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Electoral Constituencies

1 Introduction

This briefing paper was requested by the Assembly and Executive Review Committee following its meeting on 17 April 2012. It provides information relevant to consideration of the following issues:

- the impact of the Northern Ireland Assembly constituencies remaining linked to UK Parliamentary boundaries
- Possibility of using the new local Council/RPA boundaries for the MLA boundaries – how this might work (e.g. by varying the number of MLAs for some constituencies) and if there is any precedent on that model; and
- Possibility of creating MLA constituencies (and number of MLAs per constituency) using a ‘bottom up’ approach – that is firstly looking at the population of an area and then determining the number of MLAs needed to represent this population and if this, in turn, would significantly affect the proportionality of MLAs/number of voters in an area.

To address these questions the paper provides information on:

- Parliamentary Constituencies - Legislative Framework
- Parliamentary Constituencies - Projections
- Decoupling in Scotland and Wales
- New Local Government Boundaries
- District Magnitude

2 Parliamentary Constituencies - Legislative Framework

The legal framework which determines the number and distribution of UK Parliamentary constituencies is contained within the Parliamentary Voting System and Constituencies Act 2011 (the 2011 Act). This Act significantly amended the previous framework contained within the Parliamentary Constituencies Act 1986 (the 1986 Act)

Parliamentary Constituencies Act 1986

Schedule 2 of the 1986 Act¹, as enacted, set out rules for redistribution of seats. The first rule placed a control on the number of constituencies for parts of the United Kingdom.

Schedule 2 RULES FOR REDISTRIBUTION OF SEATS

1(1)The number of constituencies in Great Britain shall not be substantially greater or less than 613.

(2)The number of constituencies in Scotland shall not be less than 71.

(3)The number of constituencies in Wales shall not be less than 35.

(4)The number of constituencies in Northern Ireland shall not be greater than 18 or less than 16, and shall be 17 unless it appears to the Boundary Commission for Northern Ireland that Northern Ireland should for the time being be divided into 16 or (as the case may be) into 18 constituencies.

Section 86 of the Scotland Act 1998² made a number of significant changes to the rules contained in Schedule 2 of the 1986 Act. These changes included the removal of Rule 1(2) which meant that there was no longer a guaranteed minimum number of Scottish seats at Westminster. In addition, further rules were altered with the effect that

¹ Parliamentary Constituencies Act 1986 (1986 c.56)
<http://www.legislation.gov.uk/ukpga/1986/56/contents/enacted>

² Scotland Act 1998 (1998 c.46)
<http://www.legislation.gov.uk/ukpga/1998/46/contents>

for the first Boundary Commission review of Parliamentary Constituencies undertaken following the enactment of the Scotland Act 1998 the electoral quota for England rather than a quota based on existing Scottish constituencies would be used to determine the appropriate number of Scottish seats at Westminster.

The Boundary Commission for Scotland submitted the final report of its Fifth Periodical Review to the Secretary of State for Scotland on 30 November 2004. The final recommendations contained within the report indicated that the number of Scottish seats should be reduced by 13 (from 72 to 59). The Parliamentary Constituencies (Scotland) Order 2005³ gave effect to the recommendations contained in report and as a consequence the House of Commons was reduced in size to 646 as the new constituencies came into being at the General Election on 5th May 2005.⁴

During the same periodic review (albeit reporting after the 2005 elections), the Boundary Commission for Northern Ireland did not recommend any changes to the number of constituencies in Northern Ireland (18) and the Boundary Commission for Wales recommended the retention of the same number of constituencies in Wales (40). The Boundary Commission for England recommended an increase of 4 in the number of constituencies in England (533). The present size of the House of Commons following the 2010 general election, therefore, was 650.

Parliamentary Voting System and Constituencies Act 2011

The Parliamentary Voting System and Constituencies Act 2011⁵ substantially amended the 1986 Act by, amongst other things, setting the number of parliamentary constituencies at 600 and prescribing a revised method for calculating the number of constituencies for each part of the UK. In relation to the provisions relating to the number and distribution of seats, the Explanatory Note which accompanies the 2011 Act states that:

Number and distribution of seats

47. *Section 11* replaces the rules under which the four Boundary Commissions make recommendations as to how their part of the UK should be divided into constituencies, which are currently set out in Schedule 2 to the 1986 Act. The section substitutes a new Schedule 2. *Rule 1* of the new Schedule 2 sets the number of constituencies in the UK at 600. *Rule 2* provides for there to be less variation in the size of the electorate in each constituency than at present: the electorate of each

³ Parliamentary Constituencies (Scotland) Order 2005 (2005 No. 250 (S. 1))
<http://www.legislation.gov.uk/uksi/2005/250/made>

⁴ Parliamentary constituency boundaries: the Fifth Periodical Review House of Commons Library (July 2010)
Standard Note: SN/PC/03222 <http://www.parliament.uk/documents/commons/lib/research/briefings/snpc-03222.pdf>

⁵ Parliamentary Voting System and Constituencies Act 2011 (2011 c.1)
<http://www.legislation.gov.uk/ukpga/2011/1/notes/division/1>

constituency is required to be within 5% either side of the UK electoral quota. The UK electoral quota is the number of people in the UK on the electoral register published two years and ten months before the date by which the Commissions' reports are to be submitted less the electorate on that date of the protected constituencies named in Rule 6, divided by 596, i.e. the number of constituencies in the UK (600) less the four protected constituencies in *rule 6*.

48. *Rules 3 and 8* prevent the Boundary Commissions from recommending constituencies that cross national borders and set out the procedure for calculating the number of constituencies which there are to be in each part of the UK. This is to be done by the Sainte-Laguë method. Under this method, the first constituency is allocated to the part of the UK with the largest electorate (that is to say, the part of the UK with the largest registered electorate). The next constituency and subsequent constituencies are allocated in the same way, except that the electorate of a part of the UK to which one or more constituencies have already been allocated is divided by twice the number of seats already allocated to that part of the UK plus one. If two (or more) parts of the UK are equally entitled to a seat (or seats), the seat is allocated to that nation, of those that are tied, with the smaller or smallest electorate. The preserved constituencies set out in *Rule 6* and their electorates are not included in the allocation process.⁶

For reference, Schedule 2 of the 1986 Act as amended by the 2011 Act is included as Appendix 1 to this paper.

The 2011 Act provided for a 5-year cycle of reviews by each of the boundary commissions and the Boundary Commission for Northern Ireland started its 6th review of parliamentary constituency boundaries on 4th March 2011. The review has to be completed before 1st October 2013 and the 2011 Act also prescribes the electorate to be used for the purposes of the review; the relevant electorate being that at the 1st December 2010 Parliamentary electorate. Application of the Sainte-Laguë formula as prescribed by the 2011 Act results in the allocation of seats as set out in Table 1 below.

Section 33 of the Northern Ireland Act 1998⁷ states that the members of the Assembly shall be returned for the parliamentary constituencies in Northern Ireland and that each constituency shall return six members. As it stands, therefore, the number of members of the Assembly will reduce from 108 to 96, as a result of losing two Westminster constituencies under the changes produced by the 2011 Act.

⁶ <http://www.legislation.gov.uk/ukpga/2011/1/notes/division/5/2/2>

⁷ Northern Ireland Act 1998 (1998 c.47)
<http://www.legislation.gov.uk/ukpga/1998/47/contents>

Table 1 Westminster Election Allocation of Seats (2015) by part of UK

Country	Electorate	Current allocation	New allocation
England	38,332,557*	533	500 (+2)
Northern Ireland	1,190,635	18	16
Scotland	3,873,387#	59	50 (+2)
Wales	2,281,596	40	30
Total	45,678,175	650	600
*The total electorate for England does not include the electorate of the Isle of Wight which will comprise 2 constituencies			
# The total electorate for Scotland does not include the 2 protected island constituencies which are exempt from the 5% electoral parity rule			

3. Parliamentary Constituencies - Projections

The amendments made to the 1996 Act by the 2011 Act mean that the allocation of seats to parts of the UK is determined solely on the basis of a mathematical formula. The number of seats in any part of the UK will be determined by the size of the electorate applied at the relevant period for each five yearly review. Variations in the size of the electorate, which itself will be determined by the size of the population eligible to vote and the level of registration within the eligible population, have the potential therefore to require a change in the number of seats in parts of the UK following each five year reviews.

It is worth noting that the system of electoral registration in Northern Ireland is different to that elsewhere in the UK. In Northern Ireland, electors are required to register on an individual basis and provide certain personal identifiers including National Insurance Number and signature. GB operates the 'household' registration system, whereby one member of a household can register all other eligible residents living there. Northern Ireland operated this system until 2002, and individual registration will be implemented in GB in 2014. In Northern Ireland, the first register published under individual electoral registration (IER) in December 2002 showed a decline of around 10%.

The total number of people registered to vote at the May 2011 Assembly election, however, was 1,210,009, an increase of 94,038 from the 2007 Assembly election and an increase of 114,458 from the 2003 Assembly election. It represented the largest number of people registered to vote at an election in Northern Ireland since individual electoral registration was introduced in 2002⁸.

The UK Government has responded to concerns that IER could see a significant number of people drop off the register in GB by putting in place safeguards:

We have learnt from the experience in Northern Ireland and are phasing in IER over two years. Existing electors will be invited to register under the new system in both the amended canvass in 2014 and the full household canvass in 2015 before they are removed from the register. In these canvasses we are funding extensive contact with all electors that will include invitations to register, reminders and door to door canvassing. This will be supported by an Electoral Commission publicity campaign⁹.

Furthermore, any potential drop in the number of people registered will not be evident until after the 2015 UK Parliamentary election, after which there would be time to rebuild the GB electoral register. However, the full impact of introducing IER in GB remains to be seen.

By way of showing a number of potential future scenarios, Research and Information Service (RaISe) has produced a simple projections model to demonstrate the potential outcome of this legislative change for Northern Ireland in subsequent years.

The methodology used to project the number of registered voters is as follows:

- 1) Calculate historic registration rates (2001 to 2011) by dividing the number of registered voters in each region by their respective age 16+ population estimates (figures obtained from Office for National Statistics) – the 16+ population is used as a proxy for the number of people eligible to vote as it is more convenient to apply than the 18+ population (the 18+ population figures could be used, but this would require a lot more work and is unlikely to change the projections greatly; in any case, no attempt is made to take account of non-residents, etc).
- 2) Calculate projected registration rates using three scenarios:
 - a. Take the average for each region over the last five years (England – 91%; Wales – 93%; Scotland – 91%; and Northern Ireland – 83%) and hold these rates constant from 2012 onwards.
 - b. As above, but rates for England, Wales and Scotland reduced to Northern Ireland 83% rate from 2016 onwards (to show worst scenario impact for other regions switching to IER – the impact would not come into play until after the 2015 election under the current proposals).

⁸ Electoral Commission, Report on the Northern Ireland Assembly election 5 May 2011, October 2011

⁹ <http://www.publications.parliament.uk/pa/cm201212/cmhansrd/cm120123/text/120123w0001.htm>

- c. As above, but rates for England, Wales and Scotland reduced by a more modest 5 percentage points (to show a more modest impact for other regions switching to IER).
- 3) Apply the projected registration rates to the age 16+ population projections to obtain the projected number of registered voters for each region.

These projections are then adjusted for the four exempt constituencies in England and Scotland and the “2C +1” iterative allocation formula is applied to calculate the projected number of constituencies for each region.

Tables setting out the overall results in terms of distribution of seats from each of the three scenarios are set out below.

Scenario 1

	Present	2011	2013	2015	2020	2025	2030	2035
England	533	502	503	504	504	505	506	508
Wales	40	30	30	29	29	29	29	28
Scotland	59	52	52	52	52	51	50	49
N Ireland	18	16	15	15	15	15	15	15
UK	650	600	600	600	600	600	600	600

Scenario 2

	Present	2011	2013	2015	2020	2025	2030	2035
England	533	502	503	504	504	504	506	507
Wales	40	30	30	29	28	28	28	28
Scotland	59	52	52	52	51	51	50	49
N Ireland	18	16	15	15	17	17	16	16
UK	650	600	600	600	600	600	600	600

Scenario 3

	Present	2011	2013	2015	2020	2025	2030	2035
England	533	502	503	504	504	504	505	507
Wales	40	30	30	29	29	29	29	28
Scotland	59	52	52	52	51	51	50	49
N Ireland	18	16	15	15	16	16	16	16
UK	650	600	600	600	600	600	600	600

The data upon which these outcomes are based is contained in appendices to this paper.

4. Decoupling in Scotland and Wales

The Scottish Parliament and National Assembly for Wales have ‘de-coupled’ their constituencies from Westminster constituencies. This means that the number of members in each legislature will not be affected by changes resulting from future application of the Sainte-Laguë method as prescribed by the 2011 Act.

The Scotland Act 1998 as enacted provided that one member of the Scottish Parliament would be returned for each constituency (under the simple majority system) and that Members of the Parliament for each region would be returned under the additional member system of proportional representation. Schedule 1 of the Scotland Act 1998 contained provisions setting out the constituencies and regions for the purposes of the Act. These were (a) the Orkney Islands (b) the Shetland Islands and (c) the parliamentary constituencies in Scotland, except a parliamentary constituency including either of those islands. The Schedule also provided that there would be eight regions (the European Parliamentary constituencies) and that seven regional members would be returned for each region.

The Scottish Parliament (Constituencies) Act 2004¹⁰ replaced the previous Schedule 1 of the Scotland Act 1998 with a new Schedule 1 which stated that there were to be 73 constituencies for the purposes of the Act. The constituencies being defined as (a) the Orkney Islands (b) the Shetland Islands and (c) the parliamentary constituencies in Scotland (except the constituency of Orkney and Shetland) provided for by Article 2 of and the Schedule to the Parliamentary Constituencies (Scotland) Order 1995 (S.I. 1995/1037) as at 11 April 1995 (the day it was made).

Under Schedule 1 to the Scotland Act 1998, as amended by the Scottish Parliament (Constituencies) Act 2004, the Boundary Commission for Scotland is responsible for reviewing the constituencies and regions of the Scottish Parliament, and making recommendations to the Secretary of State for Scotland. The Boundary Commission for Scotland, however, does not have the power to alter the total number of constituencies or to alter the fact that 2 of these constituencies will be the Orkney Islands constituency and the Shetland Islands constituency.

The rules that the Boundary Commission must follow when designing Scottish Parliament constituencies and regions, as provided for in the relevant schedule, are set out in the box below.

¹⁰ Scottish Parliament (Constituencies) Act (2004 c.13)
<http://www.legislation.gov.uk/ukpga/2004/13/contents>

Constituency rule 1 - council area boundaries

Rule 1 of the constituency rules requires us to take into account the boundaries of council areas. Therefore, one of our first considerations was how constituencies might fit within each of the council areas.

Constituency rule 2 - electoral parity

Rule 2 of the constituency rules requires that the electorate of a constituency must be as near the electoral quota (see 2.2) as is practicable, while having regard to rule 1.

Constituency rule 3 - geographical considerations

Rule 3 of the constituency rules enables us to make allowance for any special geographical considerations that may apply to a particular area.

Constituency rule 4 - local ties

Rule 4 of the statutory rules requires us to take account of inconveniences arising from alterations to constituencies, and local ties that would be broken by such alterations.

Regional rules

The first regional rule requires that each constituency is contained within a single region. Therefore, when designing regions we can only consider the different ways of combining whole constituencies.

The second regional rule requires that the electorate of each region must be as near to that of the other regions as is practicable, while having regard to special geographical considerations.

Source: Report of the first periodic review of Scottish Parliament boundaries

As required by law, before 30 June 2010, the Commission submitted its *Report on the First Periodic Review of Scottish Parliament Boundaries*¹¹ to the Secretary of State for Scotland on 26 May 2010; on the same day a copy was laid before the Scottish Parliament and the UK Parliament.

The Scottish Parliament, however, has no legislative competence in relation to the work of the Boundary Commission and it is the Secretary of State for Scotland who is

¹¹ Boundary Commission for Scotland - Report of the first periodic review of Scottish Parliament boundaries (26 May 2010) http://www.bcomm-scotland.gov.uk/1st_holyrood/1st_holyrood.asp

required by the Scotland Act 1998 to lay before the UK Parliament, as soon as is practicable after receipt of the report, the draft of an Order in Council giving effect to the recommendations contained within it.

In relation to the National Assembly for Wales a similar decoupling has occurred. Section 13 of the 2011 Act made specific provision in relation to the National Assembly for Wales. This section amended section 2 (in addition to Schedule 1 and paragraph 1 of Schedule 11) of the Government of Wales Act 2006¹² to specify that the Assembly constituencies are the constituencies specified in the the Parliamentary Constituencies and Assembly Electoral Regions (Wales) Order 2006 (S.I. 2006/1041), as amended.¹³

The effect is that any future changes to Parliamentary constituencies made under the new rules introduced by the 2011 Act would not change the Assembly's local and regional constituencies and that the number of Assembly Members will remain at 60.

5 New Local Government Boundaries

The Local Government (Boundaries) Act (Northern Ireland) 2008¹⁴ provided for the establishment of 11 local government districts in Northern Ireland and for the division of those districts into wards. The Act also provided for the appointment of a Local Government Boundaries Commissioner and prescribed a series of rules that had to be followed in determining the new boundaries.

On 24th April 2012, the draft Local Government (Boundaries) Order¹⁵ was laid in the Assembly. Figure 1 below sets out the Local Government Boundaries Commissioner's proposed boundaries, which with some modifications not affecting areas of residence are those contained in the Order.

¹² Government of Wales Act 2006 (2006 c.32)

<http://www.legislation.gov.uk/ukpga/2006/32/contents>

¹³ The Parliamentary Constituencies and Assembly Electoral Regions (Wales) Order 2006 (SI 2006 No. 1041)

<http://www.legislation.gov.uk/uksi/2006/1041/contents/made>

¹⁴ Local Government (Boundaries) Act (Northern Ireland) 2008 (2008 c.7)

<http://www.legislation.gov.uk/ni/2008/7/contents>

¹⁵ Draft S.R. 2012 Local Government (Boundaries) Order (Northern Ireland) 2012

<http://www.niassembly.gov.uk/Assembly-Business/Legislation/Statutory-Rules/Affirmative-Resolution/>



The local government boundaries might be considered more stable than the UK parliament boundaries which given the 2011 and Table 2 below allocates 108/96/80 Members to each district based on the electorate at 2009.

Table 2: District Electorate Allocation Determined Allocation of Seats

	Electorate (2009)	Electorate (%)	Members per District		
Antrim and Newtownabbey	85094	7.6%	8	7	6
Armagh, Banbridge & Craigavon	125860	11.2%	12	11	9
Belfast	190400	16.9%	18	16	14
Causeway Coast and Glens	88654	7.9%	9	8	6
Derry and Strabane	92593	8.2%	9	8	7
Fermanagh and Omagh	74414	6.6%	7	6	5
Lisburn and Castlereagh	83369	7.4%	8	7	6
Mid and East Antrim	89734	8.0%	9	8	6
Mid-Ulster	85850	7.6%	8	7	6
Newry Mourne and Down	107233	9.5%	10	9	8
North Down and Ards	102313	9.1%	10	9	7
Total	1125514	100.0%	108	96	80

From Table 2 it can be seen that, as districts vary in size, the number of MLAs per district could range from 5 to 18 depending on the overall number of MLAs distributed proportionately on the basis of electorate.

6. District Magnitude

Electoral districts which differ in terms of the number of representatives elected to the relevant legislature exist in other jurisdictions. For example, constituency seats in Dail Eireann are apportioned according to population figures derived from Census figures. There are currently 43 constituencies, 11 five-seaters, 15 four-seaters and 17 three-seaters.

There is currently an on-going review of Dail constituencies based on 2011 Census figures, with the latest review due for completion in June 2012. This review will be based on a reduction in the number of TDs, as announced by the Minister of the Environment. The Constituency Commission is therefore basing its work on a Dail of between 153 and 160 Members, as opposed to the current 166.

According to article 16 of the Irish Constitution, the ratio of population to TD has to be between 20,000 and 30,000. It is important to note that this is the entire population, not eligible voters. There are concerns that because some urban constituencies have large immigrant populations containing many non-voters there will inevitably be a discrepancy between the different parts of the country in terms of the ratio of TDs to voters¹⁶.

Commenting on the topic of electoral boundaries and the ideal number of representatives to be elected from each constituency (the district magnitude) the ACE Electoral Knowledge Network¹⁷ has noted that:

The question regarding electoral districting is fundamental to the composition of government in all parliamentary systems. Electoral district magnitude is the first important decision that has to be taken. District magnitude refers to the number of representatives to be elected from one constituency, and thus determines an electoral system's ability to translate votes casted into seats won proportionally. In proportional electoral systems, it is important to find the balance between accountability and proportionality taking into account the political situation and party system in the respective country.

¹⁶ <http://www.irishtimes.com/newspaper/ireland/2012/0330/1224314100302.html>

¹⁷ According to its website, 'The ACE Electoral Knowledge Network is your portal to the world of elections. The ACE network promotes credible and transparent electoral processes with emphasis on sustainability, professionalism and trust in the electoral process. ACE offers a wide range of services related to electoral knowledge, assistance and capacity development'

Using the whole country as one electoral district does indeed give the greatest degree of proportionality. But when the districts are made larger the problem is that the linkage – especially geographical - between elected members and his or her district grows weaker. Because of this paradox there has been a lively debate on the ideal electoral district magnitude. Most scholars agree that district magnitudes of between three and seven seats tend to work quite well, and it has been suggested that odd numbers work better than even numbers, particularly in a two-party system¹⁸.

¹⁸ <http://aceproject.org/electoral-advice/archive/questions/replies/621103637>

Appendix 1**Parliamentary Constituencies Act 1986, as amended****SCHEDULE 2****RULES FOR REDISTRIBUTION OF SEATS****Number of constituencies**

1 The number of constituencies in the United Kingdom shall be 600.

Electorate per constituency

2 (1) The electorate of any constituency shall be -

(a) no less than 95% of the United Kingdom electoral quota, and

(b) no more than 105% of that quota.

(2) This rule is subject to rules 4(2), 6(3) and 7.

(3) In this Schedule the "United Kingdom electoral quota" means -

$U/596$

where U is the electorate of the United Kingdom minus the electorate of the constituencies mentioned in rule 6.

Allocation of constituencies to parts of the United Kingdom

3 (1) Each constituency shall be wholly in one of the four parts of the United Kingdom (England, Wales, Scotland and Northern Ireland).

(2) The number of constituencies in each part of the United Kingdom shall be determined in accordance with the allocation method set out in rule 8.

Area of constituencies

4 (1) A constituency shall not have an area of more than 13,000 square kilometres.

(2) A constituency does not have to comply with rule 2(1)(a) if -

(a) it has an area of more than 12,000 square kilometres, and

(b) the Boundary Commission concerned are satisfied that it is not reasonably possible for the constituency to comply with that rule.

Factors

5 (1) A Boundary Commission may take into account, if and to such extent as they think fit -

- (a) special geographical considerations, including in particular the size, shape and accessibility of a constituency;
- (b) local government boundaries as they exist on the most recent ordinary council-election day before the review date;
- (c) boundaries of existing constituencies;
- (d) any local ties that would be broken by changes in constituencies;
- (e) the inconveniences attendant on such changes.

(2) The Boundary Commission for England may take into account, if and to such extent as they think fit, boundaries of the electoral regions specified in Schedule 1 to the European Parliamentary Elections Act 2002 (ignoring paragraph 2(2) of that Schedule and the references to Gibraltar) as it has effect on the most recent ordinary council-election day before the review date.

(3) This rule has effect subject to rules 2 and 4.

Protected constituencies

- 6
- (1) There shall be two constituencies in the Isle of Wight.
 - (2) There shall continue to be -
 - (a) a constituency named Orkney and Shetland, comprising the areas of the Orkney Islands Council and the Shetland Islands Council;
 - (b) a constituency named Na h-Eileanan an Iar, comprising the area of Comhairle nan Eilean Siar.
 - (3) Rule 2 does not apply to these constituencies.

Northern Ireland

- 7
- (1) In relation to Northern Ireland, sub-paragraph (2) below applies in place of rule 2 where -
 - (a) the difference between -
 - (i) the electorate of Northern Ireland, and
 - (ii) the United Kingdom electoral quota multiplied by the number of seats in Northern Ireland (determined under rule 8), exceeds one third of the United Kingdom electoral quota, and
 - (b) the Boundary Commission for Northern Ireland consider that having to apply rule 2 would unreasonably impair -

(i) their ability to take into account the factors set out in rule 5(1), or

(ii) their ability to comply with section 3(2) of this Act.

(2) The electorate of any constituency shall be -

(a) no less than whichever is the lesser of -

N-A

and 95% of the United Kingdom electoral quota, and

(b) no more than whichever is the greater of -

N+A

and 105% of the United Kingdom electoral quota,

where -

N is the electorate of Northern Ireland divided by the number of seats in Northern Ireland (determined under rule 8), and A is 5% of the United Kingdom electoral quota.

The allocation method

8 (1) The allocation method referred to in rule 3(2) is as follows.

(2) The first constituency shall be allocated to the part of the United Kingdom with the greatest electorate.

(3) The second and subsequent constituencies shall be allocated in the same way, except that the electorate of a part of the United Kingdom to which one or more constituencies have already been allocated is to be divided by -

$2C+1$

where C is the number of constituencies already allocated to that part.

(4) Where the figure given by sub-paragraph (3) above is the same for two or more parts of the United Kingdom, the part to which a constituency is to be allocated shall be the one with the smaller or smallest actual electorate.

(5) This rule does not apply to the constituencies mentioned in rule 6, and accordingly -

(a) the electorate of England shall be treated for the purposes of this rule as reduced by the electorate of the constituencies mentioned in rule 6(1);

(b) the electorate of Scotland shall be treated for the purposes of this rule as reduced by the electorate of the constituencies mentioned in rule 6(2).

Interpretation

9 (1) This rule has effect for the purposes of this Schedule.

(2) The “electorate” of the United Kingdom, or of a part of the United Kingdom or a constituency, is the total number of persons whose names appear on the relevant version of a register of parliamentary electors in respect of addresses in the United Kingdom, or in that part or that constituency.

For this purpose the relevant version of a register is the version that is required by virtue of subsection (1) of section 13 of the Representation of the People Act 1983 to be published no later than the review date, or would be so required but for -

- (a) any power under that section to prescribe a later date, or
- (b) subsection (1A) of that section.

(3) “Local government boundaries” are -

- (a) in England, the boundaries of counties and their electoral divisions, districts and their wards, London boroughs and their wards and the City of London,
- (b) in Wales, the boundaries of counties, county boroughs, electoral divisions, communities and community wards,
- (c) in Scotland, the boundaries of local government areas and the electoral wards into which they are divided under section 1 of the Local Government (Scotland) Act 2004, and
- (d) in Northern Ireland, the boundaries of wards.

(4) “Ordinary council-election day” is -

- (a) in relation to England and Wales, the ordinary day of election of councillors for local government areas;
- (b) in relation to Scotland, the day on which the poll is held at ordinary elections of councillors for local government areas;
- (c) in relation to Northern Ireland, the day of an election for any district council (other than an election to fill a casual vacancy).

(5) The “review date”, in relation to a report under section 3(1) of this Act that a Boundary Commission is required (by section 3(2)) to submit before a particular date, is two years and ten months before that date.

(6) “The United Kingdom electoral quota” has the meaning given by rule 2(3).

(7) A reference in rule 6 to an area is to the area as it existed on the coming into force of Part 2 of the Parliamentary Voting System and Constituencies Act 2011

Appendix 2 – Scenario 1 Data

	2010	2011	2013	2015	2020	2025	2030	2035
Population aged 16+								
England	42467.7	42808.9	43507.9	44152.8	45599.9	47315.2	49218.5	51018.0
Wales	2458.4	2469.6	2497.3	2524.9	2580.2	2644.9	2715.5	2783.7
Scotland	4310.3	4339.1	4396.7	4443.0	4527.3	4628.1	4726.6	4814.1
N Ireland	1417.4	1427.6	1450.4	1470.9	1510.0	1555.5	1601.4	1639.2
UK	50653.8	51045.3	51852.2	52591.6	54217.3	56143.6	58262.1	60255.0
Registered Voters								
England	38443.5	38654.0	39445.1	40029.8	39215.9	40691.1	42327.9	43875.5
Wales	2281.6	2298.6	2318.1	2343.7	2270.5	2327.5	2389.7	2449.6
Scotland	3929.0	3941.6	4006.6	4048.9	3893.4	3980.1	4064.9	4140.1
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
UK	45844.7	46107.2	46971.1	47640.7	46630.6	48287.1	50109.0	51823.0
Reg voters/pop16								
England	0.91	0.90	0.91	0.91	0.86	0.86	0.86	0.86
Wales	0.93	0.93	0.93	0.93	0.88	0.88	0.88	0.88
Scotland	0.91	0.91	0.91	0.91	0.86	0.86	0.86	0.86
N Ireland	0.84	0.85	0.83	0.83	0.83	0.83	0.83	0.83
UK	0.91	0.90	0.91	0.91	0.86	0.86	0.86	0.86
Registered Voters								
Isle of Wight	110.9	110.9	113.2	114.8	112.5	116.7	121.4	125.9
Orkney & Shetland	33.8	34.2	34.7	35.1	33.8	34.5	35.2	35.9
Western Isles	21.8	22.0	22.3	22.6	21.7	22.2	22.7	23.1
Voters excl exempt								
England	38332.6	38543.1	39332.0	39915.0	39103.4	40574.3	42206.5	43749.6
Wales	2281.6	2298.6	2318.1	2343.7	2270.5	2327.5	2389.7	2449.6
Scotland	3873.4	3885.4	3949.5	3991.2	3838.0	3923.4	4007.0	4081.2
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
No.of Constituencies								
England	533	502	503	504	504	504	505	507
Wales	40	30	30	29	29	29	29	28
Scotland	59	52	52	52	51	51	50	49
N Ireland	18	16	15	15	16	16	16	16
UK	650	600	600	600	600	600	600	600

Appendix 3 – Scenario 2 Data

	2010	2011	2013	2015	2020	2025	2030	2035
Population aged 16+								
England	42467.7	42808.9	43507.9	44152.8	45599.9	47315.2	49218.5	51018.0
Wales	2458.4	2469.6	2497.3	2524.9	2580.2	2644.9	2715.5	2783.7
Scotland	4310.3	4339.1	4396.7	4443.0	4527.3	4628.1	4726.6	4814.1
N Ireland	1417.4	1427.6	1450.4	1470.9	1510.0	1555.5	1601.4	1639.2
UK	50653.8	51045.3	51852.2	52591.6	54217.3	56143.6	58262.1	60255.0
Registered Voters								
England	38443.5	38654.0	39445.1	40029.8	37769.9	39190.6	40767.1	42257.6
Wales	2281.6	2298.6	2318.1	2343.7	2137.1	2190.7	2249.3	2305.7
Scotland	3929.0	3941.6	4006.6	4048.9	3749.9	3833.4	3915.0	3987.5
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
UK	45844.7	46107.2	46971.1	47640.7	44907.5	46503.1	48257.8	49908.5
Reg voters/pop16								
England	0.91	0.90	0.91	0.91	0.83	0.83	0.83	0.83
Wales	0.93	0.93	0.93	0.93	0.83	0.83	0.83	0.83
Scotland	0.91	0.91	0.91	0.91	0.83	0.83	0.83	0.83
N Ireland	0.84	0.85	0.83	0.83	0.83	0.83	0.83	0.83
UK	0.91	0.90	0.91	0.91	0.83	0.83	0.83	0.83
Registered Voters								
Isle of Wight	110.9	110.9	113.2	114.8	108.4	112.4	117.0	121.2
Orkney & Shetland	33.8	34.2	34.7	35.1	32.5	33.2	33.9	34.6
Western Isles	21.8	22.0	22.3	22.6	20.9	21.4	21.8	22.2
Voters excl exempt								
England	38332.6	38543.1	39332.0	39915.0	37661.5	39078.2	40650.1	42136.4
Wales	2281.6	2298.6	2318.1	2343.7	2137.1	2190.7	2249.3	2305.7
Scotland	3873.4	3885.4	3949.5	3991.2	3696.4	3778.7	3859.2	3930.7
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
No.of Constituencies								
England	533	502	503	504	504	504	506	507
Wales	40	30	30	29	28	28	28	28
Scotland	59	52	52	52	51	51	50	49
N Ireland	18	16	15	15	17	17	16	16
UK	650	600	600	600	600	600	600	600

Appendix 4 – Scenario 3 Data

	2010	2011	2013	2015	2020	2025	2030	2035
Population aged 16+								
England	42467.7	42808.9	43507.9	44152.8	45599.9	47315.2	49218.5	51018.0
Wales	2458.4	2469.6	2497.3	2524.9	2580.2	2644.9	2715.5	2783.7
Scotland	4310.3	4339.1	4396.7	4443.0	4527.3	4628.1	4726.6	4814.1
N Ireland	1417.4	1427.6	1450.4	1470.9	1510.0	1555.5	1601.4	1639.2
UK	50653.8	51045.3	51852.2	52591.6	54217.3	56143.6	58262.1	60255.0
Registered Voters								
England	38443.5	38654.0	39445.1	40029.8	41341.8	42896.9	44622.5	46254.0
Wales	2281.6	2298.6	2318.1	2343.7	2395.0	2455.1	2520.7	2583.9
Scotland	3929.0	3941.6	4006.6	4048.9	4125.6	4217.5	4307.3	4387.0
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
UK	45844.7	46107.2	46971.1	47640.7	49113.1	50857.9	52776.9	54582.6
Reg voters/pop16								
England	0.91	0.90	0.91	0.91	0.91	0.91	0.91	0.91
Wales	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93
Scotland	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91
N Ireland	0.84	0.85	0.83	0.83	0.83	0.83	0.83	0.83
UK	0.91	0.90	0.91	0.91	0.91	0.91	0.91	0.91
Registered Voters								
Isle of Wight	110.9	110.9	113.2	114.8	118.6	123.1	128.0	132.7
Orkney & Shetland	33.8	34.2	34.7	35.1	35.8	36.6	37.3	38.0
Western Isles	21.8	22.0	22.3	22.6	23.0	23.5	24.0	24.5
Voters excl exempt								
England	38332.6	38543.1	39332.0	39915.0	41223.2	42773.8	44494.4	46121.3
Wales	2281.6	2298.6	2318.1	2343.7	2395.0	2455.1	2520.7	2583.9
Scotland	3873.4	3885.4	3949.5	3991.2	4066.8	4157.4	4246.0	4324.5
N Ireland	1190.6	1213.0	1201.3	1218.3	1250.7	1288.4	1326.5	1357.7
No.of Constituencies								
England	533	502	503	504	504	505	506	508
Wales	40	30	30	29	29	29	29	28
Scotland	59	52	52	52	52	51	50	49
N Ireland	18	16	15	15	15	15	15	15
UK	650	600	600	600	600	600	600	600