

The border of Gloucestershire and Somerset in Bristol

1. Introduction

The Historic Counties Standard forms the standard definition of the names, areas and borders of the historic counties of the United Kingdom. [1] The Standard considers that the old course of the River Avon forms the border between Gloucestershire and Somerset through the centre of Bristol. This factsheet provides a detailed view of the evidence which supports this position.

Before 1888 the only ambiguity concerning what was or was not a 'county' concerned the status of the co-called 'counties corporate': those towns or cities which various statutes had given the title 'county of a town' or 'county of a city' along with some of the administrative functions normally associated with a county, e.g. sheriff, courts of Assize, courts of Quarter Sessions.

Aside from its administrative aspect, county corporate status was generally seen as an extra civic dignity and not usually taken to mean that the town had literally been removed from its host county. The Historic Counties Standard follows this precedent:

"The 'county corporate' status granted to some towns and cities shall not be taken to imply that they no longer lie in their parent historic county. Where a county corporate lies within more than one historic county, the historic county borders shall not be considered to have been altered by the creation of the county corporate. For example, that part of the county of the city of Bristol to the north of the old course of the River Avon shall lie within the historic county of Somerset." [1]

Of the twenty counties corporate in England and Wales, Bristol was the only one which lay in more than one historic county. This specific reference to the old course of the Avon provides a clear, unambiguous definition of the Gloucestershire-Somerset border through Bristol. It is based on the logic that if the counties corporate are not considered to have been removed from their host counties, then the host counties were unaffected by the creation of the county corporate.

Nonetheless, the view is sometimes expressed that the county corporate status of Bristol did literally remove it from Somerset and Gloucestershire and make it a county in all regards to equivalent to them. This document describes to what extent there is historical precedent for this view.

Whilst the general approach since the creation of the county corporate in 1373 has been to see Bristol as continuing to lie partially in Gloucestershire and partially in Somerset, there has been a degree of inconsistency and ambiguity in describing exactly where within Bristol the historic county border lies. This document also describes past practice in this regard particularly in relation to the position taken by the Historic Counties Standard.

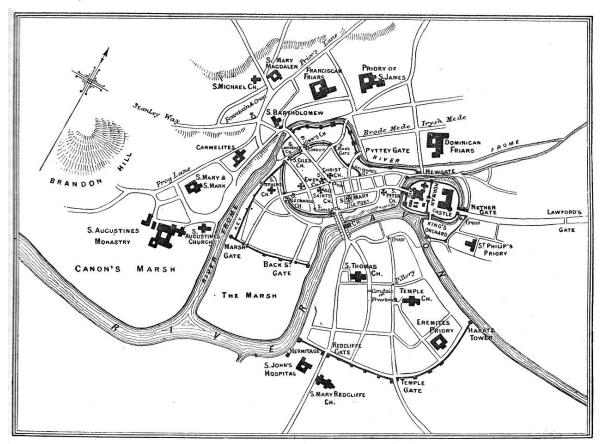
2. Origins of the City and County of Bristol

Since Anglo-Saxon times, the River Avon has formed the Gloucestershire-Somerset border downstream from where the Pipley Bottom stream joins the Avon eight miles to the east of Bristol, all the way to the Severn estuary.

The town of Bristol was founded in Gloucestershire on a low hill between the rivers Frome and Avon some time before the early 11th century. The borough of Bristol in the 13th century remained entirely situated in Gloucestershire, on the north bank of the River Avon. South of the Avon was the vill of Redcliffe, containing the parishes of St Thomas, St Mary Redcliffe and Temple, also known as Holy Cross.^[2]

In this period, Redcliffe was a town equal in importance to Bristol. When King John sailed to Ireland in 1210, Redcliffe contributed 1,000 marks, the same as supplied by Bristol, and twice that of Gloucester.^[3]

Redcliffe was part of the manor of Bedminster. The powerful Berkeley family, Lords of the manor, would later come to be a problem to the burgesses of Bristol as they planned the borough's expansion south of the river. [3] Within the manor was the Temple Fee, granted to the Knights Templar by Robert, Earl of Gloucester. Here, the Knights enjoyed the usual privileges of the Order, including the right to try their own causes, sanctuary and exemption from tax to the local Lord.



Bristol in the 13th century, from Bristol Past and Present, 1882

At this time, for ecclesiastical purposes Bristol was part of the diocese of Worcester, whereas Redcliffe formed part of the diocese of Bath and Wells, the so-called "Somerset diocese".^[4]

3. The Charters of 1247 and 1373

In 1247, Henry III granted a charter incorporating the vill south of the Avon, known as the "suburb of Bristol" into the town itself.^[3] The borough now extended into both Gloucestershire and Somerset, although the Berkeleys continued to claim jurisdiction over the Somerset side. The notion of a borough lying in two counties was not unique to Bristol. For example, Tamworth had laid almost equally within Staffordshire and Warwickshire since the creation of these shires.

By 1300, the mayor and burgesses of Bristol held a court in Redcliff and had a prison there. They endeavoured to put a stop to the weekly market held on that side of the river and to abolish all distinctions between the two portions. But the Lords of Berkeley denied the jurisdiction of Bristol in their manors of Bedminster and Redcliff and exercised their right to hold courts both civil and criminal.

Ultimately by 1331, Thomas Berkeley relinquished all his claims to the suburb and the town was now united under one uncontested jurisdiction.^[5] However, as Bristol was not a county town, the burgesses were still required to travel to Gloucester or Ilchester respectively for court sessions depending on whether they lived north or south of the Avon.^[3,5]

In order to rectify this, in 1373 a petition to the king was made, requesting many of the same things that were rejected in previous petitions. This time, however, an extra demand was made, that Bristol should have its own courts and county officials, separate from those of Gloucestershire and Somerset. These requests were granted, perhaps in no small part due to the payment of 600 marks, and Bristol acquired these county offices, and as such became, in the words of the charter:

"a county by itself, to be called the county of Bristol". [5]



Bristol Bridge crosses the old course of the Avon at the same point as the first stone bridge connecting the two counties was built in 1247

4. The County Corporate 1373-1803

The municipal boundaries specified in the 1373 charter did not just encompass the area of the borough to the south of the Avon. They also stretched along the entire course of the Avon downstream, and along the coast of the Severn as far as Clevedon, then across to Steep Holm, Flat Holm, then back to Denny Island and thence to the coast. [6]

The town's new status led to the creation of the post of Sheriff, and a separate lieutenancy for Bristol, although not an actual separate lieutenant, because it was always held jointly as the

"Lord Lieutenant of the County of Gloucester, and of the City and County of the City of Gloucester, and of the City and County of the City of Bristol."[7]

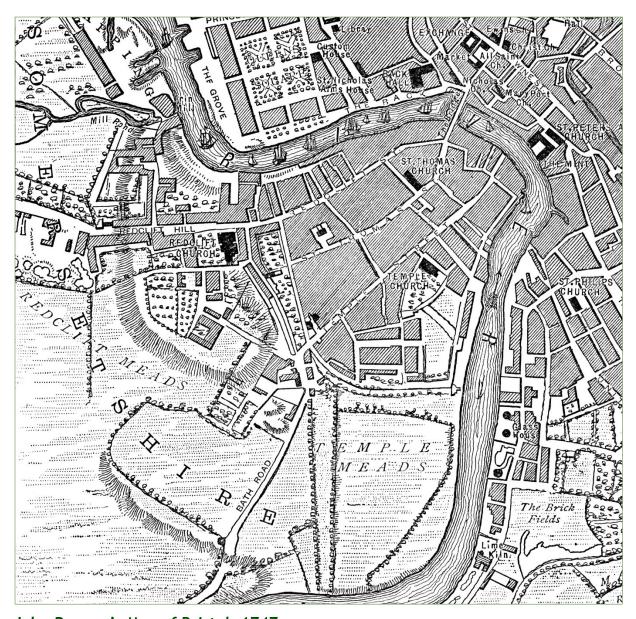
The Berkeleys' remaining claims of jurisdiction were practically annulled by this new status, although the extraordinary privileges of the Knights continued until 1533, under their successors, the Lords Prior of St John of Jerusalem.^[3]

The ecclesiastical arrangements remained the same until 1541, when a diocese of Gloucester was formed, shortly followed by a diocese of Bristol in 1542.^[8] As well as elevating the town to the status of a city, this had the effect of uniting all parishes north and south of the Avon into one diocese.

There is overwhelming evidence that the creation of the county corporate was never taken to mean that Bristol had literally been removed from Somerset and Gloucestershire. Mapmakers generally showed Bristol as lying partly in Gloucestershire and partly in Somerset, with the Avon forming the border, e.g. Joan Blaeu's 1667 map of Gloucestershire and John Rocque's 1747 Map of Bristol.



Map of Gloucestershire from Joan Blaeu's 1667 Atlas Major



John Rocque's Map of Bristol, 1747

The First Edition (1771) of Britannica describes Bristol as partly in each county.

BRISTOL, a city and port-town of England, situated partly in Gloucestershire, and partly in Somersetshire; W. long. 2° 40', and N. lat. 51° 30'.

It stands on the river Avon, about ninety miles west of London, and is a town of the greatest soreign trade of any in Britain next to London. It is also a bishop's see, sends two members to parliament, and gives the title of earl to the noble family of Harvey.

Bristol entry in Encyclopaedia Britannica First Edition, 1711

There were, however, alternative approaches. John Speed's Map of 1610 marks the Gloucestershire-Somerset border along the Avon with dotted lines but omits these in the Bristol area. This may have been to denote ambiguity in the county border or it may have been because there was too much detail on the map there to include them.

5. The "New Cut" of the Avon and 19th-century expansion

The area of the City and County of Bristol was little changed from 1373 until the Bristol Harbour Act of 1803. This Act provided for the diversion of the flow of the Avon along a new channel to the south, called the "New Cut", in order that the existing wharves on the Avon could be kept at a permanent high-water mark by means of locks. [9] By this act the old course of the River Avon became known as the "Floating Harbour".

The Act itself reiterated the view that the Avon remained the Gloucestershire-Somerset border. It remarked that the problems caused by the tidal nature of the river may:

"in a considerable degree be remedied by cutting a new course for the River Avon, on the Somersetshire side of its present course". [9]

The Act also provided for a significant extension of the area of the City and County of Bristol. In order that Bristol Corporation was to benefit from the new scheme, all land between the old course and the new course was made part of the county corporate, along with the entire River Avon as far upstream as Hanham Mills. [9] The land added to the city at this time was mostly within the Somerset parish of Bedminster.

There is little evidence that the redirection of the Avon was ever considered to have moved the Gloucestershire-Somerset border to the New Cut. Thomas Moule's 1840s map of the Environs and Bath and Bristol does appear to show the New Cut as the county border, though it is not clear when the coloured marking depicting this was added.

Another extension to the city boundaries took place in 1837, with a further area of the parish of Bedminster being added to the city. Following this expansion, a majority of the parish of Bedminster lay within the City and County of Bristol. By this stage most of the earlier Manor of Bedminster lay within the City and County of Bristol too.



The New Cut of the Avon with St Mary Redcliff church

6. Nineteenth-century Ordnance Survey mapping

The Historic Counties Standard considers the primary source data for the borders of the historic counties to be that obtained by the Ordnance Survey (OS) during its first national survey of Great Britain and presented on the resultant First Edition 1:2500 and 1:10560 maps. [1] One might, therefore, expect the OS First Edition maps of the 19th century to provide a definitive depiction of the Gloucestershire-Somerset boundary in Bristol. Sadly, this is not the case.

At the time of the First Edition mapping of the Bristol area in 1880–1883, the OS was following the practice of using its standard 'county' boundary marking to show the counties corporate. The area of the City and County of Bristol is included on the Gloucestershire sheets but on most of the actual published maps from this period, the City and County of Bristol is labelled as separate from both Gloucestershire and Somerset. This practice does not appear to have been followed completely consistently and on some sheets areas of the county corporate are also marked as "Gloucestershire" in the margin notes. [10]

The Second Edition maps are usually also a valuable tool for determining the borders of the historic counties. By the time of the Second Edition maps, the OS had changed its mapping policy in relation to 'county' boundaries and was now showing the administrative areas created by the Local Government Act 1888. [16] However, the OS did continue to mark 'parliamentary county' boundaries on the Second Edition maps. In general, these coincided with the historic counties, i.e. as unaffected by the Local Government Act 1888. However, the Second Edition maps do not help with the issue of the county border in Bristol either.

Bristol was one of four cities that for the purposes of Plural Voting was not deemed to be in any county division. [11] Whereas usually a parliamentary borough was allocated to a division so that non-resident freeholders in the borough could vote to elect an MP for the county division, such landowners had a borough vote in Bristol instead. On the Second edition maps, therefore, due to the city's situation with regard to Plural Voting, the OS had no need to show the Gloucestershire-Somerset border as a 'parliamentary county' boundary through the city.

It is hard to avoid the conclusion that the OS found the whole issue of depicting public boundaries in Bristol problematic. For example, the First Edition maps make no reference to the area of the lower Avon and Bristol Channel that was defined in the 1373 charter. Neither do they show the 1803 extension of Bristol upstream to Hanham Mills. Although later editions do show these, they also show the Gloucestershire-Somerset border along the Avon in both places as a parliamentary boundary, which is erroneous given their position within the parliamentary borough.

7. Nineteenth-century Reference Works

By the 19th century, Bristol had been a county corporate for over 400 years. Despite this reference works of the period were at pains to point out that, whilst a county of itself, the city was geographically still in both Gloucestershire and Somerset.

In discussing the parishes of Somerset, the *Monasticon Anglicanum* in 1817 viewed those of Temple Church, St Mary Redcliff and St Thomas to still be a part of the county, despite being in the diocese and county corporate of Bristol:

"The diocese of Bath and Wells contains all Somersetshire, except Holy Cross or the Temple Church, St Mary Redcliffe, and St Thomas with Leigh, chapels to Bedminster, in the county of Somerset".[12]

John Bartholomew's Gazetteer of the British Isles in 1887 describes the city as:

"Bristol, city, mun. and parl. bor., seaport, and co. of itself, chiefly in Gloucestershire but partly in Somerset".[13]

A further example is from The Somersetshire Archæological and Natural History Society. The minutes to their 1887 Proceedings state:

"Bristol, as you are no doubt aware, is one of the few places in England which are counties in themselves. But in common parlance it is considered as being partly in Gloucestershire and partly in Somersetshire, and we are proud of our connection with these two counties - two of the most fertile and beautiful in England. The largest part of Bristol lies to the north of the Avon and is therefore in Gloucestershire; and this portion of Bristol contains about a third part of the population of that county. But the Ward of Redcliff, and the large and rapidly increasing suburb of Bedminster, lie to the south of the Avon and therefore in Somersetshire, and contain in that part of Bristol a population equal to that of the largest city in the county." [14]

This reference clearly takes the view that the Avon remains the Gloucestershire-Somerset border. The reference to the Ward of Redcliffe makes it clear it is the old course of the Avon being referred to, this ward lying to the north of the New Cut.

The General Register Office (GRO) in its Census reports^[15] never treated any of the counties corporate as equivalents to the counties at large. Each was always included within the results for the county in which it lay. The GRO consistently stated that the City and County of Bristol lay partially in Gloucestershire and partially in Somerset.

County of GLOUCESTER.

GLOUCESTERSHIRE comprises 29 Hundreds (including the Duchy of Lancaster), the City of Gloucester, the greater part of the City of Bristol, and the Municipal Boroughs of Cheltenham and Tewkesbury. The remainder of Bristol is in Somersetshire. The Borough of Cheltenham was incorporated in 1876.

The heading page from the Gloucestershire results pages from 1881 Census

However, the 19th-century Census reports took the approach that those parts of the county corporate as it stood in 1801 were considered to be part of Gloucestershire (specifically the parishes of Temple, St Mary Redcliff and St Thomas). A large part of

the parish of Bedminster was added to the county corporate by the Bristol Harbour Act 1803 and then by the 1837 expansion. This parish was always considered to lie within Somerset in the Census Reports.

COUNTY OF GLOUCESTER-continued.

TABLE 3.—Houses and Population of the PARLIAMENTARY and MUNICIPAL BOROUGHS and of their component parts.*

CIVIL PARISHES OR TOWNSHIPS		Houses.			Population.		
in each Borough.		Inhabited.	Uninhabited.	Building.	Persons.	Males.	Females.
Bristol City: All Saints		. 31	25		105	40	
Bedminster (Somerset), part of	- 1	6,525	629	113	135 38,131	46	89
Castle Precincts	- 1	197	69		1,134	18,431 510	19,700 624
Christehurch		90	26	_ 2	830	432	398
Clifton		3,698	301	59	28,695	11,177	17,51
St. Augustine		1,213	153	9	9,167	4,074	5,09
St. Ewin		5	6	_	19	.,6	1
St. James, (In)	- 1	1,186	176	3	8,420	3,730	4,69
SS. James and Paul, (United Out) -	-	2,938	419	36	19,114	8,023	11,09
St. John Baptist	-	80	61	4	531	252	27
St. Leonard	-	13	32		64	27	3
St. Mary-le-Port	-	19	2	_	105	31	7
St. Michael	-	756	72	1	4,899	2,099	2,80
St. Mary Redeliff	•	933	45		5,188	2,389	2,79
St. Nicholas	-	132	32	2	1,024	450	57
St. Paul, (Iu)	-	2,233	274	26	15,083	7,039	8,0
St. Peter	-	152	42	_	912	407	50
SS. Philip and Jacob, (In)	-	584	49	_	3,560	1,643	1,91
SS. Philip and Jacob, (Out)	-	8,260	671	23	50,108	24,435	25,67
St. Stephen	-	189	96	1	1,994	1,382	61
St. Thomas	-	103	100	1	650	299	3!
Temple	-	663	59	—	3,764	1,845	1,91
Westbury on Trym, part of	-	2,111	228	28	13,347	4,984	8,36

Extract from the Gloucestershire results pages from 1881 Census showing the position of Bedminster parish within Somerset.

Hence, whilst the GRO was taking the view that the county corporate of Bristol was still geographically within Gloucestershire and Somerset, it did take a slightly different approach to that of the Historic Counties Standard, apparently considering all of the older part of the county corporate as it had existed from 1373 to 1803 to be within Gloucestershire, the border therefore lying along what was known by then as the *Old City Boundary* (i.e. that before the Bristol Harbour Act 1803).

8. Modern local government

Over the centuries following the granting of county corporate status, many of the powers attached to it were eroded, such that by the late 19th century, what little remained was mainly ceremonial.

The era of modern local government began with the Local Government Act 1888.^[16] By this act new areas called 'administrative counties' were created, and the administrative functions of the Quarter Sessions were bestowed on elected councils for each of them. Any borough with a population over 50,000 and most counties corporate were made administrative counties of themselves, referred to as 'county boroughs' in the Act.

This had the effect of granting administrative powers to many towns and cities that were similar to those previously held by the counties corporate. For all other purposes the county boroughs were to continue to be part of the counties in which they were geographically situated. For the avoidance of doubt, the Act listed in which counties each county borough was situated. For the counties corporate, the Third Schedule reiterated their position within their parent county, with Bristol listed as lying within both Gloucestershire and Somerset.

	THIRD SCHEDULE.					
County Boroughs.						
Name of Boroug	h.	Name of County in which, for the purpose of this Act, the Borough is deemed to be situate.				
Barrow	-	Lancaster.				
Bath	-	Somerset.				
Birkenhead -	-	Chester.				
Birmingham -	. •	Warwick.				
Blackburn	-	Lancaster.				
Bolton	-	Lancaster.				
Bootle cum Linacre		Lancaster.				
Bradford	- ·	York, West Riding.				
Brighton	· -	Sussex.				
Bristol	-	Gloucester and Somerset.				
Burnley	, -	Lancaster.				
Bury -	-	Lancaster.				
Canterbury -	-	Kent.				
Cardiff	-	Glamorgan.				
Chester	-	Chester.				
Coventry	-	Warwick.				
Croydon -	-	Surrey.				
Derby		Derby.				
Devonport -	-	Devon.				
Dudley	-	Worcester.				
Exeter	-	Devon.				
Gateshead -	-	Durham.				
Gloucester-	-	Gloucester.				
Great Yarmouth -	-	Norfolk and Suffolk.				
Halifax	-	York, West Riding.				

Excerpt from the Third Schedule to the Local Government Act 1888

As the Office for National Statistics' *Index of Place Names in Great Britain*^[17] makes clear, the 1888 Act had no actual effect on the historic counties themselves. Nor has any subsequent local government legislation. In that sense, the future local government arrangements cannot tell us anything about the historic county border between Gloucestershire and Somerset.

However, the notion of Bristol being a 'City and County' did not end in 1889. Although previously having been a county corporate had no real bearing on the functions of the post-1888 county borough council, the council continued to make use of the phrase 'city and county of Bristol' on boundary signs etc.

The Local Government Act 1972 abolished the county borough and created a new district of "Bristol". No reference was made to the county corporate status of Bristol in this legislation. The ceremonial offices of lord-lieutenant and sheriff of Bristol were abolished too.

In 1996, the Bristol district was made a unitary authority, by creating a separate "county" with the same area as the district. The ceremonial offices of lord-lieutenant and sheriff were appointed to this area, and not directly to the city area. This legislation made no reference to Bristol's county corporate status. The current Bristol City Council covers an area a factor of 35 times larger than that of the original City and County of Bristol. This does not stop the current council proclaiming the whole of its area to be the 'city and county of Bristol'.



Somerset Square lies just to the south of the Old City Boundary in a part of Bedminster added to the City and County of Bristol by the Bristol Harbour Act 1803

9. Conclusions

It is still occasionally claimed that the county corporate status granted to Bristol in 1373 removed Bristol from its parent counties and made it a county equivalent in every respect to them. Such a claim is almost never made in relation to any of the other counties corporate.

In fact, as illustrated here, the general approach from 1373 to the present day has been to both highlight Bristol's county corporate status but also to acknowledge its place within both Gloucestershire and Somerset. There is no contradiction in this, providing one views county corporate status as an extra civic dignity rather than as signifying that these places have literally becomes counties equivalent to Gloucestershire, Somersetshire, Wiltshire and the rest.

Whilst there is overwhelming evidence that the creation of the City and County of Bristol was not taken to mean that Bristol had literally been removed from Somerset and Gloucestershire, there has been a degree of inconsistency in describing exactly where within Bristol the historic county border lies.

By far the most common view is that River Avon continued to form the Gloucestershire-Somerset border after the 1373 charter. The Historic Counties Standard makes the point that if one does not consider that the creation of the county corporate affected the place of Bristol within Gloucestershire and Somerset then one cannot consider changes to the area of the county corporate to have affected the Gloucestershire-Somerset border.^[1]

The main alternative position is that taken by the GRO in 19th century Census reports. These essentially viewed the whole of the City and County of Bristol as at 1801 as being within Gloucestershire, i.e. including the three parishes south of the Avon of Redcliffe St Mary, St Thomas and Temple. Those 19th-century additions to the City and County of Bristol of parts of the parish of Bedminster were considered to lie in Somerset. The Old City Boundary was taken as the Gloucestershire-Somerset border.

It is perhaps surprising that the New Cut of the Avon seems to have had relatively little effect on representations and perceptions of where the Gloucestershire-Somerset border lies. The Historic Counties Standard follows standard OS practice of considering natural and gradual changes to watercourses to also change any boundary based on that watercourse. Changes due to man-made activities are not considered to change such boundaries. Hence, there is no sustainable argument that the diverting of the Avon changed the county boundary. With the exception of Moule's 1840s map it is hard to find a reference which considers the New Cut to have changed the county border.

In conclusion, the overwhelming evidence is that the bestowing on Bristol in 1373 of county corporate status did not generally affect the view that it also remained part of the counties of Gloucester and Somerset. The most common view since 1373 has been that the county border remained the River Avon or, since 1809, the old course of the Avon. These conclusions support the position of the Historic Counties Standard that the old course of the River Avon, now the Floating Harbour, forms the boundary between Gloucestershire and Somerset.

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The Association of British Counties is the national body representing the 92 historic counties of the United Kingdom. ABC believes that the link that the historic counties provide between our present and our distant past adds great value to the life of the nation and should be cherished by us all. We promote the identities of the historic counties and the important part they play in our culture, heritage and geography.







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