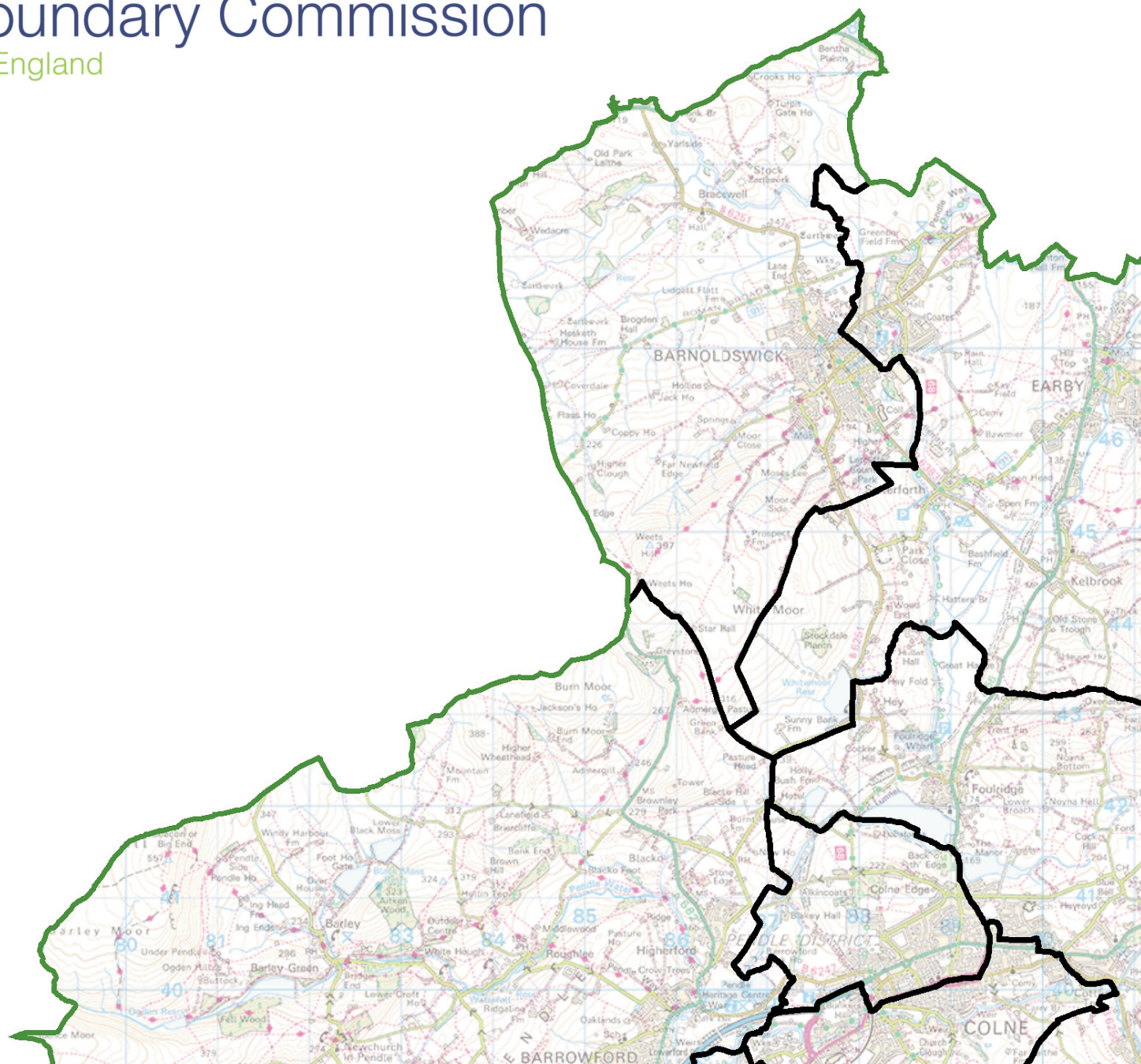


The  
Local Government  
Boundary Commission  
for England



New electoral arrangements for Pendle  
Borough Council  
Draft recommendations  
July 2019

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Tel: 0330 500 1525

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# Contents

Introduction	1
Who we are and what we do	1
What is an electoral review?	1
Why Pendle?	2
Our proposals for Pendle	2
How will the recommendations affect you?	2
Have your say	3
Review timetable	3
Analysis and draft recommendations	5
Submissions received	5
Electorate figures	5
Number of councillors	6
Ward boundaries consultation	6
Draft recommendations	7
West Craven	9
Barrowford, Brierfield, Reedley Hallows and the rural west	12
Nelson	16
Colne and the rural east	19
Conclusions	23
Summary of electoral arrangements	23
Parish electoral arrangements	23
Have your say	27
Equalities	31
Appendices	33
Appendix A	33
Draft recommendations for Pendle Borough Council	33
Appendix B	35
Outline map	35
Appendix C	36
Submissions received	36
Appendix D	37
Glossary and abbreviations	37



# Introduction

## Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament.<sup>1</sup> We are not part of government or any political party. We are accountable to Parliament through a committee of MPs chaired by the Speaker of the House of Commons. Our main role is to carry out electoral reviews of local authorities throughout England.

2 The members of the Commission are:

- |  |   |
|--|---|
| • Professor Colin Mellors OBE<br>(Chair) | • Amanda Nobbs OBE                        |
| • Andrew Scallan CBE<br>(Deputy Chair)   | • Steve Robinson                          |
| • Susan Johnson OBE                      | • Jolyon Jackson CBE<br>(Chief Executive) |
| • Peter Maddison QPM                     |   |

## 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.

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<sup>1</sup> Under the Local Democracy, Economic Development and Construction Act 2009.

6 More detail regarding the powers that we have, as well as the further guidance and information about electoral reviews and review process in general, can be found on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Why Pendle?

7 We are conducting a review of Pendle Borough Council ('the Council') at the request of the Council in 2018. Furthermore, the value of each vote in borough elections varies depending on where you live in Pendle. Some councillors currently represent many more or fewer voters than others. This is 'electoral inequality'. Our aim is therefore 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 Pendle 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 Pendle

9 Pendle should be represented by 33 councillors, 16 fewer than there are now.

10 Pendle should have 11 wards, nine fewer than there are now.

11 The boundaries of all wards will change; none will stay the same.

## How will the recommendations affect you?

12 The recommendations will determine how many councillors will serve on the Council. They will also decide which ward you vote in, which other communities are in that ward, and, in some cases, which parish/town council ward you vote in. Your ward name may also change.

13 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 consider any representations which are based on these issues.

## Have your say

14 We will consult on the draft recommendations for a 10-week period, from 30 July to 7 October 2019. We encourage everyone to use this opportunity to comment on these proposed wards as the more public views we hear, the more informed our decisions will be in making our final recommendations.

15 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.

16 You have until 7 October 2019 to have your say on the draft recommendations. See page 27 for how to send us your response.

## Review timetable

17 We wrote to the Council to ask its views on the appropriate number of councillors for Pendle. We then held a period of consultation with the public on warding patterns for the borough. The submissions received during consultation have informed our draft recommendations.

18 The review is being conducted as follows:

Stage starts	Description
19 February 2019	Number of councillors decided
26 February 2019	Start of consultation seeking views on new wards
6 May 2019	End of consultation; we begin analysing submissions and forming draft recommendations
30 July 2019	Publication of draft recommendations; start of second consultation
7 October 2019	End of consultation; we begin analysing submissions and forming final recommendations
3 December 2019	Publication of final recommendations





## Analysis and draft recommendations

19 Legislation<sup>2</sup> states that our recommendations should not be based only on how many electors<sup>3</sup> there are now, but also on how many there are likely to be in the five years after the publication of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for our wards.

20 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.

21 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	2024
Electorate of Pendle	66,626	68,836
Number of councillors	49	33
Average number of electors per councillor	1,360	2,086

22 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 Pendle will have good electoral equality by 2024.

## Submissions received

23 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](http://www.lgbce.org.uk)

## Electorate figures

24 The Council submitted electorate forecasts for 2024, a period five years on from the scheduled publication of our final recommendations in 2019. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 3% by 2024.

25 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.

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

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

## Number of councillors

26 Pendle Borough Council currently has 49 councillors. We have looked at evidence provided by the Council and have concluded that decreasing this number by 16 will ensure the Council can carry out its roles and responsibilities effectively.

27 We therefore invited proposals for new patterns of wards that would be represented by 33 councillors.

28 As Pendle Borough Council elects by thirds (meaning it has elections in three out of every four years) there is a presumption in legislation<sup>4</sup> that the Council will have a uniform pattern of three-councillor wards. We will only move away from this pattern of wards should we receive compelling evidence during consultation that an alternative pattern of wards will better reflect our statutory criteria.

29 We received four submissions about the number of councillors in response to our consultation on ward patterns. Three of the submissions supported a reduction in councillors for the borough, while one submission proposed that the current council ward boundaries and councillor numbers be retained. A warding proposal received during consultation proposed that we recommend a one-member ward in the south of the borough which would result in a council size of 34 members. As explained in detail later in this report, we are not persuaded that sufficient evidence has been received either to vary the number of councillors or move away from the presumption of three-member wards. We have therefore based our draft recommendations on a 33-councillor council.

## Ward boundaries consultation

30 We received 33 submissions in response to our consultation on ward boundaries. These included four full borough-wide proposals, with two received from the Council (the second received after a change of the Council's political control), one from the Pendle Constituency Labour Party ('the Labour Party') and one from a local resident. For clarity, the original warding proposal from the Council is referred to as the 'first Council scheme' in this report. We have referred to the Council's proposal, received after the May 2019 elections, as the 'second Council scheme'. We also received minor variations of the second Council scheme from the Pendle Liberal Democrats and two borough councillors. The remainder of the submissions provided localised comments for warding arrangements in particular areas of the borough. These included the Barnoldswick Branch of Pendle Labour Party, which provided an alternative warding pattern in the West Craven area, and the Labour Party Colne Co-ordination Committee, which submitted a pattern of wards for the Colne area.

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<sup>4</sup> Schedule 2 to the Local Democracy, Economic Development & Construction Act 2009 paragraph 2(3)(d) and paragraph 2(5)(c).

31 The first Council scheme and the Labour Party's scheme both proposed a uniform pattern of 11 three-councillor wards across Pendle. Conversely, the second Council scheme and the variations of that scheme proposed a pattern of 11 three-councillor wards with an additional single-councillor ward in the west of the borough. We carefully considered these proposals and were of the view that the proposed patterns of wards would generally result in good levels of electoral equality in most areas of the authority and largely used clearly identifiable boundaries.

32 The borough-wide scheme proposed by a local resident suggested a warding pattern made up one-, two-, three- and four-councillor wards. We consider four-councillor wards would not aid effective and convenient local government and potentially dilute the accountability of councillors to the electorate, so we have not adopted these wards as part of our draft recommendations. We also considered the evidence for either single- or two-councillor wards was not persuasive enough for us to depart from the presumption that the borough have a uniform pattern of three-councillor wards. We have therefore not adopted any of these proposals as part of our draft recommendations. We have nonetheless considered the three-councillor wards proposed by the local resident where appropriate.

33 Our draft recommendations are predominantly based on the second Council scheme, which we considered best represented our statutory criteria. However, we have created our own warding pattern in the south-west of the borough in order to create a uniform pattern of three-councillor wards and maintain a council of 33 members.

34 Wherever possible, we have taken 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, so we identified alternative boundaries.

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

## Draft recommendations

36 Our draft recommendations are for 11 three-councillor wards. We consider that our draft recommendations will provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

37 The tables and maps on pages 9–21 detail our draft recommendations for each area of Pendle. They detail how the proposed warding arrangements reflect the three statutory<sup>5</sup> criteria of:

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

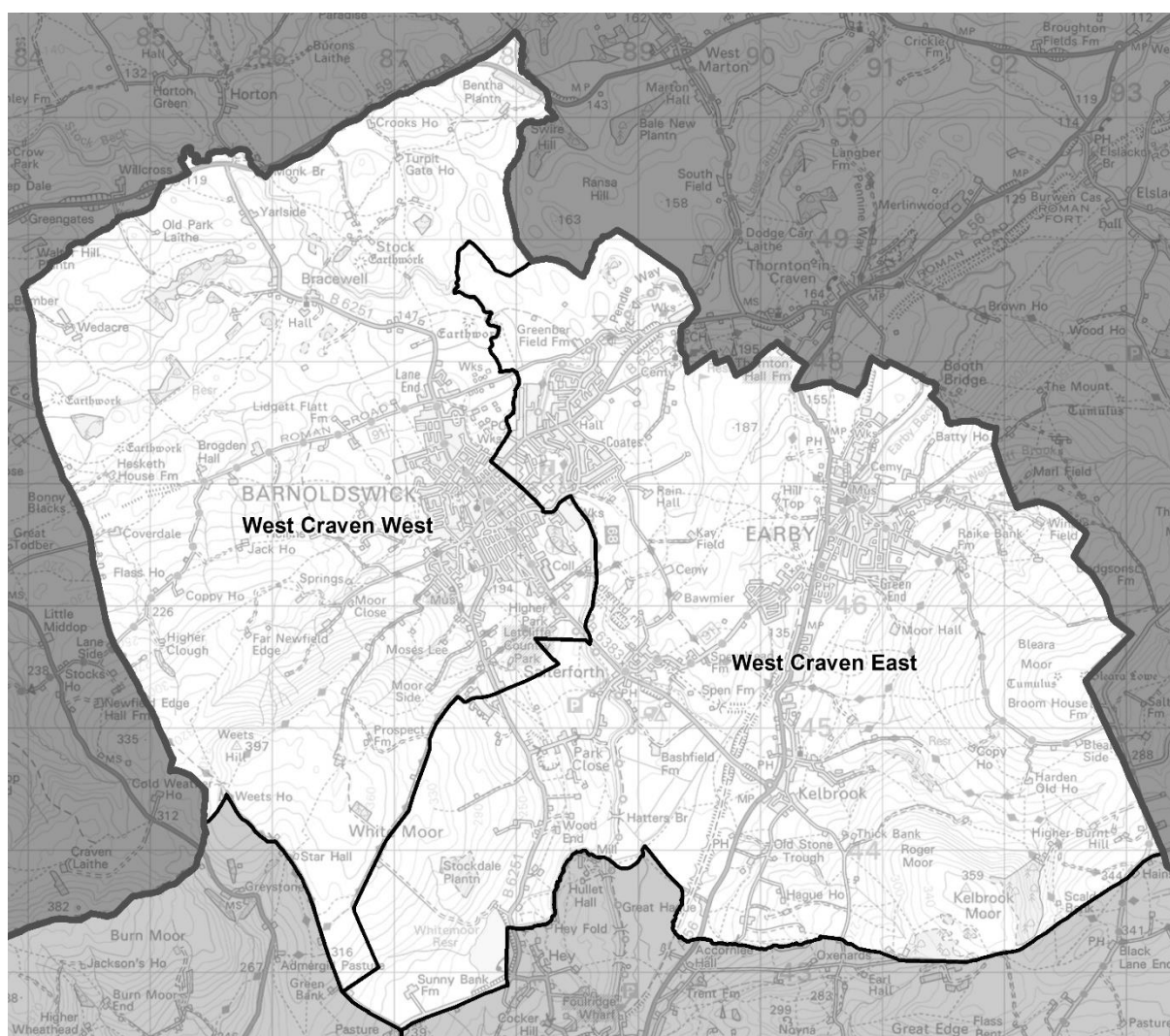
38 A summary of our proposed new wards is set out in the table starting on page 33 and on the large map accompanying this report.

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

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<sup>5</sup> Local Democracy, Economic Development and Construction Act 2009.

## West Craven



Ward name	Number of councillors	Variance 2024
West Craven East	3	9%
West Craven West	3	7%

### *West Craven East and West Craven West*

40 The two Council schemes proposed significantly different wards for the West Craven area. The first Council scheme proposed a Barnoldswick Central ward and an Earby & Barnoldswick Rural ward, with the boundary between the two wards following Church Street and Manchester Road. The variances of these wards would be 9% and 8% respectively.

41 Alternatively, the second Council scheme proposed two wards named West Craven East and West Craven West, which would split Barnoldswick along Valley Road. The Labour Party's proposal for this area was identical to the second Council scheme. These two wards would have variances of 15% and 8% respectively under

the Council's 34-councillor scheme, and 11% and 5% under the Labour Party's 33-councillor scheme.

42 In addition to the borough-wide schemes, we received a submission from the Pendle Liberal Democrats that proposed a minor amendment to the second Council scheme in order to improve electoral equality. This submission also named the wards Barnoldswick, Bracewell & Brogden and Coates, Earby, Kelbrook & Salterforth, arguing that these ward names were more representative of the communities within each ward.

43 The Barnoldswick Branch of Pendle Labour Party submitted a proposal, with the support of several local residents, to create three two-councillor wards for the area. These wards would be broadly similar to the existing arrangements, with some amendments to improve electoral equality. In particular, the submissions argued against a warding arrangement that would place part of Barnoldswick in a ward with Earby (and the adjoining parishes), arguing this would not effectively represent local communities. We carefully considered these submissions, but we were not persuaded that compelling evidence has been received to justify three two-councillor wards in this area, given the presumption in law for a uniform pattern of three-councillor wards for the borough, as detailed in paragraph 28.

44 In addition to a four-councillor Barnoldswick ward, the local resident proposed a three-councillor Earby ward, which contained the parishes of Earby, Salterforth, Kelbrook & Sough and Foulridge. We did not adopt this proposal as we consider that Foulridge parish has stronger links to the rural parishes west of Colne than to those in the West Craven area.

45 One local resident suggested that we merge the existing Coates and Craven wards, naming the proposed ward Barnoldswick. A three-councillor ward made up of these two wards would have an electoral variance of 37%. This variance would be far too high to accept, given the need to ensure that local electors have a vote of broadly equal weight. We have therefore not adopted this proposal.

46 Another local resident suggested we keep the existing wards for Barnoldswick with the same number of councillors for each ward. However, due to the reduction in the number of councillors for the borough, it is an inevitable consequence that we need to amend the allocation of councillors for wards, not just in the Barnoldswick area, but across the borough. Therefore, it would not be possible to accept this proposal and ensure good electoral equality.

47 In consideration of all the submissions received, we have been persuaded that the second Council scheme, with the Liberal Democrats' amendment, provides the best balance of statutory criteria in this area. On our visit to the area, we considered that the second Council scheme would better reflect communities in Barnoldswick

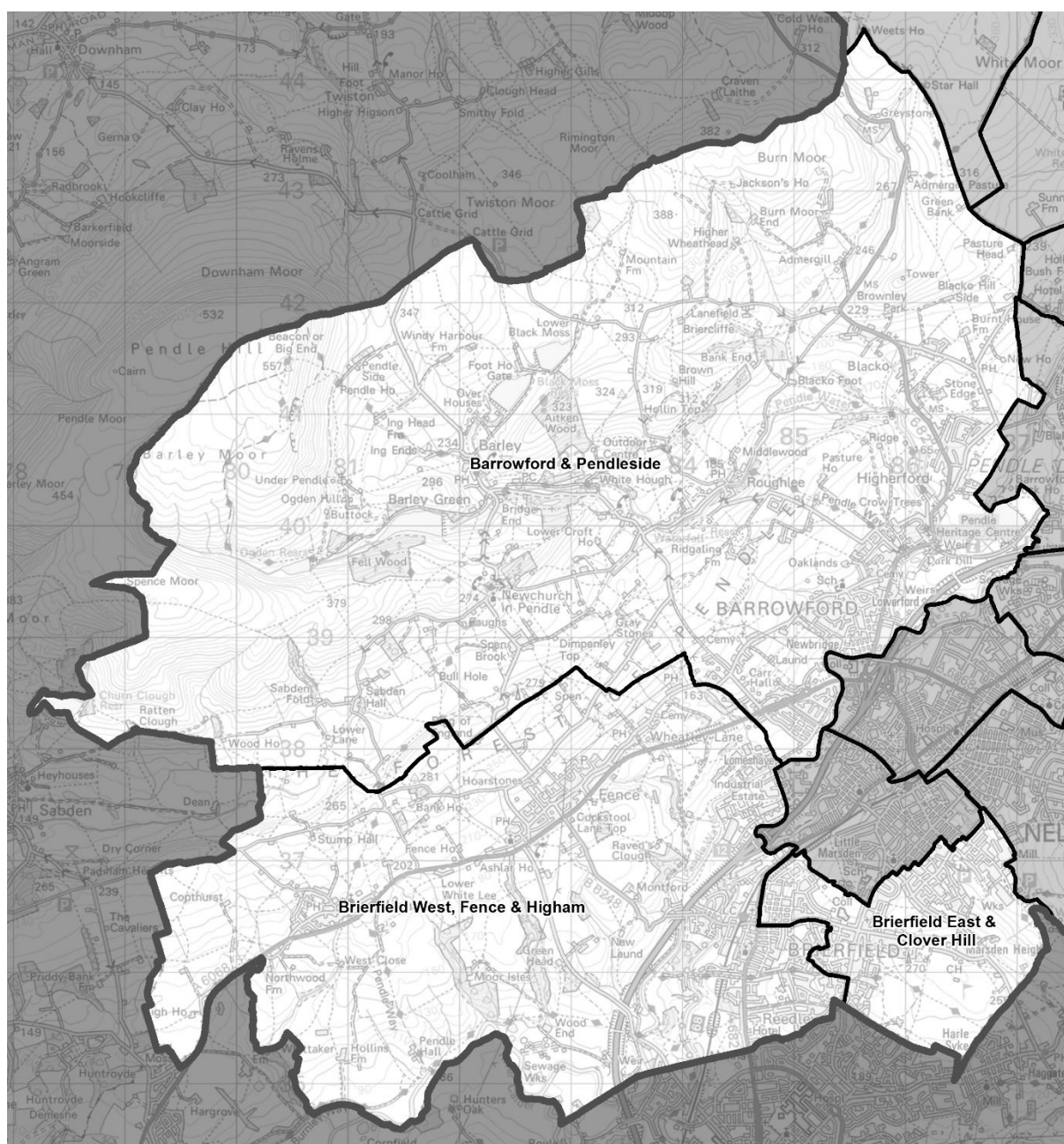
than the first Council scheme, because we consider Valley Road a stronger ward boundary than Church Street, which was proposed in the first Council scheme. We consider the industrial estate and canal a more appropriate place to divide the town between wards, rather than through the town centre.

48 We were not persuaded however by the Liberal Democrats' suggestion to name these wards Barnoldswick, Bracewell & Brogden and Coates, Earby, Kelbrook & Salterforth, and have decided to use the names of West Craven East and West Craven West as suggested in the second Council scheme and the Labour Party's proposal. However, we welcome comments with regard to these ward names, in addition to the boundaries proposed.

49 Our West Craven East and West Craven West wards will have electoral variances of 9% and 7%, respectively, by 2024.



## Barrowford, Brierfield, Reedley Hallows and the rural west



Ward name	Number of councillors	Variance 2024
Barrowford & Pendleside	3	-1%
Brierfield East & Clover Hill	3	-3%
Brierfield West, Fence & Higham	3	4%

### *Barrowford & Pendleside*

50 Both of the Council schemes for the western parishes proposed an identical Barrowford & Pendleside ward, placing the parishes of Barley, Barrowford, Blacko, Goldshaw Booth and Roughlee Booth together in one ward. This proposal was supported by Barley Parish Council, and also Barrowford Parish Council, which



highlighted the existing working relationship with the rural parishes via the Barrowford & Western Parishes Area Committee.

51 The Labour Group included the above-mentioned parishes within their proposed Barrowford & Pendleside ward. The Group also included the parishes of Higham with West Close Booth and Old Laund Booth (but excluding Blacko parish) in a proposed Colne East ward. This would result in a Barrowford & Pendleside ward with an electoral variance of 13%. We examined this proposal on our visit to Pendle. We deemed that Blacko has a far stronger affiliation with the parishes in the west of the borough, with strong links to the parish of Barrowford via the A682. For this reason, alongside the high electoral variance, we did not adopt this proposal as part of our draft recommendations.

52 Our draft recommendations for this ward are therefore based on the ward proposed in the two Council schemes, which will have an electoral variance of -1% by 2024. We consider that this ward will reflect our statutory criteria, effectively reflecting the community identities of the rural parishes in particular.

#### *Brierfield East & Clover Hill and Brierfield West, Fence & Higham*

53 We received significantly different proposals for the more densely populated parishes of Brierfield and Reedley Hallows, and the rural parishes of Higham with West Close Booth and Old Laund Booth.

54 The first Council scheme proposed a Pendle View ward which wholly contained the parishes of Higham with West Close Booth, Old Laund Booth and Reedley Hallows. The proposed ward would also include the south and east parts of Brierfield parish. After careful consideration, we decided not to adopt this ward as we considered the link between Higham with West Close Booth and Old Laund Booth parishes, and the most north-eastern part of Brierfield parish, to not be particularly strong, with a lack of direct transport links between the two areas.

55 The second Council scheme and the Labour Party's scheme, as well as Councillor Iqbal, proposed an identical ward for Brierfield and Reedley Hallows parishes, with the southern and western parts of Brierfield incorporated into a ward with Reedley Hallows. The two schemes named the proposed ward Reedley and Reedley & Brierfield West respectively. This warding arrangement was supported by Brierfield Town Council.

56 However, the second Council scheme proposed that the parishes of Higham with West Close Booth and Old Laund Booth form a single-councillor ward. The Liberal Democrats provided a good level of community evidence for this proposal. On the other hand, the Labour Party recommended that these two parishes be placed into a Barrowford & Pendleside ward.

57 We very carefully examined both of these warding patterns to see which best reflected our statutory criteria. Firstly, we decided not to adopt the Labour Party proposal, which placed the two parishes of Higham with West Close Booth and Old Laund Booth into a Barrowford & Pendleside ward, as this produced a variance of 13%, as discussed in paragraph 51. We consider this variance too high and would not provide for good electoral equality.

58 We have also decided not to adopt the warding arrangements proposed in the second Council scheme. While this pattern would provide for good electoral equality, adopting a 34-councillor warding pattern would have serious consequential effects for electoral equality for other wards across the borough. In addition, we considered that the evidence was not strong enough for us to depart from the presumption in legislation that Pendle Borough have a uniform pattern of three-councillor wards. We will only depart from the presumption should we receive compelling evidence to do so. These two factors persuaded us that we should pursue our own alternative pattern of wards for this area that would provide an effective balance our statutory criteria.

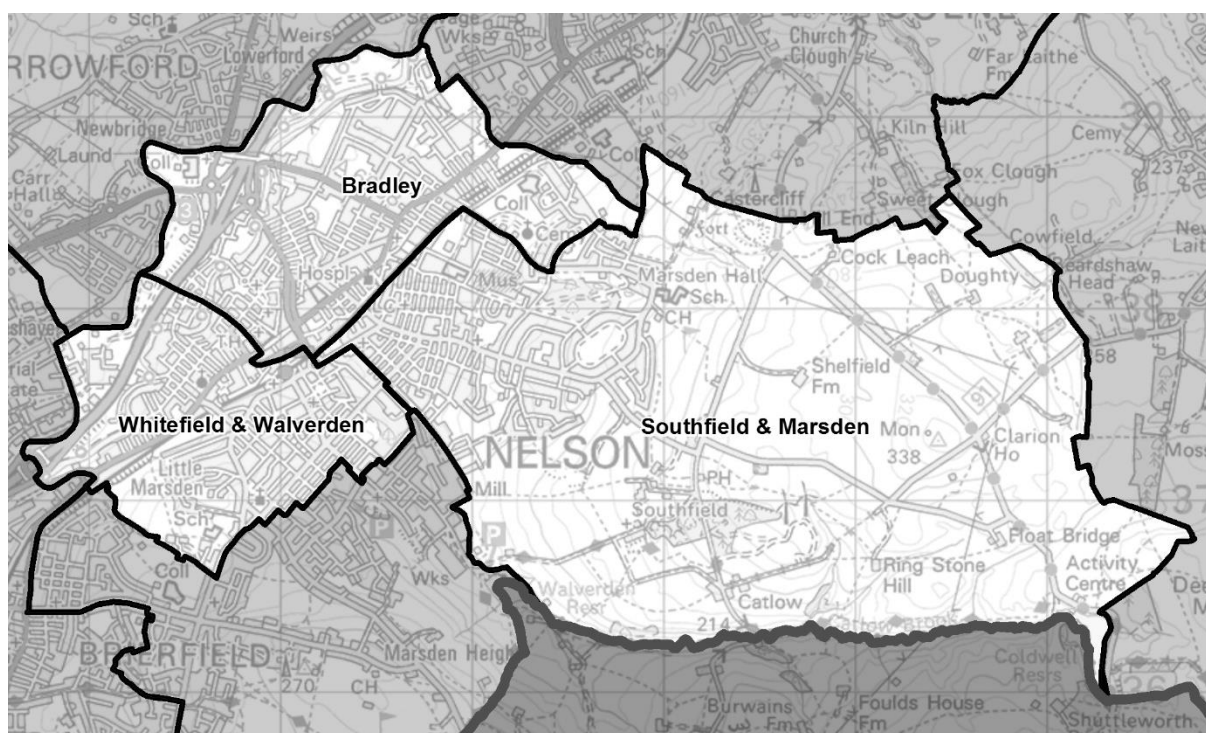
59 Our proposal is nonetheless broadly built upon that suggested in the second Council scheme and the Labour Party proposals with some amendments. We have decided to propose a Brierfield West, Fence & Higham ward, which incorporates the parish of Reedley Hallows alongside western Brierfield. We propose that the area which contains electors on Higher Reedley Road and King's Causeway, and their adjoining roads, be moved into our proposed Brierfield East & Clover Hill ward. This proposed ward includes the parishes Higham with West Close Booth and Old Laund Booth with Reedley Hallows parish and western Brierfield. These areas have good transport links via Clitheroe Road and Cuckstool Lane. This ward will have an electoral variance of 4% by 2024.

60 We recognise that the Liberal Democrats and Higham with West Close Booth and Old Laund Booth parish councils opposed the warding of these rural parishes with the more urban parishes of Brierfield and Reedley Hallows. All three stressed the dissimilar community identities. However, having carefully considered all the evidence received, we believe that our proposal will best reflect our statutory criteria, particularly in light of the need to provide a pattern of three-councillor wards. We consider it preferable to combine separate communities in the same ward rather than dividing them between wards to ensure good electoral equality. We nonetheless welcome further comments for our proposed Brierfield West, Fence & Higham ward during the current consultation.

61 Our Brierfield East & Clover Hill ward is again broadly similar to that of the second Council scheme and the Labour Party, which combined the north and east parts of Brierfield parish with a substantial part of the existing Clover Hill ward. We have also incorporated the area around Higher Reedley Road and King's Causeway

in this ward, as discussed in paragraph 59. Our Brierfield East & Clover Hill ward will have good electoral equality, with a variance of -3% by 2024.

## Nelson



Ward name	Number of councillors	Variance 2024
Bradley	3	-6%
Southfield & Marsden	3	-2%
Whitefield & Walverden	3	3%

### *Bradley and Whitefield & Walverden*

62 The first Council scheme we received for this area proposed significantly different boundaries from the second Council scheme and those from the Labour Party. The two latter schemes proposed broadly similar boundaries that generally followed the existing Bradley, Walverden and Whitefield wards, bar some minor amendments. This resulted in both proposing a Bradley ward and a Whitefield & Walverden ward.

63 Conversely, the first Council scheme proposed a Nelson North ward which incorporated the Bradley area with a significant part of the Clover Hill area, a Nelson West ward which included the Whitefield area with western Brierfield, and a Nelson South with Brierfield ward that comprised the Walverden area and part of Clover Hill.

64 Given the vastly significant differences between the two schemes for Nelson, we toured this area extensively to view these proposals on the ground. After careful consideration, we decided that the second Council scheme and Labour Party's proposals best reflected our statutory criteria. We found that under the first Council scheme, the links between the Bradley area and the Clover Hill area in the proposed

Nelson North ward were not particularly strong. We found the same applied to the proposed Nelson West ward, specifically between the Whitefield area and western Brierfield. We are of the opinion that the Bradley and Whitefield & Walverden wards, as detailed in the second Council scheme and the Labour Party's proposals, would provide for stronger and more identifiable ward boundaries. Overall, we concluded that these proposals would be more likely to reflect community identities while ensuring that electoral variances are kept to a minimum.

65 We have nonetheless made some amendments to these wards to better reflect our statutory criteria. We have incorporated the area bounded by Netherfield Road and Railway Street into our Whitefield & Walverden ward. We have similarly included electors in the area bounded by Chapel House Road, Berkeley Street, Hawarden Street and Park Drive into this ward in order to achieve better electoral equality for both Whitefield & Walverden and Brierfield East & Clover Hill wards. This change has also placed Walverden Park in the ward which shares its name. Adopting this change also means we cannot adopt the proposals made by Councillor Iqbal and Councillor Mahmood, who both suggested that we divide the most northerly part of the existing Clover Hill ward between the two wards in order to achieve good electoral equality.

66 Both the Labour Party's proposals and the second Council scheme ran the boundary between Whitefield & Walverden and Bradley wards along Scotland Road and Pendle Street, following an existing boundary. We have instead decided that the boundary should follow Carr Road. We consider that, as a main road, it will be more identifiable and represent a stronger boundary between communities. It will also improve electoral equality for Bradley ward which, without this change, would have a variance of -13%. With this amendment, our Bradley ward will have good electoral equality, with an electoral variance of -6% by 2024.

67 Additionally, we have decided not to adopt the Labour Party's proposal to include electors between the Padiham Bypass and Victoria Park in Whitefield & Walverden ward as we considered the Nelson parish boundary, which runs through Pendle Water, to be a stronger and more identifiable boundary.

### *Southfield & Marsden*

68 Our draft recommendations for this ward are based on the proposals of all four borough-wide schemes, which proposed very similar wards for this area, although our proposals most closely resemble the ward proposed in the second Council scheme.

69 The predominant reason we have most closely followed the second Council proposal here is in order to achieve good electoral equality between this ward and Bradley ward. We consider that the area surrounding Pendle Vale College, bounded by Walton Lane and Marsden Hall Road North, was the most appropriate area south

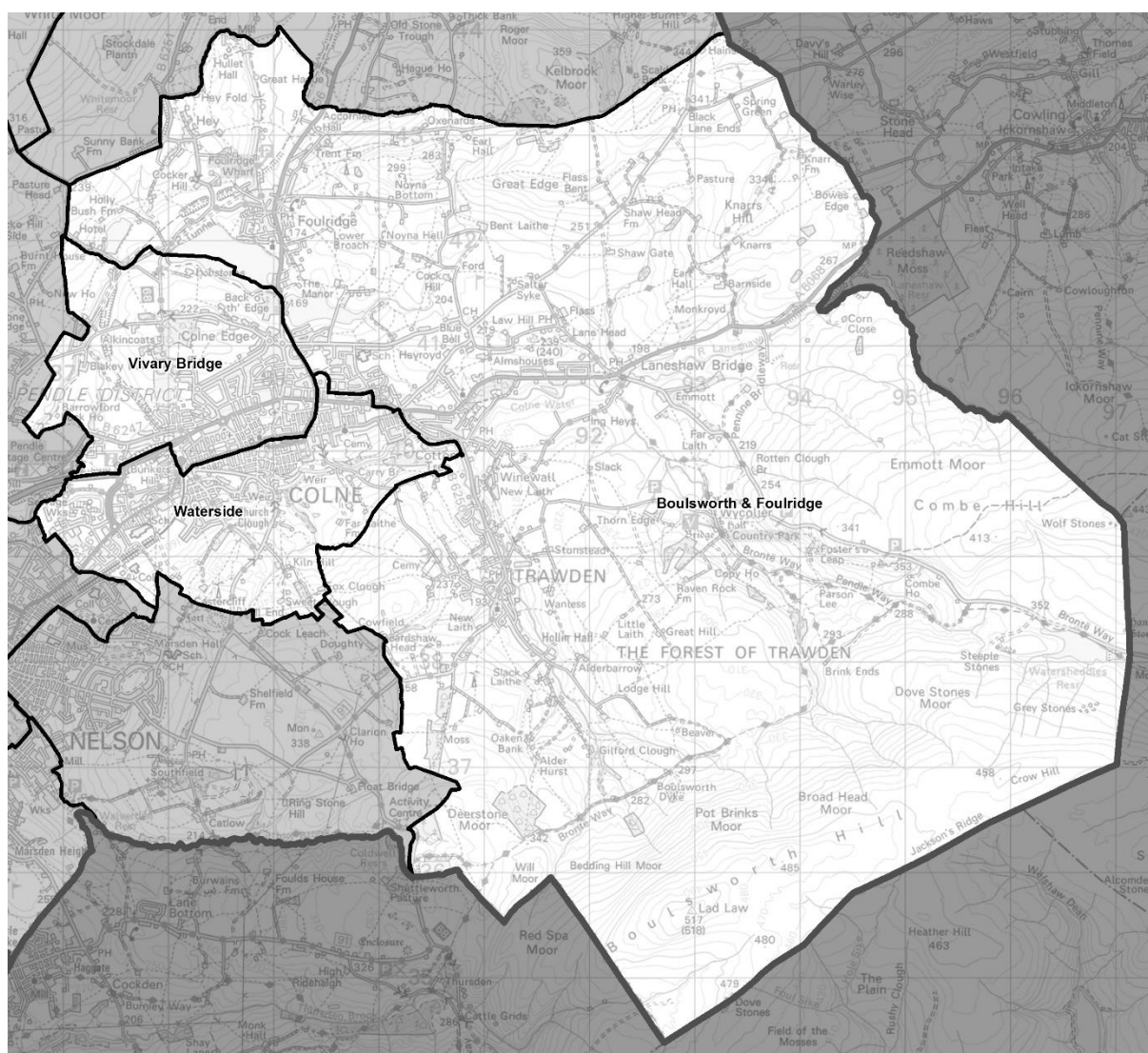
of the railway line that could be placed in our proposed Bradley ward. We examined this proposal on the ground and were satisfied that this area had good links with other communities in Bradley ward, via Walton Lane and two pedestrian crossings over and under the railway line. The Labour Party also included this area and the area bounded by the Glenfield Park Industrial Estate and Nelson Cemetery in their proposed Bradley ward. However, we did not adopt this proposal given it would result in poor electoral equality for Southfield & Marsden ward, with an electoral variance -13%. Similarly, we did not adopt the first Council proposal, which incorporated the area bounded by the railway line and Hendon Road into their Nelson North ward, as this would also provide for poor electoral equality. Councillor Iqbal suggested a minor amendment to the second Council scheme which involved placing approximately 400 electors in a proposed Southfield ward but did not specify where these electors were and where the ward boundary could be drawn.

70 In addition, we have decided to include electors on Southfield Street, Wenning Street, Wickworth Street, Mancknols Street and Messenger Street into our proposed Southfield & Marsden ward, from the existing Clover Hill ward. We consider that these electors have closer links to Southfield & Marsden than they do to the Clover Hill area.

71 We received four different proposed ward names here – Nelson East, Greater Marsden, Southfield and Southfield & Marsden. We have decided to name this ward Southfield & Marsden, based on the existing wards and Councillor Mahmood's suggestion, but we welcome comments with regard to the name of this ward, as well as its boundaries.



## Colne and the rural east



Ward name	Number of councillors	Variance 2024
Boulsworth & Foulridge	3	3%
Vivary Bridge	3	-9%
Waterside	3	-6%

### *Boulsworth & Foulridge and Waterside*

72 The borough-wide schemes proposed significantly different warding arrangements for Colne and the eastern parishes. The first Council scheme placed the Waterside area of Colne in a ward with the rural parish of Trawden Forest, naming the ward Waterside with Trawden. The parishes of Foulridge, Laneshaw Bridge and a significant part of the existing Horsfield ward were placed in an East Colne, Foulridge & Winewall ward. Alternatively, the second Council scheme proposed that Trawden Forest parish be placed in a ward with Foulridge and Laneshaw Bridge, naming the ward Boulsworth & Foulridge.

73 The Labour Party and Labour Colne Co-ordination Committee's proposals were not too dissimilar to that of the second Council scheme but placed the Horsfield area in a Colne Central ward with the Waterside area. They also proposed that a small area adjoining Cotton Tree Lane and Keighley Road be placed in a Colne East ward with the rural parishes. Both of these schemes also placed the parish of Blacko in a ward with the eastern parishes in order to achieve better electoral equality in the west of the borough.

74 After carefully examining the various schemes received, we have decided that the second Council scheme best reflects community identities in the area. On our visit to the area, we considered that the community links between Trawden village and the Waterside area were distinct and that Trawden village would be better represented in a rural ward alongside the parishes of Foulridge and Laneshaw Bridge. We do not recommend the Labour Party and Labour Colne Co-ordination Committee's proposal to place a significant part of the existing Horsfield ward in a ward with Waterside. We agreed with the Liberal Democrats' submission that this area would best fit in a ward with the rural parishes, given it is already part of the Pendle Rural county division, thereby aiding effective and convenient local government.

75 We also examined the Labour Party and Labour Colne Co-ordination Committee's proposals to include Blacko parish in a ward with rural parishes east of Colne. As stated in paragraph 51, we consider Blacko to have stronger links with the rural west and were not persuaded to include it in a Colne-centric ward.

76 Our Boulsworth & Foulridge and Waterside wards are thereby based wholly on the second Council scheme, bar a minor amendment to include electors on Varley Street and the Oak Mill development in our proposed Waterside ward, in order to ensure effective and convenient local government by following the county division boundary. The proposed Boulsworth & Foulridge and Waterside wards will have good electoral equality, with electoral variances of 3% and -6%, respectively, from the average for the borough by 2024.

### *Vivary Bridge*

77 Our draft recommendations for this ward are based on all the borough-wide schemes that proposed a three-councillor ward for this area with a nearly identical Vivary Bridge ward. All of the schemes used the Colne parish boundary as the northern and western boundary of the ward, and followed Vivary Way, Albert Road and Market Street as the ward's southern boundary. We are of the view that these proposals will provide strong, identifiable ward boundaries and have adopted them as part of our draft recommendations.



78 These schemes only differed in regard to which borough ward the existing Castle Road parish ward, containing electors on Castle Road, Manor Road and Noyna View, should be placed. The first Council scheme placed these electors within Vivary Bridge ward, while the second Council scheme warded these electors within a proposed Boulsworth & Foulridge ward. The Labour Party placed the area within their Colne East ward, while the Labour Colne Co-ordination Committee included it within their Waterside & Horsfield ward. We have decided to adopt the second Council scheme in this case, by incorporating this area into our Boulsworth & Foulridge ward, given that it is most likely to aid effective and convenient local government by following the county division boundary. The eastern boundary of our Vivary Bridge ward will thus run all the way along Skipton Road. The ward will have good electoral equality in 2024, with an electoral variance of -9%.

79 One local resident suggested merging the existing Vivary Bridge and Waterside wards to create a new ward for the centre of Colne. However, doing so would result in an electoral variance of 35%, which is unacceptably high. We consequently did not adopt this proposal.



## Conclusions

80 The table below provides a summary as to the impact of our draft recommendations on electoral equality in Pendle, referencing the 2019 and 2024 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

	Draft recommendations	
	2019	2024
Number of councillors	33	33
Number of electoral wards	11	11
Average number of electors per councillor	2,019	2,086
Number of wards with a variance more than 10% from the average	0	0

#### Draft recommendations

Pendle Borough Council should be made up of 33 councillors representing 11 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large map accompanying this report.

#### Mapping

Sheet 1, Map 1 shows the proposed wards for Pendle Borough Council. You can also view our draft recommendations for Pendle Borough Council on our interactive maps at [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)

### Parish electoral arrangements

81 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 wards 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.

82 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, Pendle Borough Council has powers under the Local Government and Public Involvement in Health Act 2007 to conduct community governance reviews to effect changes to parish electoral arrangements.

83 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 Barnoldswick, Colne and Nelson.

84 We are providing revised parish electoral arrangements for Barnoldswick parish.

#### Draft recommendations

Barnoldswick Town Council should comprise 14 councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
Coates	3
Craven	11

85 We are providing revised parish electoral arrangements for Colne parish.

#### Draft recommendations

Colne Town Council should comprise 17 councillors, as at present, representing six wards:

Parish ward	Number of parish councillors
Central	2
Horsfield	1
Lidgett	1
Vivary Bridge	7
Waterside East	2
Waterside West	4

86 We are providing revised parish electoral arrangements for Nelson parish.

#### Draft recommendations

Nelson Town Council should comprise 24 councillors, as at present, representing six wards:

Parish ward	Number of parish councillors
Bradley	7
Clover Hill	2
Marsden	2

Southfield	5
Walverden	5
Whitefield	3



## Have your say

87 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 borough or just a part of it.

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

89 Our website has a special consultation area where you can explore the maps and draw your own proposed boundaries. You can find it at [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)

90 Submissions can also be made by emailing [reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk) or by writing to:

**Review Officer (Pendle)**  
**The Local Government Boundary Commission for England**  
**1<sup>st</sup> Floor, Windsor House**  
**50 Victoria Street**  
**London SW1H 0TL**

91 The Commission aims to propose a pattern of wards for Pendle 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.

92 A good pattern of wards 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.

93 Electoral equality:

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

94 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?

95 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?

96 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](http://www.lgbce.org.uk) A list of respondents will be available from us on request after the end of the consultation period.

97 If you are a member of the public and not writing on behalf of a council or organisation we will remove any personal identifiers. This includes your name, 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.

98 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.

99 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 Pendle Borough Council in 2020.



## Equalities

100 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

### Draft recommendations for Pendle Borough Council

	Ward name	Number of councillors	Electorate (2019)	Number of electors per councillor	Variance from average %	Electorate (2024)	Number of electors per councillor	Variance from average %
1	Barrowford & Pendleside	3	5,974	1,991	-1%	6,190	2,063	-1%
2	Boulsworth & Foulridge	3	6,128	2,043	1%	6,422	2,141	3%
3	Bradley	3	5,835	1,945	-4%	5,912	1,971	-6%
4	Brierfield East & Clover Hill	3	5,860	1,953	-3%	6,062	2,021	-3%
5	Brierfield West, Fence & Higham	3	6,213	2,071	3%	6,529	2,176	4%
6	Southfield & Marsden	3	5,982	1,994	-1%	6,133	2,044	-2%
7	Vivary Bridge	3	5,495	1,832	-9%	5,714	1,905	-9%
8	Waterside	3	5,634	1,878	-7%	5,906	1,969	-6%
9	West Craven East	3	6,525	2,175	8%	6,833	2,278	9%
10	West Craven West	3	6,571	2,190	8%	6,708	2,236	7%

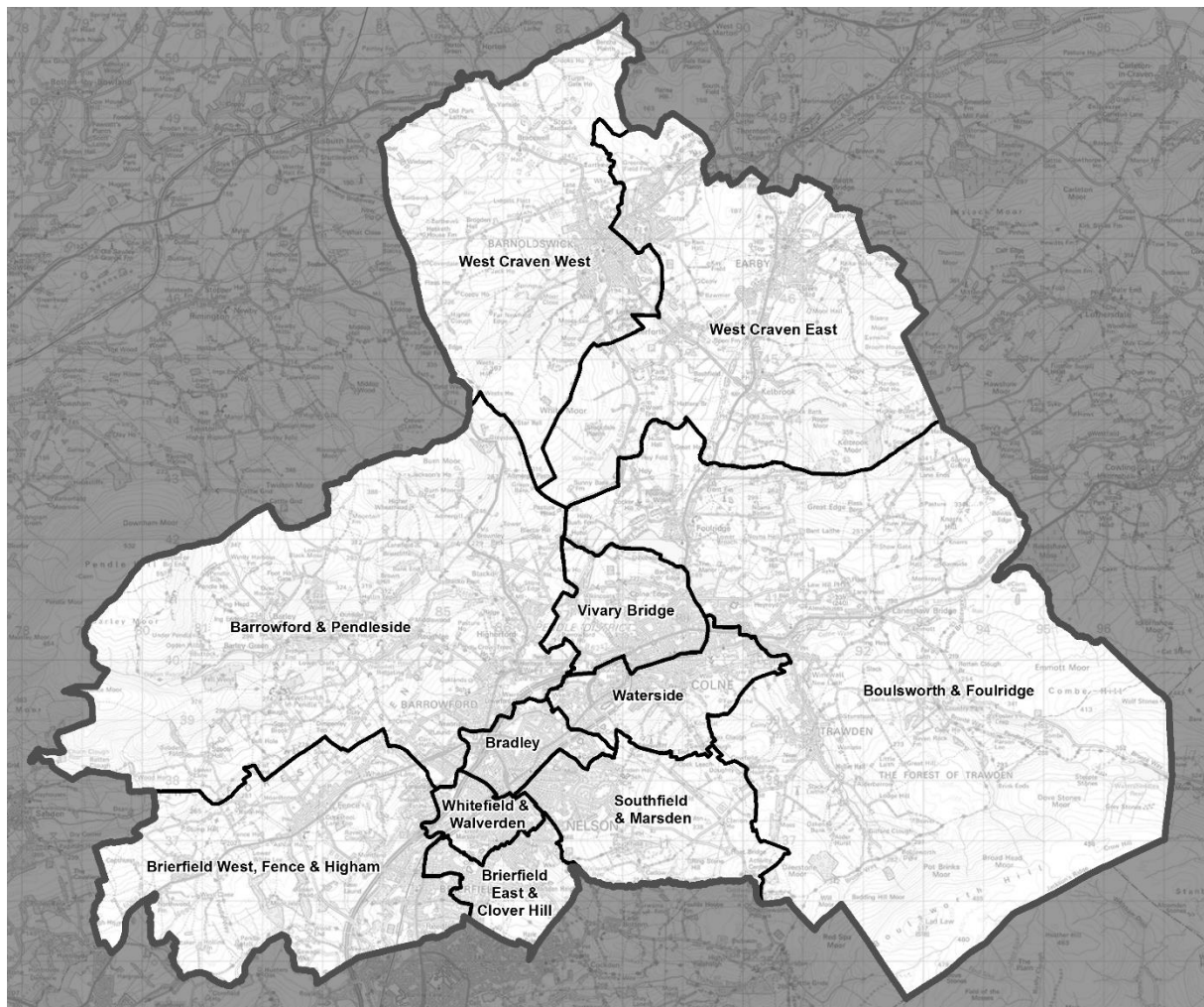
	Ward name	Number of councillors	Electorate (2019)	Number of electors per councillor	Variance from average %	Electorate (2024)	Number of electors per councillor	Variance from average %
11	Whitefield & Walverden	3	6,409	2,136	6%	6,427	2,142	3%
	<b>Totals</b>	<b>33</b>	<b>66,626</b>	<b>–</b>	<b>–</b>	<b>68,836</b>	<b>–</b>	<b>–</b>
	<b>Averages</b>	<b>–</b>	<b>–</b>	<b>2,019</b>	<b>–</b>	<b>–</b>	<b>2,086</b>	<b>–</b>

Source: Electorate figures are based on information provided by Pendle Borough Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor in each electoral ward varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.

## Appendix B

### Outline map



A more detailed version of this map can be seen on the large map accompanying this report, or on our website: [www.lgbce.org.uk/all-reviews/north-west/lancashire/pendle](http://www.lgbce.org.uk/all-reviews/north-west/lancashire/pendle)

## Appendix C

### Submissions received

All submissions received can also be viewed on our website at:  
[www.lgbce.org.uk/all-reviews/north-west/lancashire/pendle](http://www.lgbce.org.uk/all-reviews/north-west/lancashire/pendle)

#### *Local Authority*

- Pendle Borough Council (x2)

#### *Political Groups*

- Barnoldswick Branch of Pendle Labour Party
- Labour Party Colne Co-ordination Committee
- Pendle Constituency Labour Party
- Pendle Liberal Democrats (x2)

#### *Councillors*

- Councillor M. Iqbal (Pendle Borough Council)
- Councillor A. Mahmood (Pendle Borough Council)

#### *Parish and Town Councils*

- Barley Parish Council
- Barrowford Parish Council
- Brierfield Town Council
- Old Laund Booth Parish Council
- Higham with West Close Booth Parish Council

#### *Local Residents*

- 19 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 <a href="http://www.nalc.gov.uk">www.nalc.gov.uk</a>
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

The Local Government Boundary Commission for England (LGBCE) was set up by Parliament, independent of Government and political parties. It is directly accountable to Parliament through a committee chaired by the Speaker of the House of Commons. It is responsible for conducting boundary, electoral and structural reviews of local government.

Local Government Boundary Commission for England  
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