

LOCAL  
GOVERNMENT  
COMMISSION  
FOR ENGLAND

FINAL  
RECOMMENDATIONS  
ON THE FUTURE  
ELECTORAL  
ARRANGEMENTS FOR  
HARINGEY

*Report to the Secretary of State for the  
Environment, Transport and the Regions*

*September 1999*

# LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements for Haringey.

Members of the Commission are:

Professor Malcolm Grant (Chairman)

Professor Michael Clarke (Deputy Chairman)

Peter Brokenshire

Kru Desai

Pamela Gordon

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# CONTENTS

	page
LETTER TO THE SECRETARY OF STATE	<i>v</i>
SUMMARY	<i>vii</i>
1 INTRODUCTION	<i>1</i>
2 CURRENT ELECTORAL ARRANGEMENTS	<i>3</i>
3 DRAFT RECOMMENDATIONS	<i>7</i>
4 RESPONSES TO CONSULTATION	<i>9</i>
5 ANALYSIS AND FINAL RECOMMENDATIONS	<i>11</i>
6 NEXT STEPS	<i>23</i>
APPENDICES	
A Final Recommendations for Haringey: Detailed Mapping	<i>25</i>
B Draft Recommendations for Haringey (March 1999)	<i>27</i>

A large map illustrating the proposed ward boundaries for Haringey is inserted inside the back cover of the report.





## Local Government Commission for England

7 September 1999

Dear Secretary of State

On 22 September 1998 the Commission began a periodic electoral review of Haringey under the Local Government Act 1992. We published our draft recommendations in March 1999 and undertook an eight-week period of consultation.

We have now prepared our final recommendations in the light of the consultation. We have substantially confirmed our draft recommendations, although some modifications have been made (see paragraphs 114-115) in the light of further evidence. This report sets out our final recommendations for changes to electoral arrangements in Haringey.

We recommend that Haringey Borough Council should be served by 57 councillors representing 19 wards, and that changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria.

We note that you have set out in the White Paper *Modern Local Government – In Touch with the People* (Cm 4014, HMSO), legislative proposals for a number of changes to local authority electoral arrangements. However, until such time as that new legislation is in place we are obliged to conduct our work in accordance with current legislation, and to continue our current approach to periodic electoral reviews.

I would like to thank members and officers of the Borough Council and other local people who have contributed to the review. Their co-operation and assistance have been very much appreciated by Commissioners and staff.

Yours sincerely

PROFESSOR MALCOLM GRANT  
Chairman



# SUMMARY

The Commission began a review of Haringey on 22 September 1998. We published our draft recommendations for electoral arrangements on 23 March 1999, after which we undertook an eight-week period of consultation.

- **This report summarises the representations we received during consultation on our draft recommendations, and offers our final recommendations to the Secretary of State.**

We found that the existing electoral arrangements provide unequal representation of electors in Haringey:

- **in two of the 23 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough;**
- **by 2003 electoral equality shows no overall improvement, with the number of electors per councillor forecast to vary by more than 10 per cent from the average in three wards.**

Our main final recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 114-115) are that:

- **Haringey Borough Council should be served by 57 councillors, compared to 59 at present;**
- **there should be 19 wards, four fewer than at present, which would involve changes to the boundaries of 22 existing wards, with Noel Park ward remaining unchanged.**

These recommendations seek to ensure that the number of electors represented by each borough councillor is as nearly as possible the same, having regard to local circumstances.

- **In all of the 19 wards the number of electors per councillor would vary by no more than 8 per cent from the average for the borough;**

- **This level of electoral equality is forecast to improve further, with the number of electors per councillor in all wards expected to vary by no more than 5 per cent from the average for the borough in 2003.**

All further correspondence on these recommendations and the matters discussed in this report should be addressed to the Secretary of State for the Environment, Transport and the Regions, who will not make an order implementing the Commission's recommendations before 19 October 1999:

**The Secretary of State  
Department of the Environment,  
Transport and the Regions  
Local Government Sponsorship Division  
Eland House  
Bressenden Place  
London SW1E 5DU**

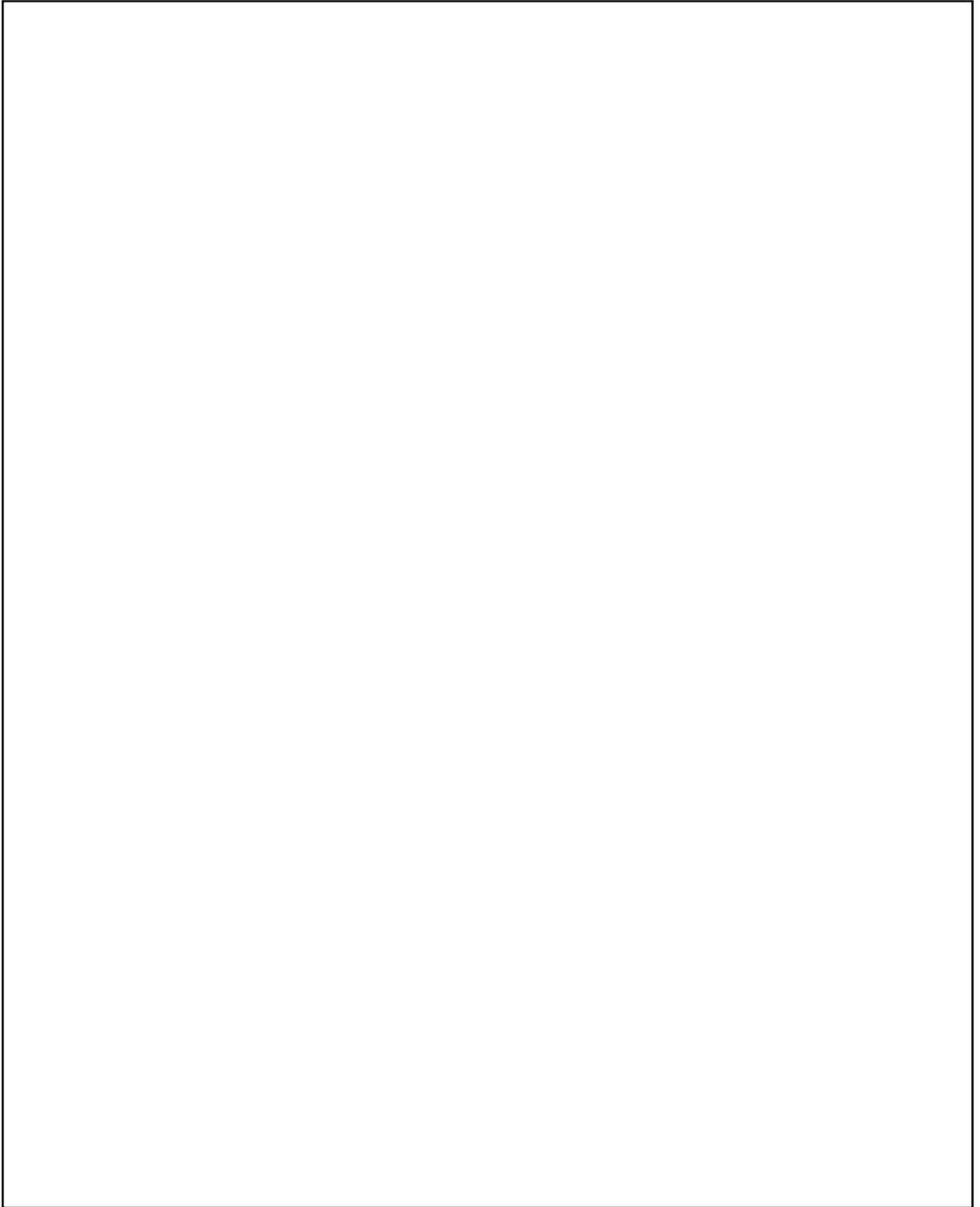


Figure 2:  
The Commission's Final Recommendations for Haringey

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Alexandra	3	7,688	2,563	0	7,685	2,562	0
2 Bounds Green	3	7,592	2,531	-2	7,435	2,478	-3
3 Bruce Grove	3	7,918	2,639	3	7,830	2,610	2
4 Crouch End	3	8,331	2,777	8	8,062	2,687	5
5 Fortis Green	3	7,474	2,491	-3	7,469	2,490	-3
6 Harringay	3	7,959	2,653	3	7,751	2,584	1
7 Highgate	3	7,912	2,637	3	7,631	2,544	-1
8 Hornsey	3	7,250	2,417	-6	7,432	2,477	-3
9 Muswell Hill	3	7,658	2,553	-1	7,444	2,481	-3
10 Noel Park	3	7,653	2,551	-1	7,554	2,518	-2
11 Northumberland Park	3	7,533	2,511	-2	7,565	2,522	-1
12 St Ann's	3	7,712	2,571	0	7,756	2,585	1
13 Seven Sisters	3	7,822	2,607	1	7,934	2,645	3
14 Stroud Green	3	7,871	2,624	2	7,844	2,615	2
15 Tottenham Green	3	7,522	2,507	-2	7,639	2,546	0
16 Tottenham Hale	3	7,615	2,538	-1	7,786	2,595	1
17 West Green	3	7,581	2,527	-2	7,561	2,520	-1
18 White Hart Lane	3	7,504	2,501	-3	7,644	2,548	0
19 Woodside	3	7,886	2,629	2	7,767	2,589	1
<b>Totals</b>	<b>57</b>	<b>146,481</b>	—	—	<b>145,789</b>	—	—
<b>Averages</b>	—	—	<b>2,570</b>	—	—	<b>2,558</b>	—

Source: Electorate figures are based on Haringey Borough Council's submission.

Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.



# 1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the London borough of Haringey.

2 In broad terms, the objective of this periodic electoral review (PER) of Haringey is to ensure that the number of electors represented by each councillor on the Borough Council is as nearly as possible the same, taking into account local circumstances. We are required to make recommendations to the Secretary of State on the number of councillors who should serve on the Borough Council, and the number, boundaries and names of wards.

3 In undertaking these reviews, we have had regard to:

- the statutory criteria contained in section 13(5) of the Local Government Act 1992;
- the *Rules to be Observed in Considering Electoral Arrangements* contained in Schedule 11 to the Local Government Act 1972.

4 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (second edition published in March 1998), which sets out our approach to the reviews. We are not required to have regard to parliamentary constituency boundaries in developing our recommendations. Any new ward boundaries will be taken into account by the Parliamentary Boundary Commission in its reviews of parliamentary constituencies.

5 The broad objective of PERs is to achieve, so far as practicable, equality of representation across the borough as a whole. Wherever possible we try to build on schemes which have been prepared locally on the basis of careful and effective consultation. Local interests are normally in a better position to judge what council size and ward configuration are most likely to secure effective and convenient local government in their areas, while allowing proper reflection of the identities and interests of local communities.

6 We are not prescriptive on council size but, as indicated in our *Guidance*, would expect the overall number of members on a London borough council

usually to be between 40 and 80. We start from the general assumption that the existing council size already secures effective and convenient local government in that borough but we are willing to look carefully at arguments why this might not be so. However, we have found it necessary to safeguard against an upward drift in the number of councillors, and we believe that any proposal for an increase in council size will need to be fully justified: in particular, we do not accept that an increase in a borough's electorate should automatically result in an increase in the number of councillors, nor that changes should be made to the size of a borough council simply to make it more consistent with the size of other boroughs.

## The London Boroughs

7 Our programme of periodic electoral reviews of all 386 local authorities in England started in 1996 and is currently expected to be completed by 2004. The 1992 Act requires us to review most local authorities every 10 to 15 years. However, the Act is silent on the timing of reviews by the Commission of the London boroughs. The Commission has no power to review the electoral arrangements of the City of London.

8 Most London boroughs have not been reviewed since 1977. Following discussions with local authority interests on the appropriate timing of London borough reviews, we decided to start as soon as possible after the May 1998 London local government elections so that all reviews could be completed, and the necessary orders implementing our recommendations made by the Secretary of State, in time for the next London elections scheduled for May 2002. Our reviews of the 32 London boroughs started on a phased basis between June 1998 and February 1999.

9 We have sought to ensure that all concerned were aware of our approach to the reviews. Copies of our *Guidance* were sent to all London boroughs, along with other major interests. In March 1998 we briefed chief executives at a meeting of the London branch of the Society of Local Authority Chief Executives, and we also met with the Association of London Government. Since then we welcomed the opportunity to meet with chief

officers and, on an all-party basis, members in the majority of individual authorities. This has enabled us to brief authorities about our policies and procedures, our objective of electoral equality having regard to local circumstances, and the approach taken by the Commission in previous reviews.

10 Before we started our work in London, the Government published for consultation a Green Paper, *Modernising Local Government – Local Democracy and Community Leadership* (February 1998) which, inter alia, promoted the possibility of London boroughs having annual elections with three-member wards so that one councillor in each ward would stand for election each year. In view of this, we decided that the order in which the London reviews are undertaken should be determined by the proportion of three-member wards in each borough under the current arrangements. On this basis, Haringey is in the third phase of reviews.

11 The Government's subsequent White Paper, *Modern Local Government – In Touch with the People*, published in July 1998, set out legislative proposals for local authority electoral arrangements. For all unitary councils, including London boroughs, it proposed elections by thirds. It also refers to local accountability being maximised where the whole electorate in a council's area is involved in elections each time they take place, thereby pointing to a pattern of three-member wards in London boroughs to reflect a system of elections by thirds.

12 Following publication of the White Paper, we advised all authorities in our 1998/99 PER programme, including the London boroughs, that until any direction is received from the Secretary of State, the Commission would continue to maintain the approach to PERs as set out in the March 1998 *Guidance*. Nevertheless, we added that local authorities and other interested parties would no doubt wish to have regard to the Secretary of State's intentions and legislative proposals in formulating electoral schemes as part of PERs of their areas. Our general experience has been that proposals for three-member ward patterns emerged from most areas in London.

13 Finally, it should be noted that there are no parishes in London, and in fact there is no legislative provision for the establishment of parishes in London. This differentiates the reviews of London boroughs from the majority of the other electoral reviews we are carrying out

elsewhere in the country, where parishes feature highly and provide the building blocks for district or borough wards.

## **The Review of Haringey**

14 This is our first review of the electoral arrangements for Haringey. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in September 1977 (Report No. 254).

15 This review was in four stages. Stage One began on 22 September 1998, when we wrote to Haringey Borough Council inviting proposals for future electoral arrangements. We also notified the local authority associations, the Metropolitan Police, Members of Parliament and the Member of the European Parliament with constituency interests in the borough, and the headquarters of the main political parties. At the start of the review and following publication of our draft recommendations, we placed a notice in the local press, issued a press release and other publicity, and invited the Borough Council to publicise the review further. The closing date for receipt of representations was 14 December 1998. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

16 Stage Three began on 23 March 1999 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Haringey*, and ended on 17 May 1999. Comments were sought on our preliminary conclusions. Finally, during Stage Four we reconsidered our draft recommendations in the light of the Stage Three consultation and now publish our final recommendations.

## 2. CURRENT ELECTORAL ARRANGEMENTS

17 Haringey is situated in the centre of north London and its name originates from the mediaeval form of the name 'Hornsey'. It has a large and culturally diverse population and, although mainly residential, also contains some light industry, principally in Tottenham, within the valley of the river Lee. There is good access to central London, via the Victoria and Piccadilly London Underground lines, as well as train services running into Liverpool Street, King's Cross and Moorgate stations. The borough lies just inside the North Circular Road and the M25 motorway is within easy reach.

18 A number of major landmarks are located within the borough, including Alexandra Palace in the west, opened in Victorian times as an educational and recreational centre and known for being the original home of BBC television. Bruce Castle, which is now a museum of the borough, was once the home of the postal reformer Sir Rowland Hill. The borough also contains the busy shopping centre of Wood Green, which is one of the largest shopping and service centres in London.

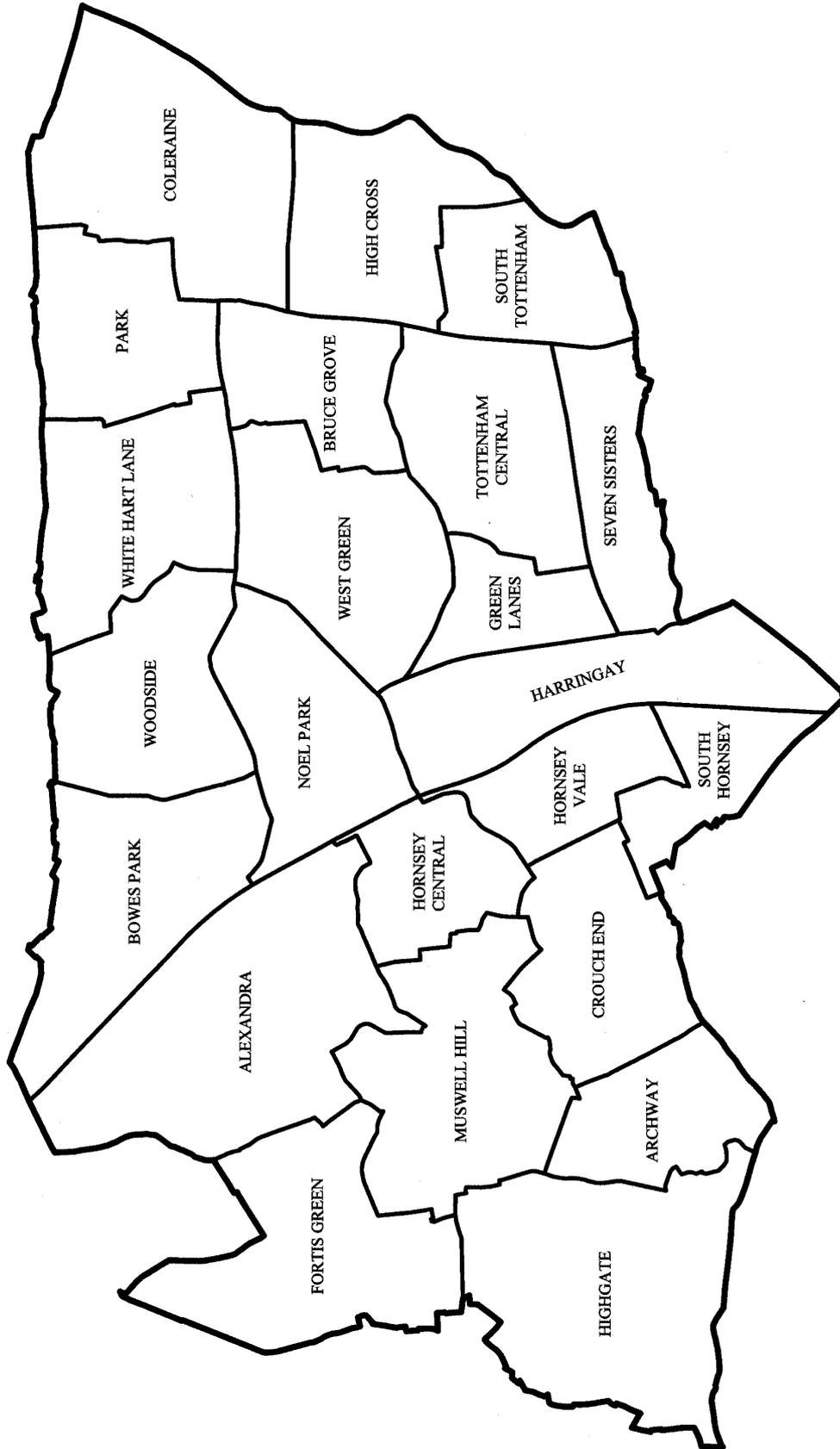
19 To compare levels of electoral inequality between wards, we calculated the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the borough average in percentage terms. In the text which follows, this calculation may also be described using the shorthand term 'electoral variance'.

20 The electorate of the borough (February 1998) is 146,481. The Council currently has 59 councillors who are elected from 23 wards (Map 1 and Figure 3). Thirteen wards are each represented by three councillors and ten wards elect two councillors each. As in all London boroughs, the whole council is elected together every four years.

21 Since the last electoral review, there has been a decrease in electorate in the borough, with around seven per cent fewer electors than when the last review of the borough was carried out (in 1977) by our predecessor the Local Government Boundary Commission.

22 At present, each councillor represents an average of 2,483 electors, which is forecast to decrease slightly to 2,471 by the year 2003 if the present number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in two of the 23 wards varies by more than 10 per cent from the borough average. The worst imbalance is in Bowes Park ward, where each of the three councillors represents on average 14 per cent more electors than the borough average.

Map 1:  
Existing Wards in Haringey



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Figure 3:  
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Alexandra	3	6,721	2,240	-10	6,745	2,248	-9
2 Archway	2	5,329	2,665	7	5,219	2,610	6
3 Bowes Park	3	8,468	2,823	14	8,281	2,760	12
4 Bruce Grove	3	7,341	2,447	-1	7,256	2,419	-2
5 Coleraine	3	7,142	2,381	-4	7,256	2,419	-2
6 Crouch End	3	7,381	2,460	-1	7,141	2,380	-4
7 Fortis Green	3	6,905	2,302	-7	6,942	2,314	-6
8 Green Lanes	2	5,305	2,653	7	5,401	2,701	9
9 Harringay	3	7,533	2,511	1	7,325	2,442	-1
10 High Cross	2	5,060	2,530	2	5,199	2,600	5
11 Highgate	2	4,683	2,342	-6	4,450	2,225	-10
12 Hornsey Central	2	5,271	2,636	6	5,461	2,731	11
13 Hornsey Vale	2	4,753	2,377	-4	4,705	2,353	-5
14 Muswell Hill	3	8,142	2,714	9	7,897	2,632	7
15 Noel Park	3	7,653	2,551	3	7,554	2,518	2
16 Park	2	5,189	2,595	5	5,208	2,604	5
17 Seven Sisters	2	4,916	2,458	-1	4,958	2,479	0
18 South Hornsey	2	4,999	2,500	1	5,007	2,504	1
19 South Tottenham	2	4,830	2,415	-3	4,946	2,473	0
20 Tottenham Central	3	7,204	2,401	-3	7,197	2,399	-3
21 West Green	3	8,158	2,719	10	8,136	2,712	10

*continued overleaf*

*Figure 3 (continued):  
Existing Electoral Arrangements*

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
22 White Hart Lane	3	6,488	2,163	-13	6,586	2,195	-11
23 Woodside	3	7,010	2,337	-6	6,919	2,306	-7
<b>Totals</b>	<b>59</b>	<b>146,481</b>	—	—	<b>145,789</b>	—	—
<b>Averages</b>	—	—	<b>2,483</b>	—	—	<b>2,471</b>	—

*Source: Electorate figures are based on Haringey Borough Council's Stage One submission.*

*Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. For example, in 1998, electors in White Hart Lane ward were relatively over-represented by 13 per cent, while electors in Bowes Park ward were relatively under-represented by 14 per cent. Figures have been rounded to the nearest whole number.*

### 3. DRAFT RECOMMENDATIONS

<sup>23</sup> We received 23 representations during Stage One. The Council put forward a borough-wide scheme, while the Conservative and Liberal Democrat Groups on the Council and the Green Party put forward an alternative, jointly agreed borough-wide scheme. In the light of these representations and evidence available to us, we reached preliminary conclusions which were set out in our report, *Draft Recommendations on the Future Electoral Arrangements for Haringey*.

<sup>24</sup> Our draft recommendations were based to a large extent on the Council's scheme, which achieved improved electoral equality, generally provided good boundaries while having regard to the statutory criteria and proposed a pattern of entirely three-member wards. However, we moved away from the Council's scheme in nine wards, particularly in the west and south-west of the borough where we were of the view that its proposals may not have best reflected local community identities and interests. We proposed that:

- (a) Haringey Borough Council should be served by 57 councillors;
- (b) there should be 19 wards, involving changes to the boundaries of all but one of the existing wards.

#### **Draft Recommendation**

Haringey Borough Council should comprise 57 councillors serving 19 wards.

<sup>25</sup> Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor varying by no more than 5 per cent from the borough average in all wards. This level of electoral equality was forecast to improve further, with all wards expected to vary by no more than 3 per cent from the borough average in 2003.



## 4. RESPONSES TO CONSULTATION

<sup>26</sup> During the consultation on our draft recommendations report, 52 representations were received. A list of respondents is available on request from the Commission. All representations may be inspected at the offices of Haringey Borough Council and the Commission by appointment.

### **Haringey Borough Council**

<sup>27</sup> The Council generally supported our draft recommendations, stating that it was pleased that the Commission had accepted its proposal for a 57-member council size based on a uniform pattern of 19 three-member wards. The Council put forward a number of minor boundary modifications, commenting particularly on the proposed Crouch End, Fortis Green, Highgate and Muswell Hill wards.

### **Haringey Borough Council Conservative and Liberal Democrat Groups and the Green Party**

<sup>28</sup> Haringey Borough Council Conservative and Liberal Democrat Groups and the Green Party (the Cross Party Working Group) generally welcomed our draft recommendations. In a joint submission, the Working Group stated that it was pleased our report had addressed many of the points raised in its original submission. It proposed a number of minor boundary modifications, putting forward broadly similar comments to the Council regarding most of the borough.

### **Member of Parliament**

<sup>29</sup> We received a submission from Barbara Roche, the Member of Parliament for Hornsey and Wood Green. Ms Roche expressed her concern over the proposed boundary for Crouch End ward (particularly in the area around the Clocktower) and suggested modifications to the proposed Crouch End, Fortis Green, Highgate, Hornsey and Muswell Hill wards in order to better reflect local community identities.

### **Elected Members**

<sup>30</sup> Councillors Bax and Gavron (who represent Archway ward) proposed modifications to our draft recommendations in the south-west of the borough. Their representations detailed the consultation which they had undertaken locally in order to formulate their proposals. They stated that their proposals were based on identifying perceived focuses of particular communities and constructing wards based on those areas. In a joint submission, Councillors Sharp, Sandbach and Willmott (who represent Crouch End ward) suggested amendments to the proposed Crouch End ward in order, they argued, to better represent the local community. In particular, they opposed boundary modifications to the western part of the ward (the Shepherd's Hill area) and around the Clocktower.

<sup>31</sup> Councillor Glenn (who represents Muswell Hill ward) suggested boundary modifications to the proposed Muswell Hill ward, arguing that the draft proposal for the ward did not include all the areas which are considered part of Muswell Hill. Councillor Featherstone (who also represents Muswell Hill ward) generally welcomed our draft recommendations, but opposed the proposal to use Muswell Hill Broadway as a boundary between Fortis Green and Muswell Hill wards. Councillor Andersen, the third Muswell Hill ward councillor, broadly concurred with these views.

### **Other Representations**

<sup>32</sup> We received 16 submissions from local residents opposing the proposal to use Park Avenue as the boundary between the proposed Bounds Green and Woodside wards. It was argued that properties on both sides of the road should be in the same ward. A further 25 submissions commented on our draft recommendations for the south-west of the borough, particularly the proposed Crouch End, Highgate and Muswell Hill wards. Many of these respondents believed that our draft proposals cut across local community identities in certain areas.

33 Two representations concentrated on alternative ward names, a local resident proposing that Alexandra ward be named Alexandra Park ward and that Fortis Green ward be named either Coppetts Wood, Coldfall or Muswell North ward. The High Cross Labour Party proposed that The Hale ward instead be named Tottenham Hale ward.

## 5. ANALYSIS AND FINAL RECOMMENDATIONS

34 As described earlier, our prime objective in considering the most appropriate electoral arrangements for Haringey is to achieve electoral equality. In doing so we have regard to the statutory criteria set out in the Local Government Act 1992 – the need to secure effective and convenient local government, and reflect the interests and identities of local communities – and Schedule 11 to the Local Government Act 1972, which refers to the number of electors being “as nearly as may be, the same in every ward of the district or borough”.

35 In relation to Schedule 11, our recommendations are not intended to be based solely on existing electorate figures, but also on assumptions as to changes in the number and distribution of local government electors likely to take place within the ensuing five years. We must have regard to the desirability of fixing identifiable boundaries and to maintaining local ties which might otherwise be broken.

36 It is therefore impractical to design an electoral scheme which provides for exactly the same number of electors per councillor in every ward of an authority. There must be a degree of flexibility. However, our approach, in the context of the statutory criteria, is that such flexibility must be kept to a minimum.

37 Our *Guidance* states that, while we accept that the achievement of absolute electoral equality for the authority as a whole is likely to be unattainable, we consider that, if electoral imbalances are to be kept to the minimum, the objective of electoral equality should be the starting point in any review. We therefore strongly recommend that, in formulating electoral schemes, local authorities and other interested parties should start from the standpoint of electoral equality, and then make adjustments to reflect relevant factors, such as community identity. Regard must also be had to five-year forecasts of changes in electorates. We will require particular justification for schemes which result in, or retain, an electoral imbalance over 10 per cent in any ward. In reviews of predominantly

urban areas such as the London boroughs, our experience suggests that we would expect to achieve a high degree of electoral equality in all wards.

### **Electorate Forecasts**

38 At the beginning of Stage One, the Council submitted electorate forecasts for the year 2003, projecting a marginal decrease in the electorate from 146,481 to 146,314 over the five-year period from 1998 to 2003. It estimated rates and locations of housing development with regard to structure and local plans, the expected rate of building over the five-year period and assumed occupancy rates. However, during the course of Stage One, a proposed development planned for the Hollickwood Park site in Alexandra ward was rejected at a planning enquiry on the grounds that the site was not suitable for housing. The borough-wide proposals received from the Council at the end of Stage One included 525 electors for this site in its electorate projections for the proposed Alexandra ward, although under the Cross Party scheme the proposed Alexandra ward excluded these electors.

39 Given the different approaches to this issue, we sought advice from officers of the Council. Their correspondence stated that the “Hollickwood Park development plans have not been accepted and are unlikely to be the subject of an appeal. This development will therefore not proceed”.

40 Given this advice, we stated in our draft recommendations report that we were content that the proposed development on the Hollickwood Park site would not take place and that therefore the revised projected electorate total for the current Alexandra ward (and the borough as a whole) should exclude the projected 525 electors. This modification to the electorate forecasts would result in the projected electorate for the borough as a whole being 145,789 by 2003. In our draft recommendations report we accepted that forecasting electorates is an inexact science and, having given consideration to the forecast electorates as amended, we were satisfied that they

represented the best estimates that could reasonably be made at the time. We received no comments on the issue of electorate forecasts during Stage Three, and remain satisfied that the figures used in our draft recommendations report represent the best estimates available.

## Council Size

41 We indicated in our *Guidance* that we would normally expect the number of councillors serving a London borough to be in the range of 40 to 80. As already explained, the Commission's starting point is to assume that the current council size facilitates convenient and effective local government.

42 Haringey Borough Council currently has 59 members. Over the past 20 years the borough has experienced a seven per cent decrease in electorate, a trend forecast to continue (more marginally) over the next five years. At Stage One, the Council proposed a 57-member council size, rather than the present 59, while the Cross Party scheme proposed reducing overall council size by 11 to form a 48-member authority. As stated in our *Guidance*, we will not generally seek a substantial increase or decrease in council size but we are prepared to consider the case for change where there is strongly persuasive evidence and a degree of local support.

43 In our draft recommendations report we considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received. We concluded that the statutory criteria and the achievement of electoral equality would best be met by a council of 57 members.

44 At Stage Three our draft recommendations were generally welcomed. The Cross Party Working Group stated that it would have preferred to see a more significant reduction in the number of councillors in order "to have cut bureaucracy further" but were otherwise content with the draft proposals. The Council supported the proposed council size, while no other specific comments were received from other respondents. In view of the general support for a council size of 57 members, which would provide for a good electoral scheme, we are confirming our draft recommendation for a council size of 57 as final.

## Ward Names

45 During Stage Three we received a number of comments regarding the proposed Highgate ward.

Some submissions which proposed boundary modifications in the south-west of the borough also proposed that a modified Highgate ward should instead be named Highgate & Archway ward. However, we also received a number of submissions in support of the retention of the current Highgate ward name. This particular issue is discussed more fully later in this chapter.

46 A further two submissions proposed alternative ward names. A local resident proposed that Alexandra ward instead be named Alexandra Park ward, and that the proposed Fortis Green ward be named either Coppetts Wood, Coldfall or possibly Muswell North ward. The Council commented that it welcomed the ward names as proposed in our draft recommendations report. In view of the general lack of support for change to ward names in this part of the borough, we were not persuaded that we should adopt the resident's proposals.

47 The High Cross Labour Party suggested that the proposed The Hale ward instead be named Tottenham Hale ward. As detailed later in this chapter, we propose adopting this ward name modification given that it would be consistent with the use of the prefix 'Tottenham' in the neighbouring Tottenham Green ward and would result, in our view, in a clearer description of the locality which elected members would represent.

## Electoral Arrangements

48 As set out in our draft recommendations report, we carefully considered the representations received at Stage One from the Council, the Cross Party Working Group and other interested parties. From the borough-wide proposals submitted by the Council and the Cross Party Working Group, some considerations emerged which helped to inform us when preparing our draft recommendations.

49 First, there was consensus between the Council and the Cross Party Working Group that there should be a reduction in council size, although not on the scale of the reduction. Second, both schemes were based on uniform patterns of three-member wards for the borough. Third, both borough-wide schemes recognised that the main Kings's Cross railway line (running in a broadly north-south direction through the centre of the borough) was a clear physical boundary between communities and both proposed retaining it as a boundary along its entire length within Haringey. Finally, both borough-wide schemes provided for similarly improved levels of electoral equality compared to the current arrangements.

50 As set out in our draft recommendations report, we concluded that we should base our draft recommendations on the Council's scheme. The scheme would have provided improved electoral equality compared to the current arrangements and would generally provide good boundaries, having regard to the statutory criteria. However, we recognised the validity of the proposals put to us under the Cross Party Working Group's scheme, and the comments from other Stage One respondents, particularly in the relation to the west and south-west of the borough.

51 In order to improve electoral equality further and, in our view, to better reflect local community identities, we departed from the Council's scheme substantially in the area west of the King's Cross railway line and put forward some proposals of our own. We also proposed some relatively minor changes to the Council's scheme in the east of the borough. Overall, our proposals were for a pattern of 19 three-member wards, with no ward projected to vary by more than 3 per cent from the average number of electors per councillor by 2003.

52 In response to our draft recommendations report, we received general support for our proposals east of the Kings Cross railway line, although some modifications were put forward both by the Council and the Cross Party Working Group. However, a number of respondents expressed the view that, especially in the south-western part of the borough, further improvements to the draft recommendations could be made in order to better reflect local community identities, particularly in respect of the Crouch End, Fortis Green, Highgate, Hornsey and Muswell Hill wards.

53 We have reviewed our draft recommendations in the light of further evidence and the representations received during Stage Three, and judge that modifications should be made to a number of the proposed ward boundaries. The following areas, based on existing wards, are considered in turn:

- (a) Alexandra and Fortis Green wards;
- (b) Archway, Highgate and Muswell Hill wards;
- (c) Hornsey Central, Hornsey Vale, South Hornsey and Crouch End wards;
- (d) Bowes Park, Harringay, Noel Park and Woodside wards;
- (e) Green Lanes, High Cross, Seven Sisters, South Tottenham and Tottenham Central wards; and

- (f) Bruce Grove, Coleraine, Park, West Green and White Hart Lane wards.

54 Details of our final recommendations are set out in Figures 1 and 2, and illustrated on Map A1 and the large map inside the back cover of the report.

### **Alexandra & Fortis Green wards**

55 At present these three-member wards are over-represented on the Council. Alexandra ward varies by 10 per cent below the average number of electors per councillor (9 per cent by 2003) while Fortis Green ward varies by 7 per cent below (6 per cent by 2003). During Stage One, the Council proposed that a number of electors should be transferred from Fortis Green ward into Alexandra ward, and that consequentially other electors should be transferred from Muswell Hill ward into Fortis Green ward. However, as stated earlier in relation to the electorate projections, the Council's submission for this area was based on the assumption that 525 extra electors would be resident in Alexandra ward by 2003. As discussed earlier, the electorate projections used by the Council in drawing up its scheme were subsequently reduced to exclude these potential electors.

56 Although we proposed endorsing the Council's proposed Alexandra and Fortis Green wards in principle, we modified its suggested boundaries in view of our proposals elsewhere in the western and south-western parts of the borough, and to take account of the modified electorate projections for the present Alexandra ward. As a result of our suggested modifications to the Council's scheme, the number of electors per councillor in revised Alexandra and Fortis Green wards would be almost equal to the average and 2 per cent below it respectively, both initially and by 2003.

57 We considered that our proposed Alexandra and Fortis Green wards provided a reasonable balance between securing electoral equality in the area as a whole and reflecting, as far as practicable, local community identities and interests. We put forward these proposals for consultation at Stage Three.

58 The Council and the Cross Party Working Group both endorsed our draft recommendations for the proposed Alexandra ward. No other comments on the proposed ward's boundaries were received. A local resident proposed that Alexandra ward instead be named Alexandra Park ward, which he argued would be a more appropriate reflection of name used by the local community.

However, given that Alexandra ward is an existing ward name and that there has been no other support for the proposed change, we are of the view that Alexandra remains the most appropriate name for the ward.

59 The Council and Cross Party Working Group agreed on a proposed boundary amendment between Fortis Green and Muswell Hill wards, affecting 358 electors (mostly from Prince's Avenue, Prince's Lane and Fortis Green Road). The Council argued that the Broadway was a focal point of the Muswell Hill community and therefore proposed a modified boundary which, it was argued, would be a better reflection of this. The Cross Party Working Group commented in a similar fashion, stating that Muswell Hill Broadway faced particular issues and that splitting either side of the road between wards could dilute councillor responsibility and accountability within the area.

60 Councillor Featherstone, who represents the present Muswell Hill ward, argued that the community of Muswell Hill is centred on and around Muswell Hill Broadway and that although using the Broadway as a boundary would be clear, it may also have the effect of dividing the community of Muswell Hill. This was a view shared by Councillor Andersen. Councillor Glenn, who also represents Muswell Hill ward, stated that the stretch of Muswell Hill Broadway between the roundabout and Church Crescent acts as a focus for the local community, and that, in her view, the draft proposals in this area would be likely to dissipate residents' ability to hold to account the Council and councillors. Four local residents commented in a similar fashion to the Council and the Cross Party Working Group.

61 While we have some sympathy for the views expressed regarding Muswell Hill's community identity, it is difficult to reconcile this with optimum electoral equality, given three other factors: the local preference for three-member wards, the relatively close proximity of other local communities with strong identities and the external borough boundary. However, this situation is not new in Muswell Hill. The existing ward boundary in this area means that the northern part of the Broadway (ie the road leading to Colney Hatch Lane) is in Fortis Green ward while the south-western part of it (leading towards the Highgate London Underground Station) is in Muswell Hill ward. The circumstances of this part of the borough are such that it is not an easy task to create a three-member Muswell Hill ward with good electoral equality, which reflects local community identities and which borders

neighbouring three-member wards which also have good electoral equality.

62 Given the constraints outlined above, there needs to be a compromise. While we accept that the south-western part of Muswell Hill Broadway can be kept together within one ward, we are unable to make all the changes put forward by respondents. We are of the view that the modification put forward by the Council and the Cross Party Working Group (affecting 358 electors) is appropriate for this area, with one further boundary modification as outlined below. Together, the suggested modifications in this area would result in the proposed wards retaining reasonable levels of electoral equality while, in our view, better reflecting local community identities and interests.

63 The Council and the Cross Party Working Group also suggested that the boundary between the proposed Highgate and Fortis Green wards should be amended, moving Aylmer Road and Bancroft Avenue (273 electors) from the proposed Highgate ward into the proposed Fortis Green ward. This proposal was also suggested by Councillors Bax and Gavron, a local resident, the Highgate Conservation Area Advisory Committee, the Holmesdale and Orchard Roads Residents' Association and the Cromwell Area Residents' Association. Officers from the Commission have visited the area concerned and, taking into account the other changes we are proposing in the western area of the borough, concur with respondents that the area concerned should be included within the proposed Fortis Green ward.

64 We have given careful consideration to the further evidence and representations received and we support the submissions from the Council and the Cross Party Working Group relating to this area. We therefore propose amending the Fortis Green ward boundary with the neighbouring Highgate and Muswell Hill wards. The modified Fortis Green ward would initially vary by 3 per cent from the average and would retain that level of electoral equality by 2003. Subject to these boundary modifications, we confirm our draft recommendations for Alexandra and Fortis Green wards as final. See the large map inserted at the back of the report for further details.

### **Archway, Highgate and Muswell Hill wards**

65 These three wards are located in the west and south-west of the borough, with Archway and Highgate wards each returning two councillors and

Muswell Hill ward returning three councillors. The number of electors per councillor in these wards is currently 7 per cent above, 6 per cent below and 9 per cent above the borough average respectively (6 per cent above, 10 per cent below and 7 per cent above by 2003).

66 This area proved to be fairly contentious during Stage One of the review. The only Conservative and Liberal Democrat members currently on Haringey Council represent the Highgate and Muswell Hill wards respectively, and the majority of representations received at that time commented on the Council's proposals for the south-western part of the borough. During Stage Three a majority of the representations received again related to this area.

67 We stated in our draft recommendations report that we did not consider that the Council's original boundary proposals in this area reflected community identities and interests as well as they might. While we acknowledged that three-member wards containing the appropriate number of electors and which also reflected community identities and interests were difficult to formulate, we believed the Council's proposals for this area could be improved upon. We therefore put forward our own scheme for the south-western part of the borough. The number of electors per councillor in our proposed three-member Highgate and Muswell Hill wards would be 2 per cent and 1 per cent above the borough average respectively, projected to be 1 per cent below the average in both wards by 2003.

68 The Council stated in its Stage Three submission that, overall, it was "extremely satisfied" with the draft recommendations for the borough as a whole. However, it put forward some specific boundary modifications for the south-western area of the borough. As mentioned above in relation to Fortis Green ward, the Council suggested the transfer of Aylmer Road and Bancroft Avenue (273 electors) from the proposed Highgate ward into the proposed Fortis Green ward. Given that this proposal was supported by the Cross Party Working Group and others, and that it would facilitate, in our view, an improved scheme overall in this part of the borough, we concur with the Council's suggestion.

69 It also proposed revisions to the eastern boundary of the proposed Highgate ward. It suggested that an area of housing including Wood Lane, Summersby Road and South Close (a total of 296 electors) be included within the proposed Highgate ward, arguing that the draft recommendations would

result in that area being included within a ward (Muswell Hill) from which it would be separated by the Queens Wood Park. The Cross Party Working Group also proposed this modification, although the boundaries within the two proposals differed slightly from one another. Seven local residents, Councillors Bax and Gavron, the Cromwell Area Residents' Association and the Southwood House Estate Residents' Company Ltd also commented on this specific issue, stating that residents living within the area use Highgate-based facilities and consequently would prefer for this area to be included within a Highgate-based ward.

70 Given that a reasonable level of electoral equality would result (taking into account our other modifications in the south-western part of the borough) and given that it would appear to better reflect local community identities, we propose supporting this modification. However, we are proposing a slightly different boundary (across the southern part of Queen's Wood) in order to create a more identifiable boundary.

71 We also received proposals during Stage Three to place an area including Priory Gardens and part of Shepherd's Hill (536 electors) within a Highgate-based ward, rather than within our proposed Crouch End ward. The Council, local residents, local groups and elected members commented that this area holds closer ties with the proposed Highgate ward than with the proposed Crouch End ward. Officers from the Commission visited the area in question and noted the issues and concerns raised during the Stage Three consultation. We also received a representation from a local resident endorsing the use of Parkland Walk as part of the proposed ward boundary.

72 The Cross Party Working Group stated that there was "some merit" in the suggested transfer of the Shepherd's Hill/ Priory Gardens area to the proposed Highgate ward, but commented that such a proposal would "appear to involve too high a variance in [the Highgate ward]." We agree with this view. As stated earlier, there appears to be general agreement to transfer the Aylmer Road and Bancroft Avenue area (273 electors) out of the Highgate ward and to transfer the Wood Lane, Summersby Close and South Close area (296 electors) into the Highgate ward. As these changes would appear to better reflect local community identities, we are putting them forward. With no other boundary modifications, the revised three-member Highgate ward would secure a good level of electoral equality.

73 However, the addition of the Shepherd's Hill/Priory Gardens area would result in the Highgate ward being significantly under-represented, by 10 per cent initially and 6 per cent by 2004. We considered the possibility of making a consequential boundary alteration further south in order to facilitate the Shepherd's Hill/Priory Gardens modification yet retaining a reasonable level of electoral equality. This would involve electors in the Hornsey Lane Gardens area being transferred from the proposed Highgate ward to the proposed Crouch End ward. However, there appeared to be little support for this and such a proposal would involve breaching Parkland Walk as a ward boundary.

74 We remain of the view that Parkland Walk provides a good ward boundary in this area and that, although not perhaps ideal, the draft recommendation to include the Shepherd's Hill/Priory Gardens area within the proposed Crouch End ward remains appropriate. Were the Highgate ward to additionally include this area, it would vary significantly from the borough average both initially and by 2003. Taking all factors into account, we remain of the view that this part of the present Archway ward should form part of the proposed Crouch End ward.

75 One other issue which arose in this part of the borough was the proposal to use the ward name of Highgate. It was put to us by some respondents that, as the proposed ward in this area comprised a substantial part of the present Archway ward, a more appropriate name might be Highgate & Archway. However, other respondents opposed this suggestion, preferring that the draft proposal for the use of the Highgate ward name be confirmed. On balance, we concur with the latter view. The majority of electors in the proposed ward would, in our view, associate with the name Highgate and it seems clear from representations that some electors to the east of the Archway Road wish to be associated with a Highgate-based ward.

76 We are therefore proposing a three-member Highgate ward as part of our final recommendations. Although the ward would not include the Shepherd's Hill/Priory Gardens area it would include both Highgate Library and Highgate London Underground Station. The ward would initially vary from the average number of electors per councillor by 3 per cent, improving to 1 per cent by 2003. Our final recommendation for Highgate ward is shown in more detail on the large map inserted at the back of this report.

77 In the light of representations which were received during the consultation period, we have re-examined our draft recommendations for the proposed Muswell Hill ward. We have explained above (in relation to Fortis Green ward) that we propose a modification to the boundary in the vicinity of Muswell Hill Broadway (affecting 358 electors) so that the area just to the north-west of the Broadway would be included in Muswell Hill ward. We have also discussed (in relation to Highgate ward) that we propose transferring the 296 electors in the Wood Lane, Summersby Close and South Close area from the proposed Muswell Hill ward to the modified Highgate ward.

78 We are also proposing two further modifications to the Muswell Hill ward boundary, as discussed later in this report in relation to Crouch End and Hornsey wards. These modifications affect 125 electors (transferred into Hornsey ward) and 66 electors (transferred into Crouch End ward). With the boundary modifications described above, we are confirming our draft proposal for a three-member Muswell Hill ward as final. The ward would vary by 1 per cent from the average initially, 3 per cent by 2003. The large map inserted at the back of the report gives further details.

### **Hornsey Central, Hornsey Vale, South Hornsey and Crouch End wards**

79 These four wards are located in the south of the borough. The three Hornsey wards currently return two councillors each, while Crouch End is a three-member ward. The number of electors per councillor in the four wards is presently 6 per cent above, 4 per cent below, 1 per cent above and 1 per cent below the borough average respectively (11 per cent above, 5 per cent below, 1 per cent above and 4 per cent below by 2003).

80 As stated earlier in this report, we were of the view that the Council's initial proposals for the south-western part of the borough (partly including this area) could be improved upon, particularly in terms of better reflecting community identities. We therefore put forward our own proposals for this area, although two of the three wards were either identical or similar to the Council's proposals. Under our draft recommendations, the number of electors per councillor in proposed three-member Crouch End and Hornsey wards would initially be 5 per cent above and 5 per cent below the average respectively, projected to be 2 per cent above and 2

per cent below by 2003. We endorsed the Council's proposal for a three-member Stroud Green ward, which would vary by 2 per cent from the average both initially and by 2003.

81 At Stage Three we received a number of comments on our proposals for Crouch End ward, most concerning the proposed ward boundary around the Clocktower. Barbara Roche MP commented that the draft recommendations in this particular area would "be a source of confusion in the locality and would undermine Crouch End's identity and sense of community". Councillors Sharp, Sandbach and Willmott, who represent the current Crouch End ward, also wrote to us, arguing that the draft recommendations "would result in nine councillors representing Crouch End shopping centre, six of whom would also represent other competing centres."

82 The Council proposed that the two areas north of the Clocktower which our draft recommendations proposed moving into Hornsey and Muswell Hill wards should instead be retained within Crouch End ward. The Cross Party Working Group proposed that Chestnut Avenue be transferred from the proposed Muswell Hill ward into the proposed Hornsey ward. As detailed earlier in relation to Highgate ward, comments were also received regarding the Shepherd's Hill/Priory Gardens area. Most respondents would have preferred that this area be placed in the revised Highgate ward than in the revised Crouch End ward. However, due to the relatively high level of electoral inequality that would result in Highgate ward, we propose retaining the Shepherd's Hill/Priory Gardens area within Crouch End ward.

83 Officers from the Commission have visited the area and concur with respondents that the Clocktower and the shops and other business premises which lie on the roads radiating from it form a focus for the area. We must, however, seek to achieve as good a level of electoral equality as is practicable, having regard to other factors. If we were to adopt the Council's proposals in their entirety in this area, there would be a marked deterioration in the level of electoral equality in the proposed Crouch End ward, which would become substantially under-represented. This is one of the reasons why we proposed the boundary alterations in this area in our draft recommendations report.

84 However, we do agree that the commercial centre of Crouch End should be kept together as far as is possible while striving for a good level of

electoral equality. We propose building on the suggested modifications from the Council, the Cross Party Working Group and others and to retain most of the business premises on Middle Lane, Park Road and Tottenham Lane within the proposed Crouch End ward. The more residential areas located between these arterial roads would remain in the proposed wards of Muswell Hill and Hornsey.

85 In order to even out the projected levels of electoral equality, and to better reflect local community identities, we also propose transferring Chestnut Avenue and some properties on the western side of Middle Lane from the proposed Muswell Hill ward into the proposed Hornsey ward, as suggested by the Cross Party Working Group (as detailed earlier). Officers from the Commission have visited the area and have noted that Chestnut Avenue is a cul-de-sac, with access only onto Middle Lane, and we are therefore of the view that it would be sensible to include the area within the proposed Hornsey ward. As a result of this and other changes, both the Muswell Hill and Hornsey wards are projected to vary by 3 per cent below the average number of electors per councillor by 2003.

86 Although we acknowledge that our boundary modifications in this area would result in a not insignificant degree of under-representation in Crouch End ward (8 per cent initially, 5 per cent by 2003) we believe there to be good reasons to depart from optimum electoral equality in this instance. While it would be possible to improve the level of electoral equality in Crouch End ward, this would be likely to break well-established boundaries in the area or result in electoral imbalances in neighbouring wards. Given the degree of local support for the retention of the Clocktower and the surrounding business area within the Crouch End ward, and the lack of realistic alternatives, we are prepared to accept a higher electoral imbalance than usual in a London borough for this particular ward.

87 There was general support at Stage Three for our proposed Stroud Green ward, and in view of the good levels of electoral equality and clearly identifiable boundaries which would result from the proposals for this area, we confirm our draft recommendation for Stroud Green ward as final. Therefore, subject to the boundary modifications as detailed above, we confirm our draft recommendations for Crouch End, Hornsey and Stroud Green wards as final. See Map A1 and the large map at the back of this report for further details.

## **Bowes Park, Harringay, Noel Park and Woodside wards**

88 These wards are located in the north and centre of the borough, and each returns three councillors. The number of electors per councillor in Harringay, Noel Park and Woodside wards is currently 1 per cent above, 3 per cent above and 6 per cent below the borough average respectively (1 per cent below, 2 per cent above and 7 per cent below by 2003). Bowes Park ward currently has the worst level of electoral inequality in the borough, with the number of electors per councillor 14 per cent above the borough average, projected to be 12 per cent above by 2003.

89 The Council proposed in its Stage One submission that, in order to improve electoral equality, around 800 electors should be transferred from Bowes Park ward into Woodside ward and that the revised Bowes Park ward should be renamed Bounds Green. It also proposed that no change should be made to either the Harringay or the Noel Park wards. The number of electors per councillor in the new Bounds Green ward and the revised Woodside ward would be 1 per cent below and 1 per cent above the borough average respectively (2 per cent below and equal to the average by 2003). Due to the revised council size, the number of electors per councillor in unchanged Harringay and Noel Park wards would be 2 per cent below and 1 per cent below the borough average respectively (5 per cent below and 2 per cent below by 2003).

90 The Council's proposals for this area generally provided for reasonable levels of electoral equality, with each of the proposed wards having clearly identifiable boundaries. We therefore put them forward as the basis of our draft recommendations. However, in order to improve upon the projected level of electoral equality in the proposed Harringay ward, we suggested including 426 electors from the western part of the neighbouring St Ann's ward. The number of electors per councillor in the revised Harringay ward would be 3 per cent above the borough average initially, projected to be 1 per cent above by 2003.

91 At Stage Three both the Cross Party Working Group and the Council argued for the retention of the existing Harringay ward boundaries. The Council stated that while it recognised the "logic" of seeking to improve electoral equality in Harringay ward, it believed our proposal "cut across the natural boundary" of the "major traffic

thoroughfare" of Green Lanes. It also argued that the road effectively divides the communities on either side. The Cross Party Working Group put forward similar views.

92 While we accept that Green Lanes would be a good boundary in this area, we are not convinced that we should propose a boundary which would result in a projected electoral variance of 5 per cent by 2003, and which would also have a knock-on effect on the proposals for the neighbouring St Ann's and Tottenham Green wards. Indeed it could be argued that Green Lanes, although a busy road, is also a focus for the local community, given that it is a shopping and service centre in this part of the borough. Further to the north, the Council has acknowledged that a similarly busy main road needs to be breached as a ward boundary; we have accepted its proposal that an area to the west of Wood Green High Road should be placed in the revised Woodside ward.

93 We are therefore confirming our draft recommendation for a revised Harringay ward as final. Given that we received no comments on our proposal for an unchanged Noel Park ward, we are also confirming that draft recommendation as final. The large map at the back of the report gives further details.

94 We received 16 submissions from residents in Park Avenue requesting that all the residents in this street be located within a single ward and not be divided between the proposed Bounds Green and Woodside wards. We have examined this proposal, and officers from the Commission have visited the area in question. Although the proposal would result in a marginal deterioration in electoral equality for the Woodside and Bounds Green wards, we are persuaded by the argument that the interests of residents would be best served by the inclusion of Park Avenue within a single ward. Additionally, we are of the view that Nightingale Gardens, to the rear of the western properties in Park Avenue, could act as a suitable natural boundary between the proposed Bounds Green and Woodside wards. We therefore propose modifying the originally suggested boundary in this area so as to include the whole of Park Avenue within the proposed Woodside ward.

95 The Cross Party Working Group proposed more substantial changes to the Woodside ward boundary. It argued that the boundary in the west should remain as Wood Green High Road and that in the east it should become Rivulet Road and The Roundway. However, these changes would result

in large electoral imbalances: for example, an unchanged Bounds Green (Bowes Park) ward would, under a council size of 57, vary by 8 per cent above the borough average by 2003. Given the general support of the Council for the draft recommendations in this area (which would produce good levels of electoral equality) and that no other comments were received, we are confirming our draft recommendation for Woodside ward as final, subject to the boundary modification in the Park Avenue area.

96 We received no substantive comments on the proposal to use the ward name of Bounds Green to replace the present Bowes Park name, other than general support from the Council. Given that there were no objections to this draft recommendation, we are confirming the draft ward name as final. Under our final recommendations the wards of Bounds Green and Woodside would both vary by 2 per cent from the average number of electors per councillor initially, and by 3 per cent and 1 per cent respectively by 2003. The large map at the back of the report gives further details.

### **Green Lanes, High Cross, Seven Sisters, South Tottenham and Tottenham Central wards**

97 These wards are located in the south-east of the borough. Green Lanes, High Cross, Seven Sisters and South Tottenham wards currently each return two councillors, while Tottenham Central ward returns three councillors. The number of electors per councillor in Green Lanes, High Cross and Tottenham Central wards is currently 7 per cent above, 2 per cent above and 3 per cent below the borough average respectively (9 per cent above, 5 per cent above and 3 per cent below by 2003). Seven Sisters and South Tottenham wards currently vary by 1 per cent and 3 per cent below the borough average respectively, with both wards projected to equal the average by 2003.

98 At Stage One, the Council proposed that approximately one third of the electors from the current Tottenham Central ward should be combined with the whole of the present Green Lanes ward to form a new St Ann's ward. The remaining electors from Tottenham Central ward would be placed with 1,227 electors from High Cross ward and 1,924 electors from South Tottenham ward to form a new ward to be named Tottenham Green. Seven Sisters ward would retain its name and additionally include the remaining electors from South Tottenham ward, while the

remaining electors from High Cross ward would be included in a new ward named The Hale (see later paragraphs in this chapter). The number of electors per councillor in the Council's proposed three-member wards of St Ann's, Seven Sisters and Tottenham Green would initially be 1 per cent, 1 per cent and 2 per cent above the borough average respectively, projected to be 3 per cent, 3 per cent and 4 per cent above by 2003.

99 We acknowledged that the Council's three proposed wards in this area would secure reasonable levels of electoral equality whilst generally maintaining good boundaries and reflecting local community identities. However, in order to further improve upon the level of electoral equality in its proposed St Ann's and Tottenham Green wards, and also in the neighbouring Harringay ward (as discussed earlier), we proposed transferring 320 electors from Tottenham Green ward into St Ann's ward and 426 electors from St Ann's ward into Harringay ward.

100 With our modifications, the number of electors per councillor in the St Ann's and Tottenham Green wards would be equal to the borough average and 2 per cent below it initially, projected to be 1 per cent above and equal to the average by 2003. We put forward the Council's proposed Seven Sisters ward without modification.

101 During the Stage Three consultation, there was a general endorsement of the proposed Seven Sisters ward. Given this consensus and the relatively good level of electoral equality which would be achieved in this area, we are content to confirm the draft recommendation for the proposed Seven Sisters ward as final.

102 As discussed earlier, both the Council and the Cross Party Working Group proposed that the boundaries of the existing Harringay ward should be retained, a proposal which would consequentially impact on the western boundary of the proposed St Ann's ward. As stated previously, we do not support this proposal as the level of electoral imbalance that would result in Harringay ward by 2003 would, in our view, be too high, given that realistic alternatives are available. No other specific comments relating to this south-eastern area of the borough were received.

103 In the light of the general acceptance of our proposals in this area (notwithstanding the Harringay ward boundary issue) we are content to confirm the draft recommendations for the St

Ann's and Tottenham Green wards as final. See the large map at the back of the report for further details of our proposals in this part of the borough.

### **Bruce Grove, Coleraine, Park, West Green and White Hart Lane wards**

104 These wards are located in the north-east of the borough and each presently returns three councillors, with the exception of Park ward which returns two. The number of electors per councillor in these five wards is currently 1 per cent below, 4 per cent below, 5 per cent above, 10 per cent above and 13 per cent below the borough average respectively (2 per cent below, 2 per cent below, 5 per cent above, 10 per cent above and 11 per cent below by 2003).

105 At Stage One the Council proposed that the Bruce Grove and West Green wards should remain broadly as they are now, though with a transfer of 577 electors from the latter to the former in order to improve electoral equality. It also proposed that White Hart Lane ward should be extended eastwards to additionally include the western part of the present Park ward and that the majority of Park ward should be placed with the northern part of Coleraine ward to form a new Northumberland Park ward. The southern part of Coleraine ward would be combined with the northern and eastern parts of High Cross ward to form a new ward to be named The Hale.

106 Under the Council's Stage One proposals, the number of electors per councillor in its proposed Bruce Grove, Northumberland Park, The Hale, West Green and White Hart Lane wards would be 3 per cent above, 2 per cent below, 1 per cent below, 2 per cent below and 3 per cent below the borough average respectively (2 per cent above, 1 per cent below, 1 per cent above, 1 per cent below and equal to the average by 2003). Given the good levels of electoral equality that would result, we put forward these proposals as part of our draft recommendations.

107 At Stage Three, few comments were received on this area but from those that did comment, there was general support for the proposed wards, with the Council supporting the draft recommendations in their entirety. The Cross Party Working Group generally supported the proposals but put forward alternative boundaries in four specific areas.

108 Its first suggestion was to retain the existing boundary between the Bruce Grove and West Green wards, rather than transferring 577 electors from the latter to the former. However, leaving the

present boundary in place in this area would result in electoral imbalances of 5 and 6 per cent respectively in the two wards by 2003. As our draft recommendations would substantially improve these imbalances without, on our understanding, significantly disrupting community identities, we are confirming our proposals for the wards of Bruce Grove and West Green as final. See the large map at the back of this report for further details.

109 Second, the Cross Party Working Group suggested that the western boundary of the proposed White Hart Lane ward (with Woodside ward) could be improved by using Rivulet Road and the Roundway. However, as discussed earlier in relation to Woodside ward, such a modification would result in higher levels of electoral inequality in these wards, and would have a knock-on effect on to other wards in the area. We are of the view that the current boundary in this area (along Gospatrick Road) is clear and should be retained.

110 The third suggestion of the Cross Party Working Group was to modify the boundary between the proposed White Hart Lane and Northumberland Park wards to follow the railway line from White Hart Lane station northwards to the borough boundary. While this would create an effective boundary and would, as stated in the Cross Party Working Group's submission, unite the Middlesex University campus within one ward, electoral equality would worsen compared to the draft recommendations. Given the support of the Council for the proposed boundary and the good level of electoral equality that would be achieved, we are not convinced we should adopt the suggested boundary modification in this area.

111 The final suggestion of the Cross Party Working Group was to modify the boundary between the proposed Northumberland Park and The Hale wards to follow the centre of Lansdowne Road. We have examined this proposal and although we concur that it may result in a better defined boundary, particularly if the modification was extended to Shelbourne Road and Willoughby Lane, we are not convinced that community ties would be better reflected, as properties facing each other on opposite sides of these roads would be placed within different wards. As stated above, the Council supported our draft recommendations for this area, which would produce a good level of electoral equality.

112 We are therefore confirming our proposed ward boundaries for the remaining three wards in this north-eastern area of the borough as final. However, we also received a proposal at Stage

Three from the High Cross Labour Party that The Hale ward instead be named Tottenham Hale. It argued that the local area was widely known as Tottenham Hale and that it would therefore be a more appropriate name for the proposed ward. On balance, we concur with this view as the name does appear to be widely used locally and such a modification would also be in keeping with the use of the suffix 'Tottenham' as adopted in the neighbouring proposed ward of Tottenham Green.

113 Having reconsidered our draft recommendations in light of the representations received at Stage Three, we confirm our proposals for Northumberland Park and White Hart Lane wards as final. We also propose that the other ward in this area should be named Tottenham Hale. The large map at the back of this report gives further details of our final recommendations in this area.

## Conclusions

114 Having considered carefully all the representations and evidence received in response to our consultation report, we have decided substantially to endorse our draft recommendations, subject to the following amendments:

- (a) That the boundaries of the proposed Bounds Green, Crouch End, Fortis Green, Highgate, Hornsey, Muswell Hill and Woodside wards be modified;
- (b) That the proposed 'The Hale' ward instead be named 'Tottenham Hale' ward.

115 We conclude that, in Haringey:

- (a) there should be a reduction in council size from 59 to 57;
- (b) there should be 19 wards, four fewer than at present, which would involve changes to the boundaries of 22 of the existing wards, with only Noel Park ward remaining unchanged.

116 Figure 4 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1998 and 2003 electorate figures.

117 As shown in Figure 4, our final recommendations for Haringey Borough Council would result in a reduction in the number of wards where the number of electors per councillor varies by more than 10 per cent from the borough average from two to none. This improved balance of representation is expected to improve further with all wards expected to vary by less than 10 per cent in 2003, in fact all but one ward would vary by no more than 3 per cent from the average. Our final recommendations are set out in more detail in Figures 1 and 2, and illustrated on Map 2, Map A1 and the large map at the back of this report.

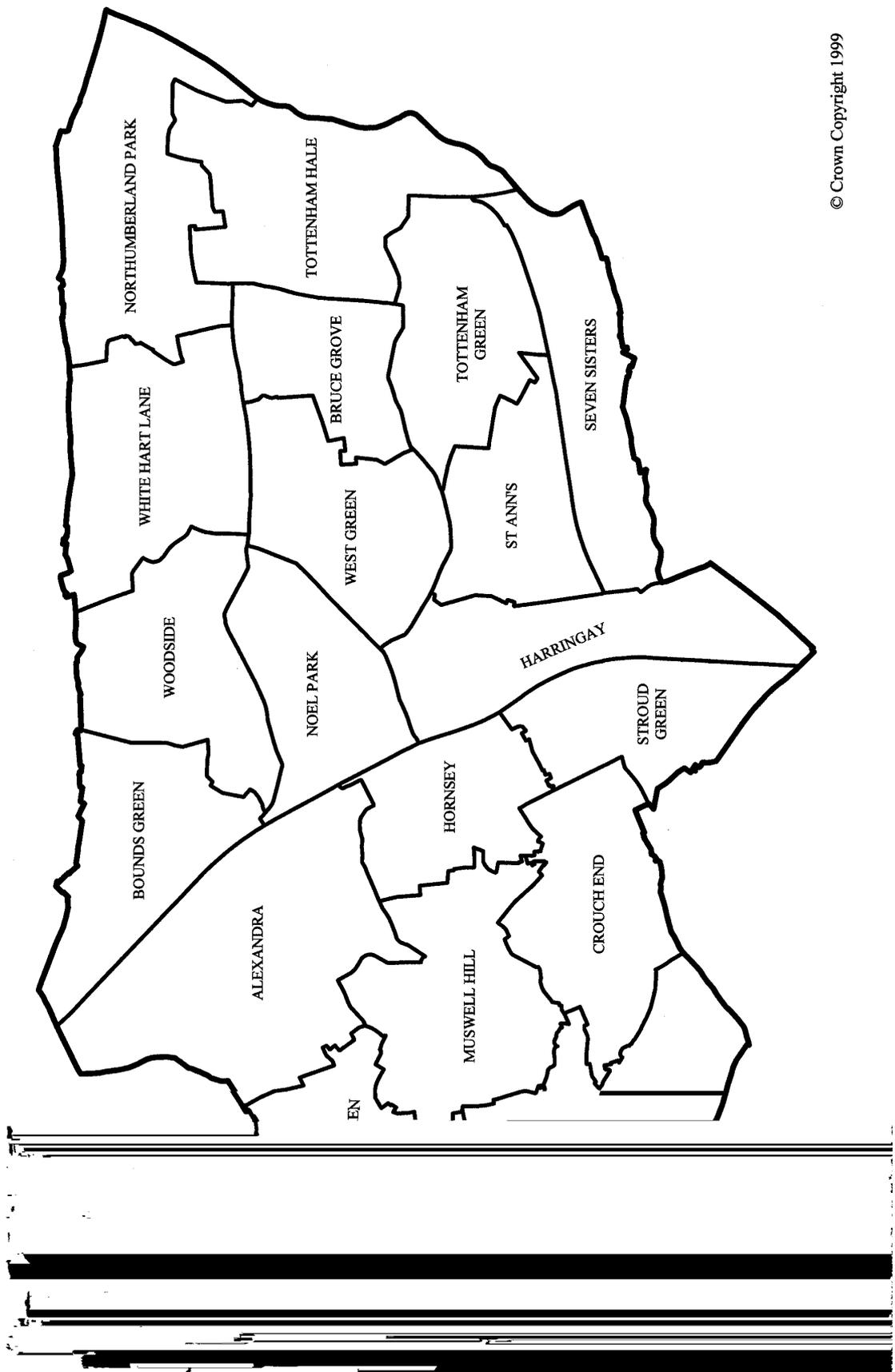
### Final Recommendation

Haringey Borough Council should comprise 57 councillors serving 19 wards, as detailed and named in Figures 1 and 2, and illustrated on Map 2, Map A1 and the large map in the back of the report.

*Figure 4 : Comparison of Current and Recommended Electoral Arrangements*

	1998 electorate		2003 forecast electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	59	57	59	57
Number of wards	23	19	23	19
Average number of electors per councillor	2,483	2,570	2,471	2,558
Number of wards with a variance more than 10 per cent from the average	2	0	3	0
Number of wards with a variance more than 20 per cent from the average	0	0	0	0

Map 2:  
The Commission's Final Recommendations for Haringey



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## 6. NEXT STEPS

118 Having completed our review of electoral arrangements in Haringey and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

119 It now falls to the Secretary of State to decide whether to give effect to our recommendations, with or without modification, and to implement them by means of an order. Such an order will not be made earlier than six weeks from the date that our recommendations are submitted to the Secretary of State.

120 All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

The Secretary of State  
Department of the Environment,  
Transport and the Regions  
Local Government Sponsorship Division  
Eland House  
Bressenden Place  
London SW1E 5DU



# APPENDIX A

## Final Recommendations for Haringey: Detailed Mapping

The following maps illustrate the Commission's proposed ward boundaries for the Haringey area.

**Map A1** illustrates in detail the proposed boundary between the wards of Crouch End, Hornsey and Muswell Hill.

The **large map** inserted in the back of the report illustrates the Commission's proposed warding arrangements for Haringey.

Map A1:  
Proposed boundary between the wards of Crouch End, Hornsey and Muswell Hill



# APPENDIX B

## Draft Recommendations for Haringey

Our final recommendations, detailed in Figures 1 and 2, differ from those we put forward as draft recommendations in respect of seven wards where our draft proposals are set out below. The only other change between draft and final recommendations, which is not included in Figure B1, is that we propose to rename The Hale ward as Tottenham Hale.

*Figure B1:*

*The Commission's Draft Recommendations: Number of Councillors and Electors by Ward*

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
Bounds Green	3	7,662	2,554	-1	7,505	2,502	-2
Crouch End	3	8,090	2,697	5	7,821	2,607	2
Fortis Green	3	7,559	2,520	-2	7,554	2,518	-2
Highgate	3	7,889	2,630	2	7,608	2,536	-1
Hornsey	3	7,300	2,433	-5	7,482	2,494	-2
Muswell Hill	3	7,787	2,596	1	7,573	2,524	-1
Woodside	3	7,816	2,605	1	7,697	2,566	0

*Source: Electorate figures are based on Haringey Borough Council's Stage One submission.*

*Note: The 'variance from average' column shows by how far, in percentage terms, the number of electors per councillor varies from the average for the borough. The minus symbol (-) denotes a lower than average number of electors. Figures have been rounded to the nearest whole number.*





