

LOCAL
GOVERNMENT
COMMISSION
FOR ENGLAND

FINAL
RECOMMENDATIONS
ON THE FUTURE
ELECTORAL
ARRANGEMENTS FOR
CROYDON

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

September 1999

LOCAL GOVERNMENT COMMISSION FOR ENGLAND

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

Members of the Commission are:

Professor Malcolm Grant (Chairman)

Professor Michael Clarke (Deputy Chairman)

Peter Brokenshire

Kru Desai

Pamela Gordon

Robin Gray

Robert Hughes CBE

Barbara Stephens (Chief Executive)

© Crown Copyright 1999

Applications for reproduction should be made to: Her Majesty's Stationery Office Copyright Unit.

The mapping in this report is reproduced from OS mapping by The Local Government Commission for England with the permission of the Controller of Her Majesty's Stationery Office, © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Licence Number: GD 03114G.

This report is printed on recycled paper. 

CONTENTS

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

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



Local Government Commission for England

7 September 1999

Dear Secretary of State

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

We have now prepared our final recommendations in the light of the consultation. We have substantially confirmed our draft recommendations, although some modifications have been made (see paragraph 119) in the light of further evidence. This report sets out our final recommendations for changes to electoral arrangements in Croydon.

We recommend that Croydon Borough Council should be served by 70 councillors representing 24 wards, and that changes should be made to ward boundaries in order to improve electoral equality, having regard to the statutory criteria.

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

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

Yours sincerely

PROFESSOR MALCOLM GRANT
Chairman

SUMMARY

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

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

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

- **in 11 of the 27 wards the number of electors represented by each councillor varies by more than 10 per cent from the average for the borough, and two wards vary by more than 20 per cent from the average;**
- **by 2003 electoral equality is not expected to improve, with the number of electors per councillor forecast to vary by more than 10 per cent from the average in 11 wards, and by more than 20 per cent in three wards.**

Our main final recommendations for future electoral arrangements (Figures 1 and 2 and paragraphs 119-120) are that:

- **Croydon Borough Council should be served by 70 councillors, as at present;**
- **there should be 24 wards, three fewer than at present, and the boundaries of all but two of the existing wards should be modified.**

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

- **In all 24 wards the number of electors per councillor would vary by no more than 10 per cent from the borough average.**

- **This improved electoral equality is forecast to continue over the next five years.**

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

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

*Figure 1:
The Commission's Final Recommendations: Summary*

Ward name	Number of councillors	Constituent areas (existing wards)
1 Addiscombe	3	Addiscombe ward; Woodside ward (part)
2 Ashburton	3	Ashburton ward; Monks Orchard ward (part)
3 Bensham Manor	3	<i>Unchanged</i>
4 Broad Green	3	Broad Green ward; Fairfield ward (part)
5 Coulsdon East	3	Coulsdon East ward (part)
6 Coulsdon West	3	Woodcote & Coulsdon West ward (part)
7 Croham	3	Croham ward (part); Fairfield ward (part)
8 Fairfield	3	Fairfield ward (part)
9 Fieldway	2	Fieldway ward; New Addington ward (part)
10 Heathfield	3	Heathfield ward (part); Spring Park ward (part)
11 Kenley	3	Kenley ward; Coulsdon East ward (part); Purley ward (part)
12 New Addington	2	New Addington ward (part)
13 Norbury	3	Norbury ward; Beulah ward (part); Upper Norwood ward (part)
14 Purley	3	Purley ward (part); Croham ward (part); Woodcote & Coulsdon West ward (part)
15 Sanderstead	3	Sanderstead ward; Croham ward (part); Purley ward (part)
16 Selsdon	3	Selsdon ward; Heathfield ward (part)
17 Selhurst	3	Whitehorse Manor ward; South Norwood ward (part)
18 Shirley	3	Monks Orchard ward (part); Spring Park ward (part)
19 South Norwood	3	Rylands ward (part); South Norwood ward (part); Upper Norwood ward (part)
20 Thornton Heath	3	Thornton Heath ward; Beulah ward (part)
21 Upper Norwood	3	Beulah ward (part); Upper Norwood ward (part)
22 Waddon	3	Waddon ward; Fairfield ward (part); Purley ward (part)
23 Woodside	3	Rylands ward (part); Woodside ward (part)
24 West Thornton	3	<i>Unchanged</i>

Note: Map 2 and the large map at the back of the report illustrate the proposed wards outlined above.

Figure 2:
The Commission's Final Recommendations for Croydon

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Addiscombe	3	10,304	3,435	6	10,734	3,578	6
2 Ashburton	3	9,930	3,310	2	10,074	3,358	0
3 Bensham Manor	3	9,248	3,083	-5	10,119	3,373	0
4 Broad Green	3	9,187	3,062	-5	10,076	3,359	0
5 Coulsdon East	3	9,502	3,167	-2	9,644	3,215	-5
6 Coulsdon West	3	9,543	3,181	-2	9,652	3,217	-5
7 Croham	3	9,675	3,225	0	9,933	3,311	-2
8 Fairfield	3	9,217	3,072	-5	9,773	3,528	-3
9 Fieldway	2	6,382	3,191	-1	7,056	3,528	5
10 Heathfield	3	10,016	3,339	3	10,195	3,398	1
11 Kenley	3	10,187	3,396	5	10,467	3,489	4
12 New Addington	2	6,929	3,465	7	7,111	3,556	6
13 Norbury	3	9,874	3,291	2	10,428	3,476	3
14 Purley	3	10,155	3,385	5	10,340	3,447	2
15 Sanderstead	3	9,391	3,130	-3	9,300	3,100	-8
16 Selhurst	3	9,456	3,152	-2	9,965	3,322	-1
17 Selsdon	3	9,106	3,035	-6	9,573	3,191	-5
18 Shirley	3	10,068	3,356	4	10,462	3,487	3
19 South Norwood	3	9,694	3,231	0	10,190	3,397	1
20 Thornton Heath	3	9,655	3,218	0	10,150	3,383	0
21 Upper Norwood	3	9,621	3,207	-1	10,153	3,384	0

continued overleaf

Figure 2 (continued):
The Commission's Final Recommendations for Croydon

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
22 Waddon	3	9,655	3,218	0	10,071	3,357	0
23 West Thornton	3	9,467	3,156	-2	10,060	3,353	0
24 Woodside	3	9,809	3,270	1	10,358	3,453	2
Totals	70	226,071	—	—	235,884	—	—
Averages	—	—	3,230	—	—	3,370	—

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

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

1. INTRODUCTION

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

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

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

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

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

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

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

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

The London Boroughs

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

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

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

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

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

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

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

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

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

The Review of Croydon

14 This is our first review of the electoral arrangements for Croydon. The last such review was undertaken by our predecessor, the Local Government Boundary Commission (LGBC), which reported to the Secretary of State in April 1977 (Report No. 211).

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

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

2. CURRENT ELECTORAL ARRANGEMENTS

17 The borough of Croydon is situated in south London, and is bounded by the London boroughs of Lambeth and Merton to the north, Sutton to the west, Bromley to the east and the county of Surrey to the south. It covers some 8,662 hectares, and is the most populous of all London boroughs. It contains the largest commercial and shopping centre in London outside the City and West End. There is great diversity between the north and south of the borough, with the north comprising large areas of mainly smaller and older residential accommodation and the south containing more recent, larger properties based on district centres, interspersed with areas of Green Belt. The main lines of communication run north/south, including the London to Brighton road and railway, although there are several east to west routes, which will be enhanced by the introduction of the Tramlink.

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 (February 1998) is 226,071. The Council currently has 70 councillors who are elected from 27 wards (Map 1 and Figure 4). Sixteen wards are each represented by three councillors and 11 wards elect two councillors each. As in all London boroughs, the whole council is elected together every four years.

20 Since the last electoral review, there has been a decrease in the electorate of the borough, with around 7 per cent fewer electors than two decades ago as a result of external boundary changes. However, the borough's population distribution has altered over the last two decades, as a result of new housing developments, particularly in Monks Orchard ward.

21 At present, each councillor represents an average of 3,230 electors, which the Borough Council forecasts will increase to 3,370 by the year

2003, if the present number of councillors is maintained. However, due to demographic and other changes over the past two decades, the number of electors per councillor in 11 of the 27 wards varies by more than 10 per cent from the borough average, and in two wards by more than 20 per cent. The worst imbalance is in Monks Orchard ward where each of the two councillors represents on average 27 per cent more electors than the borough average.

Map 1:
Existing Wards in Croydon

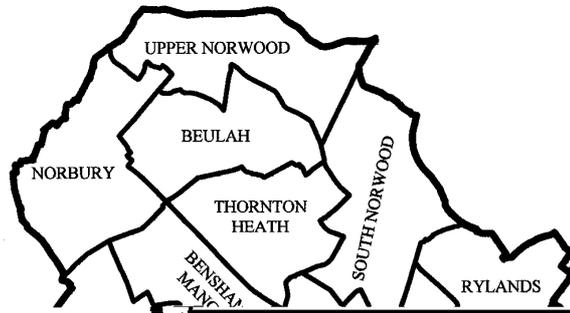


Figure 3:
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Addiscombe	3	9,499	3,166	-2	9,871	3,290	-2
2 Ashburton	2	6,426	3,213	-1	6,491	3,246	-4
3 Bensham Manor	3	9,248	3,083	-5	10,119	3,373	0
4 Beulah	2	6,108	3,054	-5	6,669	3,335	-1
5 Broad Green	3	8,827	2,942	-9	9,719	3,240	-4
6 Coulsdon East	3	9,496	3,165	-2	9,639	3,213	-5
7 Croham	3	10,244	3,415	6	10,339	3,446	2
8 Fairfield	3	11,557	3,852	19	12,137	4,046	20
9 Fieldway	2	5,280	2,640	-18	5,873	2,937	-13
10 Heathfield	3	9,120	3,040	-6	9,304	3,101	-8
11 Kenley	2	6,690	3,345	4	6,765	3,383	0
12 Monks Orchard	2	8,196	4,098	27	8,380	4,190	24
13 New Addington	3	8,031	2,677	-17	8,294	2,765	-18
14 Norbury	3	8,810	2,937	-9	9,113	3,038	-10
15 Purley	3	11,111	3,704	15	11,523	3,841	14
16 Rylands	2	5,523	2,762	-14	5,653	2,827	-16
17 Sanderstead	2	7,879	3,940	22	7,912	3,956	17
18 Selsdon	2	7,669	3,835	19	8,116	4,058	20
19 South Norwood	3	8,219	2,740	-15	8,701	2,900	-14
20 Spring Park	2	7,709	3,855	19	7,960	3,980	18
21 Thornton Heath	3	9,044	3,015	-7	9,522	3,174	-6
22 Upper Norwood	2	5,874	2,937	-9	6,171	3,086	-8

continued overleaf

Figure 3 (continued):
Existing Electoral Arrangements

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
23 Waddon	3	9,533	3,178	-2	9,942	3,314	-2
24 West Thornton	3	9,467	3,156	-2	10,060	3,353	0
25 Whitehorse Manor	3	8,763	2,921	-10	9,195	3,065	-9
26 Woodcote & Coulsdon West	3	11,175	3,725	15	11,283	3,761	12
27 Woodside	2	6,573	3,287	2	7,135	3,568	6
Totals	70	226,071	—	—	235,886	—	—
Averages	—	—	3,230	—	—	3,370	—

Source: Electorate figures are based on information provided by Croydon 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 1998, electors in South Norwood ward were relatively over-represented by 15 per cent, while electors in Fairfield ward were relatively under-represented by 19 per cent. Figures have been rounded to the nearest whole number.

3. DRAFT RECOMMENDATIONS

²² We received 11 representations during Stage One. The Croydon Conservative Community Action Team (‘the Conservatives’), the Croydon Labour Parties (‘the Labour Party’), the Croydon Liberal Democrats (‘the Liberal Democrats’) and the Official Monster Raving Loony Party (‘the OMRLP’) all submitted borough-wide schemes. In the light of these representations and evidence available to us, we reached preliminary conclusions which were set out in our report, Draft Recommendations on the Future Electoral Arrangements for Croydon.

²³ Our draft recommendations reflected, in part, all of the borough-wide schemes, together with some further modifications. These proposals achieved improved electoral equality, while having regard to the statutory criteria, provided good boundaries and proposed a pattern of predominantly three-member wards. We proposed that:

- (a) Croydon Borough Council should be served by 70 councillors;
- (b) there should be 24 wards, involving changes to all but three of the boundaries of the existing wards.

Draft Recommendation

Croydon Borough Council should comprise 70 councillors serving 24 wards.

²⁴ Our proposals would have resulted in significant improvements in electoral equality, with the number of electors per councillor in all 24 wards varying by no more than 10 per cent from the borough average. This level of electoral equality was expected to be maintained over the next five years.

4. RESPONSES TO CONSULTATION

²⁵ During the consultation on our draft recommendations report, 44 representations were received. A list of respondents is available on request from the Commission. All representations may be inspected at the offices of Croydon Borough Council and the Commission.

Croydon Borough Council

²⁶ The Borough Council welcomed our draft recommendations. It gave “particular support” to maintaining a council size of 70 members, and supported our draft recommendations for wards “focusing upon district and local centres”. It also supported our draft recommendations for the two two-member Fieldway and New Addington wards, Shirley ward, the eastern, southern and western boundaries of Addiscombe ward and the southern boundary of Rylands & Woodside ward.

Croydon Labour Parties

²⁷ Croydon Labour Parties (‘the Labour Party’) generally welcomed our draft recommendations and, in particular, the proposed retention of the existing council size. They also supported the new Shirley ward, the boundaries of Addiscombe and Rylands & Woodside wards and the retention of two two-member wards for Fieldway and New Addington. However, they proposed modifications to the boundaries of Croham, Purley, Selsdon, South Norwood, Thornton Heath, Upper Norwood and Woodcote & Coulsdon West wards. Thornton Heath and Upper Norwood Labour parties, two councillors and a local resident put forward identical proposals to the Labour Party for South Norwood, Thornton Heath and Upper Norwood wards.

Croydon Conservatives

²⁸ Croydon Conservative Community Action Team (‘the Conservatives’) broadly supported our draft recommendations. They expressed reservations regarding the proposed two-member wards for Fieldway and New Addington. In addition, they proposed significant modifications to the

boundaries of Fairfield, Heathfield, Purley, Selsdon and Woodcote & Coulsdon West wards, and minor modifications to five other ward boundaries.

Croydon Liberal Democrats

²⁹ The Croydon Liberal Democrats (‘the Liberal Democrats’) also supported the majority of the draft recommendations for the borough. However, they opposed the establishment of two-member wards in Fieldway and New Addington, and argued that a “modified version” of their Stage One proposals would better reflect communities in the north of the borough. They acknowledged that we had adopted their proposed Purley and Woodcote & Coulsdon West wards as our draft recommendations, but argued that the OMRLP’s Stage One proposals would offer a better balance between electoral equality and the statutory criteria. They proposed a modification to the boundary between Croham and Fairfield wards and proposed alternative ward names for Croham, Purley and Woodcote & Coulsdon West wards.

Official Monster Raving Loony Party

³⁰ The Official Monster Raving Loony Party (‘the OMRLP’) supported several of our proposed ward boundaries and ward names. However, it opposed our draft recommendations for two two-member wards, and proposed that the borough should be served entirely by three-member wards. In addition, it proposed alternative ward boundaries for a number of wards and an alternative ward name for Rylands & Woodside ward.

Other Representations

³¹ A further 36 representations were received in response to our draft recommendations. New Addington Labour Party regretted the proposed reduction in the number of councillors for Fieldway and New Addington wards, but supported our proposal to retain separate representation for the area. Thornton Heath

Labour Party supported our draft recommendations for a council size of 70, two two-member wards for Fieldway and New Addington, and described our proposals for the majority of the north of the borough as “sensible”. However, it proposed an alternative name for Whitehorse Manor ward.

32 Canning & Clyde Road Residents’ Association proposed that Addiscombe ward should be divided into three single-member wards. Heathfield Residents’ Association opposed our recommendation to include part of the Monks Hill estate in a revised Selsdon ward and part of the existing Fairfield ward in a revised Croham ward. Monks Hill Residents’ Association also argued that our proposals for Heathfield and Selsdon wards would divide the Monks Hill community, while Selsdon Residents’ Association proposed that the whole of the Monks Hill area should be included in Selsdon ward. Monks Orchard Residents’ Association opposed our proposal to divide the existing Monks Orchard ward between a revised Ashburton ward and a new Shirley ward, and proposed instead that the ward should be retained and represented by three councillors. Furze Hill & Foxglove Gardens Residents’ Association and the Webb Estate Society opposed our draft recommendations to divide the Webb Estate Conservation Area between the proposed Purley and Woodcote & Coulsdon West wards.

33 Four councillors supported our draft recommendations for two two-member wards for Fieldway and New Addington, one of whom additionally supported our draft recommendations for Bensham Manor ward. Our draft recommendations for Addiscombe ward were also supported by a councillor. Our proposal to combine part of the existing Rylands ward with South Norwood ward was supported by a councillor, who also proposed an alternative ward name for Whitehorse Manor. Another councillor also proposed that Whitehorse Manor ward should be renamed.

34 A resident supported our draft recommendations for the eastern area of the borough, but proposed minor modifications to the boundaries of Fairfield, Selsdon and Shirley wards. Two local residents broadly supported our proposals for the central and southern part of the borough, and supported a council size of 70 members, although they proposed several minor modifications to ward boundaries. Eight residents opposed our draft recommendations retaining Woodcote in a ward

with Coulsdon West, and proposed that the Webb Estate, in the north of Woodcote & Coulsdon West ward, should be combined with Purley ward. Three local residents argued that Church Road should be retained as the boundary between South Norwood and Upper Norwood wards, while another local resident proposed that Harold Road should be united in Upper Norwood ward. Our proposals for Fairfield ward were supported by a resident, while another resident supported our proposals for Fieldway and New Addington wards. A resident proposed that the Monks Hill estate should be united in Selsdon ward, while another local resident opposed our proposals for Kenley and Purley wards.

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

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

37 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.

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

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

Electorate Forecasts

39 At Stage One, different views were expressed on likely five-year electorate forecasts in Croydon, and the Borough Council submitted two sets of electorate forecasts. The first was based on estimated rates and locations of housing development with regard to the unitary development plan for the borough, the expected

~~electorate (page 67) (page 70) (page 73) (page 76) (page 79) (page 82) (page 85) (page 88) (page 91) (page 94) (page 97) (page 100) (page 103) (page 106) (page 109) (page 112) (page 115) (page 118) (page 121) (page 124) (page 127) (page 130) (page 133) (page 136) (page 139) (page 142) (page 145) (page 148) (page 151) (page 154) (page 157) (page 160) (page 163) (page 166) (page 169) (page 172) (page 175) (page 178) (page 181) (page 184) (page 187) (page 190) (page 193) (page 196) (page 199) (page 202) (page 205) (page 208) (page 211) (page 214) (page 217) (page 220) (page 223) (page 226) (page 229) (page 232) (page 235) (page 238) (page 241) (page 244) (page 247) (page 250) (page 253) (page 256) (page 259) (page 262) (page 265) (page 268) (page 271) (page 274) (page 277) (page 280) (page 283) (page 286) (page 289) (page 292) (page 295) (page 298) (page 301) (page 304) (page 307) (page 310) (page 313) (page 316) (page 319) (page 322) (page 325) (page 328) (page 331) (page 334) (page 337) (page 340) (page 343) (page 346) (page 349) (page 352) (page 355) (page 358) (page 361) (page 364) (page 367) (page 370) (page 373) (page 376) (page 379) (page 382) (page 385) (page 388) (page 391) (page 394) (page 397) (page 400) (page 403) (page 406) (page 409) (page 412) (page 415) (page 418) (page 421) (page 424) (page 427) (page 430) (page 433) (page 436) (page 439) (page 442) (page 445) (page 448) (page 451) (page 454) (page 457) (page 460) (page 463) (page 466) (page 469) (page 472) (page 475) (page 478) (page 481) (page 484) (page 487) (page 490) (page 493) (page 496) (page 499) (page 502) (page 505) (page 508) (page 511) (page 514) (page 517) (page 520) (page 523) (page 526) (page 529) (page 532) (page 535) (page 538) (page 541) (page 544) (page 547) (page 550) (page 553) (page 556) (page 559) (page 562) (page 565) (page 568) (page 571) (page 574) (page 577) (page 580) (page 583) (page 586) (page 589) (page 592) (page 595) (page 598) (page 601) (page 604) (page 607) (page 610) (page 613) (page 616) (page 619) (page 622) (page 625) (page 628) (page 631) (page 634) (page 637) (page 640) (page 643) (page 646) (page 649) (page 652) (page 655) (page 658) (page 661) (page 664) (page 667) (page 670) (page 673) (page 676) (page 679) (page 682) (page 685) (page 688) (page 691) (page 694) (page 697) (page 700) (page 703) (page 706) (page 709) (page 712) (page 715) (page 718) (page 721) (page 724) (page 727) (page 730) (page 733) (page 736) (page 739) (page 742) (page 745) (page 748) (page 751) (page 754) (page 757) (page 760) (page 763) (page 766) (page 769) (page 772) (page 775) (page 778) (page 781) (page 784) (page 787) (page 790) (page 793) (page 796) (page 799) (page 802) (page 805) (page 808) (page 811) (page 814) (page 817) (page 820) (page 823) (page 826) (page 829) (page 832) (page 835) (page 838) (page 841) (page 844) (page 847) (page 850) (page 853) (page 856) (page 859) (page 862) (page 865) (page 868) (page 871) (page 874) (page 877) (page 880) (page 883) (page 886) (page 889) (page 892) (page 895) (page 898) (page 901) (page 904) (page 907) (page 910) (page 913) (page 916) (page 919) (page 922) (page 925) (page 928) (page 931) (page 934) (page 937) (page 940) (page 943) (page 946) (page 949) (page 952) (page 955) (page 958) (page 961) (page 964) (page 967) (page 970) (page 973) (page 976) (page 979) (page 982) (page 985) (page 988) (page 991) (page 994) (page 997) (page 1000)~~

borough officers encouraged all parties to adopt the ‘unenhanced’ electorate forecasts in the preparation of their schemes. We were content that the ‘unenhanced’ electorate forecasts, that were adopted by all submissions, represented the best estimates that could be made at Stage One. However, given the uncertainty over the electorate forecasts, we advised the Borough Council that it might wish to review its electoral forecasts in the light of the 1999 draft electoral register, and welcomed further evidence at Stage Three from all interested parties.

41 At Stage Three, the Borough Council provided revised electorate forecasts for the five-year period, projecting an increase in the electorate of 4 per cent, from 226,071 to 235,884. This increase was supported by evidence of significant growth in the 1999 draft electoral register. These revised figures were made available to all locally interested parties, and were broadly endorsed at Stage Three, with the only comment received from the Conservatives, which did not oppose them. In the absence of any opposing views to these revised forecasts, we are satisfied that they represent the best estimates that could be reasonably made at this time.

Council Size

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

43 Croydon Borough Council currently has 70 members. At Stage One the Labour Party and the OMRLP, in its first option, both proposed retaining the current council size. The Conservatives and the OMRLP, in its second option, both proposed a council size of 72 and the Liberal Democrats proposed a council size of 69.

44 In our draft recommendations report we considered the size and distribution of the electorate, the geography and other characteristics of the area, together with the representations received. We concluded that the statutory criteria and the achievement of electoral equality would best be met by a council of 70 members.

45 At Stage Three, the Liberal Democrats and the OMRLP proposed a pattern of three-member wards, which would have implications for council

size, although neither submitted detailed warding arrangements. No other representations were received. We have therefore decided to confirm our draft recommendations for a council size of 70 as final.

Electoral Arrangements

46 As set out in our draft recommendations report, we carefully considered all the representations received at Stage One, including the borough-wide proposals from the Labour Party, the Conservatives, the Liberal Democrats and the OMRLP. We expressed gratitude for the positive approach taken by respondents who had each submitted detailed borough-wide proposals for change to the present electoral arrangements. From these representations some considerations emerged which helped to inform us when preparing our draft recommendations.

47 First, all respondents considered that there was little justification in moving away significantly from the current number of councillors for the borough. We concurred with this view and, as already indicated, propose retaining the present council size of 70 members.

48 Second, the current electoral arrangements provide for a mix of two- and three-member wards, with 16 wards represented by three councillors and 11 wards represented by two councillors. Of the five borough-wide submissions, only the OMRLP, in its first scheme, put forward proposals that were not based predominantly on a pattern of three-member wards throughout the borough. While the Conservatives, the Liberal Democrats and the OMRLP, in its second scheme, put forward a new warding structure based wholly on three-member wards, the Labour Party argued that two two-member wards were justified in the south-east corner of the borough covered by the existing wards of Fieldway and New Addington. We agreed with the local consensus view that there should be a pattern of predominantly three-member wards in Croydon although, as discussed later in this report, we were persuaded that there was a case for having two two-member wards in Fieldway and New Addington.

49 Third, we noted that there was a degree of consensus between the borough-wide submissions regarding ward boundaries in some areas. In certain areas, it was agreed that the existing warding arrangements reflected strong local communities and provided good electoral equality,

and that there should be no change or minimal change in these areas, including the wards of Bensham Manor, Broad Green, Coulsdon East, Waddon, West Thornton and Whitehorse Manor. In other areas, it was agreed that the existing warding arrangements failed to satisfactorily reflect local communities, including the wards of Beulah, Heathfield and Monks Orchard. We noted the arguments put to us about boundaries and the need to respect the interests and identities of communities in the borough. We tried to reflect such considerations in our draft recommendations where it would be consistent with our objective of electoral equality, although we noted that, in certain areas, there was no consensus locally on the precise boundary of such communities.

50 Finally, all five borough-wide schemes provided considerably improved electoral equality. Under the Labour Party's proposals, the number of wards where the number of electors per councillor varied by more than 5 per cent from the average for the borough would reduce from eight to one, under the Conservatives' proposals to one, the Liberal Democrats to five, the OMRLP, in its first option, to nought and, in its second option, to one. By 2003, the Labour Party's proposal would result in all wards varying by less than 5 per cent in 2003, the Conservatives' proposal would result in one, the Liberal Democrat's proposals would result in six, the OMRLP's first proposal would result in three and its second proposal would result in four wards varying by more than 5 per cent from the borough average.

51 In our draft recommendations report we sought to build on these proposals in order to put forward electoral arrangements which would achieve yet further improvements in electoral equality, while also seeking to reflect the statutory criteria. Where it existed, we sought to reflect the consensus among representations for warding arrangements in particular parts of the borough. Inevitably, we could not reflect the preferences of all of the respondents in our draft recommendations. Our draft recommendations reflected, in part, each of the borough-wide schemes, together with some further modifications.

52 We have reviewed our draft recommendations in the light of further evidence and the representations received during Stage Three, and note that our draft recommendations were broadly supported, with only few issues of note emerging. Having carefully considered all the representations received, we judge that modifications should be

made to a number of our proposed boundaries and ward names. The following areas, based on existing wards, are considered in turn:

- (a) Beulah, Norbury, Thornton Heath and Upper Norwood wards;
- (b) Bensham Manor, Broad Green and West Thornton wards;
- (c) Rylands, South Norwood, Whitehorse Manor and Woodside wards;
- (d) Addiscombe, Ashburton and Monks Orchard wards;
- (e) Fieldway and New Addington wards;
- (f) Heathfield, Selsdon and Spring Park wards;
- (g) Croham, Fairfield, Sanderstead and Waddon wards;
- (h) Coulsdon East, Kenley, Purley and Woodcote & Coulsdon West wards.

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

Beulah, Norbury, Thornton Heath and Upper Norwood wards

54 The wards of Beulah, Norbury, Thornton Heath and Upper Norwood are all situated in the north of the borough. Beulah and Upper Norwood wards are each represented by two members, while Norbury and Thornton Heath wards are each represented by three members. Under existing arrangements, the number of electors per councillor in Beulah, Norbury, Thornton Heath and Upper Norwood wards varies by 5 per cent, 9 per cent, 7 per cent and 9 per cent respectively from the borough average. This level of electoral equality is not expected to improve over the next five years.

55 In our draft recommendations report, we noted that there was broad agreement that Beulah ward should be divided between Norbury, Thornton Heath and Upper Norwood wards. On balance, we concluded that the Conservatives' proposals offered a better balance between electoral equality and the statutory criteria. However, in the interests of electoral equality, we departed from their proposals in relation to the eastern boundary of Upper Norwood and the northern boundary of Thornton Heath. Under our draft recommendations, the number of electors per councillor in Norbury and Upper Norwood wards would vary by 2 per cent

and 1 per cent from the borough average, while the number of electors per councillor in Thornton Heath ward would be equal to the average.

56 At Stage Three, the Labour Party broadly supported our proposals for Norbury ward, but proposed modifications to the boundaries of South Norwood, Thornton Heath and Upper Norwood wards in order to retain the area north of Church Road in Upper Norwood ward. Five respondents supported these proposals, while a further three residents proposed retaining the area between Harold Road and Church Road in Upper Norwood ward. Another resident proposed that Harold Road should be united in Upper Norwood ward.

57 The Conservatives broadly supported our draft recommendations for Norbury, Thornton Heath and Upper Norwood wards, but they proposed a minor boundary modification between the proposed Norbury and Upper Norwood wards, transferring electors from Golf Close and Willow Tree Way to Upper Norwood ward on the grounds that their nearest polling station is in Kensington Avenue. In addition, they proposed transferring Bigginwood Road and St Oswald's Road from the proposed Upper Norwood ward to the proposed Norbury ward and they proposed uniting Norbury Hill in Norbury ward, to better reflect the interests and identities of communities.

58 The Liberal Democrats opposed our proposal to combine part of Upper Norwood ward with South Norwood ward, and reiterated their Stage One proposals. The OMRLP supported our draft recommendations for this area, but proposed that Golf Close and Willow Tree Way should be included in Upper Norwood ward, as proposed by the Conservatives, with Beauchamp Road being combined with Thornton Heath ward.

59 Having given careful consideration to the representations received at Stage Three, we consider that the Conservatives' and the OMRLP's proposal to combine Golf Close and Willow Tree Way with Upper Norwood ward has merit, and we propose endorsing it. We consider that it would better reflect the interests of communities in the area and offer marginally improved electoral equality. We are also endorsing the Conservatives' proposal to unite Norbury Hill in Norbury ward, in the interests of better reflecting communities, although we have not been persuaded by their proposal to combine Bigginwood Road and St Oswald's Road with Norbury ward, as these two

roads appear to have strong community links with adjoining roads in Upper Norwood ward.

60 In addition, we propose that Harold Road should be wholly represented in Upper Norwood ward, as proposed by a local resident, which we consider would offer a better balance between electoral equality and the statutory criteria than our draft recommendations. However, we also propose including Ravensdale Gardens in Upper Norwood ward as it can only be accessed from Harold Road.

61 Elsewhere, we propose endorsing our draft recommendations as final. We are not endorsing the proposals put forward by three respondents to retain Church Road as the boundary between Upper Norwood and South Norwood wards, as the number of electors per councillor in Upper Norwood ward would vary by 9 per cent more than the borough average, while South Norwood ward would vary by 7 per cent less than the average. Similarly, we are not endorsing proposals put forward by the Labour Party and five respondents, regarding modifications to the boundaries between Upper Norwood, South Norwood and Thornton Heath wards. While we note that this proposal would utilise strong boundaries, it would result in high levels of electoral variance, with the number of electors in South Norwood, Thornton Heath and Upper Norwood wards varying by 8 per cent, 2 per cent and 12 per cent respectively. This level of electoral imbalance is projected to deteriorate further over the next five years, with the number of electors in South Norwood, Thornton Heath and Upper Norwood varying by 10 per cent, 6 per cent and 11 per cent respectively.

62 In addition, we are not adopting the Labour Party's and the OMRLP's proposed minor boundary modifications between Thornton Heath and Upper Norwood wards. We consider that the existing boundary, utilising Northwood Road, is strong and we are not persuaded that the alternative proposed by the Labour Party has equal merit. Also, we consider that Beauchamp Road has good community links with Spa Hill and The Lawns in Upper Norwood ward and we are not persuaded that it should be combined with Thornton Heath ward.

63 Under our final recommendations the number of electors per councillor in Norbury and Upper Norwood wards would vary by 2 per cent and 1 per cent from the borough average, while

Thornton Heath ward would be equal to the average. This level of electoral equality is projected to continue over the next five years.

Bensham Manor, Broad Green and West Thornton wards

64 The wards of Bensham Manor, Broad Green and West Thornton are situated in the north-west of the borough, and are each represented by three members. Under current arrangements, the number of electors per councillor varies by 5 per cent, 9 per cent and 2 per cent from the borough average in Bensham Manor, Broad Green and West Thornton wards respectively. This level of electoral equality is projected to improve during the next five years.

65 At Stage One, there was broad consensus for minimal change in this area. In our draft recommendations report, we proposed retaining Bensham Manor and West Thornton wards' existing warding arrangements, as proposed by the Conservatives, the Liberal Democrats and the OMRLP. In addition, we proposed adopting the Conservatives' and Labour Party's proposal to incorporate the area to the west of North End and north of Church Street in Broad Green ward, rather than in Fairfield ward as at present.

66 At Stage Three, the Labour Party fully supported our draft recommendations for Bensham Manor, Broad Green and West Thornton wards, subject to the proposed Broad Green ward being named West Croydon, to better reflect communities in this area. The Conservatives and the OMRLP also supported our draft recommendations for this area. In addition, the Conservatives stated that they were content with the proposed ward names.

67 A councillor supported our draft recommendations for Bensham Manor ward. One local resident supported the proposed boundary between Broad Green and Fairfield wards, while another resident argued that the community east of Tamworth Road has little affinity with Broad Green ward, and should be retained in Fairfield ward.

68 Having carefully considered the representations received during Stage Three, we note that our draft recommendations in this area have been broadly supported, and we are content to endorse them as final. We have not been persuaded to modify the boundary between Broad Green and Fairfield wards, and note that our proposed boundary has

been broadly endorsed at Stage Three. We have also not been persuaded to modify the name of the proposed Broad Green ward as there is little evidence that renaming this ward West Croydon would command local support.

69 Under our final recommendations, the number of electors in all three wards would vary by less than 5 per cent from the borough average. This level of electoral equality is projected to improve over the next five years, with the number of electors in all three wards being equal to the borough average.

Rylands, South Norwood, Whitehorse Manor and Woodside wards

70 Rylands and Woodside wards are each represented by two members, while South Norwood and Whitehorse Manor wards are each represented by three members. Under existing arrangements, the number of electors per councillor would vary by 14 per cent, 15 per cent, 10 per cent and 2 per cent from the borough average in Rylands, South Norwood, Whitehorse Manor and Woodside wards respectively. This level of electoral equality is not expected to improve over the next five years.

71 In our draft recommendations report, we noted that there was broad agreement between the schemes submitted at Stage One for future electoral arrangements in this area, including that the wards of Rylands and Woodside should be combined in a new Rylands & Woodside ward and that Whitehorse Manor's ward boundaries be largely retained, and we concurred with this view. We sought to reflect elements from each of the borough-wide schemes received, and proposed further minor boundary modifications in the interests of electoral equality. Under our draft recommendations, the number of electors per councillor in Rylands & Woodside, South Norwood and Whitehorse Manor wards would vary by 3 per cent, 1 per cent and 2 per cent from the borough average respectively.

72 At Stage Three, the Borough Council supported the proposed boundary between Rylands & Woodside and Ashburton wards. The Labour Party supported the proposed Rylands & Woodside, South Norwood and Whitehorse Manor wards but, as already indicated, it proposed modifying the boundary between South Norwood ward and Thornton Heath and Upper Norwood wards. The Labour Party's proposals were

supported by five respondents, with three residents proposing to retain the area between Harold Road and Church Road in Upper Norwood ward, and another resident proposing to unite Harold Road in Upper Norwood ward. The Labour Party also proposed transferring Coventry Road from Rylands & Woodside ward to South Norwood ward, to better reflect the interests and identities of communities. Also, while the Labour Party supported the proposed ward names for Rylands & Woodside and South Norwood wards, it proposed that Whitehorse Manor ward should be renamed Selhurst ward, on the grounds that this would better reflect the constituent communities. This proposal was supported by two councillors.

73 The Conservatives supported our proposals for Rylands & Woodside, South Norwood and Whitehorse Manor wards in their entirety. The Liberal Democrats opposed the proposed boundary between South Norwood and Upper Norwood wards, and reiterated their Stage One proposals. A councillor supported South Norwood's proposed ward boundaries with Rylands & Woodside and Whitehorse Manor wards. A local resident proposed that Coventry Road and contiguous roads should be transferred to South Norwood ward to better reflect community interests and improve electoral equality. The OMRLP suggested that the proposed Rylands & Woodside ward should be named Woodside ward, while one local resident put forward several alternative ward names for the proposed Rylands & Woodside ward.

74 Having carefully considered the representations received, we are content to substantially endorse our draft recommendations in this area as final. As indicated previously, we do not propose adopting the proposals put forward by the Labour Party and eight respondents in respect of modifications to South Norwood's ward boundaries. While we accept that there is some merit to these proposals and note that they utilise clearly defined boundaries, we have not been persuaded that they would represent a better balance between electoral equality and the statutory criteria and, in particular, we note that the level of electoral equality in this area would be adversely affected as a result.

75 However, on balance, we are persuaded that there is a case for modifying the boundary between Rylands & Woodside and South Norwood wards, as proposed by the Labour Party and a local resident. In particular, we note that this proposal would result in better electoral equality and utilise better boundaries. Also, in the light of evidence

received at Stage Three, we propose renaming Whitehorse Manor ward as Selhurst ward. We have been persuaded that this name would better reflect the constituent communities, which include Selhurst railway station and Selhurst Park, home to Crystal Palace and Wimbledon football clubs. In addition, we propose adopting Woodside as the ward name for the proposed ward comprising parts of the existing Rylands and Woodside wards, as proposed by the OMRLP and a local resident. We consider that this proposal better reflects the communities that comprise the ward and enjoys a degree of local support.

76 Under our final recommendations the number of electors per councillor in Selhurst, South Norwood and Woodside wards would vary by no more than 2 per cent from the borough average. This level of electoral equality is projected to remain constant over the next five years.

Addiscombe, Ashburton and Monks Orchard wards

77 The wards of Addiscombe, Ashburton and Monks Orchard extend from central Croydon to the boundary with the London borough of Bromley. Ashburton and Monks Orchard wards both return two councillors, while Addiscombe ward returns three councillors. Currently, while the number of electors per councillor varies by 2 per cent and 1 per cent from the borough average in Addiscombe and Ashburton wards, the number of electors per councillor in Monks Orchard ward varies by 27 per cent from the average. This level of electoral equality is expected to remain constant over the next five years.

78 In our draft recommendations report, we noted that there was broad agreement that parts of Monks Orchard ward be combined with adjoining wards, and that several of Addiscombe ward boundaries be retained. On balance, we were persuaded that the Labour Party's proposals for the area would offer the best balance between electoral equality and reflecting the interests and identities of communities in the area. In particular, we agreed that there was merit in combining the northern part of Monks Orchard ward with Ashburton ward, as there are good communication links between the two areas, which are joined by Long Lane and share access to Ashburton Playing Fields. We also considered that there was merit in combining the southern part of Monks Orchard ward with the northern part of Spring Park ward to form a new Shirley ward. We also endorsed the Labour Party's proposal to retain the majority of

the existing boundaries of Addiscombe and Ashburton wards.

79 However, we departed from the Labour Party's proposals in relation to the proposed Shirley ward. We proposed that the area bordered by Shirley Avenue should be included in the proposed Heathfield ward, as the area does not have any routes linking it with any part of the proposed Shirley ward. Under our draft recommendations, the number of electors per councillor would vary by 6 per cent, 2 per cent and 4 per cent from the borough average in Addiscombe, Ashburton and Shirley wards respectively.

80 At Stage Three, the Borough Council supported our draft recommendation to create a new Shirley ward, and the proposed retention of the majority of Addiscombe's ward boundaries. The Labour Party, the Conservatives and a local resident supported our draft recommendations for the proposed Addiscombe, Ashburton and Shirley wards. The OMRLP proposed that the boundary between Ashburton and Shirley wards should be modified to allow the whole of Tower View to be represented within Ashburton ward. One resident proposed transferring Edgewood Green and part of Orchard Avenue to Ashburton ward.

81 Canning & Clyde Road Residents' Association argued that Addiscombe ward should be divided into three single-member wards, but did not put forward any possible boundaries. Monks Orchard Residents' Association proposed that Monks Orchard ward should be retained and represented by three members, one more than at present, and expressed concern that our draft recommendations divide Tower View between two wards. One councillor supported our draft recommendations for Addiscombe ward.

82 Having carefully considered the representations received at Stage Three, we note that there is broad agreement between the Labour Party and the Conservatives regarding the boundaries of Addiscombe, Ashburton and Shirley wards. We also note that Shirley ward enjoys the support of the Council. We concur with this consensus, and are content to endorse our draft recommendations for this area, subject to two minor modifications. We consider that the OMRLP's proposal to unite West Way in Heathfield ward has merit. We also propose modifying the boundary between Ashburton and Shirley wards to reflect concerns expressed by the OMRLP and Monks Orchard Residents' Association, although in the interests of

electoral equality we propose including the whole of Tower View in Shirley ward, rather than in Ashburton ward, as proposed by the OMRLP.

83 We have also considered the Monks Orchard Residents' Association proposal to retain the existing boundaries of Monks Orchard ward, but to increase its representation by one, to three. However, we have not been persuaded that this proposal offers a better balance between electoral equality and the statutory criteria than our draft recommendations. In particular, we note that this proposal would result in the number of electors per councillor in Monks Orchard ward varying by 15 per cent from average, and that it would require substantial modifications to adjoining wards. We have also not been persuaded by Canning & Clyde Road Residents' Association's proposal to divide Addiscombe ward into three single-member wards.

84 Under our final recommendations, the number of electors per councillor in Addiscombe, Ashburton and Shirley wards would vary by 6 per cent, 2 per cent and 4 per cent from the borough average respectively. This level of electoral equality is projected to improve further over the next five years.

Fieldway and New Addington wards

85 Fieldway and New Addington wards are situated in the extreme south-eastern corner of the borough, adjoining the London borough of Bromley to the east, and Tandridge District Council to the south and south-west and is separated from the rest of Croydon by a significant area of open space. Fieldway ward is represented by two members and New Addington ward is represented by three members. Currently, the two wards have a high degree of electoral imbalance, with Fieldway and New Addington wards having 18 per cent and 17 per cent fewer electors per councillor than the borough average respectively. This level of electoral inequality is not expected to improve over the next five years.

86 At Stage One, the Labour Party and the OMRLP's first scheme proposed the Fieldway and New Addington area should be covered by two two-member wards, while the Conservatives, the Liberal Democrats and the OMRLP's second scheme proposed that New Addington ward and part of Fieldway ward should form a three-member ward, with the remainder of Fieldway ward being combined with part of the adjoining area in a three-member ward.

87 In our draft recommendations report, we carefully considered the arguments put forward and, on balance, were persuaded that the exceptional characteristics of this area justified departing from a pattern of entirely three-member wards throughout the borough. We concluded that Fieldway and New Addington wards are both parts of a single large community, and are “physically and socially isolated” from neighbouring communities. The combined electorate of 13,311 warrants only two two-member wards and, in our opinion, this can only be increased by combining this relatively isolated community with areas with which it has no geographical or community links. We concluded that these wards were very unusual in the context of London boroughs and other urban areas. Accordingly, in our judgement, taking account of geographical and community factors in the area, we considered that the best balance between electoral equality and the statutory criteria was to retain separate representation for this area. We proposed our own boundary between these two wards, in order to achieve a better balance between electoral equality and the statutory criteria than the proposals for two two-member wards put forward by the Labour Party and the OMRLP.

88 At Stage Three, the Borough Council, the Labour Party, Thornton Heath Labour Party, three councillors and three residents supported our draft recommendations for Fieldway and New Addington wards. New Addington Labour Party regretted the proposed reduction in the number of councillors for the wards, but supported our proposal to retain separate representation for the area. The Conservatives expressed “regret” that our draft recommendations proposed two two-member wards for Fieldway and New Addington, and proposed a minor boundary modification between the wards to utilise a clearer boundary. The Liberal Democrats argued that our proposals would “cause great difficulties” if the government were to introduce elections by thirds. The OMRLP argued that the borough should be served by a pattern of entirely three-member wards, and that the interests and identities of Fieldway and New Addington wards were not sufficiently diverse to justify two-member wards.

89 Having given careful consideration to the representations received at Stage Three, we are content to endorse our draft recommendations as final. While we note the concerns expressed by the Conservatives, Liberal Democrats and the OMRLP, we are not persuaded that they are sufficiently compelling to merit departing from our

draft recommendations in this area. We have also considered the Conservatives’ proposal to modify the ward boundary between Fieldway and New Addington, but note that this proposal would result in the number of electors per councillor in Fieldway ward varying by 7 per cent less than the borough average and New Addington ward varying by 13 per cent from the average.

90 Under our final recommendations the number of electors per councillor in Fieldway and New Addington wards would vary by 1 per cent and 7 per cent respectively. This level of electoral equality is expected to deteriorate marginally over the next five years, with the number of electors per councillor in Fieldway and New Addington wards varying by 5 per cent and 6 per cent respectively by 2003.

Heathfield, Selsdon and Spring Park wards

91 The wards of Selsdon and Spring Park are each represented by two members, while Heathfield ward is represented by three members. Under existing arrangements, there is considerable electoral inequality, with the number of electors per councillor varying by 6 per cent, 19 per cent and 19 per cent from the borough average in Heathfield, Selsdon and Spring Park wards respectively. This level of electoral inequality is not projected to improve over the next five years.

92 In our draft recommendations report, we noted that proposed warding arrangements in this area were influenced by the proposed ward boundaries in the Fieldway and New Addington area. However, there was broad agreement that Selsdon should be represented by three councillors, with minimal change to its existing ward boundaries. There was also agreement between the Labour Party and the Conservatives about the proposed boundary between Fairfield and Heathfield wards, and the division of Spring Park ward between Monks Orchard and Heathfield wards. On balance, we decided to endorse the Labour Party’s submission, which we considered would achieve the best balance between electoral equality and reflecting the interests and identities of communities in the area. However, we departed from the Labour Party’s proposals in relation to the proposed boundary between Heathfield and Shirley ward, as detailed earlier. Under our draft recommendations, the number of electors per councillor in Heathfield, Selsdon and Shirley wards would vary by 4 per cent, 1 per cent and 5 per cent from the borough average.

93 At Stage Three the Council supported the creation of a new Shirley ward. The Labour Party supported our draft recommendations for Shirley ward and broadly supported our proposed Heathfield and Selsdon wards. However, it proposed that the Monks Hill estate should be wholly contained in Heathfield ward and that, as a consequence, “an area north of Ballards Way” should be transferred from Heathfield ward to Selsdon ward. The Conservatives also proposed that the Monks Hill estate should be represented in a single ward, but they proposed combining the estate with Selsdon ward, with the area including Croham Valley Road and Chapel View being combined with Heathfield ward. The Conservatives also proposed transferring the area bounded by Shirley Avenue and the edge of Shirley Park Golf Course from Heathfield ward to Fairfield ward.

94 The OMRLP proposed that Ballards Way should be wholly represented in either Heathfield or Selsdon ward, and further proposed that the whole of the Monks Hill estate should be included in Selsdon ward. Heathfield Residents’ Association, Monks Hill Residents’ Association, Selsdon Residents’ Association and a resident opposed our proposal to divide the estate between Heathfield and Selsdon wards. Two local residents proposed that the Monks Hill estate should be wholly represented in Selsdon ward, with the area south of Coombe Lane being combined with Selsdon ward as a consequence. One of the residents also proposed an alternative name for Heathfield ward.

95 Having considered the representations received at Stage Three, we note that our draft recommendations for Shirley ward are supported by the Borough Council, the Labour Party and the Conservatives, and are therefore confirming the proposed Shirley ward as final, subject to the minor boundary modification between Shirley and Ashburton wards, as indicated previously. We also note the concern expressed by the majority of respondents regarding the division of the Monks Hill estate and, in the light of the evidence received at Stage Three, we propose that the estate should be represented in a single ward. We are persuaded that Monks Hill estate should continue to be represented in Heathfield ward, as it appears to have strong links with Forestdale. As a consequence, we propose combining the area south of Coombe Lane and west of Riesco Drive with Selsdon ward, as proposed by two residents, which also reflects the views of the Labour Party. This

further modification would result in improved electoral equality for both wards without adversely affecting community interests and identities.

96 In addition, we endorse the OMRLP’s proposal to transfer the eastern side of West Way to Heathfield ward, as detailed earlier, to better reflect communities. We also propose uniting Tower View in Shirley ward. However, we have not been persuaded by the Conservatives’ proposal to combine parts of the proposed Heathfield and Shirley wards with Fairfield ward as we do not consider that this would satisfactorily reflect the interests and identities of these diverse communities.

97 Under our final recommendations, the number of electors per councillor in Heathfield, Selsdon and Shirley wards would vary by 3 per cent, 6 per cent and 4 per cent from the borough average respectively. This level of electoral equality is projected to marginally improve over the next five years.

Croham, Fairfield, Sanderstead and Waddon wards

98 The wards of Croham, Fairfield, Sanderstead and Waddon cover an area from the commercial centre to the borough boundary with Tandridge district and the London borough of Sutton. Croham, Fairfield and Waddon wards are each represented by three members, while Sanderstead is represented by two members. Under existing arrangements, the number of electors per councillor varies by 6 per cent, 19 per cent, 22 per cent and 2 per cent from the borough average in Croham, Fairfield, Sanderstead and Waddon wards respectively.

99 In our draft recommendations report, we noted that there was broad agreement regarding several ward boundaries in this area, including that Waddon’s existing ward boundaries be largely retained, and we sought to build on this agreement. On balance, we endorsed the Labour Party’s proposals for revised ward boundaries in this area, as we considered they achieved the best balance between electoral equality and the statutory criteria. In addition, we noted that they reflected elements of other proposals.

100 While we proposed retaining the majority of ward boundaries in this area, we proposed that the area south of Coombe Lane and east of Birdhurst Road, in Fairfield ward, should be combined with Croham ward, while the area to the south-east of

Sanderstead station, currently in Croham ward, should be combined with Sanderstead ward. We also noted that there was little agreement in relation to ward names in the area covering Croham, Fairfield and Sanderstead wards, and we welcomed further views on this issue during Stage Three. Under our draft recommendations, the number of electors per councillor would vary by 3 per cent, 1 per cent and 4 per cent from the borough average in Croham, Fairfield and Sanderstead wards respectively. The number of electors per councillor in Waddon ward would be equal to the borough average.

¹⁰¹ At Stage Three, the Labour Party supported our proposed ward boundaries for Fairfield, Sanderstead and Waddon. However, it proposed that “some or all” of the area in Croham ward that would form part of the proposed Sanderstead ward should be retained in Croham ward. As a consequence, it proposed combining the “area around Croham Hurst Golf course” with Selsdon ward. The Conservatives proposed combining part of Heathfield ward with Fairfield ward, as indicated earlier, and they also proposed transferring Florence Road, Kendall Avenue and Edgar Road from Purley ward to Sanderstead ward to better reflect the interests and identities of communities.

¹⁰² The Liberal Democrats and the OMRLP proposed that the boundary between Croham and Fairfield wards should utilise Coombe Lane and the London to Brighton railway line. In addition, the OMRLP supported our draft recommendations for Fairfield and Waddon wards. A local resident opposed our proposal to transfer part of Fairfield ward into Broad Green ward.

¹⁰³ The Labour Party, the Liberal Democrats and a local resident proposed that Croham ward should be renamed South Croydon. However, this was opposed by the Conservatives and the OMRLP, which both supported retaining Croham as a ward name.

¹⁰⁴ We have carefully considered the representations received at Stage Three, and note that our draft recommendation for Waddon ward has achieved a relatively high degree of support, and are content to endorse our proposals as final. There was also a high level of support for our proposed Sanderstead ward, and we are content to endorse this proposal as final. While the proposed Sanderstead ward would have a relatively high electoral imbalance, with the number of electors per councillor varying

by 8 per cent from the borough average by 2003, we have not been persuaded that any further boundary modifications would achieve a better balance between electoral equality and the statutory criteria, neither have we been able to identify a modification which would give improved electoral equality. In particular, we note that the proposed Sanderstead ward utilises strong boundaries, including the London to Uckfield railway line, and Green Belt to the east.

¹⁰⁵ However, we propose making one boundary modification to our draft recommendations in this area. We have been persuaded to adopt the Liberal Democrats’ and the OMRLP’s proposal to combine the area bounded by Coombe Road and the London to Brighton railway line, currently in Fairfield ward, with Croham ward. We consider that this proposal would utilise stronger boundaries and better reflect communities than our draft recommendations, while achieving comparable electoral equality.

¹⁰⁶ We do not propose to endorse the Labour Party’s proposed boundary modification between Croham and Sanderstead. Our draft recommendations would unite Hook Hill and Briton Hill Road in a single ward and, in our judgement, would utilise a stronger boundary than the Labour Party’s proposals. Similarly, we are not persuaded that its proposal to combine the “area around Croham Hurst Golf course” with Heathfield ward achieves a better balance between electoral equality and the statutory criteria than our draft recommendations.

¹⁰⁷ In addition, as indicated earlier, we do not consider that the Conservatives’ proposals to combine parts of the proposed Heathfield and Shirley wards with Fairfield ward has merit. We have also considered their proposal to combine the area including Florence Road and Edgar Road with Sanderstead ward, but note that these roads have good communication links with Purley ward, while they are divided from Sanderstead ward by a railway line. Also, as indicated earlier, we are not endorsing a local resident’s proposal to modify the boundary between Fairfield and Broad Green wards given that our proposed boundary between the two wards enjoys the support of the majority of respondents.

¹⁰⁸ We have also considered the issue of ward names for this area, and note that no alternative ward names have been put forward for the

proposed Fairfield, Sanderstead and Waddon wards, and are therefore content to endorse these proposed ward names. However, there has been no such agreement regarding Croham ward. We have carefully considered the evidence put forward at Stage Three but, on balance, propose retaining the proposed ward name of Croham. While the Labour Party, the Liberal Democrats and a local resident proposed renaming this ward South Croydon ward, we have not been persuaded that this would necessarily reflect the communities contained in this ward, and consider that this name could be misleading.

¹⁰⁹ Under our final recommendations, the number of electors per councillor in Fairfield and Sanderstead wards would vary by 5 per cent and 3 per cent respectively from the average, while the number of electors per councillor in Croham and Waddon ward would equal the borough average. This level of electoral equality is projected to remain relatively constant over the next five years in Croham, Fairfield and Waddon wards, but would deteriorate in Sanderstead ward, as discussed earlier.

Coulsdon East, Kenley, Purley and Woodcote & Coulsdon West wards

¹¹⁰ Coulsdon East, Kenley, Purley and Woodcote & Coulsdon West wards all lie in the south-west of the borough. Coulsdon East, Purley and Woodcote & Coulsdon West wards are all represented by three members, while Kenley ward is represented by two members. Under the existing arrangements, the number of electors per councillor varies by 2 per cent, 4 per cent, 15 per cent and 15 per cent from the borough average in Coulsdon East, Kenley, Purley and Woodcote & Coulsdon West wards respectively.

¹¹¹ At Stage One, there was agreement that the existing boundary between Purley and Woodcote & Coulsdon West wards should be modified in the interests of electoral equality. However, there were differing views over the most appropriate boundary. The Labour Party, the OMRLP in its second proposal, and three Coulsdon residents proposed combining the Woodcote area with Purley. However, this was opposed by the Conservatives, the Liberal Democrats and the OMRLP in its first option, which all proposed that Woodcote should remain linked with Coulsdon West for warding purposes. On balance, we were persuaded by the arguments put forward by the Conservatives, the Liberal Democrats and the

OMRLP in its first option. In particular, we noted that Coulsdon West and Woodcote comprise similar housing and are linked by Woodcote Grove Road and Brighton Road. We therefore proposed that Woodcote should continue to be combined with Coulsdon West, on the boundaries proposed by the Liberal Democrats.

¹¹² We also endorsed the Liberal Democrats' and the OMRLP's proposed boundary between Purley and Kenley wards, on the grounds that this proposal would provide good electoral equality for the two wards, and continue to utilise the Brighton Road and the railway line as the boundary. This proposed warding arrangement was broadly similar to the Conservatives' proposals. There was broad agreement that the existing boundaries of Coulsdon East ward be retained, from all parties except the Labour Party, who proposed a minor boundary modification between Coulsdon East and Woodcote & Coulsdon West wards. We noted that the existing boundary follows the London to Brighton railway line and the Brighton Road, and is an effective community barrier. We concurred with this view, and therefore proposed retaining the existing ward boundaries of Coulsdon East. Under our draft recommendations, the number of electors per councillor would vary by 1 per cent, 2 per cent, 2 per cent and 2 per cent from the borough average in Coulsdon East, Kenley, Purley and Woodcote & Coulsdon West wards respectively.

¹¹³ At Stage Three, the Labour Party supported our draft recommendations for Coulsdon East and Kenley wards, but proposed that the Woodcote area should be combined with Purley, rather than Coulsdon West. It proposed that the whole of the Webb Estate, which includes the area between Woodcote Lane and Furze Lane, should form part of a new Purley & Woodcote ward. As a consequence, it proposed that the area bounded by Monahan Avenue, Purley Knoll and Brighton Road should be represented in a new Coulsdon West & Woodcote ward.

¹¹⁴ The Conservatives also supported our draft recommendations for Coulsdon East and Kenley wards, but they proposed uniting the Webb Estate in Woodcote & Coulsdon West ward. As a consequence, they proposed that the remainder of polling district 23A1, together with Chichester Drive, Downlands Road and Grovelands Road, should be included in Purley ward, and the area bounded by Brighton Road, Stoats Nest Road and the London to Brighton railway line should be

included in Coulsdon East ward. They also proposed a minor boundary change, with The Haven, in Old Lodge Lane, being combined with Kenley ward.

115 The Liberal Democrats proposed that the London to Brighton railway should form the boundary between Purley and Kenley wards, Woodcote Valley Road should be wholly contained in a new Coulsdon West ward and the Webb Estate should form part of a new Purley & Woodcote ward. The OMRLP supported our draft recommendations for the Kenley and Coulsdon areas. A local resident put forward proposals for three two-member wards for Purley and Woodcote & Coulsdon West.

116 Having carefully considered the representations received at Stage Three, we note that our draft recommendations for Purley and Woodcote & Coulsdon East wards have not achieved a high degree of local support. In the light of further evidence received, we consider that electors in Woodcote share a greater affinity with Purley than with Coulsdon West, despite the area currently forming part of Coulsdon West ward. We are persuaded that the Webb Estate should be entirely represented in Purley ward and, as a consequence, we propose that the area bounded by Banstead Road, Monahan Avenue and Brighton Road should be retained in Woodcote & Coulsdon West ward, reflecting the views of the majority of respondents. However, these proposals would result in the number of electors in Purley ward varying by 8 per cent from the average, and we have therefore looked at further boundary modifications in this area. On balance, we propose transferring the area south of St James' Road to Kenley ward to improve electoral equality. We also propose transferring The Haven, in Old Lodge Lane, from Coulsdon East ward to Kenley ward, as proposed by the Conservatives and a councillor, as it does not have any access routes to Coulsdon East ward.

117 We have not been persuaded by the Conservatives' proposals to modify the boundary between Woodcote & Coulsdon West and Coulsdon East and, in particular, we consider that these alternative boundaries would not be as strong as the existing boundary which utilises Brighton Road. These proposals would also result in marginally poorer levels of electoral equality. We also consider that the Conservatives' proposal to combine the area bounded by Sanderstead Road, Purley Oaks Road and railway lines with

Sanderstead ward does not reflect the interests and identities of local communities. We remain satisfied that the area has stronger links with Purley ward, and that the railway lines and Sanderstead Road form a strong boundary.

118 Under our final recommendations, the number of electors per councillor in Coulsdon East, Coulsdon West, Kenley and Purley wards would vary by 2 per cent, 2 per cent, 5 per cent and 5 per cent from the borough average respectively. This level of electoral equality is not projected to significantly change over the next five years.

Conclusions

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

- (a) Norbury Hill should be wholly represented in Norbury ward, as proposed by the Conservatives;
- (b) Harold Road should be united in Upper Norwood ward, as proposed by a local resident;
- (c) Golf Close and Willow Tree Way should be transferred to Upper Norwood ward, as proposed by the Conservatives and the OMRLP;
- (d) Coventry Road, St John's Street and St Mark's Street should be transferred to South Norwood ward, as proposed by the Labour Party;
- (e) Tower View should be united in Shirley ward, to reflect concerns expressed by the OMRLP and Monks Orchard Residents' Association;
- (f) West Way should be wholly represented in Heathfield ward, as proposed by the OMRLP;
- (g) the area south of Coombe Road and east of the London to Brighton railway line should be combined with Croham ward, as proposed by the Liberal Democrats and the OMRLP;
- (h) the area south of Coombe Lane and west of the junction with Ballards Way should be combined with Selsdon ward, and that the Monks Hill estate should be united in Heathfield ward, as proposed by the Labour Party;
- (i) the Webb Estate Conservation Area should be wholly represented in Purley ward, and that the area east of the Conservation Area and south of Banstead Road should be retained in Woodcote

& Coulsdon West ward, as proposed by the Labour Party. As a consequence, we propose Woodcote & Coulsdon West ward should be named Coulsdon West ward, to reflect the views of the Liberal Democrats;

- (j) the area south of St James' Road should be transferred from Purley ward to Kenley ward to improve electoral equality;
- (k) The Haven, in Old Lodge Lane, should be combined with Kenley ward, as proposed by the Conservatives and a councillor;
- (l) Whitehorse Manor ward should be named Selhurst, as proposed by the Labour Party and two councillors;
- (m) the proposed Rylands & Woodside ward should be named Woodside, as proposed by the OMRLP.

120 We conclude that, in Croydon:

- (a) there should be no change to the council size of 70 members;
- (b) there should be 24 wards, three less than at present;
- (c) the boundaries of 25 of the existing 27 wards should be modified.

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

122 As shown in Figure 4, our final recommendations for Croydon Borough Council would result in a reduction in the number of wards where the number of electors per councillor varies by more than 10 per cent from the borough average from 11 to none. This improved balance of representation is expected to remain constant over the next five years. Our final recommendations are set out in more detail in Figures 1 and 2, and illustrated on Map 2 and the large map at the back of this report.

Final Recommendation

Croydon Borough Council should comprise 70 councillors serving 24 wards, as detailed and named in Figures 1 and 2, and illustrated on the large map at the back of the report.

Figure 4 :
Comparison of Current and Recommended Electoral Arrangements

	1998 electorate		2003 forecast electorate	
	Current arrangements	Final recommendations	Current arrangements	Final recommendations
Number of councillors	70	70	70	70
Number of wards	27	24	27	24
Average number of electors per councillor	3,230	3,230	3,370	3,370
Number of wards with a variance more than 10 per cent from the average	11	0	11	0
Number of wards with a variance more than 20 per cent from the average	2	0	3	0

Map 2:
The Commission's Final Recommendations for Croydon



© Crown Copyright 1999

6. NEXT STEPS

¹²³ Having completed our review of electoral arrangements in Croydon and submitted our final recommendations to the Secretary of State, we have fulfilled our statutory obligation under the Local Government Act 1992.

¹²⁴ 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.

¹²⁵ All further correspondence concerning our recommendations and the matters discussed in this report should be addressed to:

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

APPENDIX A

Draft Recommendations for Croydon

Our final recommendations, detailed in Figures 1 and 2, differ from those we put forward as draft recommendations in respect of a number of wards where our draft proposals are set out below. The only other change from draft to final recommendations, which is not included in Figure A1, is that we propose to rename Whitehorse Manor ward as Selhurst and Woodcote & Coulsdon West ward as Coulsdon West. In addition, we propose that the new Rylands & Woodside ward should be named Woodside ward.

Figure A1:

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

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
1 Addiscombe	3	10,304	3,435	6	10,734	3,578	6
2 Ashburton	3	9,914	3,305	2	10,055	3,352	-1
3 Bensham Manor	3	9,248	3,083	-5	10,119	3,373	0
4 Broad Green	3	9,187	3,062	-5	10,076	3,359	0
5 Coulsdon East	3	9,496	3,165	-2	9,639	3,213	-5
6 Croham	3	9,284	3,095	-4	9,555	3,185	-5
7 Fairfield	3	9,608	3,203	-1	10,151	3,384	0
8 Fieldway	2	6,382	3,191	-1	7,056	3,528	5
9 Heathfield	3	9,274	3,091	-4	9,539	3,180	-6
10 Kenley	3	9,855	3,285	2	10,107	3,369	0
11 New Addington	2	6,929	3,465	7	7,111	3,556	6

continued overleaf

Figure A1 (continued):

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

Ward name	Number of councillors	Electorate (1998)	Number of electors per councillor	Variance from average %	Electorate (2003)	Number of electors per councillor	Variance from average %
12 Norbury	3	9,858	3,286	2	10,163	3,388	1
13 Purley	3	10,506	3,502	8	10,695	3,565	6
14 Rylands & Woodside	3	9,974	3,325	3	10,535	3,512	4
15 Sanderstead	3	9,391	3,130	-3	9,300	3,100	-8
16 Selsdon	3	9,793	3,264	1	10,175	3,392	1
17 Shirley	3	10,139	3,380	5	10,481	3,494	4
18 South Norwood	3	9,606	3,202	-1	10,123	3,374	0
19 Thornton Heath	3	9,655	3,218	0	10,150	3,383	0
20 Upper Norwood	3	9,560	3,187	-1	10,362	3,454	2
21 Waddon	3	9,655	3,218	0	10,071	3,357	0
22 West Thornton	3	9,467	3,156	-2	10,060	3,353	0
23 Whitehorse Manor	3	9,456	3,152	-2	9,965	3,322	-1
24 Woodcote & Coulsdon West	3	9,530	3,177	-2	9,662	3,221	-4
Totals	70	226,071	—	—	235,884	—	—
Averages	—	—	3,230	—	—	3,370	—

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

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

