

# New electoral arrangements for Guildford Borough Council Draft Recommendations

November 2021

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### **A note on our mapping:**

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

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# Introduction

## Who we are and what we do

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

2 The members of the Commission are:

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

## What is an electoral review?

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

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

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

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

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

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<sup>1</sup> Under the Local Democracy, Economic Development and Construction Act 2009.

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

## Why Guildford?

7 We are conducting a review of Guildford Borough Council ('the Council') as the last review was completed in 1998, and we are required to review the electoral arrangements of every council in England 'from time to time'.<sup>2</sup> In addition, some councillors currently represent many more or fewer electors than others. This is 'electoral inequality'. Our aim is to create 'electoral equality', where the number of electors is as equal as possible, ideally within 10% of being exactly equal.

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

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

## Our proposals for Guildford

9 Guildford should be represented by 48 councillors, the same as present.

10 Guildford should have 20 wards, two fewer than present.

11 The boundaries of 19 wards should change; three will stay the same.

## How will the recommendations affect you?

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

13 Our recommendations cannot affect the external boundaries of the borough or result in changes to postcodes. They do not take into account parliamentary constituency boundaries. The recommendations will not affect local taxes, house prices, or car and house insurance premiums and we are not able to consider any representations which are based on these issues.

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

## Have your say

14 We will consult on the draft recommendations for a 10-week period, from 30 November 2021 to 7 February 2022. We encourage everyone to use this opportunity to comment on these proposed wards as the more public views we hear, the more informed our decisions will be in making our final recommendations.

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

16 You have until 7 February 2022 to have your say on the draft recommendations. See page 27 for how to send us your response.

## Review timetable

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

18 The review is being conducted as follows:

Stage starts	Description
19 January 2021	Number of councillors decided
26 January 2021	Start of consultation seeking views on new wards
2 August 2021	End of consultation; we began analysing submissions and forming draft recommendations
30 November 2021	Publication of draft recommendations; start of second consultation
7 February 2022	End of consultation; we begin analysing submissions and forming final recommendations
3 May 2022	Publication of final recommendations

## Analysis and draft recommendations

19 Legislation<sup>3</sup> states that our recommendations should not be based only on how many electors<sup>4</sup> there are now, but also on how many there are likely to be in the five years after the publication of our final recommendations. We must also try to recommend strong, clearly identifiable boundaries for our wards.

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

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

	2020	2027
Electorate of Guildford	103,253	118,226
Number of councillors	48	48
Average number of electors per councillor	2,151	2,463

22 When the number of electors per councillor in a ward is within 10% of the average for the authority, we refer to the ward as having 'good electoral equality'. All our proposed wards for Guildford will have good electoral equality by 2027.

## Submissions received

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

## Electorate figures

24 The Council submitted electorate forecasts for 2026, a period five years from the originally scheduled publication of our final recommendations in 2021. These forecasts were broken down to polling district level and predicted an increase in the electorate of around 13% by 2026.

25 During the consultation on ward boundaries, we were made aware by the Council and Send Parish Council that errors had been made by the Council regarding the forecast electorate in the existing Effingham, Lovelace and Send wards. After analysing the information provided by the Council and Send Parish

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

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

Council, we decided to accept a revised forecast from the Council that corrected these mistakes, resulting in an overall increase in the electorate for the borough of approximately 15% by 2027.

26 As a result of delays to this review, the publication year of our final recommendations has changed to 2022. We are content that the original 2026 forecast is a reasonable estimate of the forecast number of electors likely to be present in the authority in 2027. We have used these figures to produce our draft recommendations.

## Number of councillors

27 Guildford Borough Council currently has 48 councillors. The Council proposed to retain this number, while the Labour Group submitted a proposal to decrease councillor numbers by two to 46. We have looked at all the evidence provided and determined that the Council provided the best evidence regarding councillor numbers for Guildford. The Council provided strong evidence highlighting how the current number of councillors would continue to ensure governance, scrutiny and representational requirements are met.

28 We therefore invited proposals for new patterns of wards that would be represented by 48 councillors – for example, 48 one-councillor wards, 24 two-councillor wards, 16 three-councillor wards, or a mix of one-, two- and three-councillor wards.

29 We received one submission about the number of councillors in response to our consultation on warding patterns. The submission argued that there are too many councillors but did not propose an alternative number nor provide evidence as to how the authority would operate under an alternative council size. Therefore, we have decided to base our draft recommendations for Guildford on a pattern of wards comprising 48 councillors.

## Ward boundaries consultation

30 We received 42 submissions in response to our consultation on ward boundaries. These included a borough-wide proposal from the Council. The remainder of the submissions provided localised comments for warding arrangements in particular areas of the borough.

31 The Council's borough-wide scheme provided for a mixed pattern of one-, two- and three-councillor wards for Guildford. We carefully considered the proposals received and were of the view that the proposed patterns of wards resulted in good levels of electoral equality in most areas of the authority and generally used identifiable boundaries.

32 Consequently, our draft recommendations are based predominantly on the Council's proposals. However, in some areas of the borough, we have also taken into account local evidence that we received, which provided evidence of community links and locally recognised boundaries. In some areas, we considered that the proposals did not provide for the best balance between our statutory criteria, so we identified alternative boundaries.

33 Given the travel restrictions, and the social distancing, arising from the Covid-19 outbreak, there was a detailed virtual tour of Guildford. This helped to clarify issues raised in submissions and assisted in the construction of the draft recommendations.

34 We also received a small number of submissions that referred to parliamentary constituency boundaries. We have no role to play in setting these, which are the responsibility of the Boundary Commission for England – a separate body.

## Draft recommendations

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

36 The tables and maps on pages 8–23 detail our draft recommendations for each area of Guildford. They detail how the proposed warding arrangements reflect the three statutory<sup>5</sup> criteria of:

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

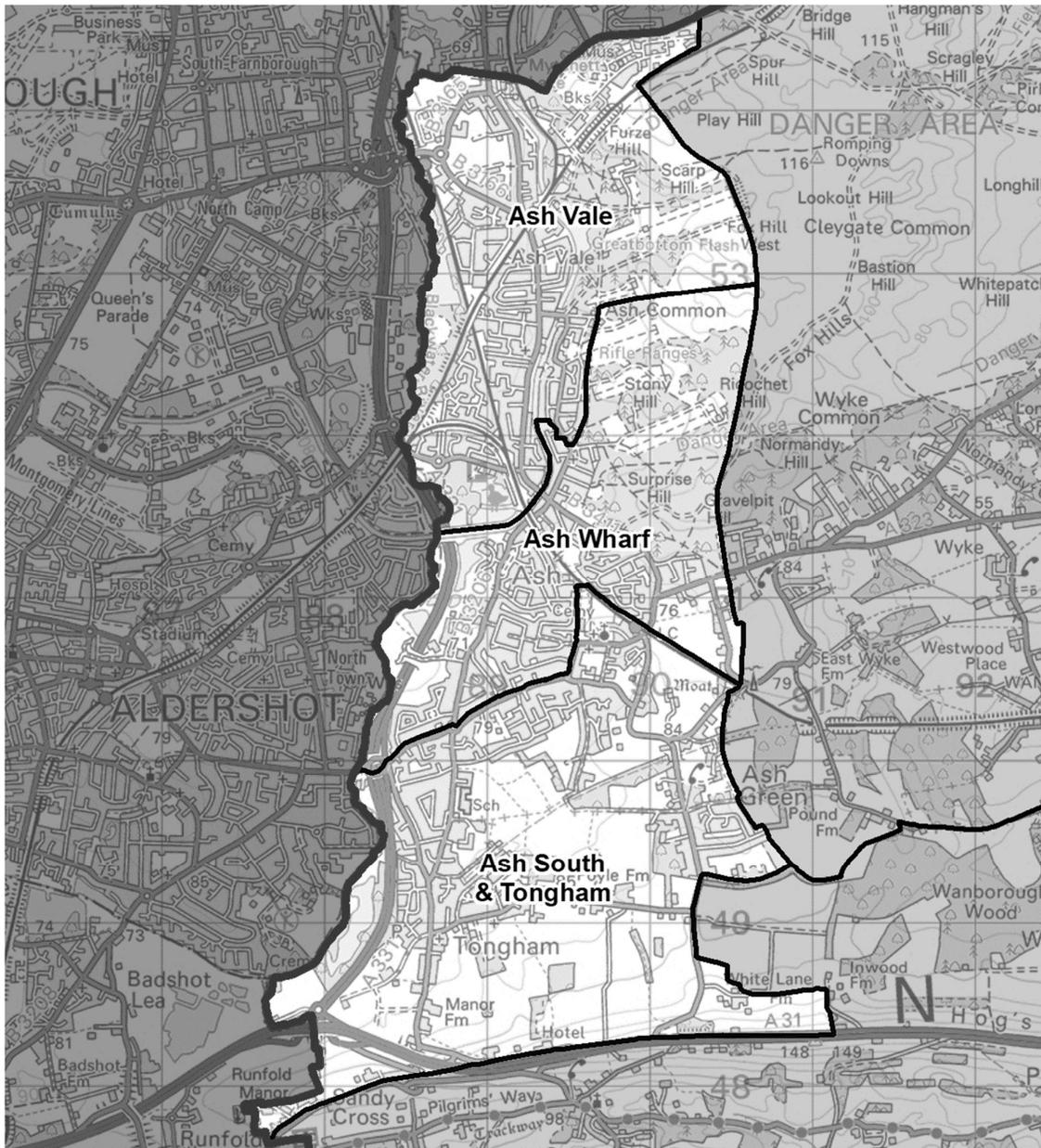
37 A summary of our proposed new wards is set out in the table starting on page 33 and the large map accompanying this report.

38 We welcome all comments on these draft recommendations, particularly on the location of the ward boundaries, and the names of our proposed wards.

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<sup>5</sup> Local Democracy, Economic Development and Construction Act 2009.

## Ash and Tongham



Ward name	Number of councillors	Variance 2027
Ash South & Tongham	3	3%
Ash Vale	2	10%
Ash Wharf	2	10%

### *Ash South & Tongham*

39 A high level of development is expected in the south of Ash and Tongham, which would result in the existing ward being under-represented by 2027. The Council therefore decided to transfer Rowan Field parish ward from the existing Ash

South & Tongham ward to their proposed Ash Wharf ward, following the county division boundary in its entirety. This would result in an Ash South & Tongham ward with a forecast electoral variance of 3%.

40 We have decided to adopt the Council's proposal as part of our draft recommendations. Their proposal ensures good electoral equality for the ward and following the division boundary will ensure effective and convenient local government.

41 A local resident opposed combining the south of Ash in a ward with Tongham, suggesting that the two areas are distinct from each other. However, a single-councillor ward for Tongham parish would result in an electoral variance of 11%, which is a slightly higher electoral variance than what we would usually accept. We also agree with the Council that transferring Tongham into a ward with the parishes that comprise the existing Pilgrims ward would not reflect the local pattern of communities, where the A31 represents a strong, identifiable boundary.

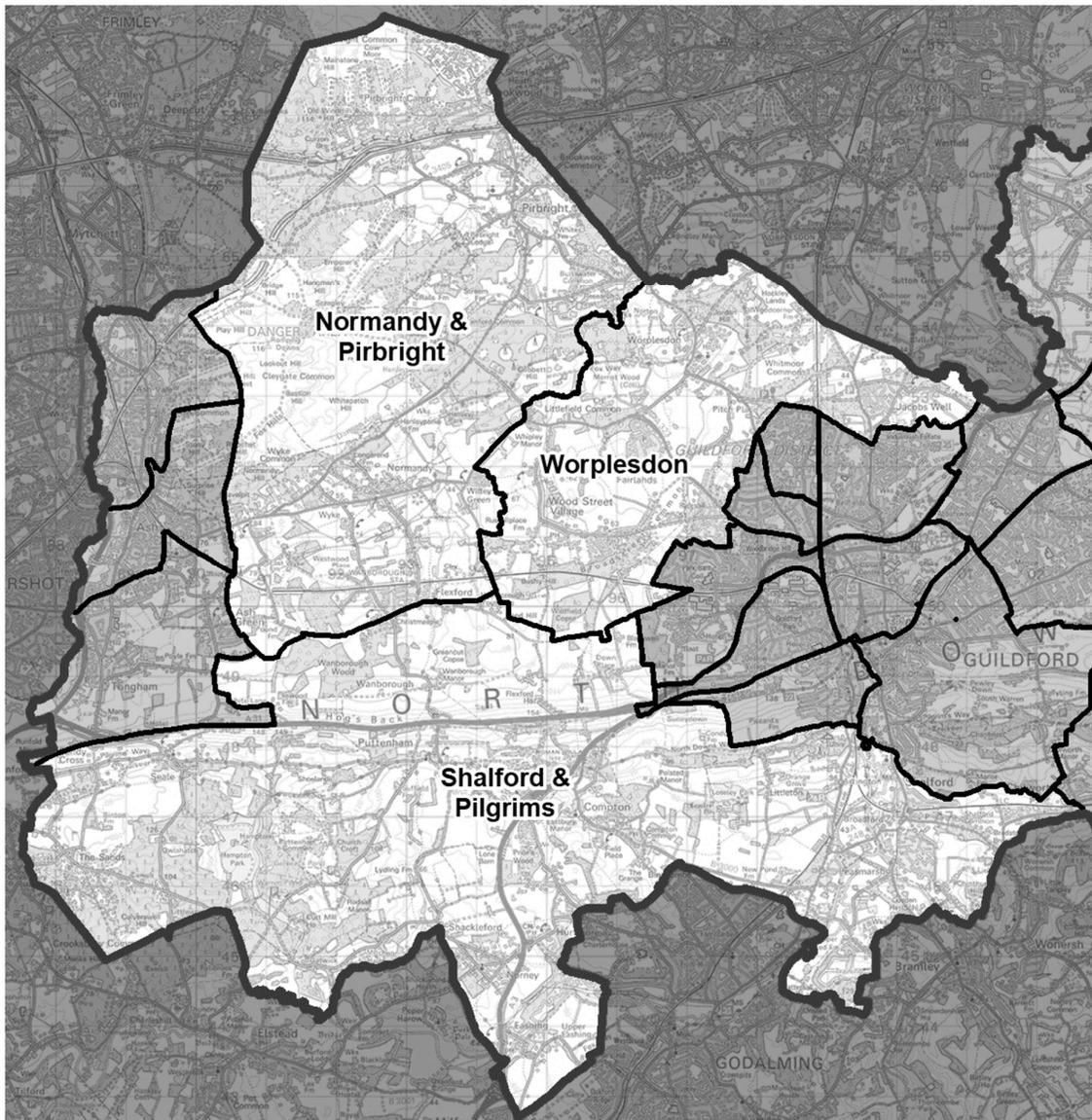
#### *Ash Vale and Ash Wharf*

42 Our draft recommendations for these wards are based on the Council's proposals, which proposed to move the boundary between the two wards from Vale Road to north of Foxhurst Road cul-de-sac, resulting in Ash Vale ward incorporating several roads south of Heath Vale Bridge Road that are currently in Ash Wharf ward. This warding arrangement results in good electoral equality for both wards and we are content it will effectively reflect community identities in the area.

43 A local resident suggested that the Ash area should be allocated eight councillors rather than seven, as at present, due to residential development. We decided not to adopt this proposal, deeming that insufficient evidence had been provided to justify an increase in the total number of councillors representing Ash and the whole authority.

44 Another local resident requested that the Ash area be included in Rushmoor borough given the proximity of Ash to Aldershot and Farnham. However, changing the external boundaries between local authorities falls outside the scope of this electoral review.

## Western parishes



Ward name	Number of councillors	Variance 2027
Normandy & Pirbright	2	-5%
Shalford & Pilgrims	3	-8%
Worplesdon	3	1%

### *Normandy & Pirbright*

45 We received five submissions that related to the parishes of Normandy and Pirbright. The Council proposed to merge the existing single-councillor Normandy and Pirbright wards, stating that the ‘respective wards each have a distinctive village with outlying smaller settlements and share similar topography’. Pirbright Parish

Council and three local residents provided evidence demonstrating how the current wards reflect communities in the area.

46 Under the present warding arrangement, Pirbright ward is anticipated to be over-represented by 2027, with a forecast electoral variance of -15%. This means we are unable to retain the existing ward if we are to ensure good electoral equality. We consider that the Council's proposal to unite the two parishes in a two-councillor Normandy & Pirbright ward to be the best solution to remedy this over-representation, creating a ward with a forecast electoral variance of -5% by 2027.

47 We were not persuaded to adopt a local resident's proposal to link Normandy with either Wanborough or Worplesdon, as either suggestion would result in poor electoral equality for our proposed Shalford & Pilgrims and Worplesdon wards.

#### *Shalford & Pilgrims*

48 We have based our recommendations for this area of the borough on the Council's proposals, which merged the existing Pilgrims and Shalford wards into a larger three-councillor Shalford & Pilgrims ward to achieve good electoral equality. The existing Pilgrims ward is projected to have poor electoral equality by 2027, with a forecast variance of -16%. We agree with the Council that this ward has good internal road links along the A3, A31 and B3000. Our draft recommendations result in a three-councillor Shalford & Pilgrims ward with an electoral variance of -8% by 2027.

49 A local resident opposed the existing Shalford ward, suggesting Shalford village shares more in common with the south of Guildford town and Chilworth village, rather than with the rural communities to the east. In this particular case, we were not persuaded that enough community evidence had been provided for us to include Shalford parish within a Guildford town ward. Nonetheless, we would welcome any comments regarding this decision during the current consultation.

50 Another local resident suggested that Chilworth village, which is split across the parishes of Shalford and St Martha, be fully contained within either parish. This, however, falls outside the scope of this electoral review and a community governance review, conducted by the borough council, would be required for this change.

51 Seale & Sands Parish Council suggested that Upper Eashing would fit more appropriately within Waverley borough, while Runfold would fit more appropriately within Guildford borough rather than Waverley. However, changing the external boundaries between the two boroughs falls outside the parameters of this electoral review.

*Worplesdon*

52 We have based our draft recommendations for Worplesdon ward on the current ward boundaries, as proposed by the Council. The current ward, which is coterminous with the parish boundary, is forecast to have good electoral equality in 2027.

## West Guildford

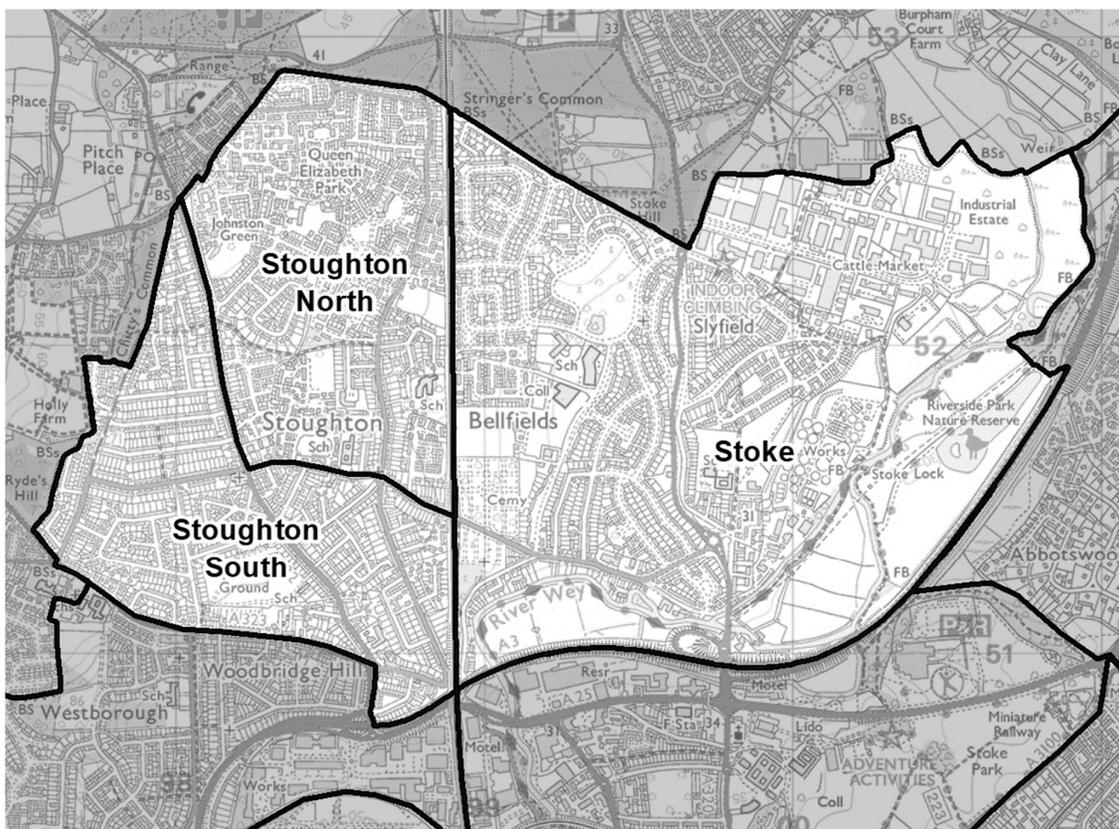


Ward name	Number of councillors	Variance 2027
Onslow	3	-9%
Westborough	3	-10%

### *Onslow and Westborough*

53 We have based our draft recommendations for Onslow and Westborough wards on the Council's proposals, apart from two modifications. We propose to amend the Council's boundary, which followed the A3, to instead follow the railway line to reflect road access routes from the A3 into Ash Grove. This would result in Ash Grove, the industrial estate and the business park being incorporated in our proposed Westborough ward. We have also included Beechcroft Drive within Onslow ward to again reflect road access routes from the A3. Under our recommendations, these wards will have good electoral equality in 2027 and will, in our view, reflect community identities.

## North Guildford



Ward name	Number of councillors	Variance 2027
Stoke	2	0%
Stoughton North	2	-7%
Stoughton South	2	-5%

### *Stoke*

54 We have decided to retain the existing Stoke ward as part of our draft recommendations, as proposed by the Council. The current ward is anticipated to have good electoral equality in 2027 and we are content that it sufficiently reflects community identities in the area.

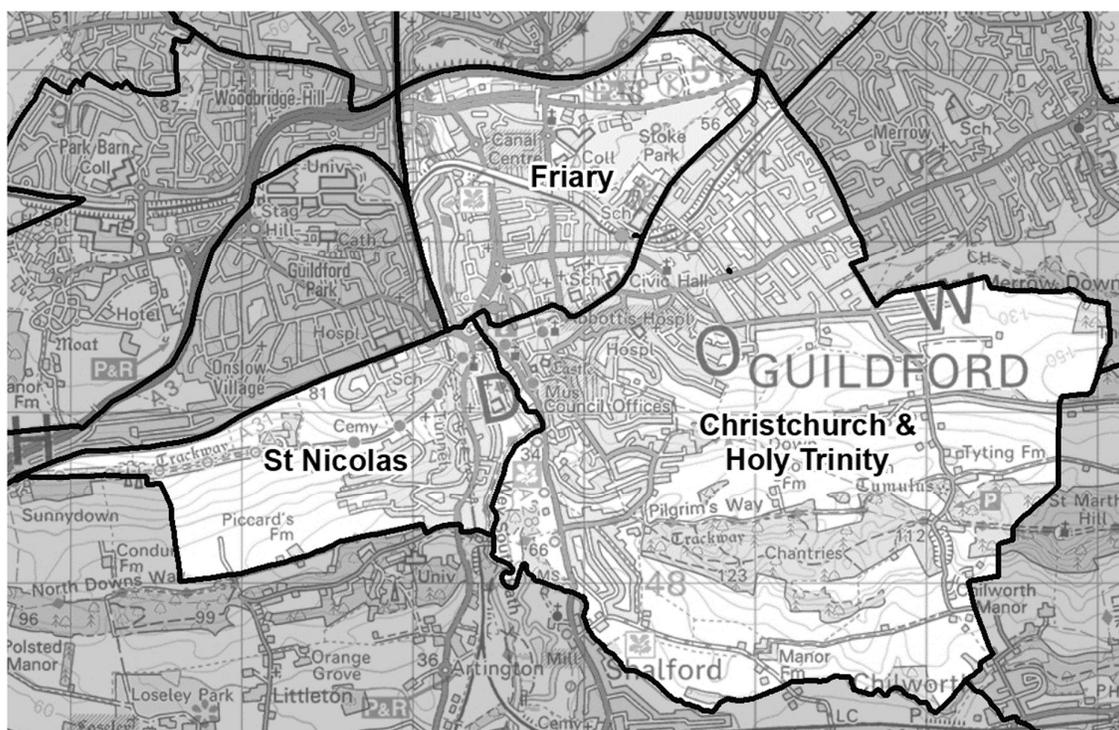
55 A local resident requested that the Slyfield Industrial Estate be fully incorporated in Stoke ward. We could not adopt this proposal as it would result in the creation of a parish ward for Worplesdon parish with no electors, which would not provide for effective and convenient local government. The local resident also suggested that the Jacobs Well area be included within a Burpham or Stoke ward. We decided not to adopt this proposal as it would result in unacceptably high forecast electoral variances of 26% and 20% for our proposed Burpham and Stoke wards, respectively.

### *Stoughton North and Stoughton South*

56 We have accepted the Council's proposed Stoughton North and Stoughton South wards in their entirety. The Council proposed these two-councillor wards to replace the existing three-councillor Stoughton ward, as a result of their proposals for Westborough ward, which is bounded in the north by A323. We consider this to be a clearer boundary than the current one that runs between Byrefield Road and Sheepfold Road. The Council also stated in its submission that Stoughton Recreation Ground, which comprises the Stoughton Youth and Community Centre and currently sits within Westborough ward, would be included in their proposed Stoughton South ward. We consider the recreation ground to be focal point of the Stoughton community and including it in a Stoughton South ward will better reflect community identities and interests in the area.

57 The boundary between our proposed Stoughton North and Stoughton South wards follows Worplesdon Road and Stoughton Road. We determined that these roads would provide for clear and identifiable boundaries. Our Stoughton North and Stoughton South wards will have forecast electoral variances of -7% and -5%, respectively, meaning both wards are anticipated to have good electoral equality by 2027.

## Central Guildford



Ward name	Number of councillors	Variance 2027
Christchurch & Holy Trinity	3	3%
Friary	3	7%
St Nicolas	1	-4%

### *Christchurch & Holy Trinity*

58 We are proposing to adopt the Christchurch & Holy Trinity ward proposed by the Council as part of our draft recommendations, subject to boundary changes in the north of the ward, where we propose the boundary follow London Road, as opposed to the edge of Stoke Park. We consider this to be a clearer, more identifiable boundary. We also note that this ward will include Christ Church on Waterden Road, meaning the ward will now include the church from which it takes its name. This was previously not the case, as the church is currently located in Holy Trinity ward.

59 The Council considered proposing a two-councillor Holy Trinity ward and a single-councillor Christchurch ward, but decided not to. The Council determined that a single-councillor ward in the town would not be appropriate, providing no further justification for this point of view. However, the allocation of councillors per ward is firmly based upon how it reflects our statutory criteria and we would recommend a single-councillor ward within the town if we received evidence that it would provide for good electoral equality, reflect communities and aid effective and convenient local

government. We therefore welcome comments regarding this decision during the current consultation.

60 Councillor Booth requested that Kyngeshene Gardens, which is split between the existing Christchurch and Holy Trinity wards, should be wholly contained within Christchurch ward. As a result of proposing a three-councillor Christchurch & Holy Trinity ward, Kyngeshene Gardens will now sit wholly within this ward.

61 A local resident opposed naming some of the wards in Guildford town after churches but did not provide any alternative names. We are therefore retaining them as part of draft recommendations but we also welcome comments on this decision during the current consultation.

### *Friary and St Nicolas*

62 A high level of residential development is expected within the existing three-councillor Friary & St Nicolas ward, resulting in the ward being significantly under-represented by 2027, with a forecast electoral variance of 27%. This therefore necessitated significant changes to the existing ward to meet our statutory criteria.

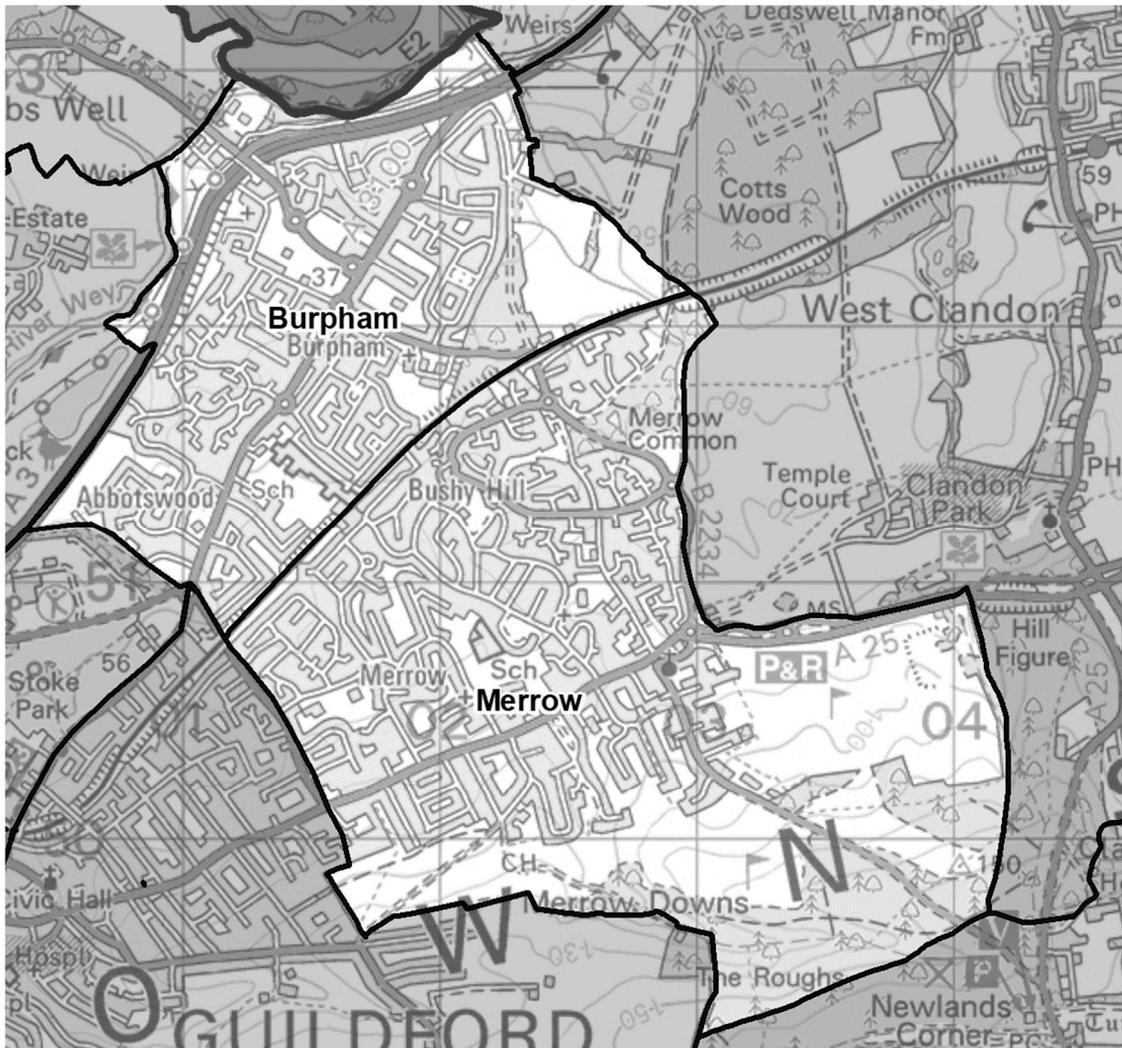
63 The Council proposed a two-councillor Friary ward, bounded by the River Wey to the west, North Street and High Street to the south, the railway line and the edge of Stoke Park to the east, and following the A3 to the north. The Council also proposed a two-councillor St Nicolas & Riverside ward that would combine the St Nicolas area with the area along Walnut Tree Close, where a vast majority of the residential development in the town is taking place.

64 We carefully examined this warding arrangement on our virtual tour of Guildford. While the remainder of our proposed Friary and St Nicolas wards will closely resemble the proposals made by the Council, we consider that the area along Walnut Tree Close would fit more appropriately within Friary ward, with the A31 and Bridge Street representing a strong and identifiable boundary. Consequently, we are recommending a three-councillor Friary ward and a single-councillor St Nicolas ward as part of our draft recommendations. We regard this proposal as the best reflection of our statutory criteria, with our proposed Friary and St Nicolas wards to have forecast electoral variances of 7% and -4%, respectively, by 2027.

65 Our draft recommendations for Friary ward also reflect the strong community evidence provided by a local resident who requested the area bounded by Stoke Road, Chertsey Street, London Road and the railway line be included within Friary ward rather than in Holy Trinity ward, as at present. They stated that electors in this area predominantly look towards the area comprising the existing Friary ward for their local facilities. This submission strengthened our view that our

recommendations for Friary ward will effectively reflect community identities and interests in this area.

## East Guildford



Ward name	Number of councillors	Variance 2027
Burpham	2	6%
Merrow	3	2%

### *Burpham*

66 We received five submissions that related to Burpham, coming from the Council, Councillor Potter and a local resident, with two submitted by the Burpham Neighbourhood Forum. The latter three submissions all argued that the current arrangements for Burpham ward should be retained. However, the Council extended the existing Burpham ward, incorporating the roads of Abbotswood, Boxgrove Avenue, Ganghill and Westward Ho. Councillor Potter supported the preservation of the existing Burpham ward but would support the inclusion of the aforementioned roads, stating that they do look towards Burpham for local amenities.

67 We have decided to include the roads of Abbotswood, Boxgrove Avenue, Ganghill and Westward Ho within Burpham ward as part of our draft recommendations. We agree with the Council and Councillor Potter that electors residing in these roads are more likely to share a closer affinity with the rest of the Burpham community, rather than the communities that comprise our proposed Friary and Christchurch & Holy Trinity wards.

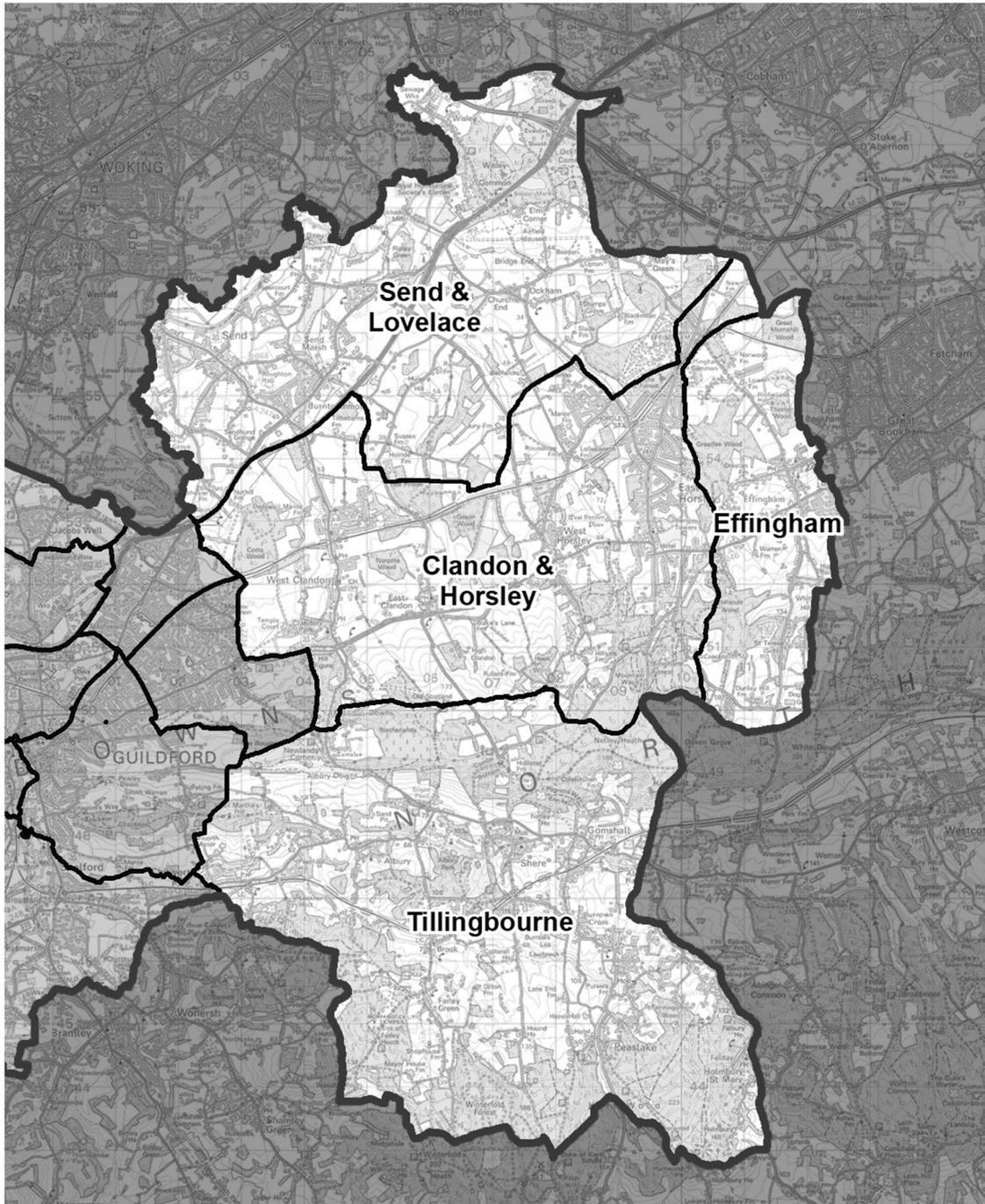
68 Councillor Potter also suggested that the potential development at Gosden Hill be included wholly within Burpham ward. However, the outline of development is split across the existing Burpham ward and West Clandon parish. Therefore, if we included the development entirely within an expanded Burpham ward that incorporated a part of West Clandon parish, it would necessitate the creation of a parish ward for West Clandon with no electors, given any development is expected to begin after the first parish election in 2023. The creation of a parish ward with no electors would not provide for effective and convenient local government, so we have not adopted this proposal as part of draft recommendations.

#### *Merrow*

69 We have based our draft recommendations for Merrow ward on the Council's proposals, which expanded the existing ward westwards up to Boxgrove Road, thereby including electors residing in the area covered by the Boxgrove Park Residents' Association within the ward. This was supported by the Merrow Residents' Association, but opposed by Boxgrove Park Residents' Association, who expressed support for the current arrangement which placed the area within Christchurch ward. A local resident supported the retention of the existing ward.

70 We carefully examined all the evidence received concerning this area, particularly because of the diametrically opposing views held by the two resident associations regarding the Boxgrove Park area. As part of our draft recommendations, we have decided to incorporate the Boxgrove Park area within our proposed Merrow ward. Given that the existing Merrow ward is forecast to have an electoral variance of -14% by 2027, we consider that expanding the ward westwards was the most logical solution to address this poor electoral equality, resulting in a proposed Merrow ward that would have a forecast electoral variance of 2%. We also consider that the proposed boundary along Boxgrove Road to be a stronger, more identifiable one than the present one which runs through part of Merrow Copse and divides Greencroft between wards.

## Eastern parishes



Ward name	Number of councillors	Variance 2027
Clandon & Horsley	3	6%
Effingham	1	5%
Send & Lovelace	3	3%
Tillingbourne	2	-5%

### *Clandon & Horsley*

71 We received five submissions relating to the area covered by the existing Clandon & Horsley ward. The Council proposed to broadly retain the existing ward (subject to a small modification outlined in paragraph 73), while the Mole Valley Conservative Association suggested a significantly different warding arrangement for the area, proposing a three-councillor East Horsley & Effingham ward, a three-councillor Lovelace & West Horsley ward and a two-councillor Send & West Clandon ward. East Horsley Parish Council, West Horsley Parish Council and West Clandon Parish Council each provided strong evidence in support of keeping the three parishes, and East Clandon parish, together in a single ward.

72 We carefully examined both proposals and have decided to adopt the three-councillor Clandon & Horsley ward, as submitted by the Council and as requested by three of the four constituent parishes. We were persuaded by the evidence received that this ward would best reflect the community identities and interests of the constituent parishes. We also considered the Mole Valley Conservative Association proposal to divide these parishes between three different borough wards would not be reflective of community identities in the area.

73 We have also included Heath View, Heath Way, Berrington Avenue and Orchard Close within our proposed Clandon & Horsley ward, as suggested by the Council. This is due to a Reorganisation of Community Governance Order made by the Council that will include the entirety of these roads within East Horsley parish from 2023. Including these roads within our Clandon & Horsley ward will mean that the proposed borough ward boundary will become coterminous with the new parish boundary at the next local elections, aiding effective and convenient local government.

### *Effingham*

74 Four submissions were received in relation to Effingham during consultation. The Council proposed retaining the existing single-councillor Effingham ward. This was supported by Effingham Parish Council. The Mole Valley Conservative Association suggested combining Effingham parish in a ward with East Horsley parish.

75 Given our decision to adopt a Clandon & Horsley ward, as justified in paragraph 72, we are unable to adopt the East Horsley & Effingham ward as proposed by the Mole Valley Conservative Association. In any case, we consider that our proposals here provide the best balance of our statutory criteria. This is because our proposed Effingham ward will have good electoral equality in 2027 and will reflect community identities, based on the evidence received from the Council and Effingham Parish Council.

76 A local resident suggested that Dirtham Lane, which is in Effingham parish, be placed in East Horsley parish. However, as mentioned in paragraph 50, changing parish boundaries falls outside the scope of this electoral review and is the responsibility of the Council, via a community governance review.

#### *Send & Lovelace*

77 We received several submissions relating to the area covered by the existing Send and Lovelace wards, where a high level of residential development is expected, resulting in the need to change the existing wards to ensure good electoral equality. The Council proposed to merge the two wards, creating a three-councillor Send & Lovelace ward. We decided not to adopt the Mole Valley Conservative Association's proposals for a three-councillor Lovelace & West Horsley ward and a two-councillor Send & West Clandon ward given our decision to adopt a Clandon & Horsley ward. The Royal Horticultural Society, which is based in Wisley parish, stated that the parish is 'definably rooted in the history of Lovelace ward', stating further that the A3 represents a barrier with Ockham, with better transport links to Ripley.

78 Ripley Parish Council and a local resident suggested Lovelace ward be represented by two councillors as a result of the development at the former Wisley Airfield. This, however, would result in a forecast electoral variance of -32%. We consider that this variance is too high to accept. Similarly, we were unable to adopt Send Parish Council's request to retain the two-councillor Send ward, as the current ward is forecast to have an electoral variance of -14% by 2027.

79 After careful consideration of evidence received, we have decided to adopt the Council's three-councillor Send & Lovelace ward as part of our draft recommendations. We consider this ward provides the best reflection of our statutory criteria, providing for good electoral equality, with the constituent parishes sharing close road links via the A3 and the B2215.

#### *Tillingbourne*

80 We have based our draft recommendations for Tillingbourne ward on the current boundaries, as proposed by the Council and the Mole Valley Conservative Association. The retention of the existing ward was supported by Shere Parish Council. The current ward is forecast to have good electoral equality in 2027 and will reflect community identities, based on the evidence received.

## Conclusions

81 The table below provides a summary as to the impact of our draft recommendations on electoral equality in Guildford, referencing the 2020 and 2027 electorate figures against the proposed number of councillors and wards. A full list of wards, names and their corresponding electoral variances can be found in Appendix A to the back of this report. An outline map of the wards is provided in Appendix B.

### Summary of electoral arrangements

	Draft recommendations	
	2020	2027
Number of councillors	48	48
Number of electoral wards	20	20
Average number of electors per councillor	2,151	2,463
Number of wards with a variance more than 10% from the average	10	0
Number of wards with a variance more than 20% from the average	1	0

#### Draft recommendations

Guildford Borough Council should be made up of 48 councillors serving 20 wards representing 10 three-councillor wards, eight two-councillor wards and two single-councillor wards. The details and names are shown in Appendix A and illustrated on the large maps accompanying this report.

#### Mapping

Sheet 1, Map 1 shows the proposed wards for Guildford Borough Council. You can also view our draft recommendations for Guildford on our interactive maps at [www.consultation.lgbce.org.uk](http://www.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 it must also be divided into parish wards, so that each parish ward lies wholly within a single ward. We cannot recommend changes to the external boundaries of parishes as part of an electoral review.

83 Under the 2009 Act, we only have the power to make changes to parish electoral arrangements where these are a direct consequence of our recommendations for principal authority warding arrangements. However, Guildford 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 a result of our proposed ward boundaries and having regard to the statutory criteria set out in schedule 2 to the 2009 Act, we are providing revised parish electoral arrangements for Ash.

85 We are providing revised parish electoral arrangements for Ash parish.

#### Draft recommendations

Ash Parish Council should comprise 12 councillors, as at present, representing three wards:

Parish ward	Number of parish councillors
Ash South	4
Ash Vale	4
Ash Wharf	4

## Have your say

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

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

88 Our website has a special consultation area where you can explore the maps. You can find it at [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)

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

**Review Officer (Guildford)**  
**LGBCE**  
**PO Box 133**  
**Blyth**  
**NE14 9FE**

90 The Commission aims to propose a pattern of wards for Guildford which delivers:

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

91 A good pattern of wards should:

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

92 Electoral equality:

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

93 Community identity:

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

94 Effective local government:

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

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

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

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

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

Order will provide for new electoral arrangements to be implemented at the all-out elections for Guildford Borough Council in 2023.

## Equalities

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

# Appendices

## Appendix A

### Draft recommendations for Guildford Borough Council

	Ward name	Number of councillors	Electorate (2020)	Number of electors per councillor	Variance from average %	Electorate (2027)	Number of electors per councillor	Variance from average %
1	Ash South & Tongham	3	5,689	1,896	-12%	7,605	2,535	3%
2	Ash Vale	2	5,153	2,577	20%	5,418	2,709	10%
3	Ash Wharf	2	4,821	2,411	12%	5,403	2,701	10%
4	Burpham	2	5,003	2,502	16%	5,229	2,614	6%
5	Christchurch & Holy Trinity	3	7,277	2,426	13%	7,647	2,549	3%
6	Clandon & Horsley	3	7,132	2,377	11%	7,803	2,601	6%
7	Effingham	1	2,001	2,001	-7%	2,587	2,587	5%
8	Friary	3	5,386	1,795	-17%	7,914	2,638	7%
9	Merrow	3	7,277	2,426	13%	7,511	2,504	2%
10	Normandy & Pirbright	2	4,616	2,308	7%	4,688	2,344	-5%
11	Onslow	3	4,987	1,662	-23%	6,695	2,232	-9%

Ward name	Number of councillors	Electorate (2020)	Number of electors per councillor	Variance from average %	Electorate (2027)	Number of electors per councillor	Variance from average %
12 Send & Lovelace	3	5,388	1,796	-17%	7,610	2,537	3%
13 Shalford & Pilgrims	3	6,289	2,096	-3%	6,799	2,266	-8%
14 St Nicolas	1	2,303	2,303	7%	2,360	2,360	-4%
15 Stoke	2	4,526	2,263	5%	4,951	2,475	0%
16 Stoughton North	2	4,319	2,160	0%	4,602	2,301	-7%
17 Stoughton South	2	4,394	2,197	2%	4,655	2,328	-5%
18 Tillingbourne	2	4,485	2,243	4%	4,672	2,336	-5%
19 Westborough	3	5,856	1,952	-9%	6,633	2,211	-10%
20 Worplesdon	3	6,351	2,117	-2%	7,444	2,481	1%
<b>Totals</b>	<b>48</b>	<b>103,253</b>	<b>-</b>	<b>-</b>	<b>118,226</b>	<b>-</b>	<b>-</b>
<b>Averages</b>	<b>-</b>	<b>-</b>	<b>2,151</b>	<b>-</b>	<b>-</b>	<b>2,463</b>	<b>-</b>

Source: Electorate figures are based on information provided by Guildford 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 C

### Submissions received

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

[www.lgbce.org.uk/all-reviews/south-east/surrey/guildford](http://www.lgbce.org.uk/all-reviews/south-east/surrey/guildford)

#### *Local Authority*

- Guildford Borough Council

#### *Political Groups*

- Mole Valley Conservative Association
- The Peace Party

#### *Councillors*

- Councillor D. Booth (Guildford Borough Council)
- Councillor G. Potter (Guildford Borough Council and Surrey County Council)

#### *Local Organisations*

- Boxgrove Park Residents' Association Committee
- Burpham Neighbourhood Forum x 2
- Merrow Residents' Association
- The Royal Horticultural Society

#### *Parish and Town Councils*

- East Horsley Parish Council
- Effingham Parish Council
- Pirbright Parish Council
- Ripley Parish Council
- Seale & Sands Parish Council
- Send Parish Council
- Shere Parish Council
- West Clandon Parish Council
- West Horsley Parish Council

*Local Residents*

- 23 local residents

## Appendix D

### Glossary and abbreviations

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

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

The  
Local Government  
Boundary Commission  
for England

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

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[www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk)

**Twitter:** @LGBCE