

LOCAL  
GOVERNMENT  
COMMISSION  
FOR ENGLAND

FINAL  
RECOMMENDATIONS  
ON THE FUTURE  
ELECTORAL  
ARRANGEMENTS FOR  
HAVERING

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

*July 1999*

# LOCAL GOVERNMENT COMMISSION FOR ENGLAND

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

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Professor Malcolm Grant (Chairman)

Professor Michael Clarke (Deputy Chairman)

Peter Brokenshire

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





## Local Government Commission for England

27 July 1999

Dear Secretary of State

On 4 August 1998 the Commission began a periodic electoral review of Havering 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 104-105) in the light of further evidence. This report sets out our final recommendations for changes to electoral arrangements in Havering.

We recommend that Havering Borough Council should be served by 54 councillors representing 18 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 Havering on 4 August 1998. We published our draft recommendations for electoral arrangements on 2 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 Havering:

- **in six of the 25 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough, and two wards vary by more than 20 per cent from the average;**
- **by 2003 electoral equality is not expected to improve, with the number of electors per councillor forecast to vary by more than 10 per cent from the average in seven wards, and by more than 20 per cent in two wards.**

Our main final recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 104-105) are that:

- **Havering Borough Council should be served by 54 councillors, compared with 63 at present;**
- **there should be 18 wards, seven fewer than at present, with changes to the boundaries of all of the existing wards.**

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 18 wards, the number of electors per councillor would vary by no more than 5 per cent from the borough average.**
- **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 4 per cent from the borough average by 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 7 September 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 1:  
The Commission's Final Recommendations: Summary*

<b>Ward name</b>	<b>Number of councillors</b>	<b>Constituent areas (existing wards)</b>
1 Ardleigh Green	3	Ardleigh Green ward (part); Heath Park ward (part); St Edward's ward (part)
2 Brooklands	3	Brooklands ward (part); Oldchurch ward (part); St Edward's ward (part)
3 Cranham	3	Cranham East ward (part); Cranham West ward; Emerson Park ward (part); Harold Wood ward (part)
4 Elm Park	3	Airfield ward (part); Elm Park ward (part); South Hornchurch ward (part)
5 Emerson Park	3	Ardleigh Green ward (part); Emerson Park ward (part); Harold Wood ward (part)
6 Gooshays	3	Gooshays ward (part); Hilldene ward (part)
7 Hacton	3	Elm Park ward (part); Hacton ward (part)
8 Harold Wood	3	Gooshays ward (part); Harold Wood ward (part); Heaton ward (part)
9 Havering Park	3	Chase Cross ward; Collier Row ward (part); Hilldene ward (part)
10 Heaton	3	Heaton ward (part); Hilldene ward (part)
11 Hylands	3	Elm Park ward (part); Hacton ward (part); Hylands ward (part); St Andrew's ward (part)
12 Mawneys	3	Collier Row ward (part); Mawney ward
13 Pettits	3	Gidea Park ward (part); Rise Park ward
14 Rainham & Wennington	3	Rainham ward (part)
15 Romford Town	3	Brooklands ward (part); Gidea Park ward (part); Heath Park ward (part); Hylands ward (part); Oldchurch ward (part); St Edward's ward (part)
16 South Hornchurch	3	Airfield ward (part); South Hornchurch ward (part)
17 St Andrew's	3	Hylands ward (part); St Andrew's ward (part)
18 Upminster	3	Cranham East ward (part); Rainham ward (part)

*Note: Map 2, and the map in Appendix A, and the large map in the back of the report illustrate the proposed wards outlined above.*

Figure 2:  
The Commission's Final Recommendations for Havering

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 Ardleigh Green	3	10,167	3,389	2	10,355	3,452	3
2 Brooklands	3	10,206	3,402	2	10,260	3,420	2
3 Cranham	3	10,197	3,399	2	9,801	3,267	-2
4 Elm Park	3	9,782	3,261	-2	9,993	3,331	-0
5 Emerson Park	3	9,552	3,184	-4	9,576	3,192	-4
6 Gooshays	3	10,034	3,345	0	9,885	3,295	-1
7 Hacton	3	9,853	3,284	-1	9,737	3,246	-3
8 Harold Wood	3	9,969	3,323	0	9,871	3,290	-2
9 Havering Park	3	9,792	3,264	-2	10,085	3,362	1
10 Heaton	3	9,927	3,309	-1	9,884	3,295	-1
11 Hylands	3	9,753	3,251	-2	9,969	3,323	-1
12 Mawneys	3	9,926	3,309	-1	9,988	3,329	0
13 Pettits	3	10,111	3,370	1	10,158	3,386	1
14 Rainham & Wennington	3	9,473	3,158	-5	9,602	3,201	-4
15 Romford Town	3	10,095	3,365	1	10,190	3,397	2
16 South Hornchurch	3	10,312	3,437	3	10,323	3,441	3
17 St Andrew's	3	10,364	3,455	4	10,449	3,483	4
18 Upminster	3	10,404	3,468	4	10,349	3,450	3
<b>Totals</b>	<b>54</b>	<b>179,917</b>	—	—	<b>180,475</b>	—	—
<b>Averages</b>	—	—	<b>3,332</b>	—	—	<b>3,342</b>	—

Source: Electorate figures are based on information provided by Havering Borough Council.

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 Havering.

2 In broad terms, the objective of this periodic electoral review of Havering 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 the first London borough reviews by the Commission. 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. Havering was in the second 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 Havering

14 This is our first review of the electoral arrangements for Havering. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in May 1977 (Report No. 214).

15 This review was in four stages. Stage One began on 4 August 1998, when we wrote to Havering 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 9 November 1998. At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

16 Stage Three began on 2 March 1999 with the publication of our report, *Draft Recommendations on the Future Electoral Arrangements for Havering*, and ended on 26 April 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 Havering is an outer London borough located in the north-east of the capital, and has an electorate of almost 180,000. It retains strong Essex connections and encompasses the settlements of Romford, Hornchurch, Upminster and Rainham among others. There is a small amount of new residential development underway, not concentrated in any particular part of the borough.

18 Havering is mainly residential in character, but also contains a relatively high proportion of open space for a London borough – indeed more than 50 per cent of Havering's area is designated Green Belt land. The borough has good transport links, with a number of railway lines traversing it in a broadly east-west direction, notably the lines from Colchester and Southend into central London. The main arterial A12 and A13 roads pass through the borough, while the nearby M25 motorway forms part of its eastern and northern boundary. The River Thames forms its southern boundary.

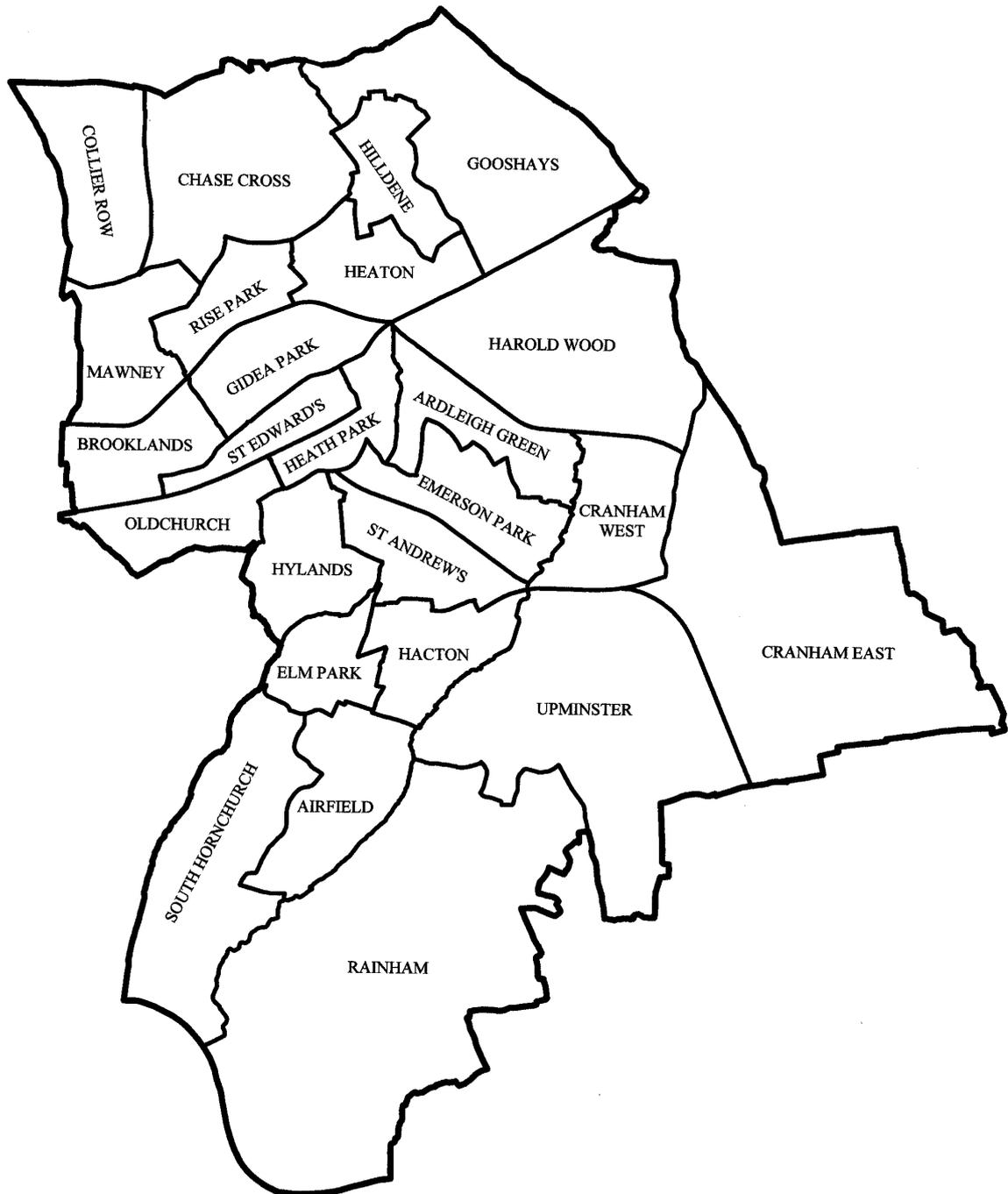
19 To compare levels of electoral inequality between wards, we calculated the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the borough average in percentage terms. In the text which follows, this calculation may also be described using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

20 The electorate of the borough (February 1998) is 179,917. The Council currently has 63 councillors who are elected from 25 wards (Map 1 and Figure 3). Thirteen wards are each represented by three councillors and twelve 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 net decrease in the electorate in Havering, with around two per cent fewer electors than when the last review of the borough was carried out (by our predecessors the Local Government Boundary Commission) in 1977.

22 At present, each councillor represents an average of 2,856 electors which the Borough Council forecasts would increase marginally to 2,866 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 six of the 25 wards varies by more than 10 per cent from the borough average, and in two wards by more than 20 per cent. The worst imbalance is in Hilldene ward, where each of the three councillors represents on average 29 per cent fewer electors than the borough average.

Map 1:  
Existing Wards in Havering



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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 Airfield	3	7,409	2,470	-14	7,622	2,541	-11
2 Ardleigh Green	2	6,337	3,169	11	6,474	3,237	13
3 Brooklands	2	5,657	2,829	-1	5,692	2,846	-1
4 Chase Cross	2	5,534	2,767	-3	5,577	2,789	-3
5 Collier Row	2	5,599	2,800	-2	5,881	2,941	3
6 Cranham East	2	5,478	2,739	-4	5,165	2,583	-10
7 Cranham West	2	5,541	2,771	-3	5,484	2,742	-4
8 Elm Park	3	8,926	2,975	4	8,980	2,993	4
9 Emerson Park	2	7,322	3,661	28	7,321	3,661	28
10 Gidea Park	2	5,732	2,866	0	5,797	2,899	1
11 Gooshays	3	7,776	2,592	-9	7,664	2,555	-11
12 Hacton	3	8,900	2,967	4	8,742	2,914	2
13 Harold Wood	3	8,489	2,830	-1	8,385	2,795	-2
14 Heath Park	2	6,656	3,328	17	6,760	3,380	18
15 Heaton	3	8,398	2,799	-2	8,396	2,799	-2
16 Hilldene	3	6,117	2,039	-29	6,018	2,006	-30
17 Hylands	3	9,269	3,090	8	9,488	3,163	10
18 Mawney	3	8,587	2,862	0	8,617	2,872	0
19 Oldchurch	2	5,193	2,597	-9	5,224	2,612	-9
20 Rainham	3	9,503	3,168	11	9,631	3,210	12
21 Rise Park	2	5,982	2,991	5	5,992	2,996	5
22 St Andrew's	3	8,988	2,996	5	9,103	3,034	6

*continued overleaf*

<b>Ward name</b>	<b>Number of councillors</b>	<b>Electorate (1998)</b>	<b>Number of electors per councillor</b>	<b>Variance from average %</b>	<b>Electorate (2003)</b>	<b>Number of electors per councillor</b>	<b>Variance from average %</b>
23 St Edward's	2	5,288	2,644	-7	5,264	2,632	-8
24 South Hornchurch	3	8,578	2,859	0	8,574	2,858	0
25 Upminster 3	65578	28659	0	98774	29658		

### 3. DRAFT RECOMMENDATIONS

<sup>23</sup> During Stage One we received representations from the Conservative, Liberal Democrat and Residents' Groups on the Council and the Upminster Constituency Labour Party, all of which submitted borough-wide schemes. We also received representations from the Labour Group on the Council and two local residents. In 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 Havering*.

<sup>24</sup> Our draft recommendations were based on the Upminster Constituency Labour Party's scheme (UCLP), which achieved improved electoral equality, generally provided for good boundaries while having regard to the statutory criteria and proposed a pattern of entirely three-member wards. However, we moved away from this scheme in some areas, particularly in the southern part of the borough. We proposed that:

- (a) Havering Borough Council should be served by 54 councillors;
- (b) there should be 18 wards, which would involve changes to the boundaries of all existing wards.

#### **Draft Recommendation**

Havering Borough Council should comprise 54 councillors serving 18 wards.

<sup>25</sup> Our proposals for Havering Borough Council would have resulted in significant improvements in electoral equality, with the number of electors per councillor in all of the 18 wards varying by no more than 5 per cent from the borough average. This level of electoral equality was forecast to improve further, with all wards expected to vary by no more than 4 per cent from the borough average by 2003.



## 4. RESPONSES TO CONSULTATION

<sup>26</sup> During the consultation on our draft recommendations report, 279 representations were received. We also received 207 pro-forma responses and a petition relating to the proposed Wingletye ward. A list of respondents is available on request from the Commission and representations may be inspected by appointment at the offices of Havering Borough Council and the Commission.

### **Havering Borough Council**

<sup>27</sup> The Council broadly supported our draft proposals, welcoming the proposed reduction in the number of wards and councillors within the borough, although it proposed a number of ward name modifications. It proposed that Harold Park ward should be named Dagnam Park or Gooshays; Wingletye ward should be named Emerson Park; Corbets Tey ward should be named Upminster; Suttons Farm ward should be named South Hornchurch; and Bretons ward should be named Airfield.

### **Havering Borough Council Conservative Group**

<sup>28</sup> The Conservative Group on the Council supported the principles of our recommendations (in terms of council size and a uniform pattern of three-member wards) but also proposed a number of boundary modifications between several of our proposed wards in order, it stated, to better reflect local community identities. It also proposed a number of modifications to ward names, suggesting that the proposed Central ward be named Romford Town or St Edward's; Pettits ward be named Raphael Park; and Mawney ward be named Mawneys, which would reflect the historical name of the large house and its grounds, where a part of the proposed ward is situated. It also proposed that Ardleigh Green ward should be named Squirrels Heath, that Wingletye ward be named Emerson Park and that the proposed wards of Harold Park and Brooklands be named Dagnams and Crowlands respectively.

### **Havering Borough Council Labour Group**

<sup>29</sup> The Labour Group stated that in general terms it welcomed our draft recommendations, in particular the adoption of a 54-member council size, but it proposed a number of alternative ward names. It proposed that Harold Park ward should be named Gooshays or Dagnam Park; that the proposed Wingletye ward should be named Emerson Park; Corbets Tey ward be named Upminster; Suttons Farm ward be named South Hornchurch; St George's ward be named Suttons Farm and Bretons ward be named Airfield.

### **Havering Borough Council Liberal Democrat Group**

<sup>30</sup> The Liberal Democrat Group was of the view that we had misinterpreted its initial (Stage One) electorate figures and reiterated its support for its original proposals. It also commented in detail on our draft recommendations, as well as proposing modifications to boundaries of the Central, Mawney, Bretons and St George's wards.

### **Havering Borough Council Residents' Group**

<sup>31</sup> The Residents' Group supported the basis of our draft proposals, in terms of council size and the number of wards, but proposed some relatively minor modifications to ward boundaries. It also proposed a number of ward name changes: Havering Park ward should be named Bower; Harold Park ward should be named Dagnam; Ardleigh Green ward should be named Squirrels Heath; Central ward should be named Market; and Suttons Farm ward should be named South Hornchurch or Albyns. It further contended that Corbets Tey ward should be named Upminster or Gaines; Wingletye ward should be named Emerson Park or Nelmes; Brooklands ward should be named Oldchurch; Mawney ward should be named Mawneys; and St George's ward should be named Hacton.

## **Upminster Constituency Labour Party**

32 The Upminster Constituency Labour Party (UCLP) largely endorsed our draft recommendations, including the proposed ward names of Heaton, Harold Wood and Cranham. It proposed that Gooshays ward be named Dagnam Park, that Corbets Tey ward retain the present name of Upminster and that Wingletye ward be named Emerson Park. It also proposed a minor boundary modification between Cranham and Wingletye (Emerson Park) wards to transfer Ashby Close, Holme Road, Lee Gardens and Tip Tree Close (with 145 electors) into Cranham ward. In its view, such a modification would better reflect local community interests.

## **Other Representations**

33 A further 273 representations were received in response to our draft recommendations, including from a number of local Residents' Associations, individual residents within the borough, the Barking and Havering Health Authority, the Central Upminster Regeneration Partnership, and the Hornchurch and District Historical Society. We also received submissions from local political associations: the Elm Park Conservatives, Harold Hill Labour Party, the Romford & Hornchurch Third Way, Romford Labour Party, St Andrew's Branch Labour Party, the Upminster Conservative Association and the Upminster Conservative Association (Emerson Park Branch).

34 The Elm Park Conservatives suggested boundary modifications to the proposed Harrow Lodge ward and that the Elm Park ward name be retained. The Romford & Hornchurch Third Way suggested that the proposed wards of Bretons and St George's would divide the Elm Park community between wards. The Hornchurch Residents' Association put forward modifications to the proposed St Andrew's ward in order to maintain, as far as possible, the existing ward boundary. The St Andrew's Branch Labour Party stated that our draft recommendation for a Harrow Lodge ward would lead to some electors being "isolated from the rest of the ward, being separated by the park itself and the river..." It was also keen to retain the historic ward name of Hacton.

35 Further responses which were received regarding the Havering review included a number from local residents suggesting modifications to some of the proposed ward boundaries. Several commented on the boundary between the proposed St Andrew's and Harrow Lodge wards and proposed modifications to this boundary. However, the majority of the representations received, including the pro-forma letters and the petition, related to the proposal to use the ward name of Wingletye. Respondents preferred that the present ward name of Emerson Park be retained.

## 5. ANALYSIS AND FINAL RECOMMENDATIONS

36 As described earlier, our prime objective in considering the most appropriate electoral arrangements for Havering 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”.

37 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.

38 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.

39 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

40 At Stage One the Council submitted electorate forecasts for the year 2003, projecting an increase in the electorate of less than one per cent, from 179,917 to 180,538 over the five-year period from 1998 to 2003. There is a small amount of residential development underway in Havering, although not concentrated in any particular area of the borough. The Council estimated rates and locations of housing development with regard to the unitary development plan for the borough, the expected rate of building over the five-year period and assumed occupancy rates. Advice from the Council on the likely effect on electorates of changes to ward boundaries was obtained.

41 In our draft recommendations report we stated that we accepted that forecasting electorates is an inexact science and, having given consideration to the forecast electorates, we were satisfied that they represented the best estimates that could reasonably be made at the time. We received no comments on the Council’s electorate forecasts during Stage Three, and remain satisfied that they represent the best estimates presently available.

### Council Size

42 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.

43 Havering Borough Council currently has 63 members. Over the past 20 years the borough has experienced a 2 per cent reduction in electorate, although it is forecast to increase marginally over

the next five years. In Stage One, the Conservative, Liberal Democrat and Residents' Groups on the Council, together with the UCLP, all proposed reducing overall council size by nine members to form a 54-member council comprising 18 three-member wards.

44 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 consensus between the representations received. We concluded that the statutory criteria and the achievement of electoral equality would best be met by a council of 54 members. In reaching conclusions on council size, we look to build on local consensus where appropriate, as indicated in our *Guidance*. We were content to endorse a 54-member council size for Havering in light of the broad, cross party, local consensus.

45 At Stage Three, general support was reiterated by all political groups locally for this council size. Given such widespread support, we are confirming our draft recommendation for a council size of 54 as final.

## Ward Names

46 We stated in our draft recommendations report that we would wish to reflect local preferences whenever possible in respect of ward names but, where differences of view had been expressed, it was necessary that we made a judgement. We noted that there had been some agreement between submissions on the subject of ward names and we aimed to reflect this consensus where possible. However, where differences of opinion existed in certain areas, or where we formulated our own proposals, we put forward alternative names which, in our view, reflected local and/or historical interests. We invited views on our proposed ward names during Stage Three, and in particular expressed our desire for any consensus that might be achieved between respondents before we formulated our final recommendations.

47 During the Stage Three consultation, we received a substantial response to our request for views on ward names, receiving many comments both for and against the names suggested in our draft recommendations. Taking account of these views, we propose modifying a number of our initial recommendations for ward names, such that

nine of the ward names put forward in the draft recommendations report are amended under our final recommendations, as detailed later in this chapter.

## Electoral Arrangements

48 As set out in our draft recommendations report, we carefully considered all the representations received at Stage One. We were able to benefit from some overarching considerations that emerged from the schemes submitted at that stage, which helped to inform us when preparing our draft recommendations.

49 First, there was a consensus in all the borough wide schemes for a reduction in council size of nine members, from 63 to 54. Second, all of these schemes were based on a pattern of entirely three-member wards for the borough. Third, we noted the arguments put to us about community identities in the borough. We tried to reflect such considerations in our draft recommendations where it would be consistent with our objective of electoral equality, although we noted that there was not consensus locally on the precise boundaries of such communities.

50 Having considered all the evidence and representations received, we decided to endorse the local consensus for a 54-member scheme, with a uniform pattern of three-member wards. We judged that the scheme submitted by the Upminster Constituency Labour Party (UCLP) best met our criteria, and we therefore based the draft recommendations for Havering on its scheme, though with some modifications to its proposed boundaries, particularly in the south of the borough. The UCLP did not propose ward names, and we therefore sought to propose ward names which would reflect local communities and features.

51 During Stage Three, the local consensus for a council size of 54 and a uniform pattern of three-member wards stood up very well; all major respondents endorsed these principles. Indeed, nearly all comments received during Stage Three related to specific boundary issues and to ward names. We are therefore confirming our draft recommendations in respect of three-member wards for Havering.

52 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 our proposed boundaries. The following areas, based on existing wards, are considered in turn:

- (a) Chase Cross, Collier Row, Mawney and Rise Park wards;
- (b) Gooshays, Harold Wood, Heaton and Hilldene wards;
- (c) Cranham East, Cranham West and Upminster wards;
- (d) Ardleigh Green and Emerson Park wards;
- (e) Brooklands, Gidea Park, Heath Park, Oldchurch and St Edward's wards;
- (f) Airfield, Elm Park, Hacton, Hylands, Rainham, St Andrew's and South Hornchurch wards.

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

### **Chase Cross, Collier Row, Mawney and Rise Park wards**

54 This area, in the north-west of the borough, currently has a reasonable level of electoral equality under the existing council size. The Chase Cross, Collier Row and Rise Park wards each return two councillors. The number of electors per councillor in these wards is currently 3 per cent below, 2 per cent below and 5 per cent above the borough average respectively (3 per cent below, 3 per cent above and 5 per cent above by 2003). Mawney ward returns three councillors and also has a good level of electoral equality, with the number of electors per councillor in the ward equalling the borough average both initially and by 2003.

55 In our draft recommendations we broadly endorsed the UCLP's submission which proposed that, in order to facilitate three-member wards of the appropriate size for a 54-member council (approximately 10,000 electors), Mawney ward be enlarged with the addition of more than 1,000 electors from the southern part of the present Collier Row ward. The rest of Collier Row ward would be placed with the whole of the present Chase Cross ward to form another three-member ward, which we proposed naming Havering Park. Finally in this area, all of Rise Park ward would be

combined with the majority of the neighbouring Gidea Park ward to form a further three-member ward, which we proposed naming Pettits.

56 Under our draft proposals the three-member wards of Havering Park, Mawney and Pettits would respectively vary from the borough average by 2 per cent, 1 per cent and 1 per cent. None of the wards were projected to vary by more than 1 per cent from the average by 2003.

57 There was general support for our draft recommendations in this part of the borough during Stage Three. The Borough Council, the Conservative and Residents' Groups on the Council and the North Romford Community Area Forum all proposed that Mawney ward, although being a current ward name, should be named Mawneys, as it would be a more accurate reflection of the name in use within the area, and indeed was the name of a large house and its grounds, formerly located within this area. The North Romford Community Area Forum and the Conservative Group suggested that the proposed Pettits ward be instead be named Raphael Park.

58 No specific comments were received regarding the boundaries between these proposed wards. However, the Conservative Group commented that the eastern boundary of the proposed Havering Park ward was somewhat anomalous, and suggested a minor alteration which would transfer 16 electors into the ward from the proposed Heaton ward. Given that such a modification would have little impact on electoral equality and would appear to better reflect local identities, we concur with the Conservative Group and are including the suggested modification as part of our final recommendations. We are also proposing a minor modification to the southern boundary of the proposed Pettits ward (in the vicinity of Raphael Park Lake) which affects no electors; see also later paragraphs in this chapter.

59 We have given careful consideration to the other representations received relating to this area, but are not convinced that there is justification for substantial change to our draft recommendations for the north-western part of the borough. We remain of the view that, in general terms, the boundaries proposed in our draft recommendations are appropriate for this area. However, we are endorsing the proposal by the Borough Council and other respondents that

Mawney ward should instead be named Mawneys. This does not substantially alter our recommendations and, in our view, better reflects local historical ties within the area. Subject to this minor ward name modification, the boundary modification affecting 16 electors and the modification to the boundary in the vicinity of Raphael Park Lake affecting no electors, we confirm our draft recommendations for this area of the borough as final. See the large map inserted at the back of the report for further details.

### **Gooshays, Harold Wood, Heaton and Hilldene wards**

<sup>60</sup> These wards are located in the north-east of the borough and each currently returns three councillors. Under the current council size of 63, the number of electors per councillor in Gooshays, Harold Wood and Heaton wards is 9 per cent, 1 per cent and 2 per cent below the borough average respectively (11 per cent, 2 per cent and 2 per cent by 2003). Hilldene ward has the highest level of electoral inequality in the borough, being substantially over-represented at present. The number of electors per councillor in the ward is 29 per cent below the borough average, projected to be 30 per cent by 2003.

<sup>61</sup> At Stage One the UCLP proposed that Hilldene ward be disbanded and that its 6,117 electors be transferred in roughly equal proportion to modified Heaton and Gooshays wards. It also proposed that a modified Harold Wood ward gain electors from both Heaton and Gooshays wards but that other electors be transferred from Harold Wood ward to a new ward which would also contain electors to the south of the A127 road. Under the UCLP's proposals for a 54-member council size, the number of electors per councillor in the revised Gooshays, Harold Wood and Heaton wards would initially be equal to the average, 2 per cent below and 1 per cent below the average respectively, projected to be 1 per cent below, 4 per cent below and 1 per cent below by 2003.

<sup>62</sup> In our draft recommendations we accepted in general terms the proposition from the UCLP for ward boundaries in this area, since they resulted in significant improvements to electoral equality. However, in order to further improve upon the level of electoral equality in the proposed Harold Wood ward, we proposed modifying the boundary between this ward and that to its south, such that the

number of electors per councillor in the Harold Wood ward would initially be equal to the borough average, and projected to be 2 per cent below the average by 2003. We also argued in our draft recommendations report that it would be appropriate to rename Gooshays ward as Harold Park ward, thereby reflecting the local settlement of Harold Hill and recognising Central Park and considerable areas of open land as features in the ward.

<sup>63</sup> We received a number of submissions at Stage Three relating to the proposed name of Harold Park ward. Some, including those of the Conservative and Residents' Groups, proposed that the ward be named Dagnam or Dagnam Park to reflect the park which covers a considerable part of the proposed ward. The Labour Group proposed that the ward be named either Dagnam or the existing ward name of Gooshays. The Harold Hill Labour Party similarly commented that the proposed ward should be named either Dagnam Park or Gooshays, while the UCLP proposed that the ward be named Dagnam Park. The Council proposed that the ward name Gooshays should continue to be used, a proposal which was also submitted by a local resident.

<sup>64</sup> As stated earlier in relation to the proposed Havering Park ward, the Conservative Group proposed a minor boundary modification in its Stage Three submission, affecting 16 electors (from Broxhill Road) that, in our draft recommendations, were included in the proposed Heaton ward. We have stated above that we concur with the proposal to transfer these electors to the Havering Park ward. No other submissions were received specifically regarding ward boundaries in this area.

<sup>65</sup> Therefore, notwithstanding the minor boundary modification described above (affecting 16 electors), we remain of the view that our proposals in this area of the borough provide good electoral equality, taking into account forecast electorate changes. Having considered the representations received, we also propose retaining the ward name of Gooshays, rather than using the name Harold Park for the ward. We recognise that there was also a degree of support for the name Dagnam Park but we are reluctant to propose an entirely new ward name at this stage of the review, particularly given that there is support for using the existing ward name of Gooshays. We are of the view that Gooshays would be a more appropriate

name for this ward, given that a substantial part of the present ward of that name is located within the boundaries of the proposed new ward.

66 Subject to the two modifications stated above, one a ward name change and one a minor boundary modification, we confirm our draft recommendations for the north-eastern area of the borough as final. See the large map inserted at the back of the report for further details.

### **Cranham East, Cranham West and Upminster wards**

67 Presently Cranham East and Cranham West wards return two councillors each, while Upminster ward returns three councillors. Under the current council size of 63, the number of electors per councillor in Cranham West and Upminster wards is 3 per cent below and 1 per cent above the average respectively (4 per cent below and 1 per cent above by 2003). Due to the declining electorate in Cranham East ward, the number of electors per councillor in that ward is currently 4 per cent below the average but is projected to worsen to 10 per cent below by 2003.

68 At Stage One the UCLP proposed that Cranham West ward be expanded to enable it to be represented by three councillors. It proposed that 741 electors be transferred from the present Emerson Park ward, that 3,760 electors be transferred from the present Cranham East ward and that 10 electors be transferred from the present Harold Wood ward. The remainder of Cranham East ward would be combined with the whole of the present Upminster ward to form a new three-member ward. Under the UCLP's proposals for a 54-member council size, the number of electors per councillor in the new Cranham-based ward and revised Upminster-based ward would be 1 per cent above and 4 per cent above the borough average respectively (3 per cent below and 3 per cent above by 2003).

69 In our draft recommendations report, we stated that we were content, in principle, to endorse the UCLP's scheme in this part of the borough, although we proposed a relatively minor modification affecting the south-western boundary of the proposed Upminster ward. We also stated our concern that the western part of the proposed Cranham ward (to the west of the Ingrebourne river) would share relatively few ties with the remainder of the proposed ward, but that we were

of the view that this particular warding pattern would be acceptable as part of the overall scheme for Havering. We pointed out that there would inevitably be areas of the borough where securing perfect ward boundaries would prove difficult, given the constraints that the local consensus for a 54-member scheme produced.

70 We looked closely at the proposed ward names put forward at Stage One for this eastern area of the borough. It was put to us that retaining the ward name 'Upminster' in this area may well be confusing, given that the borough ward would share the same name as the Parliamentary constituency within which it is placed. Our draft recommendations therefore endorsed the 'Cranham' ward name but proposed renaming the suggested Upminster ward as Corbets Tey ward, a name with which, we considered, local electors could identify.

71 In its Stage Three submission, the UCLP commented on ward names for this area and also proposed a minor modification affecting the western boundary of Cranham ward. The suggested alteration would transfer Ashby Close, Holme Road, Lee Gardens and Tip Tree Close (a total of 145 electors) from the proposed Wingley ward to the proposed Cranham ward, which, it argued, would produce a clearer and more identifiable boundary between the two wards. The UCLP also stated that it wished the name Upminster to be retained as a ward name (rather than Corbets Tey), although it supported the name for the proposed Cranham ward.

72 At Stage Three the Council stated that, during consultation via its network of Community Area Forums, the proposed ward name of Corbets Tey had 'not found favour'. Similarly the Labour and Residents' Groups on the Council opposed this ward name and proposed that the name Upminster be retained. The Central Upminster Regeneration Partnership suggested that the two proposed wards in this area be named Upminster North & Cranham West and Upminster South & Cranham East. We also received 29 representations from local residents; while the majority did not comment in particular on the proposed boundaries, a number stated their preference for the retention of the name Upminster within this area.

73 Although we had been of the view that the ward name Upminster could be confusing given the name of the parliamentary constituency, the local

preference appears to be to retain Upminster as a ward name. Additionally, we are proposing as final recommendations that the other two local

for a 54-member council size, and therefore the need to establish wards of approximately 10,000 electors each, we have concluded that it is almost inevitable that there must be a breach of the River Ingrebourne and the A127 road as ward boundaries. However, given that a large proportion of the present Emerson Park ward would be located within the boundaries of the proposed new ward and having considered the views of residents received during the consultation period, we have concluded that it would be more appropriate to name the new ward Emerson Park and not Wingletye as proposed in our draft recommendations.

81 We have therefore concluded that, subject to the relatively minor boundary modifications described above and the reinstatement of the Emerson Park ward name, we should otherwise endorse our draft recommendations for this part of the borough as final. See the large map inserted at the back of the report for further details.

### **Brooklands, Gidea Park, Heath Park, Oldchurch and St Edward's wards**

82 These five wards are located in the western part of the borough, and each returns two councillors. Currently the Brooklands, Gidea Park, Oldchurch and St Edward's wards have a reasonable level of electoral equality. Under the present 63-member council size, the number of electors per councillor in these wards is 1 per cent below the average, equal to it, 9 per cent below and 7 per cent below the average respectively (1 per cent below, 1 per cent above, 9 per cent below and 8 per cent below by 2003). Heath Park ward is somewhat under-represented at present, with the number of electors per councillor being 17 per cent above the average, projected to be 18 per cent above by 2003.

83 At Stage One, the UCLP proposed that a new three-member ward based around Romford town centre be formed, comprising the following: 5,288 electors from St Edward's ward; 1,602 electors from Gidea Park ward; 524 electors from Heath Park ward; 928 electors from Oldchurch ward; and 2,011 electors from Hylands ward. It also proposed that an enlarged three-member Brooklands ward should be established from the majority of the present Brooklands and Oldchurch wards, and that an enlarged three-member Ardleigh Green ward should be established from the majority of the present Heath Park ward and the western part of the present Ardleigh Green ward. Most of Gidea Park ward would be

combined with the neighbouring Rise Park ward to form a new three-member Pettits ward (as discussed earlier).

84 We proposed using the ward name of Central for the ward based around Romford town centre and also proposed some relatively minor boundary changes to the UCLP's scheme in order to improve electoral equality. The number of electors per councillor in the Brooklands, Central and Ardleigh Green wards would be 1 per cent below, 4 per cent above and 2 per cent above the borough average respectively, projected to be 1 per cent below, 4 per cent above and 3 per cent above the average by 2003.

85 During the Stage Three consultation period the Conservative Group on the Council proposed that the boundary between the proposed Central and Pettits wards should follow the west side of Raphael Park Lake and not along the east, thereby locating the lake in the same ward as the rest of Raphael Park. As this would result in a clear boundary and affects no electors, we are content to endorse this suggestion. The Conservative Group also proposed a modification to the boundary between the proposed Brooklands and Central wards involving some 800 electors. The proposal involved transferring an area which lies to the west of the ring road into the proposed Brooklands ward, and transferring a compensating number of electors (including those in Brooklands Close and Brooklands Road) from Brooklands ward into the proposed Central ward.

86 Officers at the Commission visited the area in order to examine this and other proposals. Although the use of the ring road as a boundary would produce a clear and easily identifiable boundary in this area, we have not been persuaded that the roads which the Conservative Group proposed to move into a revised Central ward would facilitate a better boundary; indeed this proposal appears somewhat arbitrary. We are therefore endorsing the boundary suggested in the draft recommendations for this area, although we acknowledge that it is not ideal and accept that the ring road somewhat divides communities in this area. It is inevitable, given the need to secure good levels of electoral equality, that such natural boundaries need to be breached on occasions.

87 However, we have been persuaded that we should make a ward name modification in this area. The Conservative Group argued that Romford Town would be a better description of the proposed

ward in this area than Central, since the ward is not geographically central within the borough. We have also been persuaded that Romford, as a major settlement within the borough, should be recognised. We have explained earlier in this report (in relation to Upminster) that using ward names which are associated with parliamentary constituency names is not perceived locally to be confusing; we therefore have no difficulties in using Romford as part of a ward name. We are of the view that the suffix 'Town' should be included in the ward name as not all of what is known locally as Romford would be included within the proposed ward.

88 As a consequence of our final recommendations in relation to the present Hylands ward (see later paragraphs), we are making one other minor modification, affecting no electors, which involves redrawing the southern boundary of the Romford Town ward such that Hylands Park would not be included within it. We received relatively few comments in respect of the proposed Brooklands and Ardleigh Green wards. Therefore, subject to the ward name change from Central to Romford Town and the realignment of ward boundaries along the western edge of Raphael Park Lake and the northern side of Hylands Park, we are content to confirm our draft recommendations for this part of the borough as final. See the large map inserted at the back of the report for further details.

### **Airfield, Elm Park, Hacton, Hylands, Rainham, St Andrew's and South Hornchurch wards**

89 These seven wards in the south and south-western parts of the borough return three councillors each. Based on the current council size of 63, the number of electors per councillor in the Airfield and South Hornchurch wards is 14 per cent below and equal to the borough average respectively (11 per cent below and equal to the average by 2003). The number of electors per councillor in Elm Park, Hacton, Hylands, Rainham and St Andrew's wards is 4 per cent, 4 per cent, 8 per cent, 11 per cent and 5 per cent above the borough average respectively (4 per cent, 2 per cent, 10 per cent, 12 per cent and 6 per cent above the average by 2003).

90 For our draft recommendations we built on the UCLP's scheme for this area. As described above, we proposed that around 2,000 electors be transferred from the northern part of Hylands ward into a new Romford-based ward. We also suggested that a new Harrow Lodge ward be

formed, centred on Harrow Lodge Park. This ward would comprise parts of the present wards of Elm Park, Hacton, Hylands and St Andrew's. A revised St Andrew's ward would be formed from the majority of the present ward of that name plus the central part of Hylands ward, while a new St George's ward would comprise the majority of the present Hacton ward together with the eastern part of Elm Park ward. Our proposals for the most south-westerly part of the borough are discussed later in this section. (See paragraphs 98-103).

91 Under a 54-member council size, the proposed three-member wards of Harrow Lodge, St Andrew's and St George's would vary from the average number of electors per councillor by 2 per cent, 1 per cent and 1 per cent respectively (3 per cent, equal to the average and 3 per cent by 2003).

92 During Stage Three it was suggested by a number of respondents that the boundaries of the proposed Harrow Lodge and St Andrew's wards could be improved. It was stated that the proposed boundary between the two wards was somewhat artificial in places, and that the proposed Harrow Lodge ward would contain electors who were effectively divided from each other by the park itself. Two local residents suggested alternative ward boundaries, while the Elm Park Conservatives asked that we re-examine our proposals for the area.

93 Given the views put to us, officers of the Commission visited the area in question, and we believe there to be considerable merit in the submissions we received on this area. On reflection, we accept that the boundary between the proposed Harrow Lodge and St Andrew's wards is not ideal, and that the Harrow Lodge Park does indeed tend to divide the communities in this area. We therefore re-examined our proposals for this part of the borough in order to ascertain whether three-member wards with reasonable levels of electoral equality and which reflect community identities could be established without disturbing neighbouring proposed wards.

94 We concluded that an improved boundary can indeed be secured in this area. By utilising Harrow Lodge Park and the River Ravensbourne as a ward boundary in this area, reasonable electoral equality can be attained with a much clearer division of local communities between the two wards. Given this, and having carefully considered the representations received, we are putting forward a revised ward boundary for this part of the borough as part of our final recommendations.

95 We are also proposing that the western of our two proposed wards for this area revert to the present name of Hylands ward, given that our modifications would result in the creation of a ward which comprises the greater part of the present ward of that name. Additionally, and as mentioned earlier in relation to the final recommendation for Romford Town ward, we are also proposing that the ward boundary be drawn to the north of Hylands Park so that the park would remain within the modified Hylands ward. This modification affects no electors.

96 Our proposals for revised Hylands and St Andrew's wards would result in electoral variances of 2 per cent and 4 per cent respectively under our final recommendations (1 per cent and 4 per cent in 2003), levels of electoral equality comparable to that attained under our draft recommendations. We believe our final proposals for this area are a better reflection of the statutory criteria than our draft recommendations. See the large map inserted at the back of this report for details of our final recommendations in this area.

97 The Residents' Group on the Council suggested that the proposed St George's ward should retain the current ward name of Hacton, a view supported by the St Andrew's ward Labour Party which argued that "Hacton is a historic name [but] St George's is the name of a hospital built in modern times". In keeping with the general local preference to retain, where appropriate, current ward names, we therefore propose that our proposed St George's ward instead retain the current ward name of Hacton; see the large map at the back of the report for details. Additionally, we have corrected the large map to show the originally intended northern boundary of this ward under the UCLP's scheme, a modification which does not affect the electorate figures.

98 In the south-western part of Havering we moved away from the UCLP's scheme in order, in our view, to better reflect local community identities as well as to secure reasonable levels of electoral equality. We proposed the creation of the following: a new Bretons ward, comprising parts of the present Airfield, Elm Park and South Hornchurch wards; a new Suttons Farm ward, comprising parts of the present Airfield and South Hornchurch wards; and a new Rainham & Wennington ward, comprising nearly all of the present Rainham ward. The remaining part of

Rainham ward, comprising 29 electors, would be transferred into an Upminster-based ward (as detailed earlier).

99 Under our draft recommendations for a 54-member council size, the proposed three-member wards of Bretons, Suttons Farm and Rainham & Wennington would respectively vary from the borough average by 2 per cent, 3 per cent and 5 per cent (equal to the average, 3 per cent 4 per cent by 2003). We stated in our draft recommendations report that we were prepared to accept a slightly higher electoral variance in the proposed Rainham & Wennington ward in order to secure appropriate boundaries in this south-western part of the borough.

100 During Stage Three Councillor Purnell proposed that the Brittons school site be located within the proposed Suttons Farm ward (rather than the Bretons ward), in order to allow the residents on the site to be located within the same ward as other residents on Ford Lane. Given that this would appear to better reflect local community identities in the area, we are endorsing this minor modification as part of our final recommendations. Additionally, in order to create a better boundary, we are also recommending a minor modification to the northern boundary of the proposed Bretons ward, just to the north of Airfield Way, which affects a minimal number of electors and has little impact on the overall levels of electoral equality in this area.

101 The proposed boundaries in the south-western part of the borough were generally accepted locally, and debate focused on the proposed ward names within this area. The Council and the Conservative Group both proposed that Bretons ward should instead be named Airfield, a current ward name. Three local residents supported this view. The Romford and Hornchurch Third Way proposed that Bretons ward should instead be named Elm Park. Three local residents also stated their wish to retain this ward name. The Council, the Labour Group and the Residents' Group all proposed that Suttons Farm ward be named South Hornchurch or Albyns. We also received five submissions from local residents in favour of retaining the ward name South Hornchurch.

102 In view of the representations received, and with officers of the Commission having visited the areas concerned, we concur with respondents that

the present ward names of Elm Park and South Hornchurch should be retained in this area of the borough. Although the boundaries of the new wards of those names would be different from the present wards, it appears that a significant number of electors in these areas identify with the names Elm Park and South Hornchurch. We are also confirming the ward name of Rainham & Wennington as a final recommendation for the other ward in this area. Although we acknowledge the preference of some respondents to retain the current ward name of Airfield, we have not been persuaded that this is appropriate, given the configuration of the new wards in this area.

103 Under our final recommendations, the number of electors per councillor in the proposed Elm Park, South Hornchurch and Rainham & Wennington wards would be 2 per cent below, 3 per cent above and 5 per cent below the borough average respectively, projected to be equal to the average, 3 per cent above and 4 per cent below the average by 2003. We consider that our final recommendations provide the best balance between securing reasonable levels of electoral equality, whilst securing strong and clearly identifiable boundaries and taking into account community identities.

## Conclusions

104 Having considered carefully all the representations and evidence received in response to our consultation report, we have decided substantially to endorse our draft recommendations. However, we do propose the following amendments:

- (a) that there should be nine ward name changes: Harold Park ward should be named Gooshays ward; Wingletye ward should be named Emerson Park ward; Corbets Tey ward should be named Upminster ward; Suttons Farm ward should be named South Hornchurch ward; Bretons ward should be named Elm Park ward; Central ward should be named Romford Town ward; St George's ward should be named Hacton ward; Harrow Lodge ward should be named Hylands ward; and Mawney ward should be named Mawneys ward.
- (b) the proposed wards of St Andrew's and Hylands should be substantially altered from the draft recommendations;
- (c) the boundary between the proposed Pettits and Romford Town wards should be modified;

- (d) the boundary between the proposed Romford Town and Hylands wards should be modified;
- (e) the boundary between the proposed Elm Park and South Hornchurch wards should be modified;
- (f) the boundary between the proposed Ardleigh Green and Emerson Park wards should be modified;
- (g) the boundary between the proposed Hacton and Elm Park wards should be modified;
- (h) the boundary between the proposed Emerson Park and Cranham wards should be modified; and
- (i) the boundary between the proposed Heaton and Havering Park wards should be modified.

105 We conclude that, in Havering:

- (a) there should be a reduction in council size from 63 to 54; and
- (b) there should be 18 wards, seven fewer than at present, which would involve changes to the boundaries of all of the existing wards.

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

107 As shown in Figure 4, our final recommendations for Havering 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 six to none. This balance of representation is expected to improve further with all wards expected to continue to vary by less than 10 per cent in 2003, in fact no ward would vary by more than 4 per cent by that time. Our final recommendations are set out in more detail in Figures 1 and 2, and illustrated on Map 2 and the large map at the back of this report.

### Final Recommendation

Havering Borough Council should comprise 54 councillors serving 18 wards, as detailed and named in Figures 1 and 2, and illustrated on 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	63	54	63	54
Number of wards	25	18	25	18
Average number of electors per councillor	2,856	3,332	2,866	3,342
Number of wards with a variance more than 10 per cent from the average	6	0	7	0
Number of wards with a variance more than 20 per cent from the average	2	0	2	0

Map 2:  
*The Commission's Final Recommendations for Havering*



## 6. NEXT STEPS

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

109 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.

110 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

## Draft Recommendations for Havering

Our final recommendations, detailed in Figures 1 and 2, differ from those we put forward as draft recommendations in a number of wards. Our draft proposals are set out below. See paragraph 104 for details of the changes between draft and final recommendations.

*Figure A1:*

*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 %
1 Ardleigh Green	3	10,206	3,402	2	10,349	3,450	3
2 Brooklands	3	10,206	3,402	2	10,260	3,420	2
3 Bretons	3	9,782	3,261	-2	9,993	3,331	0
4 Central	3	10,095	3,365	1	10,190	3,397	2
5 Corbets Tey	3	10,404	3,468	4	10,349	3,450	3
6 Cranham	3	10,052	3,351	1	9,766	3,255	-3
7 Harold Park	3	10,034	3,345	0	9,885	3,295	-1
8 Harold Wood	3	9,969	3,323	0	9,871	3,290	-2
9 Harrow Lodge	3	10,194	3,398	2	10,361	3,454	3
10 Havering Park	3	9,792	3,264	-2	10,085	3,362	1
11 Heaton	3	9,927	3,309	-1	9,884	3,295	-1
12 Mawney	3	9,926	3,309	-1	9,988	3,329	0
13 Pettits	3	10,111	3,370	1	10,158	3,386	1

*continued overleaf*

Figure A1 (continued):

*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 %
14 Rainham & Wennington	3	9,473	3,158	-5	9,602	3,201	-4
15 St Andrew's	3	9,923	3,308	-1	10,055	3,352	0
16 St George's	3	9,853	3,284	-1	9,737	3,246	-3
17 Suttons Farm	3	10,312	3,437	3	10,323	3,441	3
18 Wingletye	3	9,658	3,219	-3	9,682	3,227	-3
<b>Totals</b>	<b>54</b>	<b>179,917</b>	—	—	<b>180,538</b>	—	—
<b>Averages</b>	—	—	<b>3,332</b>	—	—	<b>3,343</b>	—

Source: Electorate figures are based on Havering 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.