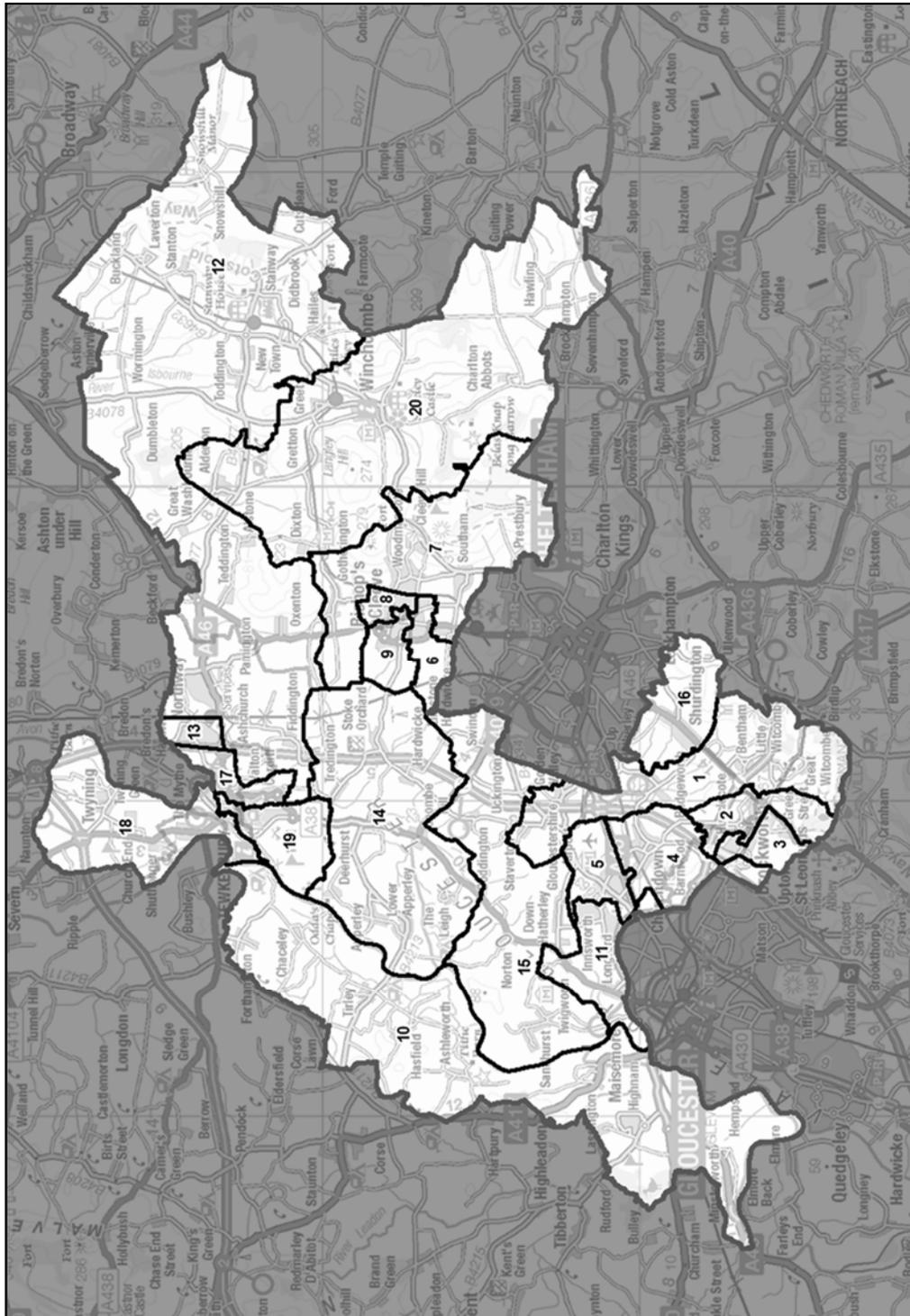
Ward name	Number of councillors	Electorate (2016)	Number of electors per councillor	Variance from average %	Electorate (2022)	Number of electors per councillor	Variance from average %
13 Northway	2	3,808	1,904	5%	3,830	1,915	-4%
14 Severn Vale North	1	1,883	1,883	4%	2,023	2,023	1%
15 Severn Vale South	1	1,926	1,926	6%	1,945	1,945	-2%
16 Shurdington	1	1,561	1,561	-14%	2,182	2,182	9%
17 Tewkesbury East	2	4,146	2,073	14%	4,236	2,118	6%
18 Tewkesbury North & Twyning	2	4,088	2,044	13%	4,347	2,174	9%
19 Tewkesbury South	2	4,310	2,155	19%	4,346	2,173	9%
20 Winchcombe	3	5,476	1,825	0%	5,682	1,894	-5%
Totals	38	69,041	-	-	75,790	-	-
Averages	-	-	1,817	-	-	1,994	-

Source: Electorate figures are based on information provided by Tewkesbury 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



Key

- 1 Badgeworth
- 2 Brockworth East
- 3 Brockworth West
- 4 Churchdown Brookfield with Hucclecote
- 5 Churchdown St John's
- 6 Cleeve Grange
- 7 Cleeve Hill
- 8 Cleeve St Michael's
- 9 Cleeve West
- 10 Highnam with Haw Bridge
- 11 Innsworth
- 12 Isbourne
- 13 Northway
- 14 Severn Vale North
- 15 Severn Vale South
- 16 Shurdington
- 17 Tewkesbury East
- 18 Tewkesbury North & Twyning
- 19 Tewkesbury South
- 20 Winchcombe

A more detailed version of this map can be seen on the large map accompanying this report, or on our website: <https://www.lgbce.org.uk/current-reviews/south-west/gloucestershire/tewkesbury>

Appendix C

Submissions received

All submissions received can also be viewed on our website at <https://www.lgbce.org.uk/current-reviews/south-west/gloucestershire/tewkesbury>

Local Authority

- Tewkesbury Borough Council

Parish and Town Council

- Bishop's Cleeve Parish Council
- Innsworth Parish Council
- Tewkesbury Town Council

Local Residents

- 10 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 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