

Draft recommendations on the
future electoral arrangements for
Brentwood in Essex

June 2000

LOCAL GOVERNMENT COMMISSION FOR ENGLAND

The Local Government Commission for England is an independent body set up by Parliament. Our task is to review and make recommendations to the Government on whether there should be changes to local authorities' electoral arrangements.

Members of the Commission are:

Professor Malcolm Grant (Chairman)
Professor Michael Clarke CBE (Deputy Chairman)
Peter Brokenshire
Kru Desai
Pamela Gordon
Robin Gray
Robert Hughes CBE

Barbara Stephens (Chief Executive)

We are statutorily required to review periodically the electoral arrangements – such as the number of councillors representing electors in each area and the number and boundaries of wards and electoral divisions – of every principal local authority in England. In broad terms our objective is to ensure that the number of electors represented by each councillor in an area is as nearly as possible the same, taking into account local circumstances. We can recommend changes to ward boundaries, and the number of councillors and ward names. We can also make recommendations for change to the electoral arrangements of parish councils in the borough.

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A large map illustrating the existing and proposed ward boundaries for the Hutton area is inserted inside the back cover of this report.

SUMMARY

The Commission began a review of the electoral arrangements for Brentwood on 30 November 1999.

- **This report summarises the representations we received during the first stage of the review, and makes draft recommendations for change.**

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

- **In 12 of the 17 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough and six wards vary by more than 20 per cent from the average.**
- **By 2004 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 14 wards and by more than 20 per cent in six wards.**

Our main draft recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 74-75) are that:

- **Brentwood Borough Council should have 37 councillors, two fewer than at present;**
- **there should be 15 wards, instead of 17 as at present;**
- **the boundaries of 15 of the existing wards should be modified, resulting in a net reduction of two, and two wards should retain their existing boundaries;**
- **elections should continue to take place by thirds.**

These draft 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 13 of the proposed 15 wards the number of electors per councillor would vary by no more than 10 per cent from the borough average.**
- **This level of electoral equality is expected to improve further with the number of electors per councillor in all 15 wards expected to vary by no more than 10 per cent from the average for the borough in 2004.**

This report sets out our draft recommendations on which comments are invited.

- **We will consult on our draft recommendations for eleven weeks from 20 June 2000. Because we take this consultation very seriously, we may move away from our draft recommendations in the light of Stage Three responses. It is therefore important that all interested parties let us have their views and evidence, *whether or not* they agree with our draft recommendations.**
- **After considering local views, we will decide whether to modify our draft recommendations and then make our final recommendations to the Secretary of State for the Environment, Transport and the Regions.**
- **It will then be for the Secretary of State to accept, modify or reject our final recommendations. He will also determine when any changes come into effect.**

You should express your views by writing directly to the Commission at the address below by 4 September 2000:

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Figure 1: The Commission's Draft Recommendations: Summary

	Ward name	Number of councillors	Constituent areas	Map reference
1	Blackmore & Wyatts Green	2	Blackmore ward (Blackmore ward of Blackmore, Hook End & Wyatts Green parish); Hook End & Wyatts Green ward (Hook End & Wyatts Green ward of Blackmore, Hook End & Wyatts Green parish); Brizes & Doddinghurst ward (part – Stondon Massey parish)	Map 2
2	Brentwood North	3	<i>Unchanged</i>	Maps 2 and A3
3	Brentwood South	3	Brentwood South ward (part); Herongate & Ingrave ward (part)	Maps 2, A2 and A3
4	Brentwood West	3	Brentwood West ward; Warley ward (part)	Maps 2 and A3
5	Brizes & Doddinghurst	3	Brizes & Doddinghurst ward (part – Doddinghurst, Kelvedon Hatch and Navestock parishes)	Map 2
6	Herongate, Ingrave & West Horndon	2	Herongate & Ingrave ward (part); Hutton South ward (part); West Horndon ward; Warley ward (part)	Large Map, Maps 2, A2 and A5
7	Hutton Central	2	Hutton South ward (part); Hutton East ward (part); Hutton North ward (part)	Large map and Map 2
8	Hutton East	2	Hutton East ward (part)	Large map and Map 2
9	Hutton North	2	Hutton North ward (part)	Large map and Map 2
10	Hutton South	2	Hutton South ward (part)	Large map and Map 2
11	Ingatestone & Mountnessing	3	Ingatestone & Fryerning ward (Ingatestone & Fryerning parish); Mountnessing ward (Mountnessing parish)	Map 2
12	Pilgrims Hatch	3	Pilgrims Hatch ward (part)	Maps 2 and A4
13	Shenfield	3	<i>Unchanged</i>	Map 2
14	South Weald	1	South Weald ward; Pilgrims Hatch ward (part)	Maps 2, A3 and A4
15	Warley	3	Brentwood South ward (part); Warley ward (part)	Maps 2, A2, A3 and A5

Notes: 1 The southern part of the borough, including the Brentwood and Hutton areas, is unparished and comprises twelve wards.
2 Map 2 and Appendix A, including the large map in the back of the report, illustrate the proposed wards outlined above.

Figure 2: The Commission's Draft Recommendations for Brentwood

	Ward name	Number of councillors	Electorate (1999)	Number of electors per councillor	Variance from average %	Electorate (2004)	Number of electors per councillor	Variance from average %
1	Blackmore & Wyatts Green	2	3,076	1,538	4	3,093	1,547	3
2	Brentwood North	3	4,654	1,551	5	4,796	1,599	7
3	Brentwood South	3	3,980	1,326	-10	4,096	1,365	-9
4	Brentwood West	3	3,856	1,285	-13	4,286	1,429	-5
5	Brizes & Doddinghurst	3	4,715	1,572	7	4,739	1,580	5
6	Herongate, Ingrave & West Horndon	2	2,875	1,438	-3	2,897	1,449	-3
7	Hutton Central	2	2,927	1,464	-1	2,940	1,470	-2
8	Hutton East	2	2,747	1,374	-7	2,754	1,377	-8
9	Hutton North	2	3,278	1,639	11	3,280	1,640	9
10	Hutton South	2	3,062	1,531	4	3,082	1,541	3
11	Ingatestone & Mountnessing	3	4,691	1,564	6	4,714	1,571	5
12	Pilgrims Hatch	3	4,674	1,558	6	4,689	1,563	4
13	Shenfield	3	4,193	1,398	-5	4,208	1,403	-6
14	South Weald	1	1,475	1,475	0	1,484	1,484	-1
15	Warley	3	4,354	1,451	-2	4,389	1,463	-2
	Totals	37	54,557	-	-	55,447	-	-
	Averages	-	-	1,475	-	-	1,499	-

Source: Electorate figures are based on Brentwood 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 draft recommendations on the electoral arrangements for the borough of Brentwood in Essex on which we are now consulting. We are reviewing the 12 districts in Essex as part of our programme of periodic electoral reviews (PERs) of all 386 principal local authority areas in England. Our programme started in 1996 and is currently expected to be completed by 2004.

2 This is our first review of the electoral arrangements of Brentwood. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in September 1975 (Report No. 44). The electoral arrangements of Essex County Council were last reviewed in November 1980 (Report No. 401). We completed a directed electoral review of Thurrock in 1996 and a periodic electoral review of Southend-on-Sea in 1999. We expect to undertake a periodic electoral review of Thurrock in 2000 and a review of the County Council's electoral arrangements in 2002.

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

- the statutory criteria in section 13(5) of the Local Government Act 1992, ie the need to:
 - (a) reflect the identities and interests of local communities; and
 - (b) secure effective and convenient local government;
- the *Rules to be Observed in Considering Electoral Arrangements* in Schedule 11 to the Local Government Act 1972 (see Appendix C).

4 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. We can also make recommendations on the electoral arrangements for parish councils in the borough.

5 We also have regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (third edition published in October 1999). This sets out our approach to the reviews.

6 In our *Guidance*, we state that we wish wherever possible 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.

7 The broad objective of PERs is to achieve, as far as possible, equality of representation across the borough as a whole. Our aim is to achieve as low a level of electoral imbalance as is practicable, having regard to our statutory criteria. We will require particular justification for schemes which would result in, or retain, an electoral imbalance of over 10 per cent in any ward.

Any imbalances of 20 per cent or more should only arise in the most exceptional circumstances, and will require the strongest justification.

8 We are not prescriptive on council size. 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 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.

9 The review is in four stages (Figure 3).

Figure 3: Stages of the Review

Stage	Description
One	Submission of proposals to the Commission
Two	The Commission’s analysis and deliberation
Three	Publication of draft recommendations and consultation on them
Four	Final deliberation and report to the Secretary of State

10 In July 1998 the Government published a White Paper, *Modern Local Government – In Touch with the People*, which set out legislative proposals for local authority electoral arrangements. In two-tier areas, it proposed introducing a pattern in which both the borough and county councils would hold elections every two years, ie in year one, half of the borough council would be elected, in year two, half the county council would be elected, and so on. The Government stated that local accountability would be maximised where every elector has an opportunity to vote every year, thereby pointing to a pattern of two-member wards (and divisions) in two-tier areas. However, it stated that there was no intention to move towards very large electoral areas in sparsely populated rural areas, and that single-member wards (and electoral divisions) would continue in many authorities.

11 Following publication of the White Paper, we advised all authorities in our 1999/2000 PER programme, including the Essex boroughs, that the Commission would continue to maintain its current approach to PERs as set out in the October 1999 *Guidance*. Nevertheless, we considered that local authorities and other interested parties might 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. The proposals were taken forward in the Local Government Bill, published in December 1999, and are currently being considered by Parliament.

12 Stage One began on 30 November 1999, when we wrote to Brentwood Borough Council inviting proposals for future electoral arrangements. We also notified Essex County Council, Essex Police Authority, the local authority associations, Essex Local Councils' Association, parish councils in the borough, the Members of Parliament with constituency interests in the borough, the Members of the European Parliament for the Eastern Region, and the headquarters of the main political parties. We placed a notice in the local press, issued a press release and invited the Borough Council to publicise the review further. The closing date for receipt of representations, the end of Stage One, was 28 February 2000.

13 At Stage Two we considered all the representations received during Stage One and prepared our draft recommendations.

14 Stage Three began on 20 June 2000 and will end on 4 September 2000. This stage involves publishing the draft recommendations in this report and public consultation on them. **We take this consultation very seriously and it is therefore important that all those interested in the review should let us have their views and evidence, whether or not they agree with our draft recommendations.**

15 During Stage Four we will reconsider the draft recommendations in the light of the Stage Three consultation, decide whether to move away from them in any areas, and submit final recommendations to the Secretary of State. Interested parties will have a further six weeks to make representations to the Secretary of State. It will then be for him to accept, modify or reject our final recommendations. If the Secretary of State accepts the recommendations, with or without modification, he will make an order. The Secretary of State will determine when any changes come into effect.

2 CURRENT ELECTORAL ARRANGEMENTS

16 The borough of Brentwood is situated in the south-west of Essex and covers an area of some 15,000 hectares. The borough lies within the Metropolitan Green Belt and contains extensive woodland and open spaces. The borough contains good road and rail links, being strategically positioned at the crossroads of the M25 (junction 28) and A12 trunk road to Colchester and Ipswich. Its southern border is also crossed by the A127 - London to Southend Arterial Road.

17 The borough contains seven parishes, while a large part of the borough is unparished. The unparished area comprises approximately 80 per cent of the borough's total electorate.

18 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'.

19 The electorate of the borough is 54,557 (February 1999). The Council presently has 39 members who are elected from 17 wards, seven of which are relatively urban in the Brentwood and Hutton areas with the remainder being predominantly rural. Eleven of the wards are each represented by three councillors and the remaining six are single-member wards. The Council is elected by thirds.

20 Since the last electoral review there has been an increase in the electorate in Brentwood borough, with around 3 per cent more electors than two decades ago as a result of new housing developments.

21 At present, each councillor represents an average of 1,399 electors, which the Borough Council forecasts will increase to 1,422 by the year 2004 if the current number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in 12 of the 17 wards varies by more than 10 per cent from the borough average, in six wards by more than 20 per cent and in two wards by more than 30 per cent. The worst imbalance is in Blackmore ward where the councillor represents 36 per cent fewer electors than the borough average.

Map 1: Existing Wards in Brentwood

Figure 4: Existing Electoral Arrangements

	Ward name	Number of councillors	Electorate (1999)	Number of electors per councillor	Variance from average %	Electorate (2004)	Number of electors per councillor	Variance from average %
1	Blackmore	1	898	898	-36	909	909	-36
2	Brentwood North	3	4,654	1,551	11	4,796	1,599	12
3	Brentwood South	3	3,978	1,326	-5	4,094	1,365	-4
4	Brentwood West	3	3,856	1,285	-8	3,922	1,307	-8
5	Brizes & Doddinghurst	3	5,271	1,757	26	5,295	1,765	24
6	Herongate & Ingrave	1	1,652	1,652	18	1,672	1,672	18
7	Hook End & Wyatts Green	1	1,622	1,622	16	1,628	1,628	15
8	Hutton East	3	3,436	1,145	-18	3,443	1,148	-19
9	Hutton North	3	3,421	1,140	-18	3,423	1,141	-20
10	Hutton South	3	5,157	1,719	23	5,190	1,730	22
11	Ingatestone & Fryerning	3	3,787	1,262	-10	3,794	1,265	-11
12	Mountnessing	1	904	904	-35	920	920	-35
13	Pilgrims Hatch	3	5,052	1,684	20	5,067	1,689	19
14	Shenfield	3	4,193	1,398	0	4,208	1,403	-1
15	South Weald	1	1,097	1,097	-22	1,106	1,106	-22
16	Warley	3	4,478	1,493	7	4,877	1,626	14
17	West Horndon	1	1,101	1,101	-21	1,103	1,103	-22
	Totals	39	54,557	-	-	55,447	-	-
	Averages	-	-	1,399	-	-	1,422	-

Source: Electorate figures are based on information provided by Brentwood 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. For example, in 1999, electors in Blackmore ward were relatively over-represented by 36 per cent, while electors in Brizes & Doddinghurst ward were relatively under-represented by 26 per cent. Figures have been rounded to the nearest whole number.

3 REPRESENTATIONS RECEIVED

22 At the start of the review we invited members of the public and other interested parties to write to us giving their views on the future electoral arrangements for Brentwood Borough Council and its constituent parish councils.

23 During this initial stage of the review, officers from the Commission visited the area and met officers and members from the Borough Council. We are grateful to all concerned for their co-operation and assistance. We received seven representations during Stage One, including a borough-wide scheme from the Borough Council, all of which may be inspected at the offices of the Borough Council and the Commission by appointment.

Brentwood Borough Council

24 The Borough Council proposed a council of 37 members, two fewer than at present, serving 15 wards, compared to the existing 17. The Council proposed a mix of eight three-member wards, six two-member wards and one single-member ward. Its proposals would result in the retention of the existing warding arrangements for three wards: Brentwood North, Brentwood South and Shenfield. Throughout the remainder of the borough, the Council proposed revised warding arrangements utilising strong boundaries, while having regard to the identities and interests of the local community. An extensive consultation process was undertaken with local residents and interested parties. The Council's submission was unanimously approved by the full council.

25 The Borough Council's proposals would result in improved levels of electoral equality for the borough as a whole, resulting in the number of electors per councillor varying by no more than 10 per cent from the borough average in 13 of the proposed 15 wards. This level of electoral equality is projected to improve further, resulting in all wards varying by no more than 10 per cent from the borough average by 2004. The Council's proposals are summarised at Appendix B.

Parish Councils

26 We received representations from three parish councils. Blackmore, Hook End & Wyatts Green Parish Council supported the Borough Council's proposals in relation to the proposed Blackmore, Hook End & Wyatts Green & Stondon Massey ward. Stondon Massey Parish Council opposed the transfer of its parish from Brizes & Doddinghurst ward to the Council's proposed Blackmore, Hook End & Wyatts Green & Stondon Massey ward, arguing that their natural affiliation is with the parishes of Kelvedon Hatch and Doddinghurst. Finally, Mountnessing Parish Council opposed the Council's proposal to combine Ingatestone & Fryerning ward and Mountnessing ward in a new Ingatestone & Fryerning & Mountnessing ward and put forward alternative proposals based on the retention of two separate wards.

Other Representations

27 We received three submissions from local residents, all relating to the West Horndon area. Two residents, in a joint submission, opposed the Borough Council's proposals in relation to the

merger of Herongate & Ingrave and West Horndon wards, stating that “the two communities do not naturally mix”. However, they supported the Council’s proposal to combine the Petresfield estate area, currently situated in Warley ward, with West Horndon ward. Another local resident supported the Council in relation to the inclusion of the industrial site in West Horndon ward, while a further local resident strongly opposed combining Herongate & Ingrave ward with West Horndon ward, but supported the Council’s proposals to include the Petresfield estate and the neighbouring industrial site in West Horndon ward.

4 ANALYSIS AND DRAFT RECOMMENDATIONS

28 As described earlier, our prime objective in considering the most appropriate electoral arrangements for Brentwood is, so far as reasonably practicable and consistent with the statutory criteria, to ensure that the number of electors represented by each councillor is as nearly as possible the same. In doing so we have regard to section 13(5) of the Local Government Act 1992 – the need to secure effective and convenient local government, and reflect the identities and interests of local communities – and Schedule 11 to the Local Government Act 1972.

29 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 next five years. We must also have regard to the desirability of fixing identifiable boundaries and to maintaining local ties.

30 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.

31 Our *Guidance* states that we accept that the achievement of absolute electoral equality for the authority as a whole is likely to be unattainable. However, 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 and interests. Regard must also be had to five-year forecasts of changes in electorates.

Electorate Forecasts

32 The Borough Council submitted electorate forecasts for the year 2004, projecting an increase in the electorate of some 2 per cent from 54,557 to 55,447 over the five-year period from 1999 to 2004. It expects most of the growth to be in Warley ward, although a significant amount is also expected in the more urban Brentwood North and Brentwood South wards. The Council has 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. Advice from the Borough Council on the likely effect on electorates of changes to ward boundaries has been obtained.

33 We accept that forecasting electorates is an inexact science and, having given consideration to the Borough Council's figures, are content that they represent the best estimates that can reasonably be made at this time.

Council Size

34 As already explained, the Commission's starting point is to assume that the current council size facilitates effective and convenient local government, although we are willing to look carefully at arguments why this might not be the case.

35 Brentwood Borough Council presently has 39 members. The Borough Council proposed a council of 37 members which it argued would, "achieve a more satisfactory councillor:elector ratio across the whole borough." We received no further comments regarding council size at Stage One.

36 Having considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received, we have concluded that the achievement of electoral equality and the statutory criteria would best be met by a council of 37 members.

Electoral Arrangements

37 In view of the degree of consensus behind large elements of the Council's proposals, and the consultation exercise which it undertook with interested parties, we have concluded that we should base our recommendations on the Borough Council's scheme. We consider that this scheme would provide a better balance between electoral equality and the statutory criteria than the current arrangements. However, to improve electoral equality further and having regard to local community identities and interests, we have decided to move away from the Borough Council's proposals in four areas. In addition, we propose modifying three of the Council's proposed ward names. For borough warding purposes, the following areas, based on existing wards, are considered in turn:

- (a) Brentwood North, Brentwood South and Brentwood West wards;
- (b) Hutton East, Hutton North, Hutton South and Shenfield wards;
- (c) Ingatestone & Fryerning and Mountnessing wards;
- (d) Blackmore, Brizes & Doddinghurst and Hook End & Wyatts Green wards;
- (e) Pilgrims Hatch and South Weald wards;
- (f) Herongate & Ingrave, Warley and West Horndon wards.

38 Details of our draft recommendations are set out in Figures 1 and 2, and illustrated on Map 2, at Appendix A and on the large map inserted at the back of this report.

Brentwood North, Brentwood South and Brentwood West wards

39 The existing wards of Brentwood North, Brentwood South and Brentwood West are situated in the centre of the borough. The area is unparished and each ward is currently represented by three councillors. Under existing arrangements, Brentwood South and Brentwood West wards contain 5 per cent and 8 per cent fewer electors per councillor than the borough average respectively, while Brentwood North ward contains 11 per cent more electors per councillor than the borough average. This level of electoral equality is projected to remain relatively constant over the next five years.

40 The Borough Council proposed retaining the existing warding arrangements for Brentwood North and Brentwood South wards, arguing that reasonable levels of electoral equality were achieved under a council size of 37. It proposed modifying the southern boundary of the existing Brentwood West ward to incorporate the former hospital site, which is currently under development, to the south of the railway line in Warley ward. The Council argued that this would address the high level of electoral inequality which is projected for Brentwood West ward by 2004 when the new properties are occupied. It also argued that Crescent Road, currently located in Brentwood West ward, is the main access road to the new estate.

41 Under the Borough Council's proposals Brentwood North, Brentwood South and Brentwood West wards would vary from the borough average by 5 per cent, 10 per cent and 13 per cent respectively under a 37-member council. This level of electoral equality is projected to remain relatively constant over the next five years with the exception of Brentwood West ward which is expected to vary from the borough average by 5 per cent in 2004, as a result of the development on the former hospital site.

42 Having considered the representation received at Stage One, we note that the Borough Council's proposals for this area would provide for improved levels of electoral equality by 2004, while also reflecting the identities and interests of the local community. We therefore propose endorsing the Borough Council's proposals for this area. However, we propose a minor boundary amendment in the south-eastern corner of Brentwood South ward to provide for a more clearly identifiable boundary. We propose modifying the ward boundary so that in future it would run to the south of Avenue Lodge and Octogan Lodge. This change would result in the transfer of two electors from the existing Herongate & Ingrave ward to Brentwood South ward.

43 Under our draft recommendations the number of electors per councillor in Brentwood North, Brentwood South and Brentwood West wards would vary from the borough average by 5 per cent, 10 per cent and 13 per cent respectively (7 per cent, 9 per cent and 5 per cent by 2004). Our proposals for the Brentwood area are illustrated on Maps A2 and A3 in Appendix A.

Hutton East, Hutton North, Hutton South and Shenfield wards

44 The existing wards of Hutton East, Hutton North, Hutton South and Shenfield are situated in the central and eastern part of the borough. The area is unparished and each of the four wards are currently represented by three councillors. Under existing arrangements, Hutton East and Hutton North wards both contain 18 per cent fewer electors per councillor than the borough average, while Hutton South ward contains 23 per cent more electors per councillor than the average and Shenfield ward contains equal to the average number of electors per councillor. This level of electoral equality is projected to deteriorate marginally over the next five years.

45 The Borough Council proposed creating a new two-member Hutton Central ward in this area, combining parts of the surrounding Hutton East, Hutton North and Hutton South wards. It proposed that the western boundary of Hutton Central ward should follow eastwards along the rear of the properties on the north side of Mount Avenue (including Kandlewood and Willow Close), and southwards along the rear of properties on the west side of Hanging Hill Lane to the boundary with the existing Herongate & Ingrave ward. The new Hutton Central ward would also incorporate the housing estate to the west of Cedar Road, currently in the existing Hutton East

ward, as well as the Great Oaks area, to the north of the A129 Rayleigh Road, currently located in Hutton North ward. Under these proposals, each of the four revised Hutton wards would be represented by two councillors.

46 Under the Council's proposals, the new Hutton Central and revised Hutton East, Hutton North and Hutton South wards would vary from the borough average by 4 per cent, 7 per cent, 11 per cent and 7 per cent respectively. This level of electoral equality is projected to improve marginally over the next five years, with variances of 5 per cent, 8 per cent, 9 per cent and 6 per cent respectively from the average by 2004.

47 We note that the Borough Council's proposals for the Hutton area would provide for improved levels of electoral equality while having regard for the statutory criteria. We note the strong level of community identity which exists in the Hutton area and consider that the Council's proposals respect this element. We therefore propose endorsing the Council's proposals in this area subject to three minor modifications. We propose transferring the Long Meadow area, which can only be accessed from Hanging Hill Lane, from Hutton South ward to the new Hutton Central ward. This would better reflect the community ties in this area, while improving electoral equality in both wards. In addition, we propose two minor boundary modifications, one in the south-western corner of the new Hutton Central ward bordering the existing Herongate & Ingrave ward, and the other in the north-eastern part of Hutton Central ward bordering Hutton East ward. Both of these modifications would tie the existing boundaries to ground detail and would affect no electors.

48 Under our draft recommendations the number of electors per councillor in Hutton Central, Hutton East, Hutton North and Hutton South wards would vary from the borough average by 1 per cent, 7 per cent, 11 per cent and 4 per cent respectively (2 per cent, 8 per cent, 9 per cent and 3 per cent respectively by 2004). The proposed Hutton wards are illustrated on the large map at the back of this report.

Ingatestone & Fryerning and Mountnessing wards

49 The existing wards of Ingatestone & Fryerning and Mountnessing are situated in the north-east of the borough. Ingatestone & Fryerning ward is coterminous with Ingatestone & Fryerning parish and is currently represented by three councillors. Mountnessing ward is coterminous with Mountnessing parish and is currently represented by a single councillor. Under existing arrangements, Ingatestone & Fryerning and Mountnessing wards contain 10 per cent and 35 per cent fewer electors per councillor than the borough average respectively. This level of electoral equality is projected to remain relatively constant over the next five years.

50 The Borough Council proposed merging the existing three-member Ingatestone & Fryerning ward and single-member Mountnessing ward to create a new three-member Ingatestone & Fryerning & Mountnessing ward. It argued that both of these wards are of a similar rural nature with parish councils and that it would not be advisable to amend the high level of inequality which currently exists in Mountnessing ward by joining it with the more urban Shenfield ward which lies to its south. Under the Borough Council's proposals, the new Ingatestone & Fryerning & Mountnessing ward would vary from the borough average by 6 per cent now, improving to 5 per cent in five years time.

51 We received one further representation in relation to this area from Mountnessing Parish Council. It opposed the amalgamation of its parish with Ingatestone & Fryerning ward arguing that it would be, “detrimental to the electorate of Mountnessing, as there is a very different demographic composition of the two areas”. The Parish Council proposed retaining the two wards with a modification to the boundary to include the Heybridge estate area south of The Leas, currently in Ingatestone & Fryerning ward, in a revised single-member Mountnessing ward. Under its proposals, the revised Ingatestone & Fryerning ward would be represented by two councillors. Under Mountnessing Parish Council’s proposals, Ingatestone & Fryerning and Mountnessing wards would vary from the borough average by 10 per cent and 1 per cent respectively (8 per cent and 1 per cent in 2004).

52 Having considered the representations received at Stage One, we conclude that the Borough Council’s proposals address the high levels of electoral inequality which exist in this area, while having regard for the identities and interests of the local community. While we note that the proposals put forward by Mountnessing Parish Council would also provide for improved levels of electoral equality, we are not persuaded that the community would be better served under these arrangements, which, if endorsed, would result in the warding of a small area of Ingatestone & Fryerning Parish Council. In addition, we note that the Borough Council’s proposals for this area would unite the Heybridge estate in a single ward, as also favoured by Mountnessing Parish Council.

53 We therefore propose endorsing the Borough Council’s proposals for this area. However, for the purpose of consultation, we are proposing that the Council’s proposed name of Ingatestone & Fryerning & Mountnessing ward be changed to Ingatestone & Mountnessing ward. We would particularly welcome the views of local residents and interested parties regarding this change at Stage Three. Under our draft recommendations the number of electors per councillor in Ingatestone & Mountnessing ward would vary from the borough average by 6 per cent, improving to 5 per cent in five years time.

Blackmore, Brizes & Doddinghurst and Hook End & Wyatts Green wards

54 The existing wards of Blackmore, Brizes & Doddinghurst and Hook End & Wyatts Green are situated in the north and north-west of the borough. Blackmore ward is coterminous with Blackmore ward of Blackmore, Hook End & Wyatts Green parish and is currently represented by a single councillor. Brizes & Doddinghurst ward contains the parishes of Doddinghurst, Kelvedon Hatch, Navestock and Stondon Massey and is currently represented by three councillors. Hook End & Wyatts Green ward is coterminous with Hook End & Wyatts Green ward of Blackmore, Hook End & Wyatts Green parish and is currently represented by a single councillor. Under existing arrangements all three wards have high levels of electoral inequality. Brizes & Doddinghurst and Hook End & Wyatts Green wards contain 26 per cent and 16 per cent more electors per councillor than the borough average respectively, while Blackmore ward contains 36 per cent fewer electors than the average. This level of electoral equality is not projected to change significantly over the next five years.

55 The Borough Council proposed combining the existing Blackmore and Hook End & Wyatts Green wards with Stondon Massey parish from the existing Brizes & Doddinghurst ward to form a new two-member Blackmore, Hook End & Wyatts Green & Stondon Massey ward. It proposed

a revised Brizes & Doddinghurst ward, represented by three councillors, comprising the remaining part of the existing ward. The Council argued that these areas share common community interests as well as good communication and transport links.

56 Under the Borough Council's proposals, the new Blackmore, Hook End & Wyatts Green & Stondon Massey ward and revised Brizes & Doddinghurst ward would vary from the borough average by 4 per cent and 7 per cent respectively, improving to 3 per cent and 5 per cent over the next five years.

57 We received two further submissions in relation to this area. Blackmore, Hook End & Wyatts Green Parish Council supported the Council's proposed wards in this area, while Stondon Massey Parish Council opposed the transfer of its parish to the new Blackmore, Hook End & Wyatts Green & Stondon Massey ward, arguing that its natural affiliation is with the neighbouring parishes of Kelvedon Hatch and Doddinghurst. It proposed that an alternative solution would be to transfer the Wyatts Green area to Brizes & Doddinghurst ward.

58 Having considered the representations received at Stage One, we conclude that the Borough Council's proposals for this area would address the high levels of electoral inequality which exist, while having regard for the identities and interests of the local community. While we note the concerns of Stondon Massey Parish Council, we are not persuaded that the identities and interests of the community would be adversely affected by the transfer of the parish to a new ward. In addition, its proposals to transfer the Wyatts Green area to Brizes & Doddinghurst ward would require the formation of a four-member ward in order to address the high level of under-representation which currently exists. However, our *Guidance* states, "In circumstances where our recommendation is for multi-member wards, we believe that the number of councillors to be returned from each ward should not exceed three, other than in very exceptional circumstances. Numbers in excess of three could result in an unacceptable dilution of accountability to the electorate". We have not been persuaded by the evidence received that a four-member ward would be warranted for this area and are therefore not minded to put forward Stondon Massey Parish Council's proposals.

59 We therefore propose endorsing the Borough Council's proposals for this area. However, for the purpose of consultation, we propose that the Council's Blackmore, Hook End & Wyatts Green & Stondon Massey ward should be renamed Blackmore & Wyatts Green ward. We would, however, particularly welcome the views of local residents and interested parties at Stage Three regarding the most appropriate ward names for this area.

60 Under our draft recommendations the number of electors per councillor in Blackmore & Wyatts Green and Brizes & Doddinghurst wards would vary from the borough average by 4 per cent and 7 per cent respectively. This level of electoral equality is projected to improve to 3 per cent and 5 per cent over the next five years.

Pilgrims Hatch and South Weald wards

61 The existing wards of Pilgrims Hatch and South Weald are situated in the central and western part of the borough. The area is unparished, with Pilgrims Hatch ward being currently represented by three councillors and South Weald ward represented by a single councillor. Under existing

arrangements Pilgrims Hatch contains 20 per cent more electors per councillor than the borough average, while South Weald contains 22 per cent fewer electors than the average. This level of electoral equality is projected to remain relatively constant over the next five years.

62 The Borough Council proposed combining the area to the south-west of the A128 Ongar Road, from the existing Pilgrims Hatch ward, to a revised single-member South Weald ward. The Council argued that the area being transferred, which is locally known as Coxtie Green, would sit comfortably with the rural part of the South Weald ward, and that the A128 Ongar Road represents a natural boundary between the larger urbanised and semi-rural areas.

63 Under the Borough Council's proposals the revised Pilgrims Hatch and South Weald wards would vary by 6 per cent and be equal to the borough average respectively (4 per cent and 1 per cent in five years time).

64 We note that the Borough Council's proposals in this area provide for improved levels of electoral equality while having regard for the identities and interests of the local community and geographical circumstance. We therefore propose endorsing the Council's proposals in full as part of our draft recommendations.

65 Under our draft recommendations the number of electors per councillor in Pilgrims Hatch and South Weald wards would be 6 per cent and equal to the borough average respectively (4 per cent and 1 per cent by 2004). The proposed boundary between the revised Pilgrims Hatch and South Weald wards is illustrated on Map A4 in Appendix A.

Herongate & Ingrave, Warley and West Horndon wards

66 The existing wards of Herongate & Ingrave, Warley and West Horndon are situated in the south of the borough. The area is unparished, with Herongate & Ingrave and West Horndon wards each currently represented by a single councillor and Warley ward currently represented by three councillors. Under existing arrangements Herongate & Ingrave and Warley wards contain 18 per cent and 7 per cent more electors per councillor than the borough average respectively, while West Horndon ward contains 21 per cent fewer electors than the average. This level of electoral equality is projected to remain relatively constant over the next five years, with the exception of Warley ward where the number of electors per councillor is projected to increase to 14 per cent more than the borough average by 2004.

67 The Borough Council proposed combining the existing Herongate & Ingrave and West Horndon wards, together with the Petresfield estate, situated in the south-eastern corner of the existing Warley ward, bordered by the A127 London to Southend Arterial Road and the railway line. These proposals would result in the formation of a new two-member Herongate & Ingrave & West Horndon ward. The remainder of the existing Warley ward, less the area transferred to Brentwood West ward, as previously discussed, would form a revised three-member Warley ward. The Council argued that its proposal to unite Herongate & Ingrave and West Horndon wards would address the electoral imbalances which exist in the area. It also noted that, prior to 1974, these communities shared a ward. It also argued that the Petresfield estate lies in the village of West Horndon and is thus better situated in West Horndon ward.

68 Under the Borough Council's proposals, the number of electors per councillor in Herongate & Ingrave & West Horndon and Warley wards would each vary from the borough average by 2 per cent. This level of electoral equality is projected to remain relatively constant over the next five years.

69 We received three further submissions from local residents, all relating to the West Horndon area. Two residents, in a joint submission, opposed the Borough Council's proposals to merge Herongate & Ingrave and West Horndon wards, arguing that, "the two communities do not naturally mix" and that the A127 forms a natural boundary between them. However, they supported the Council's proposals to transfer the Petresfield estate area, currently located in Warley ward to West Horndon ward. Another local resident supported the Council's proposal to include the industrial site in West Horndon ward. A further local resident opposed combining Herongate & Ingrave ward with West Horndon ward, but supported the Council's proposals to include the Petresfield estate and neighbouring industrial site in West Horndon ward.

70 We have considered all the representations received at Stage One. We note that there is some support amongst local residents for the Council's proposals to unite the Petresfield estate from Warley ward with West Horndon, and we consider that this would reflect community identities well. In addition, we have received no further comments on the Council's proposed Warley ward. We note, however, that there was some opposition from local residents to the Council's proposals to combine Herongate & Ingrave and West Horndon wards into a two-member Herongate & Ingrave & West Horndon ward. While we recognise the desire of some residents to maintain separate wards for each community, we consider that the level of electoral equality in this area should be addressed. In addition, we consider that while these areas are separate communities, they share some similarities and note that they formed part of the same ward prior to 1974. While it would be possible to maintain two separate wards for this area, we have been unable to find a suitable boundary between the two areas which would secure a more reasonable level of electoral equality. On balance, therefore, we propose to base our draft recommendations on the Council's proposals for this area, but would welcome further views from local residents and interested parties at Stage Three.

71 We do, however, propose three modifications to the Council's proposals in this area. For the purpose of consultation, we propose that the Council's Herongate & Ingrave & West Horndon ward should be renamed Herongate, Ingrave & West Horndon ward. We also propose a minor amendment to the boundary between Herongate, Ingrave & West Horndon ward and our proposed Hutton Central ward, as detailed earlier. In addition, we propose a boundary modification resulting in the transfer of two electors from the proposed Herongate, Ingrave & West Horndon ward to Brentwood South ward, also previously discussed. Under our draft recommendations the number of electors per councillor in Herongate, Ingrave & West Horndon and Warley wards would vary from the borough average by 3 per cent and 2 per cent respectively. This level of electoral equality is projected to remain constant over the next five years. The proposed boundary between Herongate, Ingrave & West Horndon and Warley wards is illustrated on Map A5 in Appendix A.

Electoral Cycle

72 We received one representation regarding the Borough Council's electoral cycle. The Borough Council stated that it recognised that, under the Government's proposals for the modernisation of local government, a move towards annual elections could be more easily facilitated where two-member wards already exist. It also stated that, "although the proposals now submitted were not drawn up with this in mind, it appears sensible to the Council that this is taken into account".

73 We have considered carefully the representation made by the Borough Council. At present, there appears to be a majority view that the present electoral cycle should be retained and we therefore propose no change to the current electoral cycle of elections by thirds.

Conclusions

74 Having considered all the evidence and representations received during the initial stage of the review, we propose that:

- there should be a reduction in council size from 39 to 37;
- there should be 15 wards;
- the boundaries of 15 of the existing wards should be modified, resulting in a net reduction of two wards;
- elections should continue to be held by thirds.

75 As already indicated, we have based our draft recommendations on the Borough Council's proposals, but propose departing from them in the following areas:

- We propose that the Long Meadow area should be transferred from Hutton South ward to the new Hutton Central ward to provide for improved electoral equality and better reflect the community ties in this area.
- We propose modifying the boundary between Brentwood South, Herongate, Ingrave & West Horndon and Warley wards to provide for a more clearly identifiable boundary.
- We propose that the Council's proposed Ingatestone & Fryerning & Mountnessing ward should be renamed Ingatestone & Mountnessing ward.
- We propose that the Council's proposed Blackmore, Hook End & Wyatts Green & Stondon Massey ward should be renamed Blackmore & Wyatts Green ward.

- We propose that the Council's proposed Herongate & Ingrave & West Horndon ward should be renamed Herongate, Ingrave & West Horndon ward.
- We propose two minor modifications in the Hutton area to tie boundaries to ground detail (involving no electors).

76 Figure 5 shows the impact of our draft recommendations on electoral equality, comparing them with the current arrangements, based on 1999 electorate figures and with forecast electorates for the year 2004.

Figure 5: Comparison of Current and Recommended Electoral Arrangements

	1999 electorate		2004 forecast electorate	
	Current arrangements	Draft recommendations	Current arrangements	Draft recommendations
Number of councillors	39	37	39	37
Number of wards	17	15	17	15
Average number of electors per councillor	1,399	1,475	1,422	1,499
Number of wards with a variance more than 10 per cent from the average	12	2	14	0
Number of wards with a variance more than 20 per cent from the average	6	0	6	0

77 As shown in Figure 5, our draft recommendations for Brentwood Borough Council would result in a reduction in the number of wards varying by more than 10 per cent from the borough average from 12 to two. By 2004 no wards are forecast to vary by more than 10 per cent from the average for the borough.

Draft Recommendation

Brentwood Borough Council should comprise 37 councillors serving 15 wards, as detailed and named in Figures 1 and 2, and illustrated on Map 2 and in Appendix A, including the large map inside the back cover. The Council should continue to hold elections by thirds.

Parish Council Electoral Arrangements

78 We are not proposing any consequential changes to the electoral arrangements of parish councils in the borough as a result of our draft recommendations.

79 We have not finalised our conclusions on the electoral arrangements for Brentwood and welcome comments from the Borough Council and others relating to the proposed ward boundaries, number of councillors, electoral cycle and ward names. We will consider all the evidence submitted to us during the consultation period before preparing our final recommendations.

Map 2: The Commission's Draft Recommendations for Brentwood

5 NEXT STEPS

80 We are putting forward draft recommendations on future electoral arrangements for consultation. We will take fully into account all representations received by 4 September 2000. Representations received after this date may not be taken into account. All representations will be available for public inspection by appointment at the offices of the Commission and the Borough Council, and a list of respondents will be available on request from the Commission after the end of the consultation period.

81 Views may be expressed by writing directly to us:

Review Manager
Brentwood Review
Local Government Commission for England
Dolphyn Court
10/11 Great Turnstile
London WC1V 7JU

Fax: 020 7404 6142
E-mail: reviews@lgce.gov.uk
www.lgce.gov.uk

82 In the light of representations received, we will review our draft recommendations to consider whether they should be altered. As indicated earlier, it is therefore important that all interested parties let us have their views and evidence, whether or not they agree with our draft recommendations. We will then submit our final recommendations to the Secretary of State for the Environment, Transport and the Regions. After the publication of our final recommendations, all further correspondence should be sent to the Secretary of State, who cannot make an order giving effect to our recommendations until six weeks after he receives them.

APPENDIX A

Draft Recommendations for Brentwood: Detailed Mapping

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

Map A1 illustrates, in outline form, the proposed ward boundaries within the borough and indicates the areas which are shown in more detail in Maps A2, A3, A4 and A5 and the large map at the back of the report.

Map A2 illustrates the proposed boundary between Brentwood South, Herongate, Ingrave & West Horndon and Warley wards.

Map A3 illustrates the proposed boundary between Brentwood West and Warley wards.

Map A4 illustrates the proposed boundary between Pilgrims Hatch and South Weald wards.

Map A5 illustrates the proposed boundary between Herongate, Ingrave & West Horndon and Warley wards.

The **large map** inserted in the back of the report illustrates the existing and proposed warding arrangements for the Hutton area.

Map A1: Draft Recommendations for Brentwood: Key Map

Map A2: Proposed boundary between Brentwood South, Herongate, Ingrave & West Horndon and Warley wards

Map A3: Proposed boundary between Brentwood West and Warley wards

Map A4: Proposed boundary between Pilgrims Hatch and South Weald wards

Map A5: Proposed boundary between Herongate, Ingrave & West Horndon and Warley wards

APPENDIX B

Brentwood Borough Council’s Proposed Electoral Arrangements

Our draft recommendations detailed in Figures 1 and 2 differ from those put forward by the Borough Council only in six wards, where the Council’s proposals were as set out below. The only other changes which are not included in Figures B1 and B2, are that we propose renaming the Council’s proposed Blackmore, Hook End & Wyatts Green & Stondon Massey ward as Blackmore & Wyatts Green, and Ingatestone & Fryerning & Mountnessing ward as Ingatestone & Mountnessing.

Figure B1: Brentwood Borough Council’s Proposal: Constituent Areas

Ward name	Constituent areas
Brentwood South	<i>Unchanged</i>
Herongate & Ingrave & West Horndon	Herongate & Ingrave ward; West Horndon ward; Warley ward (part)
Hutton Central	Hutton East ward (part); Hutton North ward (part); Hutton South ward (part)
Hutton East	Hutton East ward (part)
Hutton South	Hutton South ward (part)
Warley	Warley ward (part)

Figure B2: Brentwood Borough Council's Proposals: Number of Councillors and Electors by Ward

Ward name	Number of councillors	Electorate (1999)	Number of electors per councillor	Variance from average %	Electorate (2004)	Number of electors per councillor	Variance from average %
Brentwood South	3	3,978	1,326	-10	4,094	1,365	-9
Herongate & Ingrave & West Horndon	2	2,877	1,439	-2	2,899	1,450	-3
Hutton Central	2	2,841	1,421	-4	2,854	1,427	-5
Hutton East	2	2,747	1,374	-7	2,754	1,377	-8
Hutton South	2	3,148	1,574	7	3,168	1,584	6
Warley	3	4,354	1,451	-2	4,389	1,463	-2

Source: Electorate figures are based on Brentwood 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.

APPENDIX C

The Statutory Provisions

Local Government Act 1992: the Commission's Role

1 Section 13(2) of the Local Government Act 1992 places a duty on the Commission to undertake periodic electoral reviews of each principal local authority area in England, and to make recommendations to the Secretary of State. Section 13(3) provides that, so far as reasonably practicable, the first such review of any area should be undertaken not less than 10 years, and not more than 15 years, after this Commission's predecessor, the Local Government Boundary Commission (LGBC), submitted an initial electoral review report on the county within which that area, or the larger part of the area, was located. This timetable applies to boroughs within shire and metropolitan counties, although not to South Yorkshire and Tyne and Wear¹. Nor does the timetable apply to London boroughs; the 1992 Act is silent on the timing of periodic electoral reviews in Greater London. Nevertheless, these areas will be included in the Commission's review programme. The Commission has no power to review the electoral arrangements of the City of London.

2 Under section 13(5) of the 1992 Act, the Commission is required to make recommendations to the Secretary of State for any changes to the electoral arrangements within the areas of English principal authorities as appear desirable to it, having regard to the need to:

- (a) reflect the identities and interests of local communities; and
- (b) secure effective and convenient local government.

3 In reporting to the Secretary of State, the Commission may make recommendations for such changes to electoral arrangements as are specified in section 14(4) of the 1992 Act. In relation to principal authorities, these are:

- the total number of councillors to be elected to the council;
- the number and boundaries of electoral areas (wards or divisions);
- the number of councillors to be elected for each electoral area, and the years in which they are to be elected; and
- the name of any electoral area.

4 Unlike the LGBC, the Commission may also make recommendations for changes in respect of electoral arrangements within parish and town council areas. Accordingly, in relation to parish

¹ The Local Government Boundary Commission did not submit reports on the counties of South Yorkshire and Tyne and Wear.

or town councils within a principal authority's area, the Commission may make recommendations relating to:

- the number of councillors;
- the need for parish wards;
- the number and boundaries of any such wards;
- the number of councillors to be elected for any such ward or, in the case of a common parish, for each parish; and
- the name of any such ward.

5 In conducting the review, section 27 of the 1992 Act requires the Commission to comply, so far as is practicable, with the rules given in Schedule 11 to the Local Government Act 1972 for the conduct of electoral reviews.

Local Government Act 1972: Rules to be Observed in Considering Electoral Arrangements

6 By virtue of section 27 of the Local Government Act 1992, in undertaking a review of electoral arrangements the Commission is required to comply so far as is reasonably practicable with the rules set out in Schedule 11 to the 1972 Act. For ease of reference, those provisions of Schedule 11 which are relevant to this review are set out below.

7 In relation to shire boroughs:

Having regard to any changes in the number or distribution of the local government electors of the borough likely to take place within the period of five years immediately following the consideration (by the Secretary of State or the Commission):

- (a) the ratio of the number of local government electors to the number of councillors to be elected shall be, as nearly as may be, the same in every ward in the borough;
- (b) in a borough every ward of a parish council shall lie wholly within a single ward of the borough;
- (c) in a borough every parish which is not divided into parish wards shall lie wholly within a single ward of the borough.

8 The Schedule also provides that, subject to (a)–(c) above, regard should be had to:

- (d) the desirability of fixing ward boundaries which are and will remain easily identifiable; and

(e) any local ties which would be broken by the fixing of any particular ward boundary.

9 The Schedule provides that, in considering whether a parish should be divided into wards, regard shall be had to whether:

(f) the number or distribution of electors in the parish is such as to make a single election of parish councillors impracticable or inconvenient; and

(g) it is desirable that any area or areas of the parish should be separately represented on the parish council.

10 Where it is decided to divide any such parish into parish wards, in considering the size and boundaries of the wards and fixing the number of parish councillors to be elected for each ward, regard shall be had to:

(h) any change in the number or distribution of electors of the parish which is likely to take place within the period of five years immediately following the consideration;

(i) the desirability of fixing boundaries which are and will remain easily identifiable; and

(j) any local ties which will be broken by the fixing of any particular boundaries.

11 Where it is decided not to divide the parish into parish wards, in fixing the number of councillors to be elected for each parish regard shall be had to the number and distribution of electors of the parish and any change which is likely to take place within the period of five years immediately following the fixing of the number of parish councillors.

