CITY OF PLYMOUTH



ELECTIONS REVIEW 2003

Community Wellbeing Scrutiny Committee - Select Pairing March 2004

'Overview and scrutiny is potentially the most exciting and powerful element of the entire local Government modernisation process. It places members at the heart of policy-making and at the heart of the way in which Councils respond to the demands of modernisation. In addition, overview and scrutiny is the mechanism by which Councils can achieve active community leadership, good governance and by which Councillors can become powerful and influential politicians.'

Office of the Deputy Prime Minister: 'The Development of Overview and Scrutiny in Local Government', September 2002

CITY OF PLYMOUTH

Portfolio and Holder: Leader, Councillor Evans

CMT Member: Head of Performance and Policy

Subject: Elections Review 2003

Committee: Overview and Scrutiny Commission

City Council

Date: 11th March 2004

22nd March 2004

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Ref: 5/CWB/KR

Part:

Executive Summary:

This report informs the Overview and Scrutiny Commission and City Council of the outcome of the review of election arrangements following the City Council elections held in May 2003, undertaken by the Community Wellbeing Scrutiny Committee Select Pairing.

Strategic Choices:

The content of this report will contribute towards facilitating the electoral process by reviewing practices and implementing initiatives aimed at improving voting facilities and elector turnout. This report also connects with the delivery of corporate objectives as defined in Strategic Choices through enhancing and increasing the capacity of citizens to participate and exercise informed choice in all aspects of local decision-making.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Expenditure relating to recommendations 1,3,4,12,13,15-17 and 20-22 can be contained within the overall budgetary commitment for financial year 2004/2005.

Other recommendations have little or no financial implications for the current or medium term.

Other Implications: e.g. Section 17 Community Safety, Health and Safety etc.

Nil

Recommendations & Reason for recommended action:

The Community Wellbeing Scrutiny Committee Select Pairing recommend that -

(1) the following proposals, approved by the City Council on 17th November 2003, be noted –

| Polling District EC (Budshead) | Redruth Close be transferred to Polling District EA |
|---|--|
| Polling District LE (Compton) | Hillsborough NSU be reinstated as a polling station for voters within the eastern sector, with Mutley Baptist Church being retained as a second polling station for the voters to the west of Mutley Plain |
| Polling District LC (Compton) | No changes be made but electors be offered a postal vote City Council resolved that |
| | this area be kept under review. |
| Polling District MD (Drake) | No changes be made |
| Polling District HA/DD (Eggbuckland/Honicknowle) | No changes be made but electors be offered a postal vote |
| Polling District HF/HE (Eggbuckland) | Bearsdown Close, Bearsdown Road, Coltsfield Close, Shallowford Road (nos. 1-55 and 10-50 be transferred from HF (St Edwards Primary School) to HE (Austin Farm Primary School) |
| Polling Districts GD/GE (Moor View) | Langdale Close and Gardens be merged with the remainder of polling district GD, with additional voters transferred from GE – all voting at Estover Community College |
| Polling Districts QA/QB (Plympton Chaddlewood) Polling District TB | The area around Kingston Drive/Feversham Close, currently polling district QA, be moved to polling district QB to use Glen Park Primary School No changes be made |
| | LIND CHANGE DE MAGE |

| (Plymstock Radford) | |
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| Polling District CA (St. Budeaux) | The alternative venues of The Barn at Kit Hill Crescent and the Independence Hall at Miers Close (or other suitable locations) be used to replace Barne Barton Primary School. |
| | Bull Point Primary School continue to be used for the voters within its immediate vicinity |
| Polling District CC (St. Budeaux) | No changes be made |
| Polling District NA/NB (St. Peter and the Waterfront) | The district be divided and use of Kiddicare Nursery at 19 North Street be investigated for use by the voters living at St. Judes. Minor transfer of voters from polling district NA to NB using Catherine Street Baptist Church as a replacement for Virginia House |
| Polling District NF (St. Peter and the Waterfront) | No changes be made City Council resolved that this polling district be divided and revert to boundaries in use prior to 2003 |
| Polling Districts OC/OD (Sutton and Mount Gould | Edna Terrace be transferred from polling district OC to polling district OD |
| Polling District OG (Sutton and Mount Gould) | No changes be made, but that electors be offered a postal vote |

- (2) a 'Standing Pairing' be established, endorsed by the Overview and Scrutiny Commission and City Council, in order to be available to consider matters on elections and electoral registration when decisions are required.
- (3) Polling District OF use of the mobile unit at Williams Avenue be discontinued and Prince Rock Primary School used instead with composition of the polling district boundary, i.e. the transfer of voters from the adjacent area, being delegated to the Electoral Services Manager;

- (4) Polling District AE no immediate change be made to the Polling Station at Keyham Methodist Church Hall, that this Polling Area be monitored in respect of the 2004 elections, and that this area be included with those targeted for postal voting;
- (5) Polling District PC no change be made to the Polling Station at Laira Green Primary School in view of the access modifications carried out by the Electoral Registration Service;
- (6) Polling District PD a visit to the area by the Electoral Services Manager had established that Laira Library was the most suitable site for a polling station for that polling district;
- (7) Polling District PF the mobile unit at Tees Close be re-located to a site adjacent to Deer Park Stores;
- (8) Polling District HB the mobile unit at Gorsey Close be retained as a polling station;
- (9) Polling District PA the mobile unit at Lipson be retained in its current location as there were no other suitable sites;
- (10) Polling District PE the Electoral Services Manager liaise with Plym View Primary School upon a suitable location on site;
- (11) Polling District EG the mobile unit at Ullswater Crescent/Leatfield Drive be re-located to a site at Thirlmere Gardens;
- (12) Polling District PG the Electoral Services Manager await permission from St Paul's Community Hall to use it as a polling station instead of Highfield Primary School;
- (13) Polling District RA Woodford Community Methodist Church be used as a polling station instead of Woodford Junior School, this use to be monitored;
- (14) Polling District RE no immediate change be made to the use of Ridgeway School as a polling station as a visit to the area by the Electoral Services Manager had established that it was the most suitable site for a polling station for that polling district;
- (15) Polling District TA the Electoral Services Manager investigate the possible use of a nearby church instead of Oreston Primary School;
- (16) Polling District TB the Electoral Services Manager investigate the use of Hooe Baptist Church instead of Hooe Primary School;
- (17) Polling District NE the Electoral Services Manager await a response from a nearby church as to is use as a polling station instead of St George's C of E Primary School;

- (18) <u>Polling District FB</u> access at Tamerton Vale Primary School be monitored;
- (19) Polling District FF alternative access at Widewell Primary School be monitored;
- (20) Polling District FB as the small number of voters in the Copleston/Frontfield areas did not justify the use of a mobile unit, the areas be included with those targeted for promoting the use of postal voting;
- (21) a letter be sent to those electors whose polling station had changed, advising them of the change and offering a postal vote, shortly before the despatch of Polling Cards;
- (22) delegated authority be granted to the Electoral Services Manager to bring recommendations on changes to polling stations to the Select Pairing for approval, subject to discussion with Ward Members:
- (23) the Electoral Services Manager make independent decisions in cases of urgency;
- (24) work be progressed toward improving disability access;
- (25) work be progressed toward discontinuing where possible the use of schools;
- in respect of mobile units, alternative locations should always be used where available and practicable;
- (27) the City Council await an invitation from the Office of the Deputy Prime Minister to make an application for a pilot scheme for future elections, the relevant Committee to then consider an appropriate response;
- (28) the Nomination Ceremony be discontinued and that candidates and election agents be briefed at the discretion of the Electoral Services Manager.
- (29) the results of the 'Plymouth Points of View' residents' panel survey run in January / February 2004 to consult residents on the 2003 Elections be included as an appendix to this final report.

The reasons for recommended action are as follows:-

- (i) to provide accessible and convenient polling stations for all voters;
- (ii) to maximise postal voting and election turnout.

Various options have been examined during the Course of Scrutiny.

Background papers:

Reports of the Special Overview and Scrutiny Panel - Polling District Boundaries/Improvements in the Voting System - to the Overview and Scrutiny Commission of August and September, 2002

Report of the City Solicitor to Overview and Scrutiny Commission on 18th September, 2003 - "Elections Review 2003"

REPORT OF THE COMMUNITY WELLBEING SCRUTINY COMMITTEE'S SELECT PAIRING - ELECTIONS REVIEW 2003

1.0 Background

- 1.1 In accordance with Section 18 of the Representation of the People Act, 1983, the City Council must give effect to polling district boundary alterations following the Periodic Electoral Review. In 2002 a special Overview and Scrutiny Panel was set up to look specifically at Polling District Boundaries and a number of recommendations were made as a result, including that further work be undertaken on the elections process as a whole in order to improve the local voting system. These recommendations were implemented at the 2003 City Council elections.
- 1.2 As a result of the Special Overview and Scrutiny Panel's report of 26th September 2002, the Community Wellbeing Scrutiny Committee was allocated "Elections Review 2003" within its 2003/04 work programme and appointed a Select Pairing to undertake this work.
- 1.3 The Electoral Registration Service subsequently carried out a review of procedures and related matters which included comments from
 - political parties
 - elected representatives
 - candidates
 - election agents
 - voters
 - officers
- 1.4 The Community Well-being Select Pairing met on 18th September and on 8th October, 2003, as part of the ongoing Elections Review 2003 scrutiny process. At their meeting on 8th October they were advised that there was a need for the polling district boundaries element of the review to be considered by City Council on 17th November, 2003. This was because, if their recommendations were to be effective for the elections in 2004, revised boundaries would need to be

incorporated into the Register of Electors due to be published on 1st December, 2003. Bearing this in mind, the Pairing dedicated the meeting to focussing their attention on this issue alone so that their findings could be presented in a report in accordance with the given timescales. An Interim Report was submitted to the Overview and Scrutiny Commission and approved by the City Council on 17th November 2003.

- 1.5 On the 17th October 2003 the Select Pairing heard from and took advice from the City Council's Access Consultant in relation to disability access at polling stations. As a result a Position Statement was prepared regarding polling station access, use of schools and mobile units. At this meeting the Select Pairing also discussed and reviewed election pilots, Electoral Commission Consultation Papers, polling station signage, elections publicity and the contents of a Customer Survey questionnaire to be used in a public consultation exercise.
 - 1.6 At its meeting on 12th November 2003 the Select Pairing heard from Professor Michael Thrasher of Plymouth University and from John Casey, News Editor, Evening Herald, who shared their knowledge and experience on the most effective method of increasing voter turnout.
 - 1.7 At its meetings on 26th November and 12th December 2003 the Select Pairing's considerations included voter turnout, offering postal votes to voters by means of a direct mail shot, advertising and publicity, targeting pockets of voters who have a long way to travel in order to cast a vote or have difficulties accessing a polling station by offering postal voting facilities, possible changes to polling cards and to polling stations.
 - 1.8 The Select Pairing finally met on 8th March 2004 to consider the results of the 'Plymouth Points of View' residents' panel survey undertaken in January / February 2004 to consult residents on the 2003 Elections.

The Electoral Services Manager presented a summary of the survey results to the Select Pairing. The Pairing then –

- made a number of comments in response to the survey findings (contained at Section 5.5.2 of the report)
- noted the contents of the survey and agreed that it be included as an appendix to the final scrutiny report;
- resolved not to make any changes to the report recommendations already agreed prior to receiving the results of the consultation survey.

2.0 Committee Structure

Councillors

Councillor Stevens, in the Chair (apologies received for 8th March 2004 meeting) Councillor Fry.

Councillor Tom Wildy (in the Chair, for the 8th March 2004 meeting only)

Officers in Attendance

Nigel Spilsbury - Electoral Services Manager
Katey Johns - Democratic Support Officer
Kevin Ross - Democratic Support Officer
Craig Saunders - Democratic Support Officer

3.0 Objectives

- 3.1 The Community Wellbeing Scrutiny Select Pairing consider the appropriateness of election arrangements with a view to maximising voter turnout.
- 3.2 The Select Pairing's findings and recommendations, if any, are submitted to a meeting of the Overview and Scrutiny Commission.

4.0 Witnesses

The Select Pairing heard from Professor Michael Thrasher (Professor of Politics, University of Plymouth), John Casey (News Editor, Evening Herald), Nick Smith (City Council Access Consultant), and Nigel Spilsbury, (Electoral Services Manager).

5.0 The Committee's Findings

5.1 The outcome of the Elections Review was summarised in a report presented to the Pairing at their first meeting on 18th September, 2003, and it was apparent that in a number of areas voters had been discouraged from voting due to a change of polling district boundary or polling station location.

In considering the information presented to them, particularly in respect of assessing polling district boundaries and polling stations, the Pairing had to try to balance the convenience of the electors in voting with the availability of suitable premises. At the same time, they also had to bear in mind the changes made at the last review and the confusion which could arise should additional changes be implemented.

5.2 **Polling District Boundaries**

Having considered in detail Appendix A of the report of the City Solicitor "Elections Review 2003", which set out comments/observations that had been received as a result of the initial review and consultation on Polling District Boundaries, the Pairing found that -

(i) EC - Budshead

It would be more appropriate for residents living at Redruth Close to vote at the Mobile station in Canterbury Drive. This would affect 26 voters in Redruth Close being transferred from polling district EC to EA:

(ii) LE - Compton

As a result of merging the areas to the east and west of Mutley Plain, the new polling district had been allocated Mutley Baptist Church as its polling station and use of the Hillsborough NSU Church Hall (former polling station for the area east of Mutley) had been discontinued. Many voters to the east of Mutley Plain were, therefore, discouraged from voting;

(iii) LC - Compton

Voters in Donnington Drive and Beeston Walk had a long way to travel to the Compton Methodist Church Hall polling station (new Compton ward), and as a result many voters did not turn out to vote. Prior to 2003 this area had been included in the Efford ward and electors voted at the Mobile in Tees Close, off Deer Park Drive;

(iv) MB - Drake

Residents living in the north of this polling district had a fair distance to travel to Sherwell Church Hall, lower North Hill, when compared to Mutley Baptist Church Hall (now used for the Compton ward) which had previously been used;

(v) HA/DD - Eggbuckland/Honicknowle

Due to the change in ward boundaries, voters living within the vicinity of Chaucer Way now had to visit Manadon Vale Primary School to vote resulting in many citizens not bothering to take part in the 2003 elections at all. For these voters to use Chaucer Primary would mean having a split ward/polling station which is something normally best avoided because of the confusion that could arise;

(vi) HE/HF - Eggbuckland

Voters living in Bearsdown Close, Bearsdown Road, Coltsfield Close, Shallowford Close and Shallowford Road (nos. 1-55 and 10-50) were situated closer to Austin Farm Primary School (HE) than the current facilities at St. Edwards Primary School (HF). This would mean splitting Shallowford Road between two polling districts which may cause an element of confusion;

(vii) GC - Moor View

The existing polling district was very small and support existed for merging the area under a general review of the adjacent districts;

(viii) QA, QB, QC - Plympton Chaddlewood

A candidate claimed the polling stations in this ward were too close together, leading to inconvenience to a number of voters;

(ix) TB - Plymstock Radford

Comments were received that the polling district was too big and should be split if additional suitable locations exist;

(x) CA - St. Budeaux

The distance from Coldrenick Street to Bull Point Primary School was too great for many voters to walk. Also, the review undertaken in 2002 had failed to increase voter turnout;

(xi) CC - St. Budeaux

Criticism of the merger of two polling districts following the last review;

(xii) NB - St. Peter and the Waterfront*

Criticism of the merger of the two polling districts (Barbican and St. Judes) with electors voting at Virginia House;

(xiii) NF - St. Peter and the Waterfront

Criticism of merger of the two polling areas at Wyndham Street and Frederick Street with all electors now voting at Prynne House at Wyndham Square;

(xiv) OC - Sutton and Mount Gould

Edna Terrace would be better suited to polling district OD enabling electors to vote at Tothill Community Centre rather than Salisbury Road Baptist Church Hall. This would affect only 7 voters;

(xv) OG - Sutton and Mount Gould

The mobile unit at Clare Place (Cattedown) was merged with an adjacent polling district as a result of the 2002 review. 280 voters, including a number of elderly voters, were allocated the Methodist Church at Tresillian Street, and many found the distance too far to travel.

5.3 Polling Places and Stations

5.3.1 At their meetings of the 8th and 17th October 2003 the Select Pairing considered disability access at polling stations, the use of schools and mobile polling units.

5.3.2 Disability Access

The Representation of the People Act 1983 places an obligation on local authorities, "so far as reasonable and practicable, to designate as polling places only places which are accessible to disabled people". The Disability Discrimination Act 1995 provides that service providers will have to make

"reasonable adjustments to the physical barriers to access or provide a reasonable means of avoiding the feature".

There are inherent difficulties in any obligation placed on the local authority or returning officer to make polling stations accessible in premises which are hired for only one day. The returning officer must consider the needs of <u>all</u> voters, and at times there will be a conflict between providing a fully accessible polling station and providing one in a convenient location.

The City Council's Access Consultant confirmed that as long as the Council could demonstrate that it was acting reasonably there should be no problem. By offering an alternative means of voting (e.g. a postal vote), disabled voters did not have to visit a polling station in order to vote and therefore this could be considered as a reasonable provision.

At present 69% of polling stations have reasonable access. If mobile units are included this figure rises to 80%. A rolling programme of modification to polling stations access has been underway for a number of years. It must, however, be accepted that if there is only one building available for use that the majority of voters cannot be placed at a disadvantage due to the relative inaccessibility of the building.

5.3.3 **Schools**

Although under rule 22 of the Parliamentary Elections Rules and the Local Elections Principal Areas Rules 1986 returning officers have the right to requisition schools and public rooms funded from the public purse to use as polling stations, the Select Pairing accept that where a suitable alternative to a school exists, that alternative should be used.

All schools, therefore, are to be kept under constant review and as alternatives come to light, each alternative will be examined for potential use.

5.3.4 Mobile Polling Units

Although mobile units are far from ideal for polling station use, in many areas such units are the only serious alternative. However, the Select Pairing recommend that where a building exists in the polling area or in close proximity it must be used in preference to a mobile unit, provided that the building is at least accessible as the mobile unit, after taking into account other related issues.

5.3.5 Position Statement

The Select Pairing have drawn up a "Position Statement" as regards to Polling Station access and use, which is listed at Appendix A.

5.4 **Maximising Voter Turnout**

5.4.1 The Select Pairing heard from Professor Michael Thrasher of Plymouth University and from John Casey, News Editor, Evening Herald, who shared their knowledge and experience on the most effective method of increasing voter turnout. 5.4.2 Professor Thrasher acknowledged that the decline in voter turnout was a global issue not confined solely to the UK. Turnout at all types of election in the UK has been in steady decline for many years, although the decline has been proportionately less in Plymouth.

He referred to recent research concerning the frequency of elections which indicated that the more frequent the election, the less likely people were to vote.

Professor Thrasher also indicated that 'hot' issues (such as the Poll Tax or Hunting) during an election can effect turnout.

- 5.4.3 The Select Pairing heard evidence that a number of authorities had great success in increasing turnout through the promotion of postal voting. Other proven methods of improving voter turnout included:
 - having the polling station located as close to the electorate as possible
 - availability of postal voting
 - well publicised election campaigns and door-to-door canvassing
 - the public knowing the name of the ward councillor
 - good press coverage
 - direct measures such as a direct mailshot to every elector.
- 5.4.4 The view of John Casey was that the Evening Herald was always willing and keen to report on local issues of interest to its readers and, in fact, probably gave the City Council a great deal more coverage than a lot of other similar newspapers around the country.
- 5.4.5 However, he did make a number of comments in relation to voter turnout. Feedback from readers indicated that a lack of canvassing in many areas of the city, lack of available information and poor circulation of literature effected turnout. He also indicated that where issues were used as voting tools readers expected to see the promises made followed through.
- 5.4.6 The Electoral Services Manager submitted "General Notes to Assist the Select Pairing with Voter Turnout Investigations" listed at Appendix B.

Appendix A to this document sets out the costs of targeting every voter - £59,000. However, there are no current budgetary provisions to undertake this initiative. A supplementary budget would, therefore, be required.

Appendix B to this document sets out a series of indirect initiatives which could be undertaken within existing budgetary provisions.

Appendix C of this document sets out a series of suggestions for an Advertising and Publicity Strategy for increasing turnout, some of which would require additional budgetary provision.

5.5 'Points of View' Residents' Panel Survey

- 5.5.1 The Select Pairing considered the results of public consultation undertaken through the 'Plymouth Points of View' residents' panel at their meeting on 8th March 2004.
- 5.5.2 Following a summary of survey results provided by the Electoral Services Manager, the Select Pairing resolved that the survey should be included as an appendix to the final scrutiny report and noted the following
 - the excellent response rate of 74% to the survey was very pleasing;
 - survey feedback indicated that the running of the Council's polling stations, including the knowledge and helpfulness of staff, was very good
 - 88% of people stated they were interested in what was happening in their local Council, an indication that most of the people taking part in the survey were already 'civic minded'
 - their concern at issues highlighted regarding voter "lack of awareness" including –
 - date of elections
 - the voting process
 - lack of information on candidates
 - they were aware that the Electoral Commission had suggested that local authorities have whole Member elections as opposed to annual elections;
 - the majority of survey respondents were already a motivated and engaged section of the community and further research might be needed to identify ways of engaging the majority of electors who did not vote in elections;
 - that options for future local elections years could include
 - building into the Electoral Registration Services budget and remit capacity to communicate with electors including to confirm details, provide information of polling stations and election dates, offer postal voting and explain the voting process
 - □ running direct awareness campaigns, although the lead-in times and logistics considerations would almost certainly mean it was too late for the elections on 10th June 2004

5.6 Other Issues

At its meetings of 26th November and 12th December 2003 the Select Pairing's considerations included 'targeting' voters by offering a postal voting application, possible changes to polling cards, changes to polling stations and future election pilots.

The Select Pairing heard that evidence had shown that targeted mail was the most effective way of promoting the use of postal voting, and therefore considered targeting pockets of electors who have a long way to travel to vote, or those who have difficulty getting into the polling station due to poor disability access.

The Electoral Services Manager also presented evidence that the majority of candidates and Election Agents considered the 'Nomination Ceremony' was a waste of time and see little point in it being continued.

The Electoral Services Manager also advised that a registration form which includes details on postal voting was despatched with all new Council Tax bills, and that City Centre advertising sites promoting the 2004 elections were to be booked.

6.0 Written Material

The Committee received the following written material to assist with the consultation -

- (i) Report of the City Solicitor to Overview and Scrutiny Commission on 18th September, 2003 "Elections Review 2003" (CWB 14 03/04)
- (ii) General Notes to assist with 'Voter Turnout investigation' (CWB 46 03/04)
- (iii) Electoral Services Manager's report on outstanding issues (CWB 45 03/04)
- (iv) Polling Stations Position Statement (CWB 25 03/04)
- (v) 'Plymouth Points of View' residents' survey (CWB 47 03/04)

7.0 Action Taken

The Community Wellbeing Scrutiny Committee Select Pairing recommend that -

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