

New electoral arrangements for Tandridge District Council Final Recommendations

October 2023

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A note on our mapping:

The maps shown in this report are for illustrative purposes only. Whilst best efforts have been made by our staff to ensure that the maps included in this report are representative of the boundaries described by the text, there may be slight variations between these maps and the large PDF map that accompanies this report, or the digital mapping supplied on our consultation portal. This is due to the way in which the final mapped products are produced. The reader should therefore refer to either the large PDF supplied with this report or the digital mapping for the true likeness of the boundaries intended. The boundaries as shown on either the large PDF map or the digital mapping should always appear identical.

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Introduction

Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament.¹ We are not part of government or any political party. We are accountable to Parliament through a committee of MPs chaired by the Speaker of the House of Commons. Our main role is to carry out electoral reviews of local authorities throughout England.

2 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
- Andrew Scallan CBE (Deputy Chair)
- Amanda Nobbs OBE
- Steve Robinson
- Liz Treacy
- Wallace Sampson OBE
- Jolyon Jackson CBE (Chief Executive)

What is an electoral review?

3 An electoral review examines and proposes new electoral arrangements for a local authority. A local authority's electoral arrangements decide:

- How many councillors are needed.
- How many wards or electoral divisions there should be, where their boundaries are and what they should be called.
- How many councillors should represent each ward or division.

4 When carrying out an electoral review the Commission has three main considerations:

- Improving electoral equality by equalising the number of electors that each councillor represents.
- Ensuring that the recommendations reflect community identity.
- Providing arrangements that support effective and convenient local government.

5 Our task is to strike the best balance between these three considerations when making our recommendations.

¹ Under the Local Democracy, Economic Development and Construction Act 2009.

6 More detail regarding the powers that we have, as well as the further guidance and information about electoral reviews and review process in general, can be found on our website at www.lgbce.org.uk

Why Tandridge?

7 We are conducting a review of Tandridge District Council ('the Council') as its last review was completed in 1998, and we are required to review the electoral arrangements of every council in England 'from time to time'.² Additionally, some councillors currently represent many more or fewer electors than others. We describe this as 'electoral inequality'. Our aim is to create 'electoral equality', where the number of electors per councillor is as even as possible, ideally within 10% of being exactly equal.

8 This electoral review is being carried out to ensure that:

- The wards in Tandridge are in the best possible places to help the Council carry out its responsibilities effectively.
- The number of electors represented by each councillor is approximately the same across the district.

Our proposals for Tandridge

9 Tandridge should be represented by 43 councillors, one more there is now.

10 Tandridge should have 18 wards, two fewer than there are now.

11 The boundaries of 10 wards should change; 10 will stay the same.

12 We have now finalised our recommendations for electoral arrangements for Tandridge.

How will the recommendations affect you?

13 The recommendations will determine how many councillors will serve on the Council. They will also decide which ward you vote in, which other communities are in that ward, and, in some cases, which parish council ward you vote in. Your ward name may also change.

14 Our recommendations cannot affect the external boundaries of the district or result in changes to postcodes. They do not take into account parliamentary constituency boundaries. The recommendations will not have an effect on local

² Local Democracy, Economic Development & Construction Act 2009 paragraph 56(1).

taxes, house prices, or car and house insurance premiums and we are not able to take into account any representations which are based on these issues.

Review timetable

15 We wrote to the Council to ask its views on the appropriate number of councillors for Tandridge. We then held two periods of consultation with the public on warding patterns for the district. The submissions received during consultation have informed our final recommendations.

16 The review was conducted as follows:

Stage starts	Description
13 December 2022	Number of councillors decided
10 January 2023	Start of consultation seeking views on new wards
20 March 2023	End of consultation; we began analysing submissions and forming draft recommendations
30 May 2023	Publication of draft recommendations; start of second consultation
7 August 2023	End of consultation; we began analysing submissions and forming final recommendations
31 October 2023	Publication of final recommendations

Analysis and final recommendations

17 Legislation³ states that our recommendations should not be based only on how many electors⁴ there are now, but also on how many there are likely to be in the five years after the publication of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for our wards.

18 In reality, we are unlikely to be able to create wards with exactly the same number of electors in each; we have to be flexible. However, we try to keep the number of electors represented by each councillor as close to the average for the council as possible.

19 We work out the average number of electors per councillor for each individual local authority by dividing the electorate by the number of councillors, as shown on the table below.

	2023	2028
Electorate of Tandridge	65,461	71,076
Number of councillors	43	43
Average number of electors per councillor	1,522	1,653

20 When the number of electors per councillor in a ward is within 10% of the average for the authority, we refer to the ward as having 'good electoral equality'. All of our proposed wards for Tandridge are forecast to have good electoral equality by 2028.

Submissions received

21 See Appendix C for details of the submissions received. All submissions may be viewed on our website at www.lgbce.org.uk

Electorate figures

22 The Council submitted electorate forecasts for 2028, a period five years on from the scheduled publication of our final recommendations in 2023. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 9% by 2028.

23 We received no significant new comments on electorate forecasts during the consultation on the draft recommendations. We considered the information provided

³ Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

⁴ Electors refers to the number of people registered to vote, not the whole adult population.

by the Council and are satisfied that the projected figures are the best available at the present time. We have used these figures to produce our final recommendations.

Number of councillors

24 Tandridge District Council currently has 42 councillors. We received a number of submissions for alternative council sizes. The Conservative Group proposed a council size of 39, but provided very limited evidence to support this suggestion. The Liberal Democrat Group proposed a reduction to 36, but this was principally predicated on a comparison of councillor-elect ratios with other Surrey districts. The Independents & OLRG [Oxted & Limpsfield Residents' Group] Alliance Group and Independent Group both proposed a retention of 42 councillors, arguing that a reduction would be detrimental to the running of the Council.

25 Although a range of Council sizes were proposed, there was limited supporting evidence. On balance, we were not persuaded to change council size and invited proposals for new patterns of wards that would be represented by 42 councillors.

26 As Tandridge Council elects by thirds (meaning it has elections in three out of every four years) there is a presumption in legislation⁵ that the Council have a uniform pattern of three-councillor wards. In each review of local authorities that elect by thirds, we will aim to deliver a pattern of three-member wards. However, in all cases this consideration will not take precedence over our other statutory criteria, and we will not recommend uniform patterns in the number of councillors per ward or division if, in our view or as is shown in evidence provided to us, it is not compatible with our other statutory criteria.

27 We received no significant comments about the number of councillors in response to our consultation on warding patterns. There was some limited support and objections to the three-councillor wards, but no significant new evidence. We therefore based our draft recommendations on a 42-councillor council.

28 In response to the draft recommendations there were significant objections to our proposals, particularly in the northern area where we moved away from the existing mixed pattern of wards to predominantly three-councillor wards. Respondents argued that the presumption towards three-councillor wards appeared to have taken precedence over the other statutory criteria – particularly over community identity and effective and convenient local government. Respondents argued that the draft recommendations divided a number of parishes while combining areas that had limited connections, both physically and in terms of community, particularly around Chaldon, Caterham on the Hill, Caterham Valley and Whyteleafe parishes, but also Limpsfield, Tatsfield and Dormansland & Felbridge.

⁵ Schedule 2 to the Local Democracy, Economic Development & Construction Act 2009 paragraph 2(3)(d) and paragraph 2(5)(c).

29 In addition, some respondents argued that the north of the district was not allocated sufficient councillors. They argued that this would worsen over time as future development was more likely in the urban north than the rural south, much of which is greenbelt. Respondents suggested transferring a councillor from the south or adding an additional councillor to the north.

30 We have given careful consideration to the evidence received. We note the concerns about the north/south allocation and while it is the case that the draft recommendations moved away from the existing allocation, this was to accommodate a three-councillor pattern in the majority of the council area. In addition, we note that while the north was under-represented compared to the existing wards, it was still within acceptable levels. However, when taken into account with the concerns that the creation of a number of three-member wards (discussed in detail further in this report), we propose moving away from the draft recommendations. We note that there was not agreement on an allocation, with some respondents suggesting transferring a councillor from the south to the north, while others proposed an additional councillor for the north. We have concluded that the best solution is adding an additional councillor to the north. This enables us to revert to the majority of the existing wards for the north, with the exception of Caterham-on-the-Hill, which in line with suggestions from some respondents we propose dividing into two three-councillor wards. It also minimises disruption to the proposals in the south, where our view is that a three-councillor pattern provides for the best reflection of all of our statutory criteria.

31 As a result, Council size will increase from 42 to 43. We consider this can be justified to secure a stronger warding pattern across the district.

Ward boundaries consultation

32 We received 37 submissions in response to our consultation on ward boundaries. These included district-wide proposals from the Conservative Group and a resident. The Independents & OLRG Alliance provided a partial scheme. The Liberal Democrat Group did not put forward specific ward boundaries but rather provided information on 'natural communities and [...] natural boundaries' that it thought should be reflected.

33 We noted that with the exception of the Conservative Group, these proposals were not based on a uniform pattern of three-councillor wards. However, as stated in paragraph 26, in each review of local authorities that elect by thirds, we aim to deliver a pattern of three-member wards.

34 We noted that the Conservative Group proposals, while providing a uniform pattern of three-councillor wards with generally good levels of electoral equality,

divided a large number of the smaller more rural parishes. The Group provided limited evidence to support this.

35 Our draft recommendations were based on elements of the proposals we received and also take into account local evidence that we received, which provided further evidence of community links and locally recognised boundaries. In some areas we considered that the proposals did not provide for the best balance between our statutory criteria and the presumption of a uniform pattern of three-member wards so we identified alternative boundaries.

36 Our draft recommendations were for 13 three-councillor wards, one two-councillor ward and one single-councillor ward. We considered that our draft recommendations would provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

Draft recommendations consultation

37 We received 226 submissions during consultation on our draft recommendations. Caterham Hill Conservative Branch ('Caterham Hill Conservatives'), East Surrey Conservative Association ('East Surrey Conservatives'), East Surrey Labour Party ('East Surrey Labour'), Tandridge District Council Liberal Democrat Group ('the Liberal Democrat Group') and Tandridge District Council Independent Group ('the Independent Group') put forward district-wide comments. There were also district-wide comments from Surrey County Councillors McIntosh, Steeds, Rush & Webster ('the Conservative County Councillors for Tandridge') and a number of members of the public. These responses included significant objections to the draft recommendation in the Chaldon, Caterham and Whyteleafe areas. There were also significant objections to the creation of three-councillor Dormansland & Felbridge and Limpsfield & Tatsfield wards. The remaining submissions put forward localised comments, the majority of which provided objections to the areas named above.

38 As stated in the 'Number of councillors' section, above, respondents argued that the presumption towards three-councillor wards appeared to have taken precedence over the other statutory criteria – particularly over community identity and effective and convenient local government. They argued that the draft recommendations divided a number of parishes while combining areas that had limited connections, both physically and in terms of community, particularly around Chaldon, Caterham-on-the-Hill, Caterham Valley and Whyteleafe parishes. Respondents also argued that Tatsfield and Felbridge parishes had limited or no links to Limpsfield and Dormansland parishes, respectively.

39 A number of respondents proposed small changes that would result in unviable parish wards and provided limited supporting evidence. We do not propose adopting such changes.

40 We have given careful consideration to the evidence received and acknowledge that the draft recommendations divided a number of parishes, as well as linking areas with limited links, albeit while securing a predominantly three-councillor pattern. We note that some respondents argued that if we could be persuaded to put Woldingham in a single-councillor ward, similar arguments could be applied to other areas. As noted previously, our presumption towards three-councillor wards does not take precedence over our other statutory criteria, and we will not recommend uniform patterns in the number of councillors per ward or division if, in our view or as is shown in evidence provided to us, it is not compatible with our other statutory criteria. Our view is that we have received compelling evidence that has persuaded us to move away from the draft recommendations in a number of areas of the district, resulting in a more mixed warding pattern.

Final recommendations

41 Our final recommendations are for 10 three-councillor wards, five two-councillor wards and three one-councillor wards. We consider that our final recommendations will provide for good electoral equality while reflecting community identities and interests where we received such evidence during consultation.

42 Our final recommendations are based on the draft recommendations but with a move to a more mixed warding pattern in the north of the district.

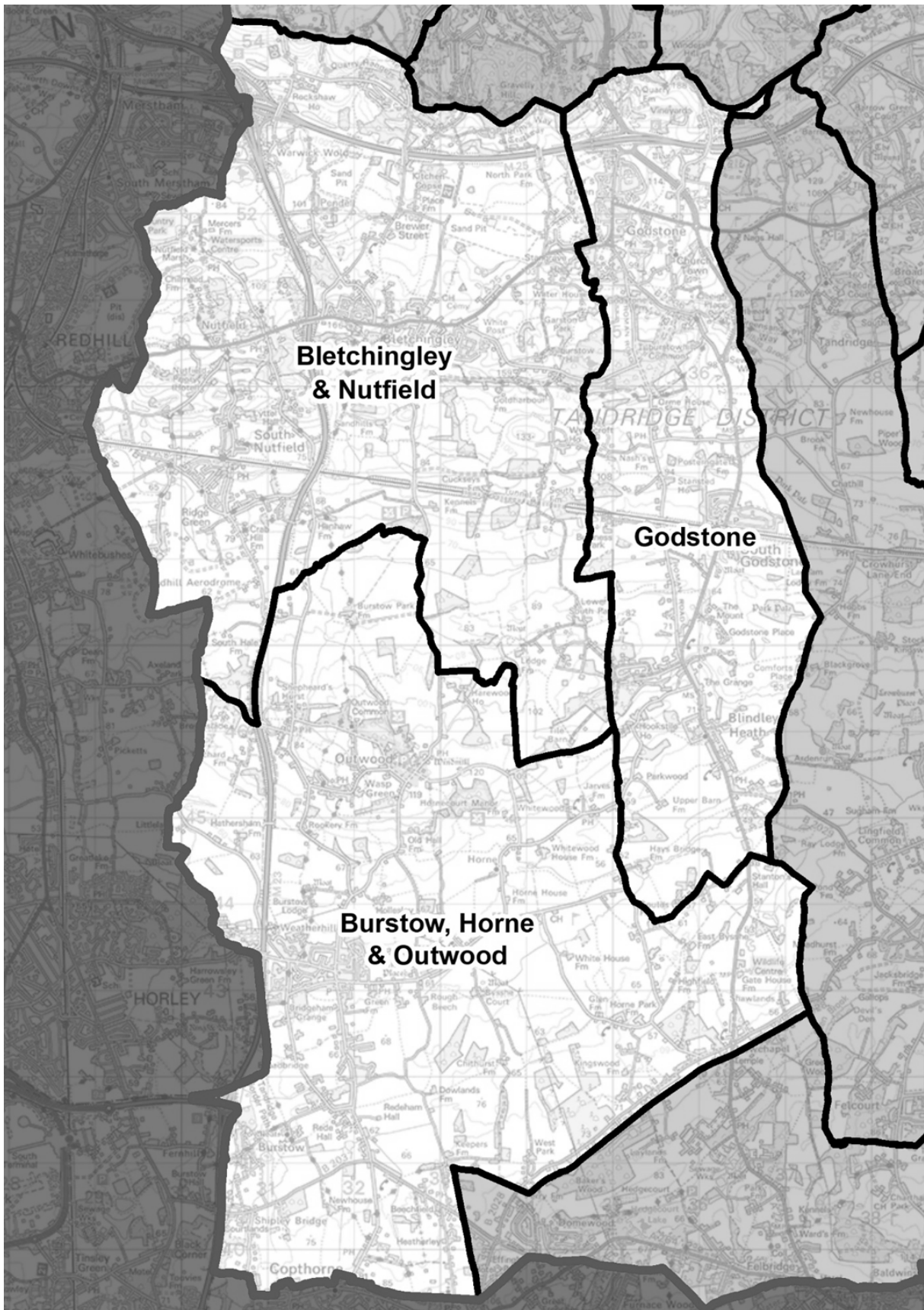
43 The tables and maps on pages 10–26 detail our final recommendations for each area of Tandridge. They detail how the proposed warding arrangements reflect the three statutory⁶ criteria of:

- Equality of representation.
- Reflecting community interests and identities.
- Providing for effective and convenient local government.

44 A summary of our proposed new wards is set out in the table starting on page 33 and on the large map accompanying this report.

⁶ Local Democracy, Economic Development and Construction Act 2009.

South West



Ward name	Number of councillors	Variance 2028
Bletchingley & Nutfield	3	-2%
Burstow, Horne & Outwood	3	6%
Godstone	3	-1%

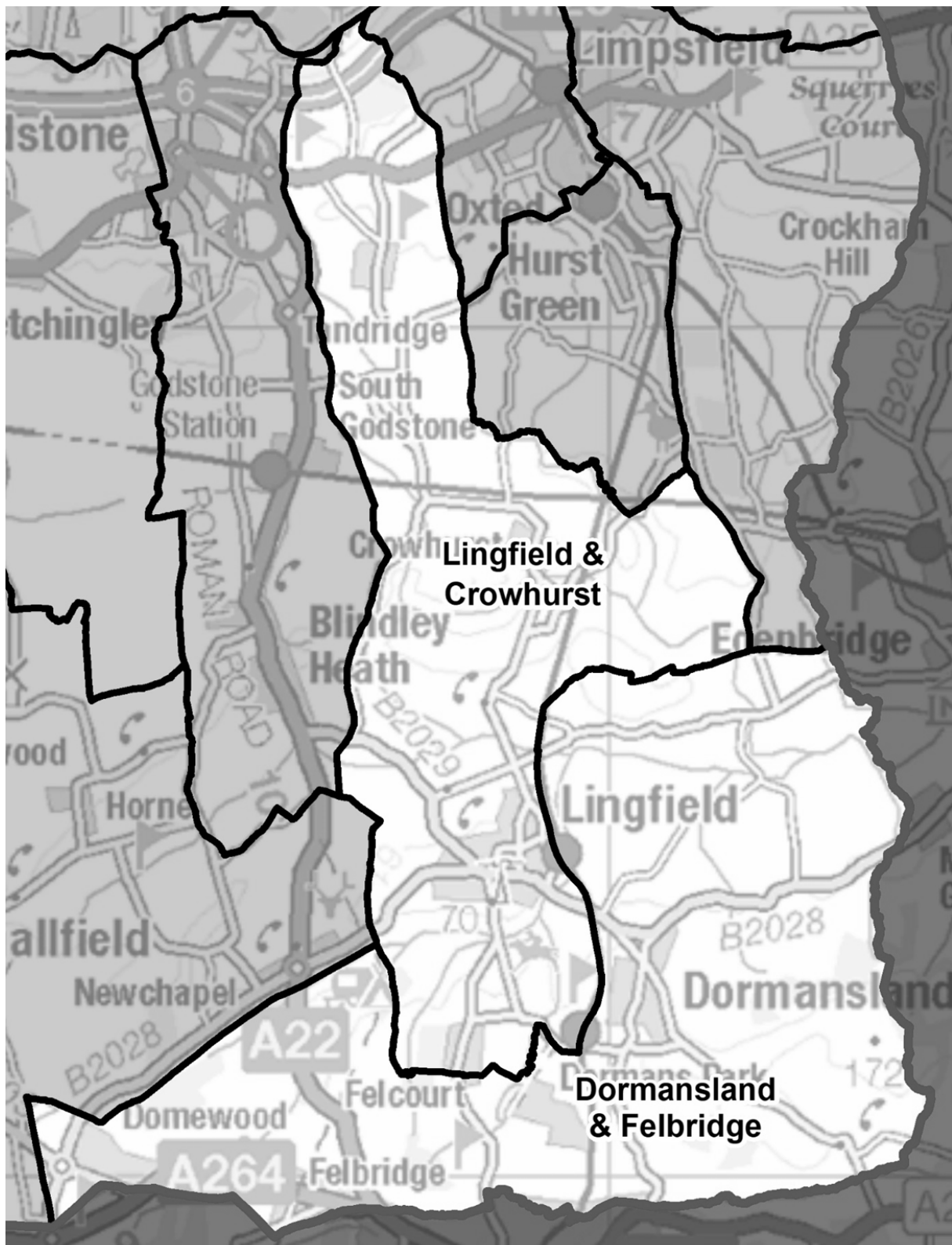
Bletchingley & Nutfield, Burstow, Horne & Outwood and Godstone

45 In response to the draft recommendations, we received general support for the proposals for these wards, including many of those putting forward district-wide comments (identified in the Draft recommendations consultation section, above), while others provided no comment on this area. Councillor Windsor expressed general support for Bletchingley & Nutfield ward.

46 As discussed in the South East section (below), a number of respondents suggested moving a small part of Felbridge parish to Burstow, Horne & Outwood ward to improve electoral equality in a single-councillor Felbridge ward. However, as discussed in that section, we have rejected this suggestion.

47 As a result, and given the general support for our draft recommendation for these wards, we are confirming them as final. The three-councillor Bletchingley & Nutfield, Burstow, Horne & Outwood and Godstone wards would have 2% fewer, 6% more and 1% fewer electors than the district average by 2028, respectively.

South East



Ward name	Number of councillors	Variance 2028
Dormansland & Felbridge	3	-3%
Lingfield & Crowhurst	3	-5%

Dormansland & Felbridge and Lingfield & Crowhurst

48 In response to the draft recommendations, we received significant objections to our draft recommendations in this area, particularly the proposal to join Dormansland and Felbridge parishes in a three-councillor ward.

49 Felbridge Parish Council proposed the retention of the existing single-councillor Felbridge ward. It put forward detailed evidence as to why it should not be linked to Dormansland parish, providing arguments relating to a lack of shared community interests and a concern that residents' needs and concerns would not be met in a ward with three councillors. They argued that a variance of 16% (under a 42-member Council, but 18% under our proposed 43-member Council) was 'not excessively higher' than other areas and could be justified. They added that if this level of electoral equality was not acceptable then a small area to the west of the parish could be transferred out of the parish to improve the variance. East Surrey Labour proposed transferring a slightly different area to Burstow, Horne & Outwood ward.

50 Dormansland Parish Council also supported the retention of the existing single-councillor Felbridge ward and a two-councillor Dormansland ward, comprising just Dormansland parish. It acknowledged that Felcourt parish ward of Lingfield parish is best placed with the remainder of Lingfield parish.

51 The Independent Group, Conservative County Councillors for Tandridge, Councillor Moore, Councillor White and a number of members of the public also supported the retention of the existing single-councillor Felbridge ward and a two-councillor Dormansland ward. Respondents put forward a range of arguments, including a lack of direct road links between the parishes, the fact that Felbridge looks to East Grinstead, rather than Dormansland, and that the ward covers a large area. They were also concerned that the specific needs of the respective areas would be diluted in a larger ward. A number of respondents argued that if a single-councillor ward could be justified for Woldingham then given similar concerns, it could be justified for Felbridge. It was also suggested that Dormansland has better links to Lingfield.

52 The majority of the respondents who put forward district-wide comments argued that the Lingfield & Crowhurst and Oxted area is over-represented and could lose a councillor, to be transferred to the northern area. Some of these respondents specifically proposed the retention of the existing two-councillor Lingfield & Crowhurst ward, arguing that Tandridge parish could be retained in an Oxted ward. They also argued that this would avoid Tandridge parish being in a ward dominated by Crowhurst and Lingfield parishes.

53 We have given careful consideration to the evidence received. We note the strong opposition to our proposals for a three-councillor Dormansland & Felbridge ward, including good evidence as to why these parishes should not be in the same

ward. We note that much of this argument refreshes arguments considered as part of the deliberation on the draft recommendations. While we acknowledge these concerns and the comparisons with issues around community in Woldingham, we remain concerned about the poor level of electoral equality that would result from a single-councillor Felbridge ward. As discussed above, given our proposal to increase council size to 43, a single-councillor Felbridge ward would have 18% more electors than the district average by 2028. We note the suggestion of transferring a small area of around 100 electors from Felbridge parish to Burstow, Horne & Outwood ward, although there was not agreement specifically which area could be transferred. While this would improve electoral equality in Felbridge, we do not consider that dividing this small area would provide for effective and convenient local government.

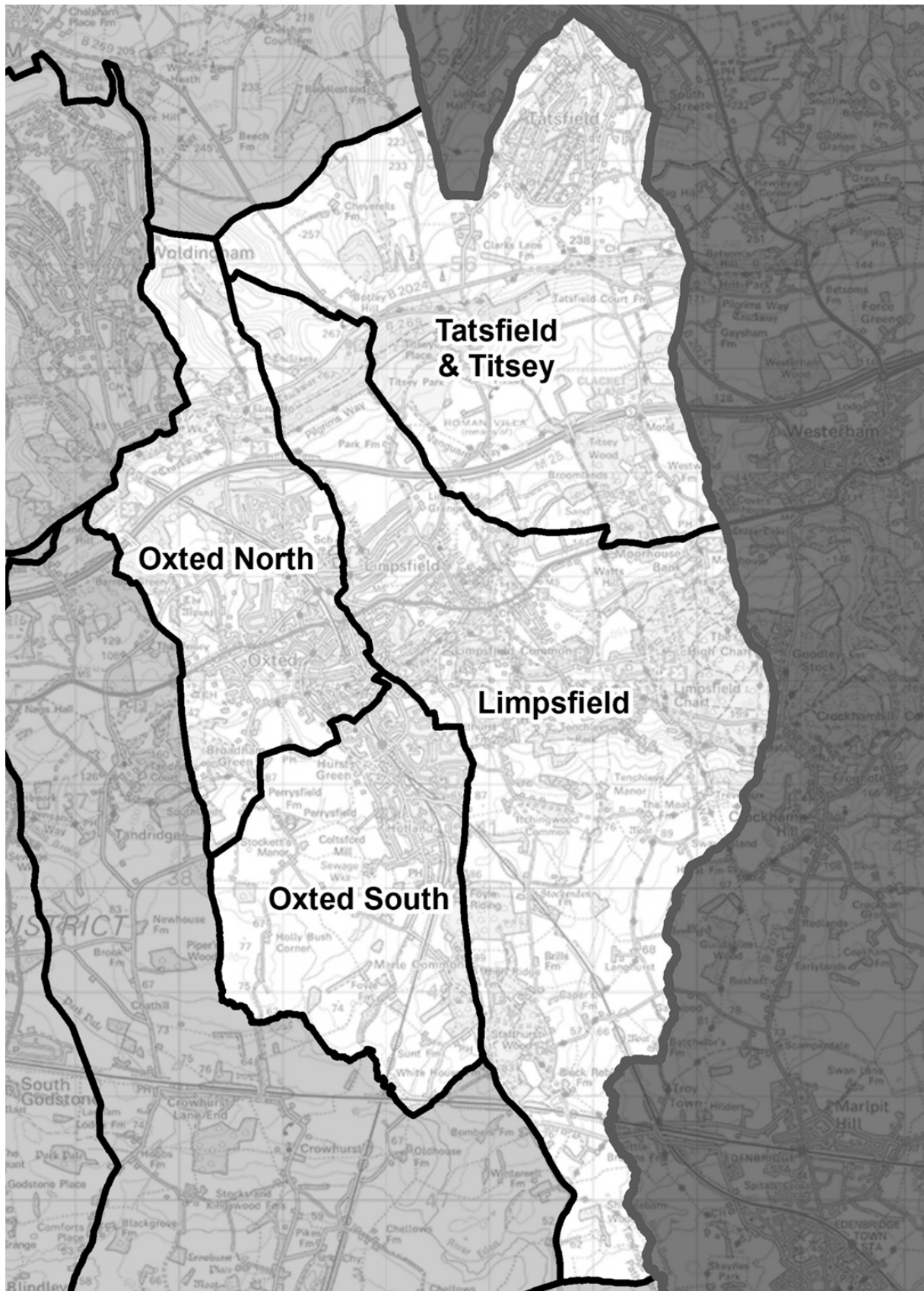
54 In addition, a two-councillor Dormansland ward, less Felcourt parish ward of Lingfield parish, would have 13% fewer electors than the district average by 2028. If Felcourt parish ward was retained in Dormansland, it would improve the variance there but worsen it in the adjacent three-councillor Lingfield & Crowhurst ward to 16% fewer electors than the borough average. We are of the view that this level of electoral inequality has not been justified by the evidence provided. The only way to resolve this level of electoral inequality would be to reduce Lingfield & Crowhurst ward to two councillors and transfer Tandridge parish to an Oxted ward. While we note that some respondents suggested this, we consider that the evidence for doing so was not as strong as in other areas, particularly as it would move away from the three-councillor pattern, in Lingfield & Crowhurst, Felbridge and Dormansland. It would also separate Felcourt parish ward from Crowhurst parish, which Dormansland Parish Council stated is 'logical' to put in a ward with the remainder of Crowhurst parish.

55 On balance, given need to either accept a variance of 18% in retaining the existing Felbridge ward, or the creation of a small parish ward with all the knock-on effects described above, including the loss of a three-councillor warding pattern, we do not propose amending our draft recommendations here. While comparisons may be made to our single-councillor proposals for Woldingham, Chaldon and Tatsfield & Titsey wards (discussed below), these are possible while also securing good electoral equality and not impacting the warding pattern in a wider area. We are therefore retaining a three-councillor Dormansland & Felbridge ward.

56 We note the arguments for reverting to a two-councillor Lingfield & Crowhurst ward, but do not consider there to be compelling evidence to do so. As discussed in the 'Number of councillors' section (above), we are addressing concerns about the north-south allocation of councillors by adding a councillor to the north, rather than removing one from the south. We are therefore retaining a three-councillor Lingfield & Crowhurst ward.

57 Our three-councillor Dormansland & Felbridge and Lingfield & Crowhurst wards would have 3% fewer and 5% fewer electors than the district average by 2028, respectively.

East



Ward name	Number of councillors	Variance 2028
Limpsfield	2	-6%
Oxted North	3	-6%
Oxted South	3	-2%
Tatsfield & Titsey	1	3%

Limpsfield, Oxted North, Oxted South and Tatsfield & Titsey

58 In response to the draft recommendations, we received significant objections to the proposals for a three-councillor Limpsfield & Tatsfield ward. Limpsfield and Tatsfield parish councils, as well as a number of the respondents who put forward district-wide comments, objected to a three-councillor ward combining Limpsfield parish with Tatsfield and Titsey parishes. Tandridge District Council Residents' Alliance, Councillor Allen, Councillor Windsor, Parish Councillor Pinchin, Parish Councillor Moore and more than 80 members of the public also objected to this ward.

59 Respondents put forward a range of information including concern that the larger Limpsfield would dominate the ward and that they are geographically distinct areas, with Limpsfield looking to Oxted for some services, while Tatsfield looks out of the district to Biggin Hill. In addition, a number of respondents argued that if a single-councillor ward could be justified for Woldingham then, given similar concerns, it could be justified for Tatsfield. They also argued that the presumption towards three-councillor wards appeared to have taken precedence over the other statutory criteria – particularly over community identity and effective and convenient local government.

60 As stated in the 'South East' section above, a number of respondents argued that Tandridge parish should be retained in an Oxted ward, while reducing Lingfield & Crowhurst ward to two-councillors. However, as discussed in that section, given the presumption for three-councillor wards we do not consider there to be compelling evidence to move away from a three-councillor Lingfield & Crowhurst ward. We are therefore retaining Tandridge parish in this ward.

61 A member of the public re-submitted their original proposal to combine Tatsfield and Titsey parishes in a two-councillor ward with Woldingham and Chelsham & Farleigh. We rejected this proposal as part of our draft recommendations and note that they did not provide any significant new evidence this time. We have therefore not adopted this proposal as part of our final recommendations.

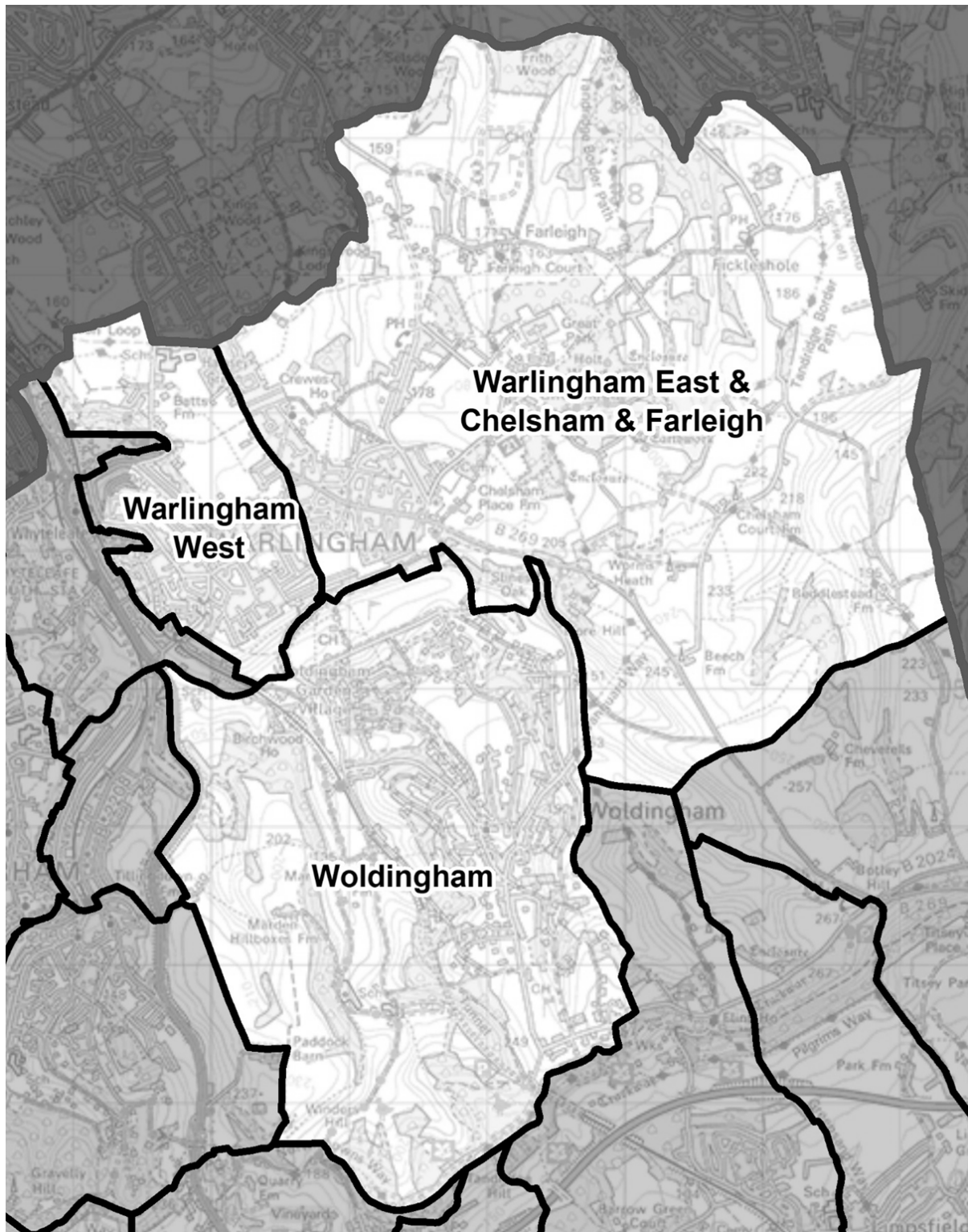
62 One member of the public stated that Oxted North ward should be named Oxted, while Oxted South should be named Hurst Green.

63 We have given careful consideration to the evidence received about our Limpsfield & Tatsfield ward, noting the strong objections. In our view, respondents have provided compelling evidence, similar to that which persuaded us to move away from a three-councillor pattern to create a single-councillor Woldingham ward. We consider that the evidence provided to us has demonstrated that a three-councillor ward in this area would not be compatible with our other statutory criteria. Our view following our visit, and on considering the evidence, is that local community interests and convenient and effective local government would be undermined by a three-councillor pattern in this area. On balance, we therefore consider there to be sufficient evidence to move away from the three-councillor pattern here, particularly as we are also able to reflect this evidence while providing for good electoral equality which, as noted above, is a key point of difference with areas further south. We are therefore reverting to the existing single-councillor Tatsfield & Titsey ward and two-councillor Limpsfield ward as part of our final recommendations.

64 In light of our decision to retain Tandridge in Lingfield & Crowhurst ward, we are confirming the three-councillor Oxted North and Oxted South wards as final. We note the proposed name changes from a member of the public, but received no other comments along these lines, so are retaining the proposed ward names.

65 Our final recommendations are for single-councillor Tatsfield & Titsey, two-councillor Limpsfield and three-councillor Oxted North and Oxted South wards, with 3% more, 6% fewer, 6% fewer and 2% fewer electors than the district average by 2028, respectively.

North East



Ward name	Number of councillors	Variance 2028
Warlingham East & Chelsham & Farleigh	3	-5%
Warlingham West	2	4%
Woldingham	1	3%

Warlingham East & Chelsham & Farleigh, Warlingham West and Woldingham

66 In response to the draft recommendations we received some support for a single-councillor Woldingham wards, including from the majority of those putting forward district-wide comments (identified in the Draft recommendations consultation section, above), as well as a number of members of the public. Respondents also argued that if a single-councillor Woldingham ward could be justified, then as noted elsewhere in this report, so could single-councillor Chaldon and Tatsfield & Titsey wards.

67 We received objections to our draft recommendation to alter the boundary between our two-councillor Warlingham East & Chelsham & Farleigh and three-councillor Warlingham West wards, with suggestions that it should revert back to a version of the existing wards. Councillor Windsor expressed support for the existing ward. There was also some limited support for a modified version of the draft recommendations.

68 Warlingham Parish Council and the five district councillors for Warlingham – Councillors Bloore, Chotai, Patel, Prew and Pursehouse (joint submission) – argued that the area around Godstone Road should not be included in a Warlingham ward as they are part of Whyteleafe and very different from the hilly Warlingham. They did, however, acknowledge that the area to the east of the Upper Warlingham railway line has good links into Warlingham, including around Hillbury Road, Westhall Road, Court Farm Road and Stuart Road (to the south). They also expressed support for the existing boundary between the Warlingham wards, along Limpsfield Road. They argued that the draft recommendations had moved off the identifiable boundary of Limpsfield Road and also divided All Saints Church, Warlingham Sports Club and Hamsey Green Recreation Ground from the houses directly next to them.

69 Whyteleafe Village Council put forward similar arguments about the Godstone Road area, also supporting the inclusion of the Hillbury Road and Stuart Road areas in a Warlingham ward. A number of the respondents putting forward district-wide comments also made similar arguments, particularly around the need to retain the Godstone Road area in a Whyteleafe ward. The Liberal Democrat Group supported the argument that Limpsfield Road is a stronger boundary in Warlingham, while also supporting the inclusion of the Hillbury Road and Stuart Road area in Warlingham.

70 We have given careful consideration to the evidence received. We note some limited support and a lack of objections to our single-councillor Woldingham ward. When considered with the strong evidence received during the first consultation stage, we are confirming this ward as final.

71 We note the significant objections to the inclusion of part of Whyteleafe parish in our Warlingham West ward. Respondents put forward compelling evidence as to why much of the area we included, particularly around Godstone Road, should not

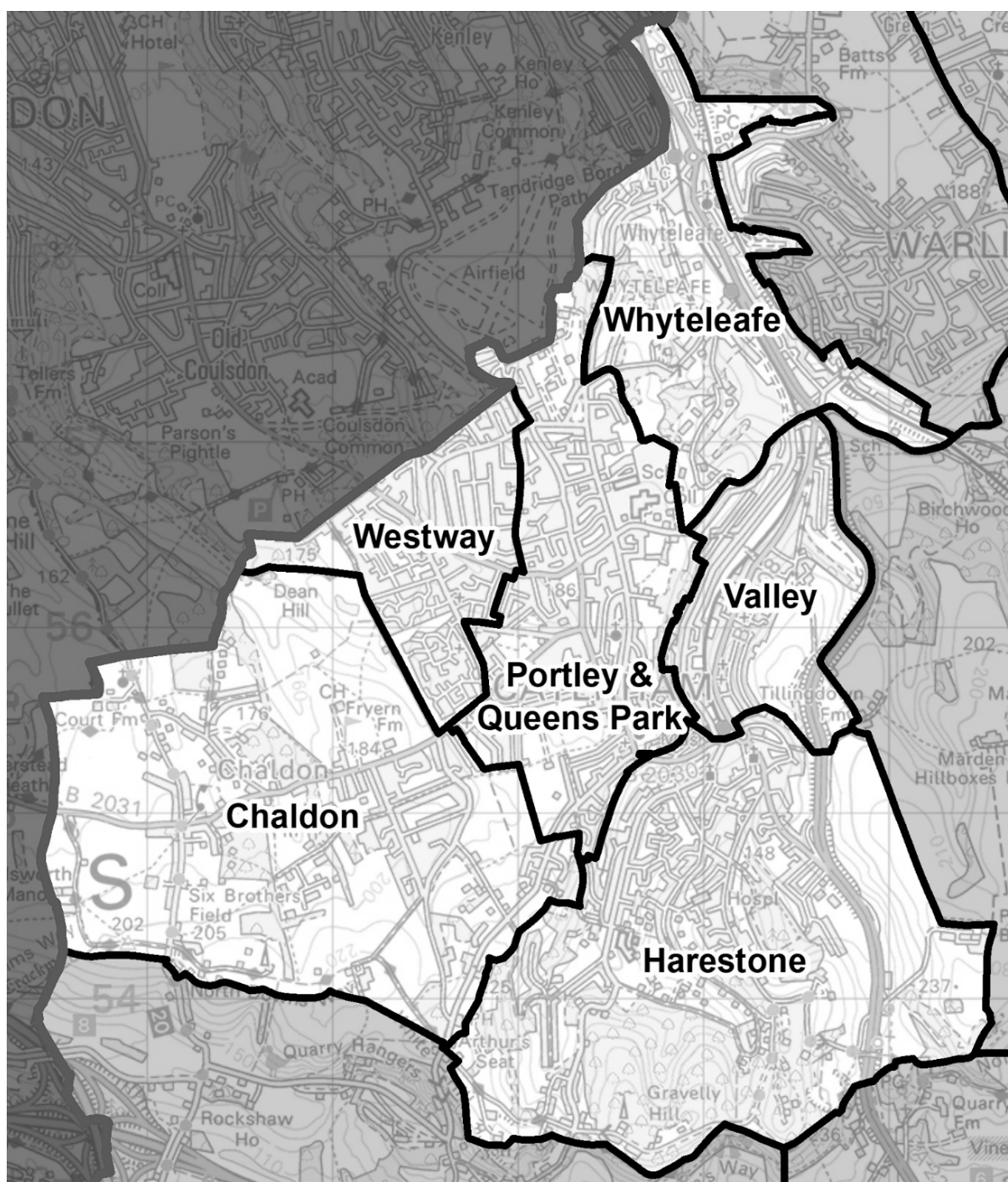
be included in this ward. Our visit to the area confirmed that this area would be better retained in a Whyteleafe ward (our proposals for Whyteleafe are discussed in more detail in the 'North West' section, below). However, we also note the argument from some respondents that elements of Whyteleafe parish, to the east of the Upper Warlingham railway line, around Hillbury Road, Westhall Road, Court Farm Road and Stuart Road (to the south), could be included in a Warlingham ward, with a subsequent amendment to the parish boundaries in a Community Governance Review.

72 Our visit to the area confirmed that these areas have good links into Warlingham, although we also noted that Whyteleafe Recreation Ground, which lies to the east of the railway, has good links into Whyteleafe via the bottom of Hillbury Road and in our view should therefore be retained in a Whyteleafe ward. However, the transfer of the Hillbury Road and Stuart Road areas would require the creation of parish wards of Whyteleafe parish. While the Hillbury Road area contains sufficient electors to be a viable parish ward, the Stuart Road area does not. Therefore, we are transferring the Hillbury Road area to our Warlingham West ward, but not the Stuart Road area. We suggest that consideration is given to addressing the Stuart Road area via a Community Governance Review.

73 We are therefore retaining the Godstone Road area in a Whyteleafe ward, while transferring the Hillbury Road area to Warlingham West ward. In addition, in light of the evidence received, we are reverting back to the existing boundary between Warlingham East & Chelsham & Farleigh and Warlingham West wards, acknowledging that our draft recommendations divided the area around Limpsfield Road. As a result we are reverting back to a two-councillor Warlingham West ward and three-councillor Warlingham East & Chelsham & Farleigh.

74 Our final recommendations are for a single-councillor Woldingham, two-councillor Warlingham West and three-councillor Warlingham East & Chelsham & Farleigh. These wards would have 3% more, 4% more and 5% fewer electors than the district average by 2028.

North West



Ward name	Number of councillors	Variance 2028
Chaldon	1	-6%
Harestone	2	5%
Portley & Queens Park	3	6%
Valley	2	6%
Westway	3	8%
Whyteleafe	2	-4%

Chaldon, Harestone, Portley & Queens Park, Valley, Westway and Whyteleafe

75 In response to the draft recommendations, we received significant objections to the proposals for three-councillor Portley & Whyteleafe, Queens Park, Valley and Westway & Chaldon wards.

76 As stated in the 'Number of councillors' section (above) there were significant objections to our proposals, particularly in the northern area where we moved away from the existing mixed pattern of wards to predominantly three-councillor wards. Respondents argued that the presumption towards three-councillor wards appeared to have taken precedence over the other statutory criteria – particularly over community identity and effective and convenient local government. Respondents argued that the draft recommendations divided a number of parishes while combining areas that had limited connections, both physically and in terms of community – particularly around Chaldon, Caterham-on-the-Hill, Caterham Valley and Whyteleafe parishes, but also Limpsfield, Tatsfield and Dormansland & Felbridge.

77 In addition, some respondents argued that the north of the district was not allocated sufficient councillors. They argued that this would worsen over time as future development was more likely in the urban north than the rural south, much of which is greenbelt. Respondents suggested transferring a councillor from the south or adding an additional councillor to the north.

78 There was near universal support for retaining a single-councillor Chaldon ward. Chaldon Village Council objected to the inclusion of Chaldon parish with part of Caterham on the Hill, arguing that Chaldon is rural in nature, compared to the more urban Caterham on the Hill and as such has a different character and different needs and concerns. They also stated that the existing single-councillor ward has good electoral equality, comprises the whole parish and that their needs would not be as well reflected in a multi-member ward where councillors were also reflecting more urban needs.

79 County Councillor Webster and Caterham Chaldon & Whyteleafe Implementation Group expressed concern that the draft recommendations did not reflect the area covered by the Neighbourhood Plan, as well as concerns that Chaldon would be merged Westway and an area of Caterham Valley be placed in a ward with Caterham on the Hill. Councillor Sharp put forward good evidence for why Chaldon should remain a single-councillor ward, citing significant differences to neighbouring Westway and Portley in terms of geography and urban versus rural nature.

80 Councillor Cooper expressed concern about the draft recommendation to join parts of Caterham Valley with Caterham on the Hill and highlighted the separation between the existing Harestone and Valley wards around Station Avenue. He also

stated that Whyteleafe is a part of Caterham Valley and that if a three-councillor solution was required, then one could create a ward crossing the Wapses Lodge roundabout, taking in Whyteleafe and the north of Caterham Valley, and another ward comprising the remainder of Caterham Valley.

81 Caterham Hill Conservatives put forward similar arguments, and while suggesting two three-councillor wards covering the Caterham Valley and Whyteleafe parishes, expressed a preference for retaining the existing two-councillor wards for this area. They also mapped two three-councillor Westway and Portley & Queensway wards for the Caterham on the Hill areas.

82 East Surrey Conservatives and the Conservative County Councillors for Tandridge argued for three-councillor east and west wards covering the Caterham on the Hill parish area. Like Councillor Cooper, they proposed two three-councillor wards covering the Caterham Valley and Whyteleafe parishes, including a ward crossing Wapses Lodge roundabout. Finally, they proposed retaining Chaldon as a single-councillor ward.

83 Councillor Evans expressed concern about the draft recommendation to join parts of Caterham Valley with Caterham on the Hill and argued that there should be a move away from the three-councillor ward pattern.

84 We received over 50 responses from members of the public who also objected to the proposal to join part of Caterham Valley in a ward with Caterham on the Hill. They highlighted the steep greenbelt ridge between the areas, as well as arguing that residents around Stafford Road look directly to Caterham Valley for services and not up the hill to Caterham on the Hill. East Surrey Transport Committee stated that when the Caterham on the Hill and Caterham Valley parishes were established in 1999, the valley and hill residents voted for separate parishes.

85 Councillor O'Driscoll expressed broad support for the draft recommendations in this area, but suggested a few amendments to further improve them. However, in light of the overwhelming opposition to the draft recommendation, we do not propose adopting these amendments, but rather making more significant changes, discussed below.

86 As discussed in detail in the 'North East' section above, there were significant objections to the inclusion of part of Whyteleafe parish in a Warlingham ward. Whyteleafe Village Council objected to its inclusion in a ward with the Portley area of Caterham on the Hill Parish. It also objected to the transfer of areas of the parish to Warlingham West ward. It did, however, argue that the residential roads to the east of the Upper Warlingham railway line (but not including Whyteleafe recreation ground) should be transferred to a Warlingham ward, arguing they have an 'affinity'

with that area. The Conservative County Councillors for Tandridge also supported using the railway line as a boundary.

87 We have given careful consideration to the evidence received. As discussed in the 'Number of councillors' section above, while it is the case that the draft recommendations moved away from the existing allocation, this was to accommodate a three-councillor pattern in the majority of the district. In addition, we noted that while the north was under-represented compared to under the existing wards, it was still within acceptable levels. However, given the strength of the evidence received, we have concluded that a three-councillor warding arrangement in this area would not be compatible with our other statutory criteria. Our view following our visit, and on considering the evidence, is that local community interests and convenient and effective local government would be undermined by a three-councillor pattern in this area.

88 We note the significant objections to most aspects of our proposed warding pattern in this area. As our draft recommendations stated, we were aware of the strong local geography in the area, but sought to test the possibility of a three-councillor pattern for this area. We acknowledge that the existing wards generally have good electoral equality, while reflecting communities and parish boundaries.

89 We have therefore revisited our draft recommendations. We have been persuaded that we are unable to provide a three-councillor warding pattern in this area that would be compatible with our other statutory criteria. We are of the view that such a pattern would undermine other criteria, and have therefore proposed a mixed pattern as part of our final recommendations, as set out below.

90 Respondents provided persuasive evidence for retaining a single-councillor Chaldon ward, separate from the Westway area of Caterham on the Hill. On balance, we are persuaded to retain the existing single-councillor Chaldon ward.

91 We also note the strong evidence that the Stafford Road area has stronger links into Caterham Valley than to Caterham on the Hill. We note that some respondents suggested configuring Whyteleafe and Caterham Valley parishes into two three-councillor wards, albeit reluctantly in some cases. However, our visit confirmed that this would undermine convenient and effective local government and communities, requiring a ward that crosses the significant barrier of Wapses Lodge roundabout. In addition, the current boundary has a clear divide in the town centre of Caterham Valley, reflecting the different communities that many respondents said are reflected in the existing Harestone and Valley wards.

92 When taken into consideration with evidence for broadly retaining the Godstone Road area in a Whyteleafe ward, rather than a Warlingham ward (discussed in detail in the 'North East' section, above), we are persuaded to move away from the three-

councillor pattern in this area. We therefore propose reverting to the existing two-councillor Harestone and Valley wards. We are also reverting to a two-councillor Whyteleafe ward, less the Hillbury Road area, which we note there is evidence for putting in Warlingham West ward.

93 We are also adopting the proposals for two three-councillor wards covering the Caterham on the Hill parish area. We are using the local Westway and Portley & Queens Park names, rather than more generic Caterham on the Hill East and Caterham on the Hill West. We acknowledge some comments that the Westway name should not be used, stating that Westway does not sit in the ward. However, while part of Westway would also be in our Portley & Queens Park ward, part would remain in Westway. We also note that this is the existing ward and that a number of respondents proposed this as a ward name.

94 Our final recommendations are for a single-councillor Chaldon ward, two-councillor Harestone, Valley and Whyteleafe wards, and three-councillor Portley & Queens Park and Westway wards. These wards would have 6% fewer, 5% more, 6% more, 4% fewer, 6% more, and 8% more electors than the district average by 2028, respectively.

Conclusions

95 The table below provides a summary as to the impact of our final recommendations on electoral equality in Tandridge, referencing the 2023 and 2028 electorate figures against the proposed number of councillors and wards. A full list of wards, names and their corresponding electoral variances can be found at Appendix A to the back of this report. An outline map of the wards is provided at Appendix B.

Summary of electoral arrangements

	Final recommendations	
	2023	2028
Number of councillors	43	43
Number of electoral wards	18	18
Average number of electors per councillor	1,522	1,653
Number of wards with a variance more than 10% from the average	0	0
Number of wards with a variance more than 20% from the average	0	0

Final recommendations

Tandridge District Council should be made up of 43 councillors serving 18 wards representing three single-councillor wards, five two-councillor wards and 10 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large maps accompanying this report.

Mapping

Sheet 1, Map 1 shows the proposed wards for Tandridge.

You can also view our final recommendations for Tandridge on our interactive maps at www.consultation.lgbce.org.uk

Parish electoral arrangements

96 As part of an electoral review, we are required to have regard to the statutory criteria set out in Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act). The Schedule provides that if a parish is to be divided between different wards it must also be divided into parish wards, so that each parish ward lies wholly within a single ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

97 Under the 2009 Act we only have the power to make changes to parish electoral arrangements where these are as a direct consequence of our recommendations for principal authority warding arrangements. However, Tandridge District Council has powers under the Local Government and Public Involvement in Health Act 2007 to conduct community governance reviews to effect changes to parish electoral arrangements.

98 As a result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Caterham on the Hill, Oxted and Whyteleafe.

99 We are providing revised parish electoral arrangements for Caterham on the Hill parish.

Final recommendations

Caterham on the Hill Parish Council should comprise nine councillors, as at present, representing three wards:

Parish ward	Number of parish councillors
Portley	2
Queens Park	3
Westway	4

100 We are providing revised parish electoral arrangements for Oxted parish.

Final recommendations

Oxted Parish Council should comprise 12 councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
North	6
South	6

101 We are providing revised parish electoral arrangements for Whyteleafe parish.

Final recommendations

Whyteleafe Parish Council should comprise seven councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
East	1
West	6

What happens next?

102 We have now completed our review of Tandridge District Council. The recommendations must now be approved by Parliament. A draft Order – the legal document which brings into force our recommendations – will be laid in Parliament. Subject to parliamentary scrutiny, the new electoral arrangements will come into force at the local elections in 2024.

Equalities

103 The Commission has looked at how it carries out reviews under the guidelines set out in Section 149 of the Equality Act 2010. It has made best endeavours to ensure that people with protected characteristics can participate in the review process and is sufficiently satisfied that no adverse equality impacts will arise as a result of the outcome of the review.

Appendices

Appendix A

Final recommendations for Tandridge District Council

	Ward name	Number of councillors	Electorate (2023)	Number of electors per councillor	Variance from average %	Electorate (2028)	Number of electors per councillor	Variance from average %
1	Bletchingley & Nutfield	3	4,496	1,499	-2%	4,859	1,620	-2%
2	Burstow, Horne & Outwood	3	4,855	1,618	6%	5,236	1,745	6%
3	Chaldon	1	1,421	1,421	-7%	1,549	1,549	-6%
4	Dormansland & Felbridge	3	4,416	1,472	-3%	4,817	1,606	-3%
5	Godstone	3	4,536	1,512	-1%	4,924	1,641	-1%
6	Harestone	2	3,229	1,615	6%	3,482	1,741	5%
7	Limpsfield	2	2,878	1,439	-5%	3,122	1,561	-6%
8	Lingfield & Crowhurst	3	4,318	1,439	-5%	4,687	1,562	-5%
9	Oxted North	3	4,320	1,440	-5%	4,676	1,559	-6%
10	Oxted South	3	4,429	1,476	-3%	4,860	1,620	-2%
11	Portley & Queens Park	3	4,711	1,570	3%	5,248	1,749	6%

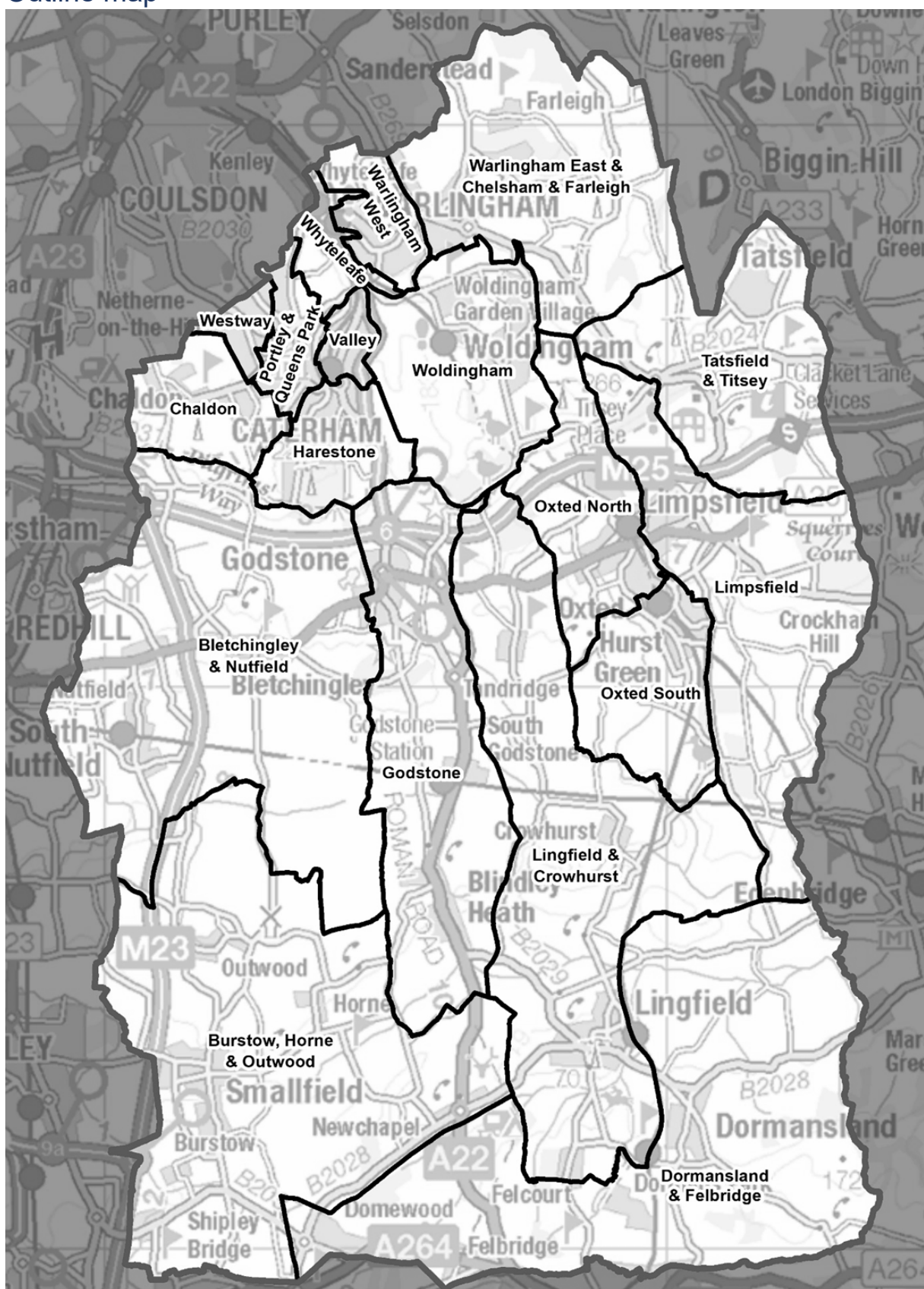
Ward name	Number of councillors	Electorate (2023)	Number of electors per councillor	Variance from average %	Electorate (2028)	Number of electors per councillor	Variance from average %
12 Tatsfield & Titsey	1	1,566	1,566	3%	1,695	1,695	3%
13 Valley	2	3,222	1,611	6%	3,508	1,754	6%
14 Warlingham East & Chelsham & Farleigh	3	4,356	1,452	-5%	4,732	1,577	-5%
15 Warlingham West	2	3,153	1,577	4%	3,432	1,716	4%
16 Westway	3	5,041	1,680	10%	5,377	1,792	8%
17 Whyteleafe	2	2,924	1,462	-4%	3,160	1,580	-4%
18 Woldingham	1	1,590	1,590	4%	1,710	1,710	3%
Totals	43	65,461	-	-	71,076	-	-
Averages	-	-	1,522	-	-	1,653	-

Source: Electorate figures are based on information provided by Tandridge District Council.

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

Appendix B

Outline map



A more detailed version of this map can be seen on the large map accompanying this report, or on our website: www.lgbce.org.uk/all-reviews/tandridge

Appendix C

Submissions received

All submissions received can also be viewed on our website at:

www.lgbce.org.uk/all-reviews/tandridge

Political Groups

- Caterham Hill Conservative Branch
- East Surrey Conservative Association
- East Surrey Labour Party
- Tandridge District Council Independent Group
- Tandridge District Council Liberal Democrats
- Tandridge District Council Residents' Alliance

Councillors

- Councillor M. Allen (Tandridge District Council)
- Councillors R. Bloore, P. Chotai, A. Patel, K. Prew & J. Pursehouse (Tandridge District Council)
- Councillor M. Cooper (Tandridge District Council)
- Councillor A. Evans (Tandridge District Council)
- Councillor A. Jones (Tandridge District Council)
- Councillors C. McIntosh, L. Steeds, B. Rush & J. Webster (Surrey County Council)
- Councillor A. Moore (Tatsfield Parish Council)
- Councillor J. Moore (Tandridge District Council)
- Councillor T. O'Driscoll (Tandridge District Council)
- Councillor D. Pinchin (Tatsfield Parish Council)
- Councillor L. Sharp (Tandridge District Council)
- Councillor J. Webster (Surrey County Council)
- Councillor Sir N. White (Tandridge District Council)
- Councillor H. Windsor (Tandridge District Council)

Local Organisations

- Caterham Chaldon & Whyteleafe Implementation Group
- East Surrey Transport Committee

Parish and Town Councils

- Chaldon Village Council

- Dormansland Parish Council
- Felbridge Parish Council
- Limpsfield Parish Council
- Tatsfield Parish Council
- Warlingham Parish Council
- Whyteleafe Village Council

Local Residents

- 197 local residents

Unproofed Draft

Appendix D

Glossary and abbreviations

Council size	The number of councillors elected to serve on a council
Electoral Change Order (or Order)	A legal document which implements changes to the electoral arrangements of a local authority
Division	A specific area of a county, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever division they are registered for the candidate or candidates they wish to represent them on the county council
Electoral inequality	Where there is a difference between the number of electors represented by a councillor and the average for the local authority.
Electorate	People in the authority who are registered to vote in elections. We only take account of electors registered specifically for local elections during our reviews.
Number of electors per councillor	The total number of electors in a local authority divided by the number of councillors
Over-represented	Where there are fewer electors per councillor in a ward or division than the average
Parish	A specific and defined area of land within a single local authority enclosed within a parish boundary. There are over 10,000 parishes in England, which provide the first tier of representation to their local residents

Parish council	A body elected by electors in the parish which serves and represents the area defined by the parish boundaries. See also 'Town council'
Parish (or town) council electoral arrangements	The total number of councillors on any one parish or town council; the number, names and boundaries of parish wards; and the number of councillors for each ward
Parish ward	A particular area of a parish, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever parish ward they live for candidate or candidates they wish to represent them on the parish council
Town council	A parish council which has been given ceremonial 'town' status. More information on achieving such status can be found at www.nalc.gov.uk
Under-represented	Where there are more electors per councillor in a ward or division than the average
Variance (or electoral variance)	How far the number of electors per councillor in a ward or division varies in percentage terms from the average
Ward	A specific area of a district or borough, defined for electoral, administrative and representational purposes. Eligible electors can vote in whichever ward they are registered for the candidate or candidates they wish to represent them on the district or borough council

The Local Government Boundary Commission for England (LGBCE) was set up by Parliament, independent of Government and political parties. It is directly accountable to Parliament through a committee chaired by the Speaker of the House of Commons. It is responsible for conducting boundary, electoral and structural reviews of local government.

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