



## Report – Policy and Resources Committee

### City of London Ward Boundary Review

*To be presented on Thursday, 10<sup>th</sup> June 2010  
To the Right Honourable The Lord Mayor, Aldermen and Commons  
of the City of London in Common Council assembled.*

#### **SUMMARY**

1. This report represents the final stage in the ward boundary review process and contains recommendations to enable a Bill for an Act of Common Council to be promoted which will allow a number of changes to the internal boundaries of the City's wards and to allocate Common Councilmen between the 25 wards. The report should be read in conjunction with the Ward Boundary Review Panel's Final Recommendation document, further copies of which are available from the Town Clerk.
2. In 1999, the City Corporation gave a number of undertakings to Parliament, one of which was to review the ward boundaries once the new electoral arrangements were in place. This happened in 2003. To comply with the undertakings, we agreed to look at the ward boundaries again within a period of not less than six years and this process has just taken place. It was also agreed that subsequent reviews should be undertaken from time to time when there is any material change in the distribution of voters or if it appears that the residential wards are likely to lose their residential character.
3. The current review was carried out by the Ward Boundary Review Panel. Following extensive consultation, their proposals were presented to and considered by a special meeting of your Committee on 13 May 2010.
4. All Members of the Court of Common Council were invited to attend the special meeting. It was well attended and there was considerable debate on the issues arising, with the recommendations contained in this report having the broad support of the Members present.

## **RECOMMENDATIONS**

5. Having examined and debated the final recommendations of the Ward Boundary Review Panel in detail, we now recommend:-

- i) that the following changes with regard to the internal boundaries and Ward representation are put in place with effect from the 2013 elections:-

### **A. Boundary Changes**

the proposed changes as set out in paragraph 19 of this report be approved.

### **B. Allocation of Members**

Member allocation be agreed as set out in Table A attached to this report;

### **C. Two Member/Three Member Allocation**

maintaining the allocation of a minimum of two Common Councilmen per ward be agreed and that the maximum number of Common Councilmen allocated to the Wards of Farringdon Within, Farringdon Without and Cripplegate be the same as previously agreed in 2003 i.e. 8, 10 and 9 respectively.

### **D. Arrangements for future reviews**

- ii) in line with the undertaking given to Parliament, consideration be given by the Policy and Resources Committee in 8 years time and every four years thereafter, to whether there has been or is likely to be any material change in the distribution of voters in the City of London or the residential character of the residential wards that would require a further boundary review to be undertaken by the Common Council.

## **Background**

- 6. In 1999, the City Corporation gave an undertaking to Parliament to review the ward boundaries once the new electoral arrangements were in place. This was done in 2003. A further undertaking was given to carry out a second review within a period of not less than six years. To comply with that undertaking, the Court of Common Council agreed in October 2009 to look at the ward boundaries again and this process has just taken place. The undertakings to Parliament also provide that further reviews should be carried out from time to time if there is any material change in the distribution of voters or if it appears that the residential wards are likely to lose their residential character.
- 7. The previous review carried out in 2003 was comprehensive and far-reaching with virtually every ward boundary in the City changed. The present review is therefore, in effect, a 'stock take' of the current arrangements. It looked to see what, if any, further changes were needed to reflect the operation of the new franchise since 2003 and the continued development of the City.

8. The Review has been conducted by the Boundary Review Panel comprising the Town Clerk, the Recorder of London and the Common Serjeant. It was carried out with regard to the principles operated by the Boundary Committee of the Electoral Commission (see paragraphs 5 and 6 of the Review Panel's Final Recommendations document), the unique history of the City, the undertakings given to Parliament and the changes agreed previously in 2003.
9. The Panel sought to maintain the protections afforded to the residential Wards and, where possible, increase the size of smaller wards by a modest amount to help ensure their continued viability. The Panel also sought, where possible, to create boundaries along clearly defined geographical lines, again taking into account the uniqueness of the City.
10. The Review was conducted in three stages. In October 2009, interested parties were invited to make submissions to the Panel. Draft recommendations were then published by the Panel and circulated for full consultation in February and the Panel's final recommendations were circulated to all Members of the Court at the end of April 2010, affording all Members the opportunity to consider the recommendations before the special meeting of the Policy and Resources Committee in May.
11. All Members of the Court were invited to attend the special meeting of your Policy and Resources Committee so that everyone could have their say on the final proposals and assist the Committee in reaching a decision on what should be recommended to the Court. The meeting was well attended by Members of the Court and the recommendations contained in this report have the broad support of the Members present, although there are, inevitably, differences of view on individual issues.

### **Final Recommendations of the Boundary Review Panel**

12. The recommendations of the Review Panel were considered in four parts:-

**Part A:** Initial allocation of Members to Wards

**Part B:** Changes to the internal ward boundaries of the City

**Part C:** The final allocation of Members to wards in particular whether to have a minimum of either two or three Common Councilmen per ward; and

**Part D:** Arrangements for future reviews of ward boundaries

13. Having considered each part in turn, your Committee is recommending that, with the exception of three changes, the Review Panel's proposals be accepted. The details of each proposal are set out below.

### **Part A - Member Allocation**

14. In considering the allocation of Members to Wards, the Review Panel applied the 2010 voter projections to the current ward boundaries, the details of which are set out in Table 1 in the Review Panel's Final Recommendation document.
15. The methodology used for the allocation of seats, the number of seats allocated to the Ward of Portsoken and whether to retain the 20:80 ratio between residential and non-residential ward representation were discussed in

detail at the special meeting. Members expressed overwhelming support for the retention of the current ratio for the allocation of Members between residential and non-residential wards (20:80) at the present time and for the retention of the current Member allocation in the Ward of Portsoken (i.e. 4 Members) to reflect the workload placed upon those Members within that ward.

16. The effect of this is to put in place a special arrangement for the Ward of Portsoken, providing for a minimum number of Members in the future, and results in a variation to the methodology for the allocation of Members to wards. Subject to that variation, the vast majority of Members supported the retention of the methodology that was used in the previous review.
17. Our decision in respect of the Ward of Portsoken meant that there had to be a further reallocation of Members between the four residential wards and the Town Clerk was instructed to determine this in accordance with the methodology. This has resulted in the reallocation of one Member from the Ward of Cripplegate on the basis that Change 2 is approved.

**We RECOMMEND that, in future, a minimum of four Members be allocated to the Ward of Portsoken and approval be given to the methodology for the allocation of Members to wards being varied accordingly.**

#### **Part B - Boundary Changes**

18. The Boundary Review Panel proposed 13 changes to the internal ward boundaries of the City affecting 16 wards. These changes are detailed below. Further information can also be found on pages 7-16 of the Final Recommendations document.
19. Each proposal has been dealt with in turn, with the recommendations of your Committee at the conclusion in bold type. The proposed changes are as follows:-

##### **Cripplegate/Coleman Street**

**Change 1:** to incorporate the Milton Court development in the Ward of Cripplegate and remove the area from its present location in the Ward of Coleman Street. The Ward of Coleman Street has fewer than 10 residential voters at present whereas the Ward of Cripplegate is almost wholly residential.

Its effect would be to transfer 311 voters from the Ward of Coleman Street to the Ward of Cripplegate. The number of Members for the Ward of Coleman Street would reduce from 5 to 4. **(See Map 1, Change 1).**

**We RECOMMEND that this change be approved.**

##### **Aldersgate/Cripplegate**

**Change 2:** to transfer the area bounded by Fann Street, Viscount Street and Bridgewater Street from the Ward of Cripplegate to the Ward of Aldersgate. The change to the existing boundary of these two residential wards offsets the inclusion of Milton Court in the Ward of Cripplegate (in order not to dilute overly

the ratio of Members to electors in that ward), provides a better balance between the two wards and also improves the present boundary between the Ward of Aldersgate and the Ward of Cripplegate, north of Beech Street.

Based on the proposed transfer, the electorate for the Ward of Aldersgate would increase by 451 (not 427 as stated on page 8 in the Final Recommendations document) and that for the Ward of Cripplegate reduce by the same amount. Given your Committee's proposal to retain four Members for the Ward of Portsoken, this change in effect reallocates one Member from the Ward of Cripplegate to the Ward of Aldersgate (**See Map 1, Change 2**).

**We RECOMMEND that this change be approved.**

### **Bassishaw/Cripplegate**

**Change 3:** to incorporate 125 London Wall into the Ward of Bassishaw from the Ward of Cripplegate. This alteration of the boundary removes business votes from the residential Ward of Cripplegate while ensuring that Barber Surgeons' Hall remains.

Having regard to submissions received, the Panel proposed the retention of 16 residential votes attached to 125 London Wall (1-10 Monkwell Square) within the Ward of Cripplegate. Based on the proposed transfer, the number of voters in Bassishaw would increase by 77 and for Cripplegate reduce by the same amount.

It was pointed out that if the 16 residential votes were also included in the transfer to the Ward of Bassishaw, however, that Ward would retain its current allocation of Members and the Ward of Farringdon Within would decrease by one Member (due to their Voter:Member ratios being very similar). Your Committee considered this issue but decided not to accept this variation and to accept the Review Panel's recommendation. (**See Map 2, Change 3**).

**We RECOMMEND that this change be approved.**

### **Cheap/Aldersgate**

**Change 4:** to incorporate Nomura House into the Ward of Cheap from the Ward of Aldersgate. This allows for the transfer of business votes from a residential to a, primarily, business ward. The proposal would leave the site of the historic Aldersgate within that ward, with the boundary being drawn around the Nomura building, and will also retain Postman's Park in the Ward of Aldersgate. (**See Map 2, Change 4**).

The effect of the transfer would be to increase voter numbers in Cheap by 24 and reduce them in Aldersgate by the same amount.

**We RECOMMEND that this change be approved.**

### **Bread Street/Castle Baynard/Vintry**

**Change 5:** The Review Panel examined the Wards of Castle Baynard, Bread Street and Vintry together. Conscious of the great historical significance to the Ward of Castle Baynard of St Paul's Cathedral and other areas north of Queen Victoria Street, the Panel proposed option 5c – the incorporation of 1 and 4 St Paul's Church Yard into the Ward of Bread Street to facilitate an increase in the Wards of Vintry and Bread Street. **(See Map 3, Change 5c).** Whilst creating an irregular boundary, this change would transfer 84 current voters from the Ward of Castle Baynard to the Ward of Bread Street. It would not give rise to any change in Member allocation. This proposal received the support of the Ward of Castle Baynard.

**We RECOMMEND that this change be approved.**

**Change 6:** expand the Ward of Vintry by including the land bounded by St. Peter's Hill to the west, Queen Victoria Street to the south and Cannon Street to the north. Based on the proposed change, 75 voters would transfer from Bread Street to Vintry and would not give rise to any change in Member allocation but increase Vintry's electorate to 340. **(See Map 3, Change 6).**

Following discussion, it was suggested, instead, and agreed that the boundary be defined between the wards so that the land to the east of Distaff Lane would transfer into the Ward of Vintry and the land to the west remain in the Ward of Bread Street.

**We RECOMMEND that this change be approved subject to land to the east of Distaff Lane being transferred into Vintry and the land to the west remaining in Bread Street.**

#### **Walbrook / Cheap**

**Change 7:** the inclusion of the land bounded by Ironmonger Lane, Gresham Street, Old Jewry and St. Olaves Court from the Ward of Cheap to the Ward of Walbrook. This would ensure that there would be an increase in voters in the Ward of Walbrook while retaining the Mercers' Hall in the Ward of Cheap, which would also gain in size as a result of change 4. **(See Map 4, Change 7).**

Based on the proposed change, 55 voters would transfer from Cheap to Walbrook. Member allocation would not be affected.

**We RECOMMEND that this change be approved.**

#### **Candlewick/Langbourn/Walbrook/Lime Street**

The Boundary Review Panel received a joint proposal from the Wards of Candlewick, Langbourn and Walbrook. This proposed maintaining the Ward church of St. Mary Woolnoth in the Ward of Langbourn while addressing the key issue of increasing the size of the Wards at the centre of the City. Although conscious that this would create an irregular boundary in one place (but not of any electoral significance) the Panel was, on balance, minded to endorse the proposals.

The Ward of Lime Street was also considered as it forms part of the central wards. It was proposed that the southern boundary be redrawn to incorporate Leadenhall Market, south of Leadenhall Place, in to the Ward of Langbourn. The Ward of Lime Street would gain an additional Member due to the level of development within the Ward (not as a result of the proposed changes below).

**Change 8:** The incorporation of land bounded by Abchurch Lane, King William Street, Cannon Street and St. Swithins Lane from the Ward of Walbrook into the Ward of Candlewick.

**Change 9:** The incorporation of the land bounded by King William Street, Lombard Street and Abchurch Lane (excluding St. Mary Woolnoth Church) from the Ward of Langbourn into the Ward of Candlewick.

**Change 10:** The incorporation of the land bounded by Cornhill, Lombard Street and Change Alley from the Ward of Langbourn into the Ward of Walbrook.

**We RECOMMEND that these changes be approved.**

**Change 11.** The incorporation of Leadenhall Market, south of Leadenhall Place, from the Ward of Lime Street to the Ward of Langbourn, ensuring a regular boundary. **(See Map 4, Change 9)**

Members discussed a suggestion that land north of St Helen's Place (Bishopsgate Within) be transferred from the Ward of Bishopsgate to the Ward of Lime Street. A vote was subsequently taken by your Committee and the suggestion was not supported.

It was noted that the net effect of changes 8, 9, 10 and 11 above was to increase the electorate of the Wards of Candlewick and Walbrook by 87 and 80 respectively and to reduce that of Langbourn by 74, Cheap by 55 and Lime Street by 37 votes. Member allocation is not affected by these boundary changes within these wards.

**We RECOMMEND that this change be approved.**

### **Billingsgate/Tower**

**Change 12:** Having considered the position of the Ward of Billingsgate as one of the smaller wards, and acknowledging the debate that took place in 2003 that led to inclusion of both Bakers' and Clothworkers' Halls in the Ward of Tower, the Review Panel felt that the desirability of increasing the size of the Ward of Billingsgate remained. Their proposal is, therefore, that the land bounded by Mark Lane, London Street, New London Street and Hart Street, 70 Mark Lane be transferred from the Ward of Tower to the Ward of Billingsgate.

Some discussion took place on this and their proposal to increase the size of the Ward of Billingsgate was not supported.

**We RECOMMEND that no action be taken with regard to Change 12.**

### **Farringdon Within/Farringdon Without**

**Changes 13a and 13b:** In their joint submission from the Wards of Farringdon Within and Without, the elected Members argued that ‘in the north eastern corner of Farringdon Without, the land bounded by Hayne Street, Carthusian Street, Long Lane and Lindsey Street be transferred from Farringdon Without to Farringdon Within’ and ‘that the island site bounded by Snow Hill, Holborn Viaduct and Farringdon Street is transferred from Farringdon Without to Farringdon Within’.

The Review Panel recognised the long historical connections pertaining to St Bartholomew’s Hospital. Whilst acknowledging that would leave a pinch point in the Ward Boundaries at Little Britain, the Panel accepted the suggestions of the joint Farringdon submission. 86 voters would transfer from the Ward of Farringdon Without to the Ward of Farringdon Within and, as a result of these and other changes, Member allocation is not affected. **(See Map 6, Changes 13a and 13b)**

**We RECOMMEND that these changes be approved.**

### **Part C - Two Member/Three Member Allocation**

20. The Panel considered the points and the arguments put forward in both this review and the previous one of 2003 for a minimum of either two or three Common Councilmen per ward. Their deliberations are set out in paragraphs 14-16 of the final recommendation document; Table 4 identifies the 7 wards that would need to give up a total of 9 Members to give each of the remaining two-Member wards an additional Member. On balance, whilst recognising it is ultimately a matter for the Court of Common Council, the Review Panel supported the two Member option for the reasons agreed in 2003, i.e. it makes more seats available to distribute in proportion to voter numbers, thus achieving greater electoral equality. The Panel also supported the retention of the current maxima of Member allocation for the Wards of Farringdon Within, Farringdon Without and Cripplegate.
21. A vote was taken on whether to have a minimum of three Common Councilmen per ward, the result of which was that your Policy and Resources Committee did not support increasing the minimum to three Members.

**We RECOMMEND that a minimum of two Common Councilmen per ward be retained and that the maximum number of Common Councilmen for the Wards of Farringdon Within, Farringdon Without and Cripplegate be the same as previously agreed in 2003 i.e. 8, 10 and 9 respectively.**

### **Part D - Future Reviews**

22. The undertaking given to Parliament states that, after the current review, “further reviews will be undertaken from time to time when there is any material



change in the distribution of voters or if it appears that the residential wards are likely to lose their residential character.”

23. All too frequent reviews are unnecessarily disruptive, particularly given the pace of redevelopment in the City. The Review Panel proposes that consideration is given by the Policy and Resources Committee in 8 years time and every four years thereafter, to whether there has been or is likely to be any material change in the distribution of voters in the City of London or the residential character of the residential wards that would require a further boundary review to be undertaken.

**We RECOMMEND that in accordance with the undertaking given to Parliament, consideration be given by the Policy and Resources Committee in 8 years time and every four years thereafter, to whether there has been or is likely to be any material change in the distribution of voters in the City of London or the residential character of the residential wards that would require a further boundary review to be undertaken.**

24. The following wardmote resolutions from the Wards of Castle Baynard, Farringdon Without and Portsoken were submitted to the Policy and Resources Committee’s meeting of 22 April and referred to the Town Clerk for further consideration. They have all been addressed in the Review Panel’s final recommendations:-

- (i) Castle Baynard – ‘This ward meeting unanimously opposes the Ward Boundary Proposals, which disregard the historical origins of the ward’.

The Review Panel acknowledged the strength of feeling in relation to the historic sites of Castle Baynard and proposed option 5C ensuring that the historic heart of Castle Baynard remains within the Ward.

- (ii) Farringdon Without – ‘This wardmote calls upon the City of London Corporation to maintain the historic connection between St. Bartholomew’s Hospital and the Ward of Farringdon Without’.

The Review Panel accepted the joint submission of the Wards of Farringdon Within and Farringdon Without which retains St Bartholomew’s Hospital in the Ward of Farringdon Without while addressing the issue of Voter:Member ratio in both wards.

- (iii) Portsoken – ‘That there should be a minimum of four Common Councilmen representing the Ward of Portsoken to the Court of Common Council to reflect the particular exceptionally higher workload on elected Members servicing the needs of the Ward’.

The Ward of Portsoken’s request is supported by your Committee.

## **Conclusions**

25. The purpose of this review has been to examine the current ward boundaries of the City of London and the associated allocation of Members to wards in the light of developments since the comprehensive and far-reaching review in 2003

and, in so doing, comply with the undertaking given to Parliament. There has been extensive consultation on the arrangements and on the recommendations of the Review Panel and all Members of the Court have been given the opportunity to help shape the recommendations before you this day.

26. Your Committee has given careful and detailed consideration to the Review Panel's final proposals, in consultation with other Members of the Court and we commend the recommendations contained in this report to you.

All which we submit to the judgement of this Honourable Court

DATED this 13<sup>th</sup> day of May 2010

SIGNED on behalf of the Committee

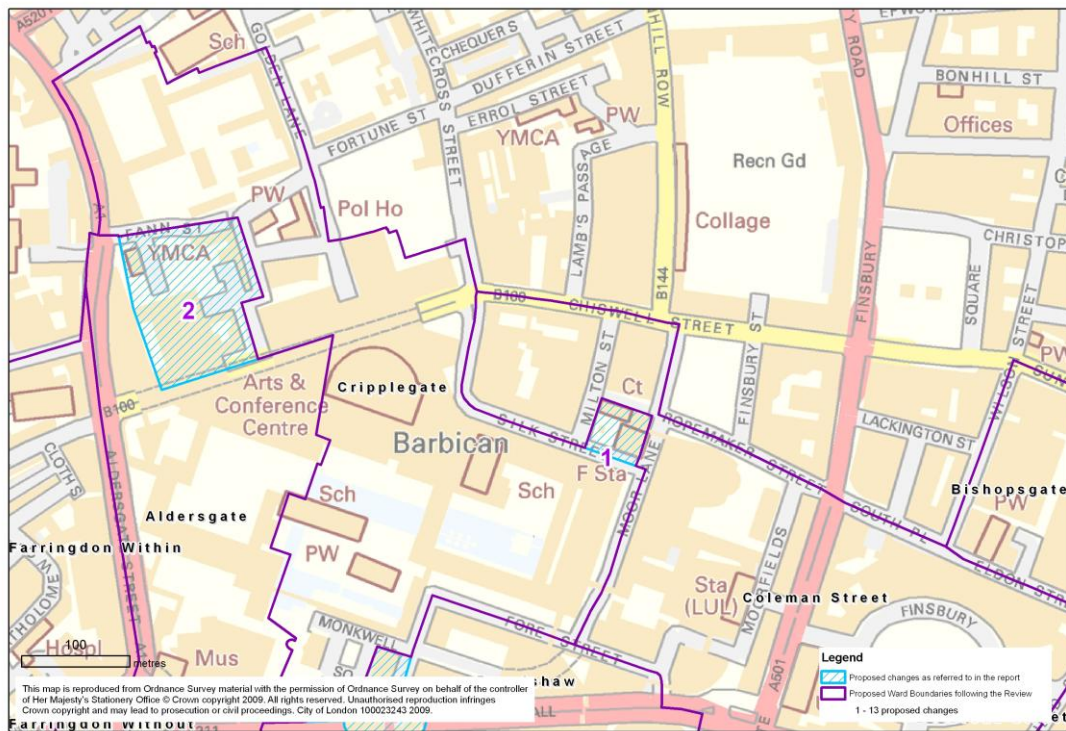
Stuart Fraser  
Chairman of the Policy and Resources Committee

# APPENDIX 1: TABLE A

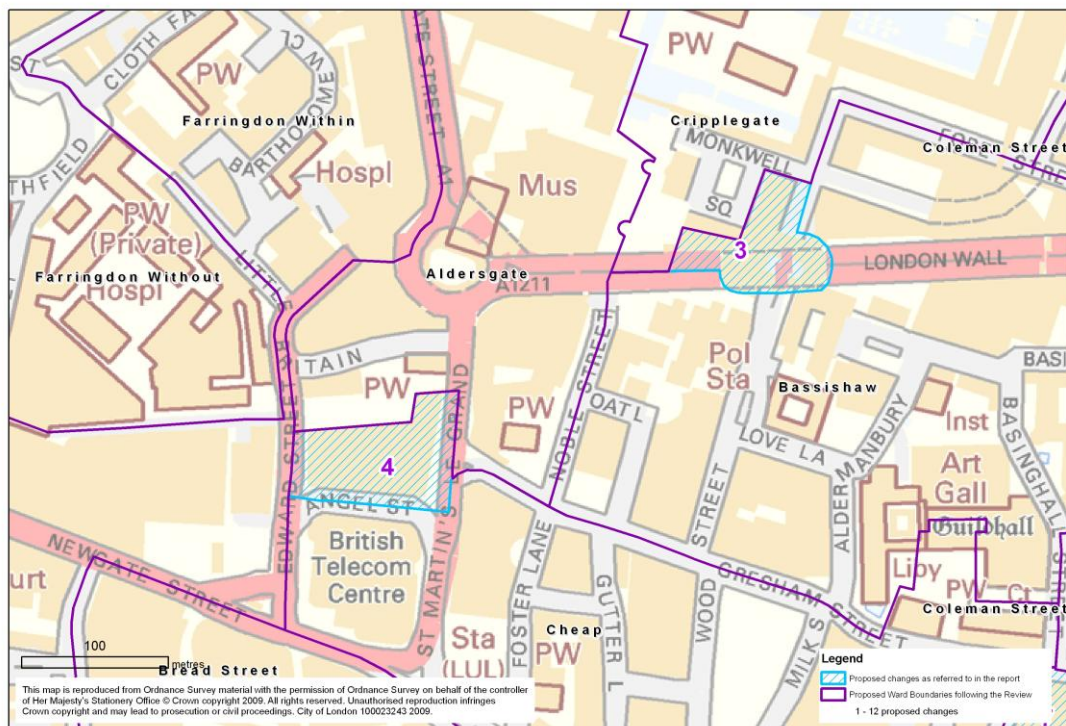
<b>Table A</b>	<b>2010 Projected Electorate with Boundary Changes</b>	<b>Total Revised Member Allocation as determined by the Policy and Resources Committee</b>	<b>Member Change from 2003 Allocation</b>
<b>Residential Wards</b>			
Aldersgate	1940	6	1
Cripplegate	2646	8	-1
Portsoken	874	4	0
Queenhithe	392	2	0
<b>Totals</b>	5852	<u>20</u>	<u>0</u>
<b>Remaining 21 Wards</b>			
Aldgate	991	5	0
Bassishaw	481	2	-1
Billingsgate	388	2	0
Bishopsgate	1299	6	-2
Bread Street	477	2	0
Bridge	466	2	0
Broad Street	638	3	0
Candlewick	389	2	0
Castle Baynard	1721	8	1
Cheap	504	3	1
Coleman Street	867	4	-1
Cordwainer	514	3	0
Cornhill	519	3	1
Dowgate	446	2	0
Farringdon Within	1694	8	0
Farringdon Without	4154	10	0
Langbourn	559	3	1
Lime Street	737	4	1
Tower	949	4	-1
Vintry	296	2	0
Walbrook	442	2	0
<b>Total</b>	<u>18531</u>	<u>80</u>	0
<b>Grand Total</b>	<u>24383</u>	<u>100</u>	0

## APPENDIX 2: MAPS 1-6

### Map 1 – Changes 1 and 2

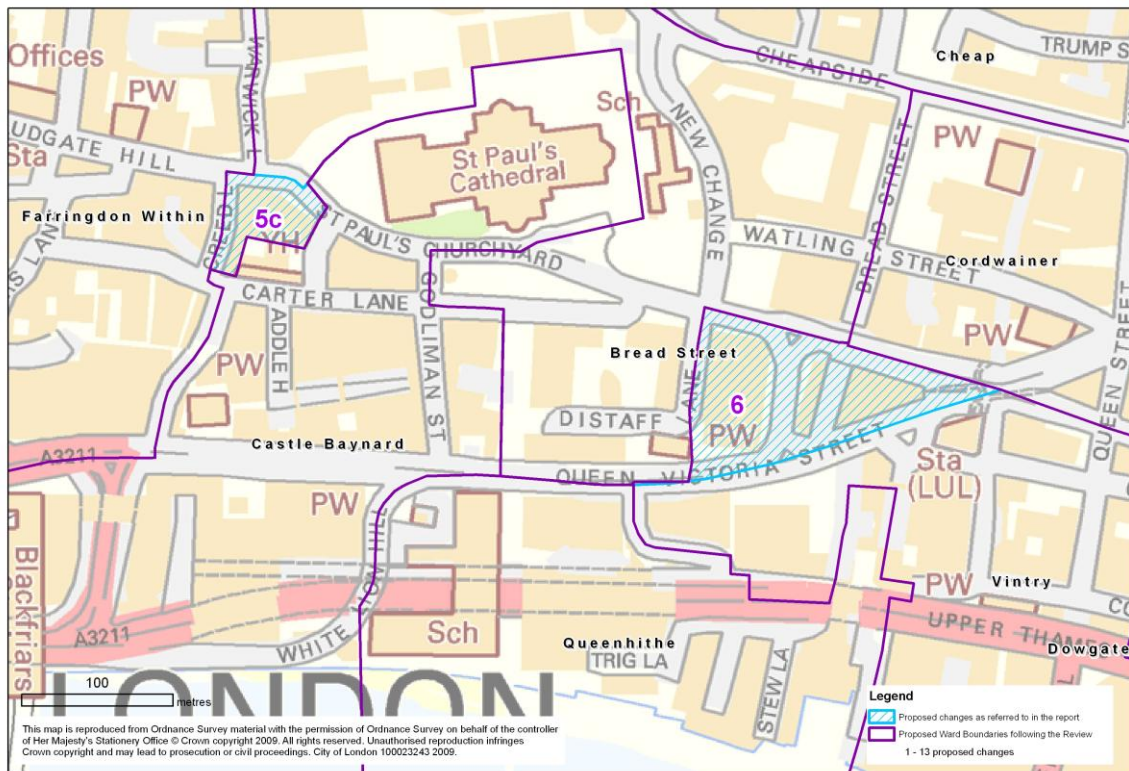


### Map 2 – Changes 3 and 4

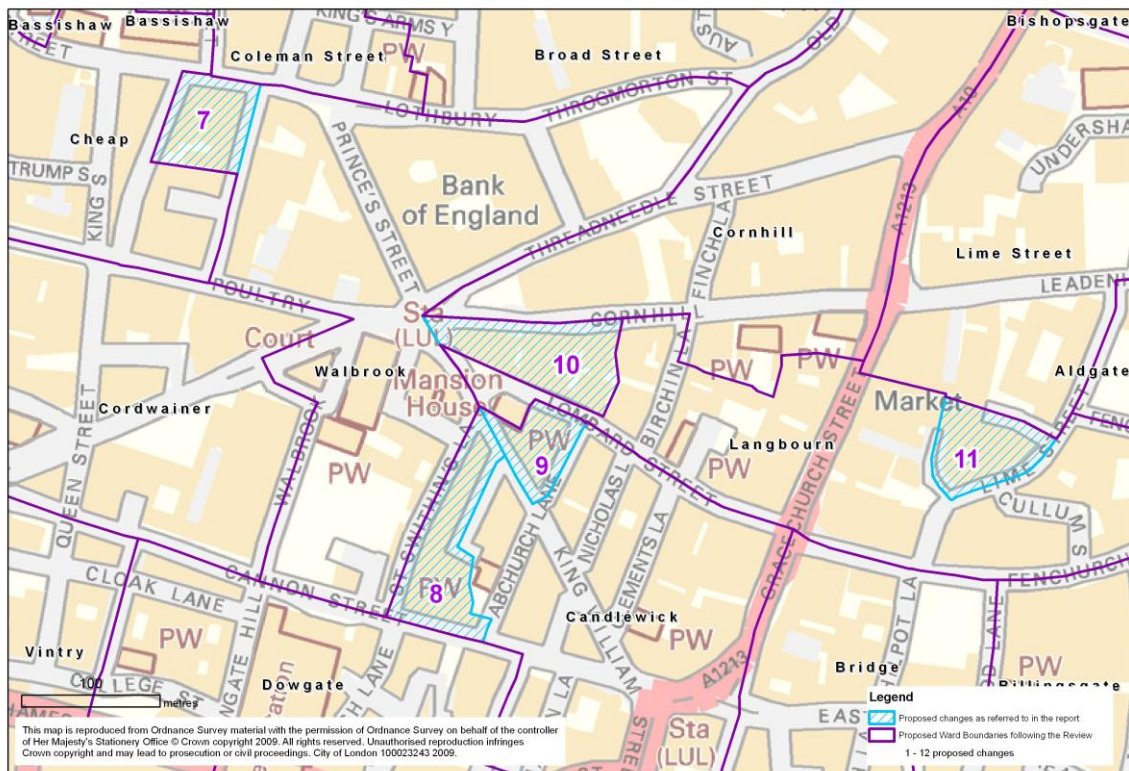




### Map 3 – Changes 5 and 6



### Map 4 – Changes 7, 8, 9, 10 and 11



**Map 6 – Changes 13a and 13b**

