

Final recommendations on the new electoral arrangements for Teignbridge District Council

Electoral review

January 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 Teignbridge?

4 We are conducting a review of Teignbridge as the value of each vote in district elections varies depending on where you live in Teignbridge. 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 Teignbridge

- Teignbridge should be represented by 47 councillors, one more than there is now.
- Teignbridge should have 24 wards, one fewer than there is now.
- The boundaries of most wards should change, five will stay the same.

5 We have now finalised our recommendations for electoral arrangements in Teignbridge.

What is the Local Government Boundary Commission for England?

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

7 The members of the Commission are:

- Professor Colin Mellors (Chair)
 - 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

- 8 This electoral review is being carried out to ensure that:
- The wards in Teignbridge 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 district

What is an electoral review?

- 9 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

10 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

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

12 This review was conducted as follows:

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

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.

2 Analysis and final recommendations

14 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.

15 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.

16 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.

	2015	2022
Electorate of Teignbridge	100,323	110,600
Number of councillors	47	47
Average number of electors per councillor	2,135	2,353

17 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 Teignbridge will have electoral equality by 2022.

18 Our recommendations cannot affect the external boundaries of the district 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

19 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

20 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 10.2% by 2022. This increase is a district-wide increase due to new housing developments across the district.

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.

21 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.

Number of councillors

22 Teignbridge District Council currently has 46 councillors. We looked at evidence provided by the Council and concluded that keeping this number the same will make sure the Council can carry out its roles and responsibilities effectively.

23 We therefore invited proposals for new patterns of wards that would be represented by 46 councillors – for example, 46 one-councillor wards or a mix of one-, two- and three-councillor wards.

24 We received no submissions about the number of councillors in response to our consultation on ward patterns. When devising our draft recommendations, we realised that a scheme for 46 councillors did not provide a good balance of councillors in the urban and rural areas. We identified that if the number of councillors was 47 this would provide a better balance between the rural and urban areas. Our draft recommendations were therefore based on a pattern of 47 members across Teignbridge.

25 We also received no submissions about the number of councillors in response to our consultation on draft recommendations and we have therefore maintained 47 councillors for our final recommendations.

Ward boundaries consultation

26 We received 18 submissions in response to our consultation on ward boundaries. We did not receive a scheme of proposed wards from the District Council. We received a partial scheme from the Central Devon Liberal Democrats.

27 In the absence of any district-wide schemes for Teignbridge, we developed our own proposals using the evidence that has been provided as well as information gathered on a visit to the area. This tour of Teignbridge helped us to decide between the different boundaries proposed. Our draft recommendations were based on a combination of our own proposals and the partial scheme we received. We also took into account local submissions that we received which provided 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.

28 Our draft recommendations were for seven one-councillor, 14 two-councillor and four three-councillor wards. We considered that our draft recommendations provided for good electoral equality while reflecting community identities and interests.

Draft recommendations consultation

29 We received 32 submissions during consultation on our draft recommendations. The majority of the submissions focussed on specific areas, particularly our proposals in the rural north of the district including our proposed Exminster & Kenn, Teign Valley and Tedburn & Moretonhampstead wards.

30 Our final recommendations are based on the draft recommendations with a significant modification to the wards in the rural area, based on the submissions received. We have also made two minor modifications to the boundaries between Ambrook, Ashburton & Buckfastleigh and Haytor wards.

Final recommendations

31 Pages 8–13 detail our final recommendations for each area of Teignbridge. They detail how the proposed warding arrangements reflect the three statutory⁴ criteria of:

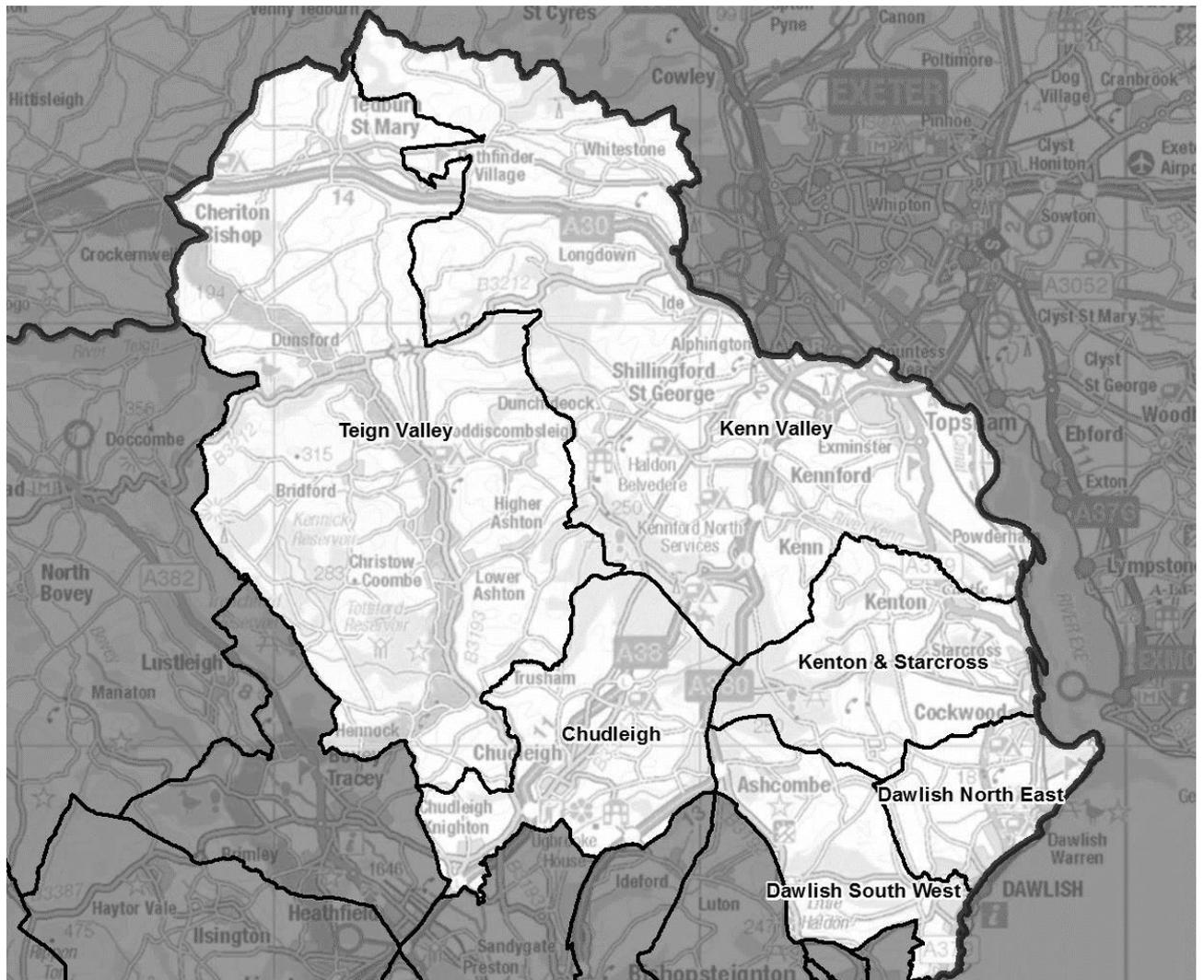
- Equality of representation
- Reflecting community interests and identities
- Providing for effective and convenient local government

32 Our final recommendations are for five three-councillor wards, 13 two-councillor wards and six 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.

33 A summary of our proposed new wards is set out in the table on page 18–19 and on the large map accompanying this report.

⁴ Local Democracy, Economic Development and Construction Act 2009.

Dawlish and the northern parishes



Ward name	Number of Cllrs	Variance 2022
Chudleigh	2	8%
Dawlish North East	3	-2%
Dawlish South West	2	5%
Kenn Valley	3	-3%
Kenton & Starcross	1	8%
Teign Valley	2	-9%

Chudleigh and Teign Valley

34 The 16 submissions we received for this area all opposed our proposed Teign Valley ward. Specifically, they opposed the exclusion of Dunsford parish from this ward, and the division of the parish of Hennock. We considered all the submissions received and noted a proposal from a local councillor that suggested that Dunsford parish should be part of a Teign Valley ward, along with the parish of Tedburn St Mary.

35 The local councillor's submission was for a two-member ward that also proposed to not include any of Hennock parish in Teign Valley. However, this did not provide for good electoral equality for the area. We have therefore maintained the division of Hennock parish between the two two-councillor wards of Teign Valley and Chudleigh wards. We consider these wards reflect the local community.

Dawlish North East and Dawlish South West

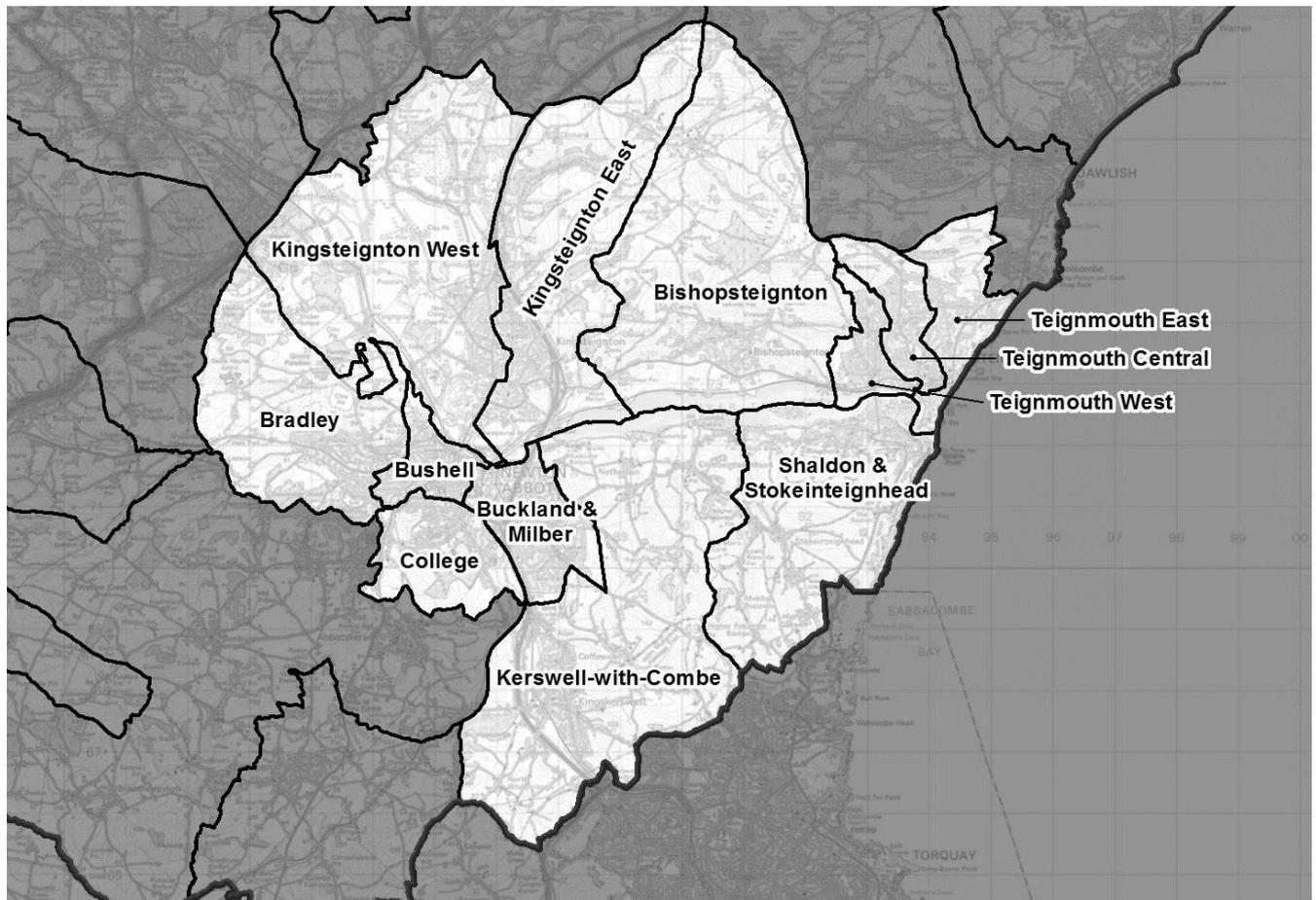
36 We received one submissions that related directly to these wards and was in support of Dawlish South West. We therefore propose that the draft recommendations are considered as final.

Kenn Valley and Kenton & Starcross

37 We received seven submissions that related directly to these two wards. One submission from a local councillor supported the proposed changes. The other submissions did not support our proposed Whitestone & Ide ward and the proposal to not include the parishes of Dunchideock, Ide and Shillingford St George with the other Kenn Valley parishes of Exminster, Kenn and Powderham.

38 A submission from the Central Devon Conservative Association suggested that our proposed two-member Exminster & Kenn ward and single-member Whitestone & Ide ward be combined into a three-member Kenn Valley ward. The submission provided evidence that this ward would provide for good electoral equality and effective and convenient local government for the area. We have therefore adopted this modification to our draft wards. Subject to these changes, we confirm our draft recommendations as final.

Newton Abbot and Teignmouth



Ward name	Number of Cllrs	Variance 2022
Bishopsteignton	1	2%
Bradley	2	5%
Buckland & Milber	3	-1%
Bushell	2	2%
College	2	-6%
Kerswell-with-Combe	2	7%
Kingsteignton East	2	8%
Kingsteignton West	2	-2%
Shaldon & Stokeinteignhead	1	-7%
Teignmouth Central	2	-3%
Teignmouth East	2	-5%
Teignmouth West	2	-9%

Bishopsteignton, Kingsteignton East and Kingsteignton West

39 We received no submissions that related directly to these wards. We therefore confirm our draft recommendations as final.

Bradley, Buckland & Milber, Bushell and College

40 We received one submission that related to these wards from Newton Abbot Town Council. This submission suggested that our proposed parish ward be renamed from Station to Brunel and that the proposed ward of Buckland & Milber be renamed Milber with Brunel. We have made the change to the parish ward name but we are not renaming Buckland & Milber. The areas of Buckland and Milber make up the clear majority of that ward and we consider the proposed name to be the most appropriate.

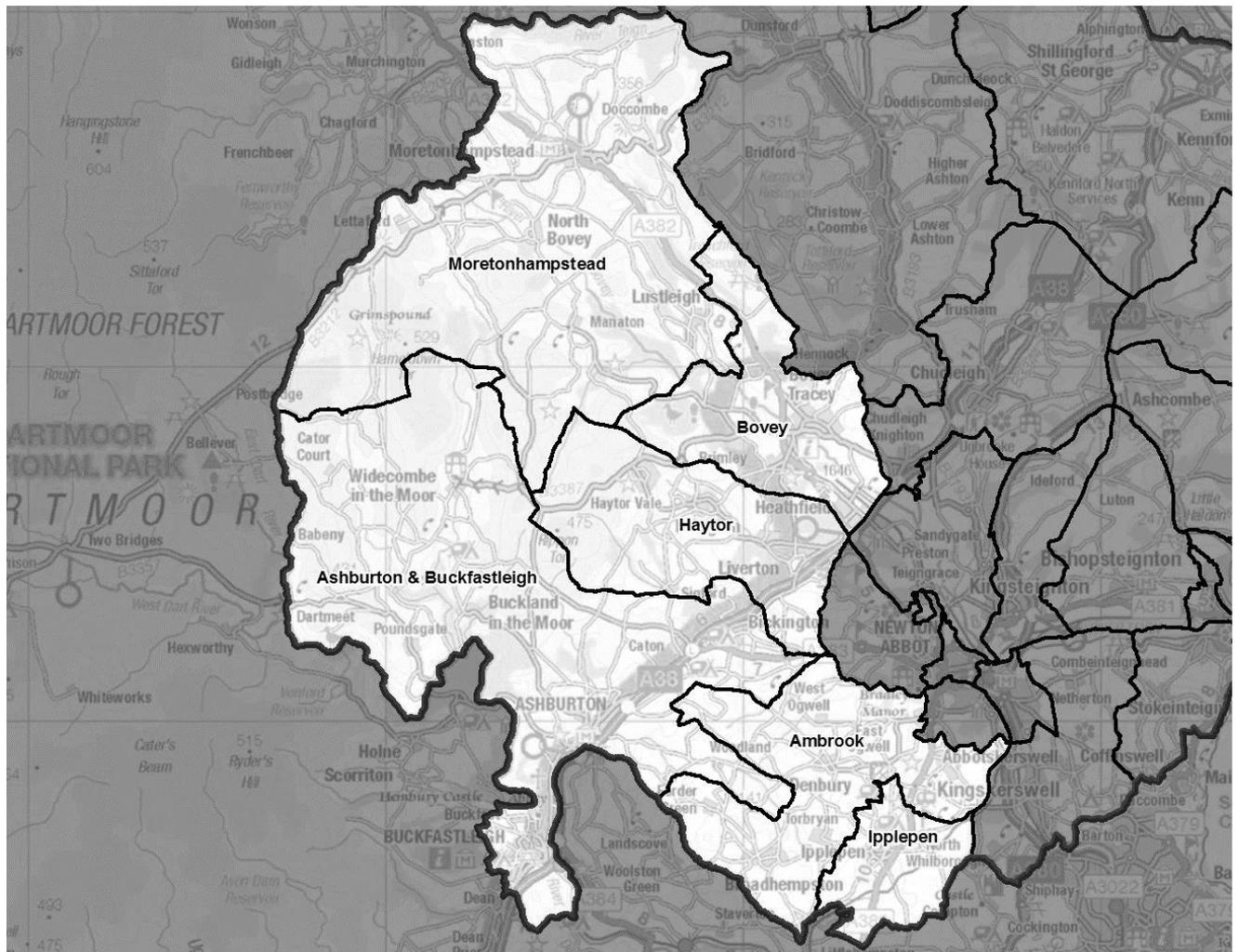
Kerswell-with-Combe and Shaldon & Stokeinteignhead

41 We received no submissions that related directly to these wards. We therefore confirm our draft recommendations as final.

Teignmouth Central, Teignmouth East and Teignmouth West

42 We received no submissions that related directly to these wards. We did, however, note that our proposed parish wards in Teignmouth matched the parish wards proposed by the Devon County Council review in boundary but not in name. We have therefore renamed the parish wards of Teignmouth as Central, East, Rowdens and West. Subject to this modification we therefore confirm our draft recommendations as final.

Southern parishes



Ward name	Number of Cllrs	Variance 2022
Ambrook	2	7%
Ashburton & Buckfastleigh	3	7%
Bovey	3	-7%
Haytor	1	-6%
Ipplepen	1	-6%
Moretonhampstead	1	10%

Ambrook, Ashburton & Buckfastleigh and Haytor

43 We received two submissions that related directly to these wards. One submission stated that Ambrook should continue to be represented by no more than two councillors.

44 The other submission we received that related to this area was from the Central Devon Conservative Association. It suggested that we include the parishes of Bickington and Woodland in Ashburton & Buckfastleigh ward to provide for better coterminosity with the proposed Devon County Council divisions that come into effect at the election in 2017. It was also argued that these two parishes have close community ties to Ashburton along the A38 including schooling and other local services. We consider that including these parishes reflects the community identity of the area and the increased coterminosity represents more effective and convenient local government.

Bovey

45 We received no submissions that related directly to these wards. We therefore confirm our draft recommendations as final.

Ipplepen

46 We received one submission that related directly to Ipplepen ward and referred to an earlier submission that requested that boundaries of the ward do not change. We therefore confirm our draft recommendations as final.

Moretonhampstead

47 We received a number of submissions that did not support the inclusion of Moretonhampstead parish and Tedburn St Mary parish in our proposed two-member Tedburn and Moretonhampstead ward. We also received submissions that objected to Lustleigh parish not being included in Bovey ward. As a consequence of our proposed changes to Teign Valley ward mentioned in paragraphs 34 and 35 we are able to propose a single-member Moretonhampstead ward, but we are not including Lustleigh in Bovey as it would not provide acceptable electoral equality.

Conclusions

48 The table below shows the impact of our draft recommendations on electoral equality, based on 2015 and 2022 electorate figures.

Summary of electoral arrangements

	Final recommendations	
	2015	2022
Number of councillors	47	47
Number of electoral wards	24	24
Average number of electors per councillor	2,135	2,353
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	0	0

Final recommendation

Teignbridge should be made up of 47 councillors serving 24 wards representing five three-councillor wards, 13 two-councillor wards and six one-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 the Teignbridge District Council. **You can also view our draft recommendations for Teignbridge on our interactive maps at <http://consultation.lgbce.org.uk>**

Parish electoral arrangements

49 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.

50 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, Teignbridge District 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.

51 As a 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 Dawlish, Haccombe with Combe, Hennock, Newton Abbot and Teignmouth.

52 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 Dawlish parish.

Final recommendation	
Dawlish Town Council should comprise 16 councillors, as at present, representing three wards:	
Parish ward	Number of parish councillors
North East	9
South West	6
Teignmouth Road	1

53 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 Haccombe with Combe parish.

Final recommendation	
Haccombe with Combe Parish Council should comprise 10 councillors, as at present, representing three wards:	
Parish ward	Number of parish councillors
Hawthorn	2
Rural	6
Urban	2

54 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 Hennock parish.

Final recommendation	
Hennock Parish Council should comprise 11 councillors, as at present, representing two wards:	
Parish ward	Number of parish councillors
Chudleigh Knighton	8
Hennock Village	3

55 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 Newton Abbot parish.

Final recommendation	
Newton Abbot Town Council should comprise 18 councillors, as at present, representing five wards:	
Parish ward	Number of parish councillors
Bradley	4
Brunel	1
Buckland & Milber	5
Bushell	4
College	4

56 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 Teignmouth parish.

Final recommendation	
Teignmouth Town Council should comprise 12 councillors, as at present, representing four wards:	
Parish ward	Number of parish councillors
Central	4
East	3
Rowdens	1
West	4

3 What happens next?

57 We have now completed our review of Teignbridge. 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

58 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 Teignbridge District Council

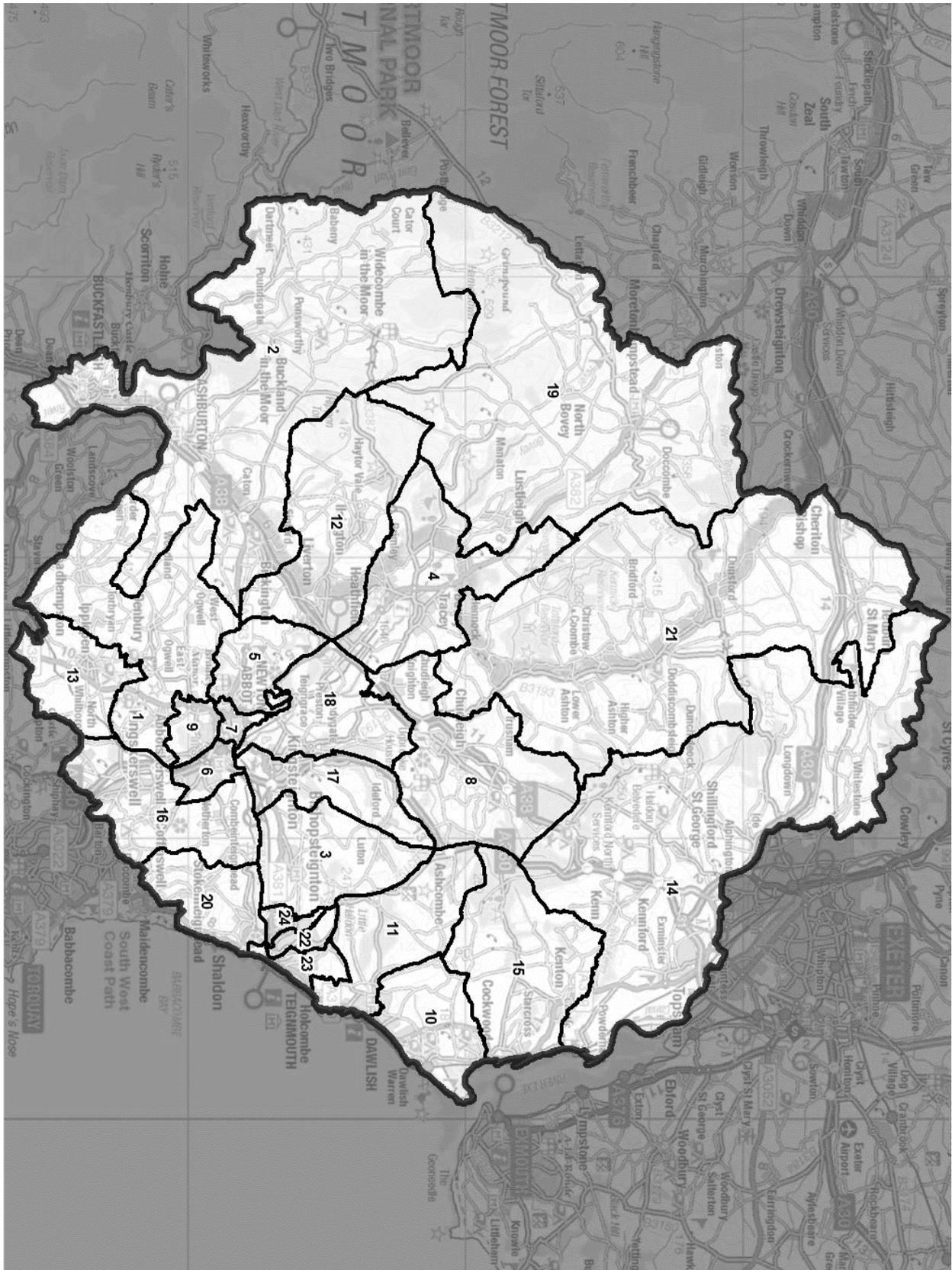
Ward name	Number of councillors	Electorate (2015)	Number of electors per councillor	Variance from average %	Electorate (2022)	Number of electors per councillor	Variance from average %
1 Ambrook	2	4,673	2,337	9%	5,030	2,515	7%
2 Ashburton & Buckfastleigh	3	6,918	2,306	8%	7,522	2,507	7%
3 Bishopsteignton	1	2,173	2,173	2%	2,390	2,390	2%
4 Bovey	3	5,969	1,990	-7%	6,590	2,197	-7%
5 Bradley	2	4,469	2,235	5%	4,945	2,473	5%
6 Buckland & Milber	3	6,305	2,102	-2%	7,014	2,338	-1%
7 Bushell	2	4,429	2,215	4%	4,799	2,400	2%
8 Chudleigh	2	4,553	2,277	7%	5,090	2,545	8%
9 College	2	3,925	1,963	-8%	4,442	2,221	-6%
10 Dawlish North East	3	6,100	2,033	-5%	6,904	2,301	-2%
11 Dawlish South West	2	4,496	2,248	5%	4,961	2,481	5%
12 Haytor	1	2,034	2,034	-5%	2,201	2,201	-6%

Ward name	Number of councillors	Electorate (2015)	Number of electors per councillor	Variance from average %	Electorate (2022)	Number of electors per councillor	Variance from average %
13 Ipplepen	1	2,059	2,059	-4%	2,217	2,217	-6%
14 Kenn Valley	3	6,211	2,070	-3%	6,874	2,291	-3%
15 Kenton & Starcross	1	2,312	2,312	8%	2,547	2,547	8%
16 Kerswell-with-Combe	2	4,628	2,314	8%	5,043	2,522	7%
17 Kingsteignton East	2	4,580	2,290	7%	5,089	2,545	8%
18 Kingsteignton West	2	4,145	2,073	-3%	4,602	2,301	-2%
19 Moretonhampstead	1	2,395	2,395	12%	2,599	2,599	10%
20 Shaldon & Stokeinteignhead	1	1,990	1,990	-7%	2,177	2,177	-7%
21 Teign Valley	2	3,957	1,979	-7%	4,267	2,134	-9%
22 Teignmouth Central	2	4,090	2,045	-4%	4,546	2,273	-3%
23 Teignmouth East	2	4,041	2,021	-5%	4,462	2,231	-5%
24 Teignmouth West	2	3,871	1,936	-9%	4,288	2,144	-9%
Totals	47	100,323	-	-	110,600	-	-
Averages	-	-	2,135	-	-	2,353	-

Source: Electorate figures are based on information provided by Teignbridge District 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 district. 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. Ambrook
2. Ashburton & Buckfastleigh
3. Bishopsteignton
4. Bovey
5. Bradley
6. Buckland & Milber
7. Bushell
8. Chudleigh
9. College
10. Dawlish North East
11. Dawlish South West
12. Haytor
13. Ipplepen
14. Kenn Valley
15. Kenton & Starcross
16. Kerswell-with-Combe
17. Kingsteignton East
18. Kingsteignton West
19. Moretonhampstead
20. Shaldon &
Stokeinteignhead
21. Teign Valley
22. Teignmouth Central
23. Teignmouth East
24. Teignmouth West

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

Appendix C

Submissions received

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

Local Authority

- Teignbridge District Council

Political Group

- Central Devon Conservative Association
- Central Devon Liberal Democrats

Councillors

- Councillor A. Connett
- Councillor A. Ford
- Councillor D. Hellier Laing

Parish and Town Council

- Ashton Parish Meeting
- Bovey Tracey Town Council
- Christow Parish Council
- Dunsford Parish Council
- Hennock Parish Council
- Holcombe Burnell Parish Council (two submissions)
- Ide Parish Council
- Lustleigh Parish Council
- Moretonhampstead Parish Council
- Newton Abbot Town Council
- North Bovey Parish Council
- Tedburn St Mary Parish Council
- Whitestone Parish Council

Local Residents

- 12 local residents

Appendix D

Glossary and abbreviations

Council size	The number of councillors elected to serve on a council
Electoral Change Order (or Order)	A legal document which implements changes to the electoral arrangements of a local authority
Division	A specific area of a county, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever division they are registered for the candidate or candidates they wish to represent them on the county council
Electoral fairness	When one elector's vote is worth the same as another's
Electoral inequality	Where there is a difference between the number of electors represented by a councillor and the average for the local authority
Electorate	People in the authority who are registered to vote in elections. For the purposes of this report, we refer specifically to the electorate for local government elections
Number of electors per councillor	The total number of electors in a local authority divided by the number of councillors
Over-represented	Where there are fewer electors per councillor in a ward or division than the average

Parish	A specific and defined area of land within a single local authority enclosed within a parish boundary. There are over 10,000 parishes in England, which provide the first tier of representation to their local residents
Parish council	A body elected by electors in the parish which serves and represents the area defined by the parish boundaries. See also 'Town council'
Parish (or Town) council electoral arrangements	The total number of councillors on any one parish or town council; the number, names and boundaries of parish wards; and the number of councillors for each ward
Parish ward	A particular area of a parish, defined for electoral, administrative and representational purposes. Eligible electors vote in whichever parish ward they live for candidate or candidates they wish to represent them on the parish council
Town council	A parish council which has been given ceremonial 'town' status. More information on achieving such status can be found at 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