

SUBMISSION TO GUILDFORD BOROUGH COUNCIL

**Request for a Community Governance Review:
East Horsley parish**

Request submitted by East Horsley Parish Council

16th April 2019

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1. Request for a Community Governance Review

In accordance with the provisions of the Local Government and Public Involvement in Health Act 2007, East Horsley Parish Council (“EHPC”) is pleased to submit this request to Guildford Borough Council (“GBC”) to undertake a Community Governance Review for the parish of East Horsley.

EHPC requests that the following proposals be included in the terms of reference for a Community Governance Review:

Proposal 1

Subject to Proposal 2 below, to alter the existing boundary between the parishes of East Horsley and Effingham in the area close to Effingham Common, as set out in Map A3 of Appendix A.

Proposal 2

To recommend to the Local Government Boundary Commission for England (“LGBCE”) that it approves the change of the existing boundary between the Clandon and Horsley ward and the Effingham ward of the Borough Council so that it is coterminous with the change to the parish boundary referred to in Proposal 1 above.

Proposal 3

To increase the maximum number of councillors to be elected to the parish council of East Horsley from nine councillors to twelve councillors.

EHPC believes that all other electoral arrangements relating to the parish of East Horsley are satisfactory and does not request any further changes be made under the Community Governance Review apart from the matters stated above.

Reasons for making the request

The reasons for EHPC making the request to revise the East Horsley parish boundary are:

- To remove anomalies where the settlement has outgrown its historic boundaries and to establish new clearly-defined boundaries tied to firm ground features; and
- To support the identity and interests of the local community.

The reasons for EHPC making the request to increase the maximum number of parish councillors are:

- To reduce the workload on individual councillors; and
- To seek to improve diversity on the parish council.

2. Supporting justification: revision of parish boundary

EHPC is requesting a revision in its parish boundary to remove anomalies and establish a clearly defined boundary, whilst supporting the identity and interests of the local community.

Anomalous boundaries

Guidance issued by the Department for Communities and Local Government (“DCLG”) in 2010 states in Paragraph 15 that:

“...over time communities may expand with new housing developments. This can often lead to existing parish boundaries becoming anomalous as new houses are built across the boundaries resulting in people being in different parishes from their neighbours. In such circumstances, the council should consider undertaking a community governance review, the terms of reference of which should include consideration of the boundaries of existing parishes.”

In a section of the East Horsley parish boundary close to Effingham Common there is evidence of clear boundary anomalies, as illustrated by Map A2 in Appendix A. Five private residential roads - Heath View, Heathway, Berrington Drive, Orchard Close & Forest Lane - are each split between the parishes of East Horsley and Effingham, with a total of 55 houses in these roads being located in Effingham parish. All five roads fall within the designated settlement area of East Horsley.

EHPC understands that the present parish boundary follows the route of long-established drainage ditches which were concreted over during World War Two when troops were based on Effingham Common. Thereafter, the concrete military tracks provided the road framework for new post-war residential development.

Establishing strong, clearly defined boundaries

The DCLG guidance on Community Governance Reviews states in Paragraph 16 that:

“A community governance review offers an opportunity to put in place strong, clearly defined boundaries, tied to firm ground features, and remove the many anomalous parish boundaries that exist in England....”

As Map A2 in Appendix A illustrates, the present East Horsley parish boundary in the vicinity of Effingham Common is irregular and unrelated to existing ground features in that area. The revision shown in Map A3 in Appendix A proposes to move the existing boundary eastwards a short distance as far as the border of Effingham Common. In this way all of the 55 homes currently within Effingham parish would move into East Horsley parish.

This proposed revision will create a strong, clearly defined boundary marked by the edge of Effingham Common. Effingham Common is designated as an area of common land, as well as a SANG in the forthcoming GBC Local Plan, meaning that any further encroachment of the residential settlement beyond this revised boundary line is unlikely to occur.

The revised border also tracks the designated bridleway BW131. This bridleway is located inside Effingham Common a metre or so within the proposed border, thereby helping to provide a clear physical definition of the revised boundary on the ground.

Should GBC agree, following this Community Governance Review, to alter the boundary between the parishes of East Horsley and Effingham as described above, it may wish to consider whether to request the LGBCE to make consequential changes to the borough ward boundary between the Clandon and Horsley ward and the Effingham ward, so that the parish and borough ward boundaries remain coterminous.

Supporting local Identity and interests

EHPC has consulted local residents prior to making this submission, as detailed in Appendix B. All of the 55 houses now located in Effingham parish were contacted and their views solicited about a proposed boundary change. Overall 71% of the houses contacted responded to this consultation, with 81% of respondents indicating support for a boundary change.

It is clear from the comments shown in Appendix B that most residents in this area already consider themselves to be living in East Horsley. They have East Horsley as their designated postal address, regularly use the East Horsley village facilities, (which are much closer than those of Effingham village), and generally consider themselves to be a part of the East Horsley village community. In considering the benefits of a border revision a number also commented on the convenience of using polling stations which are significantly closer to those presently provided in Effingham.

Accordingly, EHPC believes that the proposed parish boundary revision will support and enhance the sense of local village identity in this area.

Residents' concerns: protection of Effingham Common

In the Heath View consultation five households expressed their opposition to the boundary change, primarily because of possible negative effects on the future protection of Effingham Common. A number of others supporting the boundary change also raised this issue as a significant concern.

EHPC sees no reason why the protection of Effingham Common should be worsened by this boundary change, since the Common will remain wholly within the parish of Effingham under the proposed revision. However, since EHPC considers Effingham Common to be both an important recreational and ecological resource benefitting both parishes, EHPC is very happy to give additional support to Effingham Parish Council in its efforts to conserve and protect this area of common land.

To ensure future co-operation between the two parish councils is effective and timely, EHPC undertakes to commit to the following measures, to become effective upon approval of the proposed boundary change, namely:

- a) To add Effingham Common to the areas monitored by EHPC's Woodlands & Meadows Task Group* (*See Note below*);
- b) To invite Effingham Parish Council to nominate a representative to join this Task Group and to act as ongoing liaison between the two councils;
- c) To support Effingham Parish Council in its various conservation activities relating to Effingham Common, including publicising local events such as the Commoners' Day, soliciting support for volunteer work parties, etc;
- d) Through its Parish Clerk, EHPC will take up any issues or concerns raised by East Horsley residents such as fly-tipping or other inappropriate activities reported on Effingham Common, either directly or by working in conjunction with the Effingham Parish Clerk.

This request to GBC was approved by EHPC at its parish council meeting on 15th April 2019, including a specific reference to the above commitments. In this way EHPC seeks to ensure that any change in the parish boundary in this area will not weaken the protection or conservation of Effingham Common.

*** NOTE:**

EHPC's Woodlands & Meadows Task Group is responsible for monitoring three green spaces in East Horsley owned by EHPC – The Forest, Wellington Meadow and Great Ridings Wood (which also extends significantly into Effingham parish). This Task Group is comprised of 3 parish councillors, the Parish Clerk, and four resident volunteers who act as local wardens for these three green areas. Two of these volunteers are highly experienced amateur naturalists. The group also liaises closely with Surrey Wildlife Trust, which manages The Forest, and with the Woodland Trust, which manages Great Ridings Wood.

Criteria for assessment

EHPC understands that, in keeping with community governance requirements, the boundary revision must be “*reflective of the identities and interests of the community in that area*”. It should also take into account “*community cohesion*”. Based upon the results of our consultation EHPC believes that both of these factors are demonstrated for the boundary revision being proposed.

It is a further requirement that the proposed revision should be “*effective and convenient*”. EHPC believes that in addressing the present anomalous boundary, by clarifying postal addresses and by providing polling stations which are significantly closer to residents than those presently used in Effingham, the proposed boundary revision will also be effective and convenient for residents.

Conclusion

Accordingly, EHPC believes that the proposed boundary revision in the vicinity of Effingham Common is justified and requests that GBC should support this revision.

3. Supporting justification: councillor numbers

EHPC is seeking to increase its councillor numbers in order to reduce the workload on individual councillors and to try and improve diversity on the parish council.

Workload on parish councillors

Parish councillors are unpaid volunteers who give their time and energy towards helping the local community. Presently EHPC has three formal committees – monthly parish council meetings, fortnightly planning committees and quarterly finance committees – as well as a further seven active Task Groups who convene regularly. In recent years councillors have also undertaken a number of one-off projects involving substantial time commitments, such as preparing the East Horsley neighbourhood plan, participating in the Wisley airfield public inquiry, developing a range of new facilities for Kingston Meadow and organising a local summer arts festival for the village. Future trends also point towards increased councillor workloads. For example, the Community Infrastructure Levy to be introduced shortly will mean significantly more involvement by parish councillors in new infrastructure development in the village.

The DCLG guidance indicates that, for villages of East Horsley's size, parish councils typically have between 9 to 16 parish councillors. An increase from 9 to 12 councillors would therefore bring East Horsley into the mid-point of this indicative range.

A comparison with other nearby parish councils is also illustrative. Effingham Parish Council has a maximum of 10 councillors for a village population which is 63% the size of East Horsley. West Horsley Parish Council has a maximum of 9 councillors with a population that is 66% the size of East Horsley.

Increasing diversity

Out of the present nine parish councillors, two are in full-time employment, two are female and just one is below the age of 60 years. EHPC believes the parish council should ideally be more broadly representative of our village community as a whole and that increasing councillor numbers may help to achieve this goal.

Conclusion

EHPC believes that increasing the number of parish councillors from nine to twelve councillors is fully justified and therefore requests that GBC should approve this Community Governance Review.

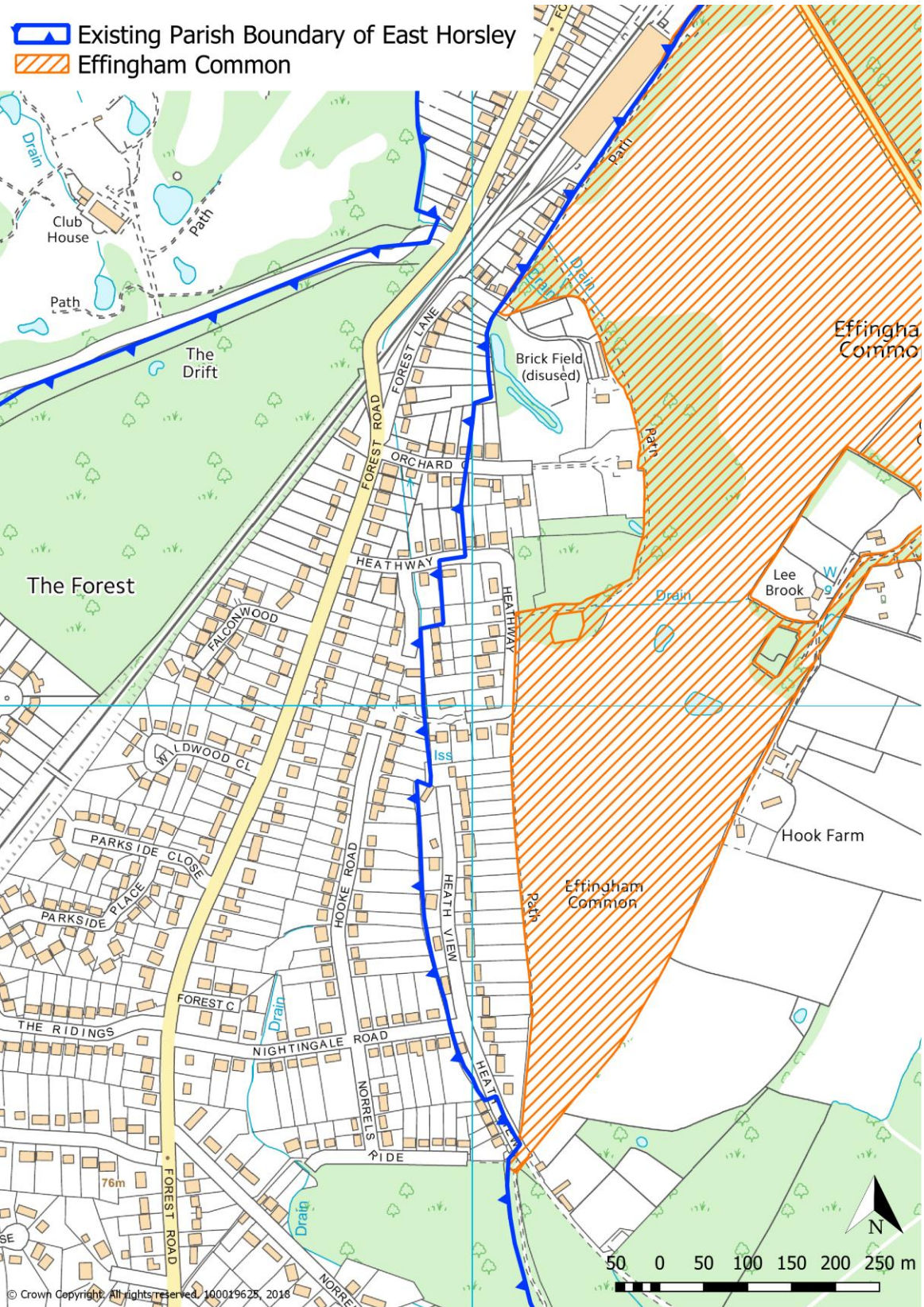
East Horsley Parish Council

16th April 2019

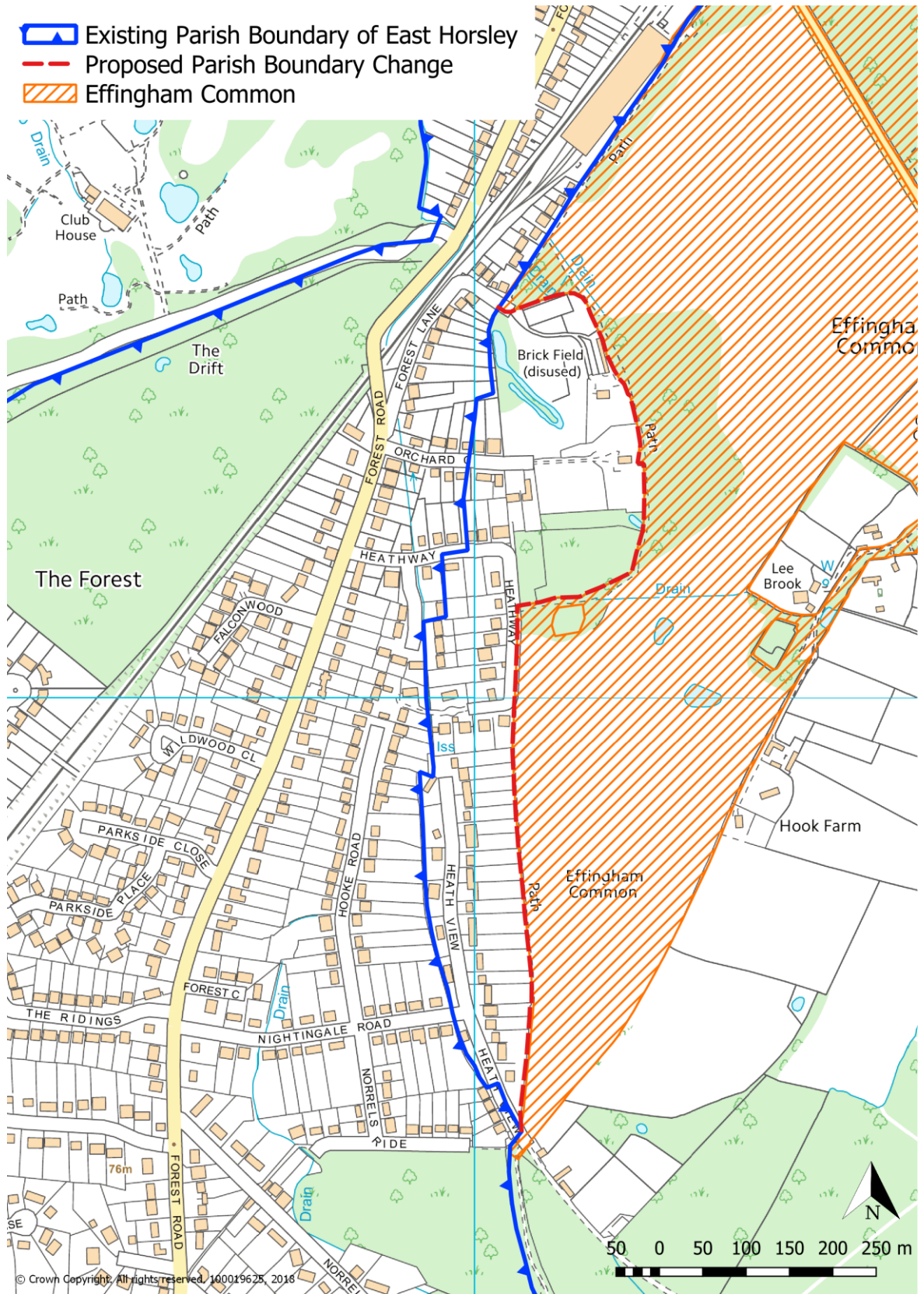
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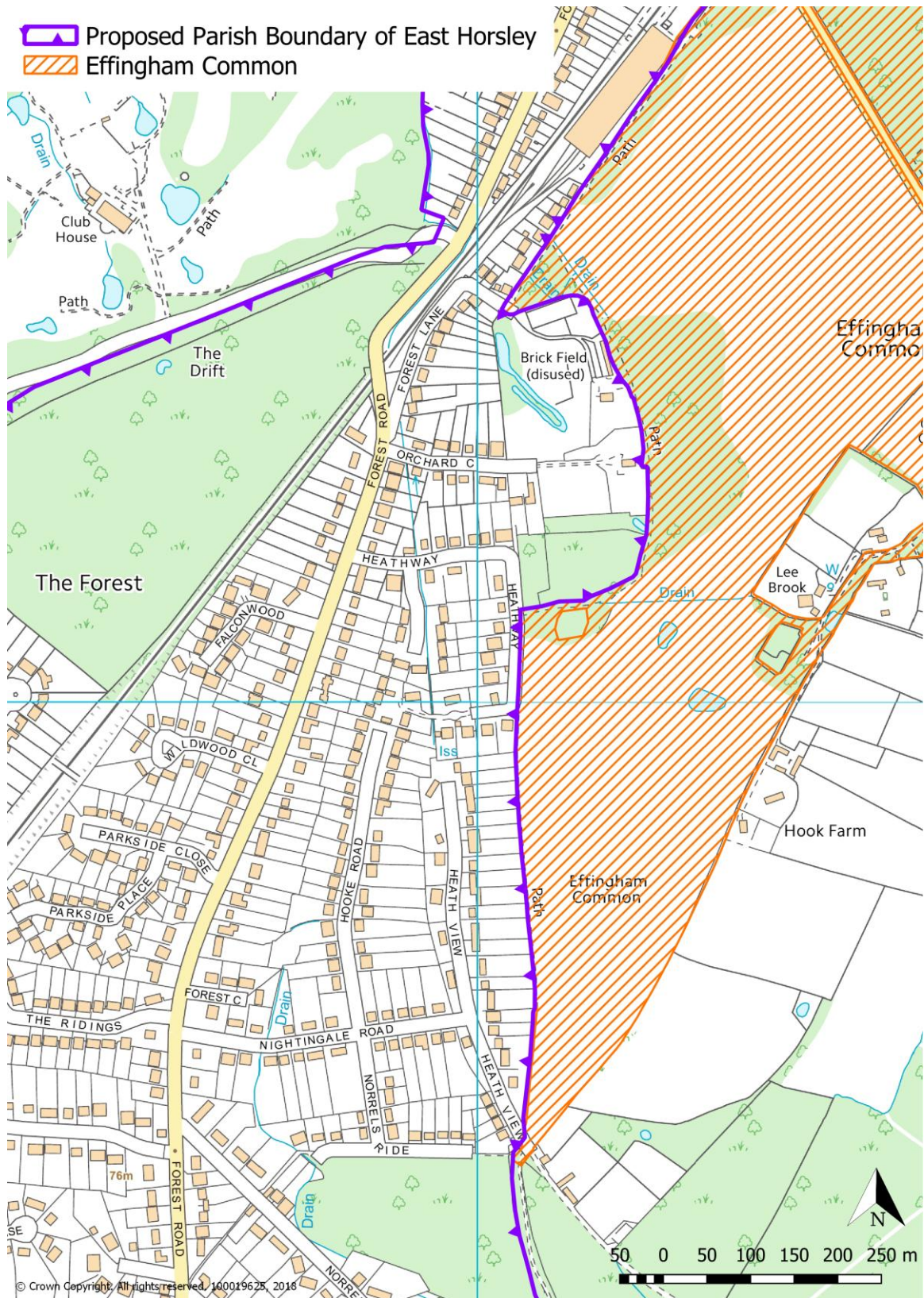
MAP A2 Current East Horsley parish boundary: vicinity of Effingham Common



MAP A3 Proposed East Horsley parish boundary change



MAP A4 East Horsley proposed parish boundary: vicinity of Effingham Common



APPENDIX B CONSULTATION RESULTS

Introduction

There are 55 homes currently within Effingham parish which would move into the parish of East Horsley under the proposed boundary revision. These dwellings are located in the following roads:

Roads	No.
Heath View	28
Heathway	16
Berrington Drive	3
Orchard Close	7
Forest Lane	<u>1</u>
TOTAL	55 <i>homes</i>

Prior to submitting its request for a boundary revision, EHPC consulted with the local residents who would be affected. Heath View and Heathway (together with Berrington Drive) are private roads with road associations/companies and EHPC conducted its consultation through these organizations. Residents in Orchard Close and Forest Lane were contacted directly by EHPC councillor, Mr Andrew Franklin, who is a resident of Orchard Close.

71% of the households contacted responded to the consultation exercise. The results are set out in the remainder of this Appendix.

Appendix B1 Heath View consultation results

A total of 28 homes in Heath View presently fall within Effingham parish. Under the proposed boundary revision all of these homes would move into East Horsley. The chairman of the Heath View Road Company, Mr Chris Woods, having been approached by EHPC, conducted his own survey of residents' views towards such a change in February 2019, contacting his neighbours in person, by e-mail or by phone. He also prepared his own report setting out the results of his survey, which was submitted to both EHPC and to Effingham Parish Council and is copied in full below.

RESPONSE: 25 out of 28 houses responded. 78% were in favour of moving the boundary.

Copy of the survey report prepared by Chris Woods, chairman of the Heath View Road Association.

To: Parish Councils

Unofficial Boundary move poll:

I have emailed or contacted, to the best of my knowledge, one or more in each household in which I think there is at least one person entitled to vote in Effingham. 28 of the 32 HV homes are in Effingham. 2 of the 28 are rented out to fairly recent tenants. I contacted the remaining 26 homes.

I wrote about what I saw as considerations as objectively as I could, primarily: to which village do you have affinity, consider care for Effingham Common and which parish should you support financially. I asked for a YES/NO interim view on would you like the boundary moved to put your house in EH. I stated my view, which is to move the boundary.

Of the 26 households I received views from 25.

Most households have 2 voters, a few have 1 and I believe there are up to 4 voters in 2 households, I calculate it likely that there are 52 Heath View residents eligible to vote in Effingham.

I have votes from 45 (87%) of them. I have no response from 5 and 2 are undecided.

- 10 of the 45 (22%) voted NO to a boundary change.
- 35 of the 45 (78%) voted YES to a boundary change.

Of those in property adjoining the Common, 10 voted NO to the boundary change, and 23 voted YES. All 12 who voted on the west side of HV (not adjoining the common) voted YES.

Some voters expressed views verbally or in writing. Protection of Effingham Common was outstanding as the major concern for those voting against the change and a concern voiced by some who voted for the change.

Paraphrased and actual comments from those voting NO to a change:

Satisfaction in how EPC had objected to development on the Common.

Concern that EHPC might not be as active as EPC in looking after the Common and or the interests of those adjoining the Common.

One respondent asked: would EHPC put in writing for later reference that it would keep an eye on the Common like EPC has done?

We do not see sufficient reason for changing.

"... [the] expense it would inevitably cost us e.g. amendments etc. to our legal land and property documents"

"not clear what benefits [resident] will gain from the move. [Resident] gets everything [resident] wants from EH now. And it will take a lot of unnecessary work by many people to transfer over." Unless [edited] "protests been

made in writing to the leaders of either PC from residents of HV ... why ... bother to make a change for the sake of a slightly different line drawn on a map."

"cost of re-drawing the boundaries? Would there be any real gain in this re-structuring?"

"can't see the point"

"Liz Hogger does a good job looking after the Common and the Green Belt"

"all documents would need to be changed"

From one resident [edited/summarised/paraphrased]: *"[I have] an interest in remaining with Effingham ... if EPC ... [is] involved with the Common. Use Common daily ... children educated in Effingham ... use shop, church, garage in Forest Road [note these 3 are in EH] ... [I] centre on Dorking and Cobham as well as EH ... like things how they are and see no reason to change. I enjoy feeling part of Effingham and value the common and the EPC's commitment to it"*

... Former chairman of EHPC lived in HV showing that non EH voters can play a valuable role in EH – also EH voters will safeguard EH for HV residents"

"enjoy feeling part of Effingham ... value ... the common and EPC's commitment to it"

There was concern about school catchment areas, that those in EH parish may not be as favoured as Effingham. [my note – schools come under SCC, not parishes. I think parish residency does not play a part in admission selection criteria]

[Chris Woods' Note: my view is that the Common is a valuable asset for Effingham and EPC should continue to look after it as it has done in the past. EHPC should support where appropriate and is more likely to do so if its parishioners' properties adjoin it. I believe the Common is mostly owned by GBC and that Common land enjoys very significant planning protections including a requirement to create another adjoining piece of common land if more than 200 square metres is agreed for some sort of development.]

Comments from those voting YES to the boundary change:

I, Chris Woods, see and treat EH as 'my village' and wish to be part of it, able, as a parishioner, to participate in decisions affecting EH and to contribute to it by helping to fund things via the parish precept. I say I live in East Horsley and it is my postal address. Only a historic boundary anomaly cuts us off and it should be changed to include all of Heath View. I think it is right that we support the village we use and believe all or almost all see EH in the same light; even those whose prime concern is protection of the Common.

Others' views follow: *"agree with your[i.e. my] points entirely and would relish a boundary move to be included in EH."*

"we agree that this makes sense"

"The Common is protected by GBC I think and EPC would not be able to allow any development. I agree also with all your comments about affinity to EHPC as 'our village' in every respect including postal address etc. "

"it would make more sense to draw a straighter line from the southern end of our road, going due north and to edge of the Common along the path behind the houses and including Heath Way"

"[we] support a change ... [we] have always been somewhat confused by the current anomalous situation"

"For voting we are required to drive over to KGV Hall.

"We consider our village as East Horsley, we use and enjoy the facilities they provide."

"it makes sense for us to be part of EHP" ... "I ... identify with the village."

"we would be delighted to be part of East Horsley and always consider ourselves as being so."

Chris Woods
18/02/2019

Appendix B2 Heathway & Berrington Drive consultation results

There are 16 homes in Heathway and 3 homes in Berrington Drive which are presently located in Effingham parish. Both of these roads are part of the same road association. In February 2019 EHPC contacted the acting chairman, Mr Nigel Alexander, who agreed to forward an e-mail, prepared by EHPC, to residents in these roads. The e-mail explained that EHPC was considering requesting GBC to undertake a boundary review and asked residents if they wished to express any opinion to do so by e-mail directly to EHPC. A total of 7 residents responded - 6 were in favour of a move to East Horsley parish and 1 was undecided.

RESPONSE: 7 out of 21 houses responded. All were in favour of the boundary move apart from 1 who was undecided.

E-mail comments received:

i) [redacted] and I both think that it would be sensible if all of the houses in Heathway came under East Horsley Parish Council instead of just the first few dwellings near to Forest Road being in E. Horsley and then the rest of the houses in Heathway being in the Parish of Effingham. Our Postal Address has always been 'East Horsley, Surrey'. It would be illogical for the first few houses in Heathway to be in East Horsley and for the rest of Heathway to be classed as 'Effingham'. Logically, the whole of Heathway should be considered as part of East Horsley, so that people looking for a house in Heathway don't needlessly start their search at Effingham Village, two miles away from Heathway, at the far end of Effingham Common. When filling out official forms – for driving licences, passports etc., we have always declared that we reside in East Horsley, because the postal address is 'East Horsley' – letters addressed to 'Effingham' would go out on a different postal round!

ii) We would like to express our approval to the proposed changes to parish boundaries. Our house, [redacted] Heathway, KT24 5ET, lies just inside the Effingham boundary at present and this always seemed confusing as our neighbours are in East Horsley and our address is also East Horsley. I fully agree that Effingham Common should be protected at all costs and remain within Effingham.

iii) I think this would be a good idea as I have always considered myself as part of East Horsley.

iv) [redacted] and [redacted] owners of [redacted] Heath Way, fully support the proposal outlined in your e-mail of 25th February. We believe the consolidation proposed is totally appropriate, and would much enjoy being a formal part of East Horsley Parish!

v) I am writing with regard to the proposed Parish Boundary changes for Effingham/East Horsley. We are at [redacted] Berrington Drive, KT24 5ST which I understand is one of the few homes in our road which currently falls under the Effingham parish territory. However, I would welcome the change to East Horsley if this was so amended.

vi) I confirm that I am in favour of the suggested changes to the Parish Council boundaries which would put all of Heath Way and Berrington Drive into East Horsley Parish Council. We have lived in Berrington Drive for 25 years and have always felt that we have lived in and been part of East Horsley not Effingham and cannot see any reason why the proposed changes could be objected to.

vii) Thanks for the information about potentially Heathway moving to East Horsley Parish from Effingham. I thought to respond though I'm not sure I have a view one way or the other. Sorry not to be more insightful.

Appendix B3. Orchard Close and Forest Lane consultation results

There are 7 homes in Orchard Close and 1 home in Forest Lane which presently lie in Effingham parish. Since there is no road association in Orchard Close, these residents were contacted by local parish councillor, Mr Andrew Franklin, who lives in one of the 7 houses. His e-mail in February 2019 explained the background and asked for their views on a prospective move into East Horsley parish.

RESPONSE: 6 out of 8 houses responded. 100% were in favour of moving the parish boundary.

E-mail comments received:

i) *Victoria and I are in favour because a) we feel our affinity on every count rests with EH and b) it would be much more convenient on election days going to the polling station in Forest Road rather than driving over to Effingham.*

ii) *Many thanks for your email, I did read this plan, and can't think of any disadvantage to it for us, and as you say East Horsley village is closer to us than Effingham so it does make some sense. Can you think of any disadvantages or other implications?*

iii) *Thank you for your email, Andrew. I too think that it would be best if our property were in the parish of East Horsley.*

iv) *Thank you for alerting us to this. One thing that I would like to understand is will this mean any changes to planning boundaries of the green belt? I think both our properties (and Mr Connor's field) fall under the green belt, but not the rest of Orchard Close. We would not want this to change as this then opens the door to development of the land behind our houses. Could you please confirm?*

*If there is no proposed change to the green belt / planning boundary or future implications relating to this of changing parishes, then both **Neil** and I would support the move towards being part of East Horsley PC.*

v) *I agree with boundary move so that we are all in East Horsley. Makes sense.*

Verbal comment received:

vi) *One resident also gave verbal confirmation of their support.*

Appendix B4. Summary of results from residents' consultation

Total number of homes affected by the proposed boundary move:	55 homes
Total number of households responding to consultation approach	39 households
<i>% response rate</i>	71%
Total number of households indicating support for boundary move	31.5 households*
<i>% respondents in support</i>	81%

*** NOTE:**

The Heath View survey, conducted by Mr. Chris Woods, recorded votes from all eligible voters in the household to the question: "Do you want the Parish boundary moved to include your Heath View home in East Horsley instead of Effingham?" In one household the husband and wife took different views and so for consistency this is treated as half of a household here.