

Debate Opens on the Future Shape of Surrey's Local Government

17 June 2025



Residents across Surrey are being asked to help shape the future of local government in what is being described as the most significant shake-up in over half a century. A government consultation launched this week invites public views on two competing proposals to reorganise Surrey's local councils into unitary authorities.

The Ministry of Housing, Communities and Local Government (MHCLG) is offering two options for reorganisation:

- A **two-unitary model** (East and West Surrey), proposed by Surrey County Council and supported by Elmbridge and Mole Valley.
- A **three-unitary model** (East, West and North Surrey), backed by a majority of Surrey's borough and district councils, including Epsom & Ewell.

Councillor Hannah Dalton, Leader of Epsom & Ewell Borough Council and Chair of the Surrey Leaders Group, is urging residents to take part:

"Residents have consistently told us that they want decisions made by people who know and understand their communities," she said. "Over 60% of respondents to our April survey preferred a three-unitary model. We believe it delivers better services, stronger accountability, and a future that works for every part of Surrey."

The government consultation runs until **5 August**, and is the only opportunity for the public to influence which of the two options is pursued. Dalton emphasised the importance of local voices in the process:

"We've been assured by the government that every response will be treated equally. This is your only chance to shape how your area is governed for future decades."

The consultation follows the rejection of a third submission from Reigate & Banstead and Crawley Boroughs, which will not proceed.

Financial Concerns and Woking's Shadow

Both proposals are said to be financially viable, according to Councillor Dalton, but depend on government action to address what she described as "**unrecoverable debt**"—most notably in Woking.

"We welcome the Government's recognition that this debt cannot be managed locally. But we await details on what support will follow after 2026/27," she said.

The issue of Woking's financial crisis looms large in the background, with some viewing reorganisation as an opportunity to draw a line under past mismanagement—but others fear it could result in spreading liabilities more broadly across the county.

Streamlining—or Complicating?

While the proposals are framed as streamlining governance—abolishing the two-tier system of borough/district and county councils—there is growing concern that new layers may be introduced in their place.

The two-unitary model envisages an **elected Mayor** and a **Strategic Authority** overseeing countywide functions. At the same time, **Neighbourhood Area Committees** (formerly "Community Boards") are being piloted to handle hyper-local matters. In towns like Epsom, where no town council currently exists, discussions have begun around establishing new local councils to fill the vacuum left by a dissolved borough council.

Some commentators have questioned whether the term "unitary" has become misleading in this context—raising the possibility that what was intended as simplification may, in practice, become a **reconfiguration of complexity**.

Clash of Visions

Surrey County Council's Leader, Cllr Tim Oliver, argues the two-unitary model provides the best platform for efficient services and future prosperity:

"Two unitary councils will simplify services, save money and strengthen communities."

In contrast, EEBC and its allies believe three smaller authorities would be more responsive and rooted in local identity. They also point to stronger alignment with community geography, opportunities for targeted infrastructure growth, and

better democratic accountability.

How to Take Part

The government consultation is open until **Tuesday 5 August 2025**. Residents, businesses, community organisations, and parish councils are all invited to contribute their views.

Ways to respond:

- Online: [surrey-local-government-reorganisation](https://surrey-local-government-reorganisation.com)
- Email: lgreorganisation@communities.gov.uk
- Post: LGR Consultation, Fry Building 2NE, MHCLG, 2 Marsham Street, London SW1P 4DF
- Paper forms: Available at all 52 libraries across Surrey

Further details and background on each proposal can be found at the **Surrey Local Government Reorganisation Hub**: www.surreylgr.co.uk

Related reports:

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Surrey Councils launch Local Government Reorganisation engagement

Surrey's BIG debt question in local government reorganisation

Local Government Reorganisation in Surrey: Key Proposals

Interview with the New Mayor of Epsom and Ewell - Cllr Robert Leach

17 June 2025



Cllr **Robert Leach** (RA Nonsuch) was elected Mayor of the Borough of Epsom and Ewell at the Council meeting on 13th May 2025. The *Epsom and Ewell Times* put some questions to the new Mayor about his plans, priorities, and personal reflections as he embarks on his year of office.

EET: You are championing three charities during your Mayoral year. Could you tell us why you chose these particular charities?

Mayor Robert Leach: As my role relates solely to the borough of Epsom and Ewell, I focused on charities that primarily operate here. I was looking for organisations with the capacity to actively participate in fundraising, and which support those less fortunate in our community.

I've chosen:

- **Good Company**, which runs the foodbank, Epsom Pantry and other services that provide basic food provisions.
- **Citizens Advice Bureau**, which offers vital help with financial, legal, family and administrative issues—often stepping in when people have no one else to turn to.
- **PHAB**, which promotes physical and mental activity for all ages and abilities.

I believe three is the maximum I can support properly, though I recognise that there are many other excellent charities locally. I hope to support them in other ways, such as by attending their fundraising events.

EET: What are your priorities for the year ahead?

Mayor Robert Leach: My main priority is to build a stronger sense of cohesion across the borough and foster a feeling of self-worth among its residents. I'm the Mayor for all—regardless of politics, religion or beliefs.

I'm also launching a "*Friend of the Mayor*" scheme, aimed primarily at children (though adults are welcome too). The idea is simple: a Friend of the Mayor promises not to hate anyone—or at least to try not to. Disagreement is fine, disapproval

too, but hatred fuels everything from petty disputes to international conflict. This is just a small, local step to push back against that.

EET: What do you think could be improved about the Borough?

Mayor Robert Leach: Overall, I believe the borough is well run and well-resourced. There are, of course, a few minor housekeeping matters that could be improved. And I do miss the old Rolls-Royce mayoral car with the crest!

EET: What are you most looking forward to in your new role?

Mayor Robert Leach: Meeting people. I hope I can encourage and thank the vast army of volunteers who work so hard for their neighbours. I'm especially keen to spend time with children and young people. Encouraging and engaging with the next generation will be a special part of this year.

EET: What hobbies might have to take a back seat during your Mayoral year?

Mayor Robert Leach: Music is my main hobby. I play in a 15-piece dance band and often deputise in another. I've already had to excuse myself from at least one gig, but I've promised the bandleaders it's only for a year!

As a pensioner with diabetes, I've also been working to get match fit for the job. I've lost over three stone and am trying to reduce my intake of cake and wine!

EET: Any final message for our readers?

Mayor Robert Leach: I want to be a residents' Mayor. I encourage all local organisations to consider inviting me to their events—there is no charge. You might even like to host a "Meet the Mayor" evening.

Becoming Mayor is a great honour, and I look forward to carrying out my duties with enthusiasm and commitment.

Image credit: Epsom and Ewell Borough Council.

Epsom and Ewell Borough Council out - Community Council's in?

17 June 2025



Earlier this month, at a meeting of the full Council, Epsom & Ewell Borough Council (EEBC) agreed new strategic priorities for 2025-2027, with the number one priority being to explore future local governance in Epsom & Ewell. This week, Councillors will attend a briefing on Community Governance Review (CGR) and will, with the Mayor's agreement, schedule an extraordinary full Council meeting on Thursday 26 June 2025. At the extraordinary Council meeting, Councillors would agree whether to commence with a CGR in Epsom & Ewell, that could eventually lead to the creation of new community councils.

Community councils provide a vital link between residents and larger unitary authorities, which will be critical as a result of imminent local government reorganisation in Surrey. They aim to enhance local representation by providing a direct route for the essential voices of residents and local communities, ensuring that residents are aware of local issues, and are involved in decision-making they are affected by.

Councillor Hannah Dalton, Leader of Epsom & Ewell Borough Council, said "We are navigating the biggest change in local democracy for more than 50 years. As a priority we are working to ensure that, whatever the outcome of local government reorganisation, the voices of our residents and local communities continue to be heard in years to come - this is a vital element of local democracy. We will keep residents informed and updated throughout this process."

In the coming days, Councillors will be briefed on the CGR process and possible geographies for establishing community councils in Epsom & Ewell:

Should full Council decide to commence with the CGR, the process will include a public consultation which would take place summer 2025, with any final proposal being consulted on in early 2026.

EEBC council meetings, including extraordinary full Council meetings, are open to the public to observe and are also live streamed: details on how to watch meetings can be found on the council's website: [Epsom and Ewell Democracy](#)

In light of the plans for local government reorganisation, which will see the formation of new unitary councils and the dissolution of all current district, borough and county councils in Surrey; EEBC approved an amendment to the Council's Four-Year Plan earlier this month, replacing it with strategic priorities for 2025-2027. Prior to the 9 May final submission deadline, Epsom & Ewell with nine of the eleven Surrey district and borough councils submitted a proposal to government to create three unitary councils in north, east and west Surrey. The county council and two other district and borough councils favour a two unitary model. Council leaders ruled out the creation of one unitary council for Surrey in February this year.

No release from LGR releases

17 June 2025



Surrey district and borough councils submit proposal to government outlining vision for future governance in the county

Today, district and borough councils in Surrey have submitted proposals to government outlining their vision for the future of local government in Surrey.

Nine district and borough councils support the formation of three unitary councils (Epsom & Ewell, Guildford, Reigate & Banstead, Runnymede, Spelthorne, Surrey Heath, Tandridge, Waverley and Woking) while two district and borough councils (Elmbridge and Mole Valley) and the county council favour two. Both proposals are published on council websites.

The proposal submitted by district and borough councils supporting three unitary councils is underpinned by the following priorities:

- supporting economic growth
- housing and infrastructure delivery
- unlocking devolution
- valuing and advocating for Surrey's unique local identities and places
- providing strong democratic accountability, representation and community empowerment
- securing financial efficiency, resilience and the ability to withstand financial shocks
- delivering high-quality, innovative and sustainable public services that are responsive to local need and that enable wider public sector reform.

Speaking about the proposal for three unitaries, Councillor Hannah Dalton, Chair of the Surrey Leaders Group and Leader of Epsom & Ewell Borough Council, said: "Today, district and borough councils have submitted a proposal for local government reorganisation in Surrey, a proposal rooted in what local government is all about: local identity, representation and economic alignment.

This is a once in a generation opportunity to shape Surrey's future, to improve outcomes and opportunities for our residents, businesses and people across the county who rely on us most. We look forward to the government's response to our proposal.

The government set out proposals for local government reform in the English Devolution White Paper. This outlines their plans to move away from the current two-tier system of district and county councils.

Residents can keep up-to-date with plans for local government reorganisation on the Surrey Local Government Hub.

Proposals can be read here: [Epsom and Ewell Democracy](#) and on all Surrey council websites.

Surrey district and borough councils submit proposal to government

17 June 2025

Epsom and Ewell Times is bringing you all positions being taken on local government reorganisation. We believe in providing you as much information as possible, even if statements are repeated across the stream of reports and press releases.

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Surrey's partner organisations support county council plans for local government reorganisation

17 June 2025

Epsom and Ewell Times is bringing you all positions being taken on local government reorganisation. We believe in providing you as much information as possible, even if statements are repeated across the stream of reports and press releases. Here is the latest unedited press release from Surrey County Council that favours two unitary authorities to replace itself.

Yesterday, Surrey County Council's Cabinet approved a plan for local government reorganisation in the county. The plan will be sent to government on 9 May, and proposes two councils, East and West Surrey, to replace the existing 12 councils. The creation of the two councils will unlock further devolution through the election of a Mayor for Surrey.

The plan will be jointly submitted with Elmbridge Borough Council and Mole Valley District Council, and includes letters of support from key local partners, including health, police, fire, business and community leaders.

Ian Smith, Chair of NHS Surrey Heartlands ICB said: "As a key partner, NHS Surrey Heartlands is supportive of Surrey County Council's proposal to move to two unitary authorities for Surrey. Recognising the value and importance of strong community engagement - particularly as the NHS looks to focus more on neighbourhood health with local partners - we very much support the proposed creation of community-level boards across Surrey to help strengthen engagement at local level."

Police and Crime Commissioner Lisa Townsend said: "I believe a two unitary structure is the right model for Surrey that will unlock the exciting opportunities that exist through devolution.

"The most important part of my role is to represent our residents and ensure we provide value for money and the very best policing service to keep our communities safe. In any future model of governance, it is crucial that links to the Surrey public at a very local level are retained.

"By getting this right, we can ensure that we continue to deliver an effective and resilient service that will fight crime and protect our county for the next decade."

Dan Quin, Chief Fire Officer, said: "I am pleased that the proposal to move Surrey Fire and Rescue Service to the Mayoral Strategic Authority aligns to the national Fire Reform White Paper in terms of governance for our service. However, in addition to this, this could also allow better collaboration, greater control over funding and regulatory requirements and closer integration with local health and safety initiatives - ensuring a holistic approach to community safety."

The Chair to the Board of Trustees at Surrey Minority Ethnic Forum said: "We fully support the proposed local government reorganisation in Surrey, specifically the recommendation consisting of two unitary authorities. This proposal provides the best opportunity for greater efficiencies in the delivery of services, with reduced duplication and clearer accountability as well as improved financial sustainability. It would allow for more coherent planning and integrated service delivery while preserving the distinctiveness of Surrey's diverse communities. This is a once in lifetime opportunity to strengthen and align public services in the county and we welcome the inclusion of police and health partners in developing this proposal. The inclusion of community boards in the proposal will help to strengthen connectivity with local communities, and SMEF can play a vital role in connecting local diverse communities into these boards."

Councillor Stephen Cooksey, Leader of Mole Valley District Council (MVDC) said: *‘Making the right decision is not always easy, but as elected representatives, our responsibility is to act in the best interests of our residents and businesses. This is especially important during a process as significant as local government reorganisation.*

“Initially, we felt that more time and information were needed to determine whether two or three unitary authorities would best serve Mole Valley. However, following a thorough review of both proposals and a full Council debate, we have voted to support the proposal for two unitary authorities and look forward to having further detailed discussions with our partners, Ministers and others regarding how this can best be implemented.

“We believe this approach offers the best opportunity to establish a new authority that is financially sustainable, supports economic growth, protects our environment, and meets the needs of both our rural and urban communities.’

Cllr Mike Rollings, Leader of Elmbridge Borough Council, believes that financial stability and protecting the interests of residents are best achieved by a 2 unitary approach.

“Although we didn’t ask for government to reorganise the structure of councils in Surrey, we are none-the-less committed to ensuring long-term financial sustainability and delivering value for our residents. I believe these priorities can be achieved through the establishment of two unitary authorities, one for East Surrey and one for West Surrey. Throughout this process we will maintain accountability and actively engage with our residents to ensure successful local government reorganisation in Surrey.”

Tim Oliver, Leader of Surrey County Council said: *“Our analysis shows that two unitary councils would bring the greatest benefit to Surrey’s residents, and we’ve received significant backing from key partners to support this. Two councils, in partnership with a Mayor for Surrey, would save money, strengthen and simplify local government and with an East and West arrangement both councils would be in a strong position to continue to deliver high quality services to all Surrey residents. Of course, consideration must be given to the differing levels of debt that the authorities would potentially inherit, and we’re in talks with government about our request that the stranded debt be written off as well as providing financial support to those borough councils that need it.*

“Most importantly, this proposal strengthens local community engagement. We know that residents want high quality services that are easy to access, and they want a real say in services and decisions that affect them. That’s why we’re proposing the creation of community-level boards across Surrey.

“These community boards will be locally determined but we would expect them to include representation from health partners, Surrey Police, voluntary groups, councillors, council staff, local Town and Parish Councils and Residents Associations. We plan to pilot these boards over the coming months, and residents will have a say in how they are set up and delivered.

“We’re in a strong position as a county council, with good quality services and an excellent track record of stable finances after years of successful transformation. And working together with our residents and partners, we are well placed to deliver this important reorganisation. Ultimately, this work will unlock further devolution, meaning Surrey can elect a mayor which will bring more power, flexibility and funding closer to communities.”

The county council plan was also discussed with all county councillors at a Full Council meeting and a majority were in favour of submitting the final LGR plan.

Two unitary proposal confirmed

17 June 2025



Plans for Surrey’s various district and borough councils to be devolved have been finalised. Surrey county councillors voted on how all 648 square miles of Surrey should be carved into two during a cabinet meeting on Wednesday, May 7.

Surrey County Council’s plans, supported by Elmbridge Borough Council and Mole Valley District Council, propose two new councils are created, splitting Surrey into East and West. But devolutions plans supported by the majority of the borough and district councils support splitting Surrey into three.

The Labour government outlined colossal structural changes to councils in December, aiming to give local authorities more power. Surrey’s 12 unitary authorities- district and borough councils- were told to submit their proposals for one a single-tier council would like across Surrey.

At rapid speed, the county council has drawn up plans for Surrey to be split in two: making up West Surrey would be Woking, Spelthorne, Runnymede, Surrey Heath, Guildford and Waverley; on the East would be Elmbridge, Epsom and Ewell, Reigate and Banstead, Mole Valley and Tandridge.

Leader of the county council, Tim Oliver said: “The decision was always going to be based on the evidence, not on political lines or emotional lines.

“This is about what is in the best interest for residents... how can we establish unitaries that are going to be financially secure going forward.”

The leader emphasised the “evidence” only supports a two unitary authority is fair, even and best value for residents.

Cllr Catherine Powell, leader of the Residents’ Association and Independents Group, said having three councils is the “most balanced option” and claimed the East and West division is “financially unsustainable”.

“It will include all three areas with the highest need for children’s services and the three areas with the lowest council tax band base, which also happen to be the same three areas with the highest levels of debt,” she said.

She claimed that SCC’s own analysis showed it would be better for Spelthorne to join the East Surrey side, both in terms of financial and service distribution.

Cllr Powell urged the potentially crippling debt from the councils needs to be solved before any final decision is made. Conversations continue between the government and Woking on how to manage their debt, while Runnymede’s financial situation is still struggling and Spelthorne now has government commissioners in to manage the debt.

The three-council plan would put Epsom & Ewell, Mole Valley, Reigate & Banstead and Tandridge into East Surrey. Elmbridge, Runnymede and Spelthorne would become North Surrey, and Guildford, Surrey Heath, Waverley and Woking in West Surrey.

But Cllr Oliver slammed the arguments as “weaponising” the debt across Surrey. He labelled the claim as “inconsistent”, as those in favour of three unitaries would lump struggling councils Spelthorne and Runnymede together with Elmbridge. He said: “How can it possibly be better than splitting them across two unitaries?”

Cllr George Potter slammed the Conservative councillors for supporting the idea of two mega councils based on their report. He said the council was merely “making the figures fit the pre-determined conclusions”.

However, Cllr Edward Hawkins said residents he has spoken to are “not bothered about changes but want the reduction of administration”. He said people just “want the bins emptied and the roads repaired”.

Despite the mudslinging, none of the councillors will decide what ultimately Surrey will look like in years to come. Timelines show the government will consult and interrogate the various proposals put forward, and decide how Surrey shall be carved up in the autumn.

Options for Surrey to be split into two and three unitaries will both be put on the table and submitted to government ministers on May 9.

Residents Association group on two unitaries

17 June 2025



The county council’s plan to split Surrey in two is “flawed, inconsistent, incomplete and will doom the west to fail”, say opposition members.

Surrey as we know it will come to an end as sweeping changes to local government come into effect over the next two years.

The Government wants to get rid of the half-century-old system of 11 boroughs, districts, together with a county council, and replace them with a single mayor sitting atop either two or three large unitary authorities.

How that is achieved is still to be determined but the Residents Association group at Surrey has challenged the county’s plan saying that “in almost all” cases the county council’s own evidence goes against what it is trying to push through.

The county council wants to split Surrey in two in such a way that the most heavily indebted boroughs, Woking, Spelthorne, Runnymede and Surrey Heath, would all be merged together – creating a massive financial imbalance from the get go.

The residents group says that “worse still” the council’s impact assessment flip flopped between where to stick

Spelthorne.

Leader of the Residents' Association and Independents Group, Councillor Catherine Powell, said papers published ahead of Surrey's decision showed that a budget imbalance between the two new councils would be created with those living in the west facing higher costs.

Tax collection, she added, was another serious issue, because a new East Surrey would have two councils with the highest number of Band G and H properties while West Surrey would have, in Spelthorne, and Woking, two with the greatest percentage of lower tax band homes.

Cllr Powell said: "Surrey County Council says the proposals are robust and evidence based, and that (having Spelthorne in the west) creates authorities that are best placed to deliver high quality services. But the "data" on which (that) has been selected, except it doesn't.

"It very clearly shows in almost all categories that Spelthorne in the east is more equitable than with Spelthorne in the west."

Tim Oliver, Leader of Surrey County Council: "The recommended geography for a two unitary split of Surrey is based on evidence, with a huge number of factors taken into account. It is also important to note local support and feedback from partners agencies - including other councils - in the final proposal."

He said that detailed evidence showed very similar benefits and challenges between both options but that, when wider factors were considered, putting Spelthorne into West Surrey was considered the preferred option.

He added: "The harmonisation of council tax is a very real and practical challenge within any reorganisation, with different councils in Surrey currently charging different rates.

"Decisions about how to harmonise council tax band D rates will be for the new unitaries to make, but modelling has been undertaken as part of preparing the County Council's LGR Final Plan, and will continue to be progressed to help inform future decision-making so that it is fair and balanced across all Surrey residents, while ensuring any new councils would be in the best possible financial position to provide high quality, sustainable services."

Epsom & Ewell Borough Council agrees to submit proposal recommending three unitary councils for Surrey

17 June 2025

Yesterday, at a meeting of the full Council, Epsom & Ewell Councillors voted to submit a final proposal for three unitary councils to the Ministry of Housing, Communities and Local Government, by 9 May 2025. At the same meeting, Councillors approved an amendment to the Council's Four-Year Plan, replacing it with strategic priorities for 2025-2027 and aligning resources by setting up a new local government reorganisation (LGR) reserve.

Councillors agreed that strategic priorities will no longer include a proposed office move from the current Town Hall, instead relocating to the new Town Hall building and completing works to make the newer building fit for purpose for the next two to three years.

Strategic priorities agreed by the Council are:

1. Explore future local governance e.g., a Community Council
2. Move the old Town Hall into the existing new Town Hall
3. Investigate future options for the existing Town Hall site and 70 East Street
4. Carry out a review of major assets
5. Create an Epsom Town Centre Car Park Strategy / Deliver the Hook Road (Utilities site) Car Park re-development
6. Strategic CIL Projects
7. Consider options for the future of Bourne Hall Museum.

Speaking after the meeting, Councillor Hannah Dalton, the Leader of Epsom & Ewell Borough Council, said: "While we work towards local government reorganisation, the Council will prioritise strategic projects that can be delivered in the time available and that offer best value for our residents. Our goal is to meet the ambitious deadlines set by Government to transition to a new era of local government, whilst protecting the best interests of our local communities for the future."

The amendment to the Council's approved Four-Year Plan follows the directive from Government to reorganise local government across the UK, abolishing two-tier councils and replacing them with single-tier, unitary authorities. New unitary councils in Surrey will likely come into effect in April or May 2027, at which time Epsom & Ewell Borough Council (EEBC) will be dissolved.

EEBC and seven other district and borough councils in Surrey believe that the best option for residents and local businesses is to reorganise local government in Surrey into three unitary councils. This model would see Epsom & Ewell

become part of an east Surrey unitary council along with Tandridge District Council, Reigate & Banstead Borough Council and Mole Valley District Council. Surrey County Council and some district and borough councils are proposing a two unitary model.

Councillor Hannah Dalton said: “Reorganising local government in Surrey into three unitary councils would emphasise alignment with established economic areas, as well as prioritising local identity and community empowerment.

Unitary councils in north, west and east Surrey would be the right sizes to improve efficiency and capacity to deliver high quality and sustainable public services, whilst meeting local needs informed by local views.

“The proposal is rooted in what local government is all about: local identity, representation and economic alignment.”

Three Unitary Authorities Proposal for Surrey

17 June 2025



Final devolution and merger plans that promise to be one of the biggest political shake ups in Surrey will be formally put forward this week ahead of the Government set May 9 deadline.

While the county council and a few boroughs and districts, notably Elmbridge, favour splitting Surrey in two - arguing it delivers the best combination of cost savings and devolved powers - the majority are set to back reorganising into three unitary authorities.

The three-council plan would put Epsom & Ewell, Mole Valley, Reigate & Banstead and Tandridge into East Surrey.

Elmbridge, Runnymede and Spelthorne would become North Surrey, and Guildford, Surrey Heath, Waverley and Woking in West Surrey.

Sitting atop all three would be a directly elected mayor.

Those in favour of three councils argue it “delivers the best outcome for the people and businesses of Surrey” by looking beyond what saves the most money to focus on natural geographic divisions within the county.

Papers presented to councils this week read: “These new councils, East Surrey, West Surrey and North Surrey, are more than just lines on a map.

“They reflect the county’s real economic and human geography. They reflect the lived reality of our residents, and the practical considerations of our businesses.”

It added: “When we examined the evidence, we found that two unitary authorities would be remote from the communities they serve, disconnected from residents and partners, reactive in service delivery, and reliant on outdated means of engagement to overcome a significant democratic deficit.”

“But the impact is greater than just identity.

“There are no two unitary options for Surrey that would not divide and fragment the county’s recognised three functional economic areas, baking in strategic inconsistency and economic incoherence from the start, and so significantly hindering economic growth.”

Councils will begin voting on their formal plans to create new authorities this week with Elmbridge, Spelthorne, Epsom and Ewell, Waverley, Surrey Heath, Mole Valley, and Tandridge all set to vote through their final submissions to the Government on Tuesday night (May 6).

They will be followed by Surrey County Council, Guildford Borough Council, Reigate and Banstead, and Runnymede on Wednesday while Woking will wait until Thursday May 8.

Any proposed reorganisation is still extremely reliant of Government assistance in dealing with the £5.5billion of debt Surrey’s councils have amassed.

“To be clear, the decision between two or three unitary authorities is far more than one of mere administrative convenience or numbers on a spreadsheet - it represents a choice between a system of local government that actively fosters and encourages community empowerment, local decision making and strong place leadership, and one that while certainly aspiring to it, will lack the institutional and strategic clarity to drive growth and embrace truly local decision making.

“A two unitary authority model, lacking alignment with Surrey’s functional economic areas, places and identities will embed economic incoherence and conflicting growth incentives, and cannot meaningfully empower local people due to its democratic distance and disconnection of residents from the levers of power.

“We have considered whether systems like community boards would help, and concluded that, as demonstrated by the experience of Wiltshire, that these will not resolve the fundamental issues,” the report added.

County elections were cancelled this year to allow council staff the time to focus on devolution. If everything goes smoothly the Government expects elections for the newly formed councils to go ahead in 2026 and in 2027 for a mayor.

Devolution plans for Surrey

17 June 2025



Surrey County Council has set out how and why it wants merge with the 11 boroughs and districts to create two mega authorities as the deadline to submit local government reorganisation plans approaches.

The county council believes the best way forward is to split Surrey into eastern and western divisions.

On one side would be Woking, Spelthorne, Runnymede, Surrey Heath, Waverley and Guildford the other with Elmbridge, Mole Valley, Epsom & Ewell, Reigate & Banstead, and Tandridge.

The two new mega councils would have an overarching mayor responsible for, among other things, policing and fire services.

If the plans do go ahead, elections for the new shadow unitary councils would likely be held in May 2026, and a mayoral election most likely in 2027.

The county council argues its plan would “help ensure the future of local government in Surrey” was “cost effective, simplified and strengthened” while “unlocking further devolution for the county”.

It would, by their own figures, create the single largest combine authority ranked by gross domestic product per capita. Surrey County Council favours sticking to current boundaries because this would help unify public services, many of which are already shared.

It has rejected the idea of creating a single merged body despite it financially being the most beneficial.

Not only that, but forming a single mega council also comes with the “least amount of risk to vital social care services currently delivered countywide”, according to papers published ahead of the May 7 meeting.

The council has dismissed this because it would miss out on any devolved powers from central government given when two or more top tier authorities join forces. Instead, it is looking at what it calls the “two unitary model”.

Surrey County Council said this would be “the right size to achieve efficiencies, have better alignment between key areas of service expenditure and funding and therefore better able to withstand financial shocks, as well as better prioritise the delivery of high quality sustainable public services.”

Splitting into three, it suggests, “offers less financial resilience when needing to manage key areas of demand, in particular social care.”

Smaller authorities are less able to absorb the inherited debt, are likely to spend a greater proportion of revenue on debt servicing costs, and have less agility to redeploy resources in response to growing service demands, the council continued.

There would also be higher costs associated with the need to disaggregate services across three new authorities.

Beyond the financial risks, Surrey’s analysis of the three unitary model showed there would be greater disparity between the authorities across population, housing, flood risk, homelessness, and road maintenance backlogs.

Tim Oliver, Leader of Surrey County Council said: “Our analysis shows that two unitary councils would bring the greatest benefit to Surrey’s residents.

Two councils, in partnership with a mayor for Surrey, would save money, strengthen and simplify local government and with an east and west arrangement both councils would be in a strong position to continue to deliver high quality services to all Surrey residents.

“Of course, consideration must be given to the differing levels of debt that the authorities would potentially inherit, and we’re in talks with government about our request that the stranded debt be written off as well as providing financial

support to those borough councils that need it.

“Most importantly, this proposal strengthens local community engagement.

“We know that residents want high quality services that are easy to access, and they want a real say in services and decisions that affect them. That’s why we’re proposing the creation of community-level boards across Surrey.

“These community boards will be locally determined but we would expect them to include representation from health partners, Surrey Police, voluntary groups, councillors, council staff, local town and parish councils and residents associations. We plan to pilot these boards over the coming months, and residents will have a say in how they are set up and delivered.

“We’re in a strong position as a county council, with good quality services and an excellent track record of stable finances after years of successful transformation. And working together with our residents and partners, we are well placed to deliver this important reorganisation.

“Ultimately, this work will unlock further devolution, meaning Surrey can elect a mayor which will bring more power, flexibility and funding closer to communities.”

Surrey County Council is expected to vote its plan through on May 7 before formally submitting it for consideration by the May 9 deadline

Will Surrey’s Debts Force Us to Have a Unitary Authority?

17 June 2025



Billions of pounds in crushing debt could force Surrey and its boroughs and districts to become a single mega council – potentially merged with a neighbour, following government feedback on its devolution and reorganisation plans.

Two plans were submitted in March over how to dissolve local government in the county and create a new streamlined system.

The county council and a handful of the boroughs favoured splitting Surrey into two authorities with Elmbridge worried about being ‘punished’ if it is grouped with debt-ridden neighbours – while the majority of the districts favoured three. Both would have an overarching and directly elected mayor.

Now, those plans could all be for nothing if they are unable to demonstrate how to deal with the more than £5 billion of debt owed – and in particular £2.6 billion from bankrupt Woking Borough Council and £1 billion at Spelthorne where government commissioners have recently been appointed to take over.

The letter from the Ministry of Housing, Communities and Local Government was sent to all chief executives of Surrey’s boroughs, districts and county council, in reply to the councils’ plans.

It read: “The county and district co-authored plan shows that greater efficiencies are available where there is less disaggregation, with the single unitary enabling the greatest efficiency that could benefit the management of local debt.

“Given the scale of the financial challenges facing Surrey, we would welcome further detail on how the ability to manage debt compares in each of the different options.

“As the long-term financial sustainability of the three unitary option seems most challenging in this context, we will need more information on how you will manage the risks of disaggregation to meet the financial sustainability criteria as well as the approach to debt management.”

“We suggest meeting to discuss in more detail local proposals for managing debt.”

The ministry said that if Surrey was to shift towards a single unitary model, unlocking devolution would mean partnering up with neighbouring authorities or joining a neighbouring mayoral authority. “

To achieve this, the area will need to ensure the proposed devolution geography meets the criteria set out in the English Devolution White Paper.

A Surrey-only devolution would only work, it added, under the two or three unitary council proposals “subject to achieving sensible population ratios between unitaries”.

The ministry also specifically asked for evidence on how any new merged authority “would enable financially viable councils, including identifying which option best delivers value for money for council tax payers”.

It added; "We note the desire for clarity and further discussions around the area's debt position and your preferred option for Government to write off the current estimated debt of £1.5bn."

Woking Borough Council is short £1.5billion - once all its assets are accounted for.

It continues: "The default position is that assets and liabilities remain locally managed by councils, but we acknowledge that there are exceptional circumstances where there has been failure linked to capital practices.

"Where that is the case, proposals should reflect the extent to which the implications of this can be managed locally, including as part of efficiencies possible through reorganisation.

"Commissioners should be engaged in these discussions.

"It would be helpful to see further detail in proposals on the projected financial sustainability of proposed unitaries and how they could manage debt locally."

ENDS