

# Fourth Statutory Review of Electoral Arrangements

## Fife Council Area





Local Government Boundary Commission for Scotland

# Fourth Statutory Review of Electoral Arrangements

## Fife Council Area

### Constitution of the Commission

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Report Number E06014

June 2006



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Local Government Boundary Commission for Scotland

Mr Tom McCabe MSP  
Minister for Finance and Public Service Reform

We, the Local Government Boundary Commission for Scotland, present our proposals for future electoral arrangements for Fife Council area resulting from our review of local government electoral arrangements as required by section 4 (1) of the Local Governance (Scotland) Act 2004.

In accordance with the provisions of section 18(3) of the Local Government (Scotland) Act 1973, as amended, copies of our report, together with illustrative maps, are being sent to Fife Council with a request that the report and maps are made available for public inspection at their offices. In addition copies of our report and maps in the form of PDF images on CDROM are being sent to those who received a copy of our consultation letter. Further, those who made representations during the 12-week public consultation exercise have been informed that the report has been published.

Notice is being given in newspapers circulating in the Fife Council area that the report has been made and that interested parties may inspect the report and maps at offices designated by the Council throughout its area or by accessing these documents on our web site.



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June 2006





## Summary

- The review was called for by section 4 of the Local Governance (Scotland) Act 2004.  
**Part 1, paragraph 1**
- The first Commencement Order, which signalled the start of the review process, was dated 20 August 2004.  
**Part 1, paragraph 5**
- Directions from the Scottish Ministers were issued to the Commission on 30 August 2004.  
**Part 1, paragraph 6**
- Our review of electoral arrangements was announced in a letter dated 6 September 2004 sent to each Chief Executive of the 32 Councils.  
**Part 1, paragraphs 10 – 16**
- The ward boundaries proposed by our review are based on topographical identifiers contained in the Ordnance Survey MasterMap large-scale digital plans.  
**Part 1, paragraphs 19 – 24**
- The July 2004 electoral register provided the base electorate for the review.  
**Part 1, paragraphs 25 – 26**
- Our first meeting with Fife Council took place on 21 September 2004 at the Council headquarters in Fife.  
**Part 2, paragraphs 1 – 3**
- The concluded view of the Council following our first meeting was received by us on 18 November 2004.  
**Part 2, paragraph 4**
- We provided the Council with our initial proposals for 24 wards in Fife Council area on 11 March 2005 and asked that a response be made within 2 months.  
**Part 2, paragraphs 20 – 21**
- The Fife Council response to our initial proposals was received on 12 May 2005.  
**Part 2, paragraphs 22 – 25**
- We published our provisional proposals for 23 wards electing 78 Councillors on 21 July 2005 and asked that representations be made to us by 13 October 2005.  
**Part 2, paragraphs 31 – 35**
- We received 33 representations during the statutory consultation period of 12 weeks.  
**Part 2, paragraph 36**
- Our consideration of representations.  
**Part 2, paragraphs 37 – 55**
- We recommend 14 x three member wards and 9 x four member wards for Fife Council area thereby returning a total of 78 elected members.  
**Part 3, paragraph 1**



## Part 1 Background

### Origin of the Review

1. The Local Governance (Scotland) Act 2004 introduced proportional representation for local authority elections. As a consequence, we were required to review electoral arrangements for all local authorities in Scotland for the elections due to take place in May 2007. This Report presents our findings and recommendations resulting from the review of Fife Council area called for by section 4(1) of the 2004 Act.

### The Local Governance (Scotland) Act 2004

2. The 2004 Act made a number of changes to the existing legislation, the Local Government (Scotland) Act 1973, as amended. These changes are set out at Appendix A. However, some of the changes have a particular impact on the review process and it is perhaps worth noting the following provisions:

- at least 2 months before taking any steps to inform other persons of our draft proposals, or any interim decision not to make proposals, we should inform the Council of our proposals (or any decision not to make proposals); and
- before informing any other person of our initial draft proposals, we should take into consideration any representation made by the Council during the period of 2 months beginning on the day on which the Council was informed of our initial draft proposal.

3. Schedule 6 to the 1973 Act, as amended, was further amended by the 2004 Act so that:

- at 1(2), the number calculated by dividing the number of local government electors in each electoral ward of a local government area by the number of councillors to be returned in that ward shall be, as nearly as may be, the same; and
- at 1(3)(b), any local ties which would be broken by the fixing of any particular boundary but if, in any case, there is a conflict between those criteria, greater weight shall be given to the latter.

4. The full text of the Schedule 6 rules as amended is set out at Appendix D.

### Commencement of the 2004 Act

5. The Minister for Finance and Public Services signed the first Commencement Order in relation to the Local Governance (Scotland) Act 2004 on 19 August 2004. As a consequence, Sections 4(1) to (4), 5(a) to (c) and (f) (Reviews of electoral arrangements) and Section 6 (Interpretation of Part 1) of the 2004 Act came into force on 20 August 2004. The Commencement Order also stated that, in exercising the functions conferred under the provisions referred to above, Scottish Ministers and the Commission should act on the assumption that the provisions of Part 1 of the 2004 Act are in force for all purposes.

## Directions from Scottish Ministers

6. On 30 August 2004, Scottish Ministers issued Directions to us in exercise of the powers conferred by Section 18(2A) and 18(2B) of the Local Government (Scotland) Act 1973, as amended. The Directions apply during the current review to any consultation conducted by us in accordance with Section 18(2)(a) of the 1973 Act, with the Council of any local government area affected by a review under Part II of that Act. A copy of these Directions is at Appendix B.

7. Amongst other things, the Directions required us to inform each Council, within 14 days of the date of the Directions, in writing, in a letter sent by recorded delivery addressed to the Chief Executive, of the:

- timetable we proposed for the consultation;
- timetable we proposed for the review;
- general approach we proposed to adopt in formulating proposals for ward boundaries;
- information we would like to have available to use in formulating our proposals;
- assistance which each Council would be asked to render to us in the process of review; and
- such other matters we felt appropriate.

8. On 30 August 2004, Scottish Ministers similarly issued Directions to Councils that they should cooperate with us in the conduct of our review and, in particular, that they should:

- establish and maintain an ongoing dialogue which, where appropriate, may include meetings with us;
- take all reasonable steps to ensure that any views expressed, or purporting to be expressed, by or on behalf of the Council to us are accurate;
- provide us with all such information as we may reasonably request; and
- provide us with all such information that the Council considered relevant, including any proposals or ideas a Council may have in relation to new ward boundaries, or otherwise in relation to the formulation of our proposals.

9. A copy of the Directions to Councils is set out at Appendix C.

## Announcement of our Review

10. We announced the start of our review of electoral arrangements in a letter to the Chief Executive of Fife Council dated 6 September 2004. With regard to our initial consultation, we informed the Chief Executive that paragraph 7 (subject to paragraph 9) of the Ministerial Directions to us mentioned above stipulated that we should meet with the Council no later than 12 weeks from the date of our letter. We were required to offer each Council two dates for such a meeting and that such a meeting should take place during the Council's ordinary working hours.

11. We proposed that our meeting with Fife Council should take place on either 21 September 2004 at 10:00 hrs or 22 September 2004 at 10:00 hrs. We asked the Council to inform us of any other dates within the 12-week period determined by the Directions which should be avoided in the event of our initial dates being unsuitable. We noted that we expected that meetings would be held at the Council's offices but offered, if necessary, to accommodate a meeting at our offices in Edinburgh.

12. With regard to the proposed meeting, we informed the Chief Executive that we would be represented by a Commissioner accompanied by a member or members of our Secretariat. We asked for facilities to be made available which would allow us to make a short presentation to provide background information and to illustrate how we proposed to undertake the review.

13. With our letter we enclosed an outline timetable (Appendix E) which set out the main stages for our review. We also set out details of the general approach which we intended to adopt in considering how revised electoral wards suitable for returning 3 or 4 elected members might be constructed within the terms of the statutory rules, whilst seeking better to reflect local perceptions of natural communities where possible and practicable to do so. We set out our proposal to use information from the July 2004 electoral register as the base electorate for our review and our intention to make available to the Council geographic information systems (GIS) data files containing counts of electors for each postcode within the Council area which would facilitate spatial analysis of these data.

14. Bearing in mind the importance we attached to perceptions of community focus and our concept of the contribution that this focus might make to the delineation of more stable boundaries in the longer term, we asked the Council to identify and map what it considered to be the boundaries between communities within its area. We made it clear that we were particularly interested in such boundaries being identified within contiguous built-up areas, such settlements, or groups of settlements, being likely to merit more than one multi-member ward. We also asked for information which would allow us to make a forecast of the electorate within the Council area at 2009, as required by the legislation.

15. We asked the Council to nominate an official as the recognised point of contact so that the close working relationship necessary to conduct a successful review could be established. We asked if the Council would confirm whether the locations used at the last review in 1996/1998 to deposit material for public consultation remained appropriate and if they would provide details of alternatives where necessary. We also asked for a list of the newspapers circulating within the Council area normally used for the publication of Statutory Notices.

16. We asked the Chief Executive if, prior to our proposed meeting, we could be informed of any particular issues that the Council might wish to discuss with us.

## General Issues

17. Three developments have made it possible for us to reconsider the process and practices of reviewing local government electoral arrangements and of accurately defining the boundaries of proposed wards. Firstly, the availability of computer-based geographic information systems (GIS) provides us with the ability to analyse a variety of localised data and then to develop and explore options for revised electoral ward geography. Secondly, the GIS technology, used in conjunction with Ordnance Survey (OS) large-scale digital data also allows for the boundaries of wards to be more precisely defined than has hitherto been possible – thus obviating the need for written boundary descriptions. Thirdly, the Representation of the People (Scotland) (Amendment) Regulations 2002 provide us, for the first time, with formal access to information contained in electoral registers and,

importantly, allow us to obtain that information in an electronic format which can be managed and spatially examined by means of our GIS facilities.

18. Use of the GIS technology, large-scale digital mapping and electoral register data in examining, reviewing and defining ward boundaries is outlined below.

## Definition of Electoral Ward Boundaries

19. Defining ward boundaries can raise particular difficulties in areas where changes to the built geography are not reflected on available paper maps. In many parts of Scotland such changes are now occurring more rapidly than in the past, with considerable consequences for our boundary review work.

20. The introduction of OS MasterMap® large-scale digital mapping affords the opportunity for the first time for electoral ward boundaries to be defined by means of unique topographical identifiers (TOID®s) which accurately identify the position of the natural and built features depicted by the large-scale digital data. Accordingly, it is possible to identify the boundaries of electoral wards electronically by directly linking the line of any boundary to, for the most part, the OS TOID®s.

21. All Councils in Scotland now have full access to OS MasterMap®, as do all central government bodies, agencies and government-sponsored organisations with GIS facilities. Generally, all such bodies using large-scale digital mapping have a preference for boundary information to be defined against that background.

22. As a consequence:

- all of the proposed ward boundaries we recommend are directly related to digital information contained in the Topography layer of OS MasterMap®, which was supplied to us by OS in July 2004, except where circumstances demand that a line between 2 unconnected TOID®s is necessary, for example, in crossing a road or river;
- where part of a ward boundary and the boundary of the Council area are coterminous, that part of the ward boundary is the boundary of the Council area as depicted in the Administrative Boundaries theme of the Topography Layer of OS MasterMap® as supplied to us by OS in July 2004; and
- where applicable, the coastal boundary of a ward is defined by means of the low water mark springs as depicted in a large-scale digital data set (prepared on our behalf by OS from its large-scale digital information) except in areas where, historically, all or part of the Council's seaward boundary presently has a recognised off-shore definition.

23. We are aware that, at the time of this review, OS is undertaking a Positional Accuracy Improvement initiative (PAI) and that it does not expect to complete this work in Scotland until March 2006. Further, the results of the PAI will not be fully incorporated into the OS large-scale digital maps until later in that year. Even after this detailed work by OS, the position of residential property existing at the time of our review will remain within the ward as defined by our review. This provides better long-term accuracy than would be provided by written boundary descriptions.

24. Drawing these matters together, we have worked on the reasonable assumption that the boundaries of wards will be more accurately defined than has been possible at previous reviews

and that any future dispute over the line of a particular boundary will be capable of resolution by reference to deposited copies of the ward boundaries in digital form in conjunction with deposited copies of the OS MasterMap® data (Topography layer and Administrative Boundaries theme of the Topography layer and coastline data) mentioned at paragraph 22 above.

## **Electorate Data used in the Review**

25. As mentioned at paragraph 17 above, in preparation for this review, we investigated and tested the potential offered by GIS technology in the preparation of proposals for revised electoral arrangements. To make fullest use of GIS systems in our review activities it is necessary to have the basic numerical data, for the most part electorate information, in a format which allows them to be directly associated with digital mapping showing the underlying geography to which it relates. Ideally, our preference would have been to link addresses in the electoral register directly to the background geography by means of a geo-referenced address database. However, in the absence of a definitive national address database, and being aware of the shortcomings of available address-based GIS databases, we researched the potential for making use of postcode geography maintained by the General Register Office for Scotland (GRO(S)) as a means of identifying the number of electors on the electoral register at a level of resolution low enough for us to develop and consider proposals for the boundaries of revised electoral wards. Initial tests, involving matching the postcodes for addresses on the electoral register with the GRO(S) postcode geography files, indicated that we could successfully identify electors on the electoral register at the small-user postcode which contained their address and, as a consequence, establish accurate counts of electorate for these postcodes.

26. The availability of up-dated electoral register information on a monthly basis allowed us to associate information on the electoral register at July 2004 with the most up-to-date postcode geography available from GRO(S) (August 2004) thus minimising the potential for mismatches between the two data sets. As a consequence, at the start of our review in Fife Council area, of the 273,400 electors on the register at July 2004, 273,348 (99.98 percent) could be identified within the postcode geography held in our GIS. The residual number of 52 electors were contained in 12 postcodes which, as far as we could ascertain, were newly allocated by the Post Office and, as such, had not yet appeared in the latest Post Office Address Files which GRO(S) uses to update and maintain its postcode geography system. We were, therefore, confident that postcoded electorate data for Fife Council area could be used as the initial building blocks for reviewing electoral arrangements in that area.



## Part 2 The Review in Fife Council Area

### Meeting with Fife Council

1. Our initial meeting with Fife Council took place on 21 September 2004 at 14:00 hrs at the headquarters offices of the Council at Glenrothes. We were represented at that meeting by Professor Hugh Begg, who was accompanied by Andrew Inglis and Bob Smith from our Secretariat.
2. We made a short illustrated presentation which set out the background to the review and the nature of our GIS systems, which provided us with the facility quickly and accurately to prepare proposals and examine alternatives. We demonstrated that the GIS allowed us to look closely at relevant matters such as the geography and topography, settlement patterns and communication links within Council areas. We explained that, as required by the Schedule 6 Rules, we needed information from the Council on house building, demolitions and known institutional development for the 5-year period to 2009 in order to form a view on the number of electors in the Council area at that time. We also invited Councils to provide information which would help us define areas recognised locally as communities. We set out our proposed timetable for the review, which envisaged 7 stages with completion by August 2006. A copy of the outline timetable is set out at Appendix E.
3. Following our presentation, we answered some general questions on matters relating to the review process. We also invited, and took careful note of, various views expressed in relation to the review in the Council area.

### Concluded View of the Council

4. The Ministerial Directions (Appendix B) issued on 30 August 2004 stated that each Council should, if it so desired, submit its concluded views on review matters to the Commission within one month of the date of our initial meeting. Fife Council submitted its concluded view to us on 18 November 2004 in the form of a Council Report accompanied by maps setting out proposals for 22 multi-member wards. The Report offered a very brief commentary giving the rationale underpinning each ward.

### Aggregation of Existing Wards

5. In compliance with the legislation as amended, our Secretariat set out for us options for creating new 3 or 4 member wards by combining existing single member wards.
6. We noted that there were difficulties in designing wards that reflected appropriately the distribution of settlements in the west of the Council area. Thus, for example, around the urban areas of Dunfermline and Rosyth identified community boundaries could not be satisfactorily accommodated. Similarly, in west central Fife the aggregation of existing wards required the division of settlements including Cowdenbeath, Lochgelly and Cardenden.
7. Using existing wards as building blocks left Kirkcaldy divided into 4 parts only one of which was wholly within its built-up area. Other parts of the town were variously associated with smaller

communities such as Thornton, Markinch, Kinghorn, Cardenden and Windygates and parts of the built up area of Glenrothes, and Kennoway which we considered unsatisfactory.

8. The settlement pattern around East Wemyss, Buckhaven, Methil, Windygates, Kennoway and Leven created particular problems with regard to the perceived focus of communities. In the area covered by the East Neuk, Howe of Fife, Cupar, St Andrews, Newport and Tayport a reasonable ward geography could be developed, although the shapes of the wards did not entirely reflect historical ties and transport links.

9. After consideration of these and all the other relevant matters, we were not persuaded that our initial proposals should be based on a configuration dictated by a simple aggregation of existing wards. We, therefore, decided not to continue with that approach but to consider others under which it might be possible that:

- all of Rosyth, together with North Queensferry, could be contained in a single ward rather than a part being associated with Dunfermline;
- the built up area of Dunfermline could be contained within wards without taking in parts of the surrounding rural electorates;
- Cowdenbeath and Lochgelly need not be divided;
- Leslie, Glenrothes and Markinch could be contained within 3 wards with strongly defined boundaries; and
- Kennoway and Windygates could be associated with Buckhaven, Methil and Leven area rather than linked to Glenrothes; and
- better account could be taken of the new housing developments forecast by the Council;

10. As a consequence of our decision, our Secretariat then moved to consider alternative designs for revised wards using the methodology made known to the Council and bearing in mind the information on perceived natural communities provided to us in its concluded view.

## Initial Proposals

11. Our Secretariat proposed 5 wards which encompassed Dunfermline, Rosyth, North Queensferry and the adjoining areas lying west of the A90 and M90, except for the area lying immediately north of Dunfermline and West of Kelty. North Queensferry and Rosyth were incorporated in a single ward., Dunfermline, together with a small area to its north and extending west to include Crossford was divided into 3 parts bearing in mind the amount of the new-build housing forecast particularly to the south-east of the town. The remainder of the western part of the Council area was accommodated within a single ward containing both rural areas and relatively small settlements.

12. In west central Fife our Secretariat proposed 5 wards. Kelty, Ballingry, Lochore and Kinglassie formed a ward that extended along the Council's north-western boundary. Lochgelly, Auchterderran and Cardenden lay in a ward immediately to the south alongside a ward containing Cowdenbeath and Crossgates. Along the Forth shoreline 2 wards were proposed: the first comprised Inverkeithing, together with Dalgety Bay, Aberdour and an adjoining rural area; the second included Burntisland, Kinghorn and the western extent of Kirkcaldy and its rural hinterland as far as Auchertool.

13. The relative locations of Kirkcaldy and Glenrothes posed particular problems. Our Secretariat's proposals for Kirkcaldy encompassed all of the town in 3 wards except for the small area to the west associated with Kinghorn and Burntisland. Similarly, Glenrothes, Leslie, Markinch and Thornton were brought together to form 3 wards.

14. The area covered by East Wemyss, Buckhaven, Methil, Windygates, Leven, Kennoway and Lower Largo included areas with long established community identities. It was clear that these could only be resolved wholly satisfactorily by the creation of a 5-member ward covering part of that area. However, that was not possible within the terms of the legislation. Within that constraint, our Secretariat proposed 2 coastal wards comprising the predominantly urban areas of East Wemyss Buckhaven and part of Methil; and the remainder of Methil, Leven and Lower Largo. A third, landward and largely rural ward, encompassing Kennoway and Windygates and extended northwards to include Kingskettle.

15. For the eastern and northern extent of the Council area, our Secretariat proposed 2 wards that focussed on Cupar and St Andrews, 2 largely rural wards: one covering the East Neuk and its hinterland, and the other accounting for an area largely comprising the Howe of Fife. A third ward brought together Wormit, Newport on Tay, Tayport, Leuchars and Balmullo.

16. All of the wards proposed by our Secretariat were acceptable in terms of electoral parity. In terms of perceived community focus, we were content that the proposals for the west of the Council area were acceptable. Although we had some concerns about the ward which included Kelty, Balingry, Lochore and Kinglassie there was no obvious alternative. Similarly, we had some concerns regarding the association of part of Kirkcaldy with Burntisland and Kinghorn, but we were unable to establish an alternative that could contain all of Kirkcaldy within wards that did not include any other sizeable settlements. Again it was clear that if it had been possible to propose wards returning 5-members a better community-based option could have emerged. The area around Buckhaven, Methil and Largo also caused us some difficulties, but these could not be resolved within the terms of the legislation. Although we were broadly content with the proposals covering the east and north of the Council area, we required a number of minor adjustments to be made to a small number of boundaries, notably at Lumphinnans, where it was evident that the underlying postcode geography produced unsatisfactory lines.

17. We considered our Secretariat's proposals alongside those provided by the Council and in doing so concluded that the former divided fewer settlements and identifiable communities and generally better met the requirements of electoral parity.

18. Having carefully considered the revised ward geographies, we concluded that our Secretariat's proposals should be adopted, subject to minor amendments, as our initial proposals. In the course of our deliberations we took fully into account the Schedule 6 rules, and the requirement placed upon us that we make recommendations which, in our view, are in the interests of effective and convenient local government.

19. Following full discussion it was agreed that our initial proposals for Fife Council area should comprise 24 electoral wards of which 18 were 3-member wards and 6 were 4-member wards as follows:

Ward Number a	Forecast Electorate b	Number of Elected Members c	Average Electorate per Member d	Divergence from Parity (%) e
1	14,210	4	3,553	0
2	10,700	3	3,567	1
3	14,100	4	3,525	-1
4	14,905	4	3,726	5
5	10,395	3	3,465	-2
6	13,235	4	3,309	-7
7	10,720	3	3,573	1
8	11,295	3	3,765	6
9	9,690	3	3,230	-9
10	11,105	3	3,702	4
11	11,445	3	3,815	8
12	11,490	3	3,830	8
13	10,620	3	3,540	0
14	11,155	3	3,718	5
15	13,570	4	3,393	-4
16	11,545	3	3,848	8
17	10,790	3	3,597	1
18	10,510	3	3,503	-1
19	13,475	4	3,369	-5
20	10,290	3	3,430	-3
21	10,665	3	3,555	0
22	10,070	3	3,357	-5
23	10,400	3	3,467	-2
24	10,280	3	3,427	-3

## Informing the Council of our Initial Proposals

20. We submitted our initial proposals to Fife Council on 11 March 2005, illustrated by maps showing the boundaries of the proposed wards. We also provided details of the forecast of electorate for each ward at 2009, a GIS file containing the boundaries of each ward and a CDROM containing maps of the proposed ward boundaries in PDF image format. (A GIS file containing the GRO(S) postcode geography showing the 2004 electorate together with the expected new build/demolition etc data and the electorate for each postcode at 2009 arising from these components of change was also available to the Council to assist with the review process.)

21. We asked the Council to provide its views on our initial proposals within two months as specified in the legislation. Contact was maintained with the Council at officer level throughout this initial consultation period.

## The Fife Council Response

22. We received Fife Council's response to our initial proposals on 12 May 2005. The Council offered no comments on our proposals for Wards 1, 3, 6, 11 – 13 and 18. Maps and GIS files together

with written comments were provided for areas where changes were requested. The overall effect of the revisions would have reduced the number of wards from 24 to 23.

23. The Council considered: that Ward 2, Kingseat, should be removed and incorporated in a further revision of Ward 7. Wards 7, 9 and 10 should be revised as set out in the maps provided because a ward stretching from Steelend to Glenrothes was not considered a recognisable community. A minor change was proposed in Ward 8 at the Lumphinnans bowling green and pavilion.

24. Wards 14, 15 and 16 should be reconfigured better to reflect the communities in and around Glenrothes, and Levenmouth. Kingskettle, Kettlebridge and Kettlehill were incorporated in a revised ward 17 to better match community ties in the Howe of Fife. Lundin Links was moved into Ward 20 to reflect community ties with the East Neuk of Fife and enable better representation around Levenmouth.

25. The south western boundary of Ward 21 should be extended to incorporate Pitlessie and Balmalcolm to better represent the natural community links in the area. Likewise the area covered by wards 22 – 24 should be revised in order to reflect historical and community links. The proposed revisions required consequential changes to wards 16, 17, 20, 21 and 23 better to reflect groupings of communities.

## Consideration of the Council Response to the Initial Proposals

26. In reviewing the Council's response, we noted that 9 of the wards proposed in our initial proposals were entirely acceptable to the Council and that in many of the remaining wards only minor amendments were proposed. However, the extent of the revision in the area encompassing Buckhaven, Methil, Leven, Kennoway, Windygates and Largo had consequences that extended over a wider area. Although the revisions associated Kennoway with Leven, the nearby settlement of Windygates, was included in a ward with part of the built-up area of Glenrothes some distance to the west. The revised ward which contained Largo was substantially over-represented, and within Glenrothes an appropriate balance between parity and community focus had not been achieved.

27. The Council's proposals for Ward 20 allocated 4 members when the electorate justified only 3 members. After examining the options available, we concluded that a revision which associated Largo in a 4-member ward with Leven, Kennoway and Windygates was acceptable in terms of parity and had the benefit of associating Windygates with its closest neighbours. This amendment required a reconfiguration of the wards covering Markinch, Leslie, Thornton, and Glenrothes, where we took the opportunity to review the boundaries within its built-up area.

28. In order to remove unacceptable disparities in the revised ward electorate over the wider area, we found it necessary to associate Kinglassie with Glenrothes, and this had the benefit of bringing Ward 9, as revised by the Council, closer to parity. We noted that it was possible to design a configuration of wards which improved electoral parity, utilised strong and easily identifiable ground features, and minimised the division of perceived communities. Accordingly, we agreed to adopt this wider revision within our provisional proposals.

29. We agreed to accept the Council's proposals for the revision to Wards 17 and 22 which associated Kingskettle and Kettlebridge within the same ward.

30. With the exception of Kinglassie, which we associated with Glenrothes, we accepted all of the revisions proposed by the Council for wards in west central Fife encompassing Kelty, Ballingry, Lochore and Kinglassie, Cowdenbeath, Loghelly, and Cardenden.

## Provisional Proposals

31. Our provisional proposals for revised electoral arrangements in Fife Council area made provision for a Council of 78 elected members in 14 wards each returning 3 members and 9 wards each returning 4 members as follows:

Ward		Forecast Electorate  c	Number of Elected Members  d	Average Electorate per Member  e	Divergence from Parity(%)  f
Number a	Name b				
1	West Fife and Coastal Villages	14,250	4	3,563	0
2	Dunfermline North	10,000	3	3,333	-6
3	Dunfermline Central	14,240	4	3,560	0
4	Dunfermline South	14,800	4	3,700	4
5	Rosyth	10,390	3	3,463	-2
6	Inverkeithing and Dalgety Bay	13,250	4	3,313	-7
7	The Lochs	10,120	3	3,373	-5
8	Cowdenbeath	11,060	3	3,687	4
9	Fife Coalfields	10,245	3	3,415	-4
10	Burntisland, Kinghorn and Western Kirkcaldy	11,165	3	3,722	5
11	Kirkcaldy North	11,055	3	3,685	4
12	Kirkcaldy Central	11,490	3	3,830	8
13	Kirkcaldy East	10,580	3	3,527	-1
14	Glenrothes West and Kinglassie	13,670	4	3,418	-4
15	Glenrothes North, Leslie and Markinch	13,880	4	3,470	-2
16	Glenrothes Central and Thornton	10,600	3	3,533	0
17	Howe of Fife	11,530	3	3,843	8
18	Tay Bridgehead	10,495	3	3,498	-1
19	St Andrews	13,455	4	3,364	-5
20	East Neuk	10,400	3	3,467	-2
21	Cupar	11,040	3	3,680	4
22	Leven, Kennoway and Largo	14,890	4	3,723	5
23	Buckhaven, Methil and the Wemyss	14,055	4	3,514	-1

32. We published our provisional proposals for revised electoral arrangements in Fife Council area on 21 July 2005. These differed substantially from our initial proposals in that they reflected many of the changes sought by the Council and further modifications we had deemed necessary whilst considering these changes. We also made additional changes necessary to fix the proposed boundaries to the OS MasterMap® TOID®s (see Part 1 paragraphs 19-24).

33. A statutory notice, detailing where our provisional proposals had been deposited for the public consultation and setting out the arrangements we had made for receiving representations, was published in The Courier, The Dunfermline Press, The Fife Free Press, The East Fife Mail and The St Andrews Citizen. Copies of the documents and maps deposited for the public consultation were also

placed on our web site. A short news release was issued on 20 July 2005. The Council was also provided with copies of the documentation and maps on CDROM which it was free to distribute on a wider basis. Further, we provided the Council with GIS files containing the proposed ward boundary details.

34. All MPs and MSPs with a constituency interest were provided with copies of our provisional proposals on CDROM as were the headquarters organisations of the political parties represented at the Scottish Parliament. We also informed the Scottish Parliament Information Centre, Community Councils, Electoral Registration Officers and the Electoral Commission of our provisional proposals.

35. We asked that representations should be made to us within the 12-week period ending on 13 October 2005. We informed all concerned that representations could be made by writing to our Secretary at 3 Drumsheugh Gardens Edinburgh, EH3 7QJ, by email to [fife@lgbc-scotland.gov.uk](mailto:fife@lgbc-scotland.gov.uk) by fax at 0131 538 7511, or by using the representations pro forma accessible on our web site at [www.lgbc-scotland.gov.uk](http://www.lgbc-scotland.gov.uk). Those making representations were asked to provide their full postal address including postcode.

## Representations

36. Thirty-three representations were received during the statutory public consultation. The main points raised by the parties are summarised below:

### The Council

**Fife Council** requested: that Kingskettle, Balmalcolm and Pitlessie be kept together in one ward; that the boundary between Wards 15 and 17 at Gateside should be amended; and that the names of wards 9, 17, 20 and 23 should be changed to Lochgelly and Cardenden, Howe of Fife and Tay Coast, East Neuk and Landward; and Buckhaven, Methil and Wemyss Villages respectively.

### Councillors

**Councillor Jardine** believed that it would be beneficial if Community Councils were kept wholly within wards. He thought that some properties would be better served by being transferred between Wards 15 and 17.

**Councillor Melville** requested that the whole area of Magus Muir Woodland be within Ward 19.

### Local Political Parties

**North East Fife Conservative & Unionist Association** supported the proposals for north-east Fife, Glenrothes and Leven, suggested that the wards in the Dunfermline and Kirkcaldy areas should be reviewed to produce better balanced proposals, and considered that Largo and Lundin Links should be within Ward 20 rather than Ward 22 because these areas had an affinity with the East Neuk of Fife.

**Glenrothes Conservative and Unionist Association** supported the proposals for north-east Fife, Glenrothes and Leven but considered that the proposals for the Dunfermline and Kirkcaldy areas should be reviewed because the proposed wards were imbalanced.

## Community Councils

**Aberdour Community Council** requested that Puddledub should be included in Ward 6 and that North Queensferry should also be within that ward. The name of Ward 6 should be amended to include “Aberdour” or, alternatively, “South Fife” could be adopted as the ward name.

**Auchtermuchty & Strathmiglo Community Council** was concerned about the geographical size of Ward 17.

**Balmullo Community Council** considered that Balmullo would sit better with St Andrews.

**Benarty Community Council** disagreed with the proposals and was concerned that if members of the public did not receive an appropriate response from one councillor they would simply contact another. The proposal to join the Benarty area with Kelty made little sense.

**Boarhills and Dunino Community Council** expressed a preference to remain in Ward 20 rather than be included in Ward 19.

**Cardenden and Kinglassie Community Council** considered that geographical considerations, rather than population or political considerations should link communities and objected to the boundary between Ward 1 and Ward 9 which split the community council area. Cardenden would be linked to Lochgelly in west Fife, and Kinglassie would be associated with Glenrothes. The names for Ward 9 and Ward 7 were generic rather than location specific as in other areas.

**Crossford Community Council** requested that the name of Ward 3 be amended to “Crossford and Dunfermline Central” or “Dunfermline Central and Crossford”.

**East Neuk Communities Group** was concerned with the exclusion of Largo and Upper Largo from Ward 20, areas which should be aligned with the East Neuk rather than Leven. The name of Ward 20 should be amended to “East Neuk Landward” or “East Neuk and Landward”.

**Freuchie Community Council** requested that the boundary between Wards 15 and 17 be amended to be coterminous with that of the Community Council.

**Kennoway Community Council** indicated that there was no support for the inclusion of Lundin Links and Largo in Ward 22, which was seen as breaking a natural area to fit with numbers.

**Kettle Community Council** requested that all of the Community Council area be contained in Ward 17.

**Kingsbarns Community Council** opposed the proposals as they adversely affected local community connections and would have a negative impact on local schooling.

**Kirkcaldy West Community Council** was disappointed that the shape of the wards for Fife in general, and Kirkcaldy in particular, failed to identify natural boundaries or respect the community structure. It was concerned with Ward 10, which linked areas of Kirkcaldy

with Kinghorn, Burntisland and Auchtertool and with the delineation of Ward 12, believing that better boundaries could have been chosen. The proposals ignored local geography for the sake of numerical equality.

It asked for justification of the mechanics of STV-PR, concluding that in a 4-member ward, successful candidates would require at least 25% of votes whereas for a 3-member ward the figure was 33%. It suggested that 26 seats returning 3 members would be the straightforward solution. A mixture of 3- and 4-member wards could be justified if all the 4-member wards were town-based and all the 3-member wards were landward.

**Largo Area Community Council** objected to the inclusion of the Largo area in Ward 22. The proposal ignored the close historical ties between Upper Largo, Lower Largo and Lundin Links and the East Neuk of Fife. A new boundary to the west of Lundin Links was proposed. A petition with 630 signatures supported these views.

**Markinch Community Council** requested that all of the Community Council area be contained within one ward.

**Pitteuchar, Stenton and Finglassie Community Council** objected to Stenton and Finglassie being within Ward 14, thereby removing these areas from their natural community. The community council area would be split and would have to deal with 7 councillors. Stenton and Finglassie should transfer from Ward 14 to 16, the revised wards returning 3 and 4 members respectively.

**Royal Burgh of Kilrenny, Anstruther and District Community Council** was concerned whether councillors would be responsible for specific geographical areas or for specific topics; and whether all ward councillors would attend community council meetings. The name of Ward 20 should be amended to “East Neuk Landward” or “East Neuk and Landward”.

**Royal Burgh of St Andrews Community Council** stated that it was content with the proposals and would resist any substantial change.

**Saline and Steelend Community Council** requested that the boundary of Ward 1 be amended to incorporate all of the Community Council’s area.

## Other representations

**Six letters** variously objected to the proposals placing Lower Largo in a ward with Windygates and Kennoway. The proposals ignored business, culture and historic ties and representation would be negatively affected because of the size of the ward and the higher populations of Leven, Windygates and Kennoway. Lower Largo was an East Neuk village with long associations with rural north-east Fife. There was no reason why Lower Largo should not be part of a 4-member ward within East Neuk rather than within a ward based on Levenmouth.

**A letter** proposed that Balmalcolm should be associated with Kingskettle and Kettlebridge rather than with Cupar.

**A letter** requested that the boundary between Ward 6 and 10 be amended to include Puddledub in the same ward as the main body of the Aberdour Community Council.

**A letter** considered that Kingsbarns, Boarhills, Dunino and Camerons had links with St Andrews, and objected to the southern boundary for Ward 19 being placed so close to the town as this had effectively broken existing ties.

## Consideration of Representations

37. We considered the request from Fife Council for minor changes to the boundary between Wards 15 and 17 at Gateside. We also noted the representations with regard to minor amendments in the areas of Gateside, Muirhead and Welltree which altered the boundaries of Wards 15, 17 and 21 to better reflect community council boundaries and retain small areas with their historical communities. We agreed to adopt the changes proposed which had little impact on the overall configuration of wards.

38. We considered the request from Fife Council that Pitlessie, Kingskettle and Balmalcolm be kept together in one ward and noted that placing the whole area either in Ward 17 or in Ward 21 increased the divergence from electoral parity to an unacceptable level. Although we explored further widespread adjustments which might facilitate the proposed changes, we found that the changes necessary would have an impact on a substantial number of electors in adjoining wards from which no objections to our proposals had been received. We noted the very few representations requesting that Pitlessie be included in Ward 17 but were not persuaded that our proposals should be modified. However, we agreed that Balmalcolm could be included in Ward 17.

39. When we considered the representations and petition of 630 names concerning the proposal to place Lundin Links/Lower Largo/Upper Largo in Ward 21 rather than Ward 22, we noted that none of the local communities of Leven, Methil, Kennoway and Lundin Links/Largo had been split by the boundaries we proposed. We also noted that a straightforward transfer of electorate between these 2 wards resulted in significant deviations from electoral parity, which we considered to be unacceptable within the terms of the statutory rules. Nevertheless, we explored the potential for making consequential adjustments which would accommodate the change requested. It was evident that it would be necessary to increase the combined electorates of Wards 20 and 22 so that both might return 4 members. We were unable to identify a suitable block of electors which would readily allow us to rebalance the electorates in adjacent wards. Further, we noted that because of the geography of the area it was evident that consequential changes would have a substantial impact to our proposals for wards 15-17, 19, 21 and 23. No satisfactory solution which improved upon our provisional proposals was found. Accordingly, we concluded that our provisional proposals for wards 21 and 22 should stand.

40. When we considered the representations from North East Fife Conservative and Unionist Association and the Glenrothes Conservative and Unionist Association in respect of the wards in Dunfermline and Kirkcaldy, we were content that there was no significant electoral imbalance in either area.

41. We considered the boundary of Ward 19 at Magus Muir Woodland and agreed that the proposed change, which affected few electors, should be adopted.

42. We considered the representations regarding Puddledub, noted that it would retain Aberdour Community Council area in one ward and that it only affected a small number of electors. Accordingly, we agreed to adopt the proposed change.

43. We noted the letter concerning the extent of Ward 17 and, following a review found that, compared to rural wards proposed elsewhere in Scotland, the size of Ward 17 was not excessive. Accordingly, we agreed not to amend our proposals.

44. We considered whether the area of Balmullo Community Council should be transferred into Ward 19 but found that to accommodate the change it would be necessary also to transfer Guardbridge Community Council area into Ward 19. The consequence for electoral parity in Ward 18 was unacceptable within the terms of the statutory rules. We noted the measure of support for our proposals relating to north-east Fife and, with these matters in mind, we were not persuaded to amend our provisional proposals for this area.

45. We considered the boundary between Ward 9 and Ward 14 and noted that placing the whole of Cardenden and Kinglassie Community Council area within Ward 9 would result in an unacceptable divergence from electoral parity in Ward 14. As a consequence, we were not persuaded to amend our proposals.

46. We considered the representation concerning Ward 10, and the links between western Kirkcaldy and Kinghorn, Burntisland and Auchtertool and Ward 12. We noted that, in the existing ward structure, parts of Kirkcaldy were included within wards that contained electors in nearby settlements. We re-examined our proposals and concluded that the geography and settlement pattern in the area weighed heavily against us making any amendment in respect of Ward 10 and the links between Kirkcaldy, Kinghorn, Burntisland and Auchtertool. With regard to Ward 12, adopting the alternative boundaries offered to us required the transfer of a significant body of electorate from Ward 13 to Ward 12 leading to divergences from parity which were not acceptable within the terms of the statutory rules. Bearing the above in mind, we were not persuaded to amend our proposals in respect of Kirkcaldy.

47. We examined the boundary between wards 15 and 16 with regard to the area of Markinch Community Council and agreed that the proposed change, which affected few electors, should be adopted.

48. We considered the proposal that the Stenton and Finglassie areas should be transferred from Ward 14 to Ward 16 which would accommodate Pitteuchar, Stenton and Finglassie Community Council. However, the proposal had a significant adverse effect on electoral parity in both wards, which was not acceptable within the terms of the statutory rules. Accordingly, we were unable to adopt the change proposed.

49. We agreed to amend Wards 1 and 7 to accommodate all of Saline and Steelend Community Council area within Ward 1.

50. We considered the representations concerning Kingsbarns and Boarhills and noted that both The Royal Burgh of St Andrews Community Council and Boarhills & Dunino Community Council - which is closer to St Andrews than Kingsbarns - were content with our proposals. Bearing in mind these views, we agreed not to amend our proposals in this area.

51. We considered the various representations regarding ward names and, bearing in mind our general policy on such matters, we agreed that ward names proposed by the Council should be adopted.

52. We noted the representation which considered that linking Benarty with Kelty and Kingseat made little sense. However, no alternative proposals were offered and, consequently, we agreed not to amend the provisional proposals.

53. We noted comments concerning the mix of 3 and 4-member wards in our proposals and the proposition that wards should comprise either wholly urban or wholly rural electorates. We were

content that the settlement pattern, communities and distribution of electorate across Fife Council area did not allow for the adoption of such an arrangement.

54. We noted the concerns regarding councillors' areas of responsibility and the conduct of Council business arising from the introduction of STV-PR. However, consideration of the operational aspects of multi-member wards fell outside of our sphere of concern.

55. We noted the question regarding electoral equality between 3- and 4-member wards. However, this matter was outwith the scope of our review.

## Part 3 Final Recommendation

1. Having conducted the fourth statutory review of electoral arrangements for Fife Council area in accordance with the procedures described in Parts 1 and 2 above, we recommend that future electoral arrangements for the said Council area should provide for a Council of 78 elected members in 14 wards each returning 3 members and in 9 wards each returning 4 members as follows:

Ward		Forecast Electorate	Number of Elected Members	Average Electorate per Member	Divergence from Parity(%)
Number a	Name b				
1	West Fife and Coastal Villages	14,290	4	3,573	1
2	Dunfermline North	10,000	3	3,333	-6
3	Dunfermline Central	14,240	4	3,560	0
4	Dunfermline South	14,800	4	3,700	4
5	Rosyth	10,390	3	3,463	-2
6	Inverkeithing and Dalgety Bay	13,260	4	3,315	-7
7	The Lochs	10,080	3	3,360	-5
8	Cowdenbeath	11,060	3	3,687	4
9	Lochgelly and Cardenden	10,245	3	3,415	-4
10	Burntisland, Kinghorn and Western Kirkcaldy	11,155	3	3,718	5
11	Kirkcaldy North	11,055	3	3,685	4
12	Kirkcaldy Central	11,490	3	3,830	8
13	Kirkcaldy East	10,580	3	3,527	-1
14	Glenrothes West and Kinglassie	13,670	4	3,418	-4
15	Glenrothes North, Leslie and Markinch	13,845	4	3,461	-2
16	Glenrothes Central and Thornton	10,585	3	3,528	-1
17	Howe of Fife and Tay Coast	11,665	3	3,888	10
18	Tay Bridgehead	10,495	3	3,498	-1
19	St Andrews	13,460	4	3,365	-5
20	East Neuk and Landward	10,400	3	3,467	-2
21	Cupar	10,965	3	3,655	3
22	Leven, Kennoway and Largo	14,875	4	3,719	5
23	Buckhaven, Methil and Wemyss Villages	14,055	4	3,514	-1

2. The boundaries of the proposed electoral wards are described in the form of digital data as set out at Part 1 paragraph 22 of our report. These data files, which have been securely stored on magnetic media at the date of publication of our report, comprise GIS files in shapefile format containing the features copied from the OS MasterMap®, large-scale digital data as supplied to us at July 2004. A full copy of the OS MasterMap®, Topography Layer, the Fife Council area boundary depicted in the Administrative Boundaries theme and the low water mark ordinary springs large-scale digital data (prepared on our behalf by OS from its large-scale digital information) has similarly been

secured on magnetic media. These secured data files ensure that the proposed ward boundary polyline shapefiles data can be verified against the July 2004 version of the large-scale base mapping from which the proposed ward boundaries are derived.

3. A statutory notice, detailing where our report has been deposited for inspection was published in The Courier, the Dunfermline Press, the Fife Free Press, the East Fife Mail and the St Andrew's Citizen. A news release announcing the publication of our report was also issued.

4. Maps at the print size and scale set out below have also been deposited for public inspection at the locations set out in the statutory notice:

• Fife Council area	A0	scale 1:75,000
• Dunfermline and surrounding area	A2	scale 1:25,000
• Buckhaven and Methil and surrounding area	A2	scale 1:25,000
• Glenrothes and surrounding area	A2	scale 1:25,000
• Kirkcaldy and surrounding area	A2	scale 1:25,000

5. Our report and the maps detailing the recommended ward boundaries, together with individual maps of each of the recommended wards, are available on our web site at [www.lgbc-scotland.gov.uk](http://www.lgbc-scotland.gov.uk) and can be viewed or downloaded free of charge within the constraints imposed by Crown copyright.

## Appendices

- Appendix A Extract from Local Governance (Scotland) Act 2004
- Appendix B Direction Under Section 18(2A) of The Local Government (Scotland) Act 1973
- Appendix C Direction Under Section 18(2A) of The Local Government (Scotland) Act 1973
- Appendix D Local Government (Scotland) Act 1973, as amended  
Schedule 6 – Rules to be observed in considering electoral arrangements
- Appendix E Review Timetable
- Appendix F Illustrative Maps

## Appendix A

### Extract from Local Governance (Scotland) Act 2004

#### 4 Reviews of electoral arrangements

- (1) As soon as practicable after the commencement of this section the Boundary Commission shall-
  - (a) review the electoral arrangements for all local government areas for the purpose of considering future electoral arrangements for those areas, and
  - (b) formulate proposals for those arrangements.
- (2) Part II of the 1973 Act applies to a review under subsection (1) as it applies to a review under section 16 of that Act except that section 17 of that Act has effect as if it required-
  - (a) the Boundary Commission to submit a report on any review before such date as the Scottish Ministers may direct, and
  - (b) the Scottish Ministers to make an order under section 17 giving effect to the proposals of the Commission under subsection (1) (whether as submitted to them or with modifications).
- (3) The Boundary Commission shall, when complying with section 18(2)(aa) of the 1973 Act on a review under subsection (1), also inform the council of the reasons for any differences between-
  - (a) their draft proposals, and
  - (b) the draft proposals which would have been made had they been formulated on the basis that each electoral ward of a local government area is to consist of a combination of existing electoral wards (the rules set out in Schedule 6 to that Act having been disregarded in so far as those rules conflicted with that basis).
- (4) The Boundary Commission shall disregard subsection (3) when formulating proposals for future electoral arrangements under subsection (1).
- (5) The 1973 Act is amended as follows-
  - (a) in section 16(2) (duty of Boundary Commission to carry out periodic reviews of electoral arrangements), for “Schedule 5 to this Act” substitute “section 4(1) of the Local Governance (Scotland) Act 2004 (asp 9)”,
  - (b) in section 18 (procedure for reviews)-
    - (i) in subsection (2), after paragraph (a) insert-

- “(aa) at least two months before taking any steps under paragraph (b) below to inform other persons of any draft proposals or any interim decision not to make proposals, inform the council of any local government area affected by the review of those proposals or that decision;
- (ab) before taking any such steps, take into consideration any representation made to them by such a council during the period of two months beginning on the day on which the council is informed under paragraph (aa);”,
- (ii) after subsection (2) insert-
  - “(2A) The Scottish Ministers may give directions to-
    - (a) the Boundary Commission,
    - (b) the council of any local government area affected by a review, in relation to consultation under subsection (2)(a) above.
  - (2B) Such directions may be given generally or in relation to particular reviews or particular aspects of reviews.”,
- (c) section 20 is repealed,
- (d) in subsection (1) (interpretation) of section 28, in the definition of “electoral arrangements”, after “councillors”, where second occurring, insert “, the number of councillors for each electoral ward”,
- (e) in subsection (2) (review of electoral arrangements to be carried out in compliance with certain enactments) of that section-
  - (i) after “Act”, where first occurring, insert “or section 4(1) of the Local Governance (Scotland) Act 2004 (asp 9)”, and
  - (ii) for “section 5 of the Local Government etc. (Scotland) Act 1994” substitute “section 1 of the Local Governance (Scotland) Act 2004 (asp 9)”,
- (f) Schedule 5 is repealed,
- (g) in sub-paragraph (2) of paragraph 1 of Schedule 6, for the words from “of”, where fourth occurring, to the end of that sub-paragraph substitute “calculated by dividing the number of local government electors in each electoral ward of that local government area by the number of councillors to be returned in that ward shall be, as nearly as may be, the same.”, and
- (h) at the end of sub-paragraph (3) of that paragraph insert-
 

“but if, in any case, there is a conflict between those criteria, greater weight shall be given to the latter.”

## Appendix B

### **DIRECTION UNDER SECTION 18(2A) OF THE LOCAL GOVERNMENT (SCOTLAND) ACT 1973**

1. The Scottish Ministers, in exercise of the powers conferred by section 18(2A) and (2B) of the Local Government (Scotland) Act 1973 (“the Act”), and of all other powers enabling them in that behalf, hereby give the following directions to the Local Government Boundary Commission for Scotland (“the Commission”).
2. These directions apply in relation to any consultation carried out by the Commission, in accordance with section 18(2)(a) of the Act, with the council of any local government area affected by a review under Part II of the Act (“the council”).
3. In carrying out any such consultation, the Commission shall comply with the requirements set out in paragraphs 4 to 12 below.

#### **Information to be provided by the Commission**

4. The Commission shall, within 14 days of the date of this Direction, inform the council in writing, by letter, by recorded delivery, addressed to the Chief Executive of that council of the following–
  - (a) the timetable proposed by the Commission for that consultation;
  - (b) the timetable proposed by the Commission for the review to be conducted by the Commission under section 4(1) of the Local Governance (Scotland) Act 2004;
  - (c) the general approach the Commission proposes to adopt in formulating its proposals for ward boundaries;
  - (d) the information the Commission would like to have available to use in formulating those proposals;
  - (e) the assistance which that council would be asked to render to the Commission in the process of the review; and
  - (f) such other matters as the Commission considers appropriate.

#### **Process of consultation with the council**

##### **General**

5. The Commission shall take all reasonable steps to establish and maintain an ongoing dialogue with the council for the purposes of the review. That dialogue may be conducted in person, orally, in writing or otherwise.

6. In the course of the consultation, the Commission shall encourage the council-
  - (a) to establish, and communicate to the Commission, any proposals or ideas that the council may have in relation to new ward boundaries, or otherwise in relation to the formulation of the Commission's proposals; and
  - (b) to provide such factual information held by the council as the Commission or the council think relevant in relation to the formulation of the Commission's proposals.

### Meeting with the council

7. Subject to paragraph 9, the Commission shall meet with the council no later than twelve weeks after the date of the letter sent in terms of paragraph 4.
8.
  - (1) The Commission shall propose to the council 2 dates, and the times on those dates, on which that meeting might take place.
  - (2) Where the council indicates that those proposals are unsuitable then the Commission shall offer 2 further dates, and the times on these dates, on which the meeting might take place.
  - (3) All of the dates and times proposed by the Commission under this paragraph shall be within the ordinary working hours of the council.
  - (4) Nothing in this paragraph shall prevent the Commission and the council meeting at any time which is not within the ordinary working hours of the council where the Commission and the council so agree.
9. The Commission is not required to meet with the council where-
  - (a) the council indicates that it does not wish to meet the Commission; or
  - (b) the council fails to respond to any proposal made under
    - (i) paragraph 8(1), during the period of 14 calendar days beginning with the day on which the council received that proposal; or
    - (ii) paragraph 8(2), during the period of 7 calendar days beginning with the day on which the council received that proposal.

### Formal written views of the council

10.
  - (1) The Commission shall take all reasonable steps to ensure that they have received the concluded view of the council in writing on the matters raised in the consultation by no later than-
    - (a) the end of the period of four weeks beginning with the date of any meeting held in accordance with paragraph 7; or

- (b) in the event that, in terms of paragraph 9, no meeting took place between the Commission and the council, the end of the period of four weeks beginning with -
  - (i) the date on which the council indicated that it did not wish to meet the Commission; or
  - (ii) the date on which the period referred to in paragraph 9(b)(i), or if applicable, 9(b)(ii) ends,whichever may apply.

- (2) Where the Commission have not received the concluded view referred to in sub-paragraph (1), within the timescale provided for in that sub-paragraph, the Commission may disregard any conflict in the views that have been expressed by, or purportedly by, the council where, in the opinion of the Commission, those views conflict.

11. Where the Commission is of the opinion that it has not received the concluded view of the council it shall notify the council of that fact no fewer than 7 calendar days before the end of the consultation.

12. For the purposes of these directions, the Commission shall assume that a view expressed as being the concluded view of the council is the concluded view of the council if that view is expressed in a letter from the Chief Executive of the council to the Commission.

Andrew P Kerr

A member of the Scottish Executive

Edinburgh  
30th August 2004

## Appendix C

### **DIRECTION UNDER SECTION 18(2A) OF THE LOCAL GOVERNMENT (SCOTLAND) ACT 1973**

1. The Scottish Ministers, in exercise of the powers conferred by section 18(2A) and (2B) of the Local Government (Scotland) Act 1973 (“the Act”), and of all other powers enabling them in that behalf, hereby give the following directions.
2. These directions apply in relation to any consultation carried out by the Local Government Boundary Commission for Scotland (“the Commission”), in accordance with section 18(2)(a) of the Act, with the council of any local government area affected by a review under Part II of the Act (“the council”).
3. In taking part in such a consultation, the council shall comply with the requirements set out in paragraph 4 below.
4. For the purposes of enabling the Commission to exercise the functions conferred upon them by virtue of section 18(2)(a) of the Act, as read with the Scottish Ministers’ direction to the Commission dated 30<sup>th</sup> August 2004, the Council shall co-operate with the Commission and shall in particular:-
  - (a) establish and maintain an ongoing dialogue which, where appropriate, may include meeting with the Commission;
  - (b) take all reasonable steps to ensure that any views expressed, or purporting to be expressed, by it or on its behalf to the Commission are accurate;
  - (c) provide the Commission with all such information as the Commission may reasonably request; and
  - (d) provide the Commission with all such information as the Council considers relevant, including any proposals or ideas the Council may have, in relation to new ward boundaries, or otherwise in relation to the formulation of the Commission’s proposals.

Andrew P Kerr

A member of the Scottish Executive

Edinburgh  
30 August 2004

## Appendix D

### Local Government (Scotland) Act 1973, as amended Schedule 6 – Rules to be observed in considering electoral arrangements

1. (1) This schedule applies to the consideration by Scottish Ministers or the Boundary Commission of electoral arrangements for election of councillors of local government areas.
  - (2) Having regard to any change in the number or distribution of electors of a local government area likely to take place within the period of five years immediately following the consideration, the number calculated by dividing the number of local government electors in each electoral ward of that local government area by the number of councillors to be returned in that ward shall be, as nearly as may be, the same.
  - (3) Subject to sub-paragraph (2) above, in considering the electoral arrangements referred to in sub-paragraph (1) above regard shall be had to-
    - (a) the desirability of fixing boundaries which are and will remain easily identifiable;
    - (b) any local ties which would be broken by the fixing of any particular boundary but if, in any case, there is a conflict between those criteria, greater weight shall be given to the latter.
2. The strict application of the rule stated in paragraph 1(2) above may be departed from in any area where special geographical conditions appear to render a departure desirable.

## Appendix E

### Review Timetable

**Stage 1:** Initial consultation with Councils and the early establishment of an ongoing dialogue between the Commission and Councils for the purpose of the Review.

Councils are given full opportunity to communicate to the Commission any proposals or ideas that they may have in relation to the design of new wards. The Commission outlines the methodology underlying its intended approach to the Review.

Clarification of general review issues, both technical and administrative. Exchange of factual information between the Commission and Councils relevant to the design of proposed wards.

Discussion/exchange of information for any areas of concern.

**12 weeks**

**Stage 2:** Development of initial proposals by the Commission for each Council area with ongoing consultation between the Commission and Councils as necessary on emerging issues.

Preparation of maps, supporting documentation and GIS files of proposed ward boundaries for Councils once the Commission has completed drafting its initial ward schemes.

**10 weeks**

**Stage 3:** Initial proposals released to Councils. Two months allowed for the Council to comment on proposals, offer amendments and or alternatives. Further discussions with Council as required throughout this stage to clarify emerging issues relating to the initial proposals.

**9 weeks (2 months)**

**Stage 4:** Full consideration by the Commission of issues arising through stage 3 which might lead to revision/adjustment of initial proposals. Further liaison with Councils taken forward on a needs basis

**8 weeks**

**Stage 5:** Publication of the Commission's provisional proposals as part of the statutory public consultation process. Analysis of representations received. Seek Council views on aspects of representations and the impact they have on the provisional proposals as required.

**12 weeks**

**Stage 6:** Full analysis of representations received by the Commission.

Commission determines where a need has arisen for local inquiries, organises and conducts inquiries and reviews its provisional recommendations in light of inquiry reports.

Publication of revised recommendations where the Commission makes significant changes to its provisional proposals.

Consider representations received within 1 month.

Move to final recommendations where possible.

**20 weeks**

**Stage 7:** Complete final recommendations for all Council areas.

Complete review process, write and submit reports.

## Appendix F

### Illustrative Maps

Ward 1 – West Fife and Coastal Villages

Ward 2 – Dunfermline North

Ward 3 – Dunfermline Central

Ward 4 – Dunfermline South

Ward 5 – Rosyth

Ward 6 – Inverkeithing and Dalgety Bay

Ward 7 – The Lochs

Ward 8 – Cowdenbeath

Ward 9 – Lochgelly and Cardenden

Ward 10 – Burntisland, Kinghorn and Western Kirkcaldy

Ward 11 – Kirkcaldy North

Ward 12 – Kirkcaldy Central

Ward 13 – Kirkcaldy East

Ward 14 – Glenrothes West and Kinglassie

Ward 15 – Glenrothes North, Leslie and Markinch

Ward 16 – Glenrothes Central and Thornton

Ward 17 – Howe of Fife and Tay Coast

Ward 18 – Tay Bridgehead

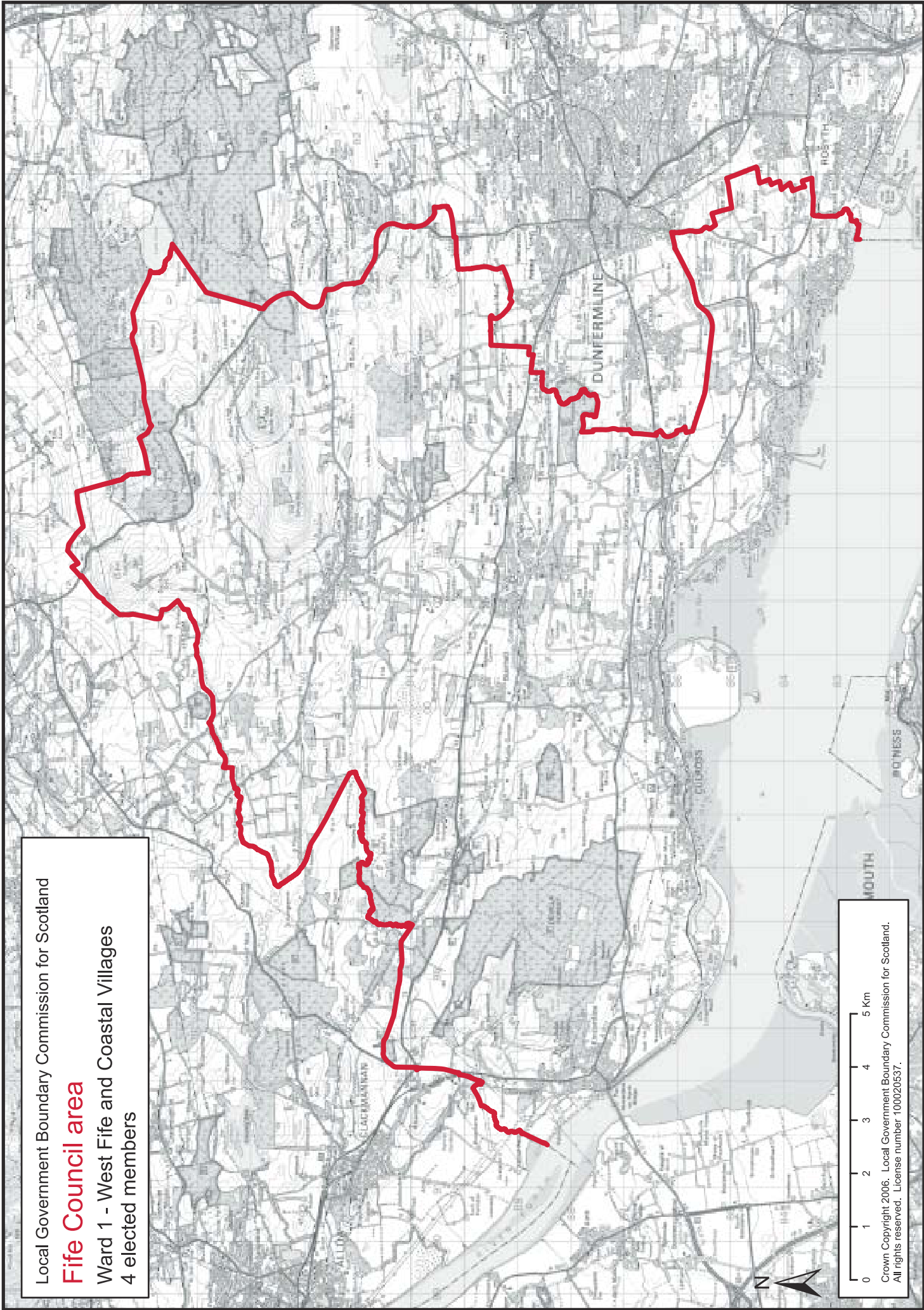
Ward 19 – St Andrews

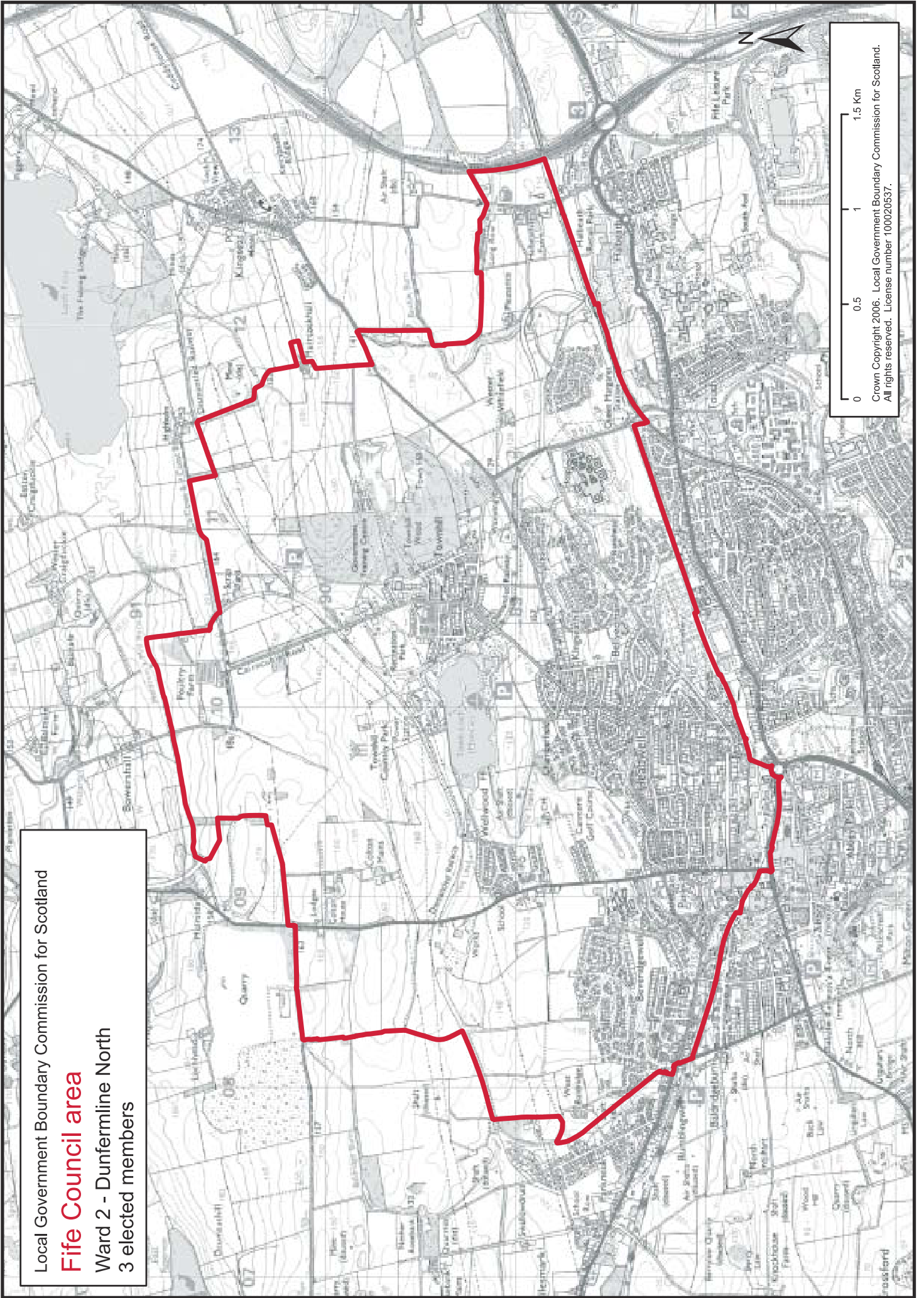
Ward 20 – East Neuk and Landward

Ward 21 – Cupar

Ward 22 – Leven, Kennoway and Largo

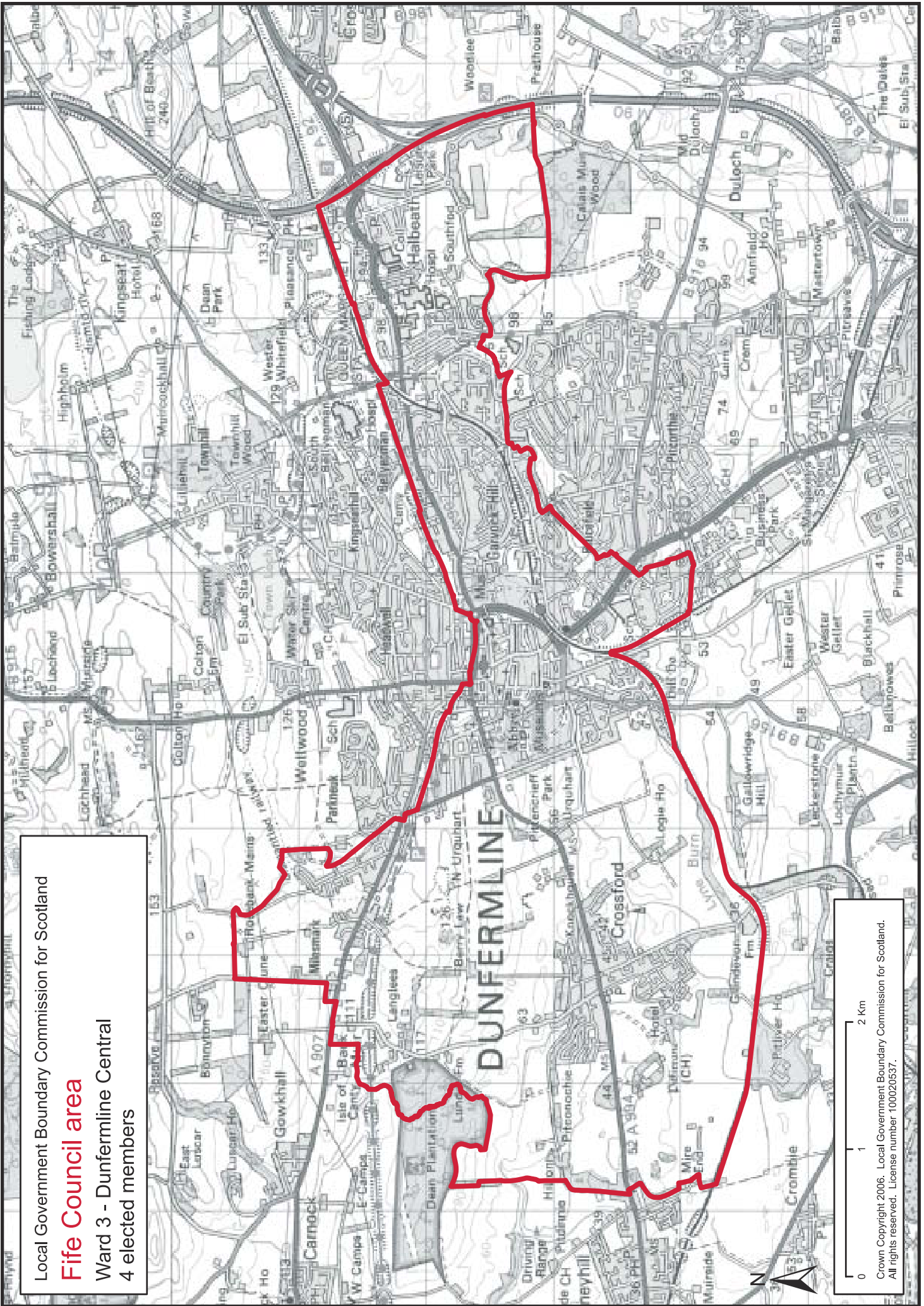
Ward 23 – Buckhaven, Methil and Wemyss Villages





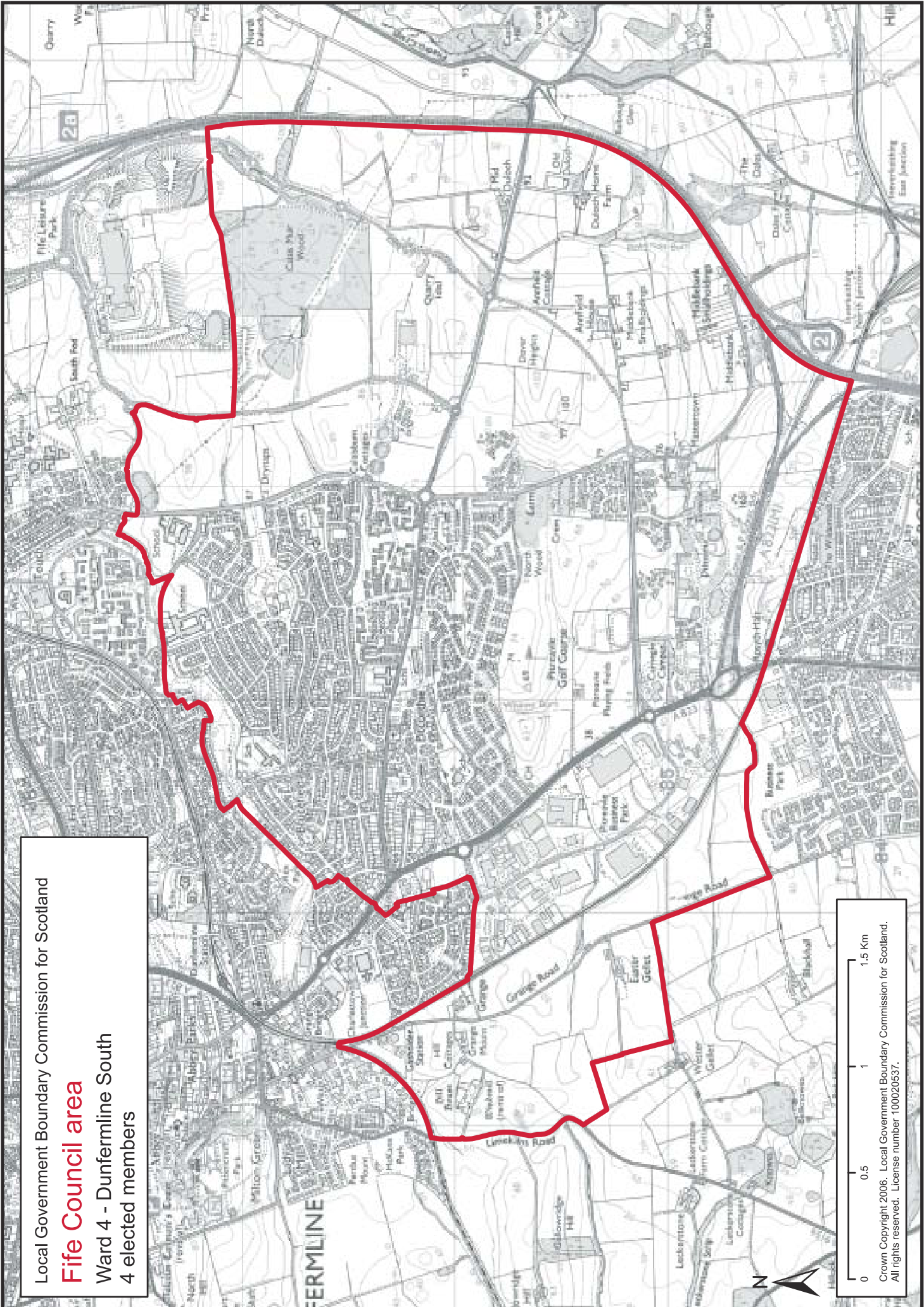
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 2 - Dunfermline North  
 3 elected members

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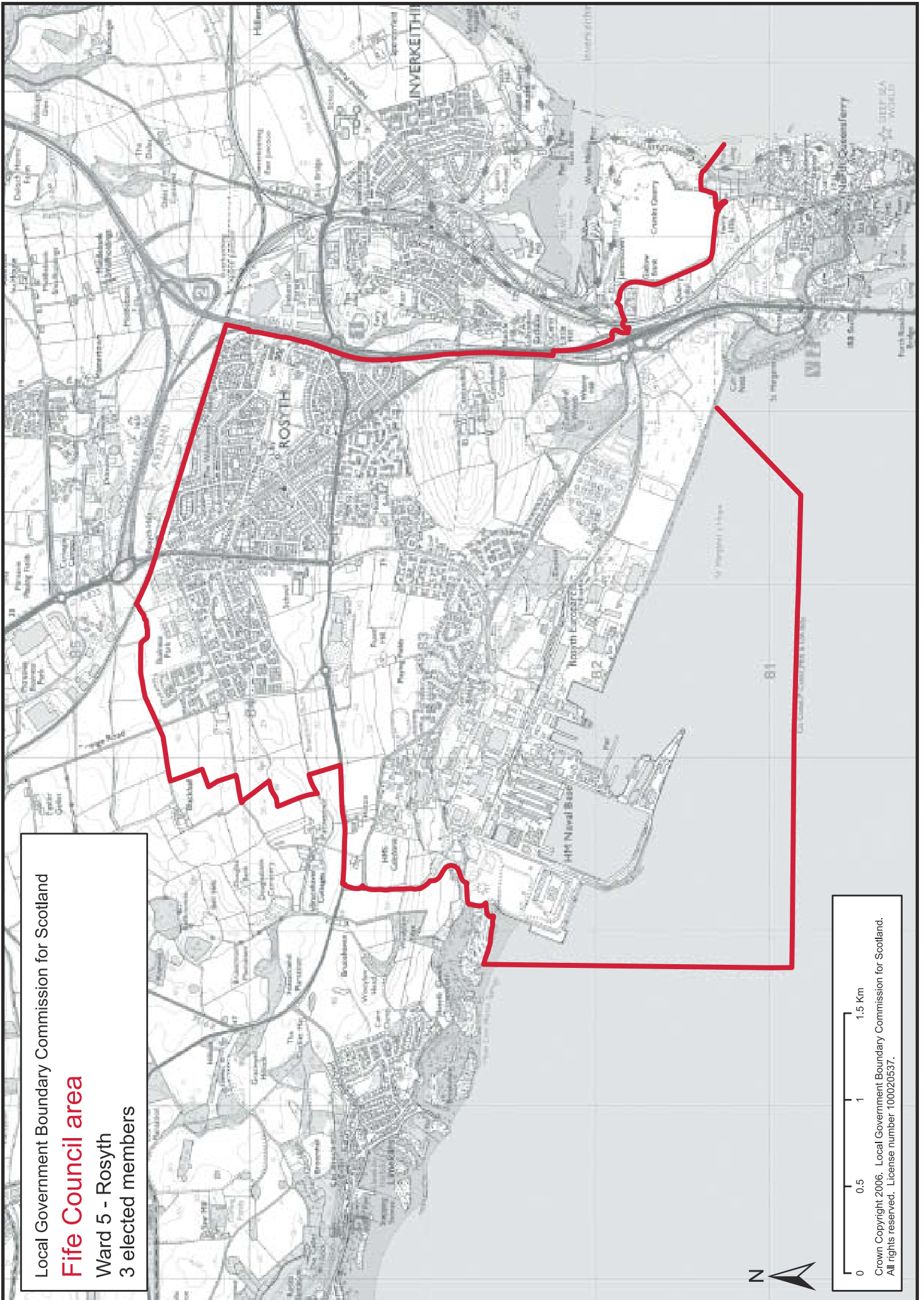
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 3 - Dunfermline Central  
 4 elected members

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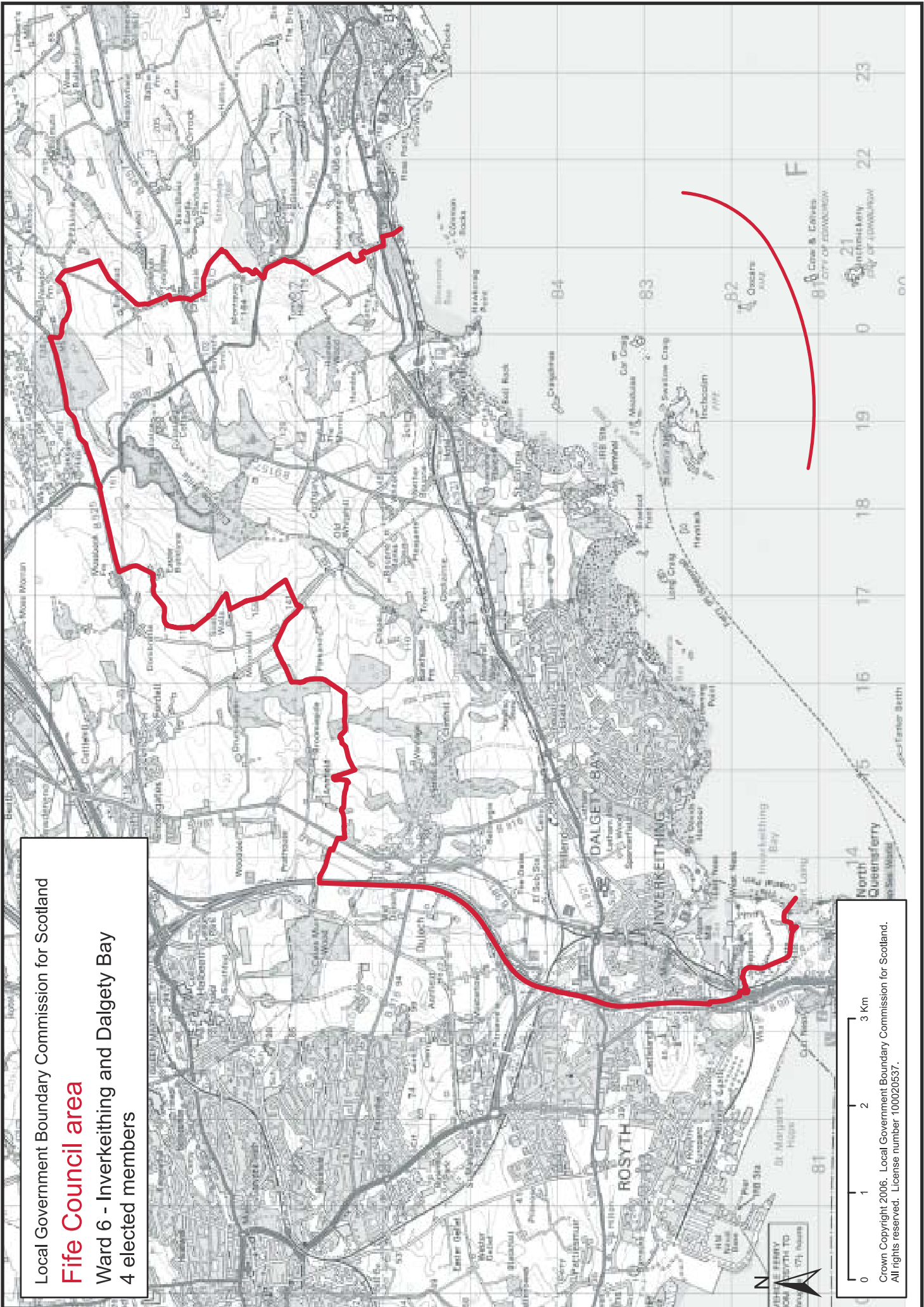
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 4 - Dunfermline South  
 4 elected members

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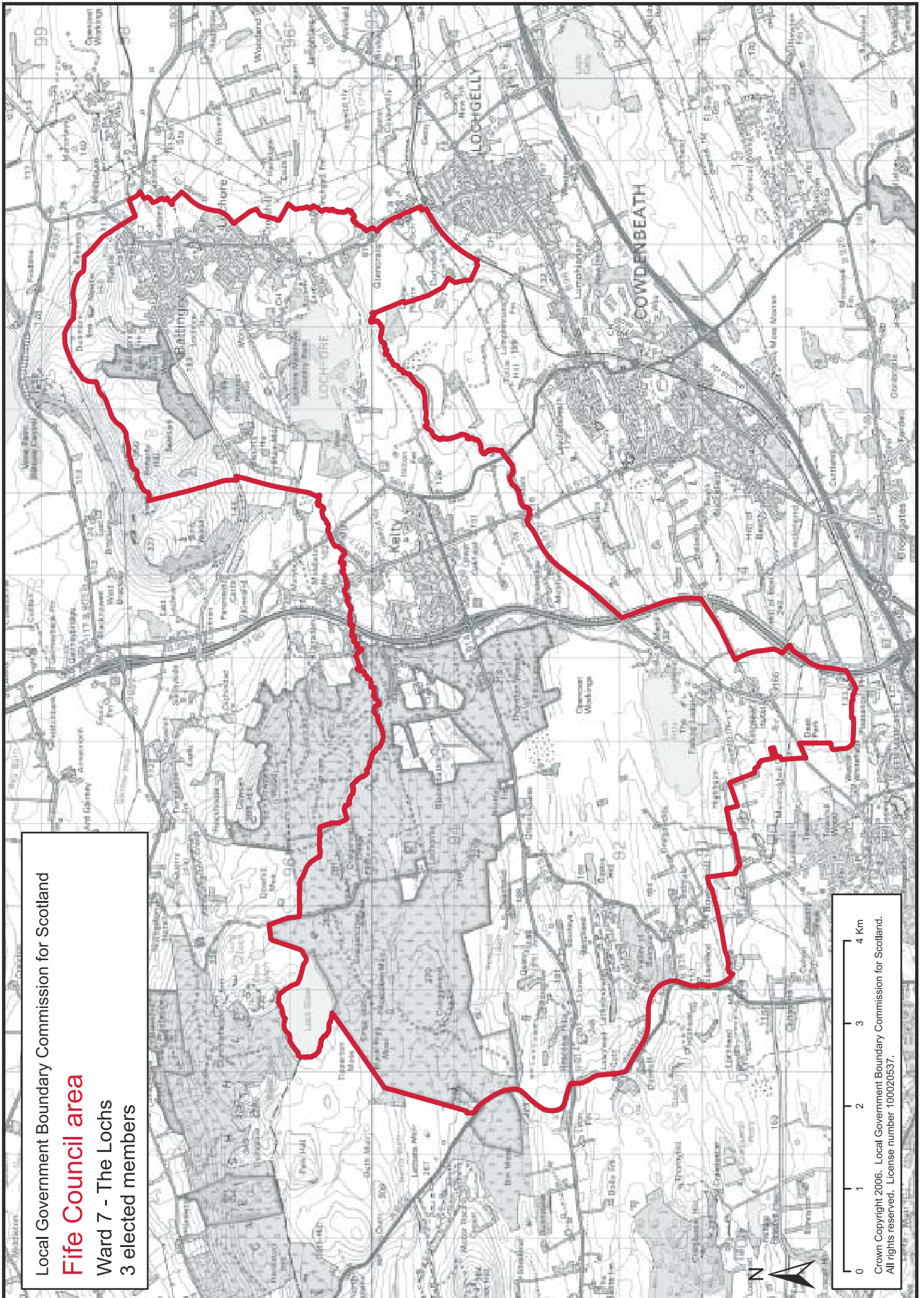
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 5 - Rosyth  
 3 elected members

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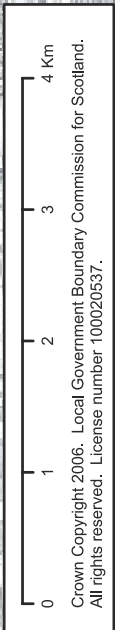


Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 6 - Inverkeithing and Dalgety Bay  
 4 elected members

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Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 7 - The Lochs  
 3 elected members



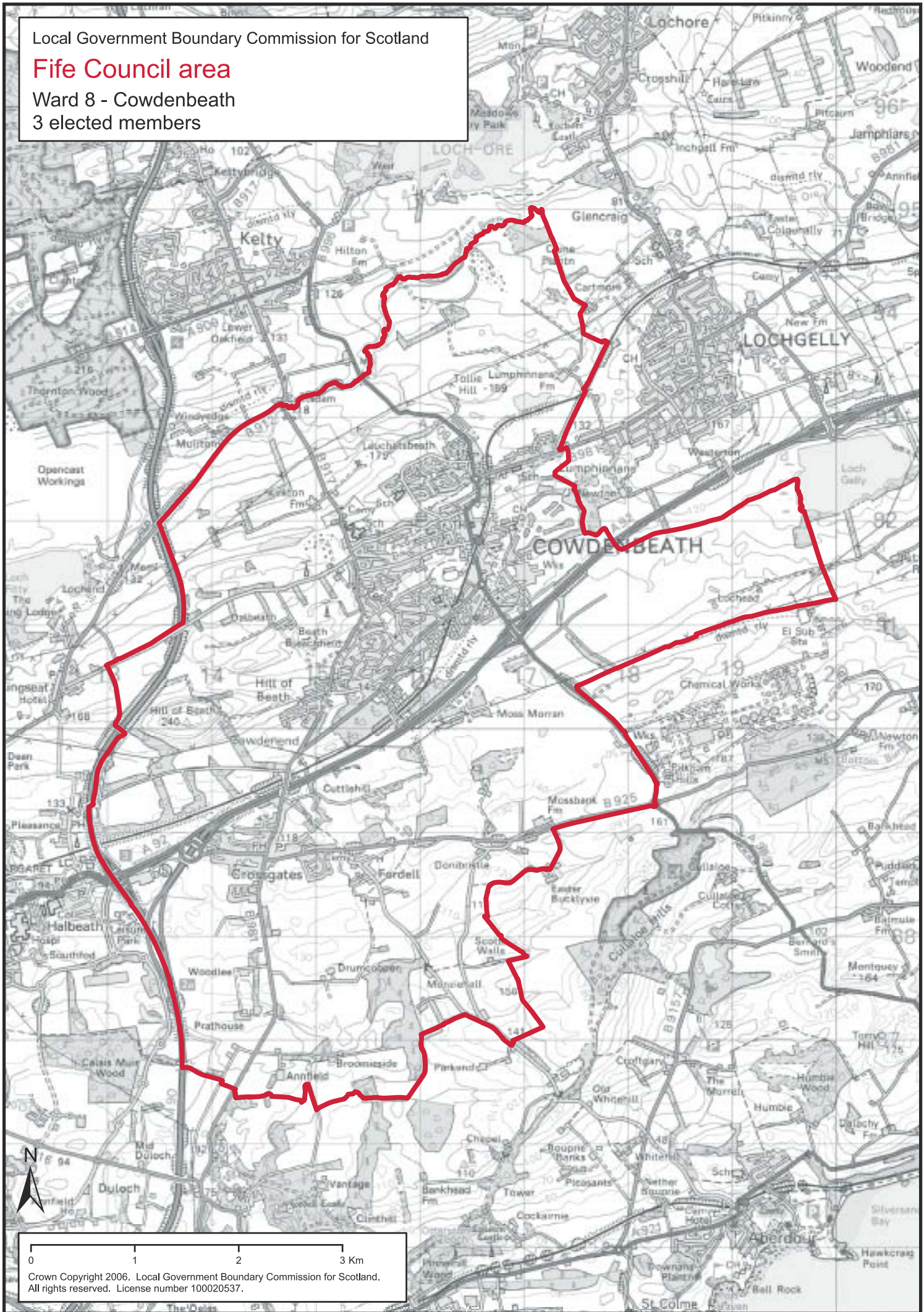
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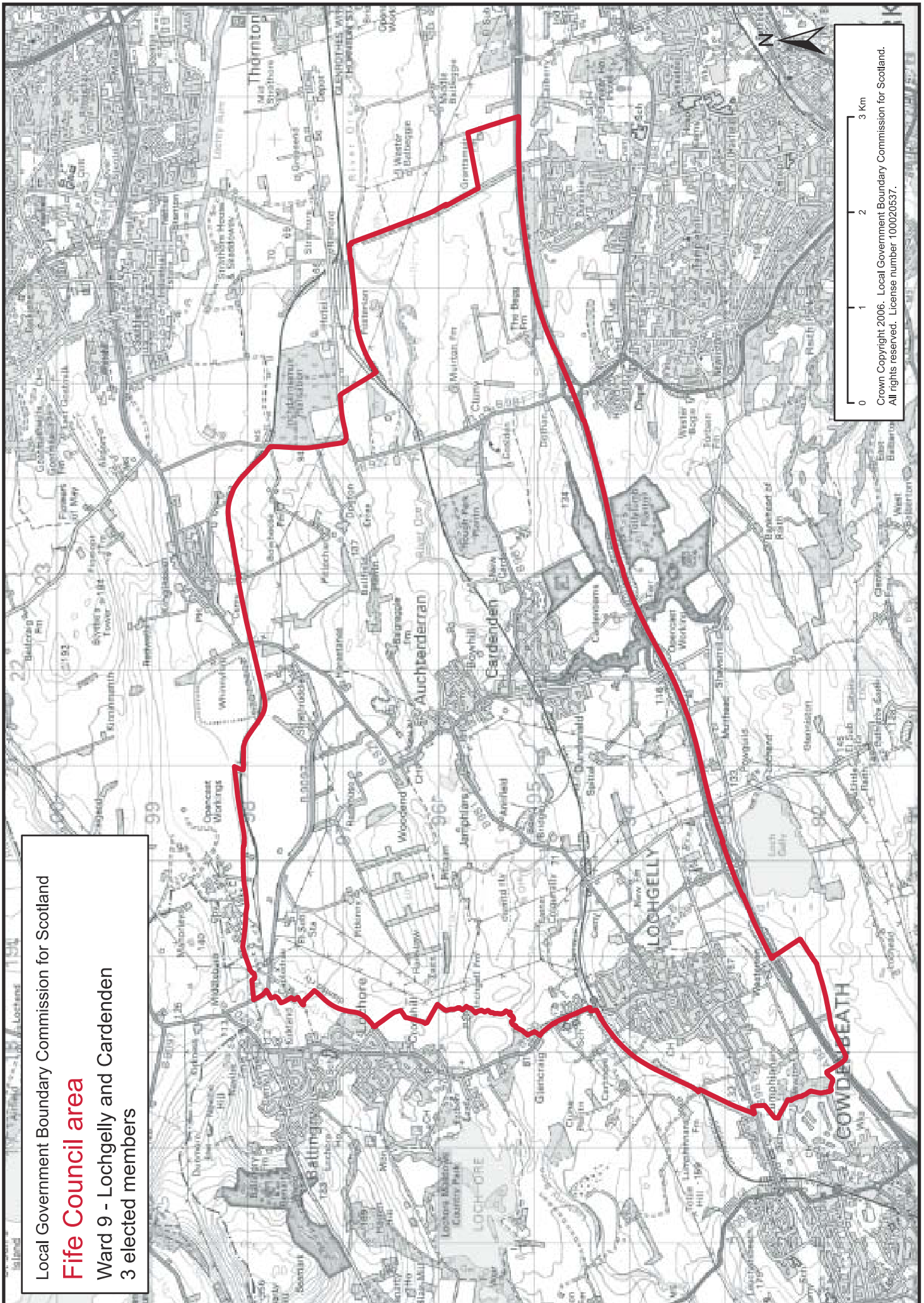
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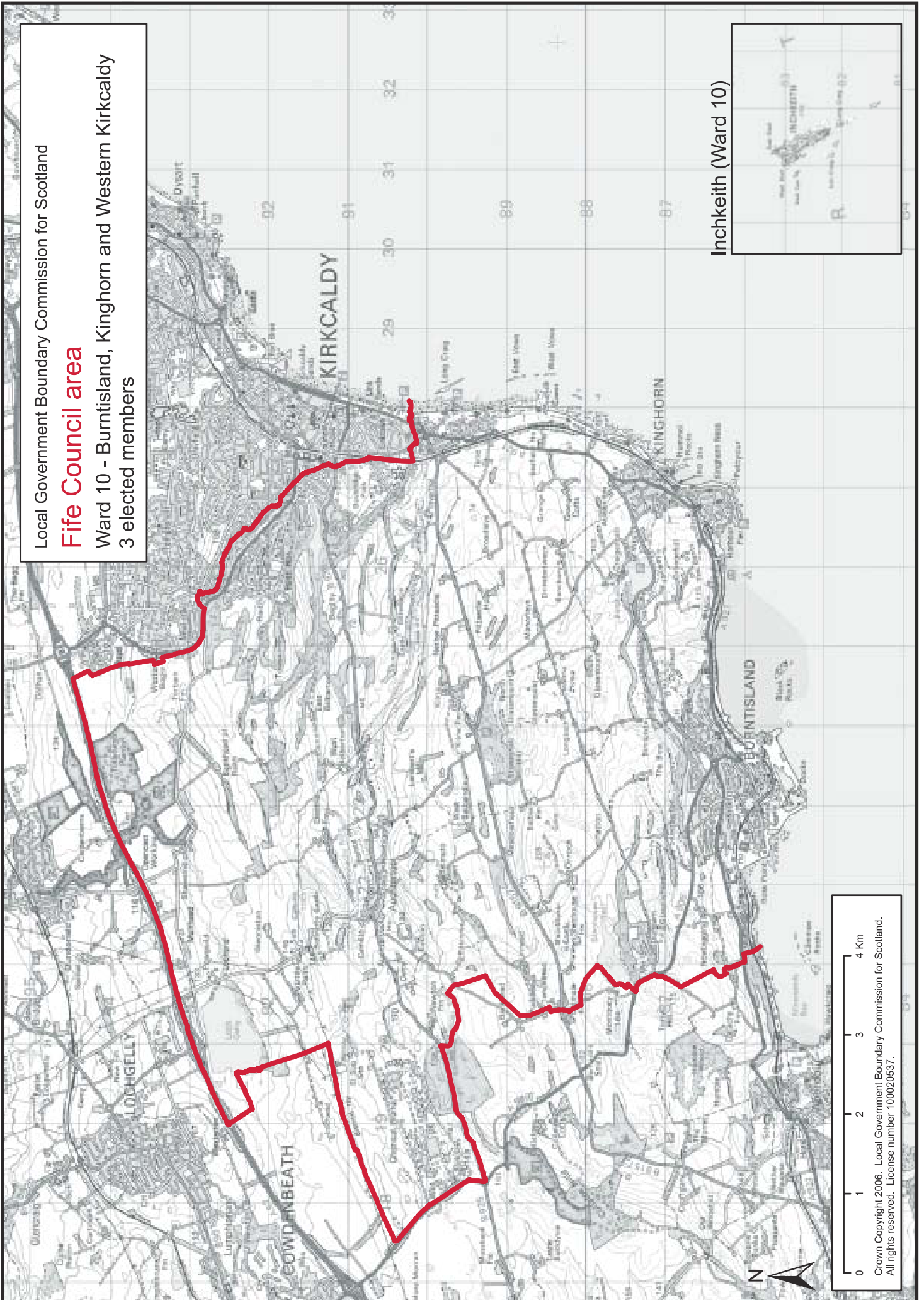
Ward 8 - Cowdenbeath

3 elected members



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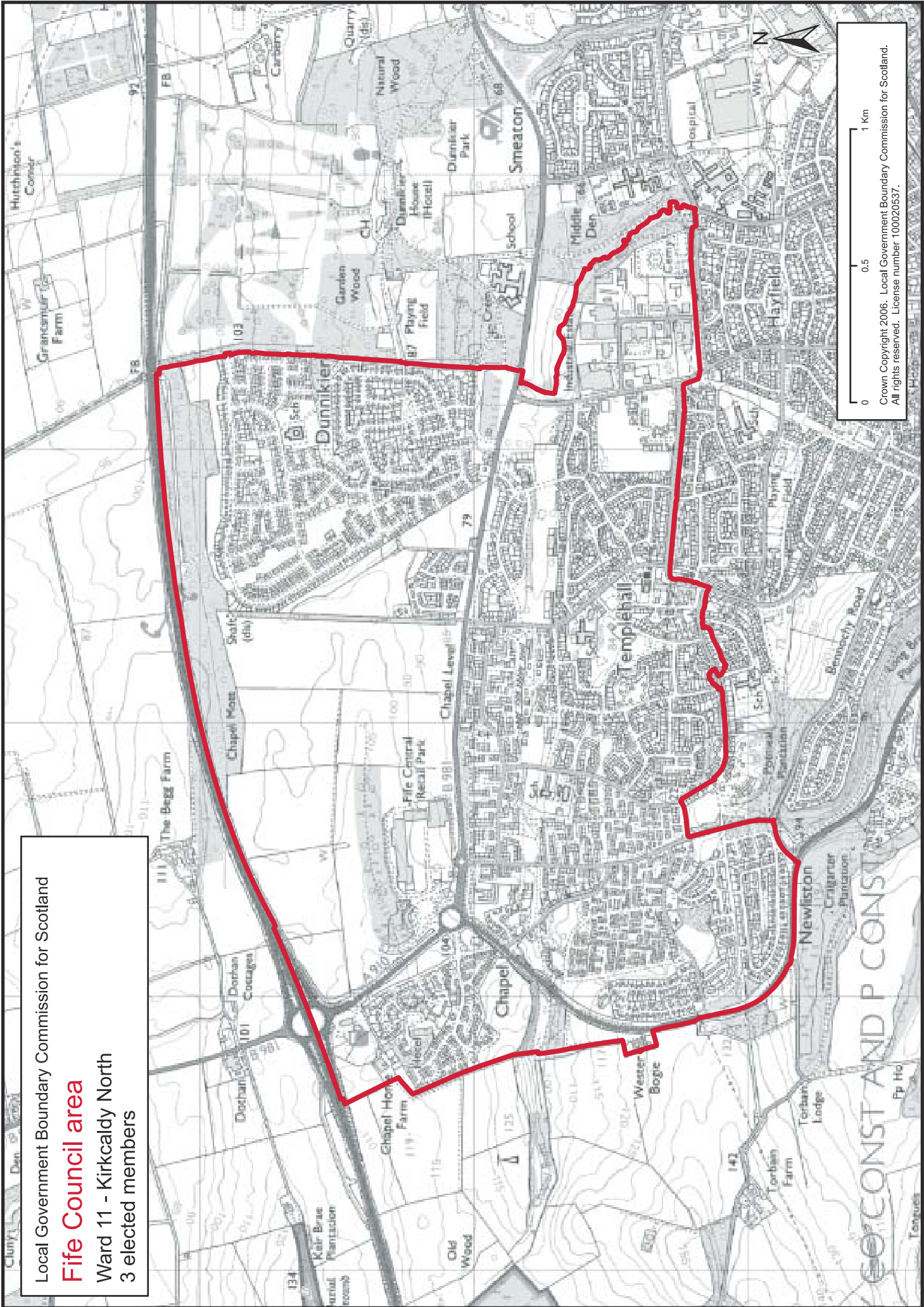
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**Fife Council area**

Ward 10 - Burntisland, Kinghorn and Western Kirkcaldy  
3 elected members

Inchkeith (Ward 10)

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Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 11 - Kirkcaldy North  
 3 elected members

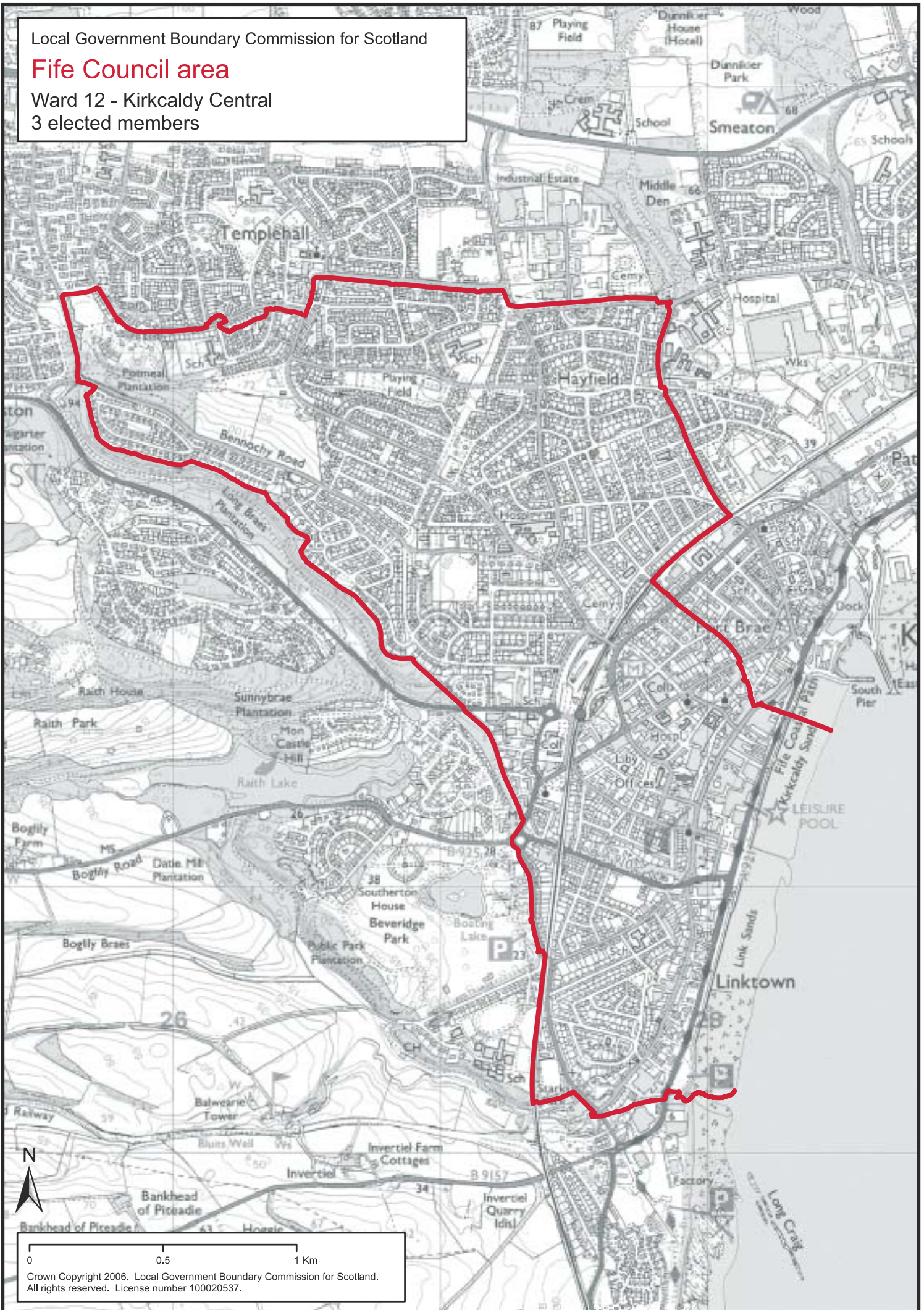
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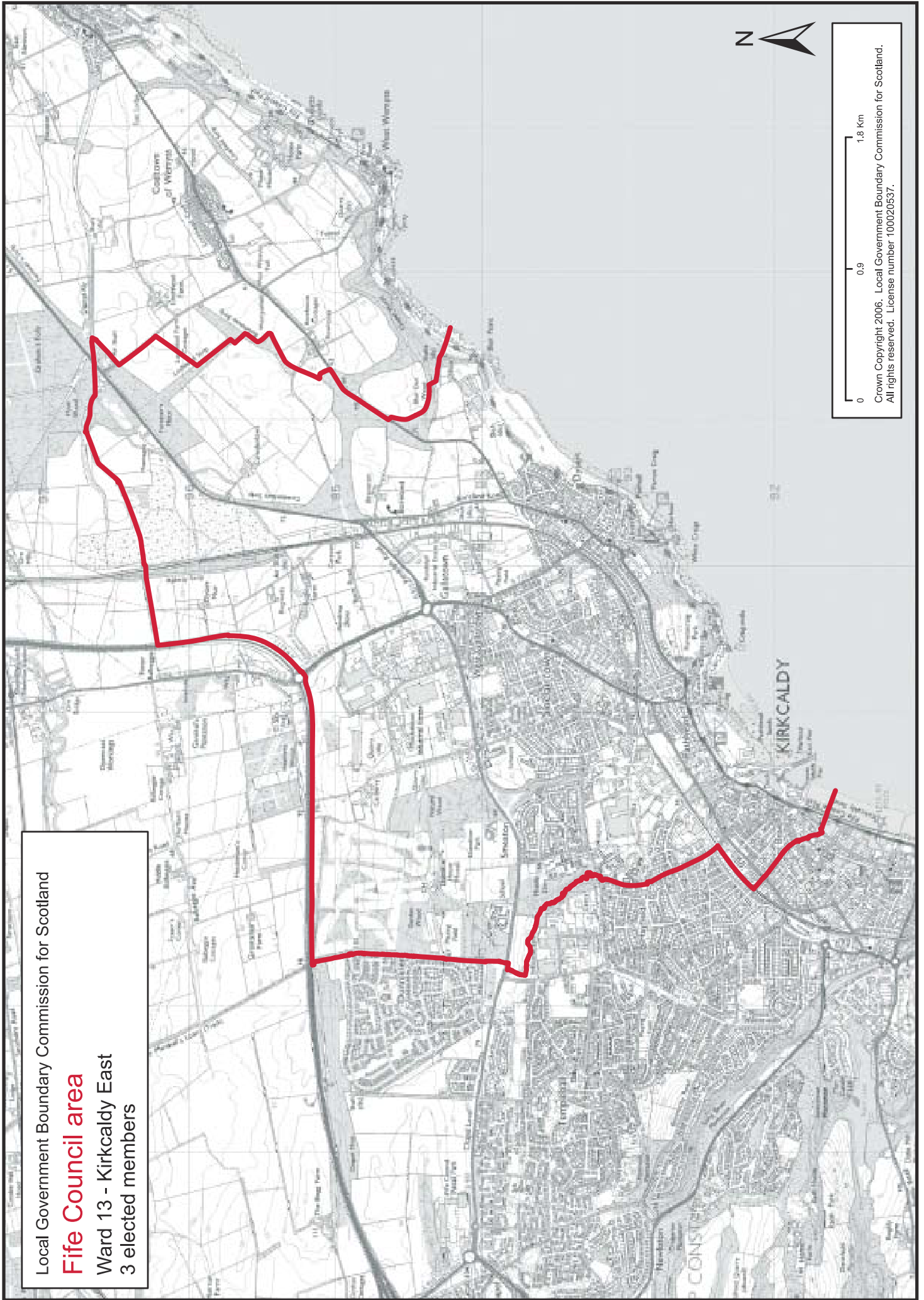
## Fife Council area

Ward 12 - Kirkcaldy Central

3 elected members

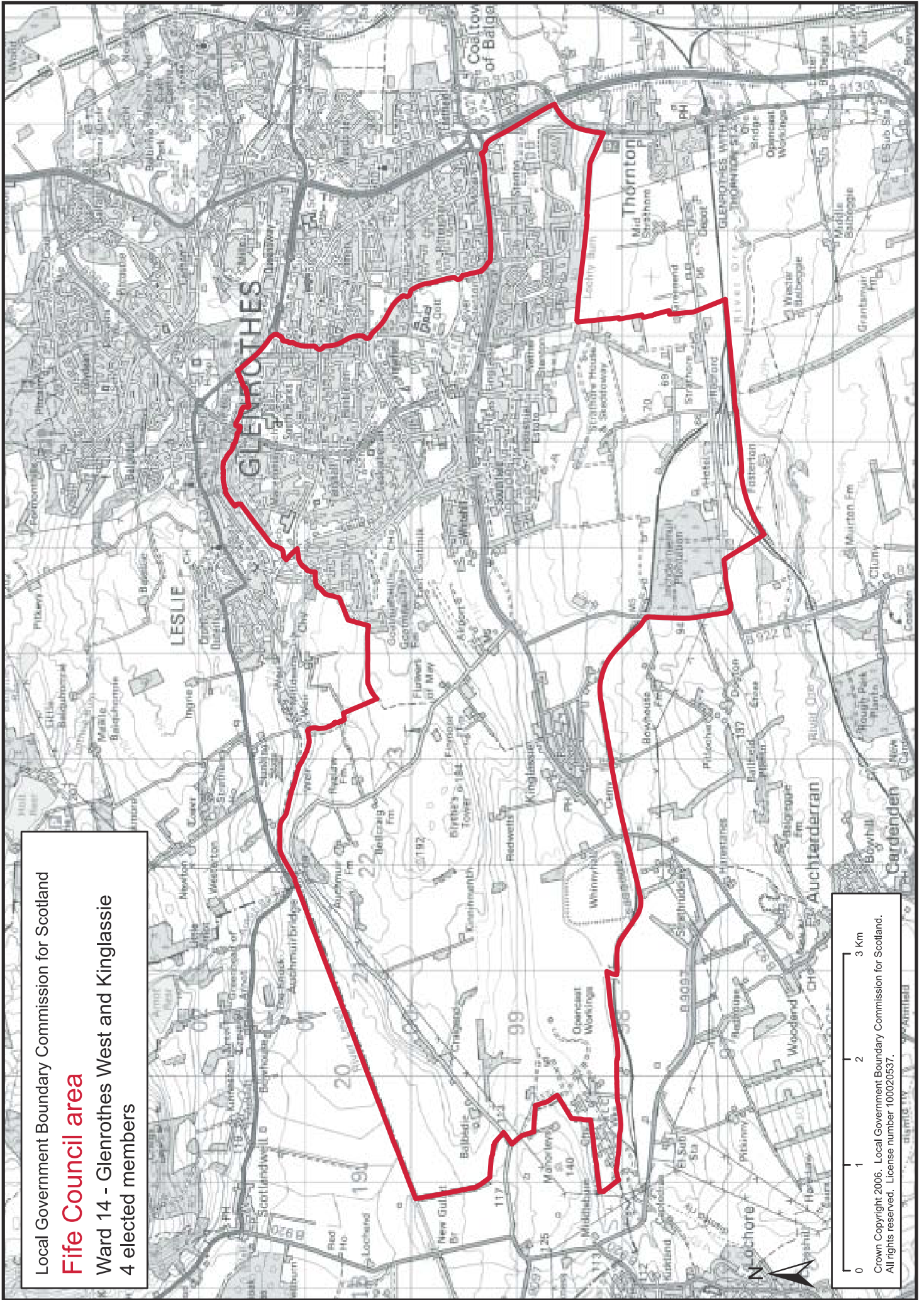


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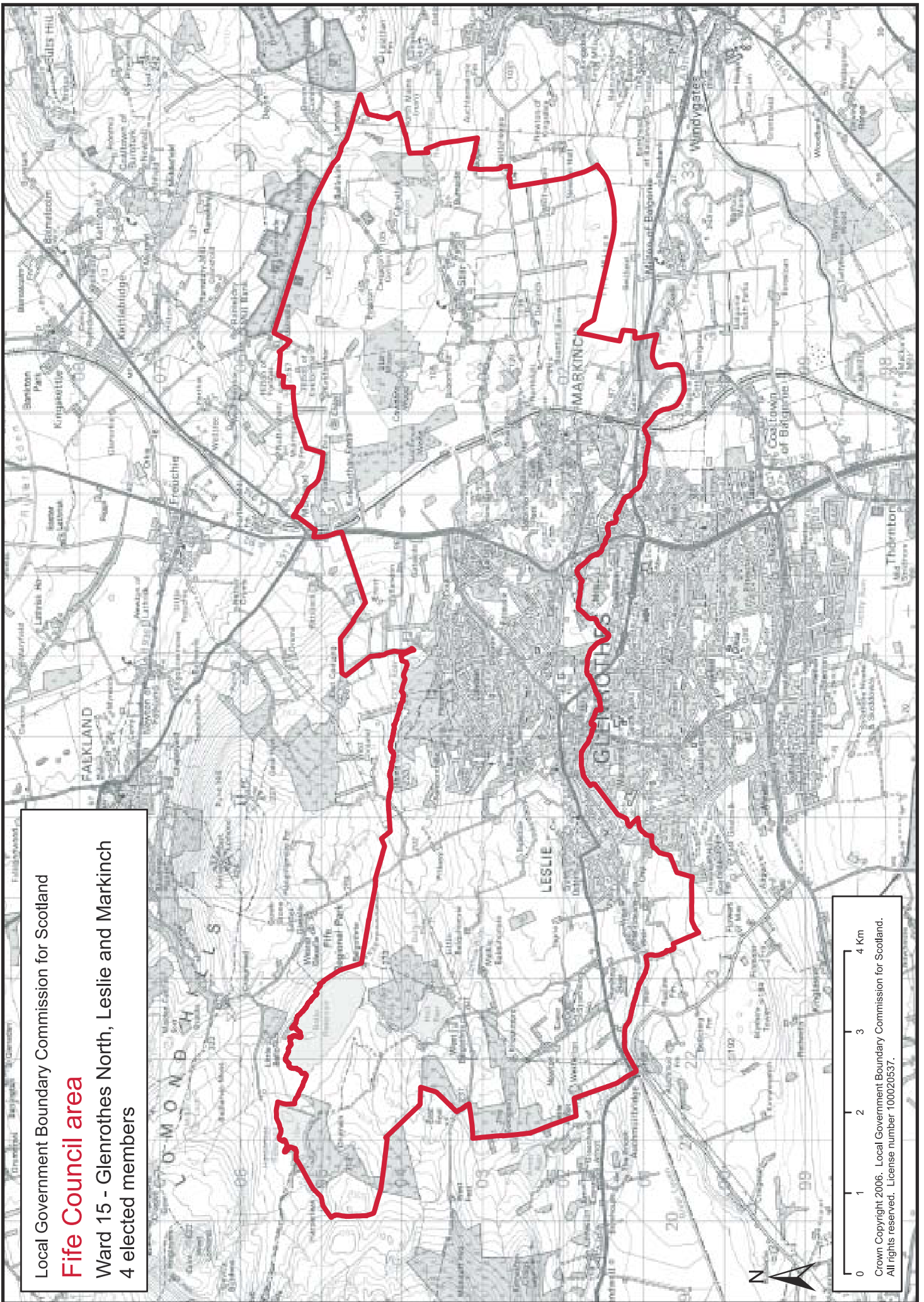
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 13 - Kirkcaldy East  
 3 elected members

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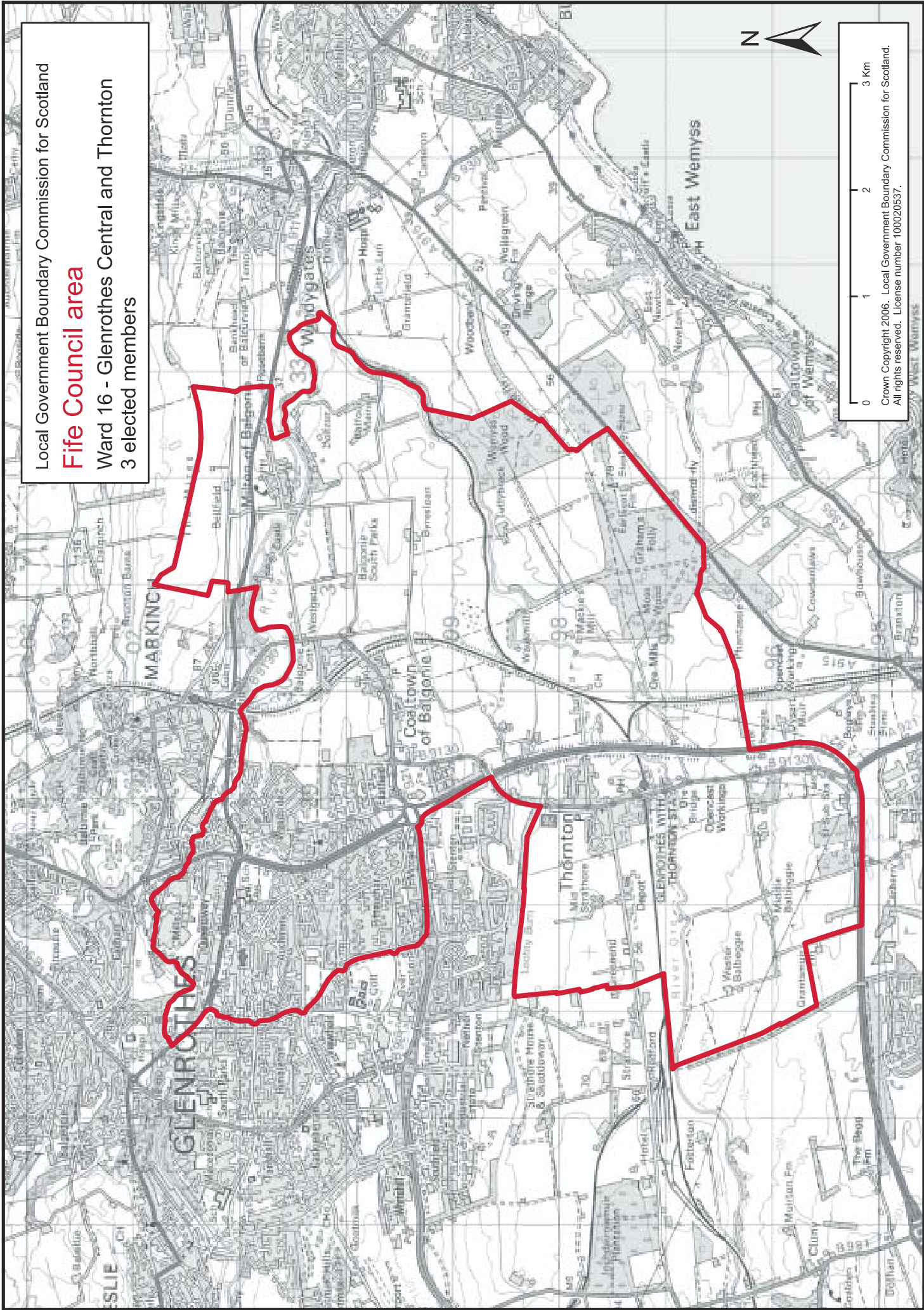
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 14 - Glenrothes West and Kinglassie  
 4 elected members

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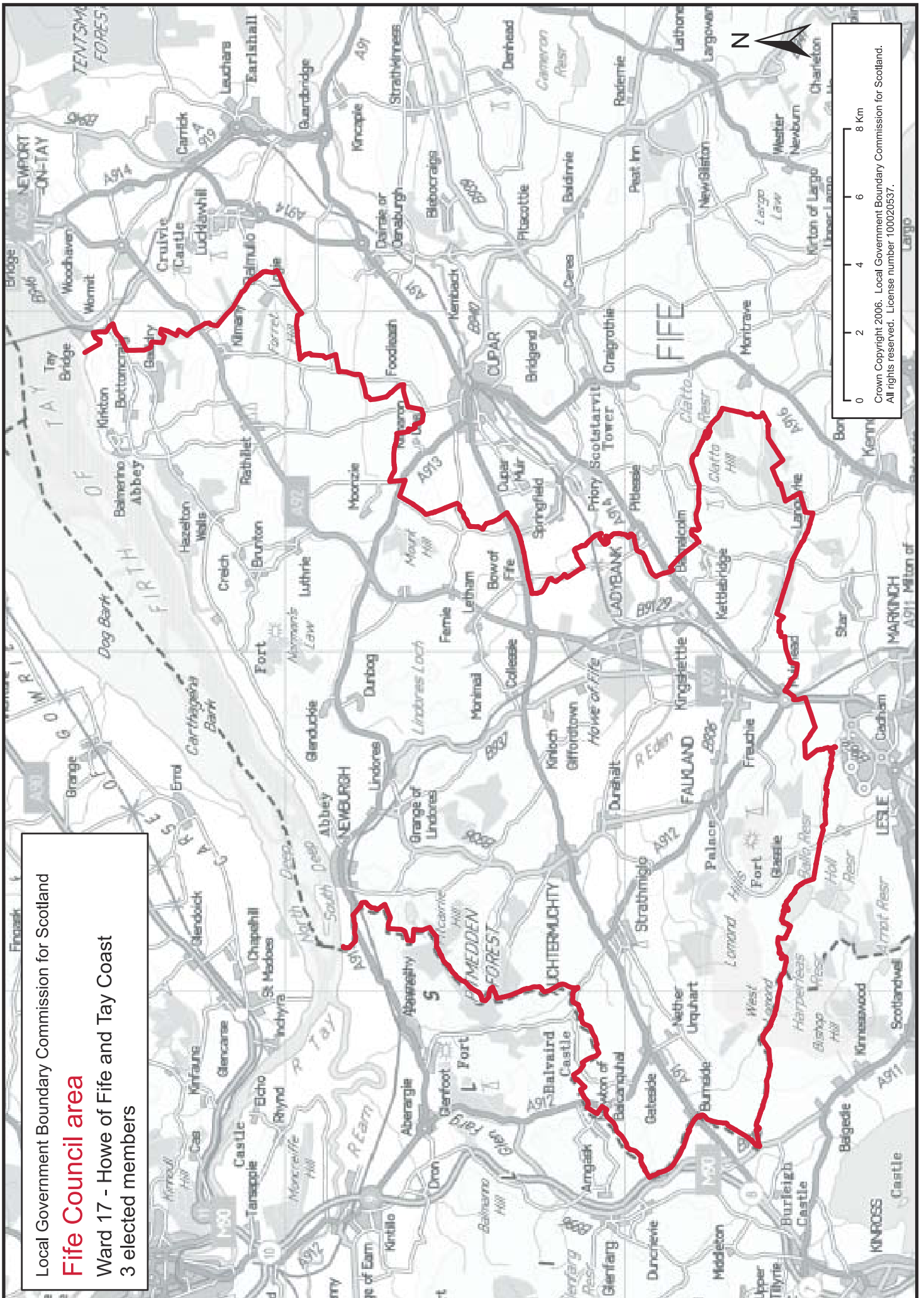
Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 15 - Glenrothes North, Leslie and Markinch  
 4 elected members

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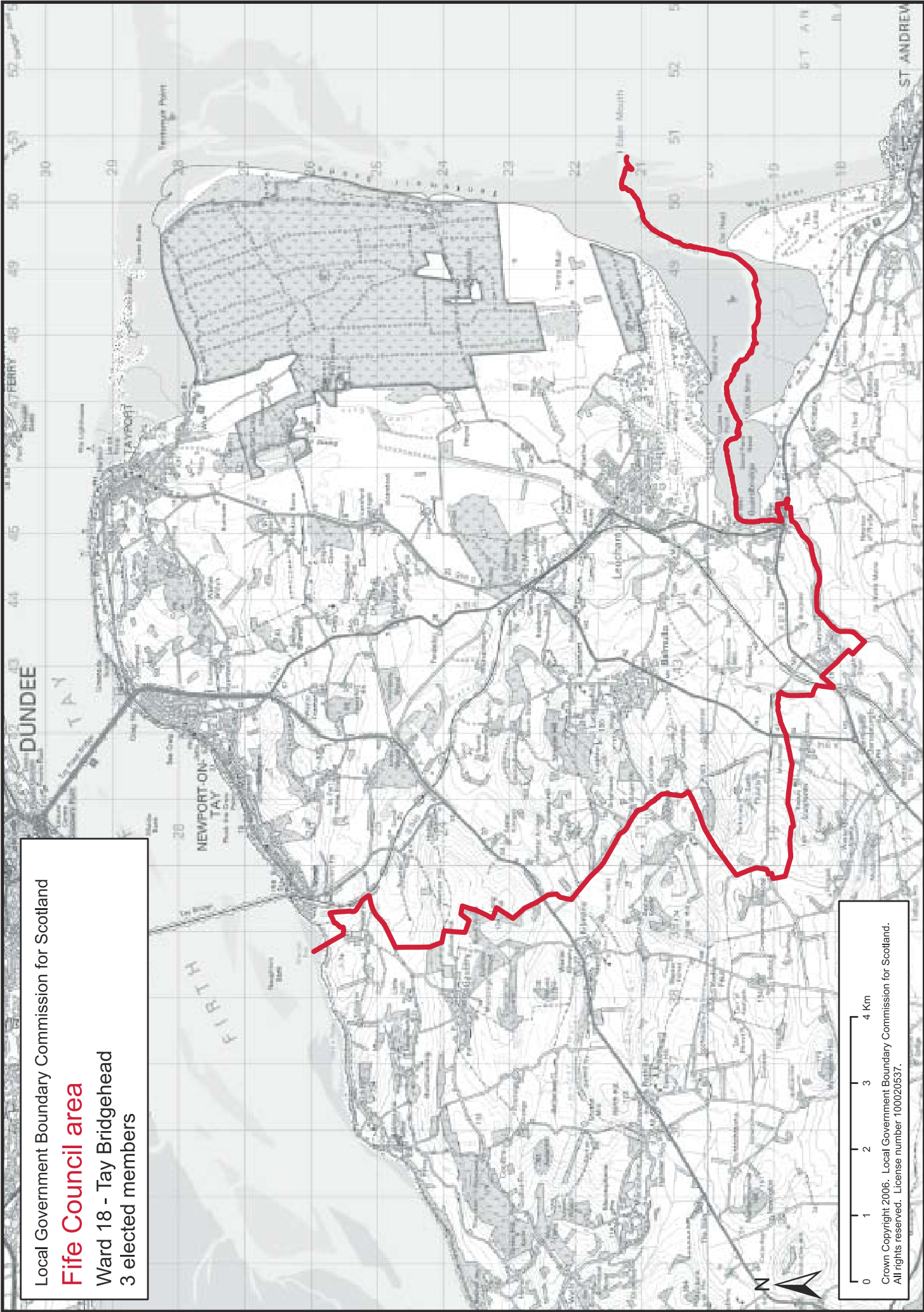


Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 16 - Glenrothes Central and Thornton  
 3 elected members

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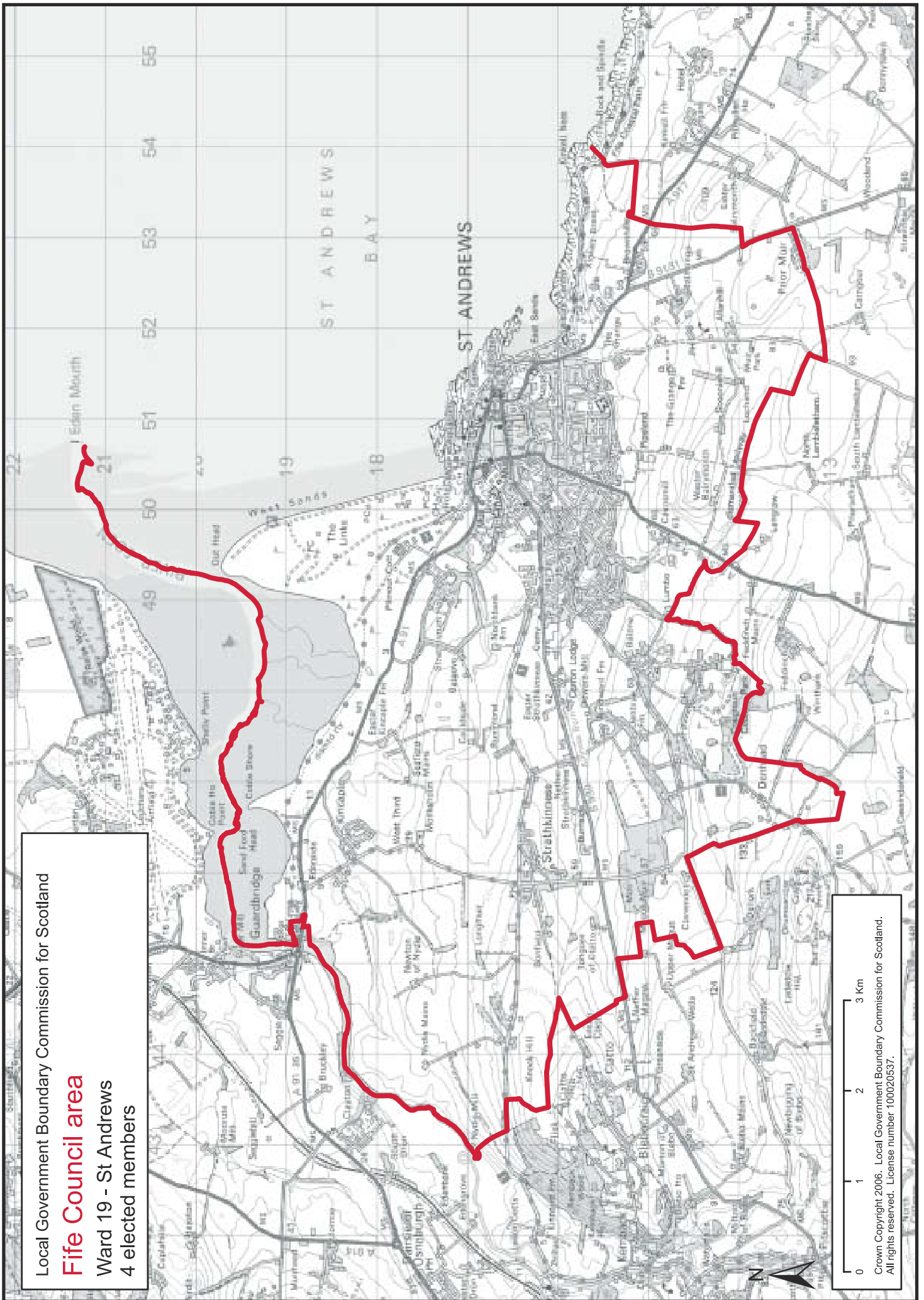


Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 17 - Howe of Fife and Tay Coast  
 3 elected members



Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 18 - Tay Bridgehead  
 3 elected members

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Local Government Boundary Commission for Scotland  
**Fife Council area**  
 Ward 19 - St Andrews  
 4 elected members

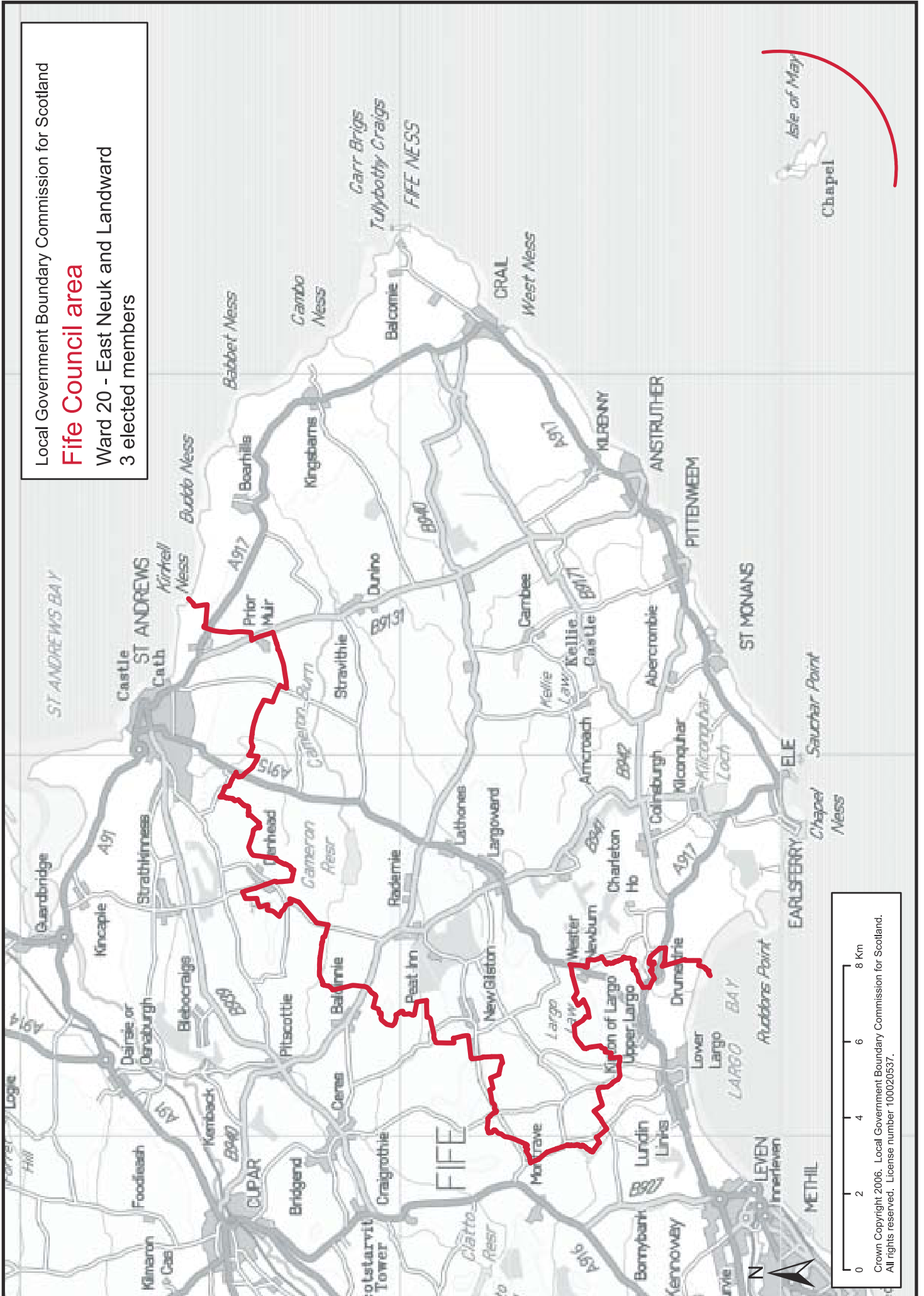
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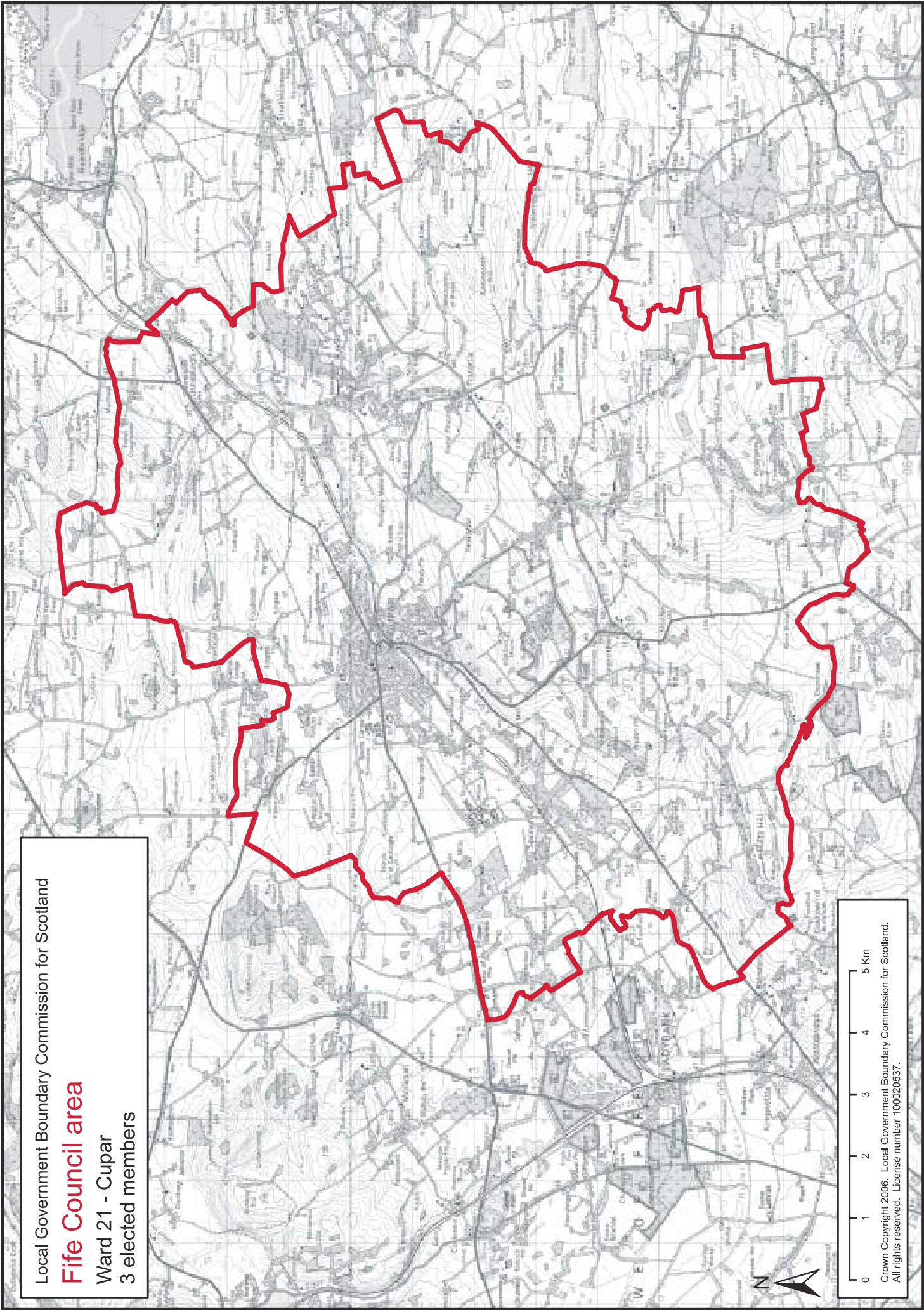
Local Government Boundary Commission for Scotland

### Fife Council area

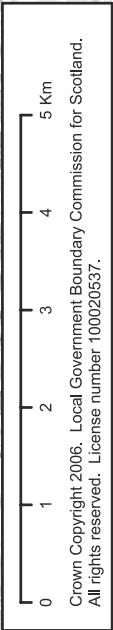
Ward 20 - East Neuk and Landward

3 elected members

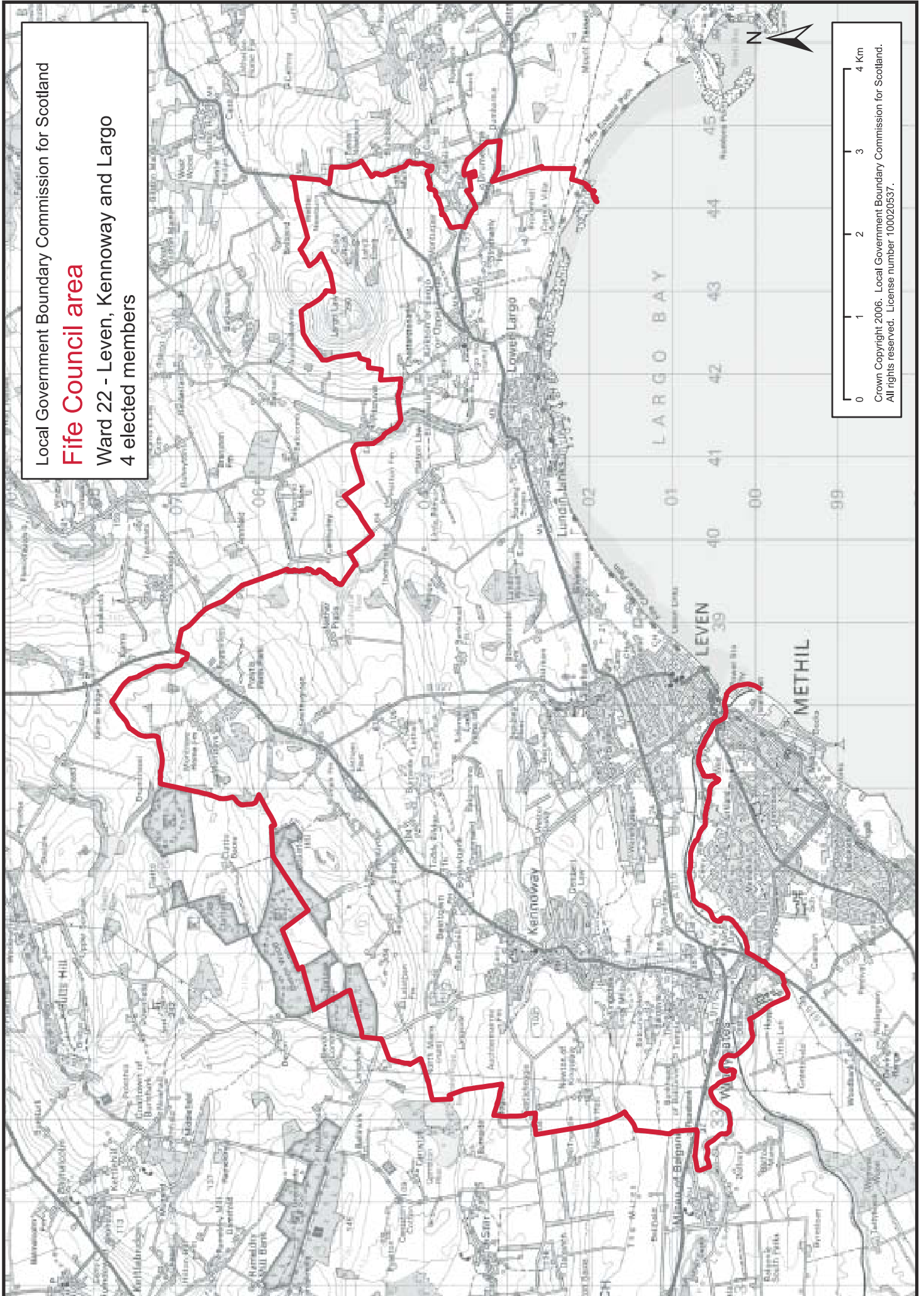




Local Government Boundary Commission for Scotland  
**Fife Council area**  
Ward 21 - Cupar  
3 elected members



Local Government Boundary Commission for Scotland  
**Fife Council area**  
Ward 22 - Leven, Kennoway and Largo  
4 elected members



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