

LOCAL
GOVERNMENT
COMMISSION
FOR ENGLAND

FINAL
RECOMMENDATIONS
FOR THE FUTURE LOCAL
ARRANGEMENTS FOR
SELF
GOVERNMENT

LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements for the district of Selby in North Yorkshire.

Members of the Commission are:

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A large map illustrating the proposed ward boundaries for Selby town is inserted inside the back cover of the report.



Local Government Commission for England

30 November 1999

Dear Secretary of State

On 3 November 1998 the Commission began a periodic electoral review of Selby under the Local Government Act 1992. We published our draft recommendations in May 1999 and undertook an eight-week period of consultation.

We have now prepared our final recommendations in the light of the consultation and have confirmed our draft recommendations in their entirety (see paragraph 95). This report sets out our final recommendations for changes to electoral arrangements in Selby.

We recommend that Selby District Council should be served by 41 councillors representing 20 wards, and that changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria. We recommend that the Council should continue to hold elections every four years.

We note that you have now set out in the White Paper *Modern Local Government – In Touch with the People* (Cm 4014, HMSO), legislative proposals for a number of changes to local authority electoral arrangements. However, until such time as that new legislation is in place we are obliged to conduct our work in accordance with current legislation, and to continue our current approach to periodic electoral reviews.

I would like to thank members and officers of the District Council and other local people who have contributed to the review. Their co-operation and assistance have been very much appreciated by Commissioners and staff.

Yours sincerely

PROFESSOR MALCOLM GRANT
Chairman

SUMMARY

The Commission began a review of Selby on 3 November 1998. We published our draft recommendations for electoral arrangements on 25 May 1999, after which we undertook an eight-week period of consultation.

- **This report summarises the representations we received during consultation on our draft recommendations, and offers our final recommendations to the Secretary of State.**

We found that the existing electoral arrangements provide unequal representation of electors in Selby:

- **in 23 of the 29 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the district and 14 wards vary by more than 20 per cent from the average;**
- **by 2003 electoral equality is not expected to improve, with the number of electors per councillor forecast to vary by more than 10 per cent from the average in 23 wards and by more than 20 per cent in 15 wards.**

Our main final recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 95-96) are that:

- **Selby District Council should have 41 councillors, the same as at present;**
- **there should be 20 wards, instead of 29 as at present;**
- **the boundaries of 28 of the existing wards should be modified and one ward should retain its existing boundary;**
- **elections of the whole council should continue to take place every four years.**

These recommendations seek to ensure that the number of electors represented by each district councillor is as nearly as possible the same, having regard to local circumstances.

- **In 19 of the proposed 20 wards the number of electors per councillor would vary by no more than 10 per cent from the district average.**

- **This improved level of electoral equality is forecast to continue, with the number of electors per councillor in 18 wards expected to vary by less than 10 per cent from the average for the district in 2003.**

Recommendations are also made for changes to parish and town council electoral arrangements which provide for:

- **revised warding arrangements for Selby and Tadcaster town councils and Barlby Parish Council.**

All further correspondence on these recommendations and the matters discussed in this report should be addressed to the Secretary of State for the Environment, Transport and the Regions, who will not make an order implementing the Commission's recommendations before 11 January 2000:

**The Secretary of State
Department of the Environment,
Transport and the Regions
Local Government Sponsorship Division
Eland House
Bressenden Place
London SW1E 5DU**

Figure 1:
The Commission's Final Recommendations: Summary

	Ward name	Number of councillors	Constituent areas (existing wards)
1	Appleton Roebuck	1	Appleton Roebuck ward (the parishes of Acaster Selby, Appleton Roebuck, Bolton Percy, Colton and Steeton); Askham Bryan ward (the parishes of Bilbrough, Catterton and Healaugh)
2	Barlby	2	Barlby ward (part – Barlby Bridge parish ward (as proposed) and Barlby Village parish ward (as proposed) of Barlby parish)
3	Brayton	3	Brayton ward (part – the parishes of Brayton and Barlow)
4	Camblesforth	2	Camblesforth ward (the parishes of Camblesforth, Drax, Long Drax and Newland); Carlton ward (part – Carlton parish)
5	Cawood with Wistow	2	Cawood with Wistow ward (the parishes of Cawood and Wistow); Church Fenton ward (part – the parishes of Biggin, Church Fenton, Little Fenton and Ryther cum Ossendyke)
6	Eggborough	2	Beal ward (part – Kellington parish); Carlton ward (part – the parishes of Hirst Courtney and Temple Hirst); Eggborough ward (Eggborough parish); Hambleton ward (part – the parishes of Chapel Haddlesey and West Haddlesey)
7	Fairburn with Brotherton	2	Beal ward (part – Birkin parish); Byram cum Sutton ward (Byram cum Sutton parish); Fairburn with Brotherton ward (the parishes of Brotherton and Fairburn); Monk Fryston ward (part – Burton Salmon parish)
8	Hambleton	3	Brayton ward (part – Burn parish); Hambleton ward (part – the parishes of Hambleton and Gateforth); Thorpe Willoughby ward (Thorpe Willoughby parish)
9	Hemingbrough	2	Barlby ward (part – Barlby Osgodby parish ward (as proposed) of Barlby parish); Hemingbrough ward (the parishes of Cliffe and Hemingbrough)
10	Monk Fryston & South Milford	2	Monk Fryston ward (part – the parishes of Monk Fryston and Hillam); South Milford ward (South Milford parish); Sherburn in Elmet ward (part – Huddleston with Newthorpe parish)
11	North Duffield	1	<i>Unchanged</i>
12	Riccall with Escrick	2	Escrick ward (the parishes of Escrick and Stillingfleet); Riccall with Kelfield ward (the parishes of Kelfield and Riccall)
13	Selby North	3	Selby North ward; Selby Central ward (part)
14	Selby South	2	Selby Central ward (part); Selby South ward
15	Selby West	2	Selby West ward; Selby Central ward (part)

*Figure 1 (continued):
The Commission's Final Recommendations: Summary*

Ward name	Number of councillors	Constituent areas (existing wards)
16 Sherburn in Elmet	3	Sherburn in Elmet ward (part – Sherburn in Elmet parish)
17 Saxton & Ulleskelf	1	Church Fenton ward (part – the parishes of Kirkby Wharfe with North Milford and Ulleskelf); Stutton with Hazelwood ward (part – the parishes of Barkston Ash, Grimston, Lead, Saxton with Scarthingwell and Towton)
18 Tadcaster East	2	Tadcaster East ward (Oxton parish and Tadcaster East ward (as proposed) of Tadcaster Town Council)
19 Tadcaster West	2	Stutton with Hazelwood ward (part – Stutton with Hazelwood parish); Tadcaster West ward (part – Newton Kyme cum Toulston parish, Tadcaster West ward (as proposed) of Tadcaster Town Council);
20 Whitley	2	Beal ward (part – Beal parish); Whitley ward (the parishes of Balne, Cridling Stubbs, Hensall, Heck, Kirk Smeaton, Little Smeaton, Stapleton, Walden Stubbs, Womersely and Whitley)

Notes: 1 The district is entirely parished.

2 Map 2, the maps at Appendix A and the large map at the back of the report illustrates the proposed wards outlined above.

Figure 2:
The Commission's Final Recommendations for Selby

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Appleton Roebuck	1	1,413	1,413	0	1,472	1,472	-5
2 Barlby	2	2,817	1,409	0	3,127	1,564	1
3 Brayton	3	4,219	1,406	0	4,557	1,519	-2
4 Camblesforth	2	3,022	1,511	7	3,326	1,663	8
5 Cawood with Wistow	2	2,922	1,461	3	3,116	1,558	1
6 Eggborough	2	2,592	1,296	-8	2,928	1,464	-5
7 Fairburn with Brotherton	2	2,719	1,360	-4	2,930	1,465	-5
8 Hambleton	3	4,213	1,404	-1	4,485	1,495	-3
9 Hemingbrough	2	2,723	1,362	-4	2,903	1,452	-6
10 Monk Fryston & South Milford	2	2,561	1,281	-9	2,933	1,467	-5
11 North Duffield	1	1,249	1,249	-12	1,362	1,362	-12
12 Riccall with Escrick	2	3,012	1,506	7	3,137	1,569	1
13 Selby North	3	4,185	1,395	-1	4,476	1,492	-3
14 Selby South	2	2,591	1,296	-8	2,877	1,439	-7
15 Selby West	2	3,000	1,500	6	3,220	1,610	4
16 Sherburn in Elmet	3	4,549	1,516	7	5,322	1,774	15
17 Saxton & Ulleskelf	1	1,351	1,351	-4	1,479	1,479	-4
18 Tadcaster East	2	2,981	1,491	5	3,134	1,567	1
19 Tadcaster West	2	2,857	1,429	1	3,306	1,653	7
20 Whitley	2	2,968	1,484	5	3,291	1,646	6
Totals	41	57,944	—	—	63,381	—	—
Averages	—	—	1,413	—	—	1,546	—

Source: Electorate figures are based on information provided by Selby District Council.

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

1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the district of Selby in North Yorkshire. We have now reviewed seven districts in North Yorkshire (excluding York) as part of our programme of periodic electoral reviews (PERs) of all 386 principal local authority areas in England. Our programme started in 1996 and is currently expected to be completed by 2004. (We expect to undertake a PER of York unitary authority in 2000/01).

2 This was our first review of the electoral arrangements of Selby. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in July 1977 (Report No. 228). The electoral arrangements of North Yorkshire County Council were last reviewed in August 1984 (Report No. 477). We intend reviewing the County Council's electoral arrangements in due course.

3 In undertaking these reviews, we have had regard to:

- the statutory criteria contained in section 13(5) of the Local Government Act 1992;
- the *Rules to be Observed in Considering Electoral Arrangements* contained in Schedule 11 to the Local Government Act 1972.

4 We are required to make recommendations to the Secretary of State on the number of councillors who should serve on the Borough Council, and the number, boundaries and names of wards. We can also make recommendations on the electoral arrangements for parish and town councils in the district.

5 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (updated in March 1998), which sets out our approach to the reviews.

6 In our *Guidance*, we state that we wish wherever possible to build on schemes which have been prepared locally on the basis of careful and

effective consultation. Local interests are normally in a better position to judge what council size and ward configuration are most likely to secure effective and convenient local government in their areas, while allowing proper reflection of the identities and interests of local communities.

7 Second, the broad objective of PERs is then to achieve, so far as practicable, equality of representation across the district as a whole. For example, we will require particular justification for schemes which would result in, or retain, an electoral imbalance of over 10 per cent in any ward. Any imbalances of 20 per cent or more should only arise in the most exceptional circumstances, and will require the strongest justification

8 Third, we are not prescriptive on council size. We start from the general assumption that the existing council size already secures effective and convenient local government in that district but we are willing to look carefully at arguments why this might not be so. However, we have found it necessary to safeguard against upward drift in the number of councillors, and we believe that any proposal for an increase in council size will need to be fully justified: in particular, we do not accept that an increase in a district's electorate should automatically result in an increase in the number of councillors, nor that changes should be made to the size of a district council simply to make it more consistent with the size of other districts.

9 In July 1998, the Government published a White Paper, *Modern Local Government – In Touch*

stated that there was no intention to move towards very large electoral areas in sparsely populated rural areas, and that single-member wards (and electoral divisions) would continue in many authorities.

10 Following publication of the White Paper, we advised all authorities in our 1998/99 PER programme, including the North Yorkshire districts, that until any direction is received from the Secretary of State, the Commission would continue to maintain its current approach to PERs as set out in the March 1998 *Guidance*. Nevertheless, we considered that local authorities and other interested parties might wish to have regard to the Secretary of State's intentions and legislative proposals in formulating electoral schemes as part of PERs of their areas.

11 This review was in four stages. Stage One began on 3 November 1998, when we wrote to Selby District Council inviting proposals for future electoral arrangements. We also notified North Yorkshire County Council, North Yorkshire Police Authority, the local authority associations, North Yorkshire Association of Parish & Town Councils, parish and town councils in the district, the Member of Parliament and the Member of the European Parliament with constituency interests in the district, and the headquarters of the main political parties. We placed a notice in the local press, issued a press release and invited the District Council to publicise the review further. The closing date for receipt of representations, the end of Stage One, was 8 February 1999. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

12 Stage Three began on 25 May 1999 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Selby in North Yorkshire*, and ended on 19 July 1999. Comments were sought on our preliminary conclusions. Finally, during Stage Four we reconsidered our draft recommendations in the light of the Stage Three consultation and now publish our final recommendations.

2. CURRENT ELECTORAL ARRANGEMENTS

¹³ The district of Selby is a largely agricultural area, covering some 60,190 hectares. The largest settlements are the towns of Selby, with its 900 year old abbey, and Tadcaster, a major centre for the brewing industry. The district contains the Selby coalfield, the largest new coalfield in Europe, and the Drax power station. The district is traversed by the rivers Ouse and Wharfe, and is bounded by the rivers Aire to the south and Derwent to the east. Following local government reorganisation in 1996, 13 parishes within Selby district were transferred to York. This has resulted in considerable over representation in the north of the district.

¹⁴ To compare levels of electoral inequality between wards, we calculated the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the district average in percentage terms. In the text which follows this calculation may also be described using the shorthand term 'electoral variance'.

¹⁵ The electorate of the district is 57,944 (February 1998). The Council presently has 41 members who are elected from 29 wards, Two wards are each represented by three councillors, eight wards are represented by two councillors and the remaining 19 are single-member wards. The whole Council is elected together every four years.

¹⁶ Since the last electoral review there has been a increase in the electorate of Selby district, with around 35 per cent more electors than two decades ago. At present, each councillor represents an average of 1,413 electors, which the District Council forecasts will increase to 1,546 by the year 2003 if the present number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in 23 of the 29 wards varies by more than 10 per cent from the district average and in 15 wards by more than 20 per cent. The worst imbalance is in Askham Bryan ward where the single member represents 71 per cent fewer electors than the district average.

Map 1:
Existing Wards in Selby



Key to Wards

- | | | |
|-----------------------|-----------------------------|---------------------------|
| 1 Appleton Roebuck | 11 Eggborough | 21 Selby South |
| 2 Askham Bryan | 12 Escrick | 22 Selby West |
| 3 Barlby with Osgodby | 13 Fairburn with Brotherton | 23 Sherburn in Elmet |
| 4 Beal | 14 Hambleton | 24 South Milford |
| 5 Brayton | 15 Hemingbrough | 25 Stutton with Hazlewood |
| 6 Byram cum Sutton | 16 Monk Fryston | 26 Tadcaster East |
| 7 Camblesforth | 17 North Duffield | 27 Tadcaster West |
| 8 Carlton | 18 Riccall with Kelfield | 28 Thorpe Willoughby |
| 9 Cawood with Wistow | 19 Selby Central | 29 Whitley |
| 10 Church Fenton | 20 Selby North | |

KEY	
EXISTING WARD BOUNDARY	—————
EXISTING PARISH BOUNDARY	- - - - -

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Figure 3:
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Appleton Roebuck	1	1,004	1,004	-29	1,034	1,034	-33
2 Askham Bryan	1	409	409	-71	438	438	-72
3 Barlby with Osgodby	2	3,379	1,690	20	3,751	1,876	21
4 Beal	1	1,377	1,377	-3	1,459	1,459	-6
5 Brayton	2	4,646	2,323	64	5,018	2,509	62
6 Byram cum Sutton	1	1,199	1,199	-15	1,229	1,229	-20
7 Camblesforth	1	1,676	1,676	19	1,792	1,792	16
8 Carlton	1	1,673	1,673	18	1,907	1,907	23
9 Cawood with Wistow	1	1,992	1,992	41	2,052	2,052	33
10 Church Fenton	1	1,404	1,404	-1	1,609	1,609	4
11 Eggborough	1	1,240	1,240	-12	1,469	1,469	-5
12 Escrick	1	1,031	1,031	-27	1,057	1,057	-32
13 Fairburn with Brotherton	1	1,117	1,117	-21	1,262	1,262	-18
14 Hambleton	1	1,808	1,808	28	1,916	1,916	24
15 Hemingbrough	1	2,161	2,161	53	2,279	2,279	47
16 Monk Fryston	1	1,401	1,401	-1	1,541	1,541	0
17 North Duffield	1	1,249	1,249	-12	1,362	1,362	-12
18 Riccall with Kelfield	1	1,981	1,981	40	2,080	2,080	35
19 Selby Central	2	1,836	918	-35	2,038	1,019	-34
20 Selby North	2	3,383	1,692	20	3,586	1,793	16
21 Selby South	2	1,816	908	-36	2,016	1,008	-35
22 Selby West	2	2,741	1,371	-3	2,933	1,467	-5
23 Sherburn in Elmet	3	4,599	1,533	8	5,380	1,793	16
24 South Milford	1	1,413	1,413	0	1,667	1,667	8

continued overleaf

Figure 3 (continued):
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
25 Stutton with Hazlewood	1	1,624	1,624	15	1,729	1,729	12
26 Tadcaster East	2	2,174	1,087	-23	2,174	1,087	-30
27 Tadcaster West	3	2,917	972	-31	3,471	1,157	-25
28 Thorpe Willoughby	1	2,249	2,249	59	2,395	2,395	55
29 Whitley	2	2,445	1,223	-13	2,737	1,369	-11
Totals	41	57,944	—	—	63,381	—	—
Averages	—	—	1,413	—	—	1,546	—

Source: Electorate figures are based on information provided by Selby District Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the district. The minus symbol (-) denotes a lower than average number of electors. For example, in 1998, electors in Askham Bryan ward were relatively over-represented by 71 per cent, while electors in Brayton ward were significantly under-represented by 64 per cent. Figures have been rounded to the nearest whole number.

3. DRAFT RECOMMENDATIONS

17 During Stage One we received 12 representations, including a district-wide scheme from Selby District Council, and representations from eight parish and town councils, the local Conservative Association and two district councillors. In the light of these representations and evidence available to us, we reached preliminary conclusions which were set out in our report, *Draft Recommendations on the Future Electoral Arrangements for Selby in North Yorkshire*.

18 Our draft recommendations were based on the District Council's proposals, which achieved considerable improvements in electoral equality, and sought to create two-member wards, where possible, resulting in five single-member wards, nine two-member wards, five three-member wards and one four-member ward. However, we moved away from the District Council's scheme in a number of areas, affecting three wards in Selby town, one ward in Tadcaster and nine wards in the rural area. First, we proposed that the boundary between the proposed Selby North and Selby South wards should follow Gowthorpe, Brook Street, Union Lane, New Lane and Finkle Street. Second, we proposed that Tadcaster should continue to be represented by two two-member wards, utilising revised boundaries, with the whole of Stutton with Hazelwood parish being combined with the proposed Tadcaster West ward. Third, we proposed that the wards of Escrick and Riccall with Kelfield should be combined, and that Cawood with Wistow ward should be combined with Church Fenton ward, less the parishes of Ulleskelf and Kirkby Wharfe with North Milford. We proposed that these parishes be combined with the existing Stutton with Hazelwood ward, less Stutton with Hazelwood parish, in a new Saxton & Ulleskelf ward. Fourth, we proposed a revised boundary between Barlby and Hemingbrough wards. Fifth, we proposed that Whitley ward should be combined with Beal parish, with Burton Salmon parish being transferred to Fairburn with Brotherton ward. We proposed that:

- (a) Selby District Council should be served by 41 councillors, the same as at present;
- (b) the boundaries of 28 of the existing wards should be modified, resulting in a decrease of nine, while one ward would retain its existing boundaries;
- (c) there should be new warding arrangements for Barlby Parish Council and Tadcaster Town Council.

Draft Recommendation

Selby District Council should comprise 41 councillors, serving 20 wards. The Council should continue to hold whole-council elections every four years.

19 Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in 19 of the 20 wards varying by no more than 10 per cent from the district average. This level of electoral equality was forecast to continue, with two wards varying by more than 10 per cent from the average in 2003.

4. RESPONSES TO CONSULTATION

20 During the consultation on our draft recommendations report, 23 representations were received. A list of all respondents is available on request from the Commission. All representations may be inspected at the offices of Selby District Council and the Commission.

Selby District Council

21 The District Council accepted our draft recommendations, in particular the proposed boundary modification between Barlby and Hemingbrough wards. However, the District Council commented that some members were “disappointed” that the Commission had recommended that the whole council should continue to be elected together every four years.

North Yorkshire County Council

22 The County Council objected to our draft recommendations on the grounds that “the review of electoral arrangements in each district has been carried out as a self-contained exercise, without regard for its implications for the electoral arrangements for the County Council”.

23 It reiterated its view that “significant benefits” will flow to local electors from wards and divisions having shared boundaries, wherever practicable, as it believed that a high degree of coterminosity is a prerequisite for securing effective and convenient local government and to properly reflect the identities and interests of local communities. It argued that more enduring electoral arrangements would have been achieved if the implications for county electoral divisions had been recognised earlier in the review process, allowing district and county reviews to be carried out concurrently.

Selby Constituency Conservative Association

24 Selby Constituency Conservative Association (‘the Conservatives’) queried the District Council’s projected electorate figures, and expressed concerns in relation to the level of publicity for the review.

They reiterated their view that each ward should be represented by a single member on the grounds that multi member wards were “unaccountable and undemocratic”. They also expressed concern that the Commission’s draft recommendations were based on proposals from the District Council, which has a changed composition following the recent local government elections.

Parish Councils

25 We received eight representations from parish councils in the district. Barlby & Osgodby Parish Council opposed the proposed warding of the parish and the proposed combination of Osgodby with Hemingbrough ward. Burton Salmon Parish Council wished to retain its existing link with Monk Fryston ward, arguing that it has greater affinity with Monk Fryston than with either Brotherton or Fairburn. Kelfield Parish Council opposed being included in the proposed Riccall with Escrick ward, and proposed instead that it should be combined with the parishes of Cawood, Wistow and Stillingfleet. Whitley Parish Council argued that Whitley ward should retain its existing boundaries. Bilbrough, Eggborough, Riccall and South Milford parish councils supported the draft recommendations relating to their respective areas. In addition, we understand from the District Council that Brotherton Parish Council opposed our draft recommendations, and reiterated that they wished to retain their existing link with Fairburn parish.

Other Representations

26 A further 12 representations were received in response to our draft recommendations from local political groups, local organisations, councillors and residents. The Tadcaster Civic Society and a local resident expressed concern over the consultation process and requested that it be extended, while three local residents opposed the proposed boundary between Tadcaster East and Tadcaster West wards. A county councillor supported the District Council’s original proposals for Escrick, and a district councillor opposed the proposed combination of Askham Bryan and Appleton Roebuck wards. A local councillor and a

resident proposed that Selby should comprise entirely single-member wards, while another local resident argued that the number of councillors representing Selby should be reduced to 30. A resident of Selby town expressed concern at the proposed changes to Selby Central ward, and a resident of Sherburn in Elmet argued that the area justified additional district councillor representation.

5. ANALYSIS AND FINAL RECOMMENDATIONS

27 As described earlier, our prime objective in considering the most appropriate electoral arrangements for Selby is to achieve electoral equality. In doing so we have regard to the statutory criteria set out in the Local Government Act 1992 – the need to secure effective and convenient local government, and reflect the interests and identities of local communities – and Schedule 11 to the Local Government Act 1972, which refers to the number of electors per councillor being “as nearly as may be, the same in every ward of the district or borough”.

28 In relation to Schedule 11, our recommendations are not intended to be based solely on existing electorate figures, but also on assumptions as to changes in the number and distribution of local government electors likely to take place within the ensuing five years. We must have regard to the desirability of fixing identifiable boundaries and to maintaining local ties which might otherwise be broken.

29 It is therefore impractical to design an electoral scheme which provides for exactly the same number of electors per councillor in every ward of an authority. There must be a degree of flexibility. However, our approach, in the context of the statutory criteria, is that such flexibility must be kept to a minimum.

30 Our *Guidance* states that, while we accept that the achievement of absolute electoral equality for the authority as a whole is likely to be unattainable, we consider that, if electoral imbalances are to be kept to the minimum, such an objective should be the starting point in any review. We therefore strongly recommend that, in formulating electoral schemes, local authorities and other interested parties should start from the standpoint of absolute electoral equality and only then make adjustments to reflect relevant factors, such as community identity. Regard must also be had to five-year forecasts of change in electorates. We will require particular justification for schemes which result in, or retain, an electoral imbalance of over 10 per cent in any ward. Any imbalances of 20 per cent and

over should arise only in the most exceptional of circumstances, and will require the strongest justification.

Electorate Forecasts

31 At Stage One the District Council submitted electorate forecasts for the year 2003, projecting an increase in the electorate of some 9 per cent from 57,944 to 63,381 over the five-year period from 1998 to 2003. It expected most of the growth to be in Tadcaster, although further growth is also expected in the more rural Barlby and Brayton wards. The Council estimated rates and locations of housing development with regard to structure and local plans, and the expected rate of building over the five-year period and assumed occupancy rates. In our draft recommendations report we accepted that this is an inexact science and, having given consideration to the forecast electorates, we were satisfied that they represented the best estimates that could reasonably be made at the time.

32 At Stage Three the Selby Conservatives queried the District Council’s projected electorate figures, arguing that much of the proposed development of green-field sites would not take place. In the light of this, we sought further advice from the District Council. Having reconsidered the electorate projections, in the light of the representations made at Stage Three, and following this further advice from the District Council, we remain satisfied that the electorate projections used in our draft recommendations report provide the best estimates presently available.

Council Size

33 As already explained, the Commission’s starting point is to assume that the current council size facilitates effective and convenient local government.

34 Selby District Council is at present served by 41 councillors. At Stage One the District Council proposed that there should be an increase of one in

council size to 42. Having considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received, we were not persuaded that any increase in council size was necessary. In particular, we considered that the proposed increase of one in the number of councillors representing wards in the north of the district would not provide for the best possible level of electoral equality in this area. As a consequence, we concluded that the achievement of electoral equality and the statutory criteria would best be met by a council of 41 members.

35 At Stage Three a local resident proposed that the council size should be reduced by 11, resulting in a council of 30 members. We received no further representations in relation to council size. Having carefully considered the representations received, we have not been persuaded that such a decrease in council size would adequately reflect the interests and identities of communities in the area, and we are therefore content to confirm our draft recommendation for a council size of 41.

Electoral Arrangements

36 As set out in our draft recommendations report, we carefully considered all the representations received at Stage One, including the district-wide scheme from the District Council. From these representations, some considerations emerged which helped to inform us when preparing our draft recommendations.

37 The Council's proposals were for an increase in council size from 41 to 42, with five single-member wards, nine two-member wards, five three-member wards and one four-member ward. The proposals resulted in improved electoral equality, with the number of wards where the number of electors per councillor would vary by more than 10 per cent from the district average reducing from 23 to two. This level of electoral equality was projected to deteriorate slightly over the next five years, with three wards expected to have electoral variances of greater than 10 per cent in 2003.

38 We recognised the improved electoral equality achieved by the District Council's scheme compared to the existing arrangements, and sought to build on these proposals in order to put forward electoral arrangements which would achieve even better electoral equality, having regard to the statutory criteria. In particular, we proposed

changes to the proposed wards in Selby town, Tadcaster and nine wards in the rural areas of the district.

39 As stated earlier, North Yorkshire County Council objected to our draft recommendations. It argued that the Commission's approach was likely to lead to "significant reductions" in the existing level of coterminosity, and urged us to change the review process so that district and county council reviews could be carried out concurrently during the Stage One consultation period.

40 The approach we have adopted in our PERs of two-tier county areas is the same as that taken by our predecessor Local Government Boundary Commission. That is to first review the electoral arrangements of each of the district council areas in the county and then, once the necessary electoral change orders have been made for the districts, to review those of the County Council. This ensures that, as required by Schedule 11 to the 1972 Act, our recommendations for electoral division boundaries have regard to district ward boundaries, and that these are fixed and not subject to change.

41 This is an issue which has arisen in a number of review areas. It is indicative of the tensions which can arise between the achievement of electoral equality within the individual districts of a county, each of whose electoral arrangements can vary significantly in terms of councillor:elector ratios and ward sizes, and across county council electoral divisions, while also seeking some measure of coterminosity between the two. These tensions are not readily reconciled.

42 In certain cases, it has been put to us that in reviewing district electoral arrangements we should prescribe that ward patterns and sizes should be such that they would be compatible with county council divisions. We do not believe this to be an approach the Commission should take. As a Commission, we rely heavily on local authorities and others to put proposals to us on how the electoral arrangements within their individual areas might be improved. We believe that the interests of local democracy are best served by basing our recommendations on schemes which are generated locally, address the statutory criteria, and achieve a high level of electoral equality.

43 Nevertheless, we recognise that coterminosity between county divisions and district wards is likely to be conducive to effective and convenient local government, and we place a high value on its

achievement as part of our reviews of county council electoral arrangements.

44 We have reviewed our draft recommendations in the light of further evidence and the representations received during Stage Three. For district warding purposes, the following areas, based on existing wards, are considered in turn:

- (a) Appleton Roebuck and Askham Bryan wards;
- (b) Cawood with Wistow, Church Fenton, Escrick and Riccall with Kelfield wards;
- (c) Stutton with Hazelwood, Tadcaster East and Tadcaster West wards;
- (d) Barlby with Osgodby, Hemingbrough and North Duffield wards;
- (e) Camblesforth and Carlton wards;
- (f) Brayton, Eggborough, Hambleton and Thorpe Willoughby wards;
- (g) Beal, Byram cum Sutton, Fairburn with Brotherton and Whitley wards;
- (h) Monk Fryston, Sherburn in Elmet and South Milford wards;
- (i) Selby Central, Selby North, Selby South and Selby West wards.

45 Details of our final recommendations are set out in Figures 1 and 2, and illustrated on Map 2, in Appendix A and on the large map inserted at the back of this report.

Appleton Roebuck and Askham Bryan wards

46 The existing wards of Appleton Roebuck and Askham Bryan are located in the north of the district, and are each represented by a single member. Appleton Roebuck ward comprises the parishes of Acaster Selby, Appleton Roebuck, Bolton Percy, Colton and Steeton, while Askham Bryan ward comprises the parishes of Bilbrough, Catterton and Healaugh. Currently, the two wards have poor electoral equality, with 29 per cent and 71 per cent fewer electors per councillor than the district average respectively. While this level of electoral equality is projected to remain relatively constant in Askham Bryan ward over the next five years, the number of electors per councillor in Appleton Roebuck ward is projected to vary from the district average by 33 per cent by 2003.

47 At Stage One the District Council proposed that Appleton Roebuck and Askham Bryan wards should be combined in a new two-member ward. We received one other submission, from Bilbrough Parish Council, which opposed any combination with the more urban Tadcaster East ward, arguing that its rural identity would be better reflected within the existing Askham Bryan ward.

48 In our draft recommendations report we adopted the District Council's proposal in this area. We noted that the proposal would ensure a greatly improved level of electoral equality, and would ensure that parishes of a similar, rural nature remain linked together. Under our draft recommendation the number of electors per councillor in the proposed Appleton Roebuck ward would be equal to the district average now, and would vary from the average by 5 per cent in five years' time.

49 At Stage Three the District Council accepted our draft recommendations in this area. Bilbrough Parish Council supported our draft recommendations and were "pleased" to note that their views had been taken into account. A local councillor opposed our draft recommendations on the grounds that the proposed ward would cover too large an area.

50 Having carefully considered the representations received at Stage Three we are content to confirm our draft recommendations for these wards which we consider represent the best balance between electoral equality and the statutory criteria. While we note the concerns over the proposed size of the new ward, we note that the only alternative would be retaining the existing arrangements, and we have not been persuaded that this would provide a better balance between electoral equality and the statutory criteria. In particular we note that the number of electors per councillor in the existing Askham Bryan ward varies from the borough average by 71 per cent.

Cawood with Wistow, Church Fenton, Escrick and Riccall with Kelfield wards

51 At present, Cawood with Wistow ward comprises the parishes of Cawood and Wistow, Church Fenton ward comprises the parishes of Biggin, Church Fenton, Kirkby Wharfe with North Milford, Little Fenton, Ryther cum Ossendyke and Ulleskelf, Escrick ward comprises the parishes of Escrick and Stillingfleet, and Riccall

with Kelfield ward comprises the parishes of Kelfield and Riccall. All four wards are each represented by a single member. While Church Fenton ward currently enjoys reasonable electoral equality, with the number of electors per councillor varying from the district average by 1 per cent, there is poor electoral equality in Cawood with Wistow, Escrick and Riccall with Kelfield wards, with the number of electors per councillor varying from the district average by 41 per cent, 27 per cent and 40 per cent respectively. This level of electoral equality is not projected to improve significantly over the next five years.

52 At Stage One the District Council proposed that Riccall parish be transferred from Riccall with Kelfield ward to Cawood with Wistow ward, that Church Fenton ward should retain its existing boundaries, less the parish of Kirkby Wharfe with North Milford, and that Kelfield parish should be combined with Escrick ward. We received two further submissions in relation to this area. Escrick Parish Council opposed being combined with Riccall parish, and requested that its “status” as a small village ward be maintained. A local county councillor argued that the parishes of Escrick and Kelfield should form a single-member ward, and that our draft recommendation to combine the existing Escrick and Riccall with Kelfield wards do not reflect the interests and identities of local communities.

53 In our draft recommendations report we were not persuaded that the District Council’s proposals would provide the best balance between electoral equality and the statutory criteria and, as a result, we proposed our own electoral scheme in this area. We proposed combining the wards of Escrick and Riccall with Kelfield, to form a new Riccall with Escrick, to be represented by two members, and the wards of Cawood with Wistow and Church Fenton, less the parishes of Kirkby Wharfe with North Milford and Ulleskelf, to form a revised Cawood with Wistow ward, also to be represented by two members.

54 Under our draft recommendations this area would be served by four councillors, rather than five, which is appropriate for the number of electors, and would result in the existing number of councillors being retained. The number of electors per councillor in the proposed wards of Cawood with Wistow and Riccall with Escrick wards would vary by 3 per cent and 7 per cent from the district average respectively. This level of electoral equality

is projected to improve further over the next five years, with both wards expected to have an electoral variance of 1 per cent in five years’ time.

55 At Stage Three the District Council accepted our draft recommendations. We received a further four submissions in relation to this area. Kelfield Parish Council opposed our draft recommendations, and argued that it should be combined with the parishes of Stillingfleet, Cawood and Wistow which lie on the same rural bus route. This view was supported by a local councillor, while another local councillor supported the District Council’s original proposals. Riccall Parish Council endorsed our draft recommendations.

56 Having carefully considered the representations received at Stage Three, we note the objection of Kelfield Parish Council and two local councillors to our draft recommendations for this area. However, we remain of the view that our draft recommendations would provide the best reflection of the interests and identities of communities in the area and note that they are supported by Riccall Parish Council. While we have considered the alternative warding arrangements put forward, we have not been persuaded that these would represent a better balance between the need for electoral equality and the statutory criteria. In particular, we note that under the proposals from Kelfield Parish Council and a local councillor the number of electors per councillor in the proposed Kelfield, Stillingfleet, Cawood and Wistow wards would vary from the district average by 9 per cent.

57 We have also considered the view of a local councillor that the District Council’s original proposals should be adopted in this area, but note that this would result in the proposed Cawood with Wistow ward straddling the River Ouse, and we remain of the view that the river forms a significant natural boundary in this area and should be utilised as a ward boundary. Our draft recommendations will continue to reflect the River Ouse as a strong natural boundary, and will result in much improved electoral equality, and we are therefore content to confirm them as final.

Stutton with Hazelwood, Tadcaster East and Tadcaster West wards

58 The existing ward of Stutton with Hazelwood comprises the parishes of Barkston Ash, Stutton with Hazelwood, Grimston, Saxton & Scarthingwell,

Lead and Towton; Tadcaster East ward comprises Oxtun parish and Tadcaster East town council ward; while Tadcaster West ward comprises Newton Kyme & Toulston parish and Tadcaster West town council ward. Under current arrangements, Stutton with Hazelwood ward is represented by a single councillor, Tadcaster East is represented by two councillors and Tadcaster West is represented by three councillors. The three wards have a high level of electoral inequality, with 15 per cent more electors per councillor than the district average in Stutton with Hazelwood ward, and 23 per cent and 31 per cent fewer elector per councillor in Tadcaster East and Tadcaster West wards.

59 At Stage One the District Council proposed warding Stutton with Hazelwood parish, with the new Stutton with Hazelwood parish ward being combined with Tadcaster East and Tadcaster West wards, to be represented by four councillors. The new Stutton Village parish ward would remain in Stutton with Hazelwood ward, and be combined with Kirkby Wharfe with North Milford parish, from the existing Church Fenton ward, to be represented by a single member. We received one other submission, from Tadcaster Town Council, which proposed minor modifications to the boundary between Tadcaster and the parishes of Stutton with Hazelwood and Healaugh.

60 In our draft recommendations report we noted that the District Council's proposals would achieve significant improvements in electoral equality. However, they would result in a four-member ward in Tadcaster, and we were not persuaded that a satisfactory case for this had been made. On balance, we decided that the most appropriate warding arrangement would be to retain the existing division of Tadcaster between two wards, although on modified boundaries, with the new boundary following the High Street and Station Road. We also proposed that the whole of Stutton with Hazelwood parish should be combined with Tadcaster West ward, with the remainder of the existing Stutton with Hazelwood ward being combined with the parishes of Kirkby Wharfe with North Milford and Ulleskelf from the existing Church Fenton ward, to be named Saxton & Ulleskelf ward.

61 Under our draft recommendations the number of electors per councillor in the proposed Saxton & Ulleskelf ward would vary from the district average by 4 per cent, both now and in 2003, and the

number of electors per councillor in the proposed Tadcaster East and Tadcaster West wards would vary from the district average by 5 per cent and 1 per cent respectively. In five years time the two wards are projected to have electoral variances of 1 per cent and 7 per cent respectively.

62 At Stage Three the District Council accepted our draft recommendations. We received a further five representations in relation to this area. The Tadcaster Civic Society and a local resident expressed concern over the amount of publicity the review had received in Tadcaster, while three local residents opposed the proposed boundary between Tadcaster East and Tadcaster West wards. It was argued that the boundary moved away from the River Wharfe, which was the historic boundary in the town, and would result in all three primary schools in Tadcaster being contained within the proposed Tadcaster East ward.

63 Having carefully considered the representations received at Stage Three we recognise that our draft recommendations have incurred a degree of local opposition and, in particular, we note the concerns of respondents over the proposed boundary between Tadcaster East and Tadcaster West wards. However, we note that the only alternative warding arrangement put forward has retained the River Wharfe as the boundary between the two wards, and we have not been persuaded that this would represent the best balance between the need for electoral equality and the statutory criteria. In particular, we note that the number of electors per councillor in Tadcaster East ward would vary from the district average by more than 20 per cent. We recognise that under our draft recommendations all primary schools within Tadcaster would be contained within the proposed Tadcaster West ward and we have considered possible alternative warding arrangements between the two wards. However, we have been unable to find a boundary that would better reflect communities in the area, while also providing good electoral equality. Accordingly, we propose to endorse our draft recommendations as final.

Barlby with Osgodby, Hemingbrough and North Duffield wards

64 Barlby with Osgodby ward comprises Barlby parish, Hemingbrough ward comprises the parishes of Cliffe and Hemingbrough, while North Duffield ward comprises the parishes of North Duffield, Thorganby and Skipwith. Barlby with

Osgodby ward is currently represented by two councillors, while Hemingbrough and North Duffield wards are each represented by a single member. These wards are subject to significant electoral inequality, with the number of electors per councillor varying from the district average by 20 per cent, 53 per cent and 12 per cent. This level of electoral inequality is not projected to improve significantly over the next five years.

65 At Stage One the District Council proposed that Barlby parish should be divided into three new parish wards, with the proposed Barlby Osgodby parish ward being combined with the existing Hemingbrough ward, to be represented by a single member, and the remainder of Barlby parish forming a new Barlby ward, to be represented by two councillors. The Council proposed retaining the existing boundaries of North Duffield ward.

66 In our draft recommendations report we noted that under the District Council's proposals electoral inequality would remain relatively high in the proposed North Duffield ward, although we accepted that any alterations to the existing ward boundary would not reflect the interests and identities of communities in the area, and would adversely affect electoral equality in adjoining wards. However, in relation to the proposed Barlby and Hemingbrough wards, we were concerned that the proposal to use the A19 road as the boundary between the two wards would result in the formation of an extremely narrow and constricted Barlby ward. On balance, we considered that Moor Lane and part of Hull Road would provide a more appropriate boundary between the wards. Under our draft recommendations the number of electors per councillor in the proposed Barlby ward would be equal to the district average, and would vary from the district average by 4 per cent and 12 per cent in Hemingbrough and North Duffield wards respectively. This level of electoral equality is projected to remain relatively constant over the next five years.

67 At Stage Three the District Council accepted our draft recommendations in this area. We received one other submission in relation to this area, from Barlby & Osgodby Parish Council. It argued that the status quo should be retained, and expressed concern that changes to ward boundaries in this area might result in future changes to parish warding arrangements.

68 Having carefully considered the representations received at Stage Three, we are content to confirm

our draft recommendations, as we consider that they would best reflect the interests and identities of communities in the area. While we note that Barlby & Osgodby Parish Council supported the retention of the status quo, we do not consider that this would provide a better balance between electoral equality and the statutory criteria and, in particular, note that under the existing arrangements the number of electors per councillor in Barlby with Osgodby ward varies from the district average by 20 per cent. We have also considered the Parish Council's views regarding future parishing arrangements in this area. However, this issue does not fall within our statutory remit and we have therefore been unable to take it into account in formulating our final recommendations.

Camblesforth and Carlton wards

69 Under current arrangements, Camblesforth ward comprises the parishes of Camblesforth, Drax, Newland and Long Drax, while Carlton ward comprises the parishes of Carlton, Hirst Courtney and Temple Hirst. Each of the existing wards is represented by a single member. At present there is poor electoral equality, with the number of electors per councillor varying from the district average by 19 per cent and 18 per cent respectively. While this level of electoral inequality is projected to improve marginally in Camblesforth ward over the next five years, Carlton ward is projected to have 23 per cent more electors per councillor than the district average by 2003.

70 At Stage One the District Council proposed combining Camblesforth ward with Carlton parish from Carlton ward, and transferring the parishes of Hirst Courtney and Temple Hirst to Eggborough ward.

71 In our draft recommendations report we endorsed the District Council's proposals for this area as our draft recommendation, which we considered represented the best possible balance between electoral equality and the statutory criteria. Under our draft recommendations there would be improved electoral equality, with the number of electors per councillor varying from the district average by 7 per cent now, and by 8 per cent in five years' time.

72 At Stage Three the District Council accepted our draft recommendations. No other representations were received. We are therefore content to confirm our draft recommendations for these wards, which we consider represent the best balance between

electoral equality and reflecting the interests and identities of local communities.

Brayton, Eggborough, Hambleton and Thorpe Willoughby wards

73 At present Brayton ward comprises the parishes of Barlow, Brayton and Burn, Eggborough ward comprises Eggborough parish; Hambleton ward comprises the parishes of Chapel Haddlesey, Hambleton, Gateforth and West Haddlesey; and Thorpe Willoughby ward comprises Thorpe Willoughby parish. Brayton ward is currently represented by two members, while the remaining three wards are each represented by a single member. Currently there is poor electoral equality in the four wards, with the number of electors per councillor in Brayton, Eggborough, Hambleton and Thorpe Willoughby wards varying from the district average by 64 per cent, 12 per cent, 28 per cent and 59 per cent respectively. This level of electoral inequality is projected to remain relatively constant over the next five years, apart from in Eggborough ward, which is expected to have an electoral variance of under 10 per cent by 2003.

74 At Stage One the District Council proposed that Burn parish, in Brayton ward, should be combined with the parishes of Hambleton, Gateforth and Thorpe Willoughby to form a revised three-member Hambleton ward. It proposed that the remainder of Brayton ward should retain its existing boundaries, to be represented by three members. It also proposed that Eggborough ward should be combined with the parishes of Chapel Haddlesey and West Haddlesey, from the existing Hambleton ward, the parishes of Hirst Courtney and Temple Hirst, from the existing Carlton ward, and Kellington parish, from the existing Beal ward, and proposed that this new ward be represented by two councillors. We received one other submission in relation to this area, from Thorpe Willoughby Parish Council, who argued that their ward boundaries should remain unchanged, and that it should be represented by two councillors.

75 In our draft recommendations report we endorsed the District Council's proposals in their entirety as we considered they represented a good balance between electoral equality and the statutory criteria. Under our draft recommendations there would be improved electoral equality, with the number of electors per councillor in Brayton ward being equal to the average, and varying from the average by 8 per cent and 1 per cent in

Eggborough and Hambleton wards. Over the next five years electoral equality would remain relatively constant in Brayton and Hambleton wards, and improve in Eggborough ward, which is projected to have an electoral variance of 5 per cent by 2003.

76 At Stage Three the District Council accepted our draft recommendations. We also received a submission from Eggborough Parish Council, which had "no objection" to our draft recommendation for Eggborough ward. We are therefore content to confirm our draft recommendations for these wards, which we consider represent the best balance between electoral equality and respecting the interests and identities of local communities.

Beal, Byram cum Sutton, Fairburn with Brotherton and Whitley wards

77 At present Beal ward comprises the parishes of Beal, Birkin and Kellington, Fairburn with Brotherton ward comprises the parishes of Brotherton and Fairburn, Whitley ward comprises the parishes of Balne, Cridling Stubbs, Heck, Hensall, Kirk Smeaton, Little Smeaton, Stapleton, Walden Stubbs, Whitley and Womersely, while Byram cum Sutton ward comprises Byram cum Sutton parish. Each of the existing wards is represented by a single member, with the exception of Whitley ward which is represented by two members. Under current arrangements, while Beal ward enjoys reasonable electoral equality, with the number of electors per councillor varying from the district average by 3 per cent, Byram cum Sutton, Fairburn with Brotherton and Whitley wards have electoral variances of 15 per cent, 21 per cent and 14 per cent. These figures are not projected to change significantly over the next five years.

78 At Stage One the District Council proposed that the existing wards of Byram cum Sutton and Fairburn with Brotherton should be combined with the parishes of Beal and Birkin from the existing Beal ward, and that Whitley ward should remain on its existing boundaries. Both proposed wards would be represented by two members. We received three other representations in relation to this area. Kirk Smeaton and Little Smeaton parish councils both opposed any change to electoral arrangements for their parishes, while Whitley parish council argued that Whitley ward should be represented by three councillors.

79 In our draft recommendations report we substantially endorsed the District Council's

proposals. However, we had reservations over the level of electoral inequality in the proposed Whitley ward and, on balance, considered that the most appropriate means of addressing this would be to transfer Beal parish from the existing Beal ward to Whitley ward, and to transfer Burton Salmon parish from the existing Monk Fryston ward to Fairburn with Brotherton ward. Under our draft recommendations the number of electors per councillor in the proposed wards of Fairburn with Brotherton and Whitley would vary from the district average by 4 per cent and 5 per cent respectively. This level of electoral equality is expected to remain relatively constant over the next five years.

80 At Stage Three the District Council accepted our draft recommendations. We received one

86 Having carefully considered the representations received, we are content to confirm our draft recommendations for wards in this area. While we note Burton Salmon Parish Council's support for the District Council's original proposals, we do not consider that our recommendations would adversely affect the interests and identities of communities in the area and, in particular, note that communication links between Burton Salmon and both Fairburn and Brotherton are good. We have also considered South Milford Parish Council's proposed changes to its northern boundary. While we accept that these may have merit, this issue falls outside our statutory remit, and we are unable to address it as part of this review.

87 We have also noted the views of a resident of Sherburn in Elmet, and have examined possible changes to parish warding arrangements in the light of this. However, we remain of the view that alternative warding arrangements are limited by the urban part of Sherburn in Elmet being concentrated in the centre of the ward, surrounded by a rural hinterland, and that this restricts the possibility of combining residential areas with adjoining wards. Furthermore, while we recognise that a level of electoral inequality in the ward will be retained under our final recommendations, we consider that any changes would have consequential effects on surrounding wards that would neither provide for good electoral equality nor reflect the interests and identities of communities in the area.

Selby Central, Selby North, Selby South and Selby West wards

88 Under current arrangements Selby town is divided into four wards, each of which is represented by two councillors. While Selby West ward currently enjoys reasonable electoral equality, with the number of electors per councillor varying from the district average by 3 per cent, the number of electors per councillor in Selby Central, Selby North and Selby South wards varies from the district average by 35 per cent, 20 per cent and 36 per cent respectively. This level of electoral inequality is not projected to improve significantly over the next five years.

89 At Stage One the District Council proposed that Selby South ward should be combined with Selby Central ward, to be represented by two councillors. It proposed modifications to Selby

Central's ward boundaries with Selby West and Selby North wards, and proposed that the number of councillors representing Selby North ward should be increased to three. Under its proposals there would be improved electoral equality, with the number of electors per councillor in the proposed Selby Central, Selby North and Selby West wards varying from the district average by 7 per cent, 9 per cent and 10 per cent respectively. In five years' time the three wards would have electoral variances of 9 per cent, 11 per cent and 8 per cent.

90 In our draft recommendations report we were content to adopt the District Council's proposals for Selby West ward as the basis for our draft recommendation, although we proposed a minor boundary modification to Selby North ward. However, in order to provide a better level of electoral equality in the rest of the town, we proposed that the boundary between Selby Central and Selby North wards should follow Gowthorpe, Brook Street, Union Lane, New Lane and Finkle Street. As a consequence of this proposal, we consider that Selby Central ward should be named Selby South ward. Under our draft recommendations there would be improved electoral equality, with the number of electors per councillor in the proposed Selby North, Selby South and Selby West wards varying from the district average by 1 per cent, 8 per cent and 6 per cent respectively. This level of electoral equality is projected to improve slightly over the next five years.

91 At Stage Three the District Council accepted our draft recommendations in this area. We received one other submission, from a resident of Selby Central ward who opposed the changes to the boundaries of Selby Central ward and the loss of the Selby Central ward name.

92 Having carefully considered the representations received, we are content to confirm our draft recommendations in relation to Selby Central, Selby North and Selby West wards, which we consider achieve a good balance between electoral equality and the interests and identities of communities in the area. We have considered the objection of a local resident to our proposed changes to Selby Central ward, but note that no alternative warding arrangements have been put forward that would better reflect constituent communities in this ward.

Electoral Cycle

93 In our draft recommendations report we proposed that the present system of whole-council elections every four years in Selby be retained.

94 At Stage Three the District Council commented that some councillors had hoped that the Commission's recommendations would be for bi-annual elections, following on from the Government White Paper *'Modern Local Government – In Touch with the People'*. As mentioned earlier, we advised that local authorities might wish to have regard to the Secretary of State's intentions and legislative proposals in formulating electoral schemes as part of PERs of their areas. However, we also advised that until any direction is received from the Secretary of State, the Commission would continue to maintain its current approach to PERs as set out in the March 1998 *Guidance*. Under the provisions of the existing legislation it is only open to us to propose either a system of whole-council elections or elections by thirds and, in the absence of any evidence at Stage Three advocating a move to elections by thirds, we are content to confirm our draft recommendation for whole-council elections every four years.

Conclusions

95 Having considered carefully all the evidence and representations received in response to our

consultation report, we have decided to confirm our draft recommendations for the District Council in their entirety.

96 We conclude that, in Selby:

- (a) there should be no change in the existing council size of 41;
- (b) there should be 20 wards, nine fewer than at present;
- (c) the boundaries of 28 of the existing 29 wards should be modified, with one ward retaining its existing boundaries;
- (d) the Council should continue to hold whole council elections every four years.

97 Figure 4 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1998 and 2003 electorate figures.

98 As Figure 4 shows, our recommendations would result in a reduction in the number of wards with an electoral variance of more than 10 per cent from 23 to one, with no wards varying by more than 20 per cent from the district average. This improved level of electoral equality would continue in 2003, with only two wards varying by more than 10 per cent from the average. We conclude that our recommendations would best meet the need for electoral equality, having regard to the statutory criteria.

*Figure 4 :
Comparison of Current and Recommended Electoral Arrangements*

	1998 electorate		2003 forecast electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	41	41	41	41
Number of wards	29	20	29	20
Average number of electors per councillor	1,413	1,413	1,546	1,546
Number of wards with a variance more than 10 per cent from the average	23	1	23	2
Number of wards with a variance more than 20 per cent from the average	14	0	15	0

Final Recommendation

Selby District Council should comprise 41 councillors serving 20 wards, as detailed and named in Figures 1 and 2, and illustrated on Map 2 and in Appendix A. The Council should continue to hold whole-council elections every four years.

Parish and Town Council Electoral Arrangements

99 In undertaking reviews of electoral arrangements, we are required to comply as far as is reasonably practicable with the provisions set out in Schedule 11 to the 1972 Act. The Schedule provides that if a parish is to be divided between different district wards, it must also be divided into parish wards, so that each parish ward lies wholly within a single ward of the district. Accordingly, we propose consequential changes to the warding arrangements for Selby Town Council, Tadcaster Town Council and Barlby Parish Council to reflect the proposed district wards.

100 In our draft recommendations report we did not propose changes to the electoral arrangements of Selby Town Council. However, following further evidence during Stage Three of the review we propose that Selby Town Council should be represented by 18 town councillors, representing three town council wards. We propose that Selby North, Selby South and Selby West wards should each be represented by six town councillors.

Final Recommendation

Selby Town Council should comprise 18 town councillors, representing three town wards: Selby North (returning six councillors), Selby South (returning six councillors) and Selby West (returning six councillors). The town council ward boundaries should reflect the proposed district ward boundaries in the area, as illustrated and named on the large map at the back of the report.

101 In our draft recommendations report we proposed that Tadcaster Town Council should be served by 12 councillors and be divided into two wards, Tadcaster East and Tadcaster West. In order to facilitate district warding arrangements we proposed that the boundary between the two should reflect the proposed changes to district wards.

102 Following representations received at Stage Three we propose to modify our draft recommendations and now propose that Tadcaster Town Council should be represented by 13 town councillors, with the proposed Tadcaster East ward being represented by nine town councillors and the proposed Tadcaster West ward being represented by four town councillors.

Final Recommendation

Tadcaster Town Council should comprise 13 councillors, representing two wards: Tadcaster East ward (returning nine town councillors) and Tadcaster West (returning four town councillors). The boundary between the two parish wards should reflect the proposed district ward boundary, as illustrated and named on Map A2 in Appendix A.

103 In our draft recommendations report we proposed that Barlby Parish Council should be represented by 10 parish councillors. In order to reflect the proposed district warding arrangements we proposed that Barlby should be divided into three parish wards, Barlby Bridge and Barlby Osgodby, each to be represented by two parish councillors, and Barlby Village to be represented by six councillors.

104 Following representations received at Stage Three we propose to modify our draft recommendations, and now propose that Barlby Parish Council should be represented by 11 parish councillors. Barlby Bridge and Barlby Osgodby parish wards would each be represented by two parish councillors, while Barlby Village parish ward would be represented by seven parish councillors.

Final Recommendation

Barlby Parish Council should comprise 11 councillors, representing three parish wards: Barlby Village (returning seven councillors), Barlby Osgodby (returning two councillors) and Barlby Bridge (returning two councillors). The parish ward boundaries should reflect the proposed district ward boundaries in the area, as illustrated and named on Map A3 in Appendix A.

¹⁰⁵ In our draft recommendations report we proposed that there should be no change to the electoral cycle of parish councils in the district, and are confirming this as final.

Final Recommendation

For parish and town councils, whole-council elections should continue to take place every four years, on the same cycle as that of the District Council.

6. NEXT STEPS

106 Having completed our review of electoral arrangements in Selby and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

107 It now falls to the Secretary of State to decide whether to give effect to our recommendations, with or without modification, and to implement them by means of an order. Such an order will not be made earlier than six weeks from the date that our recommendations are submitted to the Secretary of State.

108 All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

The Secretary of State
Department of the Environment,
Transport and the Regions
Local Government Sponsorship Division
Eland House
Bressenden Place
London SW1E 5DU

APPENDIX A

Final Recommendations for Selby: Detailed Mapping

The following maps illustrate the Commission's proposed ward boundaries for the Selby area.

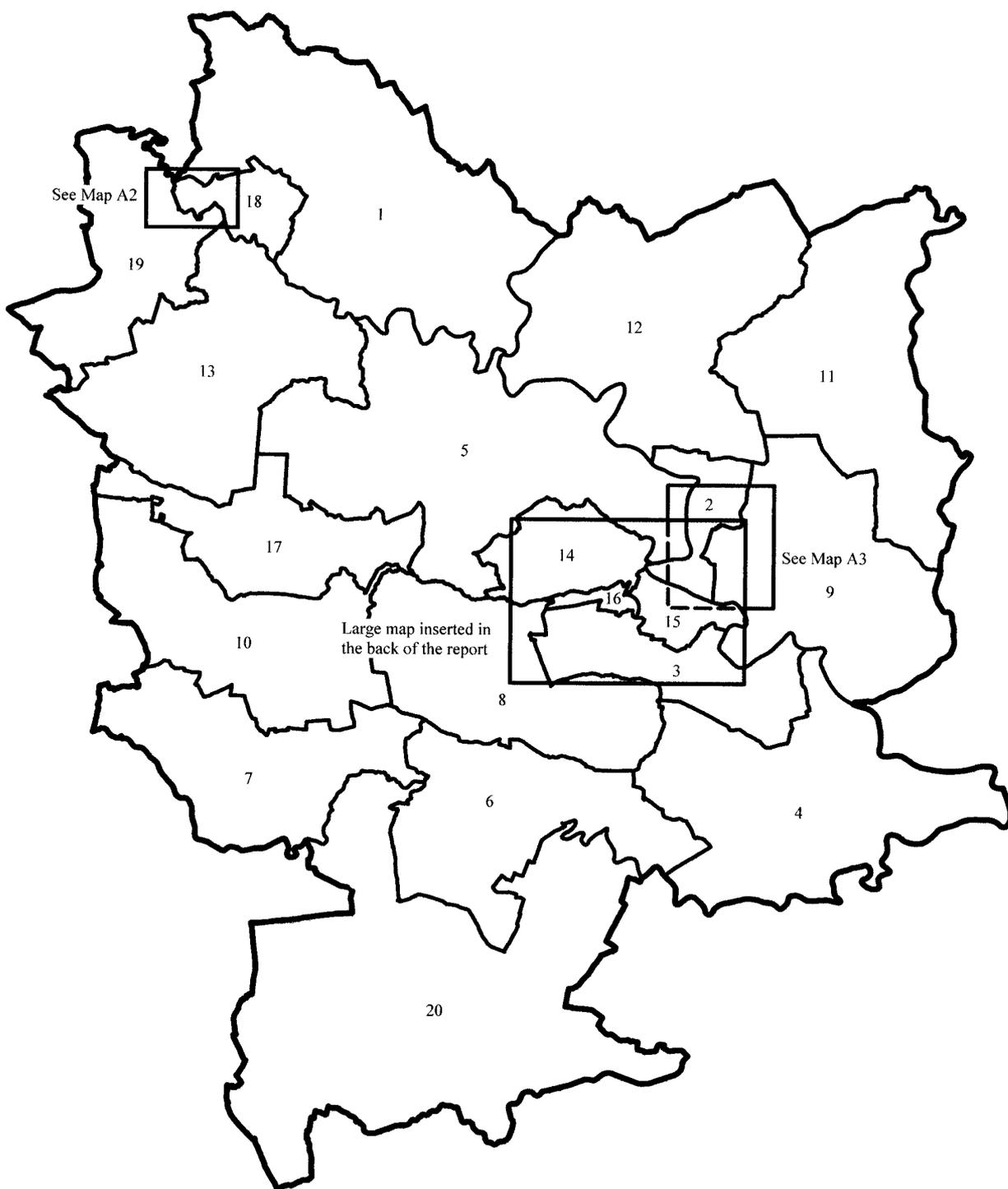
Map A1 illustrates, in outline form, the proposed ward boundaries within the district and indicates the areas which are shown in more detail in Maps A2 and A3 and the large map inserted at the back of the report.

Map A2 illustrates the proposed warding of Tadcaster.

Map A3 illustrates the proposed warding of Barlby parish.

The **large map** inserted in the back of the report illustrates the proposed warding arrangements for the town of Selby.

Map A1:
Final Recommendations for Selby: Key Map

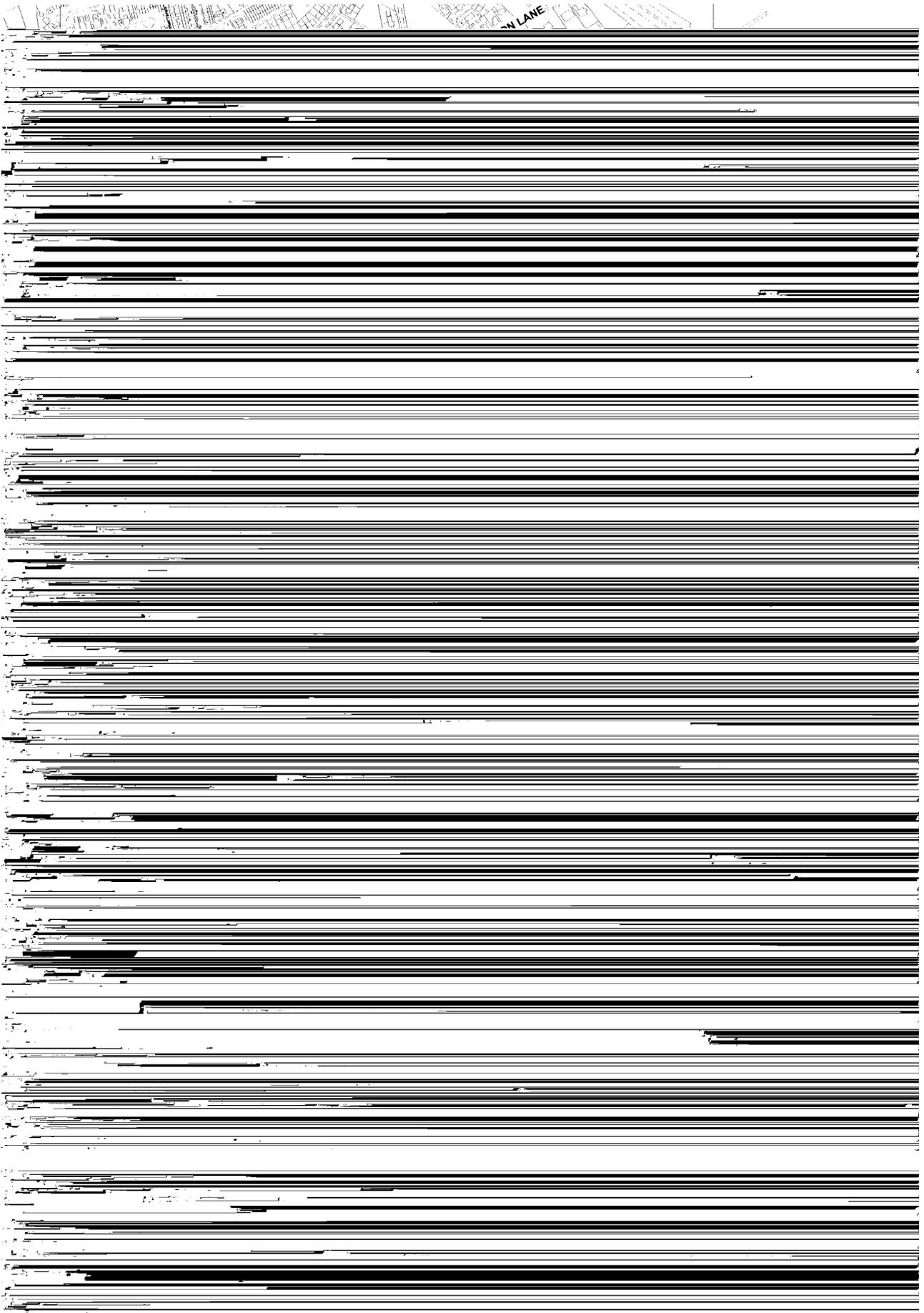


Key to Wards

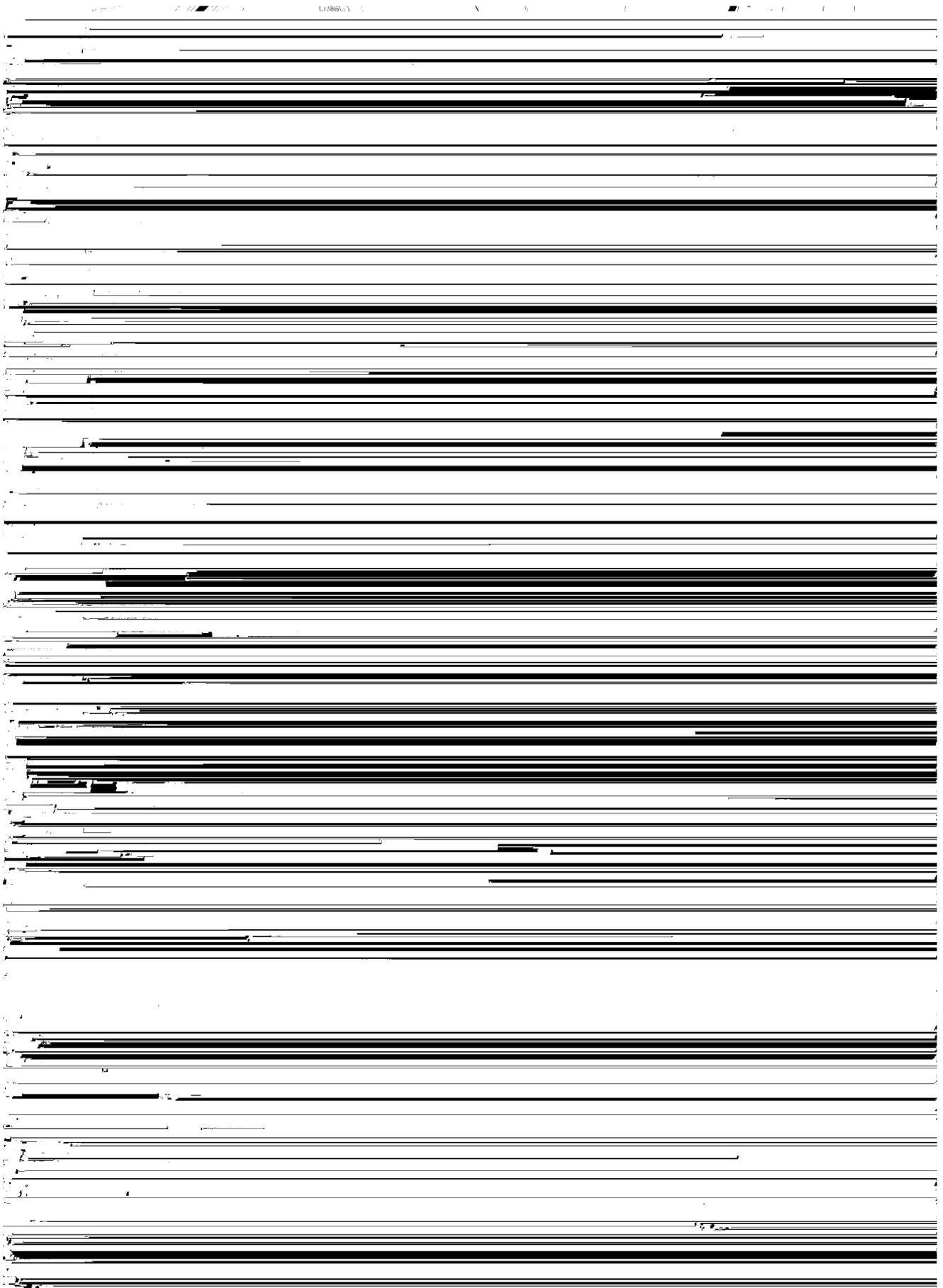
- | | | |
|----------------------------|-----------------------------------|----------------------|
| 1 Appleton Roebuck | 8 Hambleton | 15 Selby South |
| 2 Barlby | 9 Hemingbrough | 16 Selby West |
| 3 Brayton | 10 Monk Fryston and South Milford | 17 Sherburn in Elmet |
| 4 Camblesforth | 11 North Duffield | 18 Tadcaster East |
| 5 Cawood with Wistow | 12 Riccall with Escrick | 19 Tadcaster West |
| 6 Eggborough | 13 Saxton and Ulleskelf | 20 Whitley |
| 7 Fairburn with Brotherton | 14 Selby North | |

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*Map A2:
Proposed Warding of Tadcaster*



Map A3:
Proposed Warding of Barlby Parish



APPENDIX B

Draft Recommendations for Selby

Our final recommendations, detailed in Figures 1 and 2, are unchanged from those we put forward as draft recommendations.

*Figure B1:
The Commission's Draft Recommendations: Constituent Areas*

	Ward name	Number of councillors	Constituent areas (existing wards)
1	Appleton Roebuck	1	Appleton Roebuck ward (the parishes of Acaster Selby, Appleton Roebuck, Bolton Percy, Colton and Steeton); Askham Bryan ward (the parishes of Bilbrough, Catterton and Healaugh)
2	Barlby	2	Barlby ward (part – Barlby Bridge parish ward (as proposed) and Barlby Village parish ward (as proposed) of Barlby parish)
3	Brayton	3	Brayton ward (part – the parishes of Brayton and Barlow)
4	Camblesforth	2	Camblesforth ward (the parishes of Camblesforth, Drax, Long Drax and Newland); Carlton ward (part – Carlton parish)
5	Cawood with Wistow	2	Cawood with Wistow ward (the parishes of Cawood and Wistow); Church Fenton ward (part – the parishes of Biggin, Church Fenton, Little Fenton and Ryther cum Ossendyke)
6	Eggborough	2	Beal ward (part – Kellington parish); Carlton ward (part – the parishes of Hirst Courtney and Temple Hirst); Eggborough ward (Eggborough parish); Hambleton ward (part – the parishes of Chapel Haddlesey and West Haddlesey)
7	Fairburn with Brotherton	2	Beal ward (part – Birkin parish); Byram cum Sutton ward (Byram cum Sutton parish); Fairburn with Brotherton ward (the parishes of Brotherton and Fairburn); Monk Fryston ward (part – Burton Salmon parish)
8	Hambleton	3	Brayton ward (part – Burn parish); Hambleton ward (part – the parishes of Hambleton and Gateforth); Thorpe Willoughby ward (Thorpe Willoughby parish)
9	Hemingbrough	2	Barlby ward (part – Barlby Osgodby parish ward (as proposed) of Barlby parish); Hemingbrough ward (the parishes of Cliffe and Hemingbrough)

continued overleaf

Figure B1 (continued):
The Commission's Draft Recommendations: Constituent Areas

Ward name	Number of councillors	Constituent areas (existing wards)
10 Monk Fryston & South Milford	2	Monk Fryston ward (part – the parishes of Monk Fryston and Hillam); South Milford ward (South Milford parish); Sherburn in Elmet ward (part – Huddleston with Newthorpe parish)
11 North Duffield	1	<i>Unchanged</i>
12 Riccall with Escrick	2	Escrick ward (the parishes of Escrick and Stillingfleet); Riccall with Kelfield ward (the parishes of Kelfield and Riccall)
13 Selby North	3	Selby North ward; Selby Central ward (part)
14 Selby South	2	Selby Central ward (part); Selby South ward
15 Selby West	2	Selby West ward; Selby Central ward (part)
16 Sherburn in Elmet	3	Sherburn in Elmet ward (part – Sherburn in Elmet parish)
17 Saxton & Ulleskelf	1	Church Fenton ward (part – the parishes of Kirkby Wharfe with North Milford and Ulleskelf); Stutton with Hazelwood ward (part – the parishes of Barkston Ash, Grimston, Lead, Saxton with Scarthingwell and Towton)
18 Tadcaster East	2	Tadcaster East ward (Oxton parish, Tadcaster East ward (as proposed) of Tadcaster Town Council)
19 Tadcaster West	2	Stutton with Hazelwood ward (part – Stutton with Hazelwood parish); Tadcaster West ward (part – Newton Kyme cum Toulston parish, Tadcaster West ward (as proposed) of Tadcaster Town Council)
20 Whitley	2	Beal ward (part – Beal parish); Whitley ward (the parishes of Balne, Cridling Stubbs, Hensall, Heck, Kirk Smeaton, Little Smeaton, Stapleton, Walden Stubbs, Womersely and Whitley)

Figure B2:

The Commission's Draft Recommendations: Number of Councillors and Electors by Ward

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Appleton Roebuck	1	1,413	1,413	0	1,472	1,472	-5
2 Barlby	2	2,817	1,409	0	3,127	1,564	1
3 Brayton	3	4,219	1,406	0	4,557	1,519	-2
4 Camblesforth	2	3,022	1,511	7	3,326	1,663	8
5 Cawood with Wistow	2	2,922	1,461	3	3,116	1,558	1
6 Eggborough	2	2,592	1,296	-8	2,928	1,464	-5
7 Fairburn with Brotherton	2	2,719	1,360	-4	2,930	1,465	-5
8 Hambleton	3	4,213	1,404	-1	4,485	1,495	-3
9 Hemingbrough	2	2,723	1,362	-4	2,903	1,452	-6
10 Monk Fryston & South Milford	2	2,561	1,281	-9	2,933	1,467	-5
11 North Duffield	1	1,249	1,249	-12	1,362	1,362	-12
12 Riccall and Escrick	2	3,012	1,506	7	3,137	1,569	1
13 Selby North	3	4,185	1,395	-1	4,476	1,492	-3
14 Selby South	2	2,591	1,296	-8	2,877	1,439	-7
15 Selby West	2	3,000	1,500	6	3,220	1,610	4
16 Sherburn in Elmet	3	4,549	1,516	7	5,322	1,774	15
17 Saxton & Ulleskelf	1	1,351	1,351	-4	1,479	1,479	-4
18 Tadcaster East	2	2,981	1,491	5	3,134	1,567	1
19 Tadcaster West	2	2,857	1,429	1	3,306	1,653	7
20 Whitley	2	2,968	1,484	5	3,291	1,646	6
Totals	41	57,944	—	—	63,381	—	—
Averages	—	—	1,413	—	—	1,546	—

Source: Electorate figures are based on information provided by Selby District Council.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the district. The minus symbol (-) denotes a lower than average number of electors. For example, in 1998, electors in Askham Bryan ward were relatively over-represented by 71 per cent, while electors in Brayton ward were significantly under-represented by 64 per cent. Figures have been rounded to the nearest whole number.

