

The  
Local Government  
Boundary Commission  
for England



# New electoral arrangements for Tandridge District Council Draft Recommendations

May 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.<sup>1</sup> 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)
- Susan Johnson OBE
- Amanda Nobbs OBE
- Steve Robinson
- Liz Treacy
- 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.

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<sup>1</sup> 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](http://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'.<sup>2</sup> 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 42 councillors, the same number as there are now.

10 Tandridge should have 15 wards, five fewer than there are now.

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

## How will the recommendations affect you?

12 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.

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

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

## Have your say

14 We will consult on the draft recommendations for a 10-week period, from 30 May 2023 to 7 August 2023. We encourage everyone to use this opportunity to comment on these proposed wards as the more public views we hear, the more informed our decisions will be in making our final recommendations.

15 We ask everyone wishing to contribute ideas for the new wards to first read this report and look at the accompanying map before responding to us.

16 You have until 7 August 2023 to have your say on the draft recommendations. See page 29 for how to send us your response.

## Review timetable

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

18 The review is being 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 begin analysing submissions and forming final recommendations
31 October 2023	Publication of final recommendations





## Analysis and draft recommendations

19 Legislation<sup>3</sup> states that our recommendations should not be based only on how many electors<sup>4</sup> 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.

20 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.

21 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.

	2022	2028
Electorate of Tandridge	65,461	71,076
Number of councillors	42	42
Average number of electors per councillor	1,559	1,692

22 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 but one of our proposed wards for Tandridge are forecast to have good electoral equality by 2028. Valley ward would have 11% more electors than the district average by 2028. This reflects our decision to minimise the division of the central area of Caterham Valley.

## Submissions received

23 See Appendix C for details of the submissions received. All submissions may be viewed on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk)

## Electorate figures

24 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.

<sup>3</sup> Schedule 2 to the Local Democracy, Economic Development and Construction Act 2009.

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

25 We considered the information provided 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 draft recommendations.

## Number of councillors

26 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 ('Independents & OLRG Alliance') and Independent Group both proposed a retention of 42 councillors, arguing that a reduction would be detrimental to the running of the Council.

27 Although a range of Council sizes was 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.

28 As Tandridge Council elects by thirds (meaning it has elections in three out of every four years) there is a presumption in legislation<sup>5</sup> 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.

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

## Ward boundaries consultation

30 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.

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

31 We note 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 28, 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.

32 We note 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. We generally seek to avoid unnecessarily dividing such parishes, which is reflected in the proposals set out below.

33 Our draft recommendations are 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.

## Draft recommendations

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

35 The tables and maps on pages 8–24 detail our draft recommendations for each area of Tandridge. They detail how the proposed warding arrangements reflect the three statutory<sup>6</sup> criteria of:

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

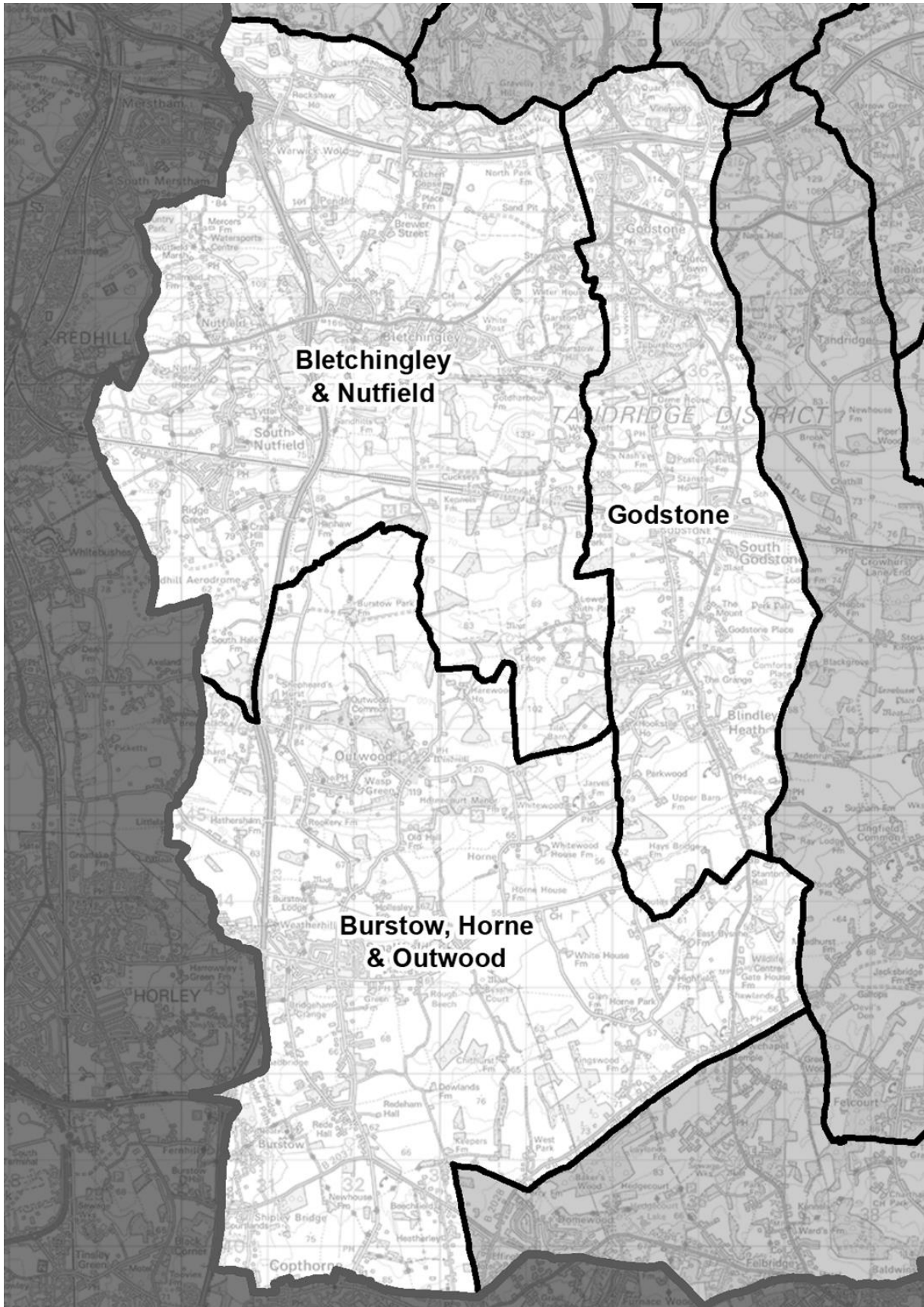
36 A summary of our proposed new wards is set out in the table starting on page 34 and on the large map accompanying this report.

37 We welcome all comments on these draft recommendations.

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<sup>6</sup> Local Democracy, Economic Development and Construction Act 2009.

South West



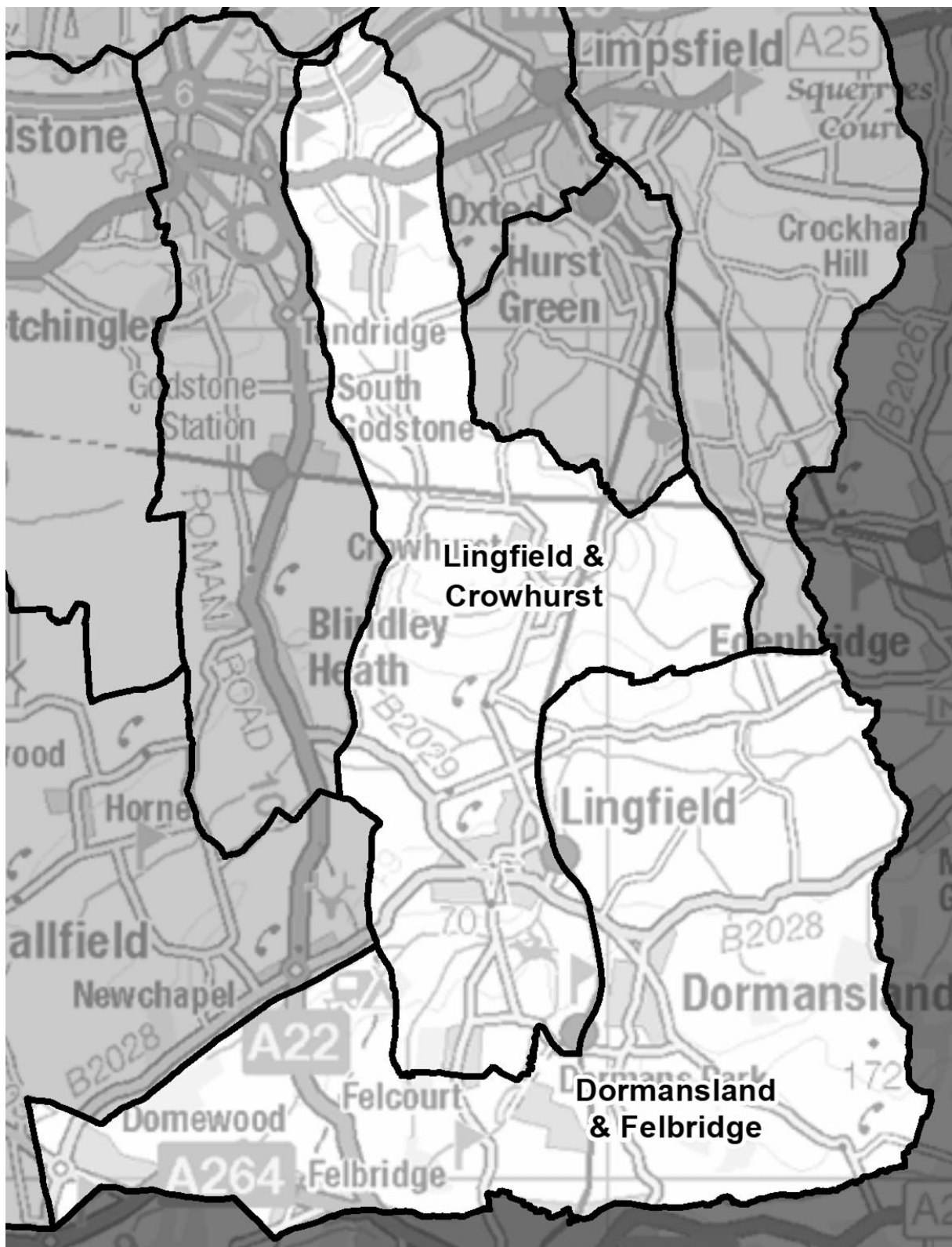
Ward name	Number of councillors	Variance 2028
Bletchingley & Nutfield	3	-4%
Burstow, Horne & Outwood	3	3%
Godstone	3	-3%

*Bletchingley & Nutfield, Burstow, Horne & Outwood and Godstone*

38 In response to the warding patterns consultation, the Independents & OLRG Alliance and a resident put forward identical proposals for retaining the existing three-councillor Bletchingley & Nutfield, Burstow, Horne & Outwood and Godstone wards. They noted that these wards have good electoral equality and are generally supported. A local resident also proposed the retention of the existing wards. The Conservative Group proposed three three-councillor wards. However, while these provided good electoral equality and in some areas used clear boundaries, they divided a number of rural parishes. The Group did not provide strong evidence for the division of these parishes.

39 We have given careful consideration to the evidence received. As stated above, we had concerns that the Conservative Group proposals divided rural parishes without strong evidence. We note that the existing wards secure good electoral equality and have a degree of local support, being proposed by the Independents & OLRG Alliance and a resident. We are proposing to retain the existing three-councillor wards without amendment. The three-councillor Bletchingley & Nutfield, Burstow, Horne & Outwood and Godstone wards would have 4% fewer, 3% more and 3% fewer electors than the district average by 2028, respectively.

South East



Ward name	Number of councillors	Variance 2028
Dormansland & Felbridge	3	-5%
Lingfield & Crowhurst	3	-8%

### *Dormansland & Felbridge and Lingfield & Crowhurst*

40 In response to the warding patterns consultation, the Independents & OLRG Alliance proposed the retention of the existing two-councillor Dormansland & Felcourt ward and proposed a three-councillor Lingfield, Crowhurst & Felbridge ward, comprising the parishes of those names, less the south area of Lingfield parish which would remain in its Dormansland & Felcourt ward. These wards would have 1% fewer and 10% more electors than the district average by 2028. The submission rejected any proposal to place Felbridge parish in Dormansland & Felcourt ward, instead supporting its inclusion in a ward with Lingfield parish. It argued that Dormansland parish is predominantly rural and has 'no affinity' with the mainly urban Felbridge. It stated that Felbridge is linked to Lingfield via the B2028.

41 A resident proposed combining the existing Dormansland & Felcourt ward with Felbridge ward to create a three-councillor ward which would have 5% more electors than the district average by 2028. They also proposed a three-councillor ward comprising Crowhurst and Tandridge parishes and the north area of Lingfield parish – the area not in the Dormansland & Felcourt ward. This ward would have 18% fewer electors than the district average by 2028.

42 The Independent Group argued that Felbridge should remain a single-councillor ward, citing its position at the edge of the district and connection outside the district towards East Grinstead and Crawley via the A264. They also argued that it has its own facilities and has limited connections to the parishes to the north. The Group rejected being linked to Dormansland & Felcourt, arguing that while it appears nearby, the main link runs outside the district via East Grinstead.

43 The Conservative Group proposed combining the existing Dormansland & Felcourt and Felbridge wards, plus a small area of Burstow ward, to create a three-councillor ward. The Group proposed combining the existing Lingfield & Crowhurst ward with areas of Godstone, Horne and Tandridge parishes. The submission did not provide significant evidence as to why it proposed dividing parts of these parishes. Woldingham Association discussed combining Dormansland and Felbridge, noting that it would be a large ward, but not drawing a conclusion on its viability.

44 We have given careful consideration to the evidence received. Firstly, we note the proposals from the Conservative Group. However, we had concerns that its proposals divide rural parishes without strong evidence. Therefore, we are not adopting these proposals as part of our draft recommendations.

45 We note that proposals from the Independents & OLRG Alliance and Independent Group both require the retention of the existing two-councillor Dormansland & Felcourt ward. However, as stated in the 'Number of councillors' section, above, we will only move away from the three-councillor ward pattern should

we receive compelling evidence during consultation, related to our statutory criteria, that outweighs our presumption of three-councillor wards. In this instance, the Independent Group proposal relies on retaining the existing single-councillor Felbridge ward. This would have 16% fewer electors than the district average by 2028. We do not consider this poor level of electoral equality can be justified.

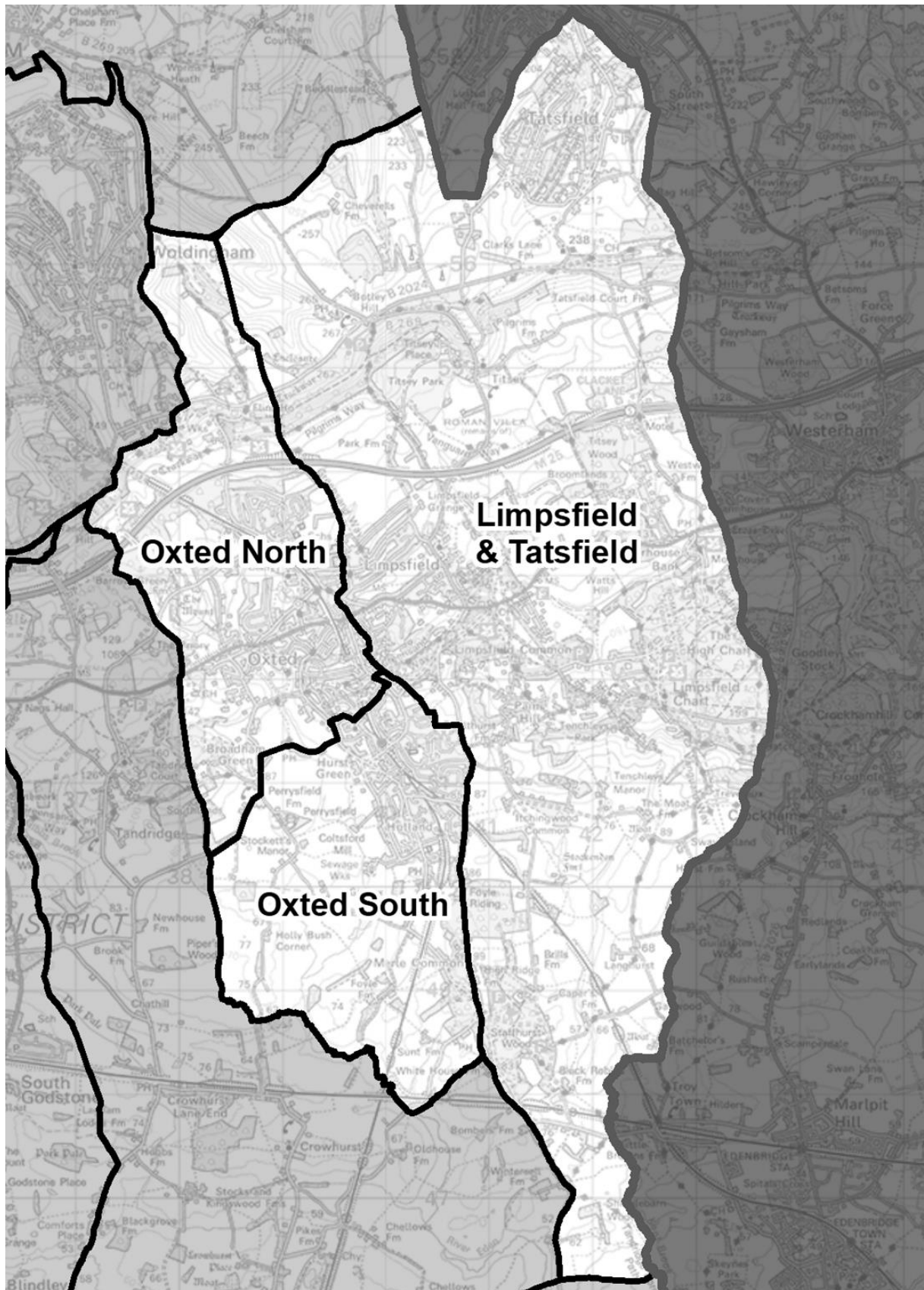
46 We note that the Independents & OLRG Alliance proposal does not leave Felbridge as a single-councillor ward, but we retain the concerns about the requirement of a two-councillor Dormansland & Felcourt ward. We acknowledge that the links between Dormansland & Felcourt and Felbridge run outside the district, but given the evidence received we are not persuaded to move away from the uniform three-councillor pattern in this area.

47 We note that the resident has put forward a proposal linking these areas together and are therefore using this as the basis of the draft recommendations. We are, however, modifying this suggestion, to include the whole of Lingfield parish in the ward with Crowhurst and Tandridge wards. This improves electoral equality in this ward from 18% fewer electors than the district average by 2028 to 8% fewer. The resulting ward combining Felbridge and the rest of Dormansland & Felcourt would have 5% fewer electors than the district average by 2028.

48 The resident did not propose names for these wards, but we propose Dormansland & Felbridge and Lingfield & Crowhurst wards. As stated above, these wards would have 5% fewer and 8% fewer electors than the district average by 2028.



East



Ward name	Number of councillors	Variance 2028
Limpsfield & Tatsfield	3	-5%
Oxted North	3	-8%
Oxted South	3	-4%

#### *Limpsfield & Tatsfield, Oxted North and Oxted South*

49 In response to the warding patterns consultation, the Independents & OLRG Alliance proposed the retention of the existing three-councillor Oxted North & Tandridge ward, subject to a small amendment to include the area of Oxted North parish to the north of The Ridge in a Woldingham ward, citing better links there. They proposed no change to the existing three-councillor Oxted South ward. They also proposed retaining the existing two-councillor Limpsfield ward, arguing that it comprises the whole of Limpsfield parish. They rejected any proposal to link it to Tatsfield or Titsey parishes, arguing that while they share a boundary, they are self-contained with a range of services, with Tatsfield or Titsey looking outside the district for other services. They also stated that there are poor transport connections between the areas.

50 The Independent Group also expressed support for retaining a two-councillor Limpsfield ward, putting forward similar arguments to the Independents & OLRG Alliance. However, the Group stated that it would 'reluctantly' support linking it with Tatsfield or Titsey parishes if a three-councillor ward was required. Limpsfield Parish Council expressed support for the existing ward, rejecting any proposal to link it with Tatsfield or Titsey parishes, arguing they are divided by the North Downs. The Parish Council also stated that the area was distinct from Oxted. A resident put forward similar objections, stating that Tatsfield is 'above the North Downs' while Limpsfield is to the south.

51 The Conservative Group proposed retaining the existing three-councillor ward for Oxted South. It proposed transferring a part of the existing Oxted North ward to a three-councillor ward with Limpsfield, Tatsfield and Titsey parishes. Finally, it proposed combining the remainder of the existing Oxted North & Tandridge ward with part of Godstone parish, while the south area of Tandridge parish is transferred to a neighbouring ward. The Group did not provide significant evidence as to why it proposed dividing parts of these parishes.

52 A resident proposed dividing Oxted parish into two three-councillor wards, using the boundary between the existing Oxted North and Oxted South wards. The proposed wards would have 15% more and 2% more electors than the district average by 2028. The resident also proposed Tatsfield and Titsey parishes in a three-councillor ward with Woldingham and Chelsham & Farleigh parishes. They argued that these are all rural parishes which share concerns around the 'North

Downs issues; countryside planning; Green Belt; AONB and AGLV; woodland, commons and greens; farming; Biggin Hill airport'. The resident also proposed retaining a two-councillor Limpsfield ward.

53 Tatsfield Parish Council argued that it should be retained as a single-councillor ward, arguing that it is a strong rural community focused around its village centre. The Parish Council added that it lies nearest to Biggin Hill in neighbouring Bromley. It said it has limited transport links south and is different in nature to the 'more built-up' areas like Oxted, Limpsfield or Warlingham. Woldingham Association discussed combining Tatsfield and Titsey parishes with Limpsfield, noting that it would be a large ward, but not drawing a conclusion on its viability.

54 We have given careful consideration to the evidence received. Firstly, we note the proposals from the Conservative Group. However, we had concerns that its proposals divide rural parishes without strong evidence. Therefore, we are not adopting these proposals as part of our draft recommendations.

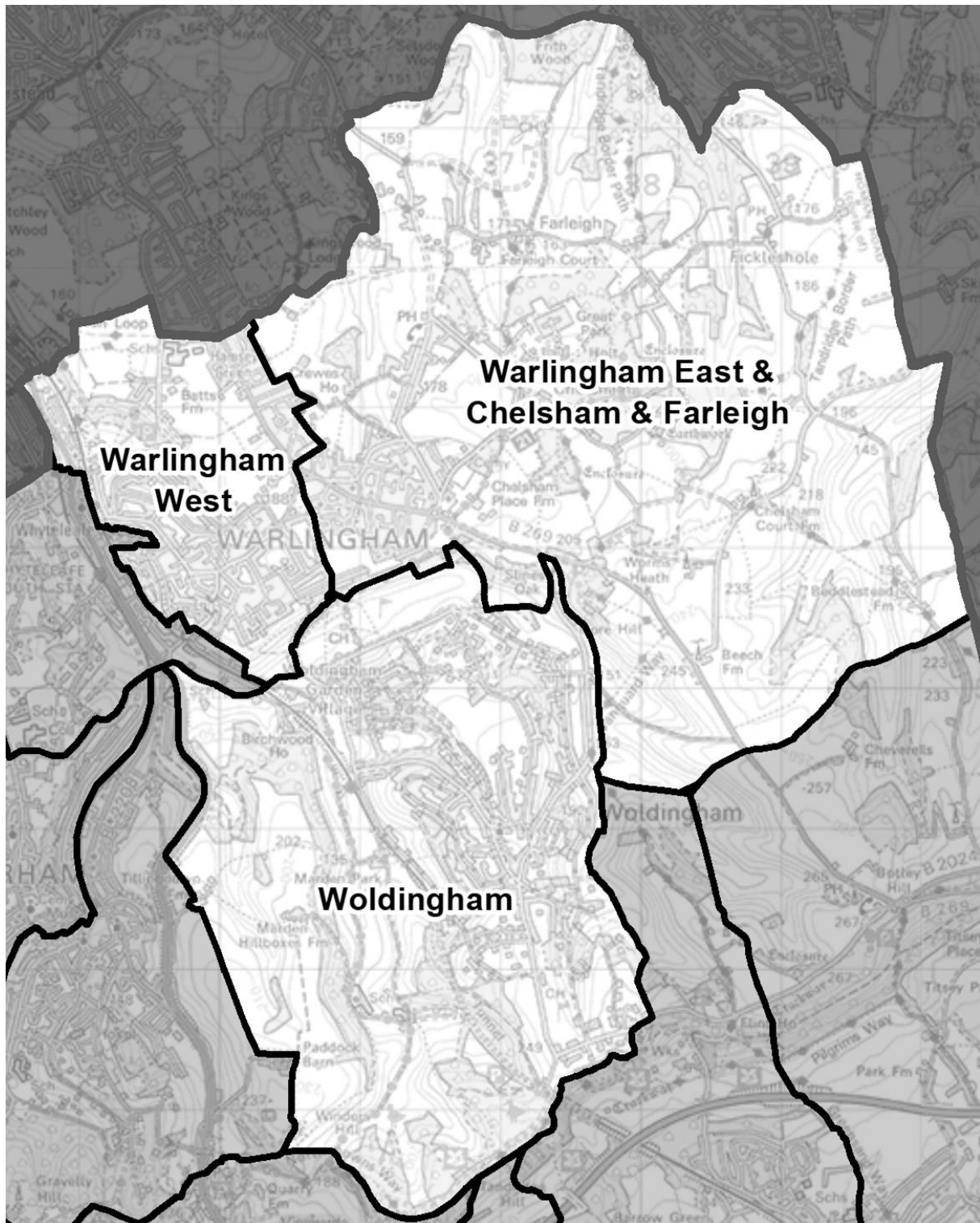
55 We note the proposals for retaining the existing two-councillor Limpsfield ward, with specific objections to combining it with Tatsfield and Titsey parishes. We also note the argument from Tatsfield Parish Council for remaining a single-councillor ward. In our view, the resident put forward a reasonable argument for creating a three-councillor ward linking parishes, including Tatsfield and Titsey parishes with parishes that are in the North Downs, rather than those to the south. However, this proposal was dependent on retaining a two-councillor Limpsfield ward. As stated above, 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. In this instance, we have not been persuaded that a uniform pattern of three-councillor wards would not be compatible with our other statutory criteria. While we acknowledge that there is some separation between Limpsfield and Tatsfield and Titsey parishes, we note that there are road links. We also note that there is 'reluctant' support for this option. We are therefore creating a three-councillor Limpsfield & Tatsfield ward, but would welcome further evidence. This ward would have 5% fewer electors than the district average by 2028.

56 We note the Independents & OLRG Alliance support for retaining the existing three-councillor Oxted South ward while slightly modifying the existing Oxted North ward. However, our proposals for a three-councillor Lingfield & Crowhurst ward include Tandridge parish, so it is not possible to retain this parish in the Oxted North ward. In addition, while its proposal to include a small area of the north of Oxted parish in a Woldingham ward, this area does not contain sufficient electors to make a viable parish ward. This would be best addressed as part of a Community

Governance Review. This is a separate process to this review, with the powers lying with Tandridge District Council.

57 We are therefore basing the draft recommendations on the resident's proposal to create two three-councillor wards within Oxted parish. However, the resident's wards based on the existing boundary had relatively poor electoral equality, so we are amending the boundary between the existing Oxted North and Oxted South wards. Our three-councillor Oxted North and Oxted South wards will have 8% fewer and 4% fewer electors than the district average by 2028.

## North East



Ward name	Number of councillors	Variance 2028
Warlingham East & Chelsham & Farleigh	2	8%
Warlingham West	3	3%
Woldingham	1	1%

*Warlingham East & Chelsham & Farleigh, Warlingham West and Woldingham*

58 In response to the warding patterns consultation, the Independent Group proposed the retention of the existing three-councillor Warlingham East, Chelsham & Farleigh ward, stating there was no reason to change this. The Conservative Group also proposed the retention of the existing Warlingham East, Chelsham & Farleigh. However, it proposed linking the two-councillor Warlingham West ward to Woldingham parish, creating a three-councillor ward. A resident argued that the existing three-councillor Warlingham East, Chelsham & Farleigh ward does not reflect communities as Chelsham & Farleigh comprises rural hamlets while Warlingham is 'built-up'. The resident proposed a two-councillor ward comprising Chelsham & Farleigh, Tatsfield, Titsey and Woldingham parishes. This ward would have 19% more electors than the district average by 2028. The resident also proposed two two-councillor wards covering Warlingham parish.

59 Chelsham & Farleigh Parish Council acknowledged that it is a rural area with associated issues when compared to the area of east Warlingham that it is currently linked to. However, on balance, it supported retaining the existing three-councillor Warlingham East, Chelsham & Farleigh ward.

60 Warlingham Parish Council expressed support for the existing three-councillor Warlingham East, Chelsham & Farleigh ward, noting that Chelsham & Farleigh has limited services and therefore looks to Warlingham. The Parish Council acknowledged that the existing two-councillor Warlingham West ward needs to be expanded to create a three-councillor ward. However, it rejected being linked to Whyteleafe, arguing that Whyteleafe parish is too large or would require dividing, noting that it 'has less in common' and would require changes to parish wards. The Parish Council instead proposed being combined with Woldingham parish, noting that the areas are similar with both being hilly and having large, detached houses. It also noted that Woldingham has limited facilities and looks to Caterham, Oxted or Warlingham for services.

61 Councillor O'Driscoll stated that Whyteleafe is separated from Caterham Valley and should be in ward with West Warlingham. A resident stated that Warlingham should be separated from Chelsfield & Farleigh. Another resident suggested transferring a small area of Chelsfield & Farleigh to a Tatsfield & Titsey ward. Two residents stated that Warlingham should be combined to create a single ward. However, this would contain too many electors to be a viable ward.

62 As discussed in more detail in the East section (above), Tatsfield Parish Council argued that it should be retained as a single-councillor ward.

63 Woldingham Parish Council and Woldingham Association argued that the existing single-councillor Woldingham ward, comprising the whole of Woldingham parish, should be retained. They noted that the existing single-councillor ward has

good electoral equality. They provided persuasive evidence of a wide range of local organisations, community groups, village communications and services that serve the area. They outlined the local geography, including that the hilly nature meant limited good road links to other areas. They also stated that when residents travel for services not provided locally there is no one centre that serves them and people go to a range of areas. They concluded that there was strong evidence as to why it should remain a single-councillor ward.

64 Woldingham Parish Council and Woldingham Association also provided similar discussions of the options that might be considered for linking Woldingham parish to other areas. They suggested that if it was to be linked to other areas it could be linked to Chelsham & Farleigh, Tatsfield and Titsey parishes as suggested by a resident. However, rather than a two-councillor ward, Woldingham Parish Council suggested a three-councillor ward. This would have 21% fewer electors than the district average by 2028. Woldingham Association suggested making this a two-councillor ward. Woldingham Parish Council and Woldingham Association argued that this would combine parishes with similar rural outlooks and provided details of some shared links, including snow gritting.

65 They considered a second option of linking it to Oxted. They noted that while there was the physical boundary of the Ridge and the M25 it has the best links in terms of transport and also facilities. However, Woldingham Parish Council observed that this would require changes to the boundaries in Oxted to secure electoral equality. It rejected any proposal to link it to Warlingham West, noting Warlingham is an 'urbanised area' with no community links and poor road links. It also rejected any proposal to link it to Caterham Hill, Caterham Town or Whyteleafe, providing a range of objections.

66 Around a dozen residents also argued that Woldingham parish should remain a single-councillor ward, putting forward similar arguments to Woldingham Parish Council and Woldingham Association. They also expressed concern that if Woldingham was included with other areas it may not receive direct representation from a councillor who recognises local needs. A number of the residents suggested if this was not possible it should be combined with similar rural communities.

67 We have given careful consideration to the evidence received, particularly the presumption of a three-councillor warding pattern. We note the mixture of support and objection retaining the existing three-councillor Warlingham East, Chelsham & Farleigh. On balance, we consider the arguments for retaining the links between this part of Warlingham parish and Chelsham & Farleigh parishes outweighs the objections. However, we note that retaining the existing ward limits the options for the surrounding areas.

68 We also note the significant evidence for retaining a single-councillor Woldingham ward. However, given the presumption of a three-councillor pattern, we have also explored how Woldingham parish might be included in a three-councillor pattern. We have examined the three-councillor options that Woldingham Parish Council and Woldingham Association considered 'suboptimal' compared to remaining a single-councillor ward, but that would be 'most appropriate' if a three-councillor pattern was required.

69 We note the evidence that Woldingham could be linked to Chelsham & Farleigh, Tatsfield and Titsey parishes. However, as discussed in the East section above, we have already concluded that Tatsfield and Titsey parishes should be linked to Limpsfield to secure a three-councillor pattern. Even if this were not the case, as discussed above, as a two- or three-councillor ward, this would not secure a good level electoral equality, which would further preclude it as an option. We also note the 'option' to link it to Oxted. However, as discussed in the East section, we have proposed two three-councillor wards for Oxted and including Woldingham parish would either create poor electoral equality in the Oxted wards or require a significant redrawing the boundaries beyond this area. We are not persuaded that this is a viable option.

70 We note that a number of respondents suggested Woldingham could be linked with West Warlingham, rejecting any proposal to link West Warlingham to Whyteleafe. However, Woldingham Parish Council and Woldingham Association put forward strong objections to any links to Warlingham.

71 As a result, the options are limited. We have concluded that to secure a three-councillor warding pattern, Woldingham would have to be in a ward with Chelsham & Farleigh parish and part of east Warlingham. The remainder of Warlingham parish would be in a three-councillor ward, but with the addition of part of Whyteleafe parish. We acknowledge that this would require part of Whyteleafe parish to be in different ward from the rest of the parish, but we note that the north-east area of the parish around Hillbury Road links directly into Warlingham, while the area around the north of Godstone Road has access via Hillbury Road.

72 On balance, while we consider that the proposal for a three-councillor Warlingham West ward that includes part of Whyteleafe parish provides a good balance of the statutory criteria, we are concerned about the proposal to include Woldingham parish in a ward with part of Warlingham. We consider that respondents put forward strong evidence as to why this does not work and why other options (that we cannot adopt because of the warding pattern elsewhere) would be preferable. In light of this evidence and the lack of viable alternatives, we have been persuaded to move away from the three-councillor pattern in this area, to retain a single-councillor Woldingham ward and create a two-councillor Warlingham East & Chelsham & Farleigh ward. As set out above, in each review of local authorities that elect by

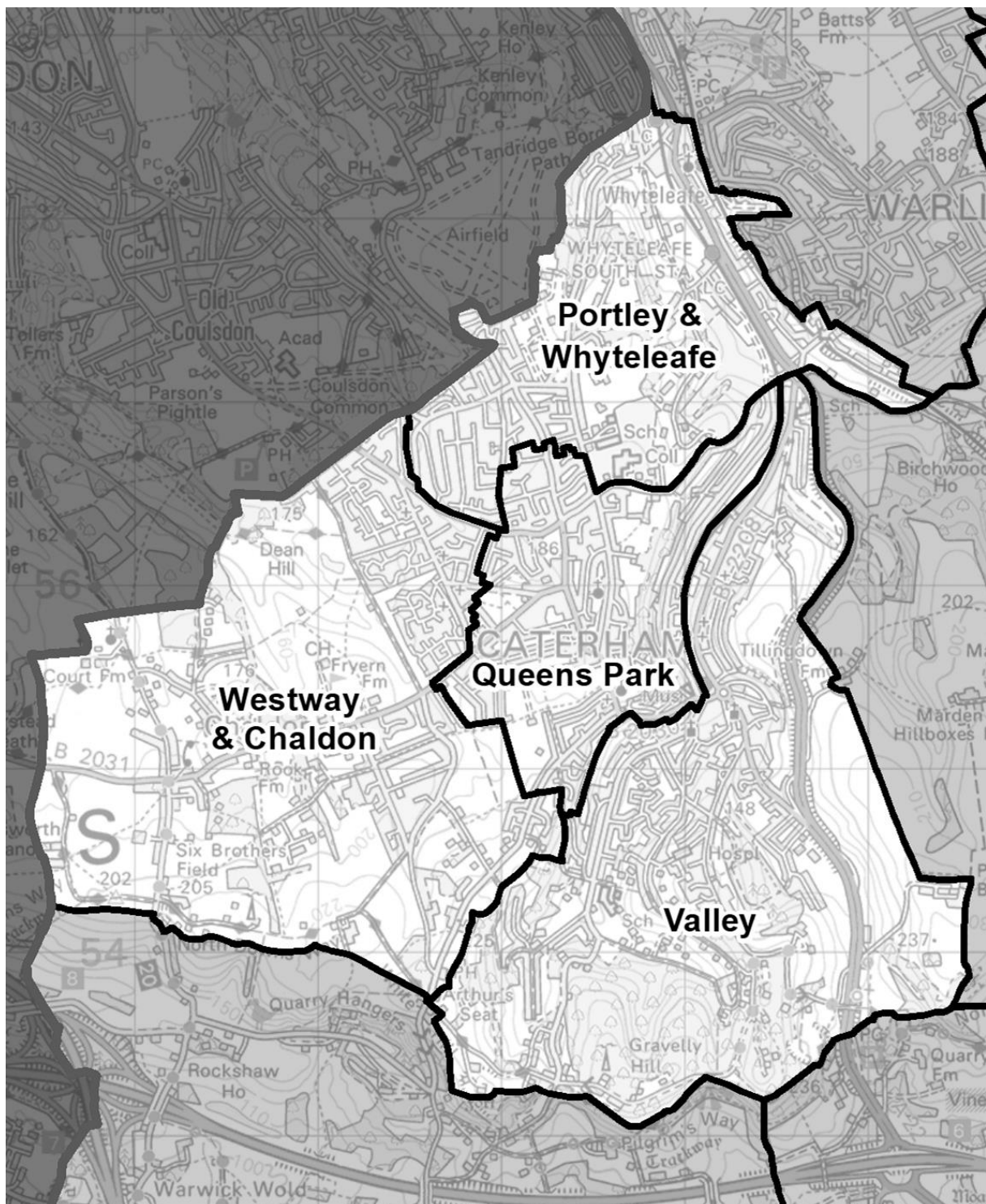


thirds, we will aim to deliver a pattern of three-member wards. However, in all cases this consideration will not take precedence over our other statutory criteria, and we will not recommend uniform patterns in the number of councillors per ward or division if, in our view or as is shown in evidence provided to us it is not compatible with our other statutory criteria. In this case, we have been persuaded that we have been provided with compelling evidence that a uniform pattern would not be compatible with our other statutory criteria.

73 Our single-councillor Woldingham ward, two-councillor Warlingham East & Chelsham & Farleigh ward and three-councillor Warlingham West wards would have 1% more, 8% more and 3% more electors than the district average by 2028, respectively.

74 It should be noted that we considered the proposal for transferring a small area of Chelsham & Farleigh parish to a Tatsfield & Titsey ward. However, this area does not contain sufficient electors to make a viable parish ward. This would be best addressed as part of a Community Governance Review. This is a separate process to this review, with the powers lying with Tandridge District Council.

## North West



Ward name	Number of councillors	Variance 2028
Portley & Whyteleafe	3	8%
Queens Park	3	2%
Valley	3	11%
Westway & Chaldon	3	5%

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

75 In response to the warding patterns consultation, the Conservative Group put forward proposals for five three-councillor wards, but did not provide any evidence to support them. One of its wards included areas to the north of the M25 of the more rural Bletchingley and Godstone parishes.

76 Woldingham Association suggested that Caterham parish could be divided into two three-councillor wards, but did not provide a proposed boundary. However, it acknowledged that the existing single-councillor Chaldon ward complicates this suggestion under a three-councillor pattern. The submission also suggested that the existing two-councillor Harestone, Valley and Whyteleafe wards should be divided into two three-councillor wards, but did not provide a proposed boundary. It acknowledged that these might not have community identity and ultimately 'defer[ed]' to people who live in the area.

77 As discussed in the North East section, Councillor O'Driscoll stated that Whyteleafe parish should be in a ward with West Warlingham, noting that the Wapses Lodge roundabout separates it from Caterham Valley. Councillor O'Driscoll also proposed combining the existing Chaldon ward with the existing Westway ward, plus a few additional roads, to create an expanded Westway ward. He argued that this area looks outside the district towards Coulsdon and has a separate identity. He also proposed that the remainder of the existing Portley and Queens Park wards should be combined.

78 A resident also proposed retaining the existing two-councillor Portley, Queens Park, Valley, Westway and Whyteleafe wards, but did not provide significant evidence to support this.

79 A resident stated that Whyteleafe should not be combined with any other areas. Another resident stated that Caterham Valley should have three wards, rather than the existing two two-councillor wards.

80 We have given careful consideration to the evidence received, noting that there is little agreement on warding pattern for this area. We also note that many of the respondents proposed retaining the existing wards or new two-councillor wards or did not put forward specific proposals for three-councillor ward boundaries. In addition, we must have regard for the proposals already put forward for neighbouring areas.

81 Our proposal to transfer part of Whyteleafe parish to a Warlingham West ward has a knock-on effect to some of the proposals for this area. Our proposals would remove a significant area from one of the Conservative Group's proposals, giving it poor electoral equality. In addition, although the Conservative Group put forward a three-councillor pattern, we had concerns about some of its proposed wards.

Although the Group proposed to combine the south part of Caterham Valley parish with parts of Bletchingley and Godstone parishes using the clear boundary of the M25, this requires the creation of parish wards in Bletchingley and Godstone parishes – Godstone does not contain sufficient electors to be viable. This ward also creates unviable parish wards in Chaldon parish.

82 On the basis of the limited agreement and need to secure three-councillor wards while reflecting proposals in neighbouring areas, we have drawn up our own pattern for four three-councillor wards. We have sought, where possible, to reflect evidence received.

83 Caterham Valley parish is currently divided into two two-councillor wards with good electoral equality. Therefore, in order to reflect the presumption of three-councillor wards it has been necessary to remove an area. We note that the local geography makes this difficult since the area is cut off and has limited links to the east and south. There are limited links west, for example to Chaldon. We therefore propose transferring the Stafford Road area to a new Queens Park ward. We acknowledge that this area looks down into Caterham. However, we note that either end of Stafford Road has links into the proposed Queens Park ward, either via Church Hill or Burntwood Lane. This enables the remainder of Caterham Valley parish to be included in a three-councillor Caterham Valley ward. This ward would have 11% more electors than the district average. We did look to improve this level of electoral equality, but were concerned that any amendment would require transferring an area of Caterham centre out of Caterham Valley ward.

84 We propose combining Chaldon ward with Westway ward to create a three-councillor Westway & Chaldon ward, noting the road links via Rook Lane. This broadly reflects the proposal from Councillor O’Driscoll. This ward would have 5% more electors than the district average by 2028. We propose expanding the existing two-councillor Queens Park ward to take in an area to the north of Banstead Road. When combined with the area of Caterham Valley parish this would create a three-councillor Queens Park ward with 2% more electors than the district average by 2028. Finally, we propose combining the remainder of the existing Portley ward with the remainder of the existing Whyteleafe ward to create a three-councillor Portley & Whyteleafe ward. We acknowledge that this combines parts of two different parishes, but note the road links via Salmons Lane and Whyteleafe Hill. This ward would have 8% more electors than the district average by 2028.

85 We would welcome local comments on these proposed wards, being particularly mindful of the presumption of three-councillor wards.

## Conclusions

86 The table below provides a summary as to the impact of our draft 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

	Draft recommendations	
	2023	2028
Number of councillors	42	42
Number of electoral wards	15	15
Average number of electors per councillor	1,559	1,692
Number of wards with a variance more than 10% from the average	1	1
Number of wards with a variance more than 20% from the average	0	0

#### Draft recommendations

Tandridge District Council should be made up of 42 councillors serving 15 wards representing one single-councillor wards, one two-councillor ward and 13 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 the Tandridge District Council. You can also view our draft recommendations for Tandridge District Council on our interactive maps at [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)

### Parish electoral arrangements

87 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.

88 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.

89 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 Valley, Caterham on the Hill, Oxted, Warlingham and Whyteleafe.

90 We are providing revised parish electoral arrangements for Caterham Valley parish.

#### Draft recommendations

Caterham Valley Parish Council should comprise six councillors, as at present, representing three wards:

Parish ward	Number of parish councillors
Harestone	3
Valley East	2
Valley West	1

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

#### Draft recommendations

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

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

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

#### Draft recommendations

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

Parish ward	Number of parish councillors
North	6
South	6

93 We are providing revised parish electoral arrangements for Warlingham parish.

**Draft recommendations**

Warlingham Parish Council should comprise 11 councillors, as at present, representing two wards:

Parish ward	Number of parish councillors
East	5
West	6

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

**Draft recommendations**

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

Parish ward	Number of parish councillors
East	2
West	5





## Have your say

95 The Commission has an open mind about its draft recommendations. Every representation we receive will be considered, regardless of who it is from or whether it relates to the whole district or just a part of it.

96 If you agree with our recommendations, please let us know. If you don't think our recommendations are right for Tandridge, we want to hear alternative proposals for a different pattern of wards.

97 Our website is the best way to keep up to date with progress on the review and to have your say [www.lgbce.org.uk](http://www.lgbce.org.uk)

98 Each review has its own page with details of the timetable for the review, information about its different stages and interactive mapping.

99 Submissions can also be made by emailing [reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk) or by writing to:

**Review Officer (Tandridge)**  
**LGBCE**  
**PO Box 133**  
**Blyth**  
**NE24 9FE**

100 The Commission aims to propose a pattern of wards for Tandridge District Council which delivers:

- Electoral equality: each local councillor represents a similar number of electors.
- Community identity: reflects the identity and interests of local communities.
- Effective and convenient local government: helping your council discharge its responsibilities effectively.

101 A good pattern of wards should:

- Provide good electoral equality, with each councillor representing, as closely as possible, the same number of electors.
- Reflect community interests and identities and include evidence of community links.
- Be based on strong, easily identifiable boundaries.
- Help the council deliver effective and convenient local government.

102 Electoral equality:

- Does your proposal mean that councillors would represent roughly the same number of electors as elsewhere in Tandridge?

103 Community identity:

- Community groups: is there a parish council, residents' association or other group that represents the area?
- Interests: what issues bind the community together or separate it from other parts of your area?
- Identifiable boundaries: are there natural or constructed features which make strong boundaries for your proposals?

104 Effective local government:

- Are any of the proposed wards too large or small to be represented effectively?
- Are the proposed names of the wards appropriate?
- Are there good links across your proposed wards? Is there any form of public transport?

105 Please note that the consultation stages of an electoral review are public consultations. In the interests of openness and transparency, we make available for public inspection full copies of all representations the Commission takes into account as part of a review. Accordingly, copies of all representations will be placed on deposit at our offices and on our website at [www.lgbce.org.uk](http://www.lgbce.org.uk) A list of respondents will be available from us on request after the end of the consultation period.

106 If you are a member of the public and not writing on behalf of a council or organisation we will remove any personal identifiers. This includes your name, postal or email addresses, signatures or phone numbers from your submission before it is made public. We will remove signatures from all letters, no matter who they are from.

107 In the light of representations received, we will review our draft recommendations and consider whether they should be altered. As indicated earlier, it is therefore important that all interested parties let us have their views and evidence, **whether or not** they agree with the draft recommendations. We will then publish our final recommendations.

108 After the publication of our final recommendations, the changes we have proposed must be approved by Parliament. An Order – the legal document which brings into force our recommendations – will be laid in draft in Parliament. The draft

Order will provide for new electoral arrangements to be implemented at the all-out elections for Tandridge District Council in 2024.



## Equalities

109 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

### Draft recommendations for Tandridge District Council

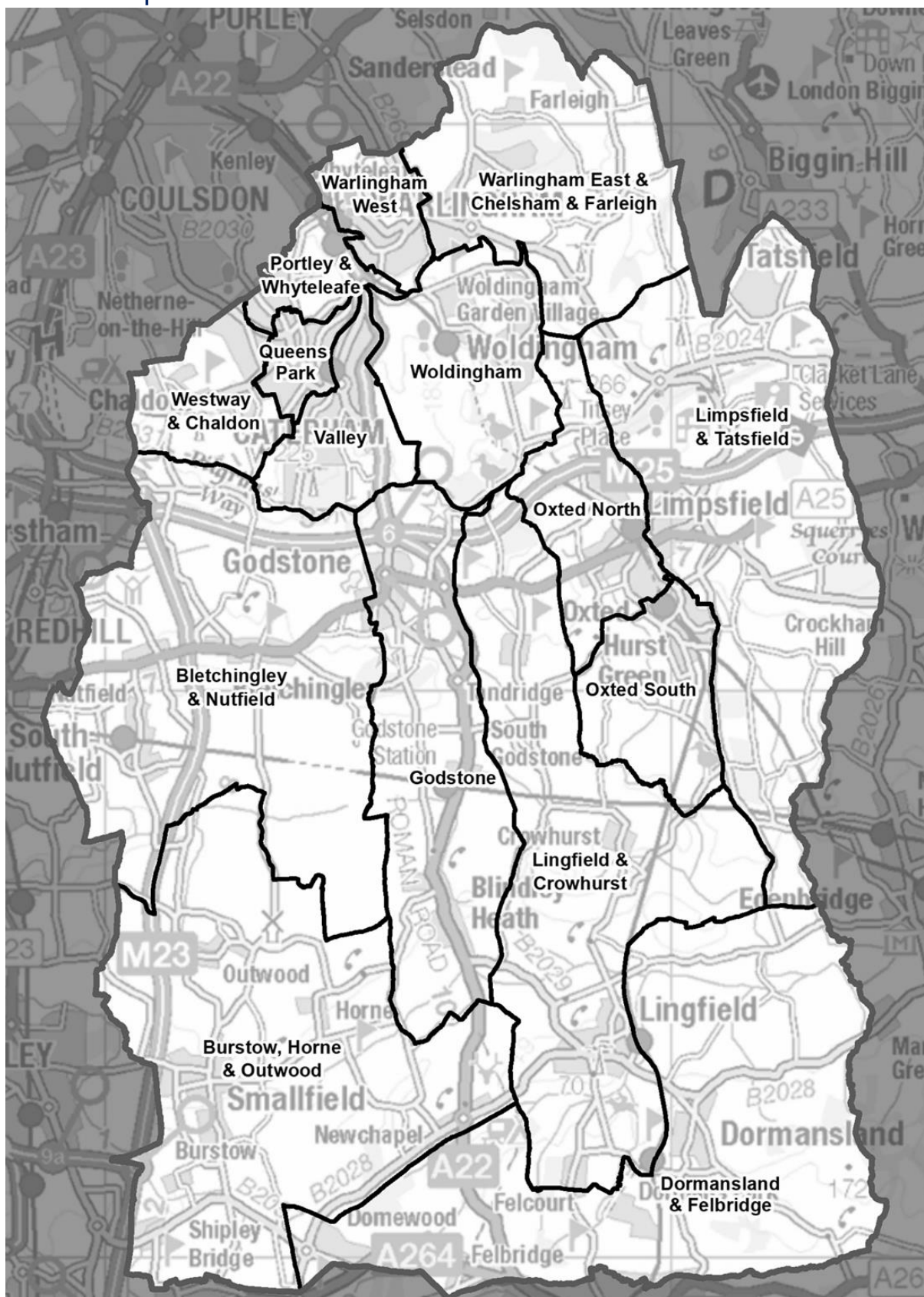
	Ward name	Number of councillors	Electorate (2022)	Number of electors per councillor	Variance from average %	Electorate (2028)	Number of electors per councillor	Variance from average %
1	Bletchingley & Nutfield	3	4,496	1,499	-4%	4,859	1,620	-4%
2	Burstow, Horne & Outwood	3	4,855	1,618	4%	5,236	1,745	3%
3	Dormansland & Felbridge	3	4,416	1,472	-6%	4,817	1,606	-5%
4	Godstone	3	4,536	1,512	-3%	4,924	1,641	-3%
5	Limpsfield & Tatsfield	3	4,444	1,481	-5%	4,817	1,606	-5%
6	Lingfield & Crowhurst	3	4,318	1,439	-8%	4,687	1,562	-8%
7	Oxted North	3	4,320	1,440	-8%	4,676	1,559	-8%
8	Oxted South	3	4,429	1,476	-5%	4,860	1,620	-4%
9	Portley & Whyteleafe	3	5,066	1,689	8%	5,500	1,833	8%
10	Queens Park	3	4,760	1,587	2%	5,171	1,724	2%

Ward name	Number of councillors	Electorate (2022)	Number of electors per councillor	Variance from average %	Electorate (2028)	Number of electors per councillor	Variance from average %
11 Valley	3	5,212	1,737	11%	5,642	1,881	11%
12 Warlingham East & Chelsham & Farleigh	2	3,357	1,679	8%	3,652	1,826	8%
13 Warlingham West	3	4,803	1,601	3%	5,216	1,739	3%
14 Westway & Chaldon	3	4,859	1,620	4%	5,308	1,769	5%
15 Woldingham	1	1,590	1,590	2%	1,710	1,710	1%
<b>Totals</b>	<b>42</b>	<b>65,461</b>	<b>-</b>	<b>-</b>	<b>71,076</b>	<b>-</b>	<b>-</b>
<b>Averages</b>	<b>-</b>	<b>-</b>	<b>1,559</b>	<b>-</b>	<b>-</b>	<b>1,692</b>	<b>-</b>

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](http://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](http://www.lgbce.org.uk/all-reviews/tandridge)

#### *Political Groups*

- Tandridge District Council Independent Group
- Tandridge District Council Independents & OLRG Alliance Group
- Tandridge District Council Liberal Democrat Group
- Tandridge District Council Conservative Group

#### *Councillors*

- Councillor T. O'Driscoll (Tandridge District Council)
- Councillor T. Briggs (Limpsfield Parish Council)

#### *Local Organisations*

- Woldingham Association

#### *Parish and Town Councils*

- Chelsham & Farleigh Parish Council
- Limpsfield Parish Council
- Tatsfield Parish Council
- Warlingham Parish Council
- Woldingham Parish Council

#### *Local Residents*

- 25 local residents

## 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 <a href="http://www.nalc.gov.uk">www.nalc.gov.uk</a>
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

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