

Final recommendations on the new electoral arrangements for Reigate and Banstead Borough Council

Electoral review

October 2018

Translations and other formats

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Summary

Who we are and what we do

1 The Local Government Boundary Commission for England (LGBCE) is an independent body set up by Parliament. 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.

2 Our main role is to carry out electoral reviews of local authorities throughout England.

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

Why Reigate and Banstead?

4 We have conducted a review of Reigate and Banstead Borough Council ('the Council') as the value of each vote in borough council elections varies depending on where you live in the borough. Some councillors currently represent many more or fewer voters than others. This is 'electoral inequality'. Our aim is to create 'electoral equality', where votes are as equal as possible, ideally within 10% of being exactly equal.

Our proposals for Reigate and Banstead

- Reigate and Banstead should be represented by 45 councillors, six fewer than there are now.
- Reigate and Banstead should have 15 wards, four fewer than there are now.
- The boundaries of all wards should change, none will stay the same.

5 **We have now finalised our recommendations for electoral arrangements for Reigate and Banstead.**

What is the Local Government Boundary Commission for England?

6 The Local Government Boundary Commission for England is an independent body set up by Parliament.¹

7 The members of the Commission are:

- Professor Colin Mellors OBE (Chair)
- Susan Johnson OBE
- Peter Maddison QPM
- Amanda Nobbs OBE
- Steve Robinson
- Andrew Scallan CBE

- Chief Executive: Jolyon Jackson CBE

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

1 Introduction

8 This electoral review was carried out to ensure that:

- The wards in Reigate and Banstead are in the best possible places to help the Council carry out its responsibilities effectively.
- The number of voters represented by each councillor is approximately the same across the borough.

What is an electoral review?

9 Our three main considerations are to:

- Improve electoral equality by equalising the number of electors each councillor represents
- Reflect community identity
- Provide for effective and convenient local government

10 Our task is to strike the best balance between them when making our recommendations. Our powers, as well as the guidance we have provided for electoral reviews and further information on the review process, can be found on our website at www.lgbce.org.uk

Consultation

11 We wrote to the Council to ask its views on the appropriate number of councillors for Reigate and Banstead. We then held two periods of consultation on warding patterns for the borough. The submissions received during consultation have informed our draft and final recommendations.

12 This review was conducted as follows:

Stage starts	Description
23 January 2018	Number of councillors decided
30 January 2018	Start of consultation seeking views on new wards
9 April 2018	End of consultation; we begin analysing submissions and forming draft recommendations
5 June 2018	Publication of draft recommendations; start of second consultation
13 August 2018	End of consultation; we begin analysing submissions and forming final recommendations
2 October 2018	Publication of final recommendations

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 or town council ward you vote in. Your ward name may also change.

2 Analysis and final recommendations

14 Legislation² states that our recommendations should not be based only on how many electors³ 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.

15 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.

16 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.

	2017	2023
Electorate of Reigate and Banstead	107,825	116,902
Number of councillors	45	45
Average number of electors per councillor	2,396	2,598

17 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 Reigate and Banstead will have good electoral equality by 2023.

18 Our recommendations cannot affect the external boundaries of the borough 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 take into account any representations which are based on these issues.

Submissions received

19 See Appendix C for details of the submissions received. All submissions may be viewed at our offices by appointment, or on our website at www.lgbce.org.uk

Electorate figures

20 The Council submitted electorate forecasts for 2023, a period five years on from the scheduled publication of our final recommendations in 2018. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 8% by 2023.

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

³ Electors refers to the number of people registered to vote, not the whole adult population.

21 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 final recommendations.

Number of councillors

22 Reigate and Banstead Borough Council currently has 51 councillors. The Council proposed that the number be reduced by six, to 45. It stated that changes in the functions of the Council and in its governance meant that fewer members than previously are needed in order to manage the Council's activities and services. Increases in the use of technology by councillors and by service users has facilitated engagement and communication. The Residents' Association Group of Councillors took a different view, arguing for the retention of 51 councillors. The Group argued that reductions in the number of members on Council committees would reduce their effectiveness and that the expansion of electronic communication has increased the demands of residents for immediate response by their elected representatives. We looked at evidence provided by the Council and Residents' Association Group and concluded that the Council can carry out its roles and responsibilities effectively with a reduction of six members.

23 We therefore invited proposals for new patterns of wards that would be represented by 45 councillors. As Reigate and Banstead Borough Council elects by thirds (meaning it has elections in three out of every four years), there is a presumption in legislation that the Council have a uniform pattern of three-councillor wards. We will only move away from this pattern of wards should we receive compelling evidence during consultation that an alternative pattern of wards will better reflect our statutory criteria.⁴

24 We received five submissions about the number of councillors in response to our consultation on ward patterns. One local resident expressly supported a reduction from 51 to 45 councillors, whilst two others suggested that there should be a much sharper decrease. They did not propose a specific number nor did they explain the means by which a greatly reduced council would conduct all aspects of its affairs. One resident proposed the retention of 51 councillors and the Banstead Village Residents' Association proposed a warding scheme for 47 councillors. However, we received no evidence which persuaded us that council sizes other than 45 councillors would provide for better governance or a better pattern of wards. We therefore based our draft recommendations on a 45-member council.

25 In response to the draft recommendations, the Council confirmed its support for a council size of 45 and two local residents similarly expressed their support. Another resident, whilst supporting a reduction in council size to 45, expressed regret that we had not recommended a greater reduction. Finally, one resident argued the desirability of a council size of 36, to give 12, unspecified three-councillor wards.

⁴ Schedule 2 to the Local Democracy, Economic Development & Construction Act 2009 paragraph 2(3)(d) and paragraph 2(5)(c).

26 We considered the submissions made to us and remain of the view that a council size of 45 will sustain an effective council. Our final recommendation is, therefore, that Reigate and Banstead borough should be represented by 45 councillors.

Ward boundaries consultation

27 We received 172 submissions during our consultation on ward boundaries. A number of proposals advocated one or more single-councillor or two-councillor wards. As the Council elects by thirds, we have a presumption that it will have a uniform pattern of three-councillor wards. We also received a proposal that Reigate and Banstead Borough Council elections should be held on a cycle of all-out elections once every four years. However, this is not within our remit and it is for the Council to determine its electoral cycle.

28 We received a detailed borough-wide proposal from the Council for a pattern of 15 three-councillor wards. This was supported by the Reigate & Banstead Conservative Association. We received around 70 representations which particularly opposed the Council's proposals for the Nork and Tattenham Corner areas.

29 The Banstead & District Federation of Residents' Associations commented on the Council's proposals for the area lying to the north of the M25, describing the communities which lie in that area. The Residents' Association Group made a proposal for Nork, Tattenhams, Preston and Tadworth & Walton. The Banstead Village Residents' Association proposed a general pattern of wards for the whole borough. This would be served by 47 councillors and would include a two-councillor Kingswood ward. The Lower Kingswood Residents' Association similarly proposed a two-councillor Kingswood ward.

30 Reigate & Banstead Liberal Democrats ('the Liberal Democrats') proposed a pattern of three-councillor wards for the Reigate and Redhill areas. Horley Town Council and one local resident each proposed wards for the parished areas of Horley, and Salfords and Sidlow. Salfords & Sidlow Parish Council proposed that the parish in its entirety form a single-councillor ward. The Parish Council suggested, as an alternative to its preferred approach, that the whole of the parish be combined with the north-western parts of Horley to form a three-councillor ward.

31 A number of residents made more localised comments for parts of the borough. Finally, 17 respondents proposed changes to the extent of Reigate and Banstead borough. Under the terms of legislation governing this review, we cannot make changes to the external boundaries of the borough and we therefore have to discount those proposals. However, some of these responses did add to our understanding of communities in and around this part of Surrey.

32 Our draft recommendations were based on aspects of the Council's proposal, modified by reference to the Liberal Democrats' and the Residents' Associations' proposals. In some areas we considered that the proposals would not provide the best balance between our statutory criteria and so we identified alternative boundaries. We also visited the area in order to look at the various different proposals on the ground.

33 Our draft recommendations were for 15 three-councillor wards. We considered that our draft recommendations would provide for good electoral equality while reflecting community identities and interests.

Draft recommendations consultation

34 We received around 565 submissions during consultation on our draft recommendations. These included a borough-wide response from Reigate and Banstead Borough Council. The rest of the submissions related to specific areas of the borough. We received strong, well-evidenced objections to our draft recommendations for the north of the borough, particularly the Kingswood, Lower Kingswood and Woodmansterne areas which together attracted around 360 representations. Whilst most were objections to the draft recommendations, they included a range of counter-proposals which we have examined in forming our final recommendations. The largest number of responses about our proposals for the area south of the M25 related to Earlswood and Meadvale.

35 We believe that many of the representations we received contained strong and clear evidence of community identity which has added to understanding of the nature of communities in the borough. We have therefore proposed a number of changes to our initial proposals for the ward boundaries as part of our final recommendations.

Final recommendations

36 Pages 10–20 detail our final recommendations for each area of Reigate and Banstead. They detail how the proposed warding arrangements reflect the three statutory⁵ criteria of:

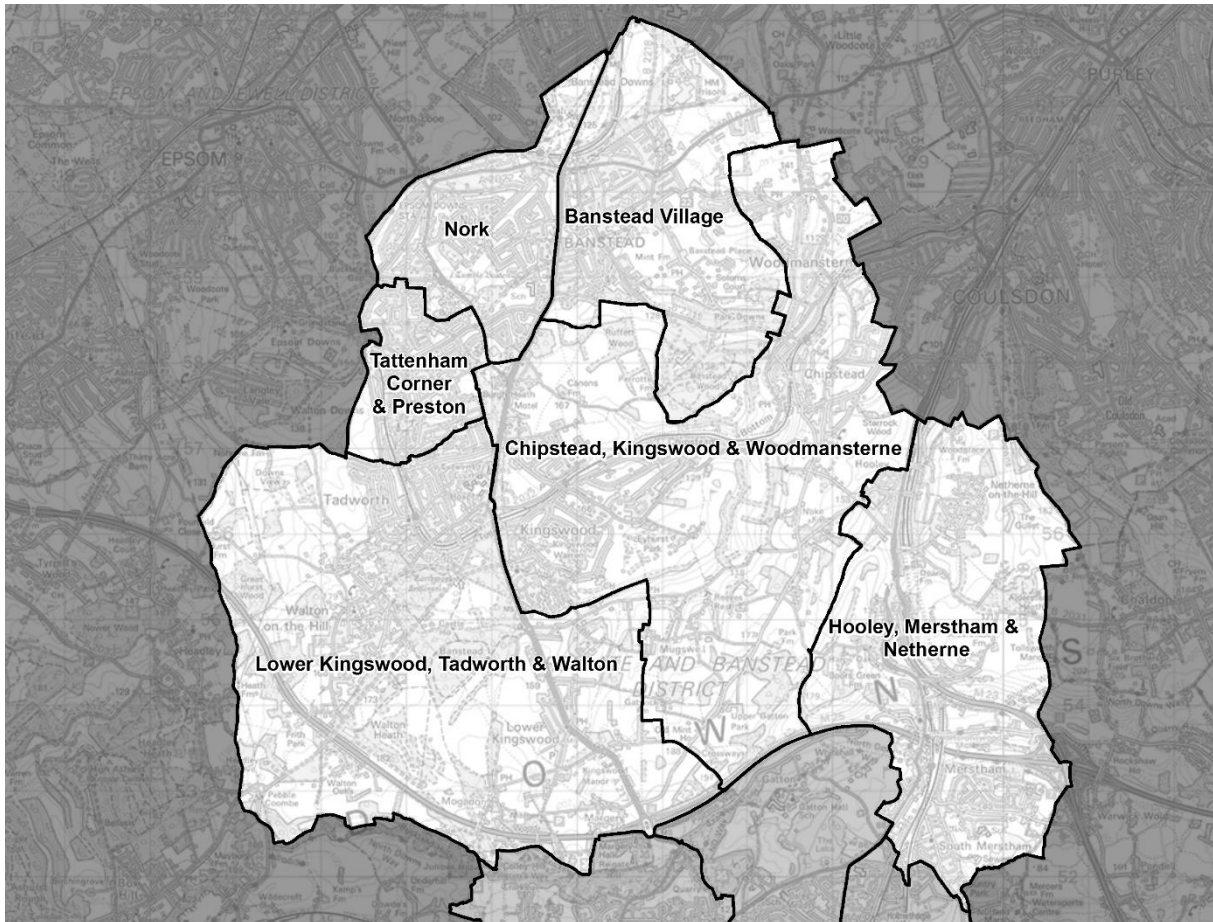
- Equality of representation
- Reflecting community interests and identities
- Providing for effective and convenient local government

37 Our final recommendations are for 15 three-councillor wards. We consider that our final recommendations will provide for good electoral equality while reflecting community identities and interests where we have received such evidence during consultation.

38 A summary of our proposed new wards is set out in the table on page 21 and on the large map accompanying this report.

⁵ Local Democracy, Economic Development and Construction Act 2009.

Banstead and the northern wards



Ward name	Number of Cllrs	Variance 2023
Banstead Village	3	-7%
Chipstead, Kingswood & Woodmansterne	3	4%
Hooley, Merstham & Netherne	3	10%
Lower Kingswood, Tadworth & Walton	3	9%
Nork	3	-2%
Tattenham Corner & Preston	3	1%

Banstead Village

39 Initially, we received around 20 submissions for this area. Most proposed that the current Banstead Village ward be extended to include Croydon Lane, Park Road and Woodmansterne Lane as suggested by the Council, although opinions differed about how much of Woodmansterne Lane should be added. The Council also proposed that Burgh Heath be added to Banstead Village ward whilst the Burgh Heath Residents' Association opposed that idea. One resident suggested that the current ward should be unchanged.

40 We agreed that Croydon Lane, Park Road and Woodmansterne Lane should be included in Banstead Village ward. We also proposed that the northern part of Chipstead Way, from the crest of the hill northwards, be included in Banstead Village ward. We did not propose to include Burgh Heath in this ward.

41 We received general support for the inclusion of Croydon Lane, Park Road and Holly Lane in Banstead Village ward. However, we received around 80 objections to our proposals for Woodmansterne, all of which proposed that there be no division of the village at Chipstead Way. However, of those that expressed a preference, the number of respondents who asked for Woodmansterne to be added to Banstead Village ward was broadly matched by the number asking for it to be included in a Chipstead, Kingswood & Woodmansterne ward.

42 Adding the whole of Woodmansterne to Banstead Village would result in an electoral variance of 23% by 2023. This is a level of electoral inequality we are not prepared to recommend. Whilst we therefore do not include the bulk of Woodmansterne in Banstead Village, we note that local opinion was divided about how much of Woodmansterne Lane should be included in this ward. The Council proposed that the boundary between wards should be to the east of Kingscroft Road and Beckenshaw Gardens. Other opinion was that residents of those roads consider themselves part of the Woodmansterne community. We are persuaded by this and therefore propose a ward boundary that passes to the west of Boundary Farm as suggested by the Woodmansterne Green Belt and Residents Association and by the Banstead and District Federation of Residents' Associations.

43 We accept the suggestions made to us by the Council, the Banstead Village Residents' Association and others that Banstead Village ward should include Banstead Wood and the residential development on the site of the former Queen Elizabeth Hospital. We consider residents in this area are likely to have a closer relationship to Banstead than to other villages in the area.

Chipstead, Kingswood & Woodmansterne and Lower Kingswood, Tadworth & Walton

44 In our draft recommendations, we proposed that Lower Kingswood be combined with Chipstead and the southern parts of Kingswood and Woodmansterne to form a three-councillor ward. This proposal attracted a large number of objections from residents of Kingswood and Woodmansterne.

45 We received a proposal that the current Tadworth & Walton ward be retained. However, this would result in a high electoral variance, either as a three-member or

two-member ward. Two respondents argued that it would be better to add the Preston area to Tadworth & Walton ward than to add Lower Kingswood.

46 The Lower Kingswood Residents' Association and around 50 residents of Lower Kingswood stressed the importance of keeping their community, which stands astride the A217, in one ward. Whilst they expressed their preference to be combined in a ward with Kingswood, they acknowledged that in order to provide electoral equality, Lower Kingswood might be joined by other settlements. In this circumstance, they argued that 'Lower Kingswood' should be included in the name of their ward. The Tadworth & Walton Residents' Association's preference was to be joined in a ward with Preston. However, they acknowledged that to provide electoral equality, they could be combined in a ward with the Lower Kingswood area.

47 Our final recommendation is for a Lower Kingswood, Tadworth & Walton ward, represented by three councillors. The ward will have 9% more electors per councillor than the average for the borough by 2023. We are not recommending that this be a four-councillor ward as proposed by the Tadworth & Walton Residents' Association. As a four-councillor ward it would have 19% fewer electors per councillor than the average for the borough, a level of inequality we are not prepared to recommend. In any event, as set out in our guidance on electoral reviews, we take the view that wards or divisions returning more than three councillors result in a dilution of accountability to the electorate and we will not normally recommend a number above that figure.

48 In response to our draft recommendations, we received around 230 objections to the use of the railway line at Kingswood as a ward boundary. Respondents from either side of the railway described Kingswood as a distinct community which stands astride the railway line. The Council proposed a Burgh Heath, Chipstead, Kingswood & Woodmansterne ward. As part of our final recommendations, we broadly accept that proposal including St Margaret's Church within the ward. The Council and others advised that the church is regarded as a part of Chipstead's social infrastructure even though it stands at the edge of Hooley village. We do not accept the Council's proposed ward name which would list all four of the larger settlements, but instead propose the name Chipstead, Kingswood & Woodmansterne. We consider this more concise name preferable.

Hooley, Merstham & Netherne

49 The Council initially proposed a Merstham, Netherne & Hooley ward whilst the Liberal Democrats proposed a Merstham ward. This differed from the Council's approach by the inclusion of the part of Hooley lying to the north of Star Lane but excluding the part of Merstham which lies to the south of the M25 and west of the railway lines. We noted that both sets of proposals would provide for a Merstham ward which crosses the M25. Having visited the area, we do not consider the M25 to be a barrier to local movement, lying as it does in a deep cutting.

50 Around 10 respondents to the draft recommendations stated that Hooley should continue to be represented in a ward with Chipstead. Were we to add Hooley to our Chipstead, Kingswood & Woodmansterne ward, there would be 16% more electors per councillor than the average by 2023. Including Netherne-on-the-Hill would increase this variance to 30%.

51 In our draft recommendations, we proposed a three-councillor Merstham ward which would include Netherne-on-the-Hill, the whole of Hooley and the whole of Merstham. The Council and three residents supported our proposed ward, emphasising the importance of keeping Hooley and Netherne-on-the-Hill together. They argued that those two villages should be reflected in the name of the ward and we accepted that proposal as part of our draft recommendations.

52 When we made our draft recommendations, we considered the position of Subrosa Drive in relation to Merstham and Redhill. On balance, we proposed that Subrosa Drive be included in a ward with the eastern part of Redhill. During consultation on our draft recommendations, four residents of Subrosa Drive told us of their community connections with Merstham rather than Redhill. We therefore propose to include their area in our Hooley, Merstham & Netherne ward. One effect of this is that the ward will have 10% more electors per councillor than the average, by 2023. One respondent argued that the disparity in the number of electors in our proposed Merstham ward and Reigate wards was too great, arguing for closer numerical equality. We consider, however, that our recommendations strike an effective balance between minimising variances and reflecting community identity.

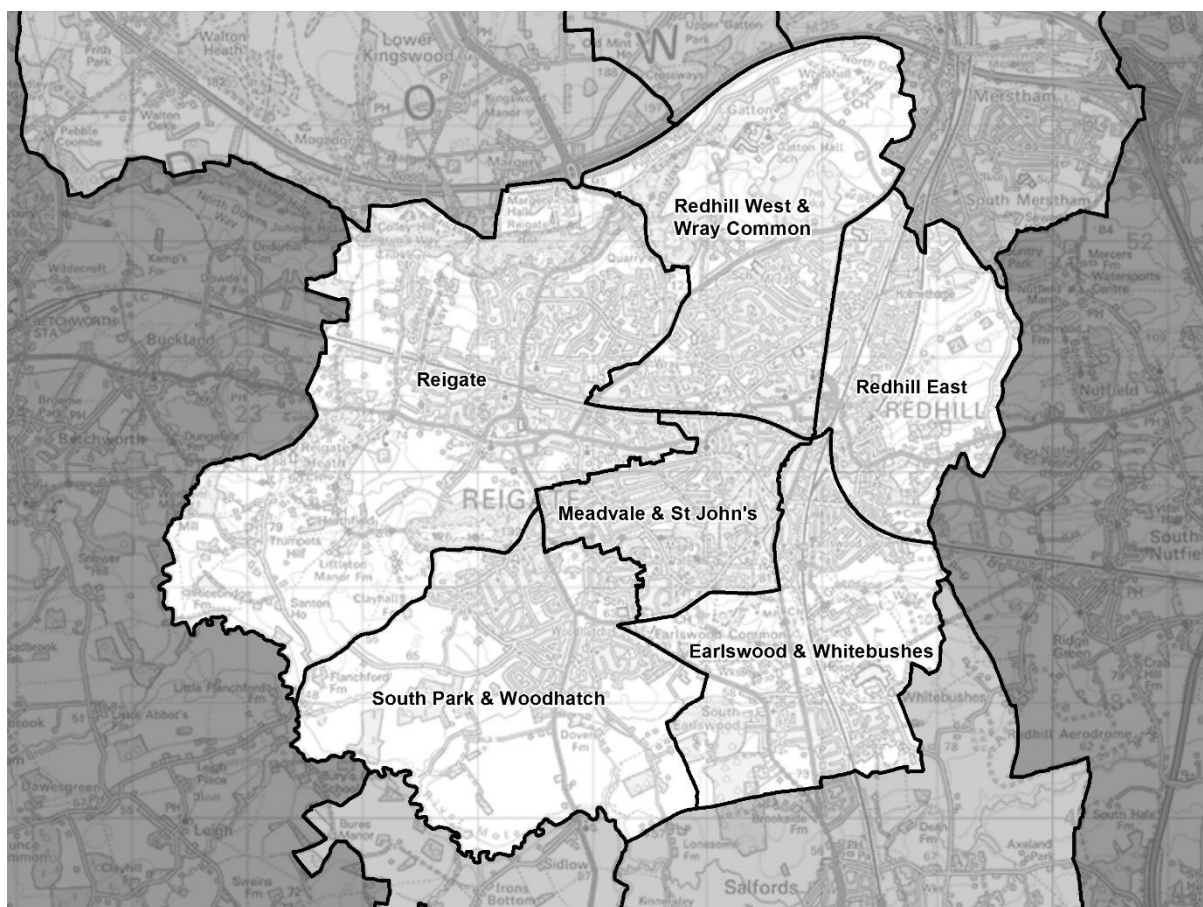
Nork and Tattenham Corner & Preston

53 The Council's initial proposal for Nork and Preston Park & Tattenham Corner wards attracted almost 70 objections. After visiting the area, we were persuaded that the Residents' Association Group's scheme better reflected communities in this area. We based our draft recommendation on that scheme, modifying it by the inclusion of housing areas which have their access from Shelveys Way in our Tadworth & Walton ward.

54 Whilst we considered alternative ward names, we decided that the names proposed by the Residents' Association Group reflected the communities included in our proposed wards.

55 We received almost 50 representations about this area, with 36 expressing broad support for our draft recommendations. One local resident proposed that the Tattenham Corner & Preston ward be added to Epsom and Ewell Borough Council's area. This would be beyond the legal scope of this review. We also received two proposals that Preston should be represented in a single-councillor ward. The proposal would represent a departure from the presumption that the borough have a uniform pattern of three-member wards. We do not consider that sufficient justification for such a departure has been demonstrated. We received three proposals to include the Tattenham Way and Waterer Gardens area in Tattenham Corner & Preston ward, but this would result in an electoral variance of +9% in Tattenham Corner & Preston and -10% in Nork. We do not propose to recommend such a localised disparity in representation, particularly in light of the support given to our draft recommendations. We therefore confirm as final our recommendations for this area.

Reigate & Redhill



Ward name	Number of Cllrs	Variance 2023
Earlswood & Whitebushes	3	-1%
Meadvale & St John's	3	-9%
Redhill East	3	-7%
Redhill West & Wray Common	3	0%
Reigate	3	0%
South Park & Woodhatch	3	-9%

Redhill East and Redhill West & Wray Common

56 The Council and the Liberal Democrats made almost identical proposals to modify the existing Redhill East ward by the exclusion of the area north of Hooley Lane and the inclusion of a housing development site at Philanthropic Road. We modified those proposals by recommending the inclusion of the whole of Redhill town centre within the ward and naming it Redhill Town. We did so having noted the large amount of new housing development in the town centre which will take place in the near future. We considered that inclusion of this area in a single ward would help to develop community engagement in that area.

57 We received objections to our proposed ward boundaries and ward names for this area. There were three principal objections to our proposed boundaries. First was that our proposals would divide the Cromwell estate, a housing area close to Redhill town centre, between wards. The Council and the Raven Housing Trust opposed this division. The estate was described as an area requiring integrated management of maintenance and other services. Secondly, Councillor Ellacott argued that our proposed boundaries, whilst having the stated aim of embracing the town centre in a single ward, would fail to include the full extent of the area which local people regard as the town centre including its retail, commercial and service activities. The Council argued that the town centre would be better represented by councillors for communities on both the east and west, as these communities are connected to the town. The Council proposed the spine of the town centre as a ward boundary.

58 We have accepted these arguments in making our final recommendations and, in doing so, find that we are able to accommodate the whole of the Cromwell estate in a single ward without compromising electoral equality in the area.

59 We initially received broadly similar proposals from the Council and the Liberal Democrats for the area between Redhill and Reigate and the M25 and the Redhill–Reigate railway line. We were persuaded that the Council’s proposal would provide a better reflection of communities in this area. However, we proposed to modify the Council’s proposal by including the Wray Lane area in our proposed Coles Meads & Wray Common ward and by excluding the western part of Redhill’s commercial and shopping centre.

60 Both the Council and the Residents’ Association Group argued that Wray Lane and Ridgegate Close should be included in Reigate ward. We are persuaded to accept this proposal as part of our final recommendations and note that our decision regarding the Cromwell estate, described in paragraph 58, means that this change does not compromise our aim to provide electoral equality in the area.

61 Whilst we considered that reference to either Redhill or Reigate in our Coles Meads & Wray Common ward name would not reflect the associations of people throughout the ward as a whole, we expressed a particular wish to receive comments on the name of the ward. The Coles Meads element of our proposed ward name wasn’t popular; we received six suggestions that we replace it with Redhill, Gatton or Gatton Park. In the light of our decision to include parts of Redhill town centre in two adjacent wards, we propose to recommend the names Redhill East and Redhill West & Wray Common as suggested by the Council.

62 We did receive a proposal that the Doods Road area should be included in Reigate ward. However, were we to do so, our Redhill West & Wray Common ward would have an electoral variance of 15% by 2023, a degree of electoral inequality we are not prepared to recommend.

Earlswood & Whitebushes and Meadvale & St John's

63 The Council and the Liberal Democrats proposed an almost identical Earlswood & Whitebushes ward which would largely re-create the existing ward. However, we received comments from residents describing the connections of the Pendleton Road and St John's area with Earlswood. We also received evidence of community connections between the Woodlands Road and Tylehurst Drive areas and Redhill. Salfords & Sidlow Parish Council proposed that the Copsleigh Avenue and Kings Mill Lane areas, which lie within the parish, be excluded from Earlswood & Whitebushes ward.

64 Both the Council and the Liberal Democrats proposed a ward which would combine the area to the north-east of Redhill Common with Blackborough Road and Pendleton Road. Some residents commented on the perceived separation of the areas to the north and south of the ridge which is crossed at Cronks Hill whilst others described connections between the Pendleton Road area and Earlswood.

65 Our draft recommendation was for an Earlswood Common ward which would combine the Pendleton Road area with Earlswood and South Earlswood. We considered that the ridge between the Reigate Road area and Meadvale would mark a distinction between communities to its north and south and proposed that it form the basis of ward boundaries. We therefore proposed a St Mary's & Redhill Common ward bounded to the north by the Reigate–Redhill railway line and which has the ridge as its southern boundary.

66 Our draft recommendations for this area attracted over 60 responses, three specifically supporting our draft recommendations. A small number of people, whilst not commenting on the boundaries, emphasised that Earlswood and Meadvale are separate and distinct communities and should be reflected in the name of the ward. Around 20 respondents who objected to the proposed wards expressly supported the counter-proposal made by the Council in response to the draft recommendations, published locally before it was submitted to us. We are persuaded to accept the Council's proposal, particularly in the light of expressed support for it from residents of the area.

67 Our final recommendation for Meadvale & St John's means that we also accept the Council's proposed boundaries and name for Earlswood & Whitebushes ward. Whilst the extent of this ward differs from the current ward of the same name, we are satisfied that the proposed boundaries will not render the name unmeaningful to people throughout the ward.

Reigate and South Park & Woodhatch

68 The Council and the Liberal Democrats initially proposed broadly similar wards for South Park & Woodhatch. The principal difference was the Council's proposed inclusion of part of Sidlow, whilst the Liberal Democrats would extend the ward northwards to Reigate High Street. We noted that Salfords & Sidlow Parish Council

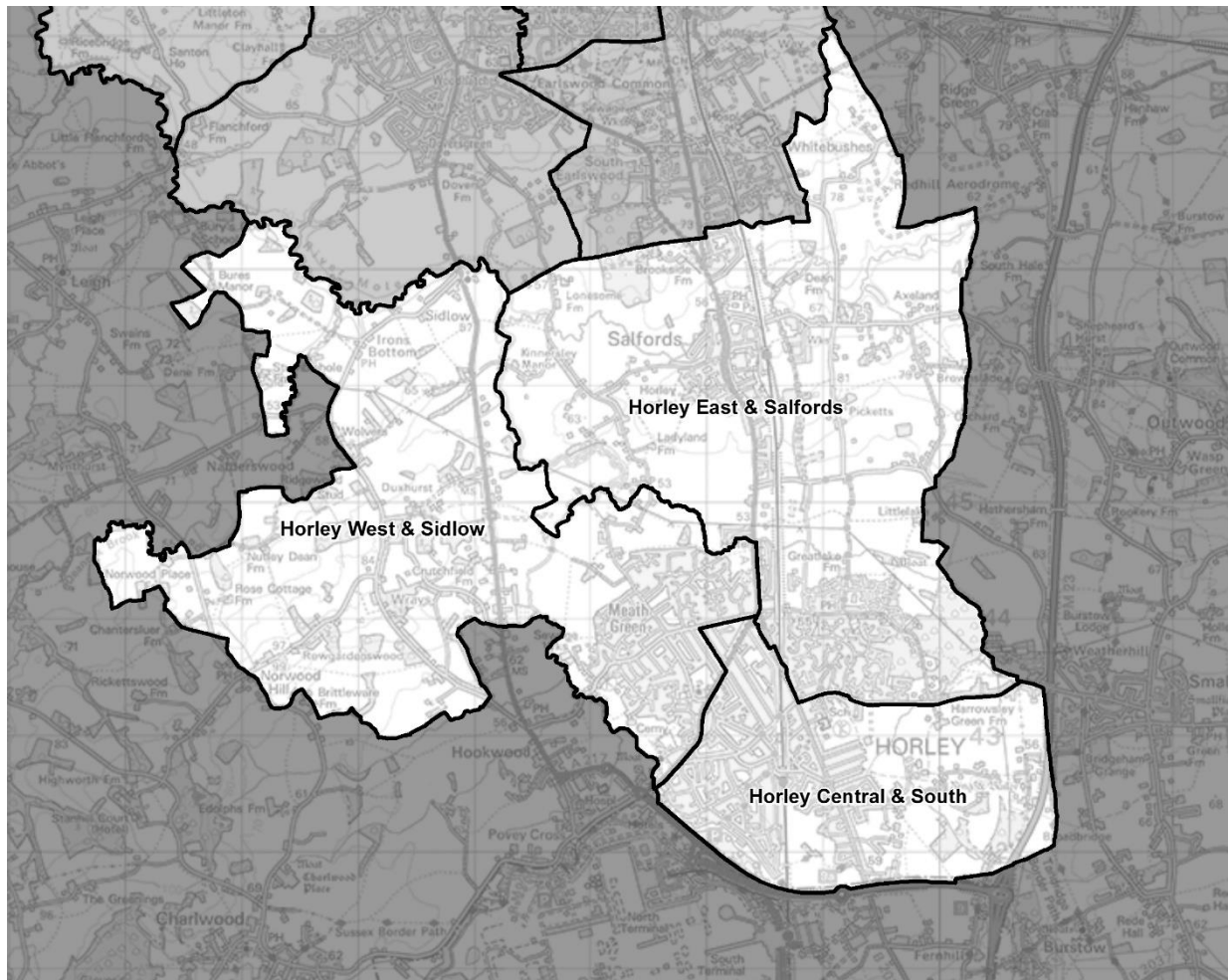
proposed a single-councillor ward matching the parish boundaries but took the view that if its proposal was not agreed by the Commission, then the parish should be coupled with Horley rather than with Reigate or Redhill.

69 We considered that residents of the area bordering Reigate town centre on its southern side are more likely to regard their community as being with their immediate neighbours around the town centre, rather than with those more remotely placed in South Park and separated from the town centre by the extensive open space. We did not agree that the South Park & Woodhatch ward should include the parished Sidlow area or that Reigate town centre should be divided between wards along the High Street. We therefore proposed a Reigate ward and Woodhatch & South Park ward having similar electoral variances by 2023.

70 Our proposals attracted little comment. Of those that did respond, the Council's proposals echoed those of local residents and are reflected in our final recommendations for the boundaries of Redhill West & Wray Common, described in paragraph 60, and Meadvale & St John's, described in paragraph 66.

71 The Council proposed that we include Sandhills Road in South Park & Woodhatch ward, echoing the views of the three local residents who commented on Sandhills Road. As part of our draft recommendations, we proposed the ward name Woodhatch & South Park in order to distinguish our proposal from the current ward. One local resident told us that our reversal of the elements of the ward name did not appear to be logical. The Council also proposed 'South Park & Woodhatch' and we have therefore included that naming as part of our final recommendations.

The southern parishes



Ward name	Number of Cllrs	Variance 2023
Horley Central & South	3	6%
Horley East & Salfords	3	-1%
Horley West & Sidlow	3	7%

Horley Central & South, Horley East & Salfords and Horley West & Sidlow

72 Both the Borough Council and Horley Town Council initially proposed relatively few changes to the current warding of Horley, save for the inclusion of parts of Salfords and Sidlow parish. Salfords & Sidlow Parish Council proposed that the whole of their parish form a single-councillor ward or that it should be added to Horley West ward. That proposal was echoed by a local resident who also proposed that the current Horley East ward be extended to include the area between Balcombe Road and the railway line. We received a further response proposing the inclusion of both sides of Balcombe Road in the same ward, and one arguing that the Whitebushes area should be combined in a ward with Salfords and Sidlow. One respondent argued that Salfords and Sidlow are distinct and separate areas with no modern-day connection.

73 We considered that the Langshott area in the north-eastern part of Horley is distinct from the more southern parts of Balcombe Road. Additionally, our observations in the Balcombe Road area were consistent with those who described the two sides of the road as having common identity and interests. We therefore proposed a Langshott & Salfords ward combining the north-eastern part of Horley with Salfords, and a Meath Green & Sidlow ward which combines the north-western parts of the town with Sidlow.

74 Finally, we proposed a Horley Town ward which consists of the southern parts of the town and the town centre. Our draft recommendations therefore proposed wards which would contain the whole of the parished area and not include any unparished area.

75 Both Horley Town Council and Salfords & Sidlow Parish Council welcomed our recommendation to provide a pattern of wards which embraced the parished area of the borough and which excluded unparished areas. We did, however, receive a number of proposals that we modify our recommendations for these areas.

76 One local resident proposed that the whole of Salfords & Sidlow parish be combined with West Horley in a single ward. The effect of such a step would be that the proposed ward would have 32% more electors per councillor than the average for the borough by 2023, which is an electoral variance we are not prepared to accept. Another resident proposed that we combine the Langshott area of Horley with our ward to the south. That would raise electoral inequality to even higher levels. We have rejected those suggestions on the grounds of electoral inequality. A third resident proposed that the most southerly ward be represented by four councillors on the grounds that its close proximity to Gatwick Airport presented additional issues to be addressed by representatives of the area. This would again have an adverse effect on electoral inequality, resulting in an electoral variance of 20%. Furthermore, as stated earlier, we are unwilling to recommend a four-councillor ward.

77 On a more localised scale, one resident proposed that our Horley West & Sidlow ward include Southlands Avenue and the Chequers Drive area. Were we to take that step, the result would be a variance from the average number of electors per councillor of 13%. Although lower than the levels indicated in paragraph 76, this would still be a level of inequality we are not prepared to recommend.

78 The Borough Council and Horley Town Council proposed that the Benhams Drive area be included in Horley West & Sidlow ward. Whilst that would increase the disparity between the number of electors per councillor in east and west Horley, we find that the variances from the average lie within our normal range of tolerance. This change also reflects the road pattern in the Benhams Drive area and so have accepted that proposal as part of our final recommendations.

79 Our choice of ward names attracted comment from the Borough Council and Town Council as well as from a number of local residents. All suggested that the names presented in our draft recommendations did not adequately reflect the communities they embrace, particularly in the northern part of Horley. A variety of ward names were suggested to us and we are persuaded to modify the names of wards we recommend. As part of our final recommendations, we therefore propose the name 'Horley Central & South'. We consider that this better reflects the geographical extent of our proposed ward. We also recommend the names Horley East & Salfords and Horley West & Sidlow in order to reflect the sense of identity which Horley communities have with the town as a whole.

80 Horley Town Council asked us to recommend parish wards which would be coterminous with our borough ward boundaries. Whilst we recognise the attractiveness of this proposition, we are also required to recognise the boundaries of county electoral divisions in our recommendations for parish wards. This requirement means that we cannot recommend a parish ward which crosses either a borough ward boundary or an electoral division. We must therefore recommend a parish ward for the area around Yattendon School and another for the area which lies between Bonehurst Road and the railway line.

Conclusions

81 The table below shows the impact of our final recommendations on electoral equality, based on 2017 and 2023 electorate figures.

Summary of electoral arrangements

	Final recommendations	
	2017	2023
Number of councillors	45	45
Number of electoral wards	15	15
Average number of electors per councillor	2,396	2,598
Number of wards with a variance more than 10% from the average	3	0
Number of wards with a variance more than 20% from the average	0	0

Final recommendation

Reigate and Banstead Borough Council should be made up of 45 councillors serving 15 three-councillor wards. The details and names are shown in Appendix A and illustrated on the large map accompanying this report.

Mapping

Sheet 1, Map 1 shows the proposed wards for Reigate and Banstead Borough Council.

You can also view our final recommendations for Reigate and Banstead Borough Council on our interactive maps at <http://consultation.lgbce.org.uk>

Parish electoral arrangements

82 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 or divisions it must also be divided into parish wards, so that each parish ward lies wholly within a single ward or division. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

83 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, Reigate and Banstead Borough 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.

84 As 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 Horley parish.

Final recommendation	
Horley Town Council should comprise 18 councillors, as at present, representing five wards:	
Parish ward	Number of parish councillors
Horley East	4
Horley Central North	2
Horley South	5
Horley Upper North	1
Horley West	6

3 What happens next?

85 We have now completed our review of Reigate and Banstead Borough 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 2019.

Equalities

86 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.

Appendix A

Final recommendations for Reigate and Banstead Borough Council

	Ward name	Number of councillors	Electorate (2017)	Number of electors per councillor	Variance from average %	Electorate (2023)	Number of electors per councillor	Variance from average %
1	Banstead Village	3	7,045	2,348	-2%	7,273	2,424	-7%
2	Chipstead, Kingswood & Woodmansterne	3	7,727	2,576	7%	8,113	2,704	4%
3	Earlswood & Whitebushes	3	7,387	2,462	3%	7,694	2,565	-1%
4	Hooley, Merstham & Netherne	3	7,934	2,645	10%	8,605	2,868	10%
5	Horley Central & South	3	7,514	2,505	5%	8,279	2,760	6%
6	Horley East & Salfords	3	7,339	2,446	2%	7,730	2,577	-1%
7	Horley West & Sidlow	3	6,274	2,091	-13%	8,325	2,775	7%
8	Lower Kingswood, Tadworth & Walton	3	7,998	2,666	11%	8,458	2,819	9%
9	Meadvale & St John's	3	6,761	2,254	-6%	7,071	2,357	-9%

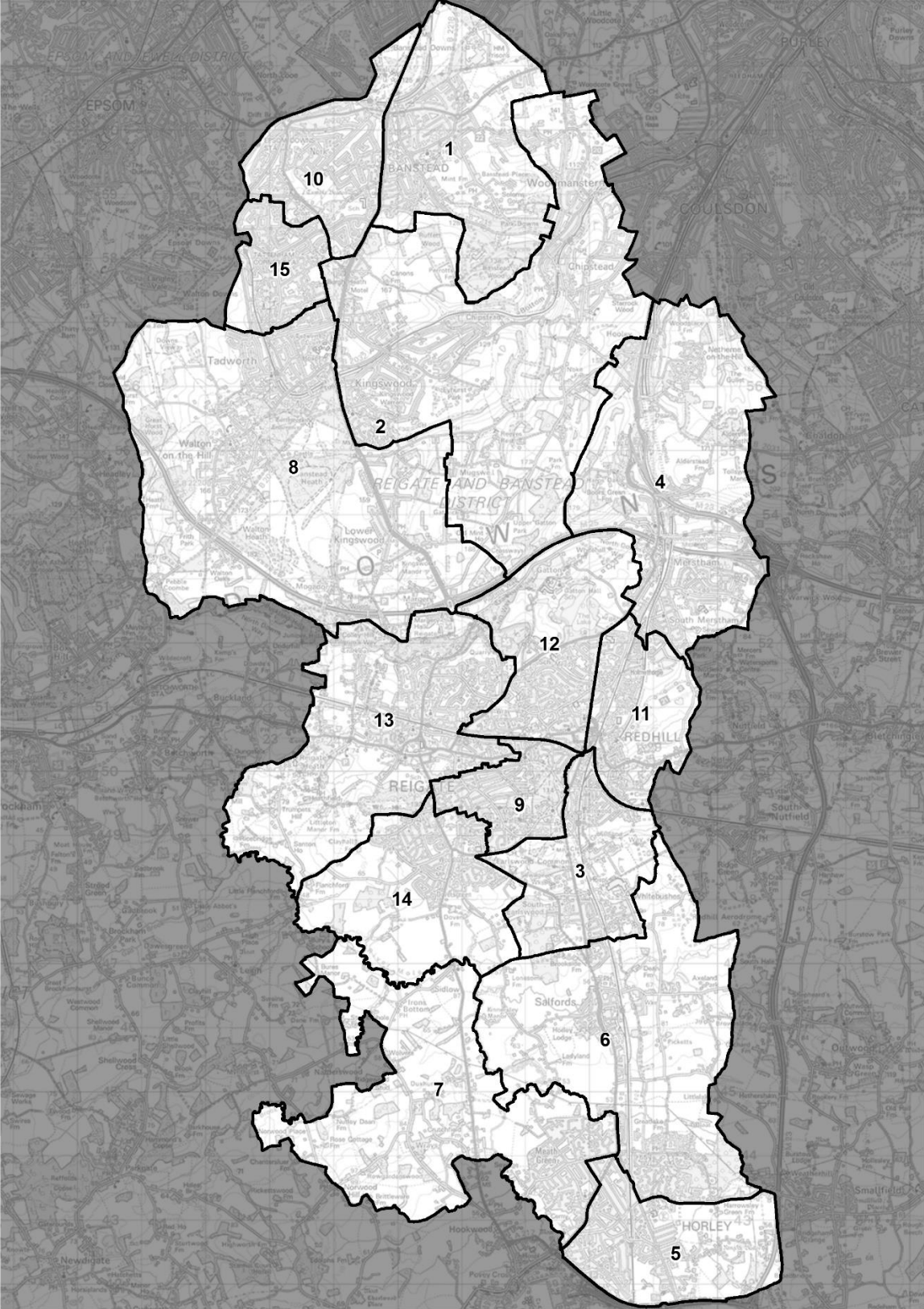
Ward name	Number of councillors	Electorate (2017)	Number of electors per councillor	Variance from average %	Electorate (2023)	Number of electors per councillor	Variance from average %
10 Nork	3	7,285	2,428	1%	7,640	2,547	-2%
11 Redhill East	3	6,153	2,051	-14%	7,218	2,406	-7%
12 Redhill West & Wray Common	3	7,382	2,461	3%	7,785	2,595	0%
13 Reigate	3	7,416	2,472	3%	7,794	2,598	0%
14 South Park & Woodhatch	3	6,622	2,207	-8%	7,063	2,354	-9%
15 Tattenham Corner & Preston	3	6,988	2,329	-3%	7,854	2,618	1%
Totals	45	107,825	-	-	116,902	-	-
Averages	-	-	2,396	-	-	2,598	-

Source: Electorate figures are based on information provided by Reigate and Banstead Borough 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 borough. 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: [http://www.lgbce.org.uk/all-reviews/south-east/surrey/Reigate and Banstead](http://www.lgbce.org.uk/all-reviews/south-east/surrey/Reigate%20and%20Banstead)

Key

1. Banstead Village
2. Chipstead, Kingswood & Woodmansterne
3. Earlswood & Whitebushes
4. Hooley, Merstham & Netherne
5. Horley Central & South
6. Horley East & Salfords
7. Horley West & Sidlow
8. Lower Kingswood, Tadworth & Walton
9. Meadvale & St John's
10. Nork
11. Redhill East
12. Redhill West & Wray Common
13. Reigate
14. South Park & Woodhatch
15. Tattenham Corner & Preston

Appendix C

Submissions received

All submissions received can also be viewed on our website at [http://www.lgbce.org.uk/all-reviews/south-east/surrey/Reigate and Banstead](http://www.lgbce.org.uk/all-reviews/south-east/surrey/Reigate%20and%20Banstead)

Local Authority

- Reigate and Banstead Borough Council

Political Group

- Banstead Village Conservative Association
- Reigate & Banstead Conservative Association
- Residents' Association Group of Councillors

Councillors

- Councillor R. Absalom (Reigate and Banstead Borough Council)
- Councillor T. Archer (Reigate and Banstead Borough Council)
- Councillor N. Bramhall (Reigate and Banstead Borough Council)
- Councillor R. Coad (Reigate and Banstead Borough Council)
- Councillor G. Crome (Reigate and Banstead Borough Council)
- Councillor J. Durrant (Reigate and Banstead Borough Council)
- Councillor J. Ellacott (Reigate and Banstead Borough Council)
- Councillor K. Foreman (Reigate and Banstead Borough Council)
- Councillor J. Harris (Surrey County Council)
- Councillor R. Michalowski (Reigate and Banstead Borough Council)
- Councillor B. Stead (Reigate and Banstead Borough Council)
- Councillor J. Stephenson (Reigate and Banstead Borough Council)
- Councillor B. Thomson (Surrey County Council)
- Councillor C. Whinney (Reigate and Banstead Borough Council)

Town and Parish Councils

- Horley Town Council
- Salfords & Sidlow Parish Council

Local Organisations

- Banstead & District Federation of Residents' Associations
- Banstead Village Residents' Association
- Burgh Heath Residents' Association
- Kingswood PCC
- Kingswood Residents' Association
- Lower Kingswood Residents' Association

- Nork Residents' Association
- Raven Housing Trust
- Tadworth & Walton Residents' Association
- Tattenhams Residents' Association
- The Reigate Society
- Woodmansterne Green Belt & Residents' Association

Local Residents

- 533 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 fairness	When one elector's vote is worth the same as another's
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. For the purposes of this report, we refer specifically to the electorate for local government elections
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 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
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