

New electoral arrangements for Sutton Council Final Recommendations

June 2020

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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 Sutton?

7 We are conducting a review of Sutton 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'. In addition, the value of each vote in borough council elections varies depending on where you live in Sutton. 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 Sutton 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.

Our proposals for Sutton

9 Sutton should be represented by 55 councillors, one more than there are now.

10 Sutton should have 20 wards, two 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 Sutton.

How will the recommendations affect you?

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

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

Review timetable

15 We wrote to the Council to ask its views on the appropriate number of councillors for Sutton. 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
18 June 2019	Number of councillors decided
25 June 2019	Start of consultation seeking views on new wards
30 September 2019	End of consultation; we began analysing submissions and forming draft recommendations
7 January 2020	Publication of draft recommendations; start of second consultation
16 March 2020	End of consultation; we began analysing submissions and forming final recommendations
30 June 2020	Publication of final recommendations

Analysis and final recommendations

17 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.

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.

	2019	2025
Electorate of Sutton	153,329	167,000
Number of councillors	54	55
Average number of electors per councillor	2,839	3,036

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 Sutton will have good electoral equality by 2025.

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 2025, a period five years on from the scheduled publication of our final recommendations in 2020. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 9% by 2025.

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.

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.

Number of councillors

24 Sutton Council currently has 54 councillors. We have looked at evidence provided by the Council and concluded that keeping this number the same would ensure the Council could carry out its roles and responsibilities effectively.

25 We therefore invited proposals for new patterns of wards that would be represented by 54 councillors – for example, 54 one-councillor wards, 18 three-councillor wards, or a mix of one-, two- and three-councillor wards.

26 We received no submissions specifically about the number of councillors in response to our consultation on ward patterns. However, the submission from Sutton Council proposed a warding pattern based on 55 members and argued that this warding pattern best met the requirements of the statutory criteria. The Council's proposal did not specifically address the increase in the number of members but treated it as a consequence of the warding pattern proposed.

27 After analysing all of the submissions received, we considered the Council's proposal for 55 members would provide an effective allocation of councillors across the borough and have based our recommendations on this number.

Ward boundaries consultation

28 We received seven submissions in response to our consultation on ward boundaries. These included borough-wide proposals from Sutton Council, the Conservative Group and the Sutton Labour Parties. The remainder of the submissions provided localised comments for warding arrangements in particular areas of the borough.

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

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

32 Our draft recommendations were for 15 three-councillor wards and five two-councillor wards. We considered that our draft recommendations would provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

Draft recommendations consultation

33 We received 49 submissions during consultation on our draft recommendations. These included submissions from the Council, the Conservative Group and the Sutton Labour Parties. The majority of the other submissions focused on specific areas, particularly our proposals in the Sutton West, Belmont and Cheam areas.

34 Our final recommendations are based on the draft recommendations with modifications to the wards to the south and west of Sutton town centre. We have also made minor modifications to the boundaries between Carshalton and Wallington North wards, and Wallington South and Beddington East & Roundshaw wards.

Final recommendations

35 Our final recommendations are for 15 three-councillor wards and five 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.

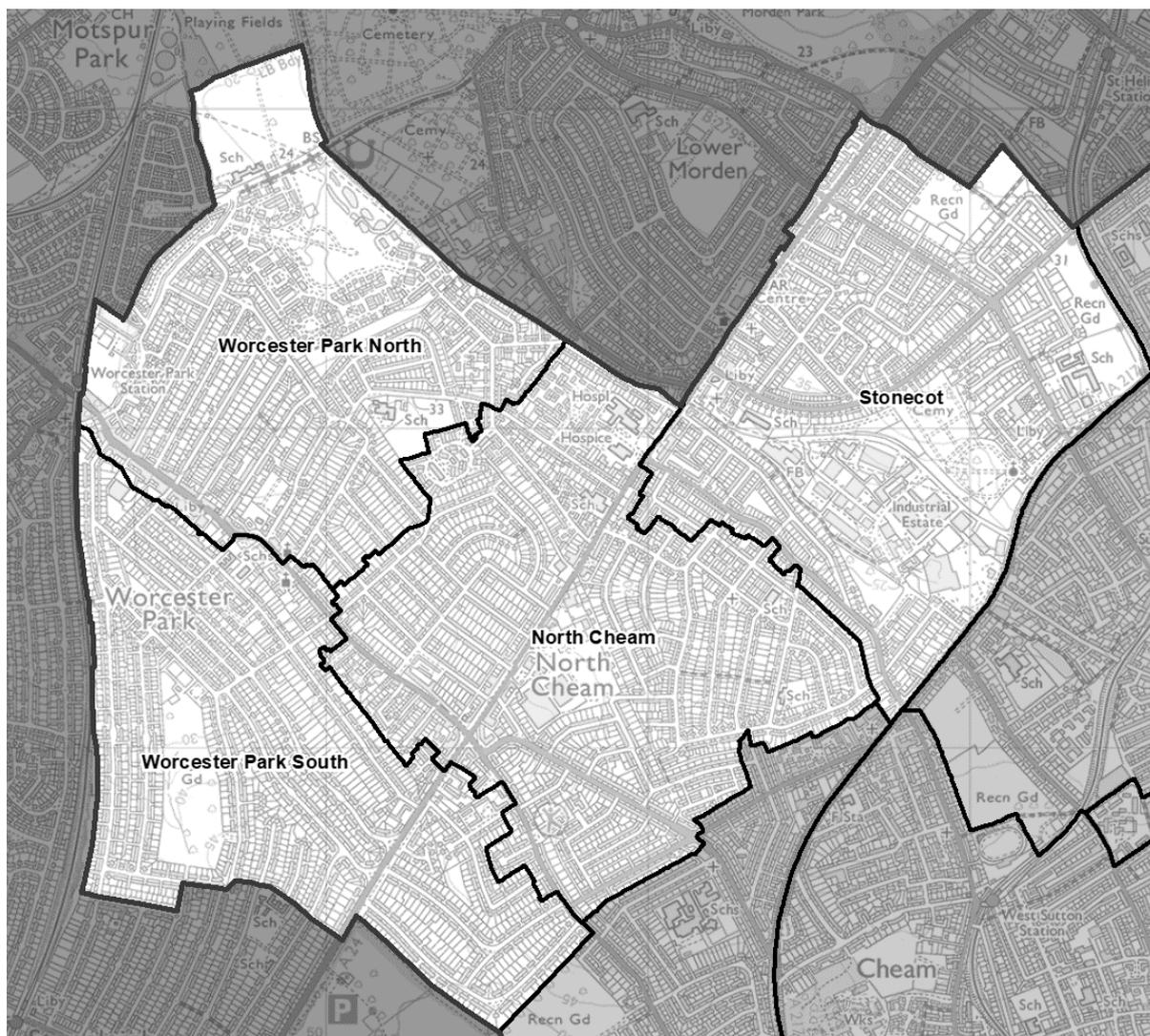
36 The tables and maps on pages 8–20 detail our final recommendations for each area of Sutton. They detail how the proposed warding arrangements reflect the three statutory⁴ criteria of:

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

37 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.

⁴ Local Democracy, Economic Development and Construction Act 2009.

North West Sutton



Ward name	Number of councillors	Variance 2025
North Cheam	3	5%
Stonecot	2	4%
Worcester Park North	2	3%
Worcester Park South	2	0%

North Cheam, Stonecot, Worcester Park North and Worcester Park South

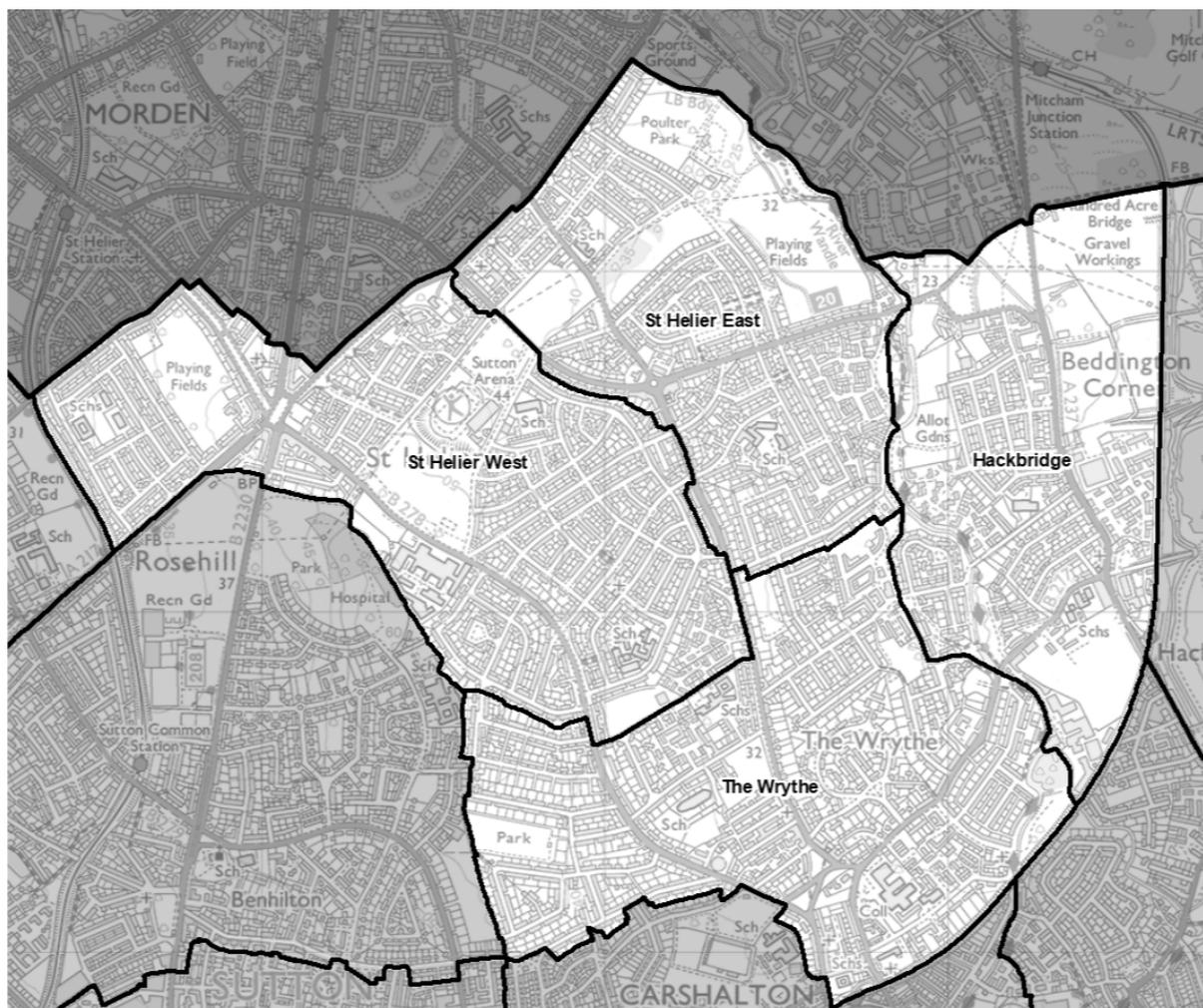
38 We received relatively few representations concerning this area. The three political groups who responded to the consultation were content with our draft proposals. One resident suggested that their address in Bedford Road would be better placed in a Worcester Park ward, but in the absence of any suggested boundaries or supporting evidence, we did not find this submission persuasive.

39 Another resident suggested that the existing name of Nonsuch was more distinctive and would cause less confusion than our proposed name of Worcester Park South. However, given that our recommended ward has significant changes from the existing Nonsuch ward, we consider that the change in name is appropriate.

40 A further resident suggested that London Road was an effective boundary, and that it would be appropriate to retain two three-councillor wards in this area, with London Road as the primary boundary. However, having visited this area on our tour of Sutton, we believe that London Road acts a focus for communities, with services based on the road drawing residents from both sides. We were not persuaded by this submission, which provided limited evidence of community identity.

41 We have carefully considered all the representations made regarding this area, but are not persuaded to alter our draft recommendations. Therefore, we confirm our draft recommendations in this area as final.

North Sutton



Ward name	Number of councillors	Variance 2025
Hackbridge	2	-6%
St Helier East	2	3%
St Helier West	3	-1%
The Wrythe	3	-9%

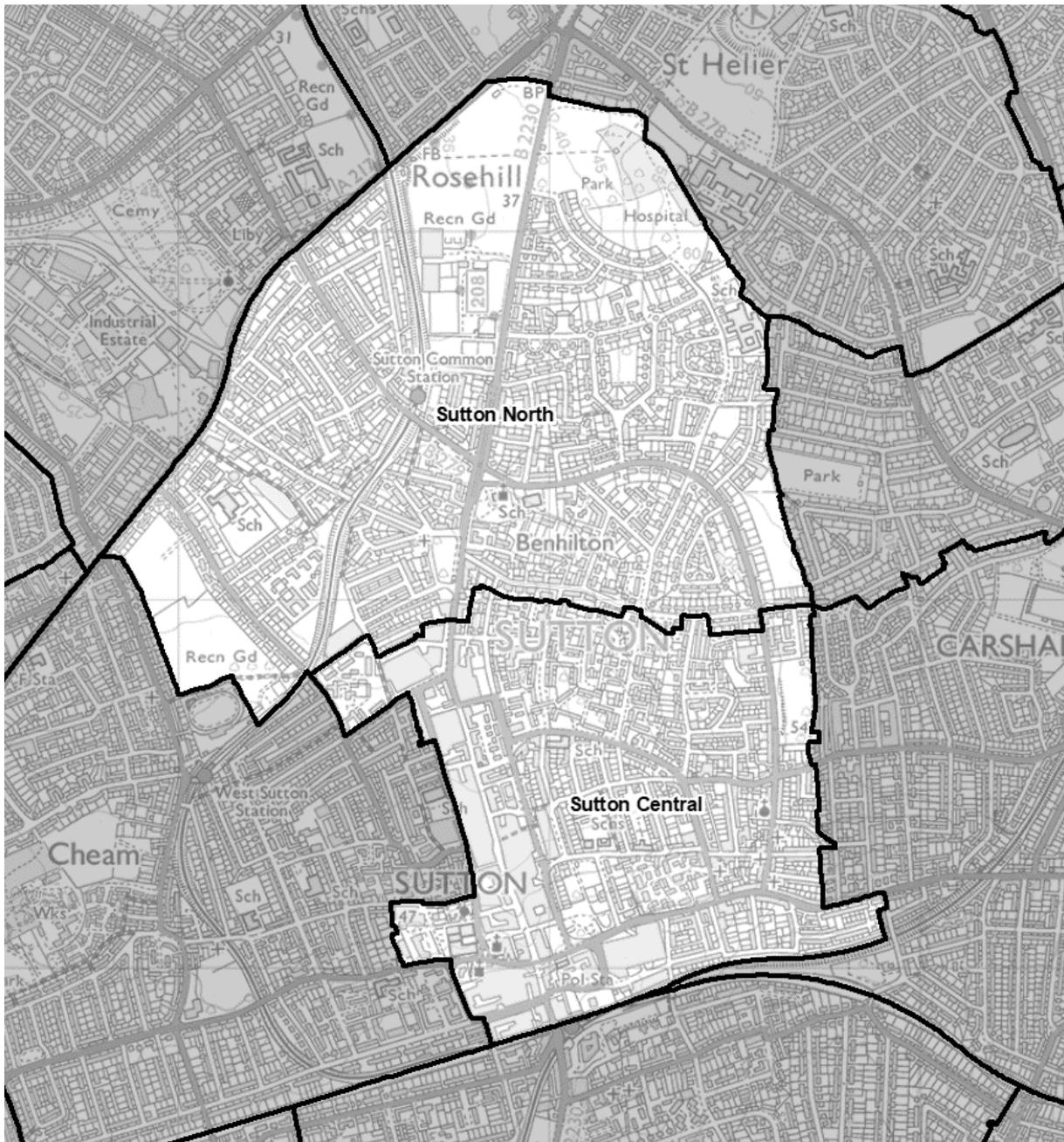
Hackbridge, St Helier East, St Helier West and The Wrythe

42 The few submissions we received in this area were generally supportive. One submission from a resident was strongly in favour of our newly proposed Hackbridge ward. Sutton Council requested that we reconsider the proposed boundary at the junction of The Wrythe, Sutton North and Carshalton wards. The Labour Parties supported our draft recommendations.

43 We have carefully considered the submissions received in this area, but are not persuaded to change our draft recommendations. We consider that the marginal change suggested by the Council is outweighed by the benefits of having clearly

identifiable boundaries and we confirm our draft recommendations for Hackbridge, St Helier East, St Helier West and The Wrythe as final.

Central Sutton



Ward name	Number of councillors	Variance 2025
Sutton Central	3	7%
Sutton North	3	0%

Sutton Central

44 One resident suggested that the existing Sutton Central ward remain unchanged, as residents on Collingwood Road and to either side of this street looked toward the town centre for services, rather than to the west. An alternative proposal from the Labour Parties was for the Collingwood Estate, to the north of Crown Road, to move into Sutton Central ward from Sutton West ward.

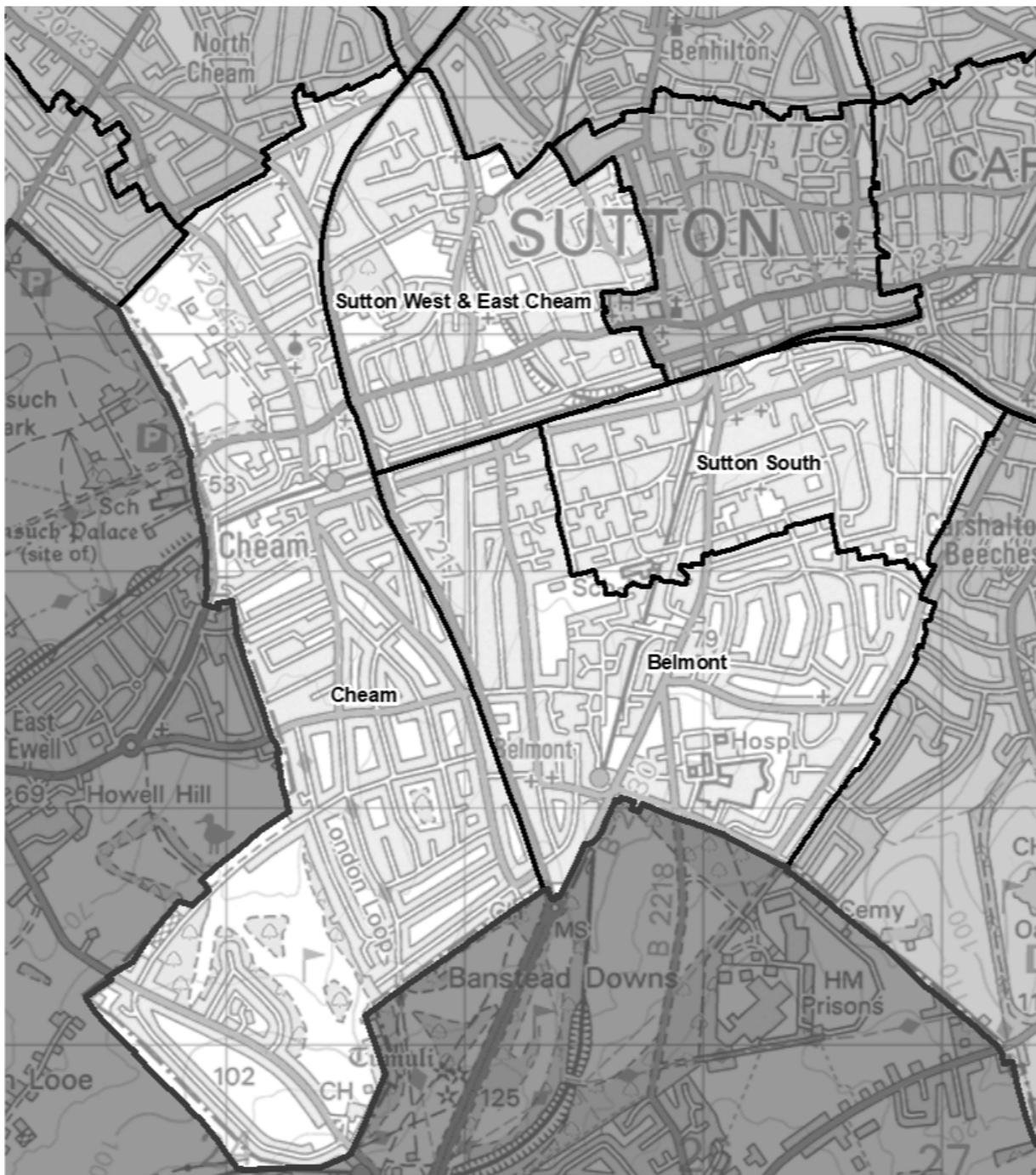
45 We considered both of these proposals carefully. The electoral variance of an unaltered Sutton Central ward would be unacceptable and we are persuaded to move the smaller area of the Collingwood Estate into Sutton Central, based on the evidence from a local resident and the Labour Parties that residents in this area rely on Sutton town centre for their local amenities. This alteration ensures good electoral equality, with Sutton Central ward having a variance of 7% more electors per councillor than the average for the borough. We confirm this change as part of our final recommendations.

Sutton North

46 The Council reiterated its proposal from the initial warding pattern consultation for the boundary between Sutton North and Sutton Central wards to run behind houses on Oakhill Road. This would allow properties with an Oakhill Road address to be in a single ward, in order for parking and traffic issues to be dealt with by a single set of councillors.

47 We considered this carefully and are persuaded to change our draft recommendations in this area, noting that this change also makes a marginal improvement in electoral equality. We received no other submissions for changes to Sutton North, and confirm our recommendations for this ward as final, subject to the small change outlined above.

South West Sutton



Ward name	Number of councillors	Variance 2025
Belmont	3	1%
Cheam	3	0%
Sutton South	3	3%
Sutton West & East Cheam	3	1%

Belmont and Sutton West & East Cheam

48 The majority of representations received during consultation were regarding our proposed boundaries for our Sutton West and Belmont wards. The Labour Parties supported our draft recommendations, while the Conservative Group suggested moving the boundary to the Croydon–Epsom railway line. The Council reiterated its proposal for three two-member wards in this area, with a new East Cheam ward in addition to the two-councillor wards of Sutton West and Belmont.

49 A number of local residents supported the Council's proposal, noting that the A217 did not effectively define the boundary between the communities of Sutton and Cheam. Residents north of the railway line in particular stated that they felt no affinity to Belmont, and that they considered themselves to be part of the East Cheam community.

50 A number of representations, including those from the Conservative Group and local residents, noted that the railway line represents a strong boundary in this area, with the only effective crossing points being the A217 and a narrow and low bridge at York Road. We note that the Council's proposal is reliant on these crossing points between the northern and southern sections of their proposed East Cheam ward.

51 We have carefully considered all the representations received for this area and are persuaded to alter our draft recommendations. We are persuaded that the railway line represents a strong, clearly identifiable boundary, and have concluded that it is appropriate to use this as the boundary between Belmont and Sutton West wards.

52 We have also been persuaded by submissions from residents who consider that they live in the community of Cheam and argue that the ward name of Sutton West does not adequately represent their community. Therefore, we propose to amend the name of this ward to Sutton West & East Cheam.

53 With the boundary alterations described above, and at paragraphs 47 and 56, both Belmont and Sutton West & East Cheam wards will have good electoral equality by 2025.

Cheam

54 We received no representations suggesting changes to our draft recommendations for Cheam ward, and we confirm these as final.

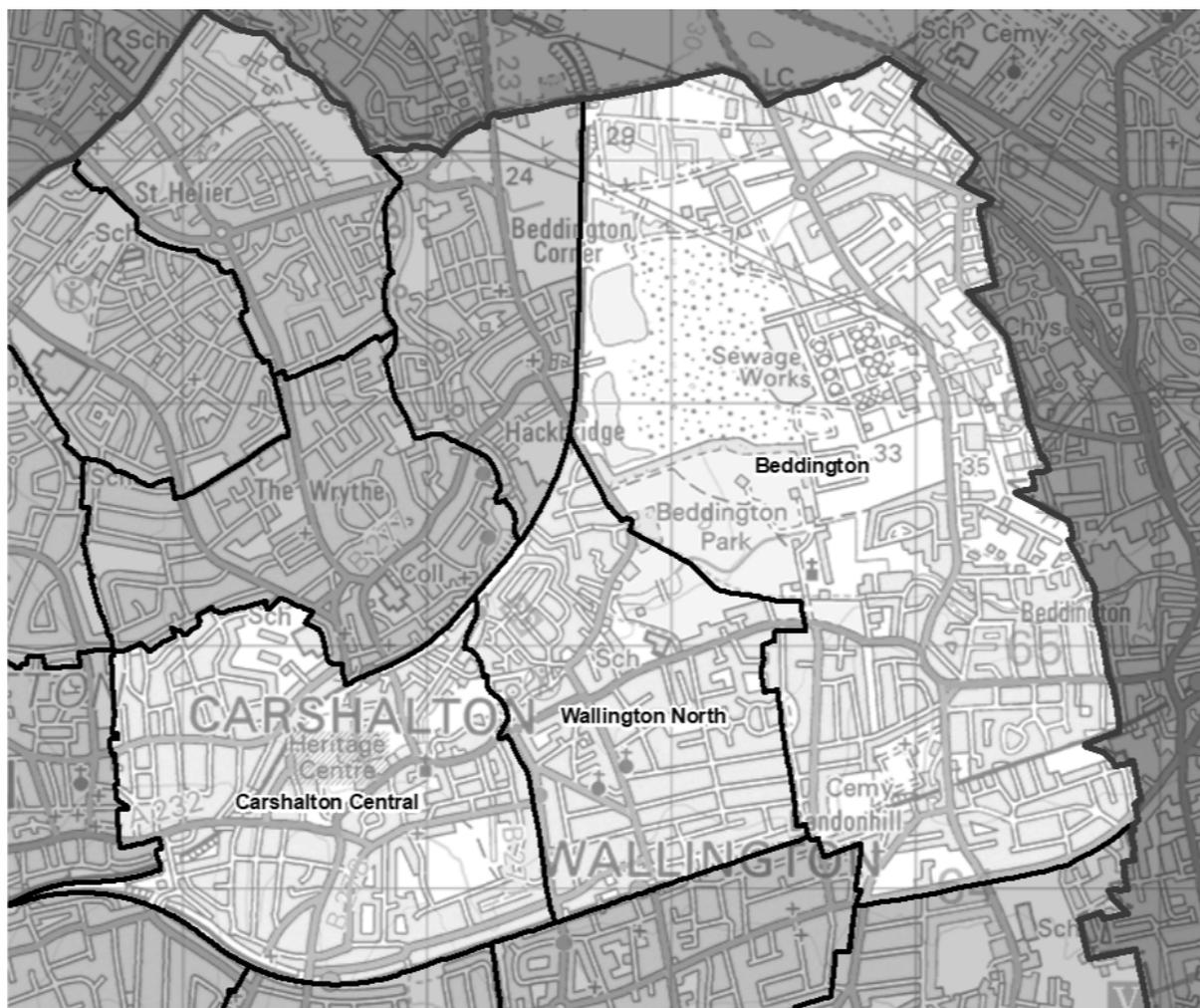
Sutton South

55 We received two separate proposals for changes to our draft recommendations for Sutton South ward. A local resident suggested that the existing boundary between Sutton South and the proposed Carshalton Beeches & Clockhouse wards, which follows the rear of houses on Banstead Road, was more recognisable; and

that residents of Kayemoor Road, Downside Road and Prior Avenue looked towards Sutton rather than Carshalton for their services and amenities.

56 The Conservative Group made a similar suggestion, and also noted that our proposed boundary divided a community which had worked with Sutton Highfields Area of Special Local Character for the provision of a dedicated parking policy. The Conservative Group also suggested returning to the existing boundary north of Egmont Road, suggesting that the Sutton Tennis & Squash Club on Devonshire Road was a focal point for the Belmont community. This latter change also improves electoral equality between Sutton South and Belmont wards. We are persuaded by these representations and have revised our draft recommendations accordingly. Sutton South ward will have good electoral equality by 2025, and we confirm these recommendations as final.

North East Sutton



Ward name	Number of councillors	Variance 2025
Beddington	3	-2%
Carshalton Central	3	5%
Wallington North	3	2%

Beddington

57 We received several submissions to the consultation from residents of this area requesting that their postcodes be changed to Sutton postcodes. This is not a matter that we can deal with. One resident suggested that the railway line in the south of Beddington ward might make a stronger boundary. We carefully considered this, but the poorer electoral equality which would result meant that we were not persuaded to change our draft recommendations in this area.

Carshalton Central and Wallington North

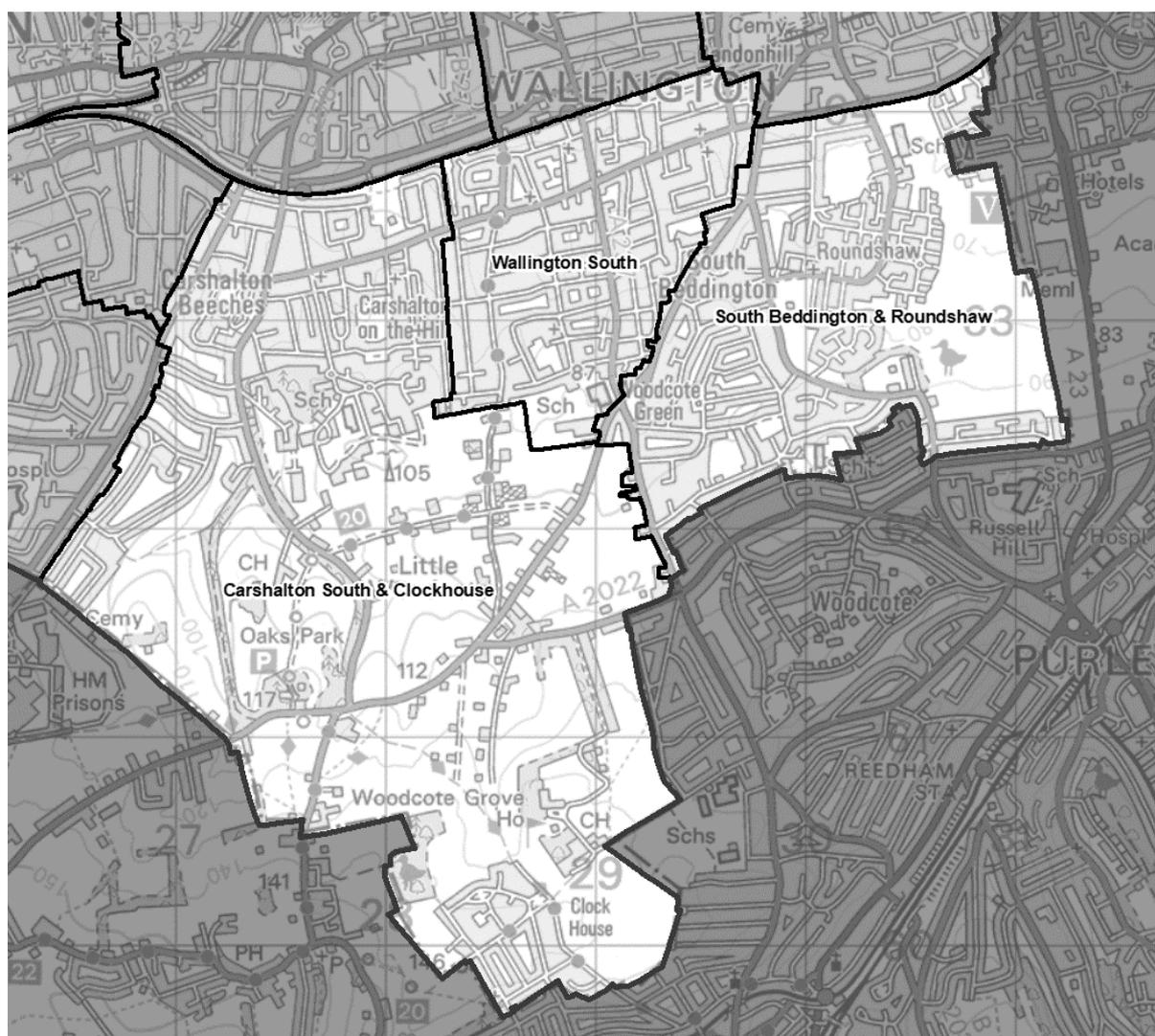
58 The Council suggested a minor amendment to the boundary between these wards, in order to ensure that all properties on Papermill Close are within a single

ward. We are persuaded by this and have changed our draft recommendations accordingly.

59 A resident suggested that our proposed Carshalton ward should be renamed Carshalton Central, both in order to provide historical consistency, and to reflect the fact that the Carshalton area covers a number of wards. We have accepted this representation and changed the ward name as part of our final recommendations.

60 Beddington, Carshalton Central and Wallington North wards will all have good electoral equality by 2025 and, with the minor amendment detailed at paragraph 59, we confirm our draft recommendations for this area as final.

South East Sutton



Ward name	Number of councillors	Variance 2025
Carshalton South & Clockhouse	3	-9%
South Beddington & Roundshaw	3	-6%
Wallington South	3	-1%

Carshalton South & Clockhouse

61 We received one representation from a resident, suggesting that Boundary Road would be a more appropriate boundary between this ward and Wallington South ward. We considered this carefully, especially in light of the relatively high electoral variance in Carshalton South & Clockhouse ward. However, we note that there was no supporting evidence for this change, and the effect on overall electoral equality would be minimal, with a -9% variance resulting in Wallington South ward. Therefore, we were not persuaded to alter our draft recommendation in this area.

62 The Labour Parties suggested that we revert to the existing ward name of Carshalton South & Clockhouse, as this was thought to be more inclusive than Carshalton Beeches & Clockhouse. We have accepted this representation, noting that our proposed Carshalton South & Clockhouse ward differs only slightly from the existing ward of the same name.

63 Carshalton South & Clockhouse ward will have good electoral equality by 2025, and we confirm our recommendations for this ward as final.

South Beddington & Roundshaw and Wallington South

64 The Council proposed a change to the boundaries between these wards. It argued that traffic considerations along Sandy Lane South made it desirable for this road to be in a single ward as far as possible. The Council also suggested that Lavender Vale did not represent a strong boundary. We are persuaded by this and have decided to change our recommendations accordingly.

65 The Labour Parties proposed splitting our proposed Beddington East & Roundshaw ward into two, with the Roundshaw Estate and areas to the north and west comprising a two-member ward, and the remaining area of South Beddington comprising a single-member ward. While this proposal would, of itself, offer good electoral equality, we note that it would separate houses on the west side of Foresters Drive from their natural community in South Beddington. Therefore, we were not persuaded to adopt this proposal.

66 A resident suggested that the area to the south-west of the Roundshaw Estate was part of South Beddington rather than Wallington, and that the ward name should change to accommodate this. We have accepted this representation and propose to name this ward South Beddington & Roundshaw.

67 South Beddington & Roundshaw and Wallington South wards will both have good electoral equality by 2025, and we confirm our draft recommendations as final, subject to the small changes outlined above.

Conclusions

68 The table below provides a summary as to the impact of our final recommendations on electoral equality in Sutton, referencing the 2019 and 2025 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	
	2019	2025
Number of councillors	55	55
Number of electoral wards	20	20
Average number of electors per councillor	2,788	3,036
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

Sutton Council should be made up of 55 councillors serving 20 wards representing five two-councillor wards and 15 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 Sutton Council.

You can also view our final recommendations for Sutton on our interactive maps at www.consultation.lgbce.org.uk

What happens next?

69 We have now completed our review of Sutton 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 2022.

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 Sutton Council

	Ward name	Number of councillors	Electorate (2019)	Number of electors per councillor	Variance from average %	Electorate (2025)	Number of electors per councillor	Variance from average %
1	Beddington	3	8,375	2,792	0%	8,920	2,973	-2%
2	Belmont	3	8,637	2,879	3%	9,171	3,057	1%
3	Carshalton Central	3	8,846	2,949	6%	9,567	3,189	5%
4	Carshalton South & Clockhouse	3	7,724	2,575	-8%	8,301	2,767	-9%
5	Cheam	3	8,470	2,823	1%	9,064	3,021	0%
6	Hackbridge	2	4,079	2,040	-27%	5,680	2,840	-6%
7	North Cheam	3	9,036	3,012	8%	9,555	3,185	5%
8	South Beddington & Roundshaw	3	8,074	2,691	-3%	8,600	2,867	-6%
9	St Helier East	2	5,849	2,925	5%	6,252	3,126	3%
10	St Helier West	3	8,556	2,852	2%	9,060	3,020	-1%
11	Stonecot	2	5,916	2,958	6%	6,317	3,159	4%
12	Sutton Central	3	7,181	2,594	-7%	9,764	3,255	7%

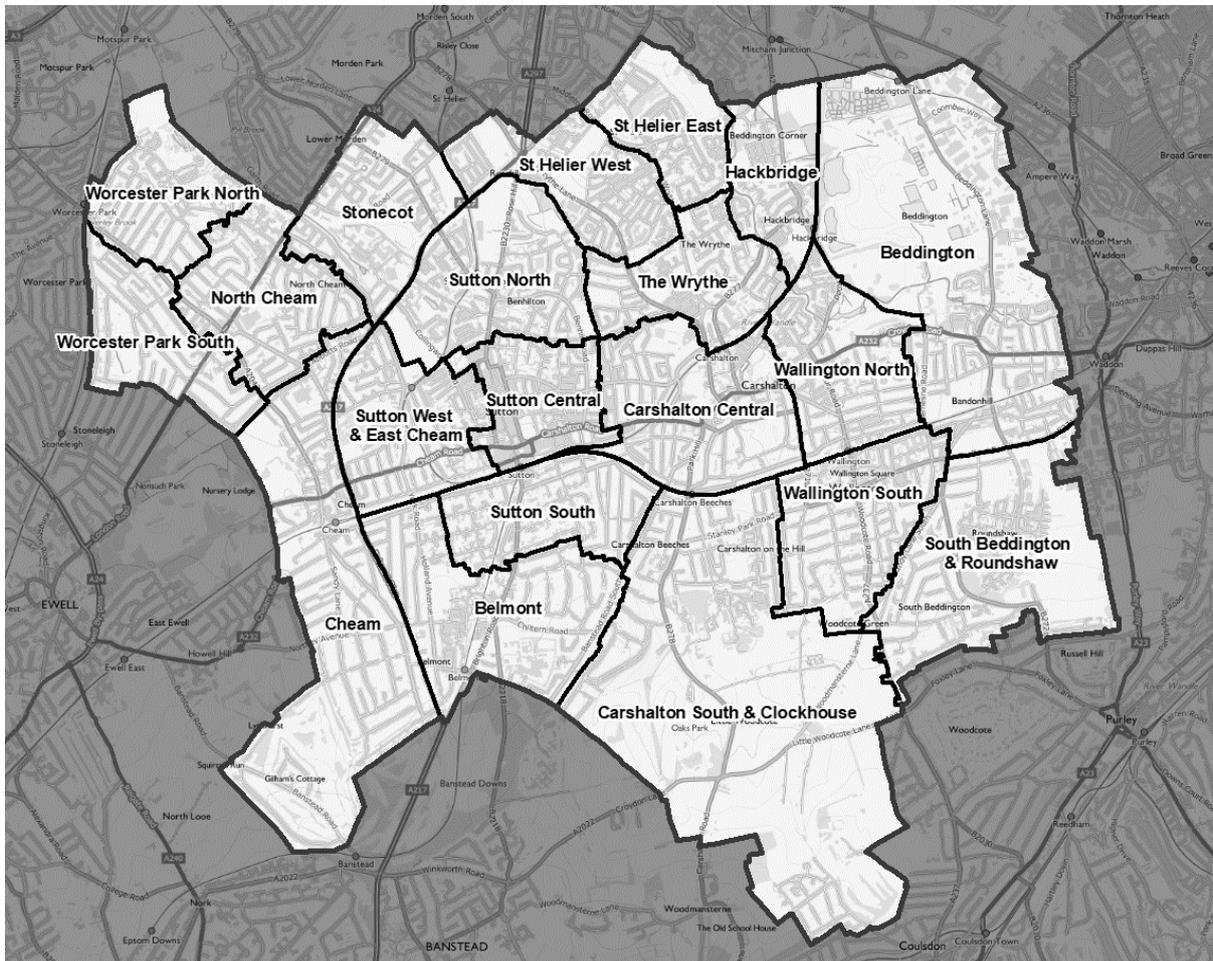
Ward name	Number of councillors	Electorate (2019)	Number of electors per councillor	Variance from average %	Electorate (2025)	Number of electors per councillor	Variance from average %
13 Sutton North	3	8,179	2,726	-2%	9,117	3,039	0%
14 Sutton South	3	8,793	2,931	5%	9,410	3,137	3%
15 Sutton West & East Cheam	3	8,425	2,808	1%	9,440	3,147	1%
16 The Wrythe	3	7,870	2,623	-6%	8,334	2,778	-9%
17 Wallington North	3	8,751	2,917	5%	9,290	3,097	2%
18 Wallington South	3	8,361	2,787	0%	9,031	3,010	-1%
19 Worcester Park North	2	5,934	2,967	6%	6,284	3,142	3%
20 Worcester Park South	2	5,671	2,836	2%	6,064	3,032	0%
Totals	55	153,329	-	-	167,000	-	-
	-	-	2,788	-	-	3,036	-

Source: Electorate figures are based on information provided by Sutton 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

Outline map



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

Appendix C

Submissions received

All submissions received can also be viewed on our website at:
www.lgbce.org.uk/current-reviews/greater-london/sutton

Local Authority

- Sutton Council

Political Groups

- Sutton Council Conservative Group
- Sutton Labour Parties

Local Residents

- 46 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

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.

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