

SURREY HEATH BOROUGH COUNCIL

Surrey Heath House
Knoll Road
Camberley
Surrey
GU15 3HD

Tuesday, 14 October 2025

To: The Members of the Surrey Heath Borough Council

Dear Councillor,

You are hereby summoned to attend a meeting of Surrey Heath Borough Council to be held in the Council Chamber, Surrey Heath House on Wednesday, 22 October 2025 at 7.00 pm. The business which it is proposed to transact at the meeting is set out below.

Please note that this meeting will be recorded.

Yours sincerely

Nick Steevens

Chief Executive

1. Apologies for Absence

To report apologies for absence.

2. Minutes

To approve as a correct record, the minutes of the meeting of the Council held on 16 July 2025.

3. Declarations of Interest

Members are invited to declare any Disclosable Pecuniary Interests and non-pecuniary interests they may have with respect to matters which are to be considered at this meeting.

4. Questions from Members of the Public

To answer questions, if any, received under Council Procedure Rule 10 (Paragraph 3 of the Public Speaking Procedure Rules).

5. **Mayor's Announcements**
6. **Leader's Announcements**
7. **Executive, Committees and Other Bodies** (Pages 5 - 6)

To receive the open minutes of the following bodies (minutes reproduced in the Minute Book), to answer questions (if any) in accordance with Council Procedure Rule 11.5 and to consider the recommendations as set out below:

- (a) Executive – 15 July, 19 August, and 16 September 2025 and recommendations from 21 October 2025.

31/E Playground Refurbishments

RECOMMENDED to Full Council that the amount set out in Points 1-4 of the exempt annex to the agenda report be added to the capital programme for the replacement of the Heatherside Recreation Ground, Frimley Green Recreation Ground, Camberley Park, and Woodend Road, Deepcut playgrounds.

39/E Resurfacing Works at Lightwater Country Park

At its meeting on 21 October 2025 the Executive will be advised to RECOMMEND to Full Council that the capital programme be amended by the amount set out in Point 1 of the exempt attachment to this agenda item.

40/E Grounds Maintenance Contract Extension

At its meeting on 21 October 2025 the RECOMMEND to Full Council that the sum shown in the exempt annex to this agenda item be budgeted for the ongoing provision of grounds maintenance from 1 November 2027 to 30 September 2030.

- (b) Planning Applications Committee – 17 July, 31 July, 21 August and 18 September 2025
- (c) Performance and Finance Scrutiny Committee – 9 July and 8 October 2025.
- (d) Audit, Standards and Risk Committee – 14 July and 23 September 2025.
- (e) External Partnerships Select Committee – 21 July and 7 October 2025.
- (f) Employment Committee – 9 October 2025.
- (g) Licensing Committee – 15 October 2025

(h) Joint Staff Consultative Group – 7 August and 25 September 2025

8. Motions

Councillor Shaun Macdonald to move that

“this Council

(i) notes:

- a. The increasing levels of tension within our country, caused by conflicts outside its borders and the long-term structural issues within it, eroding many peoples living standards;
- b. The unsettling impact these factors have on many residents in their day to day lives, increasing fears for the future, whilst struggling today;
- c. The terrible long-term impact on individuals, and sometimes tragic consequences, that occur for so many across communities, when any tensions give way to hate speech, violence and terrorism;
- d. The immense contribution made by our local and national teams, be they Security, Police, Fire or Ambulance, to keep us safe and to place themselves in harm's way when the need arises;
- e. The notable work done in Surrey Heath through local public agencies, voluntary and faith groups to drive cohesion and mutual respect within our communities to help improve everyone's quality of life;

(ii) believes:

- a. in the upholding of the rule of law, be it national or international;
- b. in open and free democratic processes as a way for residents' voices to be heard;
- c. in working together to represent residents to the best of our ability, noting together we can have a bigger impact;
- d. in respecting one another and everyone in Surrey Heath, resolving tensions through dialogue based on mutual respect;
- e. in valuing the diversity of people in our local community, always treating everyone with equity;

(iii) resolves:

- a. to complete an assessment of areas that can be enhanced to reflect this motion's sentiments, particularly as they relate to antisemitism, islamophobia and all forms of prejudice and discrimination;
- b. to commit to bringing people together and not dividing them, through all communications with residents and groups;
- c. to engage constructively, with all individual residents and groups feeling vulnerable at this time to reassure them that they are valued for who they are; and
- d. to ensure that elected members, when using social media or other

public platforms, do so in a respectful and constructive way, recognising that their words set the wider tone."

9. Community Governance Review (Pages 7 - 76)

To consider the report of the Head of Legal & Democratic Services (attached).

10. Questions from Councillors

To receive any questions for

- a. the Mayor;
- b. the Leader or a member of the Executive; or
- c. the chair of any committee or sub-committee

under Council Procedure Rule 11.

By virtue of
Regulation 21(1)(A) of the Local Authorities (Executive
Arrangements) (Access to Information) (England)
Regulations 2000.

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Surrey Heath Borough Council
Council
22 October 2025

Community Governance Review

Head of Service	Nathalie Boateng, Head of Legal & Democratic Services
Report Author:	Rachel Whillis, Democratic Services Manager
Wards Affected:	All

Summary and purpose

To consider the outcomes from the initial consultation on the borough-wide Community Governance Review which was conducted between July and September 2025 and agree the officer recommendations for the next stages of the Community Governance Review.

Recommendation

The Council is advised to RESOLVE that

- (i) In relation to the unparished parts of the borough:
 - a. A further consultation be undertaken in the unparished areas on proposals for new parishes in western Surrey Heath;
 - b. The consultation includes a direct marketing campaign by way of distribution of leaflets to all households in the unparished area;
 - c. The consultation includes a proposed recommendation that two parishes are formed in west Surrey Heath, with the M3 as the boundary;
 - d. Should respondents strongly favour an alternative number of parishes, this will be reconsidered;
 - e. In the event that the consultation generates a low response rate, or a strong majority is not in favour of new parishes, the proposals will progress no further.
- (ii) In relation to Bisley, Chobham, and West End parishes:
 - a. Subject to (b) and (c), no changes be made to the external boundaries of Bisley, Chobham and West End parishes;

- b. The western boundary of West End Parish be altered to provide that Minorca Avenue, Deepcut falls entirely outside the parish boundary;
 - c. A further direct consultation be undertaken with the residents of Scotts Grove Road, Chobham to ascertain whether the boundaries should be altered to move the area referred to as "Bisley detached" from Bisley parish to Chobham parish;
 - d. Bisley, Chobham and West End Parish Councils be encouraged to consider opportunities to consider how collaborative working could generate efficiencies and identify other forms of support to each other;
- (iii) In relation to Windlesham Parish:
- a. No changes be made to Windlesham Parish's external boundaries;
 - b. Windlesham (North) and Windlesham (South) wards be merged into a single ward, to be named Windlesham ward of Windlesham Parish Council;
 - c. A further consultation be conducted on whether to alter the number of parish councillors representing each of the wards, with a view to consulting on the following options:
 - i. Increasing the number of councillors per village, whilst retaining a proportionate councillor:elector ratio;
 - ii. Increasing the number of councillors per village, whilst introducing a disproportionate councillor:elector ratio; or
 - iii. Returning to the 6 councillor per village model; and
 - d. The Parish Council be advised to review its governance arrangements with a view to addressing issues raised in the consultation.

1. Background and Supporting Information

- 1.1 At its meeting on 16 July 2025 the Council agreed to carry out a borough-wide Community Governance Review (CGR) (minute 22/C refers). The Terms of Reference of the review are attached at Annex B to this report. The CGR is being carried out in the context of the impending Local Government Reorganisation (LGR). In February 2025, the Council also deferred a request regarding a CGR to create a standalone parish for Windlesham village only. This deferral was due to the publication of the White Paper for English Devolution triggering the inclusion of two objectives within the Council's Annual Plan to prepare a report setting out the process and enactment of a borough-wide Community Governance Review.
- 1.2 At the Council meeting on 16 July 2025, Surrey Heath Borough Council resolved to undertake a Community Governance Review for the entire borough of Surrey Heath. An initial public consultation commenced on 24 July 2025 and concluded on 19 September 2025. The findings from the consultation are set out at Annex A to this report.

- 1.3 Analysis of the consultation responses by officers has determined the recommendations set out above for the second stage of the consultation. The proposals for the second stage of the review are set out below:

Western Surrey Heath (currently unparished)

- 1.4 Fifty-one responses were received from residents in the unparished area of the borough. Of those responses, 69% supported the principle of creating new parishes. These respondents were split between the options suggested, or provided their own suggestions. Further details can be viewed at Annex A to this report.
- 1.5 The recommendation for western Surrey Heath is to conduct a further consultation with a proposal to establish two parishes within this area as follows:
- 1.5.1 Camberley Town Council – covering the unparished area north of the M3; and
- 1.5.2 Frimley Parish Council - covering the unparished area south of the M3.
- 1.6 There was a low level of engagement with the initial consultation in unparished areas. This could be due to lack of awareness of the consultation, or lack of support or interest in the proposals, but in the absence of clarity on the reason for the low responses it is felt further consultation is needed. It is therefore proposed to carry out a direct consultation, with leaflets to all households in the unparished part of the borough.
- 1.7 Whilst the Council could choose to decide that the recommendation for the second stage of consultation is that no new parishes are created, this proposal recognises and seeks to address the loss of a more local level of representation brought by LGR.
- 1.8 The option for two parishes has been proposed due to the split in responses, with this model providing the best compromise. However, respondents to the second consultation will be invited to provide feedback on whether a two-parish model, or an alternative model, would be their preferred option.
- 1.9 The consultation will propose the naming, style, and electoral arrangements, including the number of councillors and warding arrangements, for the new parishes. It will also set out an indicative precept that residents could expect to pay in Council Tax, along with information on the services that would be anticipated in exchange for that precept.
- 1.10 In the event that there is still a low rate of engagement, or the consultation indicates limited support for creating new parishes, these proposals will not be progressed further.

Bisley, Chobham and West End parishes

- 1.11 There was limited engagement in the consultation from residents of Bisley, Chobham, and West End parishes. This could be due to lack of awareness of the consultation or lack of any strong feelings about the existing parishes, but in the absence of strong feedback from residents in these areas, no substantial changes are proposed to these existing parishes.
- 1.12 Forty-seven responses were received from residents in Bisley, Chobham, and West End parishes. These respondents overwhelmingly did not support any merger of the parishes and generally indicated that they were happy with the status quo. Further details can be viewed at Annex A to this report.
- 1.13 The three properties in Scotts Grove Road that are adjacent to Chobham parish and have no boundary connection with Bisley parish, but sit within Bisley parish, form the area known as Bisley detached. There was limited feedback and views on this matter – namely whether to move this exclave to Chobham parish - were split. It is therefore proposed to directly contact electors in the three affected properties, with any future proposals regarding this area of consideration to be based upon the households' responses.
- 1.14 In relation to the western boundary of West End parish, it is proposed to alter the boundary so Minorca Avenue, Deepcut sits entirely outside the parish boundary. No strong views were received on this matter and the majority of respondents from West End supported the proposal. It will have no direct impact on any residents.

Windlesham Parish

- 1.15 The feedback relating to Windlesham Parish was more extensive which is likely to be due to the promotion of the CGR by Borough and Parish Councillors within the parish area and the distribution of materials by local groups to homes in the parish area.
- 1.16 The Council is aware that residents in Windlesham village have been contacted by a number of sources during the initial public consultation phase. The messages contained within this correspondence were cited in a notable number of responses to the consultation and it is therefore considered material to reference them in this report.
- 1.17 More detailed analysis of responses can be viewed at Annex A to this report. Appendix 1 to the Annex sets out the comments and themes contained within responses and, where appropriate, the Council's response to those comments.
- 1.18 The numbers responding to the consultation from Windlesham village equate to 12% of the electorate of the village. Of this, 80.9% - or 9.91% the village's electorate - was in favour of alterations to parish boundaries. Responses to the follow up question asking them to provide their reasons for their choice showed that the 6.5% of the overall village electorate specifically requested a separate parish for Windlesham, whereas 3% cited the merger of Windlesham

parish wards and the remaining respondents referred to other matters such as asset or finance distribution.

- 1.19 The majority of Bagshot respondents who responded (79.4%) supported alteration, whereas the majority of Lightwater residents who responded (66.2%) did not support any alterations. However, these results should be considered in the context of the low response rates from these villages.
- 1.20 The responses to questions regarding the number of councillors representing each village are set out in detail at Annex A. When combined with textual responses, it is clear that the numbers of councillors and each village's levels of representation are influential drivers for negative views about the parish council's operations. Consequently it is proposed to conduct a further consultation on councillor numbers across the parish.
- 1.21 The recommendation includes reference to the Parish Council's governance arrangements being reviewed. It is proposed to advise the Parish Council to undertake a fundamental review of its governance arrangements to address any perceptions of issues within the governance and relationships within the Council.

Community Governance Working Group

- 1.22 The Community Governance Working Group met on 10 October 2025 and considered the recommendations contained in this report. The Working Group was not unanimously in agreement in support of the recommendations.

2. Reasons for Recommendation

- 2.1 In making any decision, the Council must be mindful of legislation and statutory guidance. Consultation findings should inform the Council's final decision. However, the Council needs to be mindful of its primary duty to secure that community governance within the area under review:
 - 2.1.1 Reflects the identities and interests of the community in that area, and
 - 2.1.2 Is effective and convenient¹.
- 2.2 Relevant considerations which should influence the Council's judgement against these two principal criteria include the impact on community cohesion, and the size, population and boundaries of the proposed area.²
- 2.3 The government has further clarified criterion 2.1.2 above by stating that the effectiveness and convenience of local government is best understood in the context of a local authority's ability to deliver quality services economically and efficiently, and give users of services a democratic voice in the decisions that affect them.³
- 2.4 The Council needs to assess whether it has a mandate to propose any changes. This should consider both:

- 2.4.1 the responses given by those who took time to participate in the consultation and whether a clear majority supported a particular option or action; and
- 2.4.2 whether the numbers who responded provide a sufficient basis for making any fundamental changes to the governance in that area.

Unparished Areas

- 2.5 As stated in paragraph 1.5 above, the limited level of responses received in the unparished areas could justify no further action being taken as part of the borough-wide CGR in these areas. However, given the context of LGR, which disbands Surrey Heath and creates a significantly larger unitary council across a currently undetermined footprint, it is important to ensure that the views of residents in the unparished areas are properly considered as part of this process.
- 2.6 A second phase of consultation with a leaflet delivered to every household within the unparished area will ensure there is sufficient awareness of the community governance review and how residents can respond.

Bisley, Chobham, and West End Parishes

- 2.7 The reasons for the recommendations relating to Bisley, Chobham and West End Parishes reflect the low response rates from these areas, the indication from these respondents that they are happy with the current arrangements, and the wish not to disrupt arrangements for services provided in these areas.

Windlesham Parish

- 2.8 The recommendations for Windlesham parish have been drafted in the context of other CGRs. reviews by other authorities have been considered, where the levels of response have influenced the CGR recommendations put forward.
- 2.9 In considering the factors outlined in paragraph 2.4, it is recognised that the majority of respondents from Windlesham village expressed a desire for disaggregation of the parish council. However, once the individual responses were examined it was considered that some views were based on inaccurate assumptions, whilst others could be addressed other than by disaggregating the council.
- 2.10 The proposals also reflect feedback on councillor numbers and how this influenced feelings about the current parish arrangements.

Comparisons with other authorities' CGRs

- 2.11 Winchester City Council, undertook a CGR in 2018 on whether Littleton and Harestock Parish Council should be split into two separate Councils. 23% (347 responses) of households responded to an initial consultation exercise, representing 11% of the Parish Council's electorate. The responses were

evenly split between those wanting a split and those wanting no change. The review concluded that there was insufficient local support for changes and the review was not progressed.

- 2.12 Mole Valley District Council undertook a CGR in 2017 to ascertain the level of support for the creation of a Parish Council in Bookham village. The terms of reference allowed for an advisory poll to be conducted. Bookham's electorate was 9,096 and turnout for the poll was 54%. 83% of voters voted against setting up a parish Council there was a petition against the establishment of a parish Council in electronic and paper format which had a combined total of 1,694 signatures.
- 2.13 High Wycombe Council undertook a CGR in 2024; 4.6% of eligible electors in the area responded to the consultation. The low response rate, measured as a percentage of the total electorate, was a factor in the decision not to make changes to governance arrangements.
- 2.14 Three Rivers District Council undertook a CGR in 2016 to establish whether a Parish Council should be established for the unparished part of the District. An advisory ballot was held in the affected areas and 4,607 ballots were returned (28.1% of the electorate). Of these 2,525 (15.3%) voted for the establishment of a parish council and 2,082 (12.6%) voted against the establishment of a parish council. Three wards Moor Park & Eastbury, Rickmansworth Town and Penn & Mill End returned a preference for the establishment of a parish council (65%, 55% and 50% respectively) and it was agreed that further consultation would be undertaken on the establishment of a Parish Council for these areas.
- 2.15 Following the second consultation exercise, it was concluded that the low turnout during the first consultation gave little justification to change the status quo and that in setting up a Parish Council on such small margins the Council would be imposing new governance arrangements on a large number of people who either said no or did not express an opinion on the setting up of a parish council. It was therefore decided that no further action would be taken.

2019 Review of Windlesham Parish

- 2.16 Also of relevance are previous recommendations and resolutions following the 2019 Windlesham Community Governance Review. In May 2019 a petition was received which called for the creation of a separate and devolved Parish Council for Windlesham Village and residents only. The 2019 CGR consultation ran for an eleven-week period between 5 August and 28 October 2019. During the consultation period 668 responses were received which equated to 5% of the electorate within Windlesham Parish. 74.7% of respondents were in favour of the creation of a separate parish council for Windlesham Village. Careful assessment of those responses and comparison with the outcome of similar CGRs nationally led officers to determine that there was insufficient support from residents for the creation of a new parish council.

3. Proposal and Alternative Options

- 3.1 The recommendations are set out at the beginning of the report. Alternative options have been grouped for ease of reference.

Unparished Area

- 3.2 In relation to alternative options for the unparished area, the Council could choose to progress the consultation with an alternative makeup of new parishes in this second phase of the CGR consultation.
- 3.3 Alternatively, the Council could choose to propose that no further consultation is conducted for the establishment of new parishes in this area due to the lack of response to the initial consultation; this is not the recommended option due to the potential impacts of LGR.

Bisley, Chobham and West End

- 3.4 The Council could choose to agree an alternative recommendation in relation to Bisley, Chobham, and West End parishes but, in view of the limited responses and the lack of wish to disturb the services already in place, this is not recommended.
- 3.5 The Council could choose to progress an alternative option regarding the part of Scotts Grove Road known as Bisley detached. However, without knowledge of the clear views of the affected households it is not considered appropriate to reject or progress any changes at this time. The recommendation provides a balanced solution for this situation.
- 3.6 The Council could also choose not to propose a change to West End Parish's western boundary. This is not recommended as the current arrangement is an anomaly and does not reflect the principles of effective and convenient local government and reflecting local identity.

Windlesham Parish Area

- 3.7 Alternative options were considered in respect of Windlesham parish when drafting this report. This included an option on whether a further consultation be undertaken in the Windlesham Parish areas setting out proposals for two potential parishes to replace the existing Windlesham Parish Council.
- 3.8 This could comprise of Windlesham village as one parish and Bagshot and Lightwater as a second parish. It should be noted that the consultation has not highlighted support for creating separate Bagshot and Lightwater parish councils and, on that basis, officers have not recommended the creation of three parishes within the existing parish footprint as an alternative option.
- 3.9 As 88% of the electorate of Windlesham village has not participated in this consultation, if it is decided to progress to a second stage of consultation, further assurance is needed that a separate parish for Windlesham village is

an outcome requested that is clearly representative of the views of a majority of residents. The Council therefore needs to ensure that:

- a. There is sufficient mandate to proceed with any changes to the current arrangements; and
- b. Confidence that those participating have an adequate, unbiased understanding of the outcomes

3.10 Consequently, if an alternative option is agreed to further progress different proposals relating to Windlesham Parish, it is felt that the Council should conduct a direct consultation campaign, which would include information setting out the costs for two parishes and how assets would be split in line with legislative requirements.

3.11 The Council could also choose to conduct a local advisory poll. A local advisory poll, also known as a local advisory referendum, is a non-binding vote held by a local authority to gauge public opinion on a particular issue with the outcome serving as a recommendation rather than a legal mandate. The poll is conducted through a ballot which would be convened in a similar manner to an election with residents asked to provide a "YES" or "NO" response in order to indicate their preference. It is also felt that a decision following an advisory poll should reflect the principle of the proposal receiving a double majority in support of that proposal.

Next Steps

3.12 On the basis that the officer recommendation is approved, the next steps would be to convene a CGR Working Group to agree:

3.12.1 the content of the leaflets which will be delivered to households in the unparished areas;

3.12.2 the content of the directed communications to the residents of Scotts Grove Road, Chobham to ascertain whether the boundaries should be altered to move the area referred to as "Bisley detached" from Bisley parish to Chobham parish; and

3.12.3 agree the mechanism for consulting on proposals to alter the number of parish councillors representing each of the wards within the Windlesham Parish area.

4. Contribution to the Council Strategy

4.1 The Annual Plan 2025/26 contains two objectives relating to evaluating the options for progressing a boroughwide CGR, namely:

4.1.1 Prepare a conceptual level report setting out the process and resources required, as well as a proposed structure, for the potential borough wide coverage of Town/Parish/Area Councils to support the

Devolution White Paper whilst ensuring community engagement at a local level; and

- 4.1.2 Following the conceptual review, and subject to timescales and further guidance from the Government related to LGR, commence delivery of a borough-wide Community Governance Review in line with the proposed structure.

- 4.2 Both Annual Plan targets have now been met, and the resolution of the Council does not impact on delivery against these targets.

5. Resource Implications

- 5.1 A direct consultation with households in the unparished part of the borough, as referred to in paragraph 1.6, is expected to cost approximately £2,300 for print and delivery. Design of the flyer would be undertaken in-house.
- 5.2 If the Council chooses to progress an alternative option relating to Windlesham Parish, in particular an option that splits the existing parish into new parishes, it is the view of officers that this must include a leaflet produced by this Council that will be sent to all households in the parish. A leaflet to all properties in the parish would cost up to £2,000. If, as could be considered good practice, a Local Advisory Poll was undertaken, there would be costs associated with running the poll, including accommodation, staffing and printing, although the Local Authority has some flexibility in how the poll is conducted.
- 5.3 The previous CGR report which was presented to Council in July 2025 provided an overall cost estimate of £90,000 to conduct a borough-wide CGR which included officer and direct costs staggered across the various stages of the CGR. Whilst the officer costs to date have not been fully accounted for, direct costs have been kept to a minimum and it is unlikely that the actual costs to date have come close to the cost estimate.
- 5.4 Considerable officer resource will be required to establish new parishes and further details on this are set out in the report to the Council in July 2025. If there is a decision to progress this alongside a decision to split the existing parish of Windlesham, this could not be conducted within existing officer resource, particularly alongside the demands which will be placed upon the council by LGR.

6. Section 151 Officer Comments:

- 6.1 The costs of consultation referred to in section five of this report are not contained within the existing budget and will show as an overspend to the revenue account.

7. Legal and Governance Issues

- 7.1 Section 82 of the Local Government and Public Involvement in Health Act 2007 authorises Principal Councils (SHBC is a Principal Council) to

commission a Community Governance Review. The Act requires a Council to publish terms of reference and to consult local electors within the area of the proposals and any other stakeholders the Council deems appropriate.

7.2 In undertaking a CGR the Council is guided by:

7.2.1 Part 4 of the Local Government and Public Involvement in Health Act 2007;

7.2.2 the relevant parts of the Local Government Act 1972;

7.2.3 Guidance on Community Governance Reviews issued in accordance with section 100(4) of the Local Government and Public Involvement in Health Act 2007 by the Department of Communities and Local Government and the Local Government Boundary Commission for England in March 2010; and

7.2.4 the following regulations which guide, in particular, consequential matters arising from the Review:

- a. Local Government (Parishes and Parish Councils) (England) Regulations 2008;
- b. Local Government Finance (New Parishes) Regulations 2008 ;
- c. Section 81 of the Local Government and Public Involvement in Health Act 2007 requires the Council to publish its Terms of Reference in a Review; and
- d. The Charter Trustees Regulations 2009.

7.2.5 The risks associated with Judicial Review is discussed 8.4 below.

8. Monitoring Officer Comments:

8.1 When formulating recommendations as to the way forward in a community governance review the 2007 Act requires principal authorities to have regard to whether their recommendations would provide:

- i. A better arrangement of cohesive and sustainable communities to be formed.
- ii. A distinctive and recognisable community of place with its own sense of identity.
- iii. Effective and convenient local government, viability and the ability to deliver services.

Environment and Climate Change

8.2 No matters arising.

Equalities and Human Rights

8.3 There are no specific matters arising on this area, although these will be a important consideration when drafting the consultation process and formulating the proposals

Risk Management

8.4 There is a risk that any decision made by the Council could be subject to judicial review. In general terms a Council decision may be challenged by way of Judicial Review on the following grounds, (i) Illegality, that the decision was illegal, such that the Council acted outside its legal powers (ultra vires). (ii) Irrationality, making a decision that is so unreasonable that no reasonable Council could have reached it. (iii) Procedural Impropriety, this would occur when a Council fails to follow correct procedures or act fairly. When making a decision it is therefore important to be mindful that any such decision takes into account the relevant factors.

Community Engagement

8.5 The proposals for public engagement are set out elsewhere in this report.

Annex

Annex A – Initial Consultation Outcomes Report, including Appendix 1 – Response to Themes and Comments about Windlesham Parish

Annex B – Terms of Reference

Background Papers –

Report to Council July 2025 -

<https://surreyheath.moderngov.co.uk/ieListDocuments.aspx?CId=128&MId=4537&Ver=4>

Report to Council February 2020 -

<https://surreyheath.moderngov.co.uk/ieListDocuments.aspx?CId=128&MId=3192&Ver=4>

Borough Wide Community Governance Review 2025-26

RESULTS FROM THE INITIAL CONSULTATION

At its meeting on 16 July 2025, Surrey Heath Borough Council resolved to conduct a borough wide Community Governance Review (CGR).

The consultation was separated into two sections, namely

1. Section A - Whether to create new parishes in the western part of Surrey Heath borough.
2. Section B - Whether any changes should be made to the current parishes within the borough.



Responses to the Consultation

The survey had introductory questions about the respondent's postcode and the capacity in which they were responding (e.g. resident; business). The majority of respondents indicated that they were responding as a resident of the borough. They also completed a section on whether they wished to respond about the unparished part of the borough, the parished area, or both.

There were 717 responses received to the consultation from the online consultation form or its corresponding paper consultation document. The Council also received three letters of representation from Surrey County Council and Windlesham Parish Council.

The consultation asked respondents to indicate whether they support specific options for further review and to provide their reasons for their choices. No baseline was established for whether any changes would be recommended. The Council needs to consider whether it has sufficient mandate to recommend a change. Respondents were asked to provide explanations in support of any options they had selected; any recommendations will look at these text-based responses alongside the statistical responses.



Section A – Unparished Areas

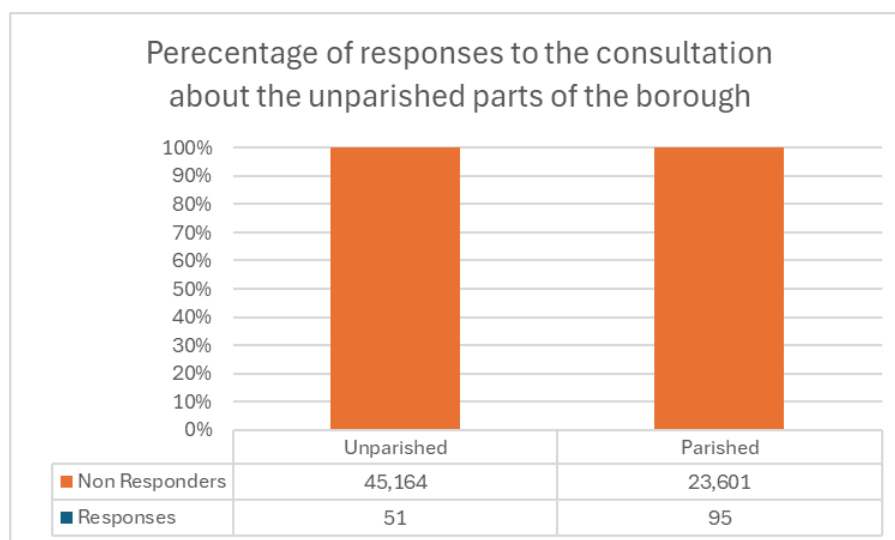
Section A of the consultation asked residents to respond to questions and proposals regarding the currently unparished areas of the borough. This includes the current borough wards of St Michaels, Town, Old Dean, Watchetts, St Pauls, Heatherside, Parkside, Frimley, Frimley Green and Mytchett & Deepcut.

In total, 146 of the responses received responded to the consultation on the unparished area. An analysis of the postcodes provided with these responses has provided the following breakdown of where these responses have come from:

Postcode	Wards Covered	Responses Received
GU15	St Michaels, Town, Old Dean, Watchetts, St Pauls, Heatherside (Partially), Parkside (Partially), Frimley (Partially).	33
GU16	Heatherside (Partially), Parkside (Partially), Frimley (Partially), Frimley Green, Mytchett & Deepcut.	18
Other	Bagshot, Windlesham, Lightwater, Bisley, West End and Chobham.	95
	TOTAL	146

When compared to current total of 45,164 electors registered in the unparished areas of the borough, a response rate of 0.1% has been achieved. When compared to a total of 23,601 electors in the parished areas, a response rate of 0.4% has been achieved.



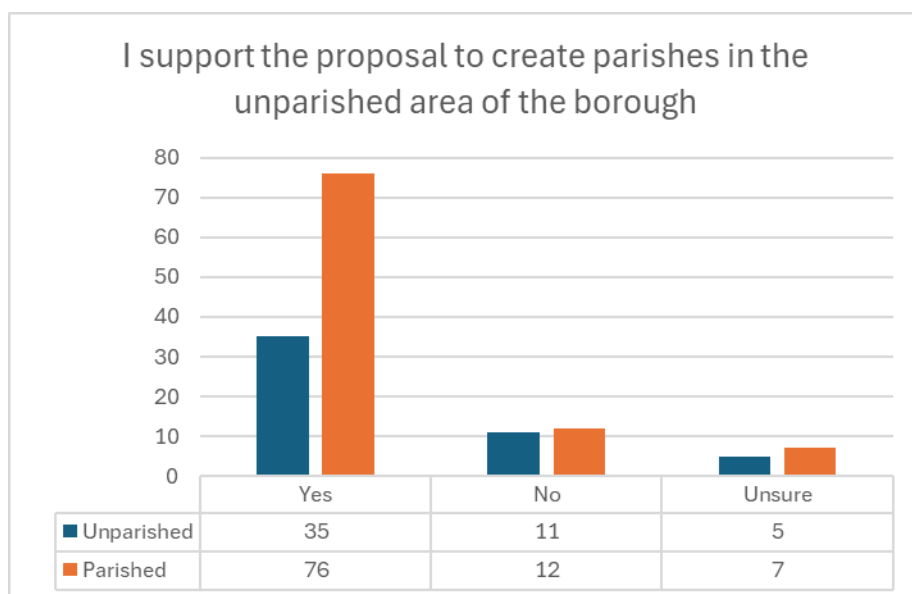


Question 1A – In principle, I support the proposal to create parishes in the unparished area of the borough.

In total, 111 respondents supported the proposal to create parishes in the unparished parts of the borough. 23 respondents said they did not support this proposal. 12 were unsure and required further information.

Table	Yes	No	Unsure	Total
Unparished Area	35	11	5	51
Parished Area	76	12	7	95
Total	111	23	12	146



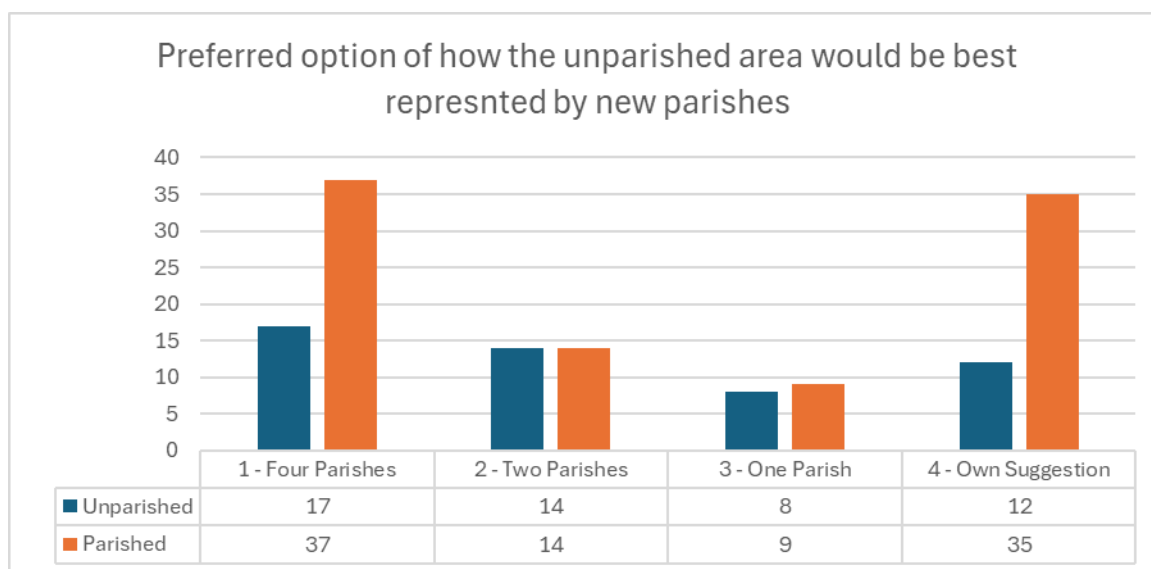


Question 2A - If new parishes are created, do you consider that you would be best represented by the following option

Responders were presented with three options of how the unparished areas could be split into parishes, and were asked to pick would be represent them, or to provide their own suggestion. The most popular option was Option 1, the creation of four parishes in the area, with 54 responses favouring it.

	Option 1 – Four Parishes	Option 2 – Two Parishes	Option 3 – One Parish	Option 4 – Own Suggestion	Total
Unparished Area	17	14	8	12	51
Parished Area	37	14	9	35	95
Total	54	28	17	47	146





The responses demonstrate that respondents living in the parished part of the borough showed a preference for a four-parish model. However, residents in the unparished area, which would be affected by the proposals, were more split in their response.

47 responses selected the option to provide their own suggestion for the unparished area, these suggestions included:

- 8 different proposals for the unparished area
- 6 responses stating a wish for no parishes in the area
- 3 responses that provided no further comment
- 1 response requesting further information

Also received in the

- 26 requests from Windlesham and Bagshot residents requesting their own parish council
- 2 requests from people living in the parished area, for existing parishes to be abolished
- 1 request for an existing parish council, in the parished area, to be maintained.



Question 3A - If new parishes are created, please select the 3 which you feel are most important

Respondents were provided with a list of six values and were asked to select up to three that they considered to be the most important when creating a new parish council. The table below shows how many times these values were selected by respondents, and the percentage this equates to is provided in brackets.

Values	Unparished Area	Parished Area	Total
A parish which delivers community events of behalf of my area	6 (5%)	19 (8%)	25 (7%)
Keeping the costs as low as possible for residents	24 (19%)	50 (21%)	74 (20%)
To be large enough to represent my area on a regional basis	10 (8%)	11 (5%)	21 (6%)
To be of a scale that reflects local identity	31 (25%)	47 (20%)	78 (22%)
To have local councillors representing my views	26 (21%)	62 (26%)	88 (24%)
To manage assets such as parks and open spaces at a local level	25 (20%)	51 (21%)	76 (21%)

Note: 2 responses from the unparished area, and 8 responses from the parished area, selected more than three values, and were not included in the table above.

The most popular consideration from residents in the unparished area, was to ensure that parishes created were of a scale that reflected local identity. Four values received a clear majority of selections from respondents. The most selected value was to have local councillors representing the responder's views.

Question 4A - The Council would like to gain an understanding of how residents define where they live and therefore how new



parishes can best reflect local identity. Which neighbourhood do you best identify with? E.g. Camberley, Frimley, Heatherside, Old Dean, Watchetts.

Respondents were asked to write in a textbox, the area which they most identify with. Below is a list of all the responses received, that more than one responder provided:

- Windlesham – 24
- Camberley – 21
- Frimley – 8
- Bagshot – 6
- Frimley Green – 4
- Lightwater – 4
- Deepcut – 3
- Heatherside – 3
- Old Dean – 3
- St Michaels – 3
- Chobham – 2
- Parkside – 2
- Mytchett – 2
- Parkside & Heatherside – 2
- Watchetts – 2

Question 5A - What else do you feel is important to be considered as part of this consultation?

Responders were presented with a final opportunity to include factors or other things to consider when reviewing the unparished area. The most common themes included:



- 27 respondents who highlighted the need for any new arrangement to prioritise local voices and people
- 16 respondents who stressed the need for any arrangements to be cost effective to the taxpayer
- 11 responses indicating no desire for increased levels of governance or higher council tax charges as a result
- 7 respondents who did not desire any more levels of bureaucracy

Conclusion and Recommendations for Unparished areas

The response to the consultation on unparished areas was minimal; this could be due to a lack of interest in the consultation or a lack of awareness of the consultation. The consultation was promoted online but this did not generate a sufficient number of responses to provide a mandate for new parishes.

From those who did respond, 11 residents in the unparished area stated they did not wish to see any more layers of government and/ or increase to Council Tax. In relation to the options presented, respondents from the unparished areas were split in indicating between a preference for two parishes and four parishes.

Taking into account the need to address impact of Local Government Reorganisation, it is felt that the low response rate should not deter proposals for new parish councils in unparished areas. However, this must be preceded with a more direct consultation in unparished areas. The proposals to create new parishes that will be included in the draft recommendations will be not to progressed if, after a more direct consultation undertaken, it remains the case that there is no clear mandate for their creation.

In forming a recommendation, the following factors have been taken into account:



1. The number of responses received and the lack of understanding about whether this demonstrates indifference to, or lack of awareness about, the consultation.
2. The need to secure a mandate for any potential change.
3. The split of preference between the number of new parishes council.
4. The role of the parish within the context of Local Government Reorganisation, including addressing potential gaps in local service provision.

Recommendation: that

- (i) A further consultation be undertaken in the unparished areas on proposals for new parishes in western Surrey Heath;
- (ii) The consultation includes a direct marketing campaign by way of distribution of leaflets to all households in the unparished area;
- (iii) The consultation includes a proposed recommendation that two parishes are formed in west Surrey Heath, with the M3 as the boundary;
- (iv) Should respondents strongly favour an alternative number of parishes, this will be reconsidered; and
- (v) In the event that the consultation generates little response, or a strong majority is not in favour of new parishes, the proposals will progress no further.



Section B – Parished Areas

Section B of the consultation asked residents to respond to questions and proposals regarding the currently parished areas of the borough. This includes Bisley Parish, Chobham Parish, West End Parish, and Windlesham Parish which represented the three villages of Windlesham, Bagshot and Lightwater.

Bisley, Chobham and West End Parishes

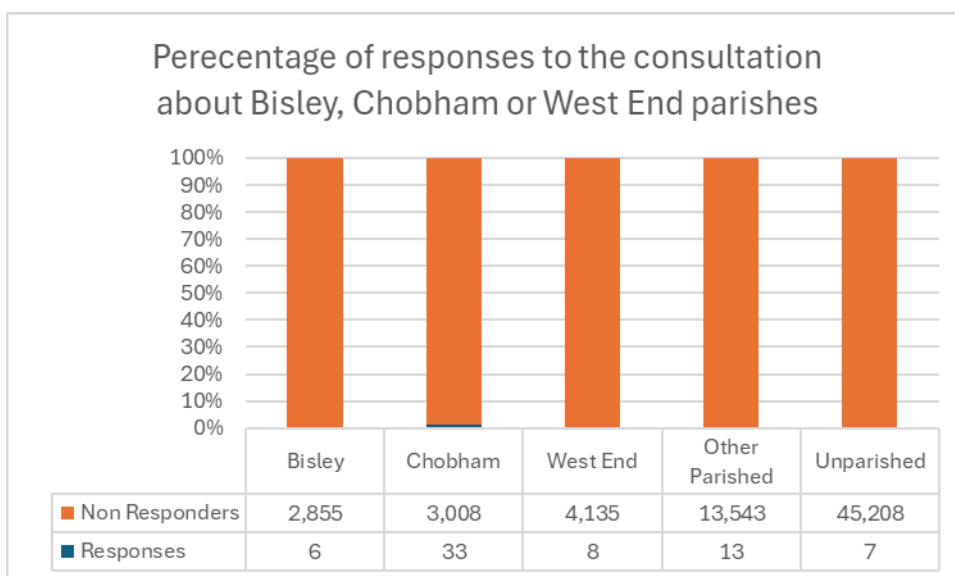
In total, 67 of the responses received provided comments and opinions on the parished areas of Bisley, Chobham and West End. Questions for each of the parishes were replicated so a consistency of responses could be analysed but broken down by parish. An analysis of the postcodes provided with these responses has provided the following breakdown of where these responses have come from:

Settlement	Total Responses
Bisley	6
Chobham	8
West End	33
Other Parished Areas (Bagshot, Windlesham & Lightwater)	13
Unparished Areas	7
Total	67

When compared to current total of 2,861 electors registered in Bisley, a response rate of 0.2% has been achieved. When compared to current total of 3,041 electors registered in Chobham, a response rate of 1.1% has been achieved.

When compared to current total of 4,143 electors registered in West End, a response rate of 0.2% has been achieved.



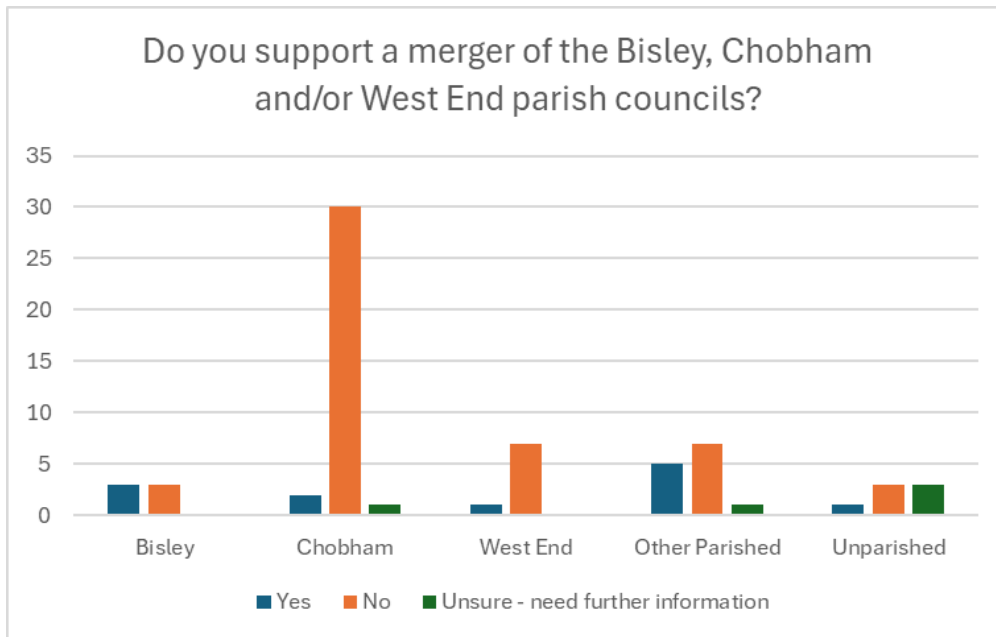


Question 1B – Would you support the merger of Bisley, Chobham, and/ or West End parish councils?

Responders were asked if they supported the idea of merging any or all of the three parished councils in question. Of the 67 responses, 50 of them, equating to 75% did not supporting any merging amongst these parishes.

	Yes	No	Unsure – Need Further Information
Bisley	3	3	0
Chobham	2	30	1
West End	1	7	0
Other Parished Areas	5	7	1
Unparished Areas	1	3	3
Total	12	50	5





Question 2B - Please provide further details on why you have responded as you have to whether there should be a merger of the councils.

When presented with the opportunity to explain their choice:

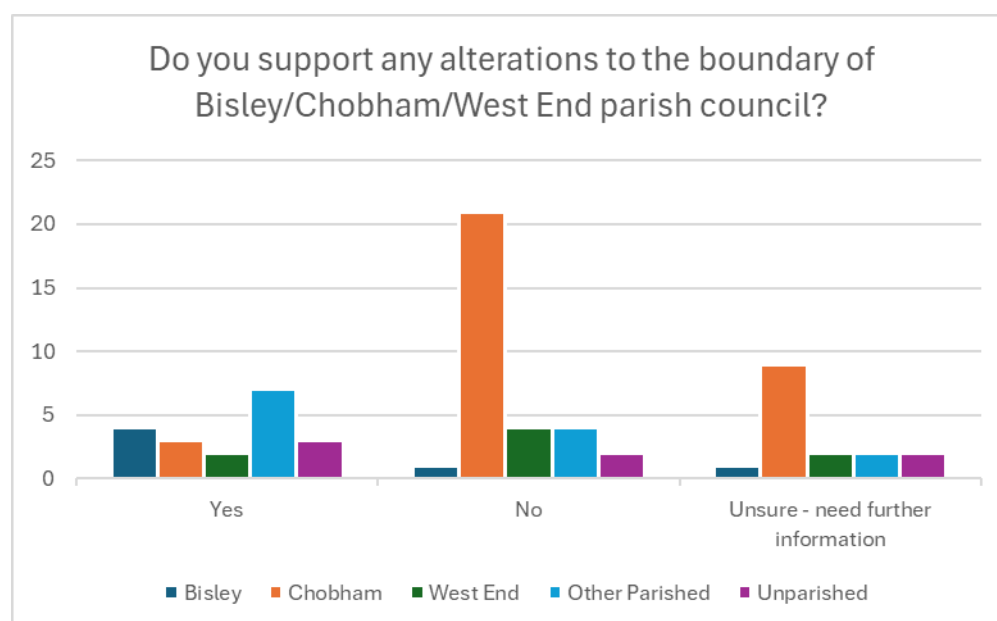
- Seven respondents believed merging would achieve better economies of scale
 - 1 Bisley, 1 West End, 2 Chobham, 3 Other Parished
- Two responses from the other parished areas of the borough, believed Bisley, West End and Chobham were too small to run effectively
- Three responses (two from the other parished area and one from Bisley) believed the current parishes were ineffective

Question 3B - Would you support the any alterations to the boundary of Bisley/ Chobham/ West End (as relevant) parish council?



Responders were asked whether they supported any alterations to the boundaries of the parish councils in question. 32 of the 67 responses, equating to 48%, did not support any alterations.

	Yes	No	Unsure – Need Further Information
Bisley	4	1	1
Chobham	3	21	9
West End	2	4	2
Other Parished Areas	7	4	2
Unparished Areas	3	2	2
Total	19	32	16



Of the 15 responses that provided further explanation of their choice:

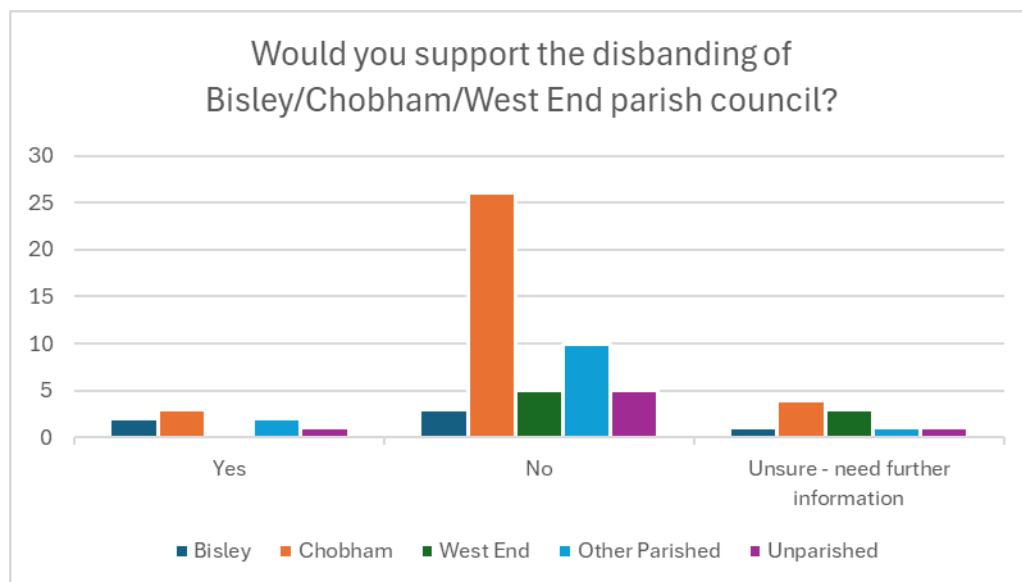
- Nine supported the proposals to amend the boundaries at Minorca Avenue and Scott's Grove Road
 - 2 Bisley, 1 West End, 4 Other Parished, 2 Unparished
- Two supported any alterations that would achieve a better value for money



Question 4B - Would you support the disbanding of Bisley/ Chobham/ West End (as relevant) parish council?

Responders were asked if they supported the disbanding of the parish councils in question. 49 responses, equating to 73%, did not support any disbanding.

	Yes	No	Unsure – Need Further Information
Bisley	2	3	1
Chobham	3	26	4
West End	0	5	3
Other Parished Areas	2	10	1
Unparished Areas	1	5	1
Total	8	49	10



Of the 10 respondents who provided further comment to explain their selection

- 4 believed the current parishes did not achieve value for money, or delivered good services



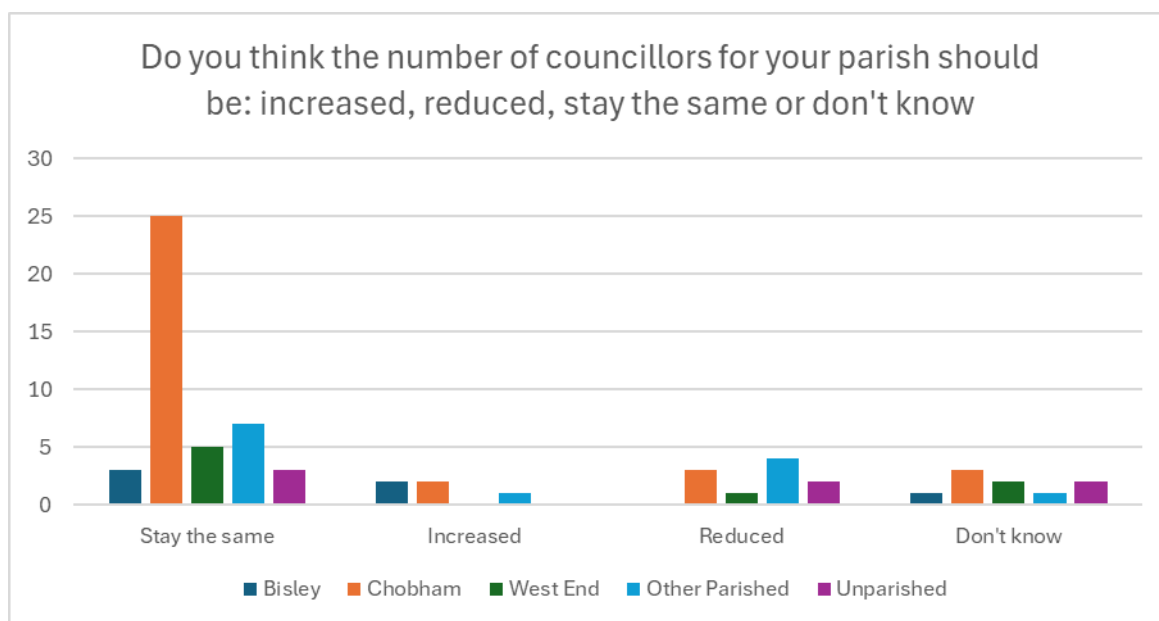
- 1 Bisley, 1 Chobham, 2 Other Parished
- 3 believed that meetings were not accessible to the public, and that electors were unclear on what purpose the parish councils had
 - 1 Bisley, 2 Chobham

Question 5B - Do you think the number of councillors for your parish should be: Increased; Reduced; Stay the same; Don't know

Responders were asked if they believed that the number of councillors representing the parish council they responded to, should have the number of councillors representing them amended in any way. 43 of the 67 responses, equating to 64%, believed that the current number of councillors representing them should remain unchanged.

	Stay the same	Increased	Reduced	Don't Know
Bisley	3	2	0	1
Chobham	25	2	3	3
West End	5	0	1	2
Other Parished Areas	7	1	4	1
Unparished Areas	3	0	2	2
Total	43	5	10	9





Question 6B - Do you have any comments on the current numbers of councillors representing your parish council

Of the 28 respondents who provided further comments to explain their choice:

- 11 respondents from Chobham were happy with their current parish councillors
- 6 did not believe a change was necessary
 - 2 Bisley, 1 Chobham, 2 West End, 1 Other Parished
- 6 believed fewer councillors were required
 - 1 Chobham, 4 Other Parished, 1 Unparished

Question 8B - Do you have any further comments on Bisley/ Chobham/ West End (as relevant) Parish Council that you would like us to take into account in this consultation?

18 respondents left a final comment for consideration. Of those responses:

- 8 left positive feedback on the current provision of parished councils in the area
 - 1 Bisley, 6 Chobham, 1 Other Parished



- 7 believed no changes were required to the parishes in question
 - 6 Chobham, 1 Other Parished
- 4 commented that the parishes should be abolished or merged to create larger authorities
 - 1 Bisley, 1 Chobham. 2 Other Parished
- 3 complained about poor councillor behaviour and ineffectiveness of the parish councils
 - 1 West End responder said this of Bisley Parish Council
 - 2 responders from the other parished areas said this of Chobham Parish Council.

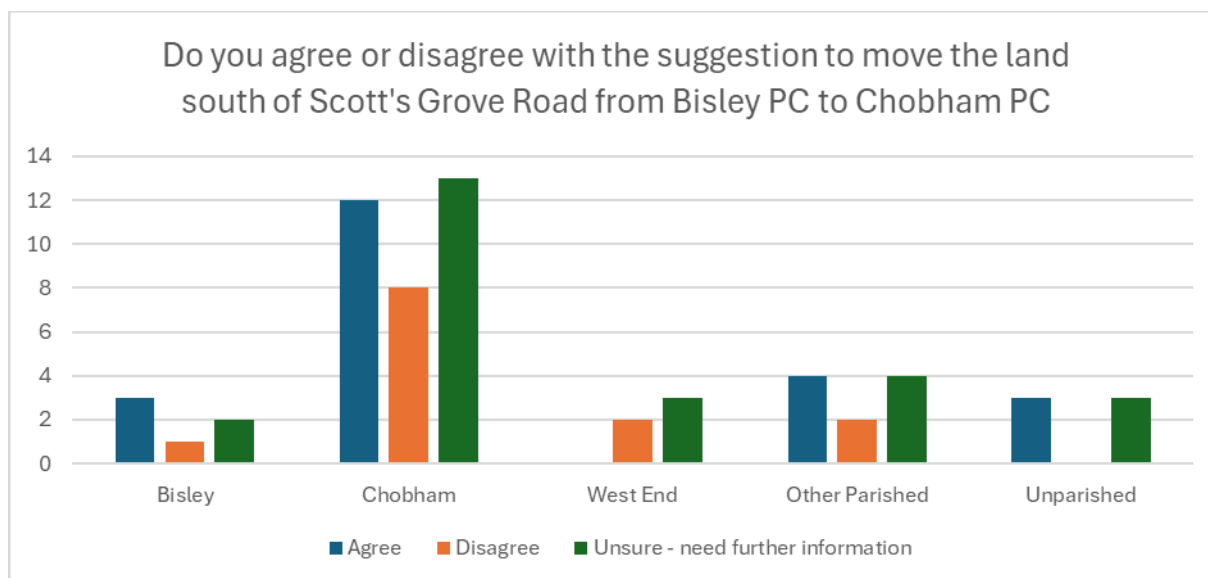
Question 7i/ii - Do you agree or disagree with the suggestion to move the land south of Scott's Grove Road from Bisley parish to Chobham parish?

Responders to the Bisley and Chobham consultations were asked if they supported the proposal to move the land south of Scott's Grove Road from Bisley parish to Chobham parish.

	Agree	Disagree	Unsure – Need Further Information
Bisley	3	1	2
Chobham	12	8	13
West End	0	2	3
Other Parished Areas	4	2	4
Unparished Areas	3	0	3
Total	22	13	25



A number of responses were in favour of this proposal, but the same number of responders in Bisley, and more responders in Chobham did not agree with this proposal or were unsure on how to respond.



Responders were invited to explain their choice, and the responses provided included:

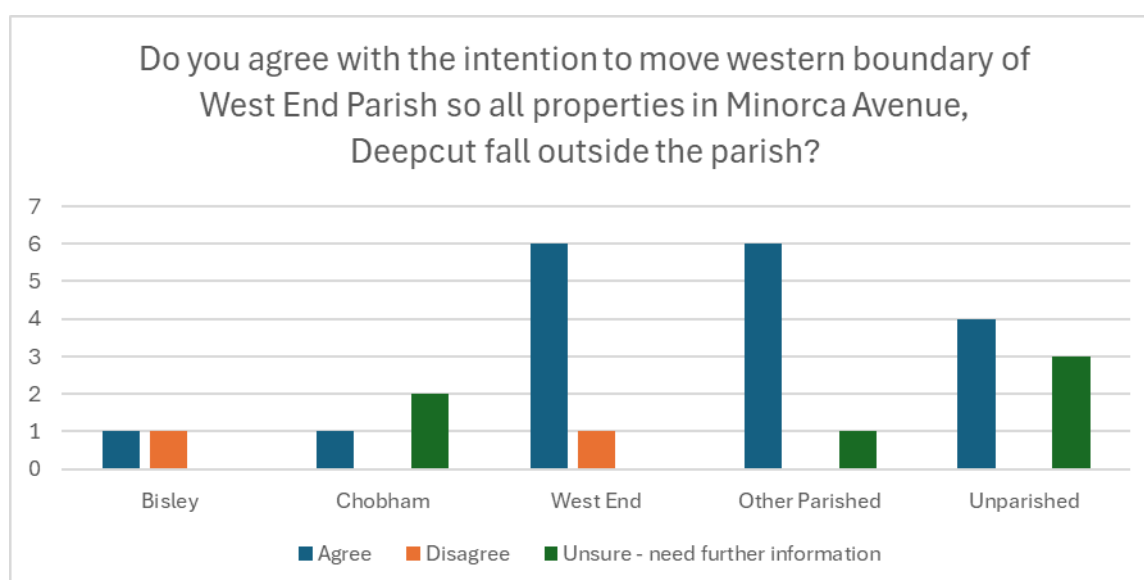
- Six (2 who disagreed, 4 who were unsure) stressed the need for the residents of Scott's Grove Road to be contacted regarding this move.
- Five (all of whom said no) did not desire any changes to their existing parish council.

Question 7iii - Do you agree with the intention to move western boundary of West End Parish so all properties in Minorca Avenue, Deepcut fall outside the parish?

Responders to the West End consultation were asked if they supported the proposal to move the boundary to the west of the parish, to remove properties on Minorca Avenue in Deepcut, to remove them from the parish.



	Agree	Disagree	Unsure – Need Further Information
Bisley	1	1	0
Chobham	1	0	2
West End	6	1	0
Other Parished Areas	6	0	1
Unparished Areas	4	0	3



None of the respondents who selected an option to this question, provided further comment in the textbox provided.

Conclusion and Recommendations for Bisley, Chobham, and West End Parishes

The consultation has not demonstrated any strong mandate to alter the existing arrangements for these three parishes. However, there may be questions of ongoing viability of these parishes in the longer term, in particular as Local Government Reorganisation comes into effect. It is therefore not intended to



make any recommendations relating to changing parish boundaries, or disbanding parishes, but the Council encourages the parishes to review and consider where there may be opportunities to introduce economies of scale and other forms of support to each other.

In relation to the number of councillors representing each parish, the majority of respondents from the affected areas indicated a preference for the numbers to remain the same. On that basis, no changes are proposed.

The question relating to whether Scott's Grove Road, Chobham should move to Chobham parish returned mixed results, including text-based responses stating that this was a matter for the affected residents to determine. It is therefore proposed to directly contact the three affected households and draft the final recommendations on this matter based on their responses.

The recommendation is to alter the western boundary of West End Parish so that Minorca Avenue, Deepcut, sits entirely outside the parish. The numbers responding to this question were small and, as it reflects a historic anomaly without any impact on the parish or residents, it is considered appropriate to adjust the boundary.

In forming a recommendation, the following factors have been taken into account:

1. The number of responses received and lack of mandate to make changes.
2. The need to consider anomalies and consult directly where there is a direct impact upon a smaller population of residents.
3. The need to address anomalies and resolving these where there is no direct impact upon any residents.
4. The role of the parish within the context of Local Government Reorganisation, including addressing viability of future parishes post-Local Government Reorganisation.



Recommendation: that

- (i) Subject to (ii) and (iii), no changes be made to the external boundaries of Bisley, Chobham and West End parishes;
- (ii) The western boundary of West End Parish be altered to provide that Minorca Avenue, Deepcut falls entirely outside the parish boundary;
- (iii) A further direct consultation be undertaken with the residents of Scotts Grove Road, Chobham to ascertain whether the boundaries should be altered move the area referred to as "Bisley detached" from Bisley parish to Chobham parish; and
- (iv) Bisley, Chobham and West End Parish Councils be encouraged to consider opportunities to consider how collaborative working could generate efficiencies and identify other forms of support to each other.

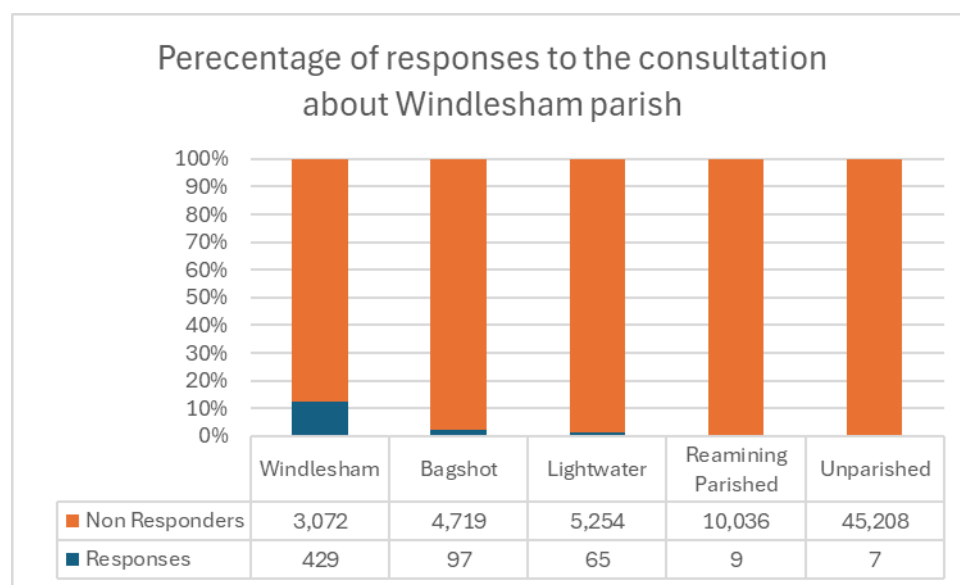
Windlesham Parish

In total, 607 of the responses received provided comments and opinions on the Windlesham parish, which covers the three villages of Windlesham, Bagshot and Lightwater. All respondents to this part of the consultation responded to the same questions and responses have been broken down by village. An analysis of the postcodes provided with these responses has provided the following breakdown of where these responses have come from:

Settlement	Responses Received
Windlesham	429
Bagshot	97
Lightwater	65
Other Parished Areas (Bisley, Chobham & West End)	9
Unparished Areas	7
Total	607



When compared to current total of 3,501 electors registered in Windlesham, a response rate of 12.3% has been achieved. When compared to current total of 4,816 electors registered in Bagshot, a response rate of 2.0% has been achieved. When compared to current total of 5,319 electors registered in Lightwater, a response rate of 0.1% has been achieved.



As a comparison, the numbers responding to this consultation compare to the 2019 Windlesham Parish CGR consultation as follows:

	2019 Responses	2019 Electorate	2025 Responses	2025 Electorate
Windlesham	507	3,425	429	3,501
Bagshot & Lightwater	158	9,938	162	10,135
Other	3	-	16	-
Total	451	62	607	14,025

In 2019, 14.7% of the electorate in Windlesham village submitted a response to the CGR consultation, which compares to 12.3% of the electorate in 2025. In



2019, the combined Bagshot and Lightwater turnout based on the electorate figures was 1.6%, which compares to 1.60% in 2025.

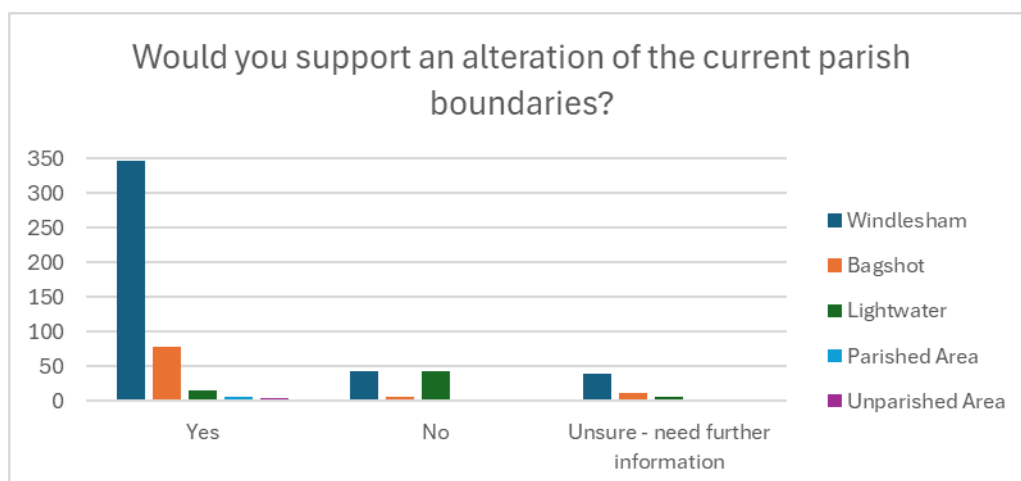
Question 2Biv– Would you support an alteration of the current parish boundaries? For example, this could be disaggregation of the current parish area, or merger with a different area.

Responders were asked to indicate if they would support an alteration of the current parish boundaries.

	Yes	No	Unsure – Need Further Information
Windlesham	347	43	39
Bagshot	77	7	12
Lightwater	15	43	7
Other Parished Areas	8	1	1
Unparished Areas	4	0	3
Total	451	94	62

A majority of all responses received indicated support for altering the boundaries. The majority of Windlesham respondents (80.9%) and Bagshot respondents (79.4%) supported alteration, whereas the majority of Lightwater residents (66.2%) did not support any alterations.





Respondents were asked to provide further details on why they had chosen their answer. The most common answers are presented in the following table:

	Requested individual village parishes	Requested a merge of Windlesham North and South parish wards	Wanted asset/ finance redistribution	No reason/ justification given
Windlesham	228	105	28	29
Bagshot	59	4	10	11
Lightwater	5	2	0	1
Other Parished Areas	3	1	0	1
Unparished Areas	2	2	0	2

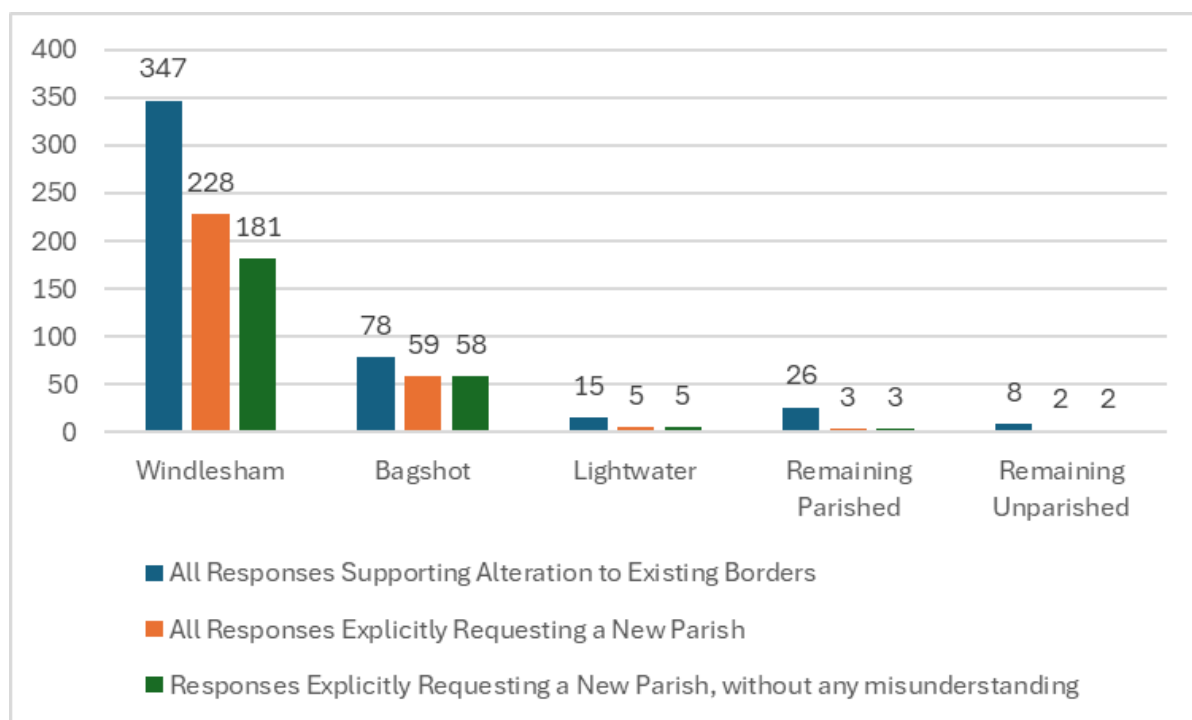
53.1% of responses received from Windlesham and 60.8% of responses received from Bagshot specifically wrote about their support for the creation of a dedicated parish council for their respective village. 24.5% of responses received from



Windlesham specifically wrote about supporting a merging the current Windlesham North and Windlesham South parish wards and spoke of a desire to reunite the village.

Other findings in these responses include:

- 47 responses that expressed a desire for better representation for their village, such as more localised representation, an increase in councillor numbers, or greater control of parish affairs
 - Windlesham 40, Bagshot 4, Lightwater 2, Other Parished 1
- 44 responses noting that the three villages had distinct and unique identities
 - Windlesham 29, Bagshot 11, Lightwater 1, Other Parished 1, Unparished 2
- 43 responses from Windlesham, and one from the Unparished areas, stating that Windlesham could not compete with Bagshot and Lightwater for finances or resources, and that they had an unfair position in Windlesham Parish Council



The graph above provides further context to the responses, setting out the number of responses in support of an alteration to parish boundaries, the number of responses where a request was made for a dedicated village parish council, that excludes responses where reasons were given that Surrey Heath Borough Council can objectively identify as a misunderstanding, for example referring to Windlesham North being represented by Bagshot councillors.

Question 4Biv– Do you think the number of councillors for your parish ward should be?

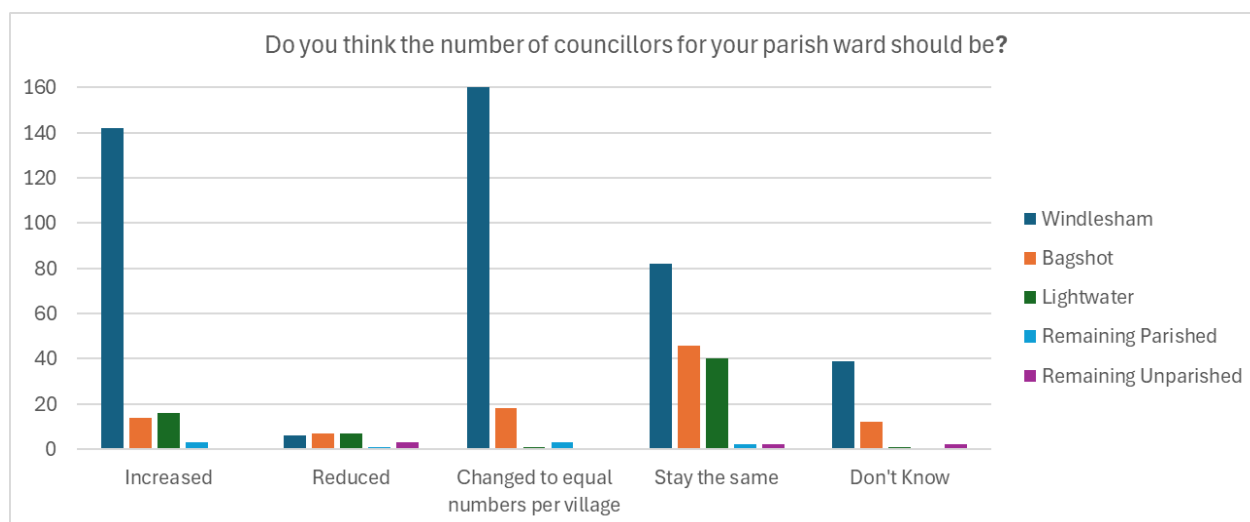
Responders were asked to select an option to indicate if they believed the number of councillors representing their current parish ward, should be altered or left unchanged:

	Increased	Reduced	Changed to equal number	Stay the same	Don't know
Windlesham	142	6	160	82	39
Bagshot	13	7	18	46	12
Lightwater	16	7	1	40	1
Other Parished Areas	4	1	3	2	0
Unparished Areas	0	3	0	2	2
Total	175	24	182	172	54

A majority of Windlesham respondents supported changing the number of councillors across each village to an equal number (37.3%), followed by respondents supporting an increase of any kind to the number of Windlesham village councillors (33.1%). The majority of Bagshot (47.4%) and Lightwater



(61.5%) respondents favoured maintaining the current number of parish councillors in the villages.



Respondents were asked if they had any comments about the current number of councillors representing their parish council ward. The following comments were provided:

	More councillors were required	Villages should have equal councillor numbers	No changes were needed
Windlesham	47	63	23
Bagshot	6	1	8
Lightwater	8	0	23
Other Parished Areas	3	0	0
Unparished Areas	0	0	0

Other findings in these responses include:

- 69 responses from Windlesham residents expressed concerns and frustrations that Bagshot and Lightwater had more councillors, and that the



two villages could both out vote Windlesham on full council decision should they vote together.

- 39 responses stated that they wished for dedicated village parishes
 - 36 Windlesham, 1 Bagshot, 2 Other Parished
- 31 responses expressed a desire for an approach which ensured better representation for electors
 - 23 Windlesham, 1 Bagshot, 6 Lightwater, 1 Other Parished
- 21 responses outlined support for the two parish wards of Windlesham South and Windlesham North to be reunited
 - 15 Windlesham, 3 Lightwater, 1 Other Parished, 2 Unparished

Question 5Biv - Do you have any comments on the proposal to create a single ward for Windlesham Village?

Respondents were provided with a textbox to explain their thoughts on combining current Windlesham South and Windlesham North parish wards. A summary of the responses provided can be seen below:

	Supported a single Windlesham parish ward	Did not support or oppose	Opposed a single Windlesham parish ward
Windlesham	342	7	1
Bagshot	30	2	0
Lightwater	22	9	2
Other Parished Areas	5	0	0
Unparished Areas	5	1	0
Total	404	19	3



A majority of 66.3% (404 out of 607) wrote in favour of merging the two parish wards, and a clear majority within each village expressed support for the merging of the two parish wards. 68 respondents reiterated their request for village specific parish councils in their response. 138 respondents did not provide any comment to this question.

Question 7Biv - Do you have any comments on Windlesham Parish Council that you would like us to take into account in this consultation?

Respondents were given a final opportunity to leave comments for consideration. The most common themes included:

Several responses spoke about the overall quality of service delivery at Windlesham Parish Council. A number made positive comments:

- 40 responses claimed that no changes were required at Windlesham Parish Council
 - 12 Windlesham, 7 Bagshot, 21 Lightwater
- 22 responses commented that the current parish council delivered good quality services, and that the respondent was happy with their elected representatives
 - 9 Windlesham, 3 Bagshot, 10 Lightwater

Several responses spoke about the overall quality of service delivery at Windlesham Parish Council. A number made negative comments:

- 23 responses claimed that a change was needed at Windlesham Parish Council
 - 14 Windlesham, 5 Bagshot, 1 Lightwater, 1 Other Parished, 2 Unparished
- 12 responses spoke of a dissatisfaction with the services provided by the parish council, and believed the current arrangements were dysfunctional



- 11 Windlesham, 1 Bagshot

New themes that emerged in this section of the responses included:

- 30 responses spoke about a perceived difficulty of the current councillors to co-operate, disputes and conflict between the councillors and the village committees
 - 19 Windlesham, 1 Bagshot, 9 Lightwater, 1 Other Parished
 - Seven responses spoke about a toxic environment at Windlesham Parish Council
 - Two of these responses claimed that a 'bullying culture' existed within Windlesham Parish Council
- 21 Responses criticised the conduct of councillors and local individuals for spreading misinformation and using the Community Governance Review for political purposes
 - 5 Windlesham, 1 Bagshot, 15 Lightwater

Amongst the themes already discussed earlier in the report:

- 111 responses stressed a desire for the existing parish to be split into village specific parishes/to grant a parish exclusively for their own village
 - Windlesham 84, Bagshot 20, Lightwater 3, Other Parished 1, Unparished 2
 - 40 responses stated that no change was required or deemed necessary
 - Windlesham 12, Bagshot 7, Lightwater 21
- 36 responses expressed a desire for the Windlesham North and South wards to be reunited
 - Windlesham 33, Bagshot 1, Lightwater 2
- 36 responses sought solutions that would achieve stronger or more fair representation
 - 30 Windlesham, 4 Bagshot, 1 Lightwater, 1 Other Parished



13 responses from Lightwater residents questioned why a Community Governance Review had been conducted, why another had been conducted, or requested that Surrey Heath stop wasting taxpayer money on continuous Community Governance Reviews.

A number of themes emerged from the consultation feedback and responses to those themes have been provided, where appropriate, at Appendix One to this report (separate document).

In addition to the responses to question 4Biv presented above, the table below provides information on any respondents who referenced in their response either a request for more councillors, a request for equal councillors per village, or expressed frustration that Windlesham councillors were/could be out voted by Bagshot and Lightwater councillors:

	Issues with Cllr numbers	All Responses	%
Windlesham	170	429	39.63%
Bagshot	7	96	7.29%
Lightwater	9	65	13.85%
Other Parished Areas	3	14	21.43%
Unparished Areas	1	10	10.00%

Conclusion and Recommendations for Windlesham Parish

This Council is aware that, in relation to Windlesham village in particular, there has been a high level of promotion of the consultation, with letters understood to have been posted to all households in Windlesham village and several social media posts encouraging responses. The Council is also aware that Windlesham Society wrote to its members and the One Windlesham campaign group's website provided guidance on how to respond. Copies of this correspondence is as follows:



Windlesham Society email:

REVIEW BY SURREY HEATH BOROUGH COUNCIL

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Dear members,

An important review has been launched by Surrey Heath Borough Council. The result has the potential to affect everyone in Windlesham.

We need your help to go on line and complete your answers as soon as possible. This is entirely private; your name and address are not required.

There are three important messages we need to get across in this review:

Windlesham needs to grasp this unexpected opportunity to reunite the village into one whole unit. Windlesham North (Snows Ride and area) is represented by Bagshot Councillors) and is politically cut off from Windlesham South, the remainder of the village. This is an absolute vital chance to record a response to set us on the path to becoming one complete village.

We need to campaign for an equal number of Councillors representing Windlesham on the Parish Council as there are representing Lightwater and Bagshot. This is not the case currently.

We need to strongly request that Windlesham would be best served if it had its own Parish Council separate from Lightwater and Bagshot altogether. That is an ideal aim which could be recorded in the final box on the Review.

The Review clearly explains its aims. We really hope you will complete it – and please do forward it to adult members of your household and your neighbours -250+ responses from Windlesham would have the best impact. Results are to be announced before Christmas.

[name redacted] and the Committee
Windlesham Society Chairman

One Windlesham webpage:



https://onewindlesham.com/how-to-respond

Campaign For 'One Windlesham'

HOME BACKGROUND CURRENT SITUATION **HOW TO RESPOND** ABOUT US

Please Respond to the Parish Review NOW!

Question 2 (I am interested in responding to (please select ONE only) *

☐ The consultation on the unparished part of the borough (form goes to Section A)

☒ The consultation on the parished part of the borough (form goes to Section B)

☐ The consultation on both the unparished and parished parts of the borough

This is a direct link to the survey:

<https://surreyheath.jotform.com/251984573734065>

The questions relevant to Windlesham can be found in **Section B**.

If you support "Disaggregation" ie the creation of a Windlesham Parish Council

Question 2 B(i) - Would you support an alteration of the current parish boundaries? For example, this could be disaggregation of the current parish area, or merger with a different area *

☒ Yes

☐ No

☐ Unsure - need further information

Question 2 B(ii) - Please provide further details on why you have responded as you have as to whether there should be a disintegration of any of the councils

I think Windlesham residents would be better served by the village having its own Parish Council because

If you believe that Windlesham should be "disaggregated" and have its own Parish Council - just as Bisley, Chobham and West End do - then you should express that in Question 2.

If you support Unification of "North" and "South" Windlesham

Question 2B(i)

At present, the parish has two wards representing the village of Windlesham: the Windlesham North ward predominantly includes the Buseside estate, with the remainder of the village within the Windlesham South ward.

The proposal to create a single ward for the village can now be tested at due to the changes brought about by Local Government Reorganisation. Please see for further details below.

Do you have any comments on the proposal to create a single ward for Windlesham Village?

I think that the North / South divide of Windlesham should be addressed and that all Windlesham residents should be able to vote for Councillors who will serve the whole village because

If you believe that **all** Windlesham residents should be able to vote for Councillors for **the whole of our village**, then you should express that in Question 5.

Letters were also sent to Windlesham households. Windlesham Parish Council subsequently published this response:

https://www.windleshampc.gov.uk/Fact_Check_50022.aspx

The responses to this CGR consultation follow previous consultations with Windlesham parish residents in 2019/20, which was in response to a CGR petition. The initial petition triggering the CGR received 619 signatures; this exceeded the 7.5% of electors required to trigger a CGR by way of petition. The responses to the consultation in the CGR that was triggered by the petition are available [here](#).¹ An informal consultation with Windlesham parish residents took place in August and September 2024, following a request from local councillors to create a standalone parish for Windlesham, and the results are available [here](#).² Numbers indicating support for a standalone parish were highest in the 2019 petition.

Consideration must be given to whether there is sufficient mandate for disbanding current arrangements by creating a new parish council for Windlesham village.

¹ <https://surreyheath.moderngov.co.uk/documents/s17693/13.%20CGR.pdf>

² <https://surreyheath.moderngov.co.uk/documents/s37162/11a.%20CGR%20Annex.pdf>



The Council must balance the findings that a majority of respondents from Windlesham village were in favour of such a change with the analysis that indicates some respondents may have been focused on other matters (e.g. warding arrangements) when selecting the option about whether they support the alteration of the parish boundaries. It is also important to consider these findings in the context of the overall response rate.

The responses provide a clear conclusion that a single ward representing Windlesham village is supported and this will therefore form part of the recommendations.

In forming a recommendation, the following factors have been taken into account:
The number of respondents who have taken time to respond to the consultation.

1. The number of residents who responded to the consultation in the context of the number of residents within Windlesham village
2. The publicity of the consultation in parts of the parish.
3. The borough council's own identification of misunderstandings within some responses and, in some cases, publicity circulating in one of the villages.
4. Concerns raised with the borough council about the accuracy of claims made in publicity circulating in the parish.
5. The role of the parish within the context of Local Government Reorganisation, appropriate use of public funds, and future viability of the parish council(s).
6. A clear level of support for creating a single ward for Windlesham village.
7. A recognition that some matters raised in the consultation, whilst important and serious, could be addressed by other means than a CGR.
8. A need to resolve perceived internal divisions within the parish council.

Recommendation: that

- (i) No changes are made to Windlesham Parish's external boundaries;



- (ii) Windlesham (North) and Windlesham (South) wards are merged into a single ward, to be named Windlesham ward of Windlesham Parish Council;
- (iii) A further consultation be conducted on whether to alter the number of parish councillors representing each of the wards, with a view to consulting on the following options:
 - a. Increasing the number of councillors per village, whilst retaining a proportionate councillor:elector ratio;
 - b. Increasing the number of councillors per village, whilst introducing a disproportionate councillor:elector ratio; or
 - c. Returning to the 6 councillor per village model;
- (iv) The Parish Council is advised to review its governance arrangements with a view to addressing issues raised in the consultation.



Borough Wide Community Governance Review 2025-26

RESPONSE TO THEMES AND COMMENTS RAISED ABOUT WINDLESHAM PARISH

This document sets out responses to the CGR relating to Windlesham Parish and should be read in conjunction with the report summarising the results of the consultation.

The parish of Windlesham comprises three distinct settlements of Bagshot, Lightwater and Windlesham. A number of themes emerged from the consultation and responses to those

Comment	Response
Windlesham North is	This is incorrect. The 2019-20 CGR created the Windlesham (North) ward of Windlesham Parish



represented by Bagshot councillors.	which elects two councillors to represent this ward. Elections were held to this new ward in May 2023.
The split of Windlesham into two parish wards should never have happened.	We recognise that this is a strongly held view by some Windlesham residents. A decision was made by the Local Government Boundary Commission for England (LGBCE) in its 2016-17 review of borough electoral arrangements to alter the boundary of Bagshot borough ward to incorporate the Snows Ride estate and surrounding roads. The LGBCE made consequential changes to parish arrangements at this time; these changes matched the borough arrangements. The LGBCE's decision was in line with the requirements of Schedule 2 of the Local Democracy, Economic Development and Construction Act 2009 that a parish ward must lie wholly within a single borough electoral ward or county electoral division. The 2019-20 CGR sought to address this by creating a separate ward of Windlesham (North), which would allow distinct representation for residents in this part of Windlesham whilst still reflecting the requirements set out above.
Windlesham North is politically cut off from Windlesham	It is the intention to merge the two Windlesham parish wards as the borough wards, which are the reason as set (see above), are not expected to



South/ the rest of the village.	exist from April 2027 due to Local Government Reorganisation. We note that the councillors representing the two Windlesham wards are able to work together to represent the village as a whole.
Various positive and supportive comments about creating a single ward for Windlesham village.	We note this positive feedback and confirm that it is our intention to progress this proposal.
Comments reflecting disappointment that another CGR is being conducted.	A CGR for Windlesham village was conducted in 2019/20 in response to a petition. A further CGR was requested in 2024, which had been informed by an informal consultation in September 2024, was deferred in February 2025. This CGR should be viewed in the context of the Council's decision to conduct a borough wide review.
Comments regarding Hook Mill Lane depot/ allotments, including how boundary changes have moved this from Windlesham	The Council has no record of if or when any boundaries adjacent to Hook Mill Lane changed, so is unaware of any rationale for making any such changes. The map of borough ward boundaries from 1975 shows the existing boundary line and that the assets were therefore in the Lightwater ward at this time. It is therefore presumed that the parish boundaries would have mirrored the



and to Lightwater and the area should be included within Windlesham ward.	borough boundaries; there is no evidence to suggest that a separate polling district to reflect a non-coterminous boundary was required. It is also noted that properties on Hookmill Lane have Lightwater postal addresses.
It is unfair that Windlesham has fewer councillors than the other villages.	The current number of councillors representing each village is based upon the principle of electoral equality. This change was made by the Local Boundary Commission for England in 2019 (see above). The principle of electoral equality is that every elector's vote carries broadly the same weight https://www.lgbce.org.uk/sites/default/files/2023-06/technical-guidance-june_2023.pdf The ratio of councillors: electorate in Windlesham parish as of 1 September 2025 is: • Bagshot: 1:805 • Lightwater: 1:762 • Windlesham (wards combined): 1:701 As part of the consultation exercise the Council asked the question, whether the number of councillors representing should be changed or remain the same.
Windlesham councillors can be outvoted by the rest of the Council	Each councillor is entitled to one vote and no single village's councillors can override the decisions of another village's councillors. This was also the case under the previous arrangements



	(which were altered by the LGBCE) of six councillors representing each village.
Windlesham Parish Council is an anomaly compared to other parishes in its size (both in the borough/ nationally)	This response is noted. It is also noted that Windlesham Parish was one of the first parishes created under the 1894 Act and, although the villages have grown since its inception, the parish has functioned/ operated in the 3 village model since its establishment. There is no official guidance on the upper limits of the size of a parish.
General comments about wanting councillors from the village to make decisions for the village. Comments that councillors should not represent political parties.	The electorate decides who represents them on a parish council, within the relevant legislative requirements. The Local Government Act 1979, section 79 provides that in order to stand as a candidate, they must be at least 18 years old, a UK citizen and meet at least one of four requirements to be eligible; these include, being on the electoral roll for the area of the authority, or work within the parish for at least 12 months prior to the election, or reside within 4.8 kilometres of the parish for the preceding 12 months. The legislation allows candidates to stand for a political party and it is not within the scope or powers of this review, nor for the Returning Officer at an election, to restrict party political candidates from standing for election.



Windlesham councillors are always being outvoted/ decisions are overturned	We note that this comment was raised frequently but examples given were only provided by a couple of respondents and no information has been presented to indicate the frequency of decisions being overturned or councillors being outvoted.
The village is big enough to have its own parish/ the village(s) have grown since the parish was created and are large enough to have their own parish councils.	It is acknowledged that the three settlements have grown since the parish's inception. Based on the properties and electorates on the September Electoral Register, plus the 5-year housing projection figures supplied by the Council's Planning Policy team: • Bagshot would be larger than the other existing parishes within the borough. • Lightwater would be larger than the other existing parishes within the borough. • Windlesham would be larger than Chobham Parish Council and smaller than West End Parish Council. The information does not indicate the precepts that would be generated by the parishes, which will have a bearing on their viability. It will be important to assess the viability of those existing smaller parishes in the context of LGR.



Windlesham is subsidising the other villages within the parish.	No supporting information has been provided to substantiate this claim.
Windlesham's assets are being transferred/ 'stolen'	We note that respondents have referred to assets in the plural. However, only one reference has been made to an actual asset that has been considered to have been transferred, namely Hook Mill Lane depot. It should be noted that the Parish Council is a single body and any assets it owns remain owned by the authority, irrespective of its governance arrangements. If a decision is made to disband the existing parish, the future ownership of the asset/ the allocation of the funds from the capital receipt (if it has been sold) will be transferred in accordance with the Local Government (Parishes and Parish Councils) (England) Regulations 2008.
Bagshot has borne the majority of the development/ the money generated is not being spent in Bagshot.	This comment was received from several respondents, but no further detail was provided in support of this suggestion.
I have seen no evidence that a desire to create a	This opinion is noted.



separate parish council for Windlesham only is held by the majority of Windlesham residents.	
Windlesham Parish Council is being maligned by a small pressure group/ misinformation is being spread about the Parish Council.	This opinion is noted. We are aware that the Parish Council has refuted a number of the claims in a publicly published document.
This consultation is lacking in information on cost of disaggregation	This point is acknowledged. It is intended that, if a policy of disaggregation is included in the draft recommendations, more detailed information on the implications of such a decision will be presented.
Comments received about bullying by/ towards councillors and toxic behaviour at the Parish Council.	We note that comments about bullying affected more than one village's representatives. Anyone affected, including those who are witness to this behaviour, is reminded that poor councillor conduct should be reported to the Monitoring Officer and, where relevant, other statutory agencies. Such issues are very concerning but are not in themselves reasons to alter governance



	arrangements and should be addressed via more appropriate channels.
References to the increase in precept in the past few years.	These comments are noted. We note that this is permissible as parish councils are not restricted in their ability to increase their precepts and this decision was democratically carried.
Windlesham Parish Council is high functioning council/ councillors are excellent.	These comments are noted. We note that some such responses were received in the context of favourable comparison to other parishes in the borough.
The costs of the services provided by Windlesham parish Council is good value for money. Costs of running parishes would increase/ be less economic if split.	These comments are noted. Viability of a parish council is a key consideration when making any changes. The balance of more localised services vs larger parishes that are more sustainable will similarly be part of any considerations.
Comments received about the three villages having very different	These comments are all noted.





characters and needs, including comments raised about Windlesham being unique. Conversely, comments received about the three villages being connected via Windlebrook and the shared use of services (including reference to Windlesham only having limited services).	
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Surrey Heath Borough Council Community Governance Review 2025-26 Terms of Reference

Introduction

Surrey Heath Borough Council is undertaking a Community Governance Review of the whole of the borough of Surrey Heath.

In undertaking this Community Governance Review, the Borough Council will be guided by:

- Part 4 of the Local Government and Public Involvement in Health Act 2007,
- the relevant parts of the Local Government Act 1972 and
- the “Guidance on Community Governance Reviews” (March 2010) issued in accordance with section 100(4) of the 2007 Act by the Department for Communities and Local Government and The Local Government Boundary Commission for England.

and the following regulations which guide, in particular, consequential matters arising from the Review:

- Local Government (Parishes and Parish Councils) (England) Regulations 2008
- Local Government Finance (New Parishes) Regulations 2008

Section 81 of the Local Government and Public Involvement in Health Act 2007 requires the Council to publish its Terms of Reference in a Review.

What is a Community Governance Review?

A Community Governance Review is a review of the whole or part of the borough to consider one or more of the following:

- Creating, merging, altering or abolishing parishes and parish councils;
- The naming of a parish and the style of a new parish;
- The electoral arrangements for parishes (including the ordinary year of election, council size, the number of councillors to be elected to the council, and parish warding), and
- Grouping parishes under a common parish council or de-grouping parishes.

Why are we carrying out this Community Governance Review?

A CGR provides an opportunity for principal authorities to review and make changes to community governance in their area. Such reviews can be undertaken when there have been changes in population or in relation to specific, or local, new issues to ensure that the community governance for the area continues to be effective and convenient and it reflects the identities and interests of the community.

The government has emphasised that recommendations made in Community Governance Review ought to bring about improved community engagement, more cohesive communities, better local democracy and result in more effective and convenient delivery of local services.

Government guidance advises that a review should be undertaken every 10-15 years. In this period there has been one CGR conducted, which involved the review of Windlesham parish.

Current proposals for local government reorganisation (LGR) propose the dissolution of the eleven district and boroughs, along with their respective authorities, and Surrey County Council, in April 2027. These authorities will be replaced with either two or three unitary authorities.

At present, part of the borough of Surrey Heath is parished. If the proposals for LGR progress as expected, in the western part of the borough, which comprises Camberley, Frimley, Heatherside, Parkside, Frimley Green, Mytchett, and Deepcut, there will be no lower tier of local government below that of the new unitary authority. The formation of new parishes may help to address a loss of local representation when the borough and county council are replaced with a single unitary authority.

Considerations of a Community Governance Review

Section 9 of the 2007 Act requires principal councils to ensure that community governance within the area under review will be:

- reflect the identities and interests of the community in that area;
- provide effective and convenient local government; and
- take into account other arrangements for community representation and engagement

In doing so, the Community Governance Review is required to take into account:

- the impact of community governance arrangements on community cohesion;
- the size, population and boundaries of the local community; and
- the impact on communities, including precepts.

Decision Making

As the principal authority, Surrey Heath Borough Council is responsible for undertaking any Community Governance Review within its electoral area.

Decisions at each stage of the review will be formulated by a Community Governance Working Group, as informed by representations received during the consultation, and referred to the Full Council for agreement.

Consultation

How will Surrey Heath Borough Council undertake this Community Governance Review?

The Council will comply with legislative requirements by:

- (a) consulting local government electors for the area under review;
- (b) consulting any other person or body, including a local authority or elected representative, who appears to the Council to have an interest in the review;
- (c) consulting the existing parish councils in the area;
- (d) informing Surrey County Council of the review and sending it a copy of these Terms of Reference;
- (e) taking into account any representations received in connection with the review.

Comments are welcomed from other people or organisations that wishes to make representations.

The Council will:

- (i) take into account representations received in response to the initial consultation, then publish draft recommendations and consult on those recommendations;
- (ii) take into account representations received in response to the consultation on the draft recommendations, then publish the final recommendations and, if required, make a community governance reorganisation order to give effect to agreed changes.

In forming its recommendations, the Council will need to take into account the views of local people and must take into account the representations it receives. When taking into account these representations, the Council is also bound to have regard to the need to secure that community governance within the area under review is:

- (a) reflective of the identities and interests of the community in that area;
- (b) effective and convenient.

In addition, parishes should be viable and should possess a precept that enables them to contribute to the real provision of services in their areas in an economic and efficient manner.

The review will be publicised by the following methods

- the Council's website and social media channels
- press releases
- Council noticeboards
- Targeted stakeholder engagement

The timetable for review is set out at Appendix 1 to these Terms of Reference.

Scope of the Review - General

This review will consider whether

- a. there is a desire and need to create new parish councils for the unparished areas; and
- b. there is a desire and need to change any arrangements of the existing parish councils, which include Bisley, Chobham, West End, and Windlesham Parish Councils.

This may include:

- Creating, merging, altering or abolishing parishes and parish councils;
- The naming of a parish and the style of a new parish;
- The electoral arrangements for parishes (including the ordinary year of election, council size, the number of councillors to be elected to the council, and parish warding), and
- Grouping parishes under a common parish council or de-grouping parishes.

A map of the borough, setting out the unparished and parished areas, is at Appendix 2.

Scope of the Review – Unparished area of the Borough

The unparished areas of the borough include the following wards, with the electorate and properties as at 1 May 2025.

Ward	Electorate	Properties
Frimley	3,896	2,240
Frimley Green	5,328	2,828
Heatherside	5,849	2,981
Mytchett & Deepcut	5,880	3,698
Old Dean	3,902	2,159
Parkside	4,004	2,015
St Michaels	4,384	2,803
St Pauls	3,981	1,898
Town	4,327	2,703
Watchetts	4,077	2,177

If parish councils are not established across this area then electors within it will only be represented by one tier of local government.

As part of the review the Council will consult residents for their views on creating new parishes within the currently unparished area. Residents will be asked to comment on whether they support the creation of new parishes and, if so, their views on the areas covered by each new parish. A selection of options is set out at Appendix 3, but alternative suggestions are welcomed.

The Council is required by law to consider other forms of community governance as alternatives or stages towards establishing parish councils.

Scope of the Review – Parished area of the Borough

The parished area of the borough includes the following parishes, with the electorate and properties per parish as at 1 May 2025:

Parish	Parish ward (where relevant)	Electorate	Properties
Bisley	-	2,878	1,531
Chobham	-	3,183	1,875
West End	-	4,166	2,142
Windlesham	Bagshot	4,380	2,889
	Lightwater	5,337	2,901
	Windlesham (North)	1,020	544
	Windlesham (South)	2,483	1,418

The review will seek representations and views on any changes to the existing parishes within Surrey Heath, which may include consolidation, realignment or disaggregation of these parishes. Included in, but not limited to, this consultation will be proposals to:

- Consider whether the arrangements for the area to the south of Scott's Grove Road, Bisley (known as "Bisley detached"), which falls within Bisley Parish but is geographically adjacent to Chobham Parish, remain appropriate.
- To review the western boundary of West End Parish with the intention that Minorca Avenue sits entirely outside the parish boundary.
- To review the warding arrangements for Windlesham Parish with a view to abolishing the Windlesham (North) and Windlesham (South) wards and replacing them with a single Windlesham ward; consideration will also be given to altering the number of councillors representing each parish ward.

Any changes proposed will have a particular focus on how the parishes function in relation to the changes anticipated by LGR.

Electorate Forecasts

The review will be conducted using electoral data taken from the May 2025 Electoral Register. When conducting the review, the Council will consider electoral forecasts for the next five years. These forecasts will be based upon planned developments within the borough.

Electoral Arrangements

The Review will be to consider the 'Electoral Arrangements' and this will cover how a council is constituted for any parish established by this review, comprising the following:

- The ordinary year in which elections are held;
- The number of Councillors to be elected to the council;
- The division (or not) of the parish into wards for the purpose of electing Councillors;
- The number and boundaries of any such wards;
- The number of Councillors to be elected for any such wards; and
- The name of any such wards.

The Local Government Act 1972 states that ordinary election of Parish Councillors shall take place every fourth year. However, parish elections may be held in other years to coincide with the cycle for the principal Council, so that the costs of elections can be shared. If the Review finds that it will be appropriate to hold an election for Parish Councillors, for a newly formed parish, at an earlier date than the next scheduled ordinary elections, the terms of office of any newly elected Parish Councillors will be so reduced as to enable the electoral cycle to revert to the normal cycle in the area at the next ordinary elections.

The number of Parish Councillors for each parish council must not be less than five. There is no maximum number and there are no rules relating to the allocation of Councillors. There are, however, guidelines produced both by the National Association of Local Councils and by the Aston Business School and the Council will be mindful of these during the review. The Government's guidance is that "each area should be considered on its own merits, having regard to its population, geography and the pattern of communities."

Consequential Matters

A Reorganisation Order may cover any consequential matters that appear to the Council to be necessary or proper to give effect to the Order. These may include:

- the transfer and management or custody of property;
- the setting of precepts for new parishes;
- provision with respect to the transfer of any functions, property, rights and liabilities;
- provision for the transfer of staff, compensation for loss of office, pensions and other staffing matters.

In these matters, the Council will be guided by Regulations that have been issued following the 2007 Act.

Regulations regarding the transfer of property, rights and liabilities require that any apportionments shall use the population of the area as estimated by the proper officer of the Council as an appropriate proportion. The Regulations regarding the establishment of a precept for a new parish require this Council to calculate the first anticipated precept for a newly constituted parish council and for the amount of that precept to be included in the Reorganisation Order.

Let Us Know Your Views

Any representations should be submitted via the Council's website www.surreyheath.gov.uk or in writing addressed to:

Democratic Services
Surrey Heath Borough Council
Surrey Heath House
Knoll Road
Camberley
GU15 3HD

Alternatively, representations may be sent to cgr@surreyheath.gov.uk

Representations on the initial consultation must be received by 11.59 pm on **19 September 2025**.

Please also note that the consultation stages of a Community Governance Review are public consultations. In the interests of openness and transparency, the Council will make available for public inspection full copies of all representations it takes into account as part of this review.

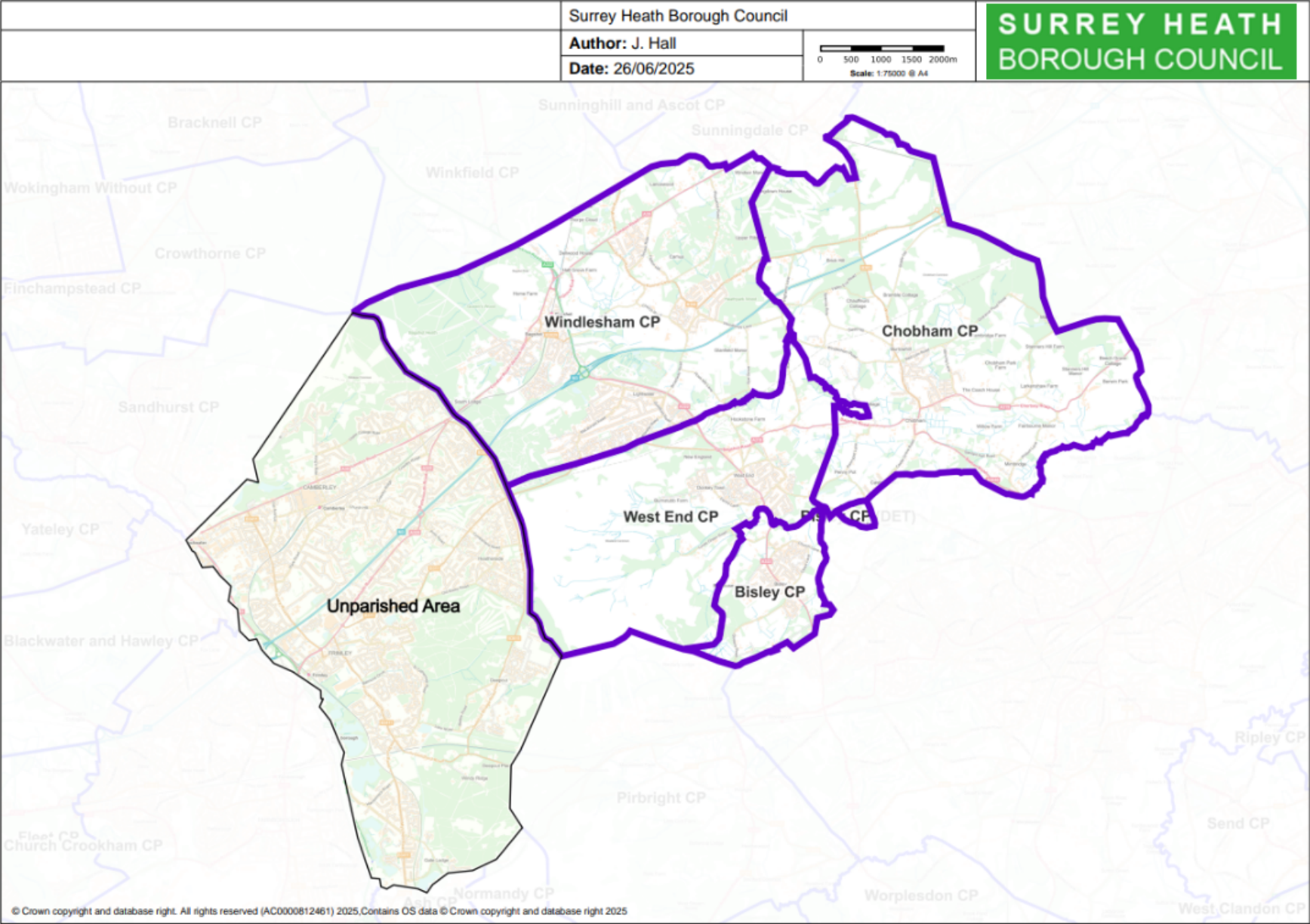
Date of Publication of Terms of Reference:
24 July 2025

Community Governance Review 2025-26 – Timetable

Stage	Date	Timescale	What happens?
Stage 1	16 July 2025		Full Council to consider conducting a CGR
Stage 2	24 July to 19 September 2025	8 weeks	Terms of Reference are published, and formal initial Community Governance Review consultation commences
Stage 3	22 September to 10 October 2025	3 weeks	Consideration of responses and drafting of recommendations.
Stage 4	22 October 2025		Full Council considers and agrees Draft Recommendations
Stage 5	27 October to 5 December 2025	6 weeks	Further public consultation on Draft Recommendations.
Stage 6	8 December to 6 February 2026	8 weeks	Formulation of final recommendations.
Stage 7	18 February 2026		Final recommendations to be considered by Full Council.
Stage 8		By April 2026	Reorganisation of Community Governance Order made.
Stage 9	May 2027		Parish council elections to be held under any new arrangements that may be decided.

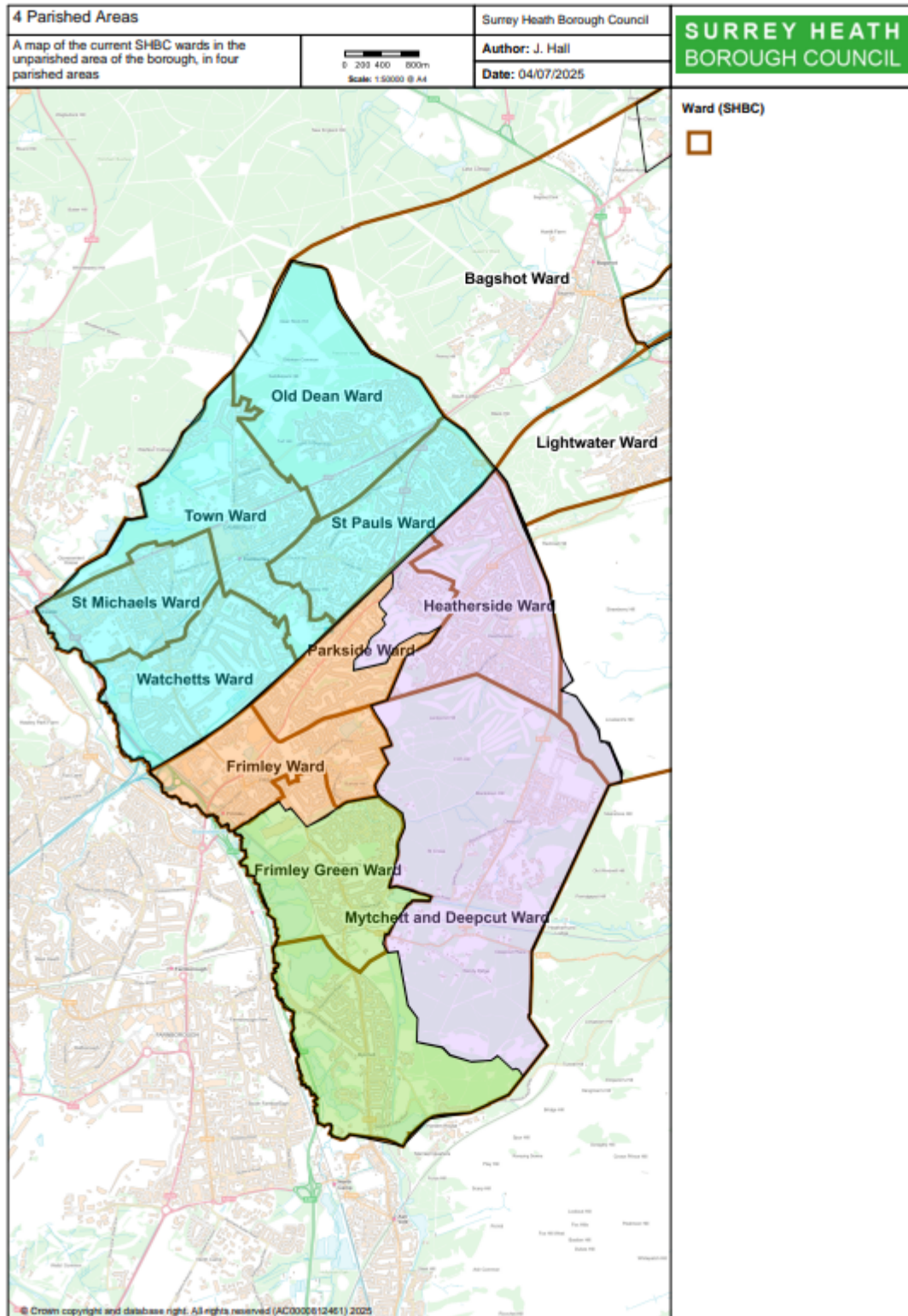
This timeline may be adjusted by the Council after representations have been received in response to the initial consultation. This will allow the Council sufficient flexibility to ensure that the review is conducted efficiently and effectively.

Any changes to the timetable will be agreed by the Full Council and publicised on the Council's website.



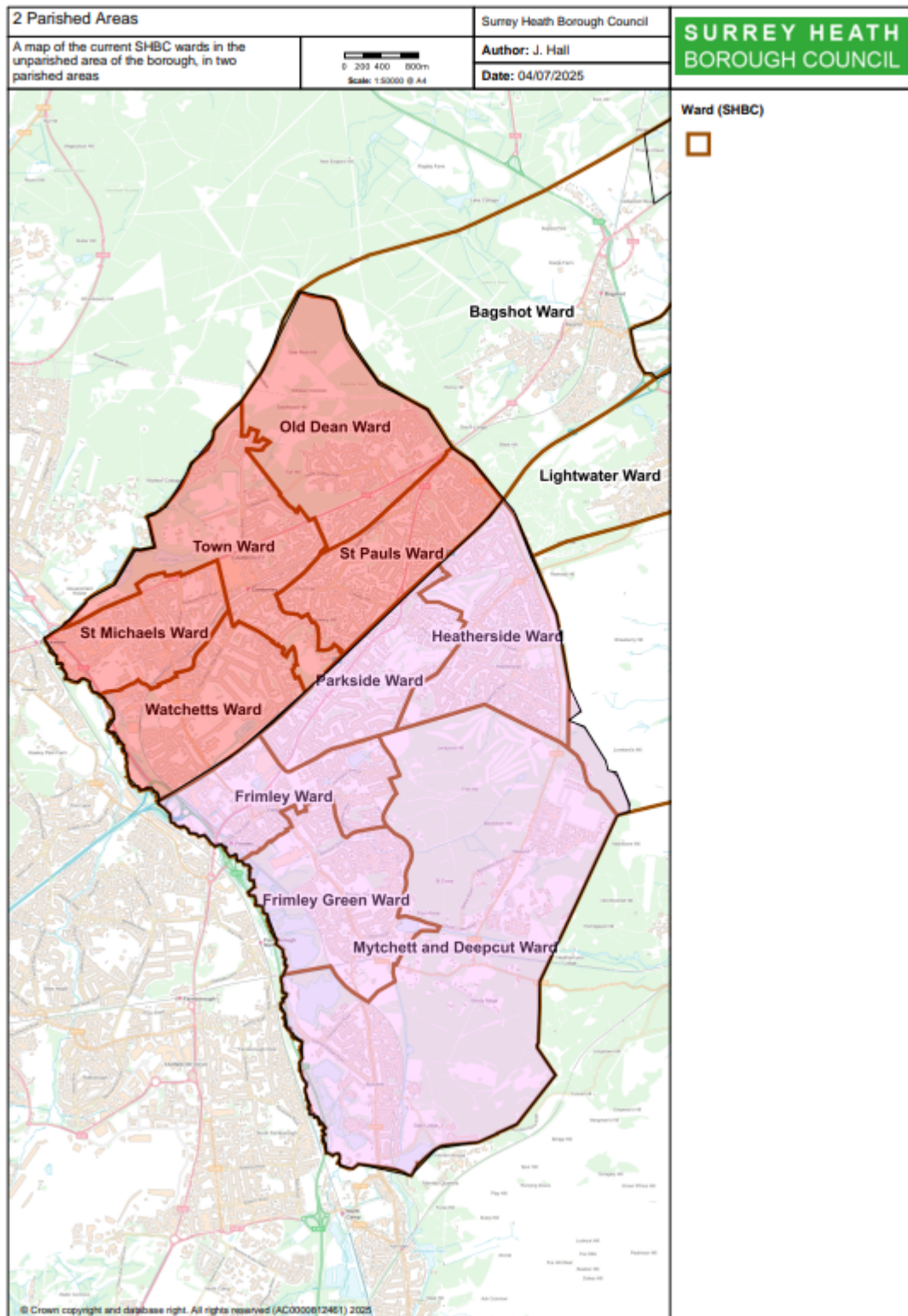
Annex C – Proposed options for unparished areas

Option 1: Four Parishes



Annex C – Proposed options for unparished areas

Option 2: Two Parishes



Option 3: One Parish

