

Report to	Council	Item 9
	24 July 2018	
Report of	Director of business services	
Subject	Local Government Boundary Review	

Purpose

To consider draft recommendations on the new electoral arrangements for Norwich City Council from the Local Government Boundary Commission for England

Recommendation

To agree a response on the draft recommendations on the new electoral arrangements for Norwich City Council

Corporate and service priorities

The report helps to meet the corporate priority a fair city

Financial implications

None

Ward/s: All Wards

Cabinet member: Councillor Kendrick - Resources

Contact officers

Anton Bull Director of business services 01603 212326

Stuart Guthrie Democratic and elections manager 01603 212055

Background documents

None

Report

1. This report sets out the draft recommendations to Local Government Boundary Commission for England (LGBCE) published on 3 July 2018.
2. The consultation period on the draft recommendations finishes on 10 September 2018.
3. The publication of final recommendations will be published on 6 November 2018 and subject to parliamentary approval, the new arrangements will be in effect as of May 2019.
4. The full draft proposals are attached to appendix A. Council is invited to review these proposals and agree a response to the draft recommendations to form the council's submission.
5. Submissions to the LGBCE can still be made by individuals, members, party groups and any other organisations.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Council
Committee date:	24 July 2018
Director / Head of service	Anton Bull Director of business services
Report subject:	Local Government Boundary Review
Date assessed:	6 July 2018
Description:	Local Government Boundary Review

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment

Positive

Negative

Neutral

Issues

Draft recommendations on the new electoral arrangements for Norwich City Council

Electoral review

July 2018

Translations and other formats

To get this report in another language or in a large-print or Braille version contact the Local Government Boundary Commission for England:

Tel: 0330 500 1525

Email: reviews@lgbce.org.uk

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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 Norwich?

4 We are conducting a review of Norwich City Council as the value of each vote in city council elections varies depending on where you live in Norwich. 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 Norwich

- Norwich should be represented by 39 councillors, the same number as there are now.
- Norwich should have 13 wards, the same number as there are now.
- The boundaries of 11 wards should change, two will stay the same.

Have your say

5 We are consulting on our draft recommendations for a 10-week period, from 3 July 2018 to 10 September 2018. We encourage everyone to use this opportunity to contribute to the design of the new wards – the more public views we hear, the more informed our decisions will be when analysing all the views we received.

6 We ask everyone wishing to contribute ideas for the new wards to first read this report and look at the accompanying map before responding to us.

You have until 10 September 2018 to have your say on the draft recommendations. See page 25 for how to send us your response.

What is the Local Government Boundary Commission for England?

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

8 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
- Susan Johnson OBE
- Peter Maddison QPM
- Amanda Nobbs OBE
- Steve Robinson
- Andrew Scallan CBE

- Chief Executive: Jolyon Jackson CBE

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

1 Introduction

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

- The wards in Norwich 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 city.

What is an electoral review?

10 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

11 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

12 We wrote to the Council to ask its views on the appropriate number of councillors for Norwich. We then held a period of consultation on warding patterns for the city. The submissions received during consultation have informed our draft recommendations.

13 This review is being conducted as follows:

Stage starts	Description
23 January 2018	Number of councillors decided
30 January 2018	Start of consultation seeking views on new wards
9 April 2018	End of consultation; we begin analysing submissions and forming draft recommendations
3 July 2018	Publication of draft recommendations, start of second consultation
10 September 2018	End of consultation; we begin analysing submissions and forming final recommendations
6 November 2018	Publication of final recommendations

How will the recommendations affect you?

14 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 draft recommendations

15 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.

16 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.

17 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.

	2018	2023
Electorate of Norwich	101,380	109,823
Number of councillors	39	39
Average number of electors per councillor	2,599	2,816

18 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 Norwich will have electoral equality by 2023.

19 Our recommendations cannot affect the external boundaries of the city 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

20 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

21 The Council submitted electorate forecasts for 2023, a period five years on from the scheduled publication of our final recommendations in 2018. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 8% by 2023.

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.

22 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 draft recommendations.

Number of councillors

23 Norwich City Council currently has 39 councillors. We have looked at evidence provided by the Council and have concluded that keeping this number the same will make sure the Council can carry out its roles and responsibilities effectively.

24 We received a submission on the number of councillors from the Green Party Group. They proposed that Norwich would be best served by 39 councillors. However, their submission was mainly concerned with changing the electoral cycle for Norwich from thirds to four-yearly all-out elections which we are unable to consider at this stage of the review.

25 For councils like Norwich that elect by thirds, there is a statutory presumption in favour of a uniform pattern of three-councillor wards across the area. This ensures that voters have an equal opportunity to vote in all council elections. Electors in single-councillor wards in a council that elects by thirds will only get to vote once every four years whilst an elector in a three-councillor ward in the same council would get three opportunities to vote in the same period. The Commission will move away from a uniform pattern of three-councillor wards where there is evidence that an alternative pattern would better reflect the statutory criteria (detailed in paragraph 39). Otherwise, the Commission is clear that it will try to achieve a uniform pattern.

26 We invited proposals for new patterns of wards that would be represented by 39 councillors – in this case 13 three-councillor wards.

Ward boundaries consultation

27 We received 30 submissions to our consultation on ward boundaries. These included four detailed city-wide proposals from the Labour Group, Norwich Green Party, Norwich Conservatives and a local resident. The scheme from the Labour Group was supported by a local MP. It also had support from the Liberal Democrat Group, with the exception of some minor amendments in Thorpe Hamlet, Sewell and Crome. All were based on a pattern of 13 wards to be represented by 39 elected members.

28 During the course of formulating our draft recommendations, we encountered some small anomalies between the electoral register supplied by the Council and the electorate proforma across each polling district. After consulting the Council, they confirmed that the discrepancies were registered electors that lived overseas or did not have a fixed address. The electoral forecast was therefore amended, with the Council's agreement, so that the figures in each polling district only took into account electors that were of fixed address within the polling district. Each of the schemes and submissions that we received were re-considered against the amended electoral forecast.

29 We received a number of submissions regarding the forecast electorate around the University of East Anglia campus area, particularly with regards to the polling district UN2. The respondents felt that the current electorate figure of 141 was too low, and instead proposed that either a variable figure based on monthly fluctuations in the student population or that a figure of around 1,000 electors would be more appropriate.

30 The variable number of registered voters in polling districts and wards surrounding universities is always a challenging issue which the Commission is aware of. When it comes to the baseline electoral figures that we use to underpin a review process it is vital that our current electorate figure matches exactly the supplied electoral register. The date at which these are generated is not rigidly defined by the review process and in this case the Council chose to use its 1 December 2017 register. This figure was then used to project a five-year forecast which we also need as part of the review to ensure that the recommendations we put in place will withstand the test of time.

31 We accept that forecasting is an inexact science, however, we will always endeavour to use the best figures available to us at the time. We have discussed the electorate figures at length with the Council, who are confident that those published are accurate and fit for purpose based on the timeline we made available. We are therefore not proposing to alter the electorate figures for the polling district UN2.

32 We received a detailed submission from a local resident that commented on the number of councillors, as well as detailing a number of different proposals for Norwich that were outside the scope of this review; these included changing the Council's electoral cycle and the creation of a single-tier council. The submission did describe areas that might be recognised as communities, but did not go on to provide any specific boundaries. We have where possible drawn on this evidence in making our proposals.

33 The city-wide schemes received from the political groups each provided for a uniform pattern of three-councillor wards for Norwich. We carefully considered the proposals received and concluded that the proposed ward boundaries would mainly have good levels of electoral equality. We also considered that they generally used clearly identifiable boundaries.

34 The scheme received from the local resident did not use the originally published set of electorate figures as the respondent considered that the electorate in the polling district UN2, located in the existing University ward, was too low. The resident proposed an alternative set of figures in putting together their proposals; however, we are of the opinion that the Council's figures for registered number of electors in UN2 were the best available at the time of release and should have been considered as accurate. As discussed, the electoral figures were slightly revised following the close of consultation and we reviewed this warding proposal and found that it still did not have good levels of electoral equality. We have, however, taken into account the community evidence within the submission and used it to help form our draft recommendations across the area.

35 Our draft recommendations are based on a combination of the city-wide proposals that we received. In some areas of the city we have also taken into account local evidence that we received, describing established 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. We also visited the area in order to look at the various different proposals on the ground. This tour of Norwich helped us to decide between the different boundaries proposed.

36 Our draft recommendations are for 13 three-councillor wards. We consider that our draft recommendations will provide for good electoral equality while reflecting community identities and interests where we have received such evidence during consultation.

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

38 We welcome all comments on these draft recommendations, particularly on the location of the ward boundaries, and the names of our proposed ward.

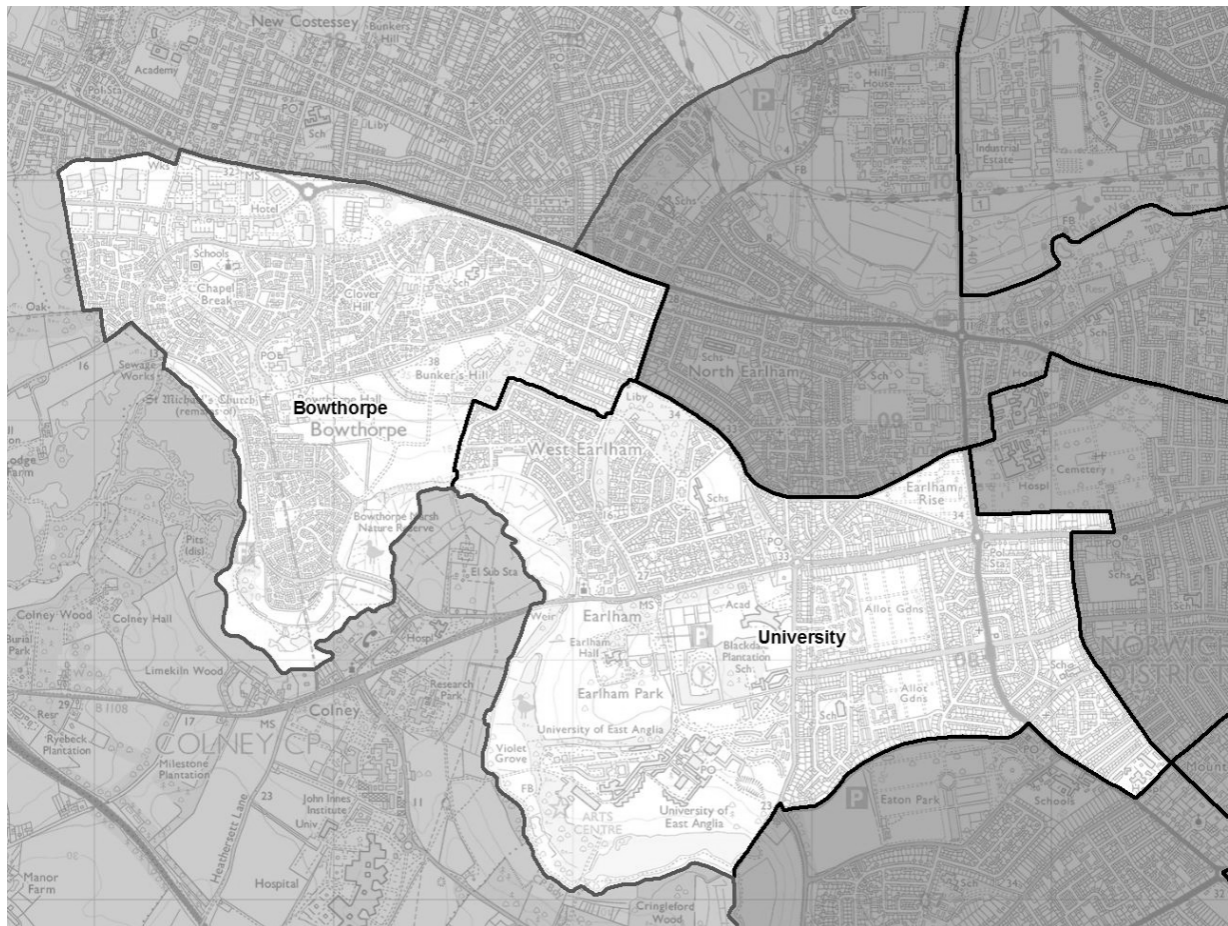
Draft recommendations

39 The tables and maps on pages 10–22 detail our draft recommendations for each area of the Norwich. 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

⁴ Local Democracy, Economic Development and Construction Act 2009.

Bowthorpe and University



Ward name	Number of Cllrs	Variance 2023
Bowthorpe	3	-10%
University	3	-3%

Bowthorpe

40 In addition to the four city-wide schemes that we received regarding Bowthorpe, we received two submissions from local residents. One respondent stated that the ward was becoming 'too large' and proposed that the polling district B03 be moved into a neighbouring ward. No community evidence was provided to support this proposal. We visited this area on our tour of Norwich and felt that the Dereham Road acted as a strong and clearly identifiable boundary between Bowthorpe and Wensum wards and, therefore, decided against moving the polling district of B03 into Wensum. The other local resident argued that the ward should comprise Bowthorpe, Chapel Break and Three Score, but did not propose any specific boundaries.

41 The four schemes we received for Bowthorpe proposed moving part or all of the polling district B04, covering the West Earlham area from Bowthorpe into University ward. However, each of the submissions proposed slightly different boundaries. We have modified Norwich Conservatives' proposed boundaries and have moved the majority of B04 into University ward as part of our draft recommendations for Norwich.

42 The Labour Group proposed to use the centre of Calthorpe Road as the boundary between Bowthorpe and University, with Freshfield Close and its surrounding roads remaining in Bowthorpe. This was supported by the Liberal Democrat Group. The Labour Group stated that the electors they proposed to move into University share the same secondary shopping centre at West Earlham, and that many of the children attend the same schools, share the same local library and that much of this area contains a high proportion of social housing.

43 The Green Party proposal used the middle of Malbrook Road down to the River Yare as the boundary between Bowthorpe and University. They argued that this would allow for further potential growth in Bowthorpe ward in the future.

44 Norwich Conservatives proposed moving the area south of West Earlham and Enfield Road into University, so that the historic links between North Earlham and Bowthorpe might be retained. They argued that West Earlham looks firmly towards the wider Earlham estate and the University of East Anglia; also, that residents make use of bus routes that travel through the campus towards the city centre and many local children attend City Academy in University ward. They cited a close alignment between West Earlham and University, with electors using the university amenities including the campus shops as their hubs for socialising and convenience retail. They highlighted that through road access for West Earlham to the rest of the current Bowthorpe ward was circuitous.

45 On visiting the area, we felt that the Conservative Group proposal to use the green area between Freshfield Close and St Mildreds Road as a boundary would be the most appropriate. We felt there was a clear link between the electors in Calthorpe Road and its surrounding streets and that dividing this area as proposed by Labour, the Liberal Democrats and the Green Party would not be an adequate reflection of community identity. We have, however, made a small change to the Conservative's proposal, to include electors in Douglas Haig Road in University ward. We believe that electors here would naturally use the amenities located around Earlham West Centre, including local shops, the library and health centre. In

addition to this, we have made a slight modification to the boundary around Bunker's Hill, to reflect ground detail. This modification does not affect any electors.

46 Our proposed Bowthorpe ward will have good electoral equality by 2023.

University

47 As discussed in paragraph 29, we received a number of submissions querying the forecast electorate of University ward, with particular reference to polling district UN2 being underestimated. We are happy that the figures supplied by the Council are correct and are therefore not amending the current or forecast number of electors for this area.

48 As discussed in paragraph 41, we have made an amendment to the northern boundary of University to include electors in West Earlham within our University ward. We feel this better reflects community identity in the area, as well as improving electoral equality.

49 The Labour Group, the Liberal Democrats and Norwich Conservatives all proposed using Bowthorpe Road as the northern boundary of University. In addition, all three schemes proposed using the current southern boundary of North Park Avenue.

50 The schemes from the Green Party and the local resident proposed slightly differing boundaries, predominantly using Earlham Road as the northern boundary and adding the polling district EA1 to the south. We visited this area on our tour of Norwich and felt that the proposed boundary along Judges Drive, Herd Road and Osborne Road neither provided a strong boundary nor a noticeable definition between the communities that would exist either side of it. We believe that there is a continuity in the housing and demographic of the roads between South Park Avenue and Unthank Road and to draw the boundary through the centre of this would neither reflect communities here nor promote effective and convenient local government. In addition, electors in this area would be separated from the remainder of the University ward by Eaton Park. On balance, we felt that the boundaries proposed by the Labour Group, Liberal Democrats and Norwich Conservatives were stronger.

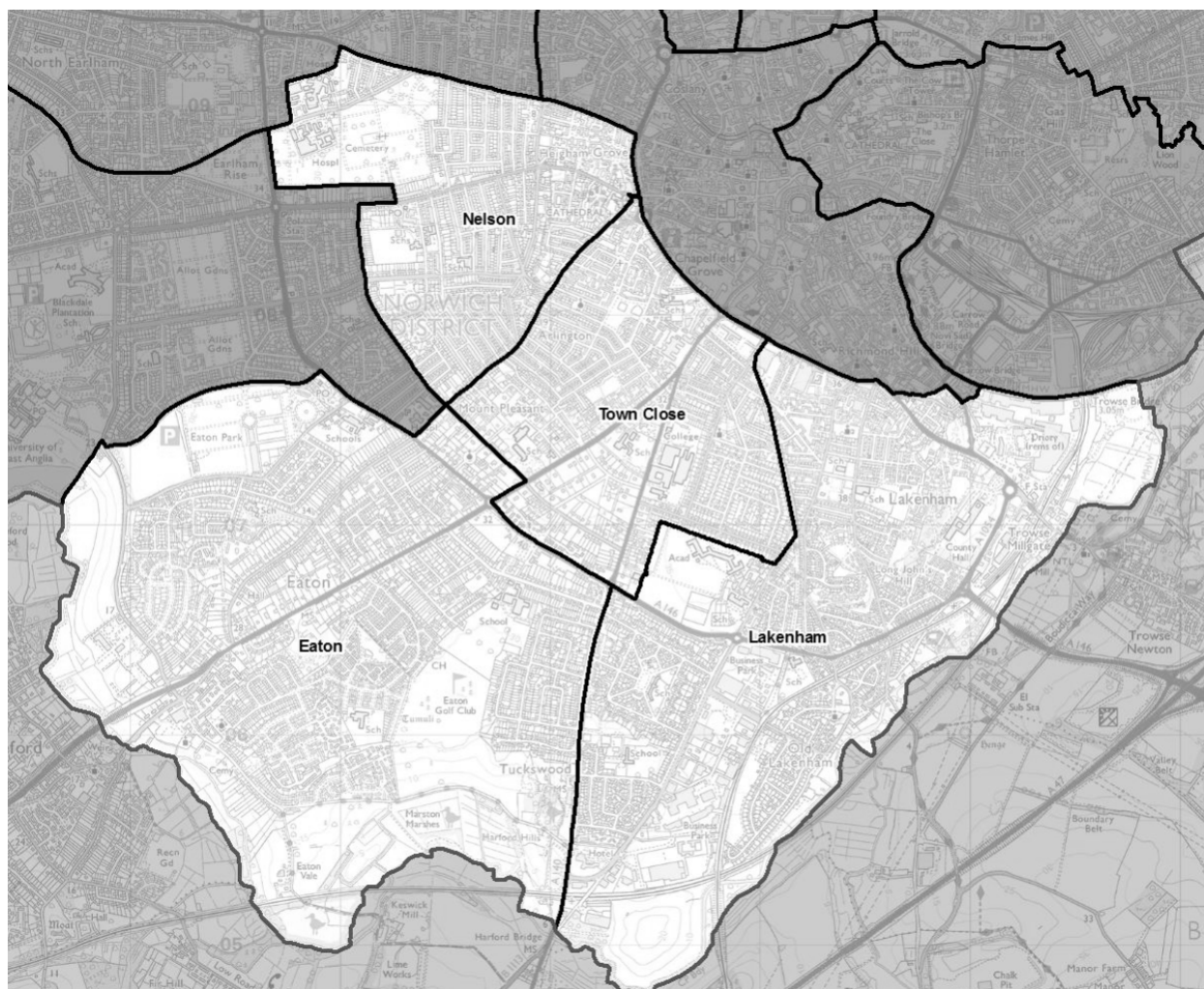
51 Norwich Conservatives also suggested that the name of the ward should be changed to 'University & Earlham', but did not provide compelling evidence to support this therefore we have not adopted this proposal. We would, however, be interested to receive feedback from local residents on this proposed name change.

52 Lastly, we are recommending moving the part of the polling district NE4 that covers the area around Mornington Road, Muriel Road and Highland Road from Nelson ward into University ward. This was suggested by the Council's scheme and supported in part by the Liberal Democrats and the Green Party. The Council stated that it made geographic sense to move this area into University, given that it shares a number of features with the neighbouring UN5 polling district which is already part of University ward. It has been argued that residents share the same secondary

shopping centre in Colman Road and are of predominantly a similar demographic i.e. professional workers and owner-occupiers.

53 Our University ward is forecast to have an electoral variance of -3% by 2023, which we consider to be good electoral equality. This means that the ward is proposed to have 3% fewer electors per councillor than the average for the city. It is hoped that in proposing a ward with a lower variance any significant fluctuations in the electorate caused by changes in the predominantly student population of the area can be accommodated.

Eaton, Lakenham, Nelson and Town Close



Ward name	Number of Cllrs	Variance 2023
Eaton	3	-8%
Lakenham	3	3%
Nelson	3	0%
Town Close	3	-6%

Eaton

54 Four of the schemes we received for this area proposed boundaries very similar to the current ward boundaries in Eaton. We also received a submission from a local organisation that suggested that the current boundaries well reflect the communities in the area. They also argued that based on the history of the area, the name should remain the same.

55 The Green Party proposed significantly different boundaries around Mount Pleasant, proposing that electors in Arlington, around Gloucester Street, should also move into Eaton ward. This was on the basis that the streets south of York Street are largely made up of similar housing and populated by a community that demographically is not too dissimilar to Eaton. As discussed in paragraph 50, we did not consider that the Green Party proposal to move electors in the polling district EA1 out of Eaton ward provided for the best balance of our statutory criteria. If we were to retain EA1 in Eaton and add electors from the Arlington area into our draft Eaton ward, Eaton would have poor electoral equality at 16%. We are therefore not adopting this proposal.

56 The Labour Group supported this proposal and suggested that electors in Mount Pleasant should move into Eaton ward, as residents in this area have more affinity with Eaton than Town Close. However, this would result in poor electoral equality in the ward Town Close at -11%. On visiting the area, we felt that the current ward boundary along Christchurch Road was both strong and clearly identifiable. We are therefore recommending an Eaton ward based on the current boundaries. Eaton will have good electoral equality by 2023.

57 We are particularly interested in hearing feedback from residents in the Mount Pleasant area regarding the Labour Group's proposal to include them in an Eaton ward, as opposed to Town Close.

Town Close and Lakenham

58 Four of the schemes we received proposed broadly similar boundaries for Town Close. The schemes from both Norwich Conservatives and the local resident proposed to use Brazen Gate as a more natural and historic boundary between Town Close and Lakenham wards. The Green Party and the Labour Group, supported by the Liberal Democrats, however, proposed using the existing ward boundary of Hall Road.

59 We visited both Brazen Gate and Hall Road on our tour of Norwich and whilst we felt they were both suitable boundaries, we were of the opinion that the Brazen Gate boundary was stronger. We have adopted the proposal to run the boundary along the disused railway line and Lakenham Way footpath so that the residents around Southwell Road and Hall Road would be in the ward most closely aligned with their cultural, housing and shopping habits. The Town Close ward would also be centred on the traditional Town Close Estate. Our draft Town Close ward will have good electoral equality by 2023.

60 However, we would be particularly interested to receive submissions from local residents and community groups regarding the use of either Brazen Gate and the

Lakenham Way footpath or Hall Road as the boundary between Town Close and Lakenham.

61 Our Lakenham ward is based on the current ward boundaries, with the exception of the change detailed in paragraph 59 and an amendment to include a small number of residents near Trowse Millgate station. We felt that this made more sense given the geographical separation between these electors and the rest of our draft Thorpe Hamlet ward. Retaining the same boundaries for Lakenham was supported by a submission received from a local organisation that stated that Lakenham and Tuckwood should remain within the same ward.

62 Lakenham will have good electoral equality by 2023.

Nelson

63 In addition to the city-wide schemes that were submitted, we received a joint submission from two of the ward councillors for Nelson. The submission argues that Nelson has a high student population and that this should be taken into account when looking at the forecast electorate. However, as discussed in paragraphs 29–31, we are content that the electorate figures provided by the Council represent the best available data. The councillors suggested alternative ward boundaries based on determinants that included shopping centres, transport networks and schools.

64 The councillor's submission argued that the streets south of Portersfield Road and Jessop Road should move into Town Close as Unthank Road is their community focus. This was supported by the schemes from the local resident and the Green Party. However, moving electors from this area to Town Close ward would result in a Nelson ward at -19% and a Town Close ward at 13%. We did not consider that sufficient evidence had been provided to justify two wards with such poor electoral equality. We therefore chose not to adopt this proposal. We did, however, agree with the councillors' proposal to move the electors in Mornington Road, Muriel Road and Highland Road into University ward, as discussed in paragraph 52.

65 It was also proposed that the area covered by polling districts WE2 and MA4 between Waterworks Road and Old Palace Road should be moved into Nelson ward. The councillors argue that this area is an entire community and looks towards Nelson, rather than Wensum, for its shopping needs. This was supported by the submission from the Green Party. However, these changes would result in poor electoral equality in both Nelson and Wensum wards at 36% and -29% respectively. We also received evidence from other respondents that electors in these polling districts identified more closely with the Wensum ward than the Nelson ward, as discussed further in paragraph 75.

66 Lastly, it was suggested that the electors in Bond Street, Merton Road and Holly Drive who are bordered by Dereham Road, Bowthorpe Road and Norwich Community Hospital look to Nelson for their services. We visited this area on tour and felt that Dereham Road acted as a strong boundary between the Nelson and Wensum wards. We are therefore recommending this proposal.

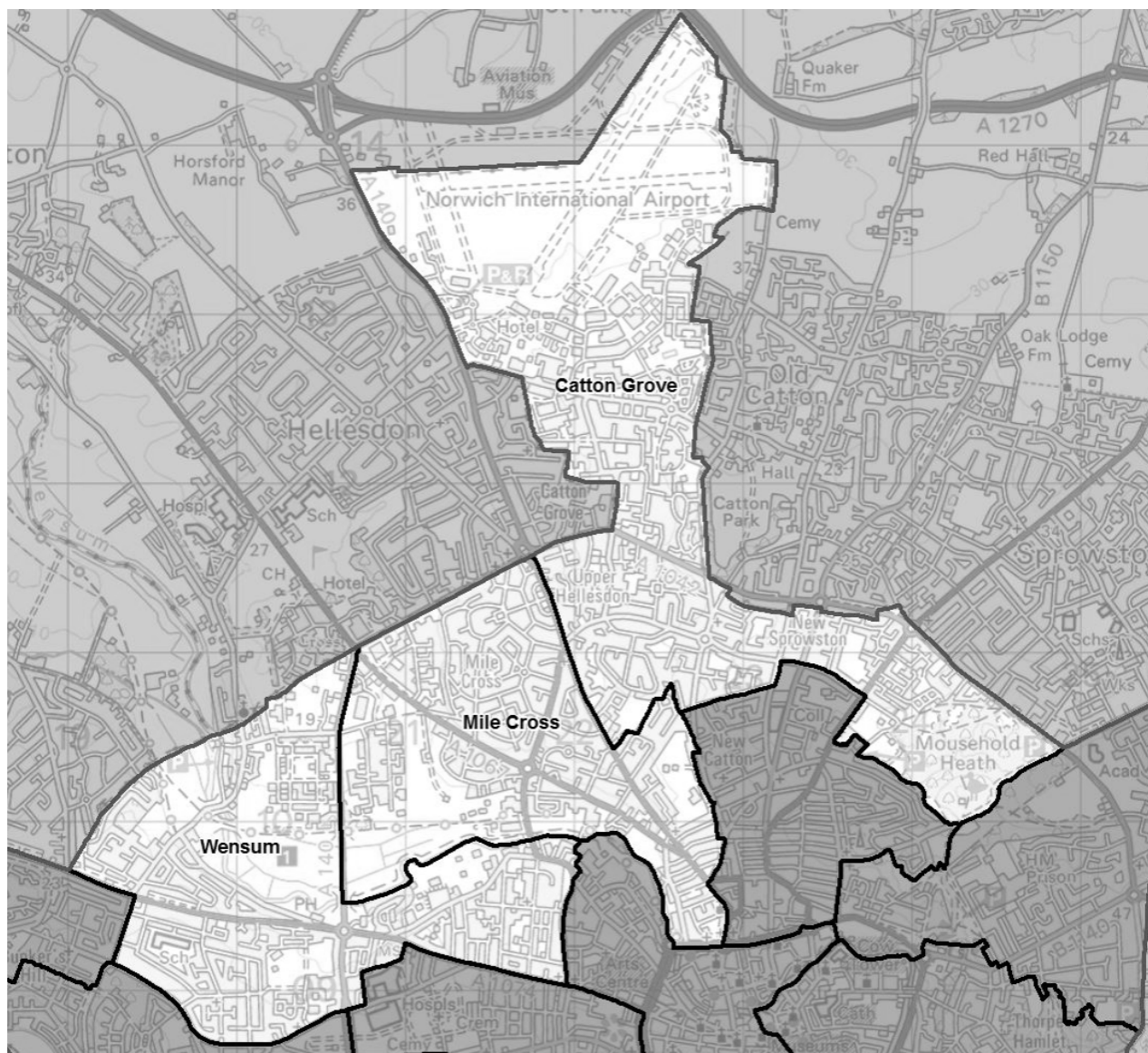
67 The Labour Group, Liberal Democrat and local resident schemes all proposed to include electors south of Armes Street and east of Nelson Street in Nelson ward.

However, as detailed in paragraph 75, we received a submission from Wensum Residents' Association that argued that this area identified as one community and that it should be included within one ward. We are therefore proposing to use Dereham Road as the boundary between the Nelson and Wensum. This was supported by the scheme received from Norwich Conservatives.

68 There was some disagreement between the schemes we received regarding whether electors in the polling district MA1, around Heigham Grove, should be included in Nelson ward or a Mancroft ward. However, if they were to remain in Mancroft Ward as proposed by the two ward councillors for Nelson, the result would be a Nelson ward at -10% and a Mancroft ward at 17%. We are therefore proposing to include these electors in our draft Nelson ward to improve electoral equality. This was supported by the Labour Group, Liberal Democrats, Norwich Conservatives and a local organisation.

69 Nelson will have good electoral equality by 2023 at 0%. This should also allow for fluctuations in the electorate referenced in the ward councillors' submission.

Catton Grove, Wensum and Mile Cross



Ward name	Number of Cllrs	Variance 2023
Catton Grove	3	2%
Mile Cross	3	3%
Wensum	3	7%

Catton Grove

70 All of the schemes we received proposed retaining the current ward boundaries in Catton Grove. Catton Grove is forecast to have good electoral equality by 2023 at 2%. We are therefore not recommending any changes to the current ward boundaries.

Mile Cross

71 Our Mile Cross ward is based on the existing ward boundaries, with the addition of electors north of St Crispins Road, who we are proposing to move from Mancroft into Mile Cross to improve the electoral equality in Mancroft. This modification to the southern boundary was proposed by the Labour Group and supported by the Liberal Democrats.

72 Mile Cross will have good electoral equality by 2023.

Wensum

73 In addition to the four city-wide schemes, we received a submission from the Wensum Residents' Association and a local resident regarding the future warding pattern for Wensum ward.

74 The Green Party and local resident proposed to split the existing Wensum ward in two, with electors east of Sweet Briar Road moving into Nelson ward and electors west of Sweet Briar Road moving into a new ward to be called Earlham. The reasoning provided was on the basis that Wensum ward currently comprises two distinct communities and therefore a split along Sweet Briar Road made geographical sense. On balance, we did not feel that sufficient evidence was provided to recommend dissolving the current ward.

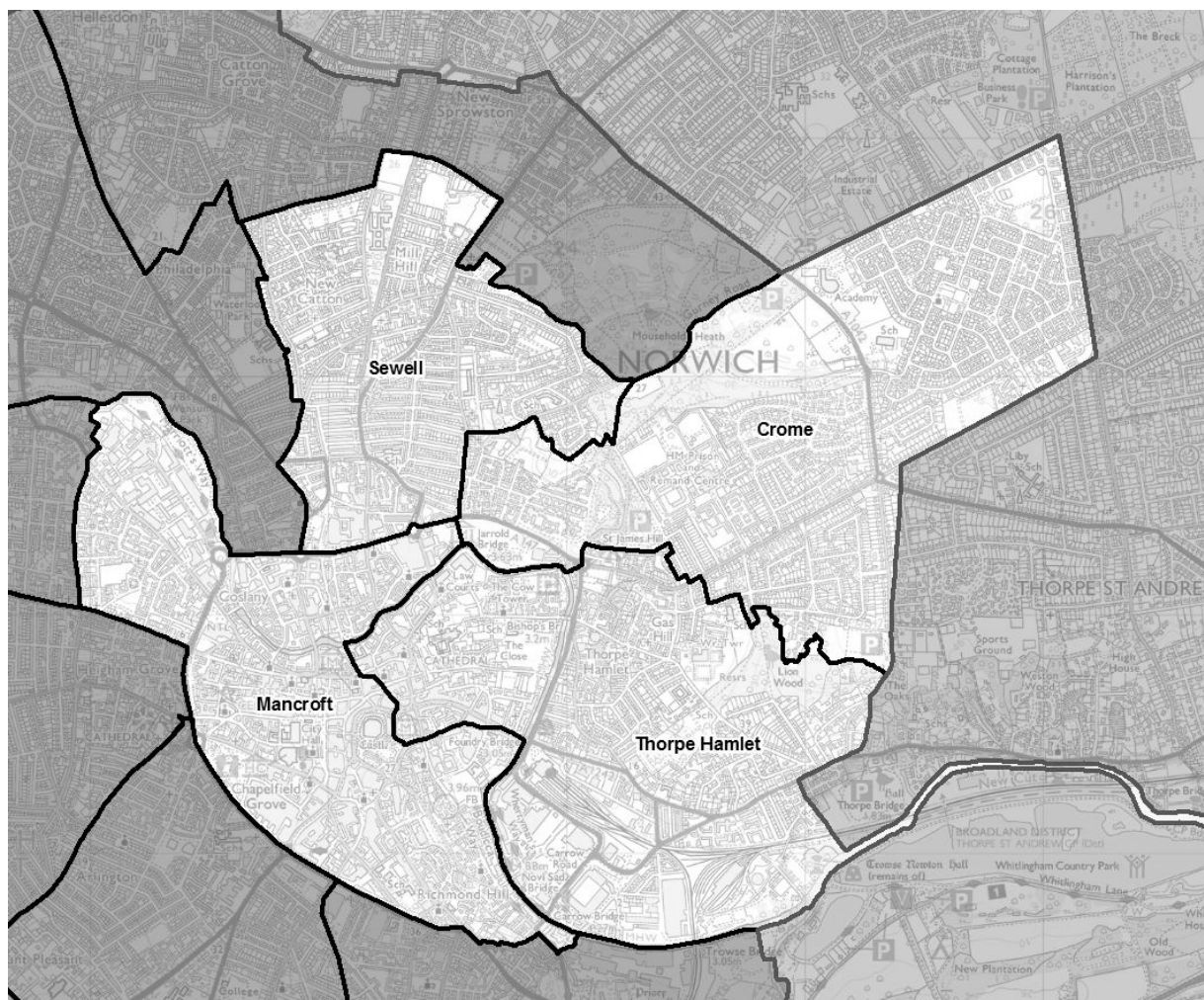
75 The Wensum Residents' Association argued that the electors between Waterworks Road and Old Palace Road in polling districts WE2 and MA4 had a strong feeling of community and strong ties with Wensum ward. They proposed that this natural community should be included wholly within one ward and not be split between Nelson and Wensum wards as it is under the current arrangements. This proposal was supported by the scheme submitted by Norwich Conservatives and two councillors. We visited this area on our tour of Norwich and felt that Dereham Road and Old Palace Road acted as strong boundaries. We are therefore adopting this proposal, with a small amendment to include electors in Horsford Street, Helford Street and Old Laundry Court to retain their access into the rest of the Wensum ward.

76 The local resident suggested the alternative name of Outer Wensum but did not provide any evidence as to why this ward name was more appropriate, therefore we are not proposing to adopt this change at this stage.

77 We would be keen to hear views from residents and community groups regarding the two different proposals for the Wensum area and to understand which would better reflect community identities. We would also like to know whether Wensum or Outer Wensum would be a more appropriate ward name.

78 Our draft Wensum ward will have good electoral equality by 2023.

Crome, Mancroft, Sewell and Thorpe Hamlet



Ward name	Number of Cllrs	Variance 2023
Crome	3	4%
Mancroft	3	7%
Sewell	3	9%
Thorpe Hamlet	3	-8%

Mancroft and Thorpe Hamlet

79 The Thorpe Hamlet and Mancroft wards in their current form are forecast to have significantly higher than the average electors per councillor for Norwich, at 22% and 36%. We therefore need to move some electors out of these wards to secure a better level of electoral equality for the future.

80 These wards cover the city-centre area of Norwich. The four city-wide schemes submitted during consultation for the Mancroft and Thorpe Hamlet wards proposed boundaries that are very similar to the existing arrangements. We also received 10 other submissions for this area, from three councillors, one local organisation and six local residents.

81 Five of the submissions that we received from local residents argued that they were part of the city and, in fact, should form part of a city-centre ward. They cited issues such as anti-social behaviour and noise pollution that did not affect the wider residents of the Thorpe Hamlet ward in the same way. As such, the respondents argued that their representation was not as effective as electors in other areas of Norwich.

82 Three of the local residents' submissions suggested that the city centre should be included entirely in one ward. This was supported by a submission from a local organisation. However, a ward such as this would result in poor electoral equality in both Mancroft (26%) and Thorpe Hamlet (-27%) and we are not therefore minded to recommend this proposal.

83 We are not able to include electors in the entire city area within one ward and achieve a good level of electoral equality. However, we are able to move the city-based electors in the polling district TH3, that sit between the river and Rouen Road, into our proposed Mancroft ward. We believe that this is a good balance of our statutory criteria in that it offers good electoral equality for both wards and better reflects the community here.

84 The Labour Group submission proposed that electors around Ber Street and King Street should move from Mancroft into Lakenham ward on the basis that there was some disconnection between these electors and the rest of the Mancroft ward. This was supported by a councillor for Mancroft. However, following our tour of the area, we felt that retaining the current boundary in this area, along Carrow Hill, provided a stronger boundary. We would be keen to hear views from local residents and organisations regarding whether electors south of Mariners Lane and north of Carrow Hill identify more with Mancroft or Lakenham.

85 Our draft Mancroft and Thorpe Hamlet wards will have good electoral equality by 2023.

Crome

86 The Labour Group proposed moving electors north of Yarmouth Road in Wellesley Avenue South and the surrounding roads from Thorpe Hamlet into Crome to improve electoral equality in Thorpe Hamlet. The Liberal Democrats submission had been broadly written in support of the Labour Group's city-wide proposal, aside from in this area where they argued that these electors had a lack of contact and

affinity with the rest of Crome ward, as well as being physically separated from the rest of the ward by woodland.

87 A local resident, the Green Party, Norwich Conservatives and the Liberal Democrats all proposed broadly similar boundaries for Crome. All argued that electors in the polling district of TH1, north of Barrack Street, currently in Thorpe Hamlet ward, should move into Crome from Thorpe Hamlet using St James Hill as the boundary. This was on the basis that electors here have more in common with Crome than Thorpe Hamlet in terms of demographics and community.

88 Norwich Conservatives also placed electors in TH1 in Crome ward, although they suggested using Kett's Hill as the boundary as opposed to St James Hill. On balance, we are persuaded by the evidence that electors in TH1 should be moved into Crome ward and that St James Hill provides for a clear boundary.

89 The Liberal Democrats also proposed that electors south of Plumstead Road and north of Wolfe Road should be placed in Thorpe Hamlet ward rather than Crome; however, they did not supply any community-based evidence to support this. On balance, we felt that the existing boundary around Wellesley Avenue North and Wolfe Road was a more effective boundary between Crome and Thorpe Hamlet. This proposal also allows us to retain all the electors along Wellesley Avenue North within the same ward. However, we would be interested to hear from local residents and community groups about whether this area should be in Crome or Thorpe Hamlet.

90 Crome will have good electoral equality by 2023.

Sewell

91 Four of the schemes that we received proposed retaining the existing ward boundaries in Sewell. The Liberal Democrats proposed adding a small number of electors in the south-east of the ward, along Silver Road, although they did not supply any community evidence to support this. We felt that the existing ward boundary down the middle of Silver Road provided for a clearer boundary, but we would be keen to hear from residents or organisations in this area regarding whether they felt they would be better placed in Crome or Sewell.

92 Our draft Sewell ward is based on the existing ward boundaries. However, the Commission have proposed to modify the boundary slightly to include the electors north of St Crispins Road and south of Magpie Road. This will improve electoral equality in the neighbouring ward of Thorpe Hamlet. Sewell will have good electoral equality by 2023.

Conclusions

93 The table below shows the impact of our draft recommendations on electoral equality, based on 2018 and 2023 electorate figures.

Summary of electoral arrangements

	Draft recommendations	
	2018	2023
Number of councillors	39	39
Number of electoral wards	13	13
Average number of electors per councillor	2,599	2,816
Number of wards with a variance more than 10% from the average	4	0
Number of wards with a variance more than 20% from the average	0	0

Draft recommendation

Norwich City Council should be made up of 39 councillors serving 13 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 Norwich.

You can also view our draft recommendations for Norwich City Council on our interactive maps at <http://consultation.lgbce.org.uk>

3 Have your say

94 The Commission has an open mind about its draft recommendations. Every representation we receive will be considered, regardless of who it is from or whether it relates to the whole city or just a part of it.

95 If you agree with our recommendations, please let us know. If you don't think our recommendations are right for Norwich, we want to hear alternative proposals for a different pattern of wards.

96 Our website has a special consultation area where you can explore the maps and draw your own proposed boundaries. You can find it at consultation.lgbce.org.uk

97 Submissions can also be made by emailing reviews@lgbce.org.uk or by writing to:

Review Officer (Norwich)
The Local Government Boundary Commission for England
1st Floor, Windsor House
50 Victoria Street
London SW1H 0TL

98 The Commission aims to propose a pattern of wards for the Norwich which delivers:

- Electoral equality: each local councillor represents a similar number of voters
- Community identity: reflects the identity and interests of local communities
- Effective and convenient local government: helping your council discharge its responsibilities effectively

99 A good pattern of ward should:

- Provide good electoral equality, with each councillor representing, as closely as possible, the same number of voters
- Reflect community interests and identities and include evidence of community links
- Be based on strong, easily identifiable boundaries
- Help the council deliver effective and convenient local government

100 Electoral equality:

- Does your proposal mean that councillors would represent roughly the same number of voters as elsewhere in the council area?

101 Community identity:

- Community groups: is there a parish council, residents' association or other group that represents the area?

- Interests: what issues bind the community together or separate it from other parts of your area?
- Identifiable boundaries: are there natural or constructed features which make strong boundaries for your proposals?

102 Effective local government:

- Are any of the proposed wards too large or small to be represented effectively?
- Are the proposed names of the wards appropriate?
- Are there good links across your proposed wards? Is there any form of public transport?

103 Please note that the consultation stages of an electoral review are public consultations. In the interests of openness and transparency, we make available for public inspection full copies of all representations the Commission takes into account as part of a review. Accordingly, copies of all representations will be placed on deposit at our offices and on our website at www.lgbce.org.uk A list of respondents will be available from us on request after the end of the consultation period.

104 If you are a member of the public and not writing on behalf of a council or organisation we will remove any personal identifiers, such as postal or email addresses, signatures or phone numbers from your submission before it is made public. We will remove signatures from all letters, no matter who they are from.

105 In the light of representations received, we will review our draft recommendations and consider whether they should be altered. As indicated earlier, it is therefore important that all interested parties let us have their views and evidence, **whether or not** they agree with the draft recommendations. We will then publish our final recommendations.

106 After the publication of our final recommendations, the changes we have proposed must be approved by Parliament. An Order – the legal document which brings into force our recommendations – will be laid in draft in Parliament. The draft Order will provide for new electoral arrangements to be implemented at the all-out elections for the Norwich in 2019.

Equalities

107 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.

Appendix A

Draft recommendations for Norwich City Council

	Ward name	Number of councillors	Electorate (2018)	Number of electors per councillor	Variance from average %	Electorate (2023)	Number of electors per councillor	Variance from average %
1	Bowthorpe	3	6,895	2,298	-12%	7,601	2,534	-10%
2	Catton Grove	3	8,184	2,728	5%	8,615	2,872	2%
3	Crome	3	8,428	2,809	8%	8,766	2,922	4%
4	Eaton	3	7,333	2,444	-6%	7,762	2,587	-8%
5	Lakenham	3	8,374	2,791	7%	8,740	2,913	3%
6	Mancroft	3	6,284	2,905	-19%	9,031	3,010	7%
7	Mile Cross	3	8,260	2,753	6%	8,700	2,900	3%
8	Nelson	3	8,010	2,670	3%	8,448	2,816	0%
9	Sewell	3	8,820	2,940	13%	9,223	3,074	9%
10	Thorpe Hamlet	3	6,632	2,211	-15%	7,809	2,603	-8%
11	Town Close	3	7,625	2,542	-2%	7,923	2,641	-6%
12	University	3	7,962	2,654	2%	8,199	2,733	-3%

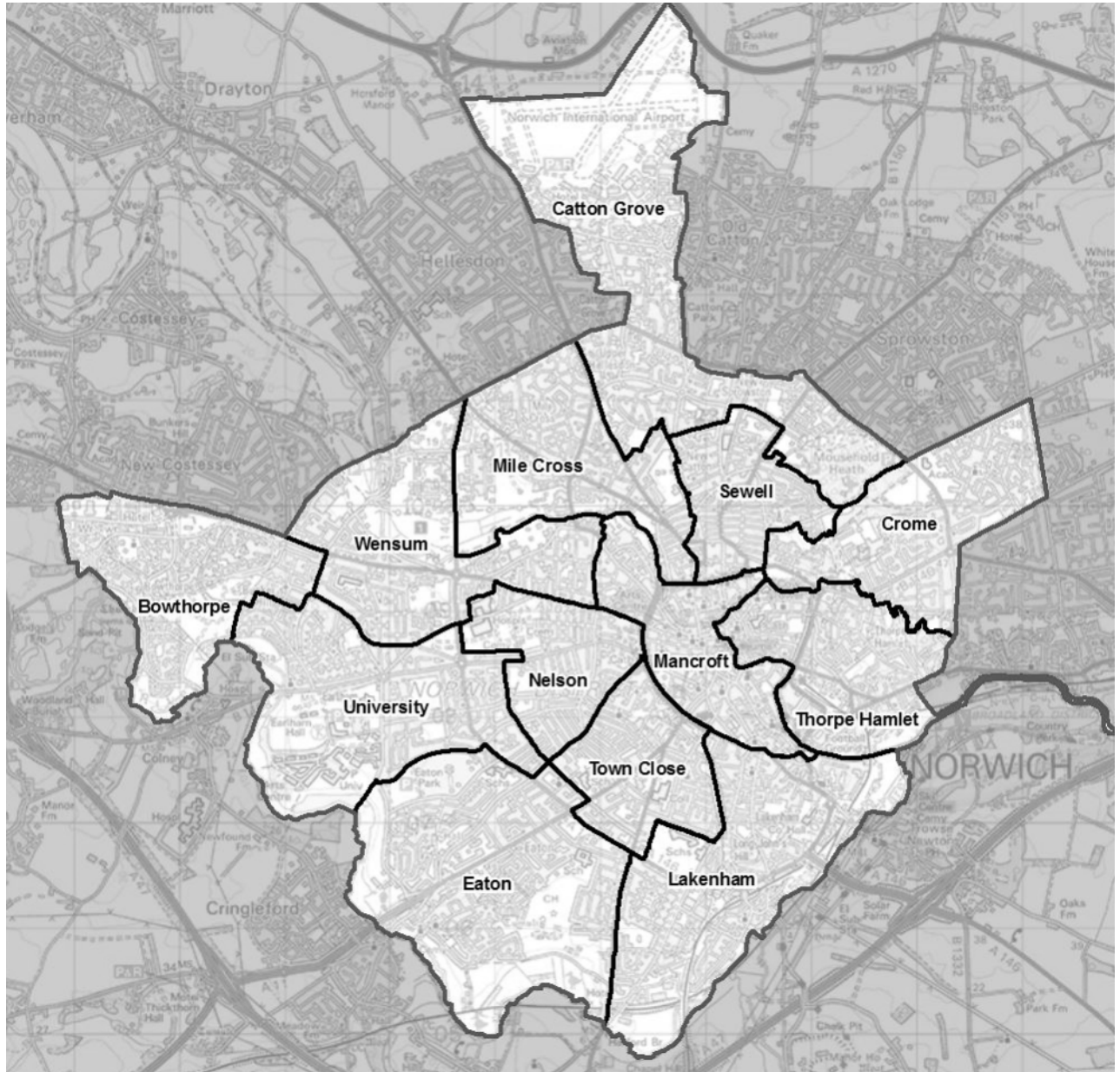
Ward name	Number of councillors	Electorate (2018)	Number of electors per councillor	Variance from average %	Electorate (2023)	Number of electors per councillor	Variance from average %
13 Wensum	3	8,573	2,858	10%	9,006	3,002	7%
Totals	39	101,380	–	–	109,823	–	–
Averages	–	–	2,599	–	–	2,816	–

Source: Electorate figures are based on information provided by Norwich City 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 city. 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: <http://www.lgbce.org.uk/all-reviews/eastern/norfolk/norwich>

Appendix C

Submissions received

All submissions received can also be viewed on our website at <http://www.lgbce.org.uk/all-reviews/eastern/norfolk/norwich>

Local Authority

- Norwich City Council

Political Groups

- Norwich Labour Party
- Norwich Liberal Democrats
- Norwich Green Party
- Norwich Conservatives

Councillors

- Norwich City Councillor S. Bogelein (Wensum)
- Norwich City Councillors D. Carlo & T. Jones (Nelson)
- Norwich City Councillor S. Jackson (Mancroft)
- Norwich City Councillor M. Schmierer (Mancroft)

Member of Parliament

- Clive Lewis MP

Local Organisations

- Eaton Village Residents' Association
- St Augustine's Community Together Residents' Association
- United Benefice of Old Lakenham & Tuckswood
- Wensum Residents' Association

Local Residents

- 16 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
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