

LOCAL  
GOVERNMENT  
COMMISSION  
FOR ENGLAND

FINAL  
RECOMMENDATIONS  
ON THE FUTURE  
ELECTORAL  
ARRANGEMENTS FOR  
BROXBOURNE  
IN HERTFORDSHIRE

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

*February 1998*

# LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the Commission's final recommendations on the electoral arrangements for Broxbourne in Hertfordshire.

Members of the Commission are:

Professor Malcolm Grant (Chairman)

Helena Shovelton (Deputy Chairman)

Peter Brokenshire

Professor Michael Clarke

Robin Gray

Bob Scruton

David Thomas

Adrian Stungo (Chief Executive)

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## Local Government Commission for England

3 February 1998

Dear Secretary of State

On 10 December 1996 the Commission commenced a periodic electoral review of the borough of Broxbourne under the Local Government Act 1992. We published our draft recommendations in July 1997 and undertook an 11-week period of consultation.

We have now prepared our final recommendations in the light of the consultation, and have confirmed our draft recommendations in full. This report sets out our final recommendations for changes to electoral arrangements in Broxbourne.

We recommend that Broxbourne Borough Council should be served by 38 councillors representing 13 wards, and that some changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria. We recommend that the Council should continue to be elected by thirds.

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

A handwritten signature in black ink, appearing to read 'Malcolm Grant'.

PROFESSOR MALCOLM GRANT  
Chairman



# SUMMARY

The Commission began a review of Broxbourne on 10 December 1996. We published our draft recommendations for electoral arrangements on 2 July 1997, after which we undertook an 11-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 Broxbourne because:

- **in 10 of the 14 wards, the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough;**
- **in six wards, the number of electors represented by each councillor varies by more than 20 per cent from the average, two of which vary by more than 30 per cent;**
- **by 2001, the number of electors per councillor in nine of the 14 wards is likely to vary by more than 10 per cent from the average, four of which would vary by more than 30 per cent.**

Our main final recommendations for future electoral arrangements (Figure 1) are that:

- **Broxbourne Borough Council should be served by 38 councillors, compared with 42 at present;**
- **there should be 13 wards, instead of the current 14;**
- **the boundaries of 13 current wards should be modified, while one ward, Hoddesdon Town, should retain its existing boundaries;**
- **elections should continue to take place by thirds.**

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 12 of the 13 wards the number of electors per councillor would vary by no more than 10 per cent from the borough average.**
- **By 2001, the number of electors per councillor is projected to vary by no more than 10 per cent from the average in all 13 wards.**

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 17 March 1998.

**The Secretary of State  
Local Government Review  
Department of the Environment,  
Transport and the Regions  
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</b>	<b>Map reference</b>
1 Broxbourne	3	Broxbourne ward (part)	Maps 2 and A3
2 Bury Green	3	Bury Green ward (part); Cheshunt Central ward (part); Goffs Oak ward (part)	Maps 2, A4 and A5
3 Cheshunt Central	3	Cheshunt Central ward (part); Theobalds ward (part)	Maps 2 and A4
4 Cheshunt North	3	Cheshunt North ward (part)	Maps 2 and A3
5 Flamstead End	3	Flamstead End ward (part)	Maps 2 and A5
6 Goffs Oak	3	Bury Green ward (part); Flamstead End ward (part); Goffs Oak ward (part)	Maps 2 and A5
7 Hoddesdon North	3	Hoddesdon North ward; Rye Park ward (part)	Maps 2 and A2
8 Hoddesdon Town	3	<i>Unchanged</i> (Hoddesdon Town ward)	Map 2
9 Rosedale	2	Bury Green ward (part); Rosedale ward	Maps 2 and A5
10 Rye Park	3	Rye Park ward (part)	Maps 2 and A2
11 Theobalds	3	Theobalds ward (part); Waltham Cross North ward (part); Waltham Cross South ward (part)	Maps 2 and A4
12 Waltham Cross	3	Waltham Cross South ward (part); Waltham Cross North ward (part)	Maps 2 and A4
13 Wormley & Turnford	3	Broxbourne ward (part); Cheshunt North ward (part); Wormley & Turnford ward	Maps 2 and A3

*Note: The borough of Broxbourne is unparished.*



# 1. INTRODUCTION

1 This report contains our final recommendations on the electoral arrangements for the borough of Broxbourne. We have now reviewed all the districts in Hertfordshire as part of our programme of periodic electoral reviews of all principal local authority areas in England.

2 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.

3 We have also had regard to our *Guidance and Procedural Advice for Local Authorities and Other Interested Parties* (published in March 1996 and supplemented in September 1996), which sets out our approach to the reviews.

4 This review was in four stages. Stage One began on 10 December 1996, when we wrote to Broxbourne Borough Council invher1-1.eviews.



## 2. CURRENT ELECTORAL ARRANGEMENTS

6 Broxbourne lies to the north of Greater London in the south-east of Hertfordshire. The A10 trunk road runs north-south through the borough, interchanging with the M25 which forms its southern boundary. The borough's main towns of Broxbourne, Cheshunt, Hoddesdon and Waltham Cross form a tight-knit urban area on its eastern side, along the Lee Valley. The western half of the borough is predominantly open countryside in agricultural use. The borough has a population of over 81,000 and covers an area of 5,225 hectares, with a population density of 15.6 persons per hectare. The whole of Broxbourne is unparished.

7 To compare levels of electoral inequality between wards, the extent to which the number of electors per councillor in each ward (the councillor:elector ratio) varies from the average for the borough in percentage terms has been calculated. In the report, this calculation may also be described as 'electoral variance'.

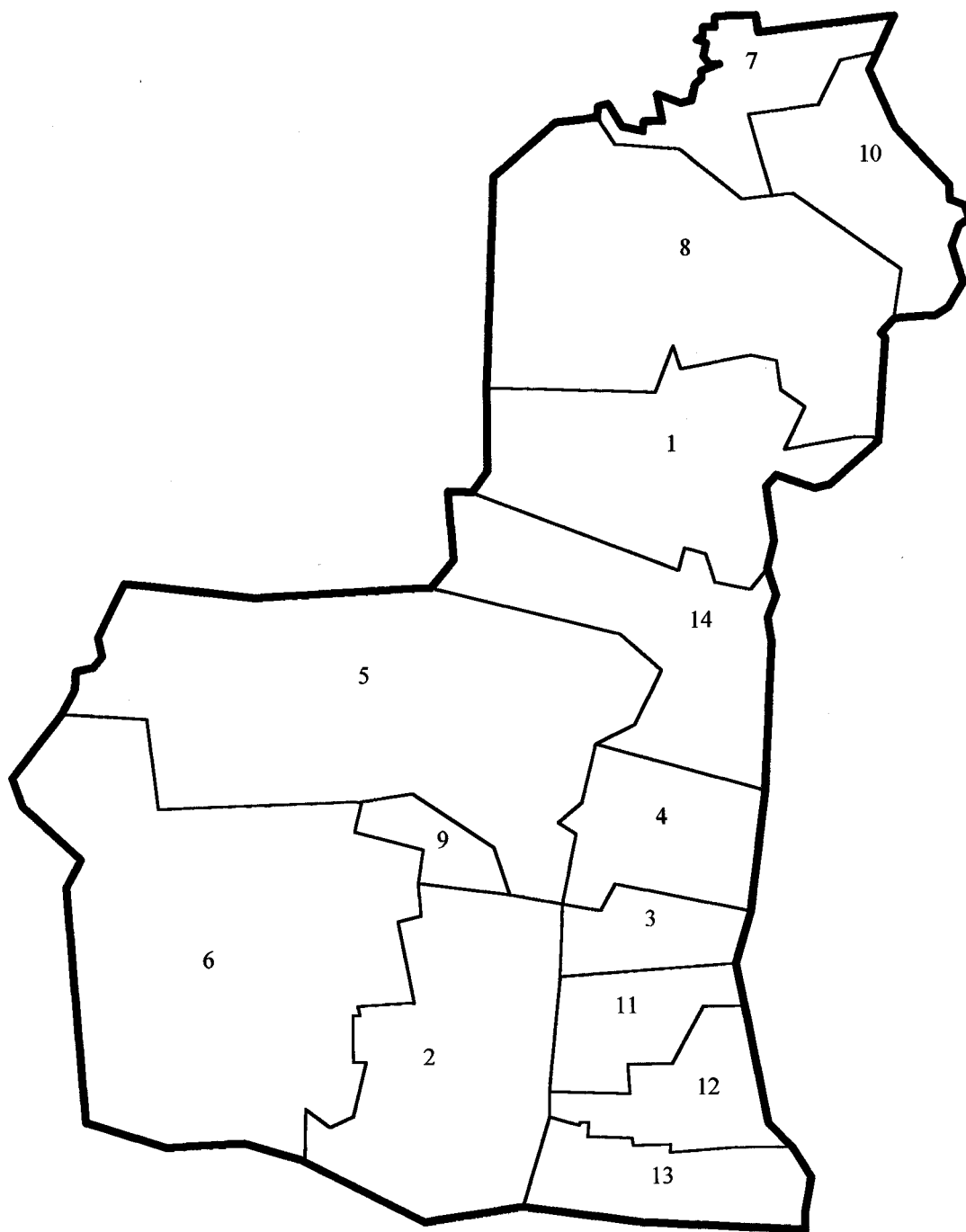
8 The electorate of the borough (February 1996) is 63,380. The Council presently has 42 members who are elected from 14 wards (Map 1 and Figure 2). All 14 of the wards are represented by three councillors and the Council is elected by thirds, with the next elections taking place in May 1998.

9 Since the last electoral review, there has been a substantial increase in electors in Broxbourne, from 50,200 to over 63,000, around 26 per cent more electors than at the last review. The Borough Council envisages further development over the next five years.

10 At present, each councillor represents an average of 1,509 electors, which the Borough Council forecasts would increase to 1,550 by the year 2001 if the present number of councillors were maintained. However, due to demographic

and other changes since the last review, the number of electors per councillor in 10 of the 14 wards varies by more than 10 per cent from the borough average; six wards vary by more than 20 per cent, with two of those – Rosedale and Waltham Cross North – being in excess of 30 per cent from the average.

Map 1:  
Existing Wards in Broxbourne



Key to Wards

- |   |                  |    |                     |
|---|------------------|----|---------------------|
| 1 | Broxbourne       | 8  | Hoddesdon Town      |
| 2 | Bury Green       | 9  | Rosedale            |
| 3 | Cheshunt Central | 10 | Rye Park            |
| 4 | Cheshunt North   | 11 | Theobalds           |
| 5 | Flamstead End    | 12 | Waltham Cross North |
| 6 | Goffs Oak        | 13 | Waltham Cross South |
| 7 | Hoddesdon North  | 14 | Wormley & Turnford  |

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Figure 2:  
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
1 Broxbourne	3	5,868	1,956	30	6,168	2,056	33
2 Bury Green	3	5,551	1,850	23	5,551	1,850	19
3 Cheshunt Central	3	3,620	1,207	-20	3,883	1,294	-16
4 Cheshunt North	3	5,528	1,843	22	5,528	1,843	19
5 Flamstead End	3	5,223	1,741	15	6,102	2,034	31
6 Goffs Oak	3	3,559	1,186	-21	3,822	1,274	-18
7 Hoddesdon North	3	5,066	1,689	12	5,066	1,689	9
8 Hoddesdon Town	3	5,116	1,705	13	5,116	1,705	10
9 Rosedale	3	2,942	981	-35	2,942	981	-37
10 Rye Park	3	4,757	1,586	5	4,757	1,586	2
11 Theobalds	3	4,069	1,356	-10	4,069	1,356	-12
12 Waltham Cross North	3	3,091	1,030	-32	3,091	1,030	-34
13 Waltham Cross South	3	4,449	1,483	-2	4,449	1,483	-4
14 Wormley & Turnford	3	4,541	1,514	0	4,541	1,514	-2
<b>Totals</b>	<b>42</b>	<b>63,380</b>	—	—	<b>65,085</b>	—	—
<b>Averages</b>	—	—	<b>1,509</b>	—	—	<b>1,550</b>	—

Source: Electorate figures are based on Broxbourne 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. For example, in 1996, electors in Cheshunt Central ward were relatively over-represented by 20 per cent, while electors in Bury Green ward were relatively under-represented by 23 per cent. Figures have been rounded to the nearest whole number.



### 3. DRAFT RECOMMENDATIONS

<sup>11</sup> During Stage One, we received a representation from Broxbourne Borough Council. No other representations were received. In the light of this representation and the evidence available to us, we reached preliminary conclusions which were set out in the report, *Draft Recommendations on the Future Electoral Arrangements for Broxbourne in Hertfordshire*. Our draft recommendations, which built on the submission of the Borough Council, proposed that:

- (a) Broxbourne Borough Council should be served by 38 councillors representing 13 wards;
- (b) the boundaries of 13 of the existing wards should be modified;
- (c) there should be no change to Hoddesdon Town ward.

#### **Draft Recommendation**

Broxbourne Borough Council should comprise 38 councillors, serving 13 wards. The whole Council should continue to be elected by thirds.

<sup>12</sup> Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in 12 of the 13 wards varying by no more than 10 per cent from the borough average, and no wards projected to vary by more than 10 per cent in 2001.





## 4. RESPONSES TO CONSULTATION

13 During the consultation on our draft recommendations report, we received four representations. They were from the Borough Council, two from the Liberal Democrat Constituency for Broxbourne and the Metropolitan Police.

### **Broxbourne Borough Council**

14 In its submission the Borough Council accepted all our draft recommendations, and reaffirmed its support for elections by thirds. It also “urged the Secretary of State to minimise any disturbance to the pattern of local elections and maintain the principle of elections by thirds during any transitional period for introducing the proposed electoral changes”.

### **Liberal Democrat Constituency for Broxbourne**

15 Two representations were submitted on behalf of the Liberal Democrat Constituency for Broxbourne. First, in relation to Cheshunt Central ward, it argued that “the proposed changes to Cheshunt Central will lead to confusion to the electorate as the boundaries are not obvious on the ground”. It proposed an alternative transfer of electors which, it was argued, would result in a more defined boundary, and concluded by suggesting that the whole of polling district AHB should be incorporated within Waltham Cross ward.

16 Second, it contended that our proposals for the Rosedale ward would “still leave significant parts of the Rosedale estate and its community excluded” from the ward. It suggested alternative warding arrangements for Bury Green, Flamstead End, Goffs Oak and Rosedale.

### **Other Representations**

17 The Metropolitan Police supported the Council’s view that the proposed boundary changes to the Bury Green and Rosedale wards would “enhance community identity”. It added that changes proposed in the Rosedale area would bring some roads into the catchment area of the newly formed ‘Rosedale Community Forum’ which, it argued “can only be of benefit to the residents concerned”.



## 5. ANALYSIS AND FINAL RECOMMENDATIONS

18 As indicated previously, our prime objective in considering the most appropriate electoral arrangements for Broxbourne is to achieve electoral equality, having regard to the statutory criteria set out in the Local Government Act 1992 and Schedule 11 to the Local Government Act 1972, which refers to the ratio of electors to councillors being “as nearly as may be, the same in every ward of the district or borough”.

19 However, our function is not merely arithmetical. First, 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. Second, we must have regard to the desirability of fixing identifiable boundaries, and to maintaining local ties which might otherwise be broken. Third, we must consider the need to secure effective and convenient local government, and reflect the interests and identities of local communities.

20 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.

21 In our March 1996 *Guidance*, we expressed the view that “proposals for changes in electoral arrangements should be based on variations in each ward of no more than plus or minus 10 per cent from the average councillor:elector ratio for the authority, having regard to five-year forecasts of changes in electorates. Imbalances in excess of plus or minus 20 per cent may be acceptable, but only in highly exceptional circumstances ... and will have to be justified in full”. However, as emphasised in our September 1996 supplement to the *Guidance*, while we accept that absolute equality of representation is likely to be unattainable, we consider that, if electoral imbalances are to be kept to the minimum, such equality should be the starting point in any electoral review.

### **Electorate Projections**

22 During Stage One the Borough Council submitted electorate forecasts for the period 1996 to 2001, projecting an increase in the electorate of 1,705 over the five-year period from 63,380 to 65,085. The Council 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 has been obtained from the Borough Council on the likely effect on electorates of ward boundary changes. In our draft recommendations report we accepted that this is an inexact science and, having given consideration to projected electorates, were content that they represented the best estimates that could reasonably be made at the time.

23 We received no comments on the Council's electorate projections during Stage Three, and remain satisfied that they provide the best estimates presently available.

### **Council Size**

24 Our March 1996 *Guidance* indicated that we would normally expect the number of councillors serving a district or borough council to be in the range of 30 to 60.

25 Broxbourne Borough Council is at present served by 42 councillors. In its Stage One submission, the Council proposed a reduction of four to 38. 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 representation received. We concluded that the statutory criteria and the achievement of electoral equality would best be met by a council size of 38 members and invited further comments. In its Stage Three submission the Borough Council reaffirmed its support for a council size of 38. We have not received sufficient evidence to persuade us to move away from this view.

## Electoral Arrangements

26 Having considered the representations received during Stage Three, we have reviewed our draft recommendations. The following areas, based on the existing pattern of three-member wards, are considered in turn:

- (a) Hoddesdon (the wards of North and Town) and Rye Park;
- (b) Broxbourne and Wormley & Turnford;
- (c) Cheshunt (the wards of Central and North);
- (d) Waltham Cross (the wards of North and South) and Theobalds;
- (e) Bury Green and Rosedale;
- (f) Flamstead End and Goffs Oak.

### Hoddesdon (the wards of North and Town) and Rye Park

27 The present combined electorate of the two Hoddesdon wards is 10,182, just under one sixth of the electorate of the borough as a whole. The town would therefore merit six of the 38 councillors for the borough proposed under our scheme.

28 Hoddesdon North ward is currently under-represented with 12 per cent more electors per councillor than the average (9 per cent more in 2001). Hoddesdon Town ward is also under-represented with 13 per cent more electors per councillor than the average (10 per cent by 2001). However, with a reduction in the overall council size to 38, the electoral equality in the two wards would improve to 1 per cent and 2 per cent respectively.

29 Rye Park ward, which borders both the Hoddesdon wards, presently varies by 5 per cent from the average number of electors per councillor (2 per cent in 2001). This ward would change from being slightly under-represented to being over-represented with a 38-member council size, although it would retain an electoral variance of 5 per cent. During Stage One, the Council proposed no change to the present Hoddesdon Town ward. We concurred with this proposal.

30 The Council also proposed a minor modification to the ward boundary between Hoddesdon North and Rye Park to better reflect local community identities. This involved the transfer of 129 electors from Stoneleigh Drive,

which is currently in Rye Park ward, to Hoddesdon North ward. It was argued that this proposal would “enhance community identity with the adjoining Hundred Acre estate”, which is located in the Hoddesdon North ward. As the effect on overall electoral equality was only minimal, we recommended this boundary change as a draft recommendation.

31 We considered that the proposals for modified three-member wards of Hoddesdon North and Rye Park would both secure reasonable electoral equality and enhance community identities. The number of electors per councillor in the wards of Hoddesdon North and Rye Park would vary from the borough average by 4 per cent and 8 per cent respectively, becoming 1 per cent and 10 per cent by 2001.

32 During Stage Three, the Council supported our draft recommendations for the wards of Hoddesdon North, Hoddesdon Town and Rye Park. No other specific comments were received. Given the reasonable level of electoral equality that would be achieved and the support of the Council, we are content to confirm our draft proposals as final. Details of the boundary changes are shown on Map A2 in Appendix A.

### Broxbourne and Wormley & Turnford

33 Broxbourne ward is at present considerably under-represented with an electorate of 5,868 (projected to increase to 6,168 by 2001). The number of electors per councillor is currently 30 per cent above the borough average (33 per cent in 2001).

34 The neighbouring ward of Wormley & Turnford has an electorate of 4,541, and the number of electors per councillor is currently very close to the borough average. However, with a reduction in overall council size to 38, the ward would become over-represented.

35 During Stage One, the Council proposed a boundary adjustment between the wards of Broxbourne and Wormley & Turnford. It proposed the transfer of 405 electors, currently located in the south-eastern part of Broxbourne ward, into Wormley & Turnford ward. The modified three-member Broxbourne ward would have an electorate of 5,463, 9 per cent above the average number of electors per councillor (12 per cent in 2001). In order to improve electoral equality, we proposed a further transfer of 200 electors from Broxbourne ward to Wormley & Turnford ward. The number of electors per councillor in

Broxbourne ward would be just 5 per cent above the borough average on 1996 figures (8 per cent in 2001).

36 The Council also proposed an amendment to the southern boundary of Wormley & Turnford ward. This would involve the inclusion of 305 electors from Cheshunt North ward, the revised boundary taking into account the Rochford estate development which is currently bisected by the ward boundary. The new boundary would follow along the southern part of the spine road.

37 The Council's proposal would improve the boundary between Wormley & Turnford and Cheshunt North wards and would unite the Rochford estate in one ward. A reasonable level of electoral equality would also be achieved in Wormley & Turnford ward with the number of electors per councillor varying by 9 per cent (6 per cent in 2001). We put this proposal forward as a draft recommendation.

38 During Stage Three, the Council supported our proposals for this area and no other specific comments were received. We are therefore content to confirm our draft recommendations for the wards of Broxbourne and Wormley & Turnford as final (see Map A3 in Appendix A).

### **Cheshunt (the wards of Central and North)**

39 The present combined electorate of the two Cheshunt wards is 9,148, with a projected growth of 263 in the Cheshunt Central ward. Currently Cheshunt Central ward is over-represented on the Council with 20 per cent fewer electors per councillor than the average (16 per cent in 2001). Cheshunt North ward, however, is under-represented, with 22 per cent more electors per councillor than the average (19 per cent in 2001).

40 During Stage One, the Council proposed a transfer of 305 electors (described above) from the Cheshunt North ward to Wormley & Turnford ward, in order to improve electoral equality and unite the Rochford estate in one ward. This would result in the number of electors per councillor in the modified Cheshunt North ward varying from the borough average by 4 per cent (2 per cent in 2001). We put this proposal forward as a draft recommendation.

41 During Stage Three, the Council supported our proposals for this area and no other specific

comments were received. We are therefore content to confirm our draft recommendation for the ward of Cheshunt North as final (see Map A3 in Appendix A).

42 The Council proposed that Theobalds ward which contains the polling districts of AHA and AHB, should be divided between the existing wards of Cheshunt Central and Waltham Cross North, but no preference was expressed as to which polling district should be allocated to which ward. The Council also proposed a minor change to the boundary between Cheshunt Central ward and Bury Green ward which would allow the A10 (Great Cambridge Road) to become Cheshunt Central ward's western boundary. We understood from the Council that this would involve the transfer of only 10 electors and were content to adopt this proposal as a tidying-up exercise.

43 We considered the alternative options put forward for Cheshunt Central ward and, taking into account our statutory criteria, decided in principle to propose the allocation of polling district AHB, with an electorate of 1,811, to Cheshunt Central ward. The modified three-member ward of Cheshunt Central would have an electorate of 5,421, and would vary from the average number of electors per councillor by 8 per cent. However, the projected increase in electorate for the Cheshunt Central ward of 263 would result in the number of electors per councillor varying from the borough average by 11 per cent in 2001.

44 In order to improve the level of electoral equality we proposed a modification to this proposal. The southern area of the polling district, comprising Acton Close, Green Close, Shortmead Drive, The Briars, part of the southern end of Crossbrook Street and the southern side of Russells Ride, with a total of 200 electors, would not be transferred into Cheshunt Central ward, and would instead remain in the modified Theobalds ward. This would result in the modified three-member Cheshunt Central ward, with 5,221 electors on 1996 figures, varying from the average number of electors per councillor by 4 per cent (7 per cent in 2001).

45 At Stage Three, the Borough Council accepted our proposals for the ward of Cheshunt Central. However, the Liberal Democrat Constituency for Broxbourne opposed our proposals for this area. It argued that "the proposed changes to Cheshunt Central will lead to confusion [for] the electorate as the boundaries are not obvious on the ground ... The recommendation to exclude the southern side

of Russells Ride and Acton Court [from Cheshunt Central ward] is the main area of concern.” It went on to argue that electoral arrangements would be improved if the roads west of Crossbrook Street as far as the A10 Great Cambridge Road were transferred to Cheshunt Central ward, stating that such a proposal would then allow the whole of AHB polling district to be incorporated within a revised Waltham Cross North ward.

46 We have given careful consideration to the options for change in this part of the borough. Our proposed Cheshunt Central ward would provide for a good level of electoral equality, with the number of electors per councillor varying by 4 per cent in 1996 and 7 per cent by 2001. While we accept that there may be some community of interest between residents on different sides of our proposed boundary between Cheshunt Central ward and Theobalds ward, we are not convinced that recommending a substantial alteration to our draft recommendations in this area, as put forward by the Liberal Democrats, would necessarily improve matters overall.

47 In any built up area there there will be ward boundaries which may place people who live close together in different wards. Our proposed boundary would be clear and would secure a reasonable level of electoral equality in both Cheshunt Central ward and Theobalds ward. The Liberal Democrat scheme would not result in such a good level of electoral equality in this area. While acknowledging the community arguments put forward by the Liberal Democrats, we have not been persuaded that we should modify our draft recommendation for Cheshunt Central ward. See Map A4 in Appendix A for details of our proposed boundary.

### **Waltham Cross (the wards of North and South) and Theobalds**

48 The wards of Waltham Cross North and South have electorates of 3,091 and 4,449 respectively. Waltham Cross North is over-represented, at 32 per cent from the borough average (34 per cent in 2001). Waltham Cross South, however, is close to the average, varying by just 2 per cent (4 per cent in 2001). The three-member ward of Theobalds, which is located to the north of Waltham Cross, currently has an electorate of 4,069, with 10 per cent fewer than the average number of electors per councillor (12 per cent in 2001).

49 It is in the Waltham Cross and Theobalds areas of the borough where much of the present over-representation occurs. The Borough Council’s proposal for a 38-member council, which is a reduction of four from the present number, would involve three of those four members being ‘lost’ from this south-eastern part of the borough.

50 During Stage One, the Borough Council proposed that the present Theobalds ward should be disbanded, and its electors added to the neighbouring wards of Cheshunt Central and Waltham Cross North. As described above, we proposed that most of polling district AHB be added to the Cheshunt Central ward. The remainder of what is presently Theobalds ward would therefore be added to Waltham Cross North ward.

51 The 1,611 electors from the present Theobalds ward being transferred to the revised Cheshunt Central ward (see above) would leave 2,458 electors to be added to Waltham Cross North ward. However, the ward currently contains 3,091 electors, and, with the additional electors from Theobalds ward, would have contained marginally too many electors. We therefore proposed a boundary adjustment with Waltham Cross South ward in order to improve electoral equality.

52 The Borough Council had proposed that 520 electors should be transferred from the present Waltham Cross North ward to Waltham Cross South ward to improve electoral equality in both wards. This proposal would secure a good level of electoral equality without, as far as we could gauge, any adverse effect on local community ties so we adopted it as a part of our draft recommendations. We also put forward for consultation the Borough Council’s proposal that the Cheshunt link road should form part of the northern boundary of the present Waltham Cross South ward, as this would provide a clear boundary.

53 Our proposals for a three-member ward containing much of the present Waltham Cross North ward plus the 2,458 electors from the ‘residual’ Theobalds ward would contain 5,029 electors, and vary from the average number of electors per councillor by just 1 per cent on 1996 figures (2 per cent in 2001). We adopted the Council’s suggestion and proposed that this new ward retain the name ‘Theobalds’.

54 As described above, we adopted the Borough Council's proposal that 520 electors from the present Waltham Cross North ward should be added to the present Waltham Cross South ward. The new ward, which we proposed to name Waltham Cross, would contain 4,969 electors and vary from the average number of electors per councillor by just 1 per cent (3 per cent in 2001).

55 At Stage Three, the Borough Council accepted our draft recommendations for the wards of Theobalds and Waltham Cross. As described above, the Liberal Democrats put forward an alternative proposition for the boundary between Theobalds and Cheshunt Central wards. For the reasons outlined above, not least the reasonable level of electoral equality which would be attained and the Council's acceptance of our proposals, we do not propose altering our draft recommendation in respect of this boundary.

56 We are therefore content to confirm as final our draft recommendations in respect of Theobalds and Waltham Cross wards. Details of the boundary changes are shown on Map A4 in Appendix A.

## **Bury Green and Rosedale**

57 The current three-member ward of Bury Green has an electorate of 5,551, and is under-represented by 23 per cent (19 per cent in 2001). Rosedale ward is also currently represented by three members but has an electorate of 2,942, just over half of that of Bury Green. Rosedale ward is substantially over-represented and presently has the largest electoral imbalance in the borough at 35 per cent, projected to increase to 37 per cent in 2001.

58 During Stage One, the Borough Council proposed that, in order to address the significant imbalance in Rosedale ward, a reduction in representation to two members would be appropriate, as well as expanding the ward to include 632 electors from Elderbeck Close, Glamis Close, Harkness Close and Rosedale Way, presently in Bury Green ward. The Borough Council argued that this area has a "Rosedale connection" and that the proposed boundary change would enhance community identity in addition to improving electoral equality.

59 The modified two-member ward of Rosedale, with an electorate of 3,574, would vary from the

borough average by 7 per cent (4 per cent in 2001). Although we were concerned that Rosedale ward would be the only two-member ward in a borough otherwise containing entirely three-member wards, we were satisfied that, as the proposal would secure a reasonable level of electoral equality, we should put it forward as our draft recommendation.

60 As well as the transfer of 632 electors to the revised Rosedale ward, the Borough Council proposed two further amendments to the existing Bury Green ward. First, it proposed a minor modification to the boundary between Bury Green and Cheshunt Central wards affecting only 10 electors. Second, it proposed that the boundary between Goffs Oak ward and Bury Green ward should be modified to allow Lieutenant Ellis Way (the B198 road) to become the new boundary between the two wards. This would result in a transfer of 78 electors from Bury Green ward to Goffs Oak ward. The modified three-member ward of Bury Green, with an electorate of 4,851, would vary from the average number of electors per councillor by 3 per cent (6 per cent in 2001). Given the good level of electoral equality that would result, we adopted these proposals for Bury Green ward as part of our draft recommendations for the area.

61 During Stage Three, the Borough Council accepted our draft recommendations for the wards of Bury Green and Rosedale. The Metropolitan Police also supported our proposals, stating that the proposed boundary changes for Bury Green and Rosedale wards would "enhance community identity". However the Liberal Democrat Constituency for Broxbourne opposed the recommendations in this area, arguing that some parts of the Rosedale estate would be excluded from the proposed Rosedale ward. It put forward alternative warding arrangements which would involve transferring electors between our proposed wards of Bury Green, Flamstead End, Goffs Oak and Rosedale. It also proposed a larger council size of 39 members, stating that it shared our concern that Rosedale ward would be the only two-member ward in the borough.

62 It proposed that some 900 electors be transferred into Rosedale ward from the neighbouring wards and that, as a result, Rosedale became a three-member ward. It argued that its proposed amendments would result in a "shortfall" in electors in the area but that

“the practical and community benefits [of its proposals] more than justify this fractional relaxation of variance threshold”.

<sup>63</sup> Under a 39-member council size, the area comprising our draft proposals for the wards of Bury Green, Flamstead End, Goffs Oak and Rosedale merits fewer than eleven councillors, and almost exactly eleven when the five-year projected increase in electorate is taken into account. The Liberal Democrats’ scheme for four three-member wards for this part of the borough would therefore



Figure 3:  
Comparison of Current and Recommended Electoral Arrangements

	1996 electorate		2001 projected electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	42	38	42	38
Number of wards	14	13	14	13
Average number of electors per councillor	1,509	1,668	1,550	1,713
Number of wards with a variance more than 10 per cent from the average	10	1	9	0
Number of wards with a variance more than 20 per cent from the average	6	0	4	0

## Electoral Cycle

72 In our draft recommendations report, we proposed that the present system of elections by thirds in Broxbourne should be retained. At Stage Three the Borough Council expressed its support for this proposal. No other representations were received on this issue, and we have therefore decided to confirm our draft recommendation as final.

## Conclusions

73 Having considered carefully all the evidence and the representations we have received in response to our consultation report, we have decided to endorse our draft recommendations in their entirety. We have concluded that there should be a reduction in council size from 42 to 38; that there should be 13 wards, one fewer than at present; that the boundaries of 13 of the existing wards should be modified; and that council elections should continue to be held by thirds.

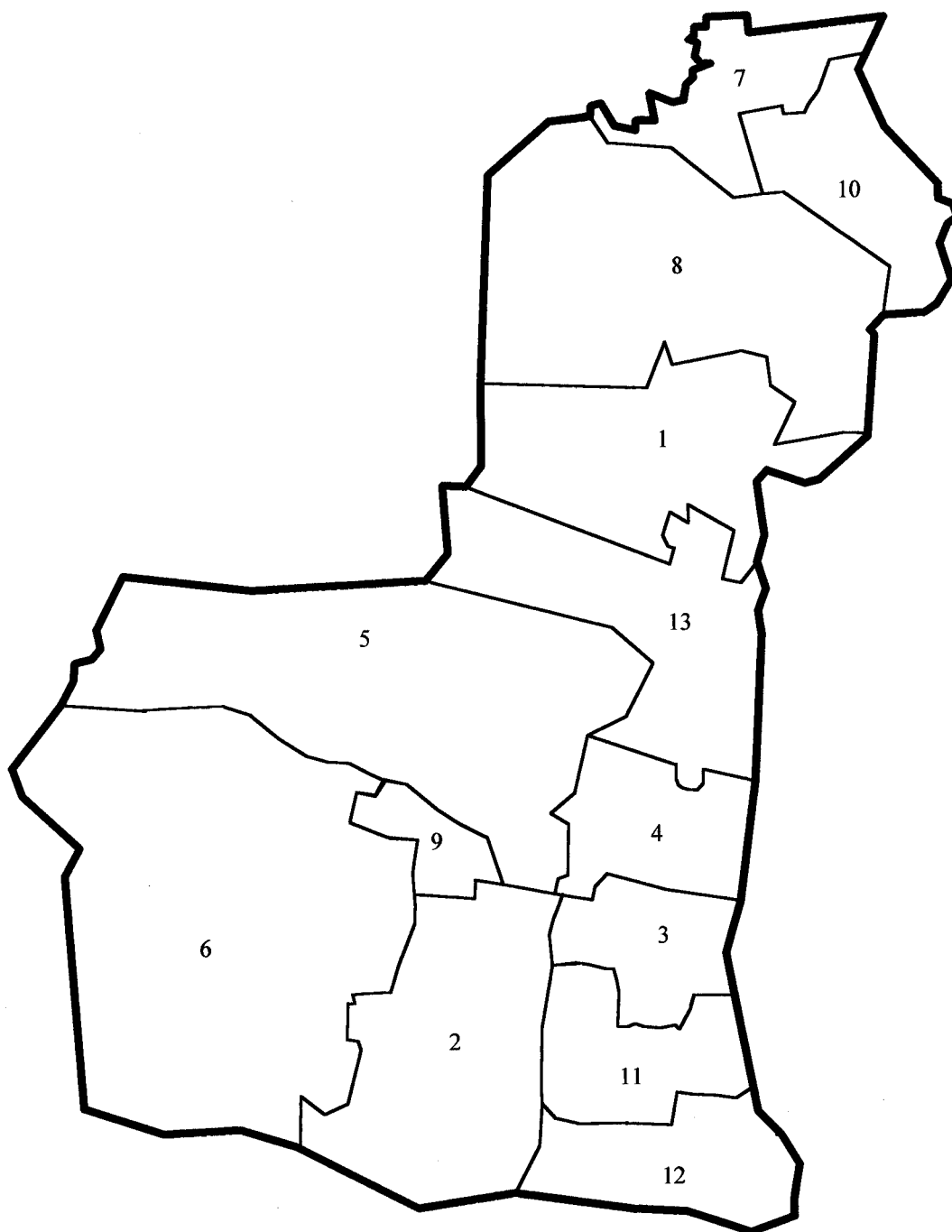
74 Figure 3 shows the impact of our final recommendations on electoral equality, comparing them with the current arrangements, based on 1996 and 2001 electorate figures.

75 As Figure 3 shows, our recommendations would result in a reduction in the number of wards with electoral variances of more than 10 per cent from the borough average from 10 to one, with no ward varying by more than 10 per cent in 2001. The number above 20 per cent would fall from six to none. Under these proposals, the average number of electors per councillor would increase from 1,509 to 1,668. We conclude that our recommendations would best meet the need for electoral equality, having regard to the statutory criteria.

### Final Recommendation

Broxbourne Borough Council should comprise 38 councillors serving 13 wards, as detailed and named in Figures 1 and 4, and illustrated in Map 2 and Appendix A. The Council should continue to be elected by thirds.

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



Key to Wards

- |   |                  |    |                    |
|---|------------------|----|--------------------|
| 1 | Broxbourne       | 8  | Hoddesdon Town     |
| 2 | Bury Green       | 9  | Rosedale           |
| 3 | Cheshunt Central | 10 | Rye Park           |
| 4 | Cheshunt North   | 11 | Theobalds          |
| 5 | Flamstead End    | 12 | Waltham Cross      |
| 6 | Goffs Oak        | 13 | Wormley & Turnford |
| 7 | Hoddesdon North  |    |                    |

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Figure 4:  
The Commission's Final Recommendations for Broxbourne

Ward name	Number of councillors	Electorate (1996)	Number of electors per councillor	Variance from average %	Electorate (2001)	Number of electors per councillor	Variance from average %
1 Broxbourne	3	5,263	1,754	5	5,563	1,854	8
2 Bury Green	3	4,851	1,617	-3	4,851	1,617	-6
3 Cheshunt Central	3	5,221	1,740	4	5,484	1,828	7
4 Cheshunt North	3	5,223	1,741	4	5,223	1,741	2
5 Flamstead End	3	4,607	1,536	-8	4,966	1,655	-3
6 Goffs Oak	3	4,253	1,418	-15	5,036	1,679	-2
7 Hoddesdon North	3	5,195	1,732	4	5,195	1,732	1
8 Hoddesdon Town	3	5,116	1,705	2	5,116	1,705	0
9 Rosedale	2	3,574	1,787	7	3,574	1,787	4
10 Rye Park	3	4,628	1,543	-8	4,628	1,543	-10
11 Theobalds	3	5,029	1,676	1	5,029	1,676	-2
12 Waltham Cross	3	4,969	1,656	-1	4,969	1,656	-3
13 Wormley & Turnford	3	5,451	1,817	9	5,451	1,817	6
<b>Totals</b>	<b>38</b>	<b>63,380</b>	—	—	<b>65,085</b>	—	—
<b>Averages</b>	—	—	<b>1,668</b>	—	—	<b>1,713</b>	—

Source: Electorate figures are based on Broxbourne 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.



## 6. NEXT STEPS

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

77 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.

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

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



# APPENDIX A

## Final Recommendations for Broxbourne: Detailed Mapping

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

**Map A1** is a locational reference map for the proposed boundary changes set out in detail in maps A2, A3, A4 and A5.

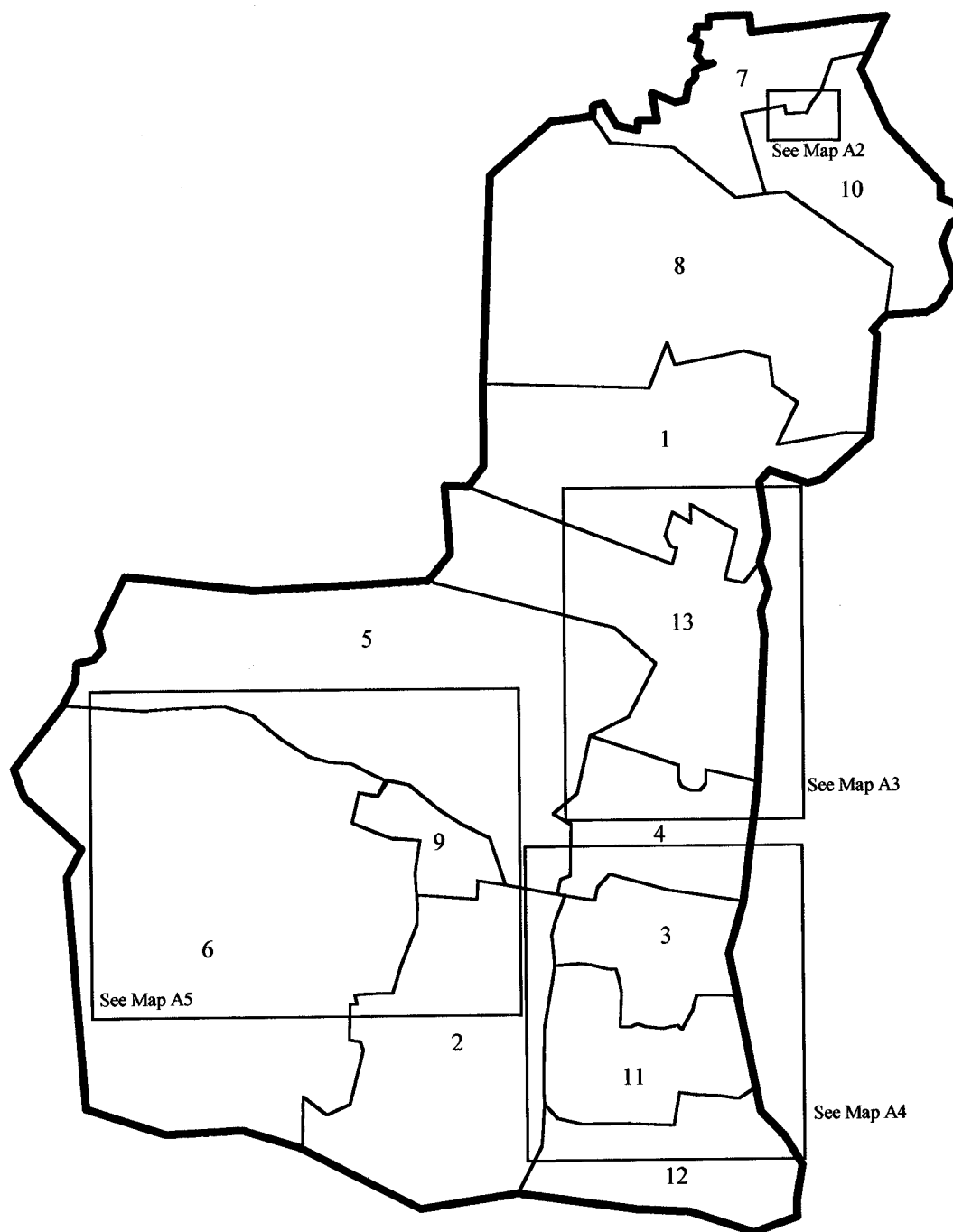
**Map A2** illustrates the proposed boundary change between Hoddesdon North ward and Rye Park ward.

**Map A3** illustrates the proposed boundary changes between the wards of Broxbourne, Wormley & Turnford and Cheshunt North.

**Map A4** illustrates the proposed boundary changes between the wards of Bury Green, Cheshunt Central, Theobalds and Waltham Cross.

**Map A5** illustrates the proposed boundary changes between the wards of Bury Green, Goffs Oak, Flamstead End and Rosedale.

Map A1:  
*The Commission's Final Recommendations for Broxbourne: Key Map*



Key to Wards

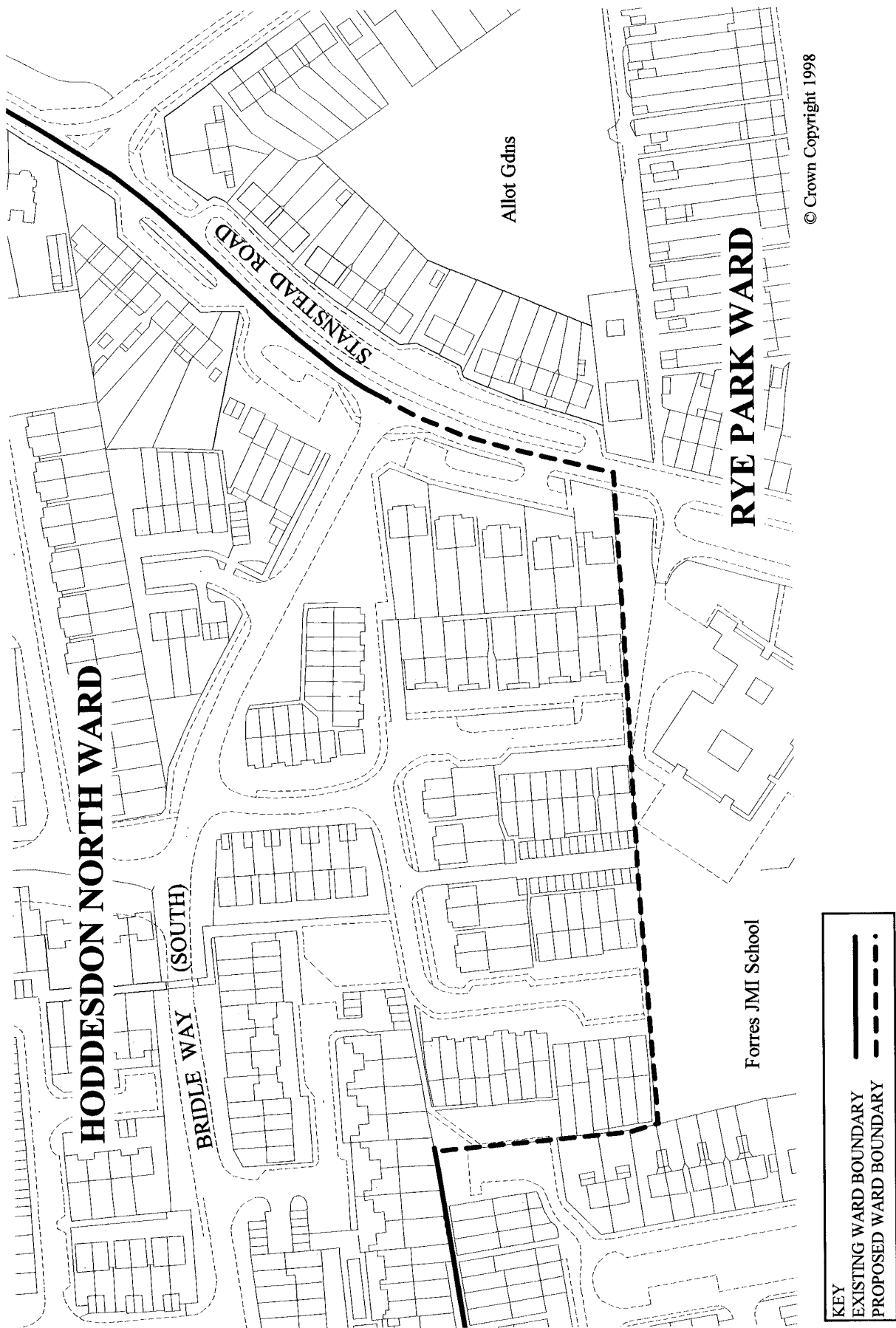
- |   |                  |    |                    |
|---|------------------|----|--------------------|
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| 7 | Hoddesdon North  |    |                    |

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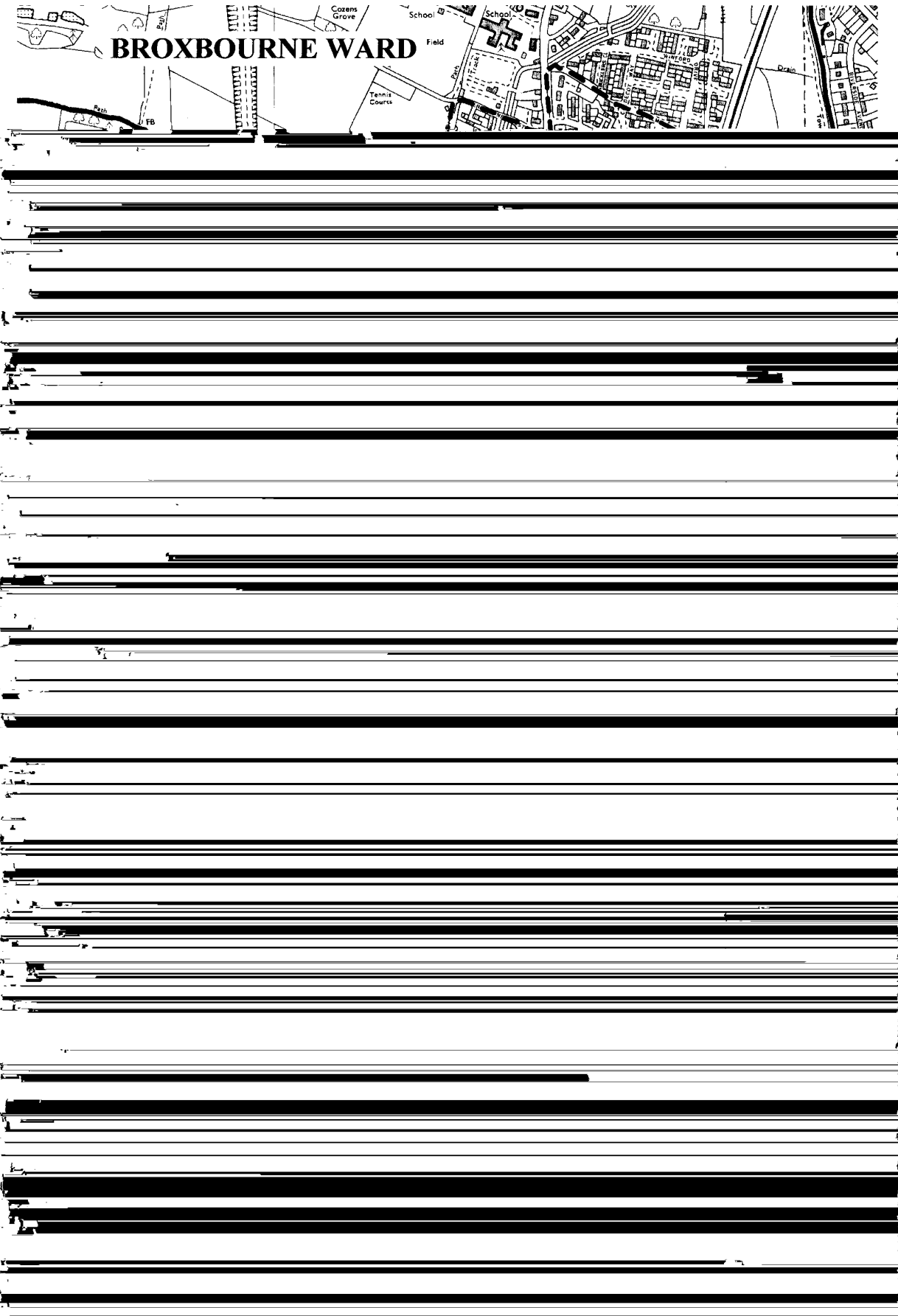
Map A2:

*Proposed Boundary Change Between Hoddesdon North Ward and Rye Park Ward*

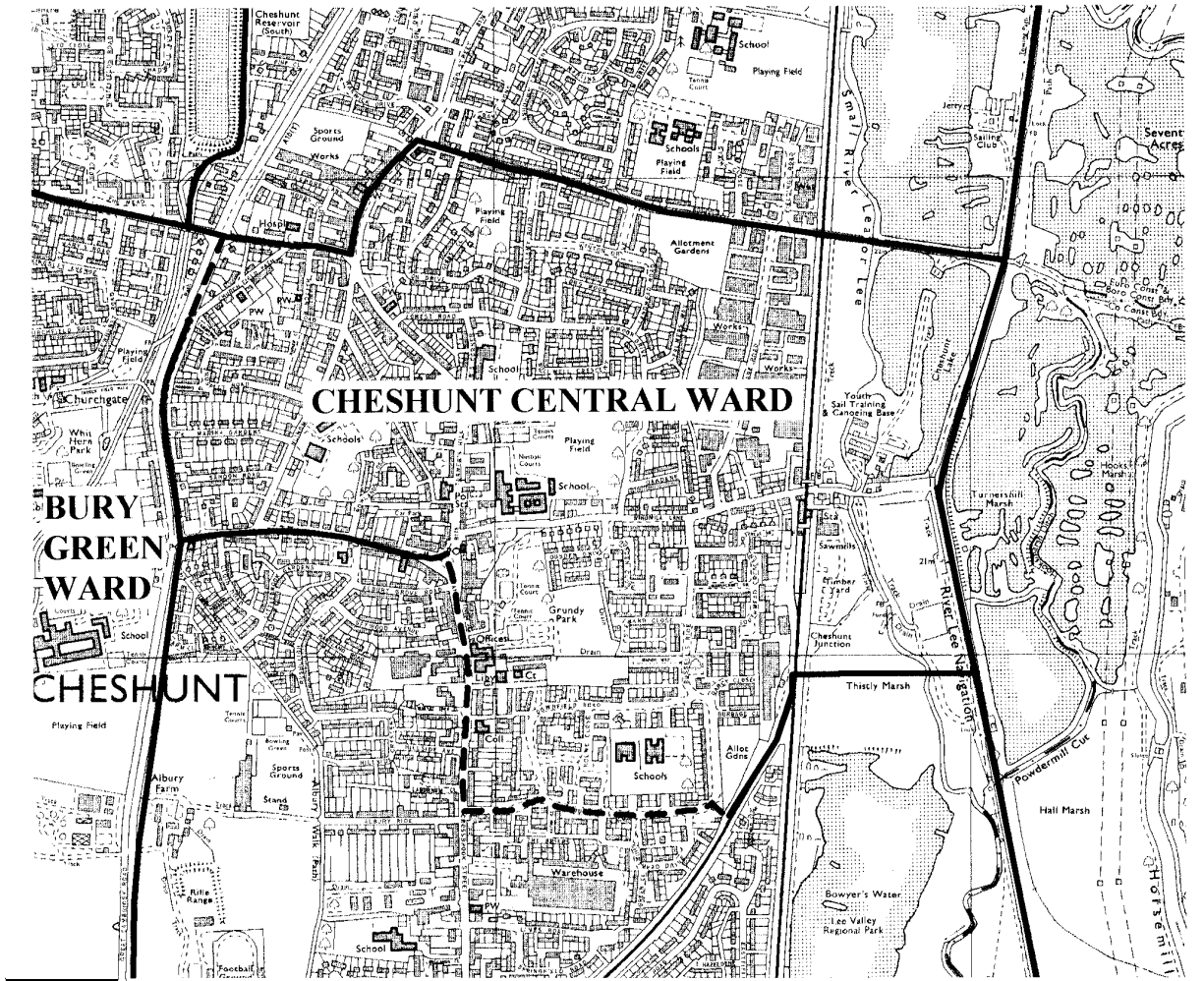


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Map A3:  
*Proposed Boundary Changes Between the Wards of Broxbourne, Wormley & Turnford  
and Cheshunt North*



Map A4:  
*Proposed Boundary Changes Between the Wards of Bury Green, Cheshunt Central, Theobalds and Waltham Cross*



*Map A5:  
Proposed Boundary Changes Between the Wards of Bury Green, Goffs Oak, Flamstead End  
and Rosedale*

