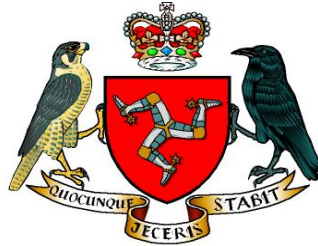


Government Report 002/06

BOUNDARY REVIEW COMMITTEE



Isle of Man
Government

Reiltys Ellan Vannin

INTERIM REPORT TO TYNWALD ON THE BOUNDARIES OF THE CONSTITUENCIES FOR ELECTIONS TO THE HOUSE OF KEYS

January 2006

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INTERIM REPORT TO TYNWALD BY THE BOUNDARY REVIEW COMMITTEE ON THE BOUNDARIES OF THE CONSTITUENCIES FOR ELECTIONS TO THE HOUSE OF KEYS

To: The Hon N Q Cringle, President of Tynwald, and the Honourable Council and Keys in Tynwald assembled.

1. INTRODUCTION

1.1 On 21st April 2004, Tynwald considered the following motion:

“That pursuant to section 11(5) of the Representation of the People Act 1995, the Governor in Council do appoint a committee to review the number and boundaries of the constituencies for elections to the House of Keys and to report thereon to Tynwald as soon as may be, the Committee to consider in particular the feasibility of:

- (i) eight constituencies returning three members each
- (ii) twelve constituencies returning two members each
- (iii) twenty four constituencies returning one member each

the limits of the constituencies coinciding as far as possible with natural and traditional boundaries, and that constituencies should ideally have no greater variance from the average number of voters per Member of the House of Keys than plus or minus 15%”.

The words appearing after “as may be” were removed by amendment, so the guidance given in the second part of the motion has no direct relevance to the task of the Committee.

The resolution, as passed, read

“That pursuant to section 11(5) of the Representation of the People Act 1995, the Governor in Council do appoint a committee to review the number and boundaries of the constituencies for elections to the House of Keys and to report thereon to Tynwald as soon as may be”.

1.2 However, on 15th July 2004, Tynwald further resolved as follows:-

“That Tynwald directs that, save for the requirement to appoint a Committee, the Governor in Council defer their implementation of the resolution of Tynwald dated 21st April 2004, for that Committee to review the number and boundaries of the constituencies for elections to the House of Keys, until such time as the Constitution (Legislative Council) Bill 2004 either –

- (a) receives the Royal Assent (in which case a further resolution of Tynwald will be required) or,
- (b) fails, (in which case the resolution of Tynwald of 21st April 2004 can be fully implemented)

- 1.3 We were appointed as the members of the Committee but, because of the continuing consideration of the Constitution (Legislative Council) Bill, were unable to commence work until, in the absence of a final conclusion to consideration of that Bill, Tynwald resolved in July 2005 that the resolution of 15th July 2004 be rescinded, and that the Boundary Review Committee should commence its work forthwith.
- 1.4 We are conscious that a General Election is scheduled to be held in November 2006. That leaves very little time for any recommendations we might make to be considered and implemented if such changes are to be in force in time for the 2006 Election. The proposed timescale originally envisaged for the work of the Committee would have required recommendations to be approved by Tynwald in July 2005, and embodied in draft legislation to be introduced into the Branches by October 2005.
- 1.5 As we cannot comply with that timescale, any redistribution of seats consequent upon boundary changes may be postponed by a further five years. We have borne in mind that it is over 25 years since the last changes were recommended and 20 years since they were implemented, other than changes consequent upon recent local authority boundary extensions such as those in Ramsey and Peel, and there has been significant population change within that period. Therefore we have concluded that we should bring forward recommendations for immediate changes which might address glaring irregularities in constituency sizes, leaving a more considered and fundamental review to be undertaken without time pressures. This Report is, therefore, an Interim Report, which provides Tynwald with the opportunity, should it wish, to correct some of the most obvious inequalities of the current parliamentary boundaries in time for the 2006 General Election, possibly by amendment to the proposed Representation of the People (Amendment) Bill 2006.
- 1.6 We advertised inviting evidence and received written submissions from the persons and bodies listed in **Appendix A**. We also took oral evidence from those most affected by the possible changes listed in **Appendix B**.
- 1.7 We would wish to express our appreciation to our Secretary Mrs Caroline Mallon and to her colleague Mr Andy Johnstone from the Crown Division of the Chief Secretary's Office and to Mr Chris Fayle of the Economics Division of the Treasury who have assisted with the Committee's work. We would also wish to place on record our thanks to Mr John Wright, a member of the Committee, who has undertaken much of the detailed analysis of the existing constituency boundaries and proposed changes.

2. BACKGROUND

- 2.1 The boundaries of the constituencies for House of Keys and Board of Education elections were last fixed for the 1986 Keys election in response to recommendations made by the Commission on the Representation of the People Act ("the Butler Report"), which reported to Tynwald in 1980. The Commission, in making its recommendations, adopted the guidelines that it

should give due consideration to natural and traditional boundaries and that it should aim to create constituencies with no greater a variance from the average number of voters per Member of the House of Keys than 15%.

- 2.2 The Butler Report made far reaching recommendations, not least the end of the mix of one, two and three seat constituencies that had existed since popular elections commenced in 1866. Those fundamental recommendations were not accepted, but there was a degree of redistribution in favour of urban areas and at a cost to those rural areas which had become over-represented through population shifts.
- 2.3 Broadly similar guidelines were used when the Boundary Review Committee chaired by His Honour H W Callow examined constituency boundaries in 1994. The Committee submitted its report ("the Callow Report") to Tynwald in September of that year.
- 2.4 The Callow Report was received by Tynwald, but no action was taken on its recommendations, which were –
 - (a) that polling district S2 (Quay) be removed from South Douglas and included in East Douglas;
 - (b) that polling district MD3 (South Braddan) be removed from Middle and be included in the constituency presently known as Malew and Santon, and that the constituency of Malew and Santon should be renamed;
 - (c) that polling district GA4 (South Lonan) be removed from Garff and included with Onchan, and that the constituency of Onchan should be renamed;
 - (d) that Tynwald consider the possibility of altering the number of constituencies by combining Glenfaba and Peel into one constituency represented by two members.
- 2.5 When the 1994 review was undertaken, the number of registered voters was 51,518 with an average number of voters per member of 2,147. By 2001, when the last election was held, the number of registered voters had increased to 56,838, with an average number of voters per member of 2,368.
- 2.6 By the time we came to consider matters, the total registered electorate had increased to 58,133 giving an average number of voters per member of 2,422.
- 2.7 The inequalities that the 1994 Review hoped to resolve have become more acute. In 2005, Middle, with 3,612 registered voters, has 49% more voters than the average (+26% in 1994). Garff, with 3,261 voters deviates by 34.1% above the average (+26.6% in 1994). Glenfaba with 1,779 voters remains the constituency with the lowest number of voters per member, a 26.6% deviation below the average (-22.4% in 1994). The current size of the constituencies and the variations from the average are set out in **Appendix C**. In **Appendix D** can be found a breakdown of voter numbers by constituency and electoral district.

- 2.8 As can be seen, voter numbers in a number of constituencies such as Garff, Middle and Peel are significantly above the electoral quota. A number are below, the most obvious example being Glenfaba which lost a significant number of voters, and one of its members, in the 1986 redistribution.
- 2.9 The electoral quota, that is the number of registered voters divided by the number of members of the House of Keys, changes with every new electoral list. In 2003 it was 2,404, in 2004 it was 2,436 and in 2005 it is 2,422.
- 2.10 On the best estimates that we have been given by the Treasury, a substantial number of the permanent resident population entitled to inclusion on the electoral register, are not so registered. In 2001 the census showed a permanent adult resident population of 60,082 and in 2005, the Treasury best estimate gave a permanent adult resident population of 61,503. If this figure was used it would give an electoral quota of 2,566. This means that 6%, or 3,456, of the resident population are not registered to vote. The best evidence we could be given was that this was more prevalent in Douglas, the unregistered population of rural constituencies being no more than 1% but approaching 9% in Douglas. Of course some unregistered people will be those who have not been resident for one year and thus are not qualified to vote.
- 2.11 It is worth bearing in mind that this difference means that Douglas may not, in actual fact, be over represented, and of course it makes no difference to elected MHK's whether a person who approaches them for help is a registered elector or not. However we feel we can only work on the numbers of electors registered.

3. DEMOCRATIC VALUES

- 3.1 The Committee considers that it is desirable, wherever possible, for constituencies to have broadly the same number of voters per member, in the interests of democracy. Some variation is inevitable, and may be desirable in rural constituencies where voter density is less than in urban areas leading to greater distances to be covered by candidates seeking to represent such areas. In this regard variations of up to 15% may be regarded as reasonable – and the Committee has sought, in general, to work within that tolerance.
- 3.2 However as great, if not greater importance in maintaining the principle of one man, one vote, is the concept of equality of representation. The current amalgam of one, two and three seat constituencies which means that a voter in one constituency is able to cast three votes, whereas a voter in the next constituency is only able to cast one, can be considered a far greater inequality than the current variation in numbers of voters per constituency – addressing one problem in isolation could only be, at best, a partial solution. However we recognise that the adoption of consistent numbers of elected representatives per constituency must be the subject of more detailed and in depth study – it cannot therefore form part of this initial response to Tynwald's brief.

- 3.3 In the course of consultation, the argument has been put to us that an even greater inequality in multi-seat constituencies is the increased load on candidates seeking election through having to canvas more voters than in a single seat constituency. It is a further compelling argument for constituencies with the same number of seats.
- 3.4 In addition to this fundamental and, in our opinion, essential change, we believe a number of other structural changes are necessary to demonstrate Tynwald's commitment to the principle of equality of voting rights and representation – these include mandatory reviews of boundaries at predetermined intervals (ideally every 10 years) and statutory guidance on the issues a Boundary Commission should take into account in carrying out its work. Those guidelines are given in legislation to the UK Boundary Commission and had they existed in the Isle of Man, our task would have been less subjective, and certainly easier. We reflect on what those guidelines might include later in the Report.

However we recommend:

- (i) that a mandatory review of House of Keys constituency boundaries take place within two years of every other General Election; and**
 - (ii) that such a requirement, together with the guidelines to be followed, be incorporated into statute.**
- 3.5 One of the issues that might be addressed in such guidelines is the desirability of maintaining current community and other boundaries. The Isle of Man has a number of such divisions – those of the traditional Sheadings, Parishes (ecclesiastical not always being the same as local government), towns, villages and rural areas. We have sought to respect those boundaries wherever possible – but in some cases that has been an impossible task. In any event we wonder whether traditional boundaries are as indicative of divergent interests as they once were. Certainly there is less obvious divergence between town and rural interests than there once was – and it is arguable that, in terms of national politics, the difference is even less than it is in matters that are the concern of local government. Sheading boundaries are the most difficult to respect – and we have noted that these ceased to be regarded as definitive in Tynwald's limited adoption of the Butler Report's recommendations. However, the sanctity of local authority boundaries has also become more difficult to respect, and may become even more so in the fundamental review we anticipate undertaking in due course.

4. THE PROPOSED INTERIM CHANGES

- 4.1 In arriving at our interim recommendations we have taken into account the 2005/6 electoral registers and the electoral quota as defined in paragraph 4.3.6, for 2005/6 of 2,422.
- 4.2 Because we did not have any specific guidelines issued to us by Tynwald, we have taken into account submissions made to us and we have also tried to

take into account, as far as possible, adapted to Island circumstances, the mandatory guidelines issued to the Boundary Commissions in the United Kingdom in the Schedule to The Parliamentary Constituencies Act 1986 (of Westminster).

4.3 **The guidelines that we have tried to follow and which we now recommend, are as follows:**

4.3.1 the number of seats in the House of Keys to be twenty four;

4.3.2 for the purposes of this report only there will continue to be a mix of single, two and three seat constituencies;

4.3.3 as far as is practicable, regard shall be had to historic sheading and parish boundaries and to existing local authority boundaries;

4.3.4 the electorate of any constituency, taking into account the number of members it returns to the House of Keys, shall be as near to the electoral quota as is practical. The application of 4.3.3 can be departed from if departure is desirable to avoid an excessive disparity between the electorate of the constituency and the electoral quota or between a constituency and a neighbouring constituency;

4.3.5 departure from strict application of the guide lines at 4.3.3 and 4.3.4 above may be permitted if special geographic considerations including, in particular, size, shape and accessibility of a constituency, appear to render this desirable;

4.3.6 electoral quota shall mean the number obtained by dividing the current registered electorate of the Isle of Man by the number of seats in the House of Keys; and

4.3.7 other than in exceptional circumstances no divergence from the electoral quota greater than 15% shall be allowed.

4.4 We offer our interim suggestions on the specific constituencies as alternatives. For each one we identify the advantages and disadvantages and indicate where we have had expressions for and against as well as our preference. It will be noted that we have had to depart, on several occasions, from some of our self-imposed guidelines. We anticipate that, in due course, in considering whether the Island should continue to have a mix of one, two and three seat constituencies or have 24 single seat, 12 two seat, 8 three seat or 6 four seat constituencies, our task may be even harder.

4.5 In every case, preservation of the status quo is an option. Recognising that, if adopted, our interim proposals may only survive one election, Tynwald may feel that short term changes are inherently less desirable than the current inequality of representation. We recognise the strength of this argument –

but feel that, because of the lapse of time since the last boundary review, Tynwald should have the option of redressing the inequality even if only on a temporary basis.

5. SPECIFIC RECOMMENDATIONS

5.1 Ramsey and Ayre

The 2005/6 electorate for Ramsey is 5,701. The 2005/6 electorate for Ayre is 2,297. The electoral quota for 2005/6 is 2,422. On this measure Ramsey has 17% too many electors and Ayre has 5% too few electors.

Option 1

Combine Ramsey and Ayre constituencies into a three-seat constituency with an electorate of 7,998 being 2,666 electors per member. This would result in Ramsey and Ayre being 10% over quota which is within the 15% maximum divergence we recommend.

Option 2

Splitting Ramsey and amalgamating part of Ramsey North with Ayre. Ramsey South, with 2621 electors, could be a single seat constituency and would come in at 8% above electoral quota. Ramsey North, as a single seat constituency, with 3080 electors would be 27% above electoral quota. That is too great a difference between adjoining constituencies and outside our self imposed maximum deviation of 15%. It would be necessary to move some voters from Ramsey North into Ayre. The area we suggest is as follows

Balleigh Court	44
Alkest/Kings Reach	43
Balleigh Mews	39
Balleigh Park	52
Clifton Drive	45
Close Oard	14
Ellan Park	25
Gainsborough Crescent	31
Malborough Crescent	17
Malborough Way	9
Romney Wynd	20
West Hill Village	22
TOTAL	361

This gives Ramsey North 2,717 electors which is 12% above electoral quota. The increase in voters for Ayre brings the total Ayre electorate up to 2,658 which is 9% above electoral quota

Option 3

This is a variant on option 2 and involves removing the same 361 electors

from Ramsey and allocating them to Ayre but keeping Ramsey as a two seat constituency.

Balleigh Court	44
Alkest/Kings Reach	43
Balleigh Mews	39
Balleigh Park	52
Clifton Drive	45
Close Oard	14
Ellan Park	25
Gainsborough Crescent	31
Malborough Crescent	17
Malborough Way	9
Romney Wynd	20
West Hill Village	22
TOTAL	361

This would give Ayre 2,658 electors, 9% over quota and Ramsey 5,340 electors, 9% above quota.

Pros and Cons

Option 1 was not favourably received by the MHK's for both areas, nor by the Local Authority representatives. However it would bring both constituencies nearer the electoral quota.

Options 2 and 3 which effectively transfer an area which has only recently been incorporated into the Ramsey Town Boundary for Local Authority purposes, to a rural House of Keys constituency, was not supported by the Ramsey MHK's or Commissioners.

Recognising that the inequalities in both Ramsey and Ayre are not as marked as elsewhere, we recommend retention of the status quo pending a more thorough review.

5.2 Peel and Glenfaba

The 2005/6 electorate for Peel is 3,211. The 2005/6 electorate for Glenfaba is 1,779. The electoral quota for 2005/6 is 2,422. On this measure Peel has 33% too many electors and Glenfaba has 27% too few electors, a substantial divergence between two adjoining constituencies.

Option 1

Combine Peel and Glenfaba constituencies into one two seat constituency which would have an electorate of 4,990 which is 3% above the electoral quota.

Option 2

Peel is currently divided into two polling districts, roughly north and south. Peel could be divided into two parts, one part being combined with Patrick

and the other with German to give two single seat constituencies. Peel 1 polling district has 1,779 electors and German has 789 electors. The combined Peel 1 and German area (Peel North and German constituency) would then have 2,568 electors or 6% over electoral quota. Peel 2 polling district has 1,432 electors and Patrick has 990 electors. The combined Peel 2 and Patrick area (Peel South and Patrick constituency) would have 2,422, exactly on quota.

Option 3

By moving between 700 and 800 electors from the northern outskirts of Peel and adding them to Glenfaba. We suggest the electors in the following streets and roads:

Ash Close	28
Aspen Drive	34
Ballagyr Park	54
Ballaquane Avenue	8
Ballaquane Park	82
Ballaquane Road	42
Ballellis	34
Battery Road	15
Bellevue	23
Bellevue Park	74
Birch Drive	28
Carmane Close	26
Close Quane	44
Close Toalt	8
Cowley Terrace	17
Cushag Drive	22
Elm Drive	23
Fuchia Ave	15
Hawthorn Drive	2
Magher Drive	24
Mourne View	21
Maple Avenue	38
Oak Rd	42
Poplar Close	3
Poortown Road	6
Ramsey Road	16
Reayrt Aalin	56
Rowan Avenue	28
St Patricks View	18
Willow Close	18
TOTAL	849

This gives Peel an electorate of 2,358 which is 3% below quota and Glenfaba an electorate of 2,632 which is 9% above quota.

See Appendix E for map showing affected area

Pros and Cons

Having recommended no change in Ramsey, we recognise that there could be a temptation to follow the same precedent for Peel & Glenfaba - however the deviation from electoral quota is far greater. The rural representatives we consulted expressed a concern that Option 1 might lead to dominance of the constituency by the urban vote. Options 1 and 2 might be regarded as pre-empting a longer term solution, whereas Option 3 redresses the numerical inequality without setting such a change in stone.

Accordingly we recommend Option 3 as a short term solution.

5.3 Garff

The 2005/6 electorate for Garff is 3,261. The electoral quota for 2005/6 is 2,422. On this measure Garff has 34% too many electors. This is the second greatest divergence from the electoral quota. Garff proved one of the most difficult constituencies we had to consider.

Option 1

Without more far reaching boundary changes in the North, East and North-West of the Island we can do little other than suggest minor adjustment by moving South Lonan polling district into either Onchan or Middle as set out in our proposed solutions for Middle and Douglas.

Taking South Lonan out of Garff, would leave Garff with an electorate of 2,793, which is over the electoral quota by 15%, and just on the limit of our self-imposed guideline.

Pros and Cons

The representatives of Garff and Onchan did not favour an adjustment of the boundaries, preferring in Garff's case, to remain numerically under represented. However since the inequality is so marked, if Tynwald wishes to make short term adjustments, this is the only option.

We accordingly recommend its acceptance.

5.4 Douglas, Onchan and Middle

Douglas North has 4,745 electors in 2005/6, a divergence from the electoral quota of 2% too few, Douglas South with 4,885 electors in 2005/6 has a divergence from the electoral quota of 1% too many. We do not make any recommendations to change the boundaries of either Douglas North or Douglas South except as part of a wider change involving Middle and the redefining of the Douglas Constituency Boundaries.

Douglas East has 3,923 electors in 2005/6, that is 19% below the electoral quota and Douglas West has 3,992 electors in 2005/6, that is 18% below the electoral quota. Onchan, with 6,965 electors in 2005/6 is 3% below the electoral quota. Middle, with 3,611 electors has the largest divergence from the electoral quota of any constituency being 49% above quota.

Recognising the diversity of identity between Douglas and Onchan, but also recognising that they are one contiguous urbanised or built up area, the total electorate for Douglas and Onchan as one urban area in 2005/6 is 23,710. With the electoral quota of 2,422 it could be argued that Douglas and Onchan combined should be entitled to 10 rather than the 11 seats they presently have.

We also recognise the fact that Douglas is likely to develop by building beyond its boundaries in that part of Braddan immediately adjoining Douglas. This will inevitably make the Middle divergence from electoral quota greater as time goes by.

Option 1

Combine Douglas East and Douglas West to create a three seat constituency with an electorate in 2005/6 of 7,915. Using the electoral quota of 2,422 this gives an electorate which is 9% above quota.

This frees up one seat to be allocated to Middle. If Middle was left as is, it would leave that constituency seriously under quota. It could be suggested that the electoral district of Onchan Parish and the electoral district of South Lonan be added to Middle. This would bring Middle's electorate up to 4,392 which represents a 9% divergence below electoral quota.

Option 2

This option was not included in any of the submissions made to us, but arose out of verbal evidence. Its merits were recognised by Braddan Commissioners. It envisages three areas of Braddan, (currently part of Middle Constituency) and a sliver of Onchan (from Tromode Green to the River Glass) being transferred into Douglas for House of Keys election boundary purposes only. The total transfer would be 1,322 voters. This would reduce Middle to 2,290 voters which is 5% below electoral quota and would increase the Douglas electorate to 18,867, which, with 8 seats, equates to just 3% under quota.

The three areas are:

- (i) The triangle to the west of Farmhill (known as "Clybane") to the Cooil Business Park, bounded by Cooil Road and Vicarage Road with 168 electors, to South Douglas;
- (ii) Ballafletcher bounded by Braddan Road on the West to the Strang Crossroads and then to the South East of Strang Road to Agen and cutting across to the North West corner of the Glencrutchery polling

- district of North Douglas with 201 electors (“Ballafletcher”) (this includes the six voters in the detached sliver of Onchan at Tromode) to Douglas North; and
- (iii) Union Mills defined by the triangle bounded on the East by Braddan Road to the Strang Crossroads, taking in both sides of Strang Road to Union Mills plus Main Road, Union Mills to Trollaby Lane before dropping south to the existing South Douglas Ballaughton Polling District North West Corner or to the Cooil Chapel (including the Lhergy Cripperty) with 953 electors, (“ Union Mills”) to Douglas North.

However, if these additional areas are added into Douglas, the boundaries of the Douglas constituencies will need to be adjusted to maintain approximate equality of electorate. The suggested changes are also, in the main, geographically justifiable.

We suggest:

Douglas East

Crescent	1,224	
Derby	1,200	
Quay	328	<i>(moved from Douglas South)</i>
St Ninians	949	<i>(moved from Douglas North)</i>
Strand	236	
Windsor	641	
	4,578	6% below electoral quota

Douglas North

Ballafletcher	201	<i>(moved from Middle)</i>
Glencrutchery	949	
Union Mills	953	<i>(moved from Middle)</i>
Willaston	2,847	
	4,950	2% over electoral quota

Douglas South

Anagh Coar	833	
Ballaughton	2,484	
Clybane	168	<i>(moved from Middle)</i>
Pulrose	779	
St Georges	461	
	4,725	2% below electoral quota

Douglas West

Albany	827	
Ballabrooie	891	
Eastfield	745	
Garden City	1,011	
Somerset	518	
Tynwald	622	<i>(moved from Douglas East)</i>
	4,614	5% below electoral quota

See Appendix F for map showing current boundaries and affected areas

See Appendix G for map showing the proposed new Douglas constituency boundaries

Pros and Cons

Not surprisingly, none of the Douglas MHK's or representatives of Douglas Town Council we consulted favoured the amalgamation of East and West Douglas into one three seat constituency with the effective loss of one Douglas seat. Likewise the MHK for Middle was opposed to any loss of voters from Braddan to Douglas. Braddan Commissioners appeared more open to either solution, recognising that parliamentary boundaries could no longer follow local authority boundaries in this area. However they made the point that, in the area which would be transferred into Douglas North under Option 2 there are plans to build a further 1000 houses in the next 10 years. The addition of extra voters into Douglas constituencies may distort numerical equality in the future.

If Option 1 is to be adopted, South Lonan and Onchan Parish should be transferred into Middle Constituency. If Option 2 is adopted South Lonan should be transferred to Onchan Constituency.

Either Option 1 or Option 2 would result in a decrease in the current divergence in electoral quotas in the Middle and the Douglas constituencies. Recognising that there is a convergence of interest between the residential areas of Central Braddan and Douglas, **we recommend acceptance of Option 2.**

6. OTHER MATTERS

- 6.1 **We recommend that voters' lists in rural areas should be compiled in street order or post code grouping so as to be consistent with the practice in urban areas.**
- 6.2 **We also recommend that constituency maps should be prepared and updated regularly.**

7. SUMMARY OF RECOMMENDATIONS

Our recommendations are as follows:-

7.1 Short term boundary changes

- 7.1.1 **Ayre and Ramsey**
Retention of the status quo (para 5.1)

7.1.2 Peel and Glenfaba

That the 761 electors listed be transferred from Peel to Glenfaba (para 5.2)

7.1.3 Douglas and Middle

That the three areas of Braddan and the isolated area of Onchan, be transferred into North Douglas and South Douglas and that consequential changes be made to all four Douglas constituencies (para 5.4)

7.1.4 Garff

That South Lonan polling district be transferred to Onchan constituency (para 5.3)

7.2 Long term administrative recommendations

7.2.1 Mandatory review

- **that a mandatory review of House of Keys constituency boundaries take place within two years of every other General Election; and**
- **that such a requirement, together with the guidelines to be followed, be incorporated into statute (para 3.4)**

7.2.2 Statutory guidelines

- **the number of seats in the House of Keys to be twenty four (para 4.3.1)**
- **as far as is practicable, regard shall be had to historic sheading and parish boundaries and to existing local authority boundaries (para 4.3.3)**
- **the electorate of any constituency, taking into account the number of members it returns to the House of Keys, shall be as near to the electoral quota as is practical. The application of 4.3.3 can be departed from if departure is desirable to avoid an excessive disparity between the electorate of the constituency and the electoral quota or between a constituency and a neighbouring constituency (para 4.3.4)**
- **departure from strict application of the guide lines at 4.3.3 and 4.3.4 above may be permitted if special geographic considerations including, in particular, size, shape and accessibility of a constituency, appear to render this desirable (para 4.3.5)**
- **electoral quota shall mean the number obtained by dividing the current registered electorate of the Isle of Man by the number of seats in the House of Keys (para 4.3.6)**
- **other than in exceptional circumstances no divergence from the electoral quota greater than 15% shall be allowed (para 4.3.7)**

7.2.3 **Street order**

we recommend that voters' lists in rural areas should be compiled in street order or post code grouping so as to be consistent with the practice in urban areas (para 6.1)

7.2.4 **Maps**

we also recommend that constituency maps should be produced and updated regularly (para 6.2)

8. CONCLUSIONS

- 8.1 We do not pretend that our recommendations are a perfect solution – no democratic solution ever is. However we hope we have provided the best range of interim solutions to an imperfect situation that time has permitted. We are unanimous in our recommendations.
- 8.2 Whether Tynwald does, or does not, adopt our recommendations will not affect the longer term analysis to which we now turn our attention, although we will carefully note any comments made during the process of considering our interim proposals.

Signed:

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Dated:

Appendix A

RESPONSES RECEIVED

Mr P Beckett
His Honour H W Callow CBE,
Mr R A Hamilton (Chief Executive DLGE)
Mr A Jessop
J B Skinner
Mrs J Williams (For Council of Ministers)

Mr C Brooks (Returning Officer)
Mr J J Callin, (Returning Officer)
Mr R A E Jelski (Returning Officer)
Mr G F Karran (Returning Officer)
Mr JDR Kewley (Returning Officer)
Mr S Mann (Returning Officer)
Mr J L M Quinn, Returning Officer

Andreas Parish Commissioners
Arbory Parish Commissioners
Ballaugh Parish Commissioners
Braddan Parish Commissioners
Castletown Town Commissioners
German Parish Commissioners
Jurby Parish Commissioners
Lezayre Parish Commissioners
Lonan Parish Commissioners
Malew Parish Commissioners
Maughold Parish Commissionees
Marown Parish Commissioners
Michael Parish Commissioners
Onchan District Commissioners
Patrick Parish Commissioners
Peel Town Commissioners
Port Erin Commissioners
Santon Parish Commissioners

The Hon J A Brown SHK
Hon D Anderson MHK
Mr D Cannan MHK
Mrs C Christian MLC
Mr R Corkill MHK
Mr A C Douglas MHK
Mr A F Earnshaw MHK
Hon P Gawne
Mrs H Hannan MHK
Mr P Karran MHK
Mr M Quayle MHK
Mr J Rimmington MHK
Hon S C Rodan MHK
Mr E Teare MHK

Oral Evidence was received from the following who were most affected by the possible changes

Hon D M Anderson MHK, Glenfaba
Hon A R Bell MHK, Ramsey
Hon R P Briadwood MHK, Douglas East
Mrs B J Cannell MHK, Douglas East
Mrs A V Craine MHK, Ramsey
Mr A J Earnshaw MHK, Onchan
Mrs H Hannan MHK, Peel
Hon S C Rodan MHK, Garff
Mr W E Teare MHK, Ayre
Mr G M Quayle MHK, Middle
Hon J P Shimmin MHK, Douglas West

Andreas Parish Commissioners

Mr Morrow
Mr A McDonald
Mr J Quayle

Braddan Parish Commissioners

Mrs M Hodge
Mr Buster Lewin

Douglas Corporation

Mrs L Ramsay
Mrs R Chatel
Mr P Cowin

Patrick Parish Commissioners

Mrs P Kneen

Peel Town Commissioners

Mr Gimbet
Mr P Sweeney
Mr J Lighfoot

Ramsey Town Commissioners

Mr G Quayle J.P.
Mr P Whiteway

Lezayre Parish Commissioners

Mr F Robinson

Lonan Parish Commissioners

Mr Fowler
Mr Clucas

Onchan District Commissioners

Mr G K Astill J.P.
Mr P R Kelly
Mrs W Megson
Mr A T W Norton
Mr B Stowell
Mr Watterson
Mr M J Williams

Appendix C (1 of 3)

Constituency showing voter numbers and divergence from electoral quotas - 2003/04

Constituency	Registered Voters	Number of Seats	Votes per Seat	%age above or below quota 2404.3
Ayre	2138	1	2138.0	-11.1
Castletown	2301	1	2301.0	-4.3
Douglas East	3928	2	1964.0	-18.3
Garff	3224	1	3224.0	34.1
Glenfaba	1848	1	1848.0	-23.1
Michael	2396	1	2396.0	-0.3
Onchan	6936	3	2312.0	-3.8
Douglas North	4762	2	2381.0	-1.0
Peel	2960	1	2960.0	23.1
Ramsey	5705	2	2852.5	18.6
Rushen	6834	3	2278.0	-5.3
Malew & Santon	2174	1	2174.0	-9.6
Middle	3467	1	3467.0	44.2
Douglas South	4955	2	2477.5	3.0
Douglas West	4075	2	2037.5	-15.3
Total	57703	24	2404.3	

Appendix C (2 of 3)

Constituency showing voter numbers and divergence from electoral quotas - 2004/05

Constituency	Registered Voters	Number of Seats	Votes per Seat	%age above or below quota 2436
Ayre	2252	1	2252	-7.6
Castletown	2323	1	2323	-4.6
Douglas East	3849	2	1925	-21.0
Garff	3273	1	3273	34.4
Glenfaba	1843	1	1843	-24.3
Michael	2430	1	2430	-0.3
Onchan	7083	3	2361	-3.1
Douglas North	4695	2	2348	-3.6
Peel	3128	1	3128	28.4
Ramsey	5845	2	2923	20.0
Rushen	6895	3	2298	-5.7
Malew & Santon	2222	1	2222	-8.8
Middle	3631	1	3631	49.0
Douglas South	4944	2	2472	1.5
Douglas West	4054	2	2027	-16.8
Total	58467	24	2436	

Appendix C (3 of 3)

Constituency showing voter numbers and divergence from electoral quotas - 2005/06

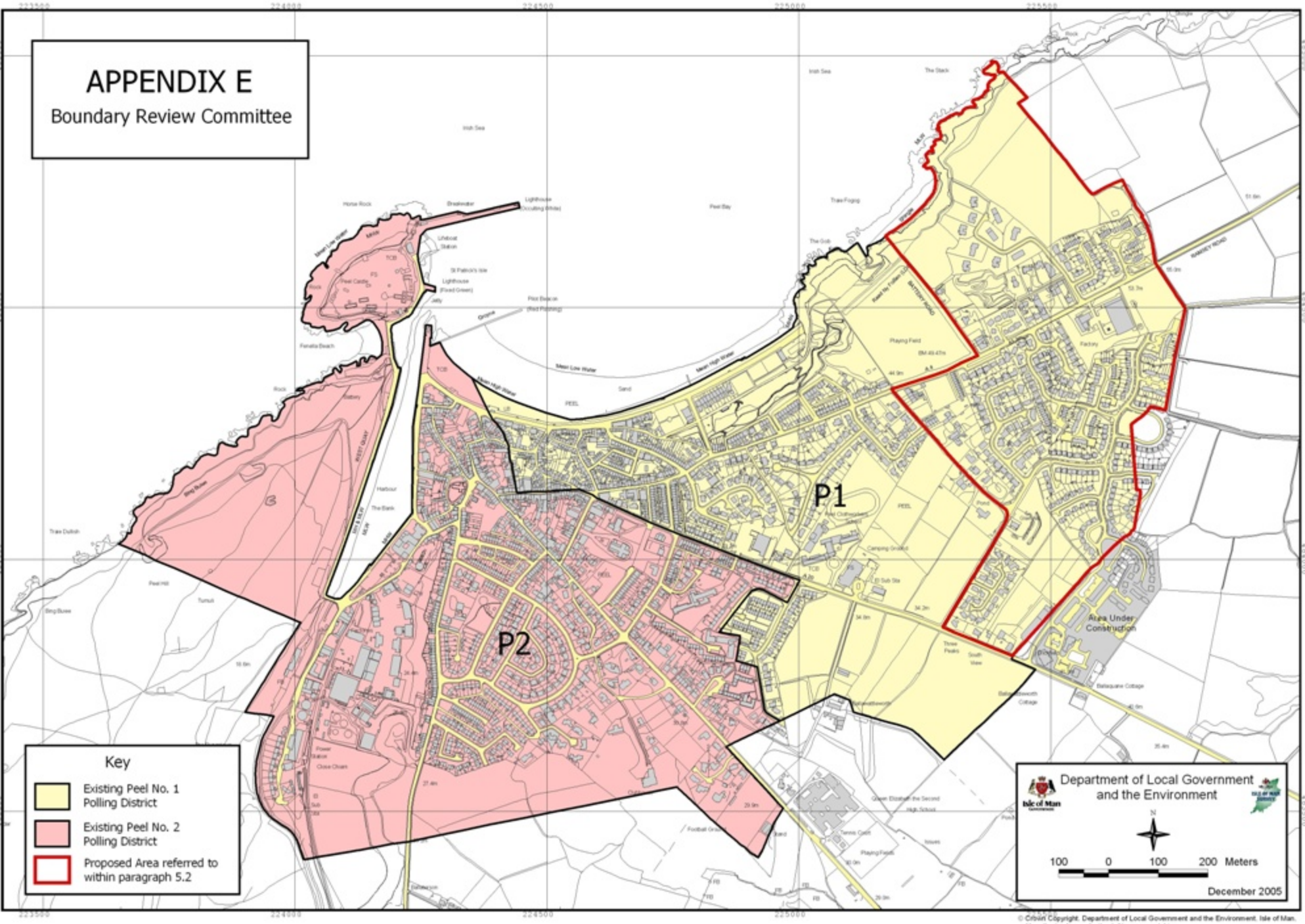
Constituency	Registered Voters	Number of Seats	Votes per Seat	%age above or below quota 2422
Ayre	2297	1	2297	-5.2
Castletown	2305	1	2305	-4.8
Douglas East	3923	2	1962	-19.0
Garff	3261	1	3261	34.6
Glenfaba	1779	1	1779	-26.6
Michael	2429	1	2429	0.3
Onchan	6965	3	2322	-4.2
Douglas North	4745	2	2373	-2.1
Peel	3211	1	3211	32.6
Ramsey	5701	2	2851	17.7
Rushen	6790	3	2263	-6.6
Malew & Santon	2238	1	2238	-7.6
Middle	3612	1	3612	49.1
Douglas South	4885	2	2443	0.8
Douglas West	3992	2	1996	-17.6
Total	58133	24	2422	

Appendix D

Breakdown by Constituency and Electoral District							
Constituency	Polling District	1986/87	1991/92	1996/97	2001/02	2004/05	2005/06
Ayre	Andreas	803	868	841	905	1006	1036
	Bride	289	319	291	313	323	319
	West Lezayre	451	475	489	565	561	588
	East Lezayre	619	754	318	324	362	354
			2162	2416	1939	2107	2252
Castletown	1	1378	1367	1304	1439	1474	1530
	2	824	851	845	849	849	775
		2202	2218	2149	2288	2323	2305
Douglas East	Tynwald	649	638	613	636	599	622
	Crescent	852	889	903	1149	1177	1224
	Strand	342	301	242	223	218	236
	Windsor	674	641	623	645	612	641
	Derby	1113	1209	1161	1254	1243	1200
			3630	3678	3542	3907	3849
Douglas North	Glencrutchery	763	826	827	979	964	949
	Willaston	1670	1677	2642	2881	2798	2847
	St Ninians	976	952	931	971	933	949
		3409	3455	4400	4831	4695	4745
Douglas South	St. Georges	717	558	494	461	461	461
	Quay	272	264	256	282	317	328
	Ballaughton	759	1415	2046	2322	2466	2484
	Anagh Coar	682	916	909	868	839	833
	Pulrose	1024	1106	997	905	861	779
		3454	4259	4702	4838	4944	4885
Douglas West	Garden City	884	1005	1000	1058	1053	1011
	Somerset	609	625	546	553	533	518
	Albany	811	823	802	827	821	827
	Ballabrooie	729	756	850	925	913	891
	Eastfield	760	785	726	767	734	745
			3793	3994	3924	4130	4054
Garff	Maughold N	401	423	424	472	475	472
	Maughold S	183	216	224	281	284	286
	Lonan N	481	521	533	596	692	694
	Lonan S	459	466	460	475	484	468
	Laxey	1026	1084	1123	1315	1338	1341
			2550	2710	2764	3139	3273
Glenfaba	North Patrick	186	190	212	222	222	214
	Northeast Patrick	398	445	447	498	522	502
	Southwest Patrick	201	223	227	264	276	274
	German	769	770	779	809	823	789
			1554	1628	1665	1793	1843
Malew and Santon	Santon	351	336	305	417	447	482
	North Malew	296	351	348	335	346	335
	South Malew	1209	1274	1272	1438	1429	1421
		1856	1961	1925	2190	2222	2238
Michael	Michael Village*/District	420	929	927	1089	1196	1189
	Michael Parish	341	0	0	0	0	0
	Ballaugh	576	633	675	713	798	812
	Jurby	385	443	432	440	436	428
			1722	2005	2034	2242	2430
Middle	Marown	960	1140	1197	1364	1554	1539
	North Braddan	926	1085	1401	1566	1696	1694
	South Braddan	222	251	275	291	381	379
		2108	2476	2873	3221	3631	3612
Onchan	Ballachurry	990	1060	1152	1131	1137	1124
	Birch Hill	2076	2183	2235	2356	2366	2293
	Howstrake	1658	1909	2079	2258	2440	2435
	Hague	800	823	786	814	815	801
	Onchan Parish	208	234	256	315	325	312
			5732	6209	6508	6874	7083
Peel	1	1093	1207	1243	1446	1674	1779
	2	487	501	475	1467	1454	1432
	3	1090	1106	1093	0	0	0
		2670	2814	2811	2913	3128	3211
Ramsey	1 (North)	955	968	2867	3018	3149	3080
	2 (North)	1176	1323	0	0	0	0
	1 (South)	1245	1278	2430	2607	2696	2621
	2 (South)	1116	1217	0	0	0	0
		4492	4786	5297	5625	5845	5701
Rushen	Port Erin	2109	2307	2449	2682	2744	2678
	Port St. Mary	1213	1339	1383	1505	1550	1515
	East Rushen	463	487	487	545	574	560
	West Rushen	571	605	647	654	650	679
	East Arbory	508	561	528	568	575	565
	West Arbory	717	735	757	786	802	793
		5581	6034	6251	6740	6895	6790
		46915	50643	52784	56838	58467	58133

APPENDIX E

Boundary Review Committee



Key

- Existing Peel No. 1 Polling District
- Existing Peel No. 2 Polling District
- Proposed Area referred to within paragraph 5.2

Department of Local Government and the Environment

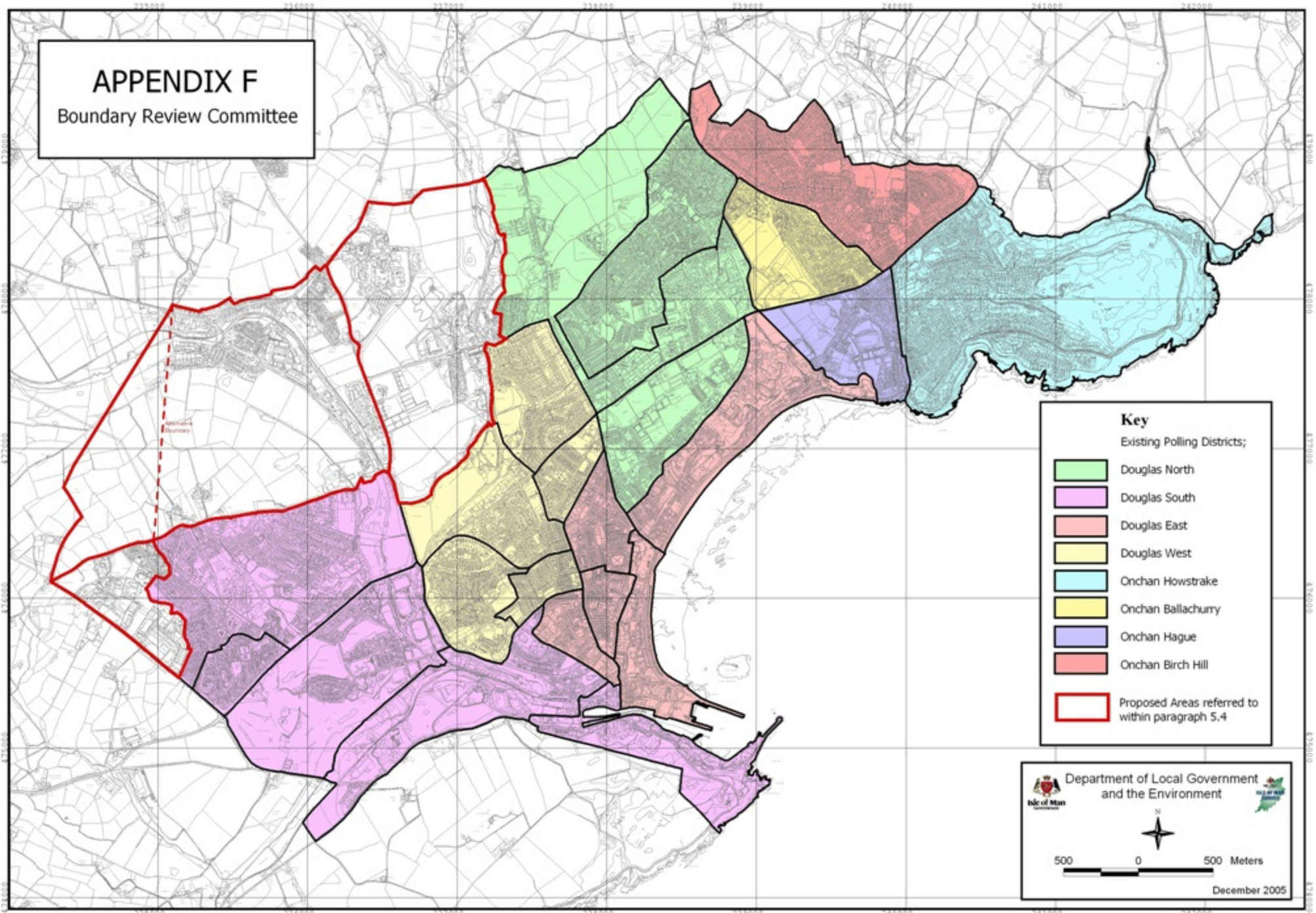
Isle of Man

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December 2005

APPENDIX F

Boundary Review Committee



Key
Existing Polling Districts;

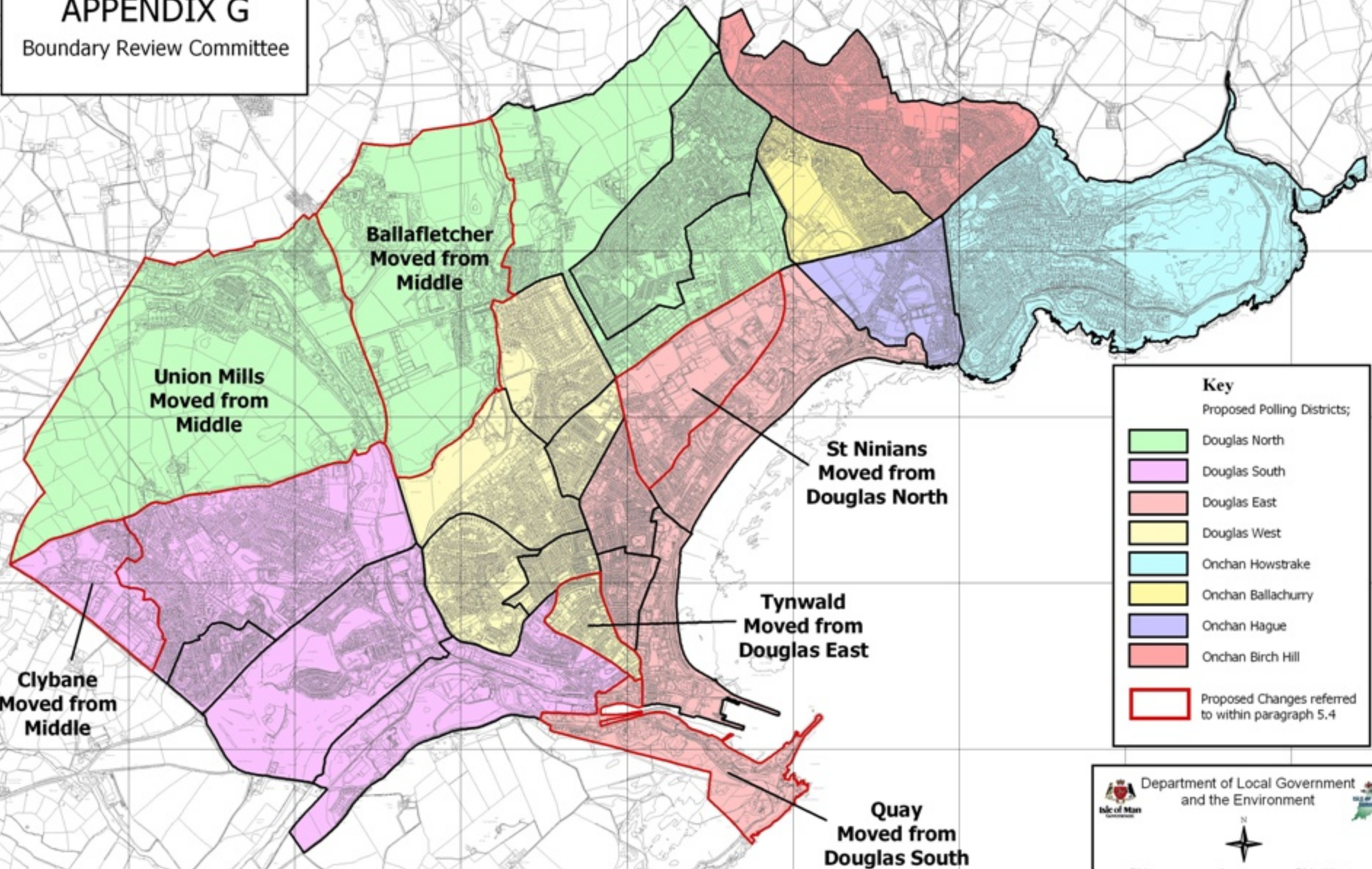
- Douglas North
- Douglas South
- Douglas East
- Douglas West
- Onchan Howstrake
- Onchan Ballachurry
- Onchan Hague
- Onchan Birch Hill
- Proposed Areas referred to within paragraph 5.4

Department of Local Government and the Environment
Isle of Man

December 2005

APPENDIX G

Boundary Review Committee





Key

Proposed Polling Districts;

-  Douglas North
-  Douglas South
-  Douglas East
-  Douglas West
-  Onchan Howstrake
-  Onchan Ballachurry
-  Onchan Hague
-  Onchan Birch Hill
-  Proposed Changes referred to within paragraph 5.4

Department of Local Government and the Environment



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December 2005