

Calderdale Council Labour Group

Council Size Submission

Calderdale Metropolitan Borough Council

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How to Make a Submission

*It is recommended that submissions on future governance arrangements and council size follow the guidance provided and use the format below as a template. Submissions should be treated as an opportunity to focus on the future needs of the council and not simply describe the current arrangements. **Submissions should also demonstrate that alternative council sizes have been considered in drawing up the proposal and why you have discounted them.***

The template allows respondents to enter comments directly under each heading. It is not recommended that responses be unduly long; as a guide, it is anticipated that a 15 to 20-page document using this template should suffice. Individual section length may vary depending on the issues to be explained. Where internal documents are referred to URLs should be provided, rather than the document itself. It is also recommended that a table is included that highlights the key paragraphs for the Commission's attention.

'Good' submissions, i.e. those that are considered to be most robust and persuasive, combine the following key success components (as set out in the guidance that accompanies this template):

- *Clarity on objectives*
- *A straightforward and evidence-led style*
- *An understanding of local place and communities*
- *An understanding of councillors' roles and responsibilities*

About You

The respondent should use this space to provide the Commission with a little detail about who is making the submission, whether it is the full Council, Officers on behalf of the Council, a political party or group, a resident group, or an individual.

This submission is being made by Calderdale Labour group, who have run the council with a majority administration since 2019.

Reason for Review (Request Reviews Only)

Please explain the authority's reasons for requesting this electoral review; it is useful for the Commission to have context. NB/ If the Commission has identified the authority for review under one of its published criteria, then you are not required to answer this question.

The Context for your proposal

*Your submission gives you the opportunity to examine how you wish to organise and run the council for the next 15 - 20 years. **The consideration of future governance arrangements and council size should be set in the wider local and national policy context.** The Commission expects you to challenge your current arrangements and determine the most appropriate arrangements going forward. In providing context for your submission below, please demonstrate that you have considered the following issues.*

- *When did your Council last change/reorganise its internal governance arrangements and what impact on effectiveness did that activity have?*
- *To what extent has transference of strategic and/or service functions impacted on the effectiveness of service delivery and the ability of the Council to focus on its remaining functions?*
- *Have any governance or capacity issues been raised by any Inspectorate or similar?*
- *What influence will local and national policy trends likely have on the Council as an institution?*
- *What impact on the Council's effectiveness will your council size proposal have?*

Council arrangements

At present, Calderdale Council comprises 51 elected members. There are 17 wards in the borough, each represented by 3 members. Calderdale currently has elections by thirds followed by a fallow year. Since the last review by the Boundary Commission in 2003 there was a Conservative-led minority administration 2002-2010; a Liberal Democrat-led minority administration 2010-2012; then a Labour-led minority administration 2012 – 2019 (except for a brief period from 30 July 2014 to 27 May 2015). There has been a Labour majority administration since 2019 to the present day.

Governance arrangements

Calderdale Council adopted the Executive and Scrutiny model on 10th September 2001, for implementation on 15th May 2002. This decision was taken following the 1998 White Paper – Local Government: In Touch with the People. The legal basis for Cabinets (and the Scrutiny system needed to sit alongside it to provide the check and balance) is contained in the Local Government Act (2000). At that time local government was urged to modernise, and Calderdale adopted a shadow arrangement between 1998 and 2000. A full Cabinet system was set up as soon as the Act was passed.

The concept of Best Value was part of the same White Paper and subsequent legislation. Again, Calderdale implemented many measures before April 2000 when it became a legal requirement. The Council focuses on procuring services which deliver quality at an appropriate cost.

Operating model

Calderdale Council operates a mixed model of service delivery. While many functions are managed in-house, waste management was outsourced in the 1990s when Compulsory Competitive Tendering (CCT) was in operation, meaning private companies had the opportunity to compete with internal Direct Service Organisations (DSO) for the work. The incumbent contractors have been running the service since 2008, and their current contract is due to expire in 2024.

Custodianship of social housing in Calderdale was transferred to a not-for-profit housing association (now called Together Housing) in March 2001. The reason social housing was outsourced was to access additional funding streams and invest in housing stock.

There is no contractual relationship between the Council and Together Housing, as responsibility was passed over 'wholesale'. Initially there was a board which included

Calderdale councillors, but this changed over time and there is now an independent board without councillor representation. As well as being responsible to their board, the housing association are required to operate under standards set by the social housing regulator. The Council continues to work closely with the housing association on the development of new homes in Calderdale, particularly accessing funding from Homes England (the government's funder of new homes). In 2017 the Calderdale/ Together Housing Investment Partnership (CTHIP) was established, which set an ambition to build up to 650 new homes over 5 years (2018-2023). The Council is currently reviewing this partnership with a view to making future plans.

Calderdale outsources a number of other service functions to external providers including children's centres and certain public health functions but retains contractual oversight and procurement functions in house. Calderdale also has a strong relationship with the voluntary and charity sector (VCS), and a number of programmes of work are delivered through grants and contracts with not-for-profit organisations. Calderdale shares some specialist statutory services such as Trading Standards and Archaeology with other West Yorkshire councils through West Yorkshire Joint Services.

While a number of functions of the Council have been divested or outsourced, Calderdale Council is committed to providing a high quality of service to residents. Options for the future remain open and it may be that insourcing is considered again at contract renewal points, particularly for waste management.

Inspections

The major inspection of note during the review period concerns Children's Services in Calderdale which were judged to be inadequate in some areas in 2010 and 2013. Following DfE intervention an improvement board was put in place from 2011 – 2015. The service was inspected in 2015 and found to be requiring improvement. After significant investment in a practice model, increased staffing and quality assurance systems the service achieved a good rating in 2018. As part of this improvement process a Corporate Parenting Panel was established, where members are engaged in the strategic overview of services and aftercare for looked-after children in the authority.

No other concerns have been raised about the governance of Calderdale Council by any internal or external audit bodies. The Council regularly invites the Local Government Association to carry out peer reviews of its governance and functions with a view to continuous improvement, most recently a Corporate Peer Review which will be published in June.

Electoral numbers

Based on Electoral Statistics for the UK in December 2021, Calderdale has an electoral ratio of 1 elected member for every 2,963 residents. The Chartered Institute of Public Finance and Accountancy (CIPFA) produces lists of 'near neighbour' comparator authorities, which are 15 other councils with the most similar statistical characteristics in terms of social and economic features. When compared to these near neighbours Calderdale is similar in terms of electoral ratio. A table showing the size of the Calderdale electorate and electoral ratio compared to near neighbours can be found at Appendix 1. However, the growth in housing proposed by the Calderdale Local Plan, mentioned below, should be noted.

Significant changes since last review

There are three significant changes to highlight in this submission: the impact of the West Yorkshire Mayoral Combined Authority on governance; the impact of the Council's Local Plan to encourage sustainable growth and economic development; and the increasing expectations of, and demand upon, the accessibility and responsiveness of councillors created by social media.

Since April 2014, Calderdale has been part of West Yorkshire Combined Authority (WYCA). This is a strategic authority comprising the 5 West Yorkshire authorities – Calderdale, Leeds, Bradford, Wakefield, and Kirklees. Since 2021 West Yorkshire has additionally had an elected mayor. WYCA has powers relating to economic regeneration and development, transport, and areas such as policing and crime. The creation of WYCA since the last Boundary Commission review has resulted in a significant increase in workload for Cabinet and councillors in Calderdale including additional executive, decision-making, and scrutiny functions. There are 13 WYCA Boards requiring one or more members from Calderdale to attend, a total of 62 (2-3 hour) meetings, plus preparation, in the municipal year 2022/23. For the majority of these Boards Calderdale is also expected to provide named substitute members. A table of WYCA Committees together with the approximate time commitment involved is shown at Appendix 2. In addition to WYCA, the Leader of Calderdale Council also attends West Yorkshire Political Leaders' meetings every other week, as well as meetings of Yorkshire and Humber Leaders Board.

Proposal

The preference of Calderdale Council Labour group would be for 18 three-member wards split equally between the Halifax and Calder Valley parliamentary constituencies, a total of 54 councillors. The primary reason for this is to provide sufficient members for effective governance and scrutiny. Currently 8-9 members are required for Cabinet plus a further 2 members to chair, respectively, the Licensing and Planning committees. Of the current 28 Labour councillors, therefore, 17 are potentially available for 4 Scrutiny Boards which must constitutionally be made up of 3 Labour, 2 Conservative and 1 Liberal Democrat councillors to reflect the political balance of the Council. A significant amount of scrutiny and policy development is carried out in Calderdale through these Scrutiny Boards and additional working parties, and this also requires sufficient members. In addition, there are two joint Health Scrutiny Boards and one Health and Wellbeing Board (see Appendix 3).

Calderdale Council Labour group proposes to retain the current approach of election by thirds. The rationale for this is that election by thirds provides a degree of stability to the business of local government, as two thirds of members remain each time. The Labour group is also keen to attract candidates with a broad range of life experience including younger people, women, diverse ethnicities, and people with disabilities in order to better reflect and represent the communities of Calderdale. Three member wards mean casework loads and meeting responsibilities can be shared and remain at a manageable level, especially given the large number of evening meetings. This is often a significant factor for people of working age who are considering becoming an elected representative. Election by thirds also means more experienced councillors staying on can help 'mentor' new members while they learn about their responsibilities.

Local Authority Profile

Please provide a short description of the authority and its setting, in particular the local geography, demographics and community characteristics. This should set the scene for the Commission and give it a greater understanding of any current issues. The description should cover all of the following:

- *Brief outline of area - are there any notable geographic constraints for example that may affect the review?*
- *Rural or urban - what are the characteristics of the authority?*
- *Demographic pressures - such as distinctive age profiles, migrant or transient populations, is there any large growth anticipated?*
- *Community characteristics – is there presence of “hidden” or otherwise complex deprivation?*
- *Are there any other constraints, challenges, issues or changes ahead?*

Further to providing a description, the Commission will be looking for a submission that demonstrates an understanding of place and communities by putting forth arguments on council size based upon local evidence and insight. For example, how does local geography, demographics and community characteristics impact on councillor casework, workload and community engagement?

Calderdale Council is a Metropolitan Authority. Since 2014 it has been one of five councils making up West Yorkshire Combined Authority (WYCA). The area is post-industrial, with several market towns and large semi-rural areas. There are some areas of relative affluence and also significant deprivation, particularly in the communities of North and Central Halifax. Major constraints for Calderdale relate to the challenges of the terrain and need to improve transport links. The geography of the steep-sided valleys creates vulnerability to the impact of climate change, and parts of the borough suffered severe and widespread flooding in 2012, then 2015 and again in 2021.

According to the latest figures from the 2021 census the adult population of Calderdale is 206,600, an increase of 1.4% on the 2011 population of 203,800. This is a smaller increase than the Yorkshire and Humber region (3.7%) and the whole of England (6.6%). However, the adoption of the Local Plan will result in an additional 19,320 population increase in addition to normal growth as projected by ONS (see Appendix 4).

There is variability in the number of residents in each ward in Calderdale. The largest and most densely populated is Park ward, with a population of 15,699 and a population density of 71.0 per hectare. The smallest ward is Luddendenfoot, with 9,989 residents and a population density of 2.0 per hectare. The lowest population density per hectare is Calder ward at 1.2 per hectare, but it is the largest geographical area by far at 9,994 hectares of mostly countryside. A breakdown of population numbers and density by ward using census figures from 2011 and 2021 can be found at Appendix 5.

It is worth noting that many areas of Calderdale with a higher population density, such as Park and areas of North Halifax, are also areas of greater deprivation. According to the English Indices of Deprivation, Park, Illingworth and Mixenden, Ovenden, Town, and parts of Brighouse and Ryburn fall into the category of the 10% most deprived areas.

The population of Calderdale overall is ageing and changing. Between 2011 and 2021 the median age of residents in Calderdale increased from 40 to 42. The median age for Yorkshire

and Humber and England as a whole in 2021 is 40. The number of people in Calderdale aged 65-74 also increased by 4,400 (24.8%). The number of residents aged 35-49 decreased by just under 1,000 (13.2%). In 2011, 15.9% of the Calderdale population were aged 65 and over. By 2021 that had increased to 19%. It is significant to note that while the population as a whole is ageing, there are some areas that have a larger population of younger people such as Park ward. A breakdown of usual residents of Calderdale wards by age bands can be found at Appendix 6.

The number of lone parent households in Calderdale is increasing, from 10.5% in 2011 to 11.9% in 2021. This is greater than the 2021 average for Yorkshire (11%). Only Bradford saw a larger increase between 2011 and 2021, from 11.1% to 13.1%.

Additionally, there were increases between 2011 and 2021 in those who were economically inactive due to retirement (22.2% - 23.5%); looking after their home/ family (3.6% - 4.8%); long-term sick/ have a disability (4.1% - 4.9%); and for other reasons (2% - 3.2%).

The ethnicity of the population of Calderdale changed between 2011 and 2021. At the time of the 2021 census, 86.1% of people in Calderdale identified their ethnic group within the "White" category (compared with 89.7% in 2011), while 1.9% identified their ethnic group within the "Mixed or Multiple" category (compared with 1.4% the previous decade). In 2021, 10.5% of Calderdale residents identified their ethnic group within the "Asian, Asian British or Asian Welsh" category, up from 8.3% in 2011. The 2.2 percentage-point change was the largest increase among high-level ethnic groups in this area.

Finally, Calderdale has seen an increase in residents living in privately rented homes, up from 16.4% in 2011 to 20.4% in 2021. Residents living in social housing has fallen from 15.2% in 2011 to 14.6% in 2021; and home ownership has decreased from 66.6% in 2011 to 64.6% in 2021.

Calderdale Council has an ambitious ongoing programme to address the challenges facing the borough. This includes Vision 2024 and the Local Plan, which anticipates the building of 14,950 new homes, mainly in Halifax and in Brighouse, by 2032/33, in order to support economic growth. The population is therefore expected to grow in these areas. The corporate priorities are to reduce inequalities, develop thriving towns and tackle the climate emergency.

Council Size

*The Commission believes that councillors have three broad aspects to their role. These are categorised as: **Strategic Leadership, Accountability (Scrutiny, Regulatory and Partnerships), and Community Leadership**. Submissions should address each of these in turn and provide supporting evidence. Prompts in the boxes below should help shape responses.*

Strategic Leadership

*Respondents should provide the Commission with details as to how elected members will provide strategic leadership for the authority. Responses should also indicate how many members will be required for this role and why this is justified. **Responses should demonstrate that alternative council sizes have been explored.***

Topic		
Governance Model	<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>What governance model will your authority operate? e.g. Committee System, Executive or other?</i> ➤ <i>The Cabinet model, for example, usually requires 6 to 10 members. How many members will you require?</i> ➤ <i>If the authority runs a Committee system, we want to understand why the number and size of the committees you propose represents the most appropriate for the authority.</i> ➤ <i>By what process does the council aim to formulate strategic and operational policies? How will members in executive, executive support and/or scrutiny positions be involved? What particular demands will this make of them?</i> ➤ <i>Whichever governance model you currently operate, a simple assertion that you want to keep the current structure does not in itself, provide an explanation of why that structure best meets the needs of the council and your communities.</i>
	Analysis	<p>In accordance with the Local Government Act (2000) Calderdale Council adopted the Executive and Scrutiny model on 10th September 2001 for implementation on 15th May 2002. This model was chosen because it was considered the most robust approach to ensure Cabinet decisions were properly discussed and challenged as necessary. Some might argue the committee system leads to greater engagement, as more councillors are involved in decision-making. However, the Executive and Scrutiny model provides strong governance and accountability in Calderdale. Each scrutiny committee is chaired by an opposition councillor and members are not whipped. This allows balanced debate and recommendations to be made on the decisions of Cabinet, as well as reports on specific topics. Scrutiny is also used as a forum to discuss and develop policy recommendations.</p>
Portfolios	<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>How many portfolios will there be?</i> ➤ <i>What will the role of a portfolio holder be?</i> ➤ <i>Will this be a full-time position?</i> ➤ <i>Will decisions be delegated to portfolio holders? Or will the executive/mayor take decisions?</i>
	Analysis	<p>Calderdale Council currently has eight portfolio holders. The Cabinet roles are Leader; Deputy Leader/Regeneration; Children and Young People; Adult Services and Wellbeing; Resources; Public Services and Communities; Climate Change and Resilience; and Towns, Engagement and Public Health. The number of portfolio holders has historically varied according to the needs of the borough, for example a separate role for</p>

		<p>public health and towns was created in 2021. The Local Government Act (2000) allows up to ten portfolio holders and this is written into the Constitution of Calderdale Council.</p> <p>All councillors at Calderdale have a statement of roles and responsibilities (similar to a job description), including Cabinet and posts attracting a special responsibility allowance (SRA). The roles and responsibilities were drawn up by the Member Development Working Party and adopted by the Governance and Business Committee on 2nd September 2013. Any proposed changes would be reviewed by the same committee.¹</p> <p>Calderdale Council operates a Leader and Cabinet model, but it has not put in place the ability for decision making by individual Cabinet Members. All decisions are taken by a simple majority of Cabinet and thereafter the principle of collective responsibility applies.</p>
<p>Delegated Responsibilities</p>	<p><i>Key lines of explanation</i></p>	<ul style="list-style-type: none"> ➤ <i>What responsibilities will be delegated to officers or committees?</i> ➤ <i>How many councillors will be involved in taking major decisions?</i>
	<p>Analysis</p>	<p>The Council's Officer Scheme of Delegation is part of the Constitution. It gives Directors substantial delegated authority to deliver their day-to-day operational services in line with the budget provided. However, reports are taken to Cabinet on a regular basis to decide on a particular strategic priority or approach to issues. Once a decision has been taken Cabinet gives specific delegated authority to a Director to deliver the outcome, to include the negotiation of a contractual position or specific budget. A number of committees and working parties also advise and inform Cabinet decisions and these can vary in number and frequency from year to year, e.g., Tourism Board, Inclusive Economy Board, Corporate Asset Management Board, Climate Change Working Party, Markets Working Party and a Flood Recovery and Resilience Board. In addition, each of the 6 market towns in the borough have a Town Board attended by a Cabinet member (see below) who represents the 'accountable body' function of the Council.</p>

¹ Member roles agreed at Governance and Business Committee, 2nd September 2013. Minutes can be found at: <https://calderdale.moderngov.co.uk/CeListDocuments.aspx?CommitteeId=158&MeetingId=1379&DF=02%2f09%2f2013&Ver=2>

		<p>In addition, there is an Audit Committee, a Standards Committee and a Governance and Business Committee.</p> <p>The minutes of all of these Boards and Working Parties are received at the Council meeting.</p> <p>8 councillors are currently involved in taking joint decisions as part of Cabinet. The Council's constitution allows for up to 10 Cabinet members. All 51 councillors are involved in making decisions on matters reserved to full Council, and also financial decisions at annual budget Council. Councillors are also involved in decision making at Planning Committee and Licensing and Regulatory Committee.</p>
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Accountability

Give the Commission details as to how the authority and its decision makers and partners will be held to account. The Commission is interested in both the internal and external dimensions of this role. **Responses should demonstrate that alternative council sizes have been explored.**

Topic	
Internal Scrutiny	<i>The scrutiny function of authorities has changed considerably. Some use theme or task-and-finish groups, for example, and others have a committee system. Scrutiny arrangements may also be affected by the officer support available.</i>
<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>How will decision makers be held to account?</i> ➤ <i>How many committees will be required? And what will their functions be?</i> ➤ <i>How many task and finish groups will there be? And what will their functions be? What time commitment will be involved for members? And how often will meetings take place?</i> ➤ <i>How many members will be required to fulfil these positions?</i> ➤ <i>Explain why you have increased, decreased, or not changed the number of scrutiny committees in the authority.</i> ➤ <i>Explain the reasoning behind the number of members per committee in terms of adding value.</i>
Analysis	Calderdale operates an Executive and Scrutiny model of governance. In accordance with Overview and Scrutiny Procedure Rule 21, executive decisions taken by Cabinet cannot be implemented for a period of 7 working days. Any decision can be called in for review by a scrutiny board during this period. The Scrutiny Board reviews the decision and can make recommendations to Cabinet.

	<p>There are currently 4 scrutiny committees (known as boards in Calderdale). These are Adult Health and Social Care; Children and Young People; Place; and Strategy and Performance. Their function is set out in the constitution. Cabinet members and senior officers attend all the scrutiny board meetings and answer questions on specific topics. In Calderdale scrutiny board chairs are appointed from political groups other than that of the administration. Members are also expected to attend a number of other Boards and working parties considered necessary to oversee and scrutinise effective local government in Calderdale. A full list of these is shown at Appendix 3. Scrutiny is the mechanism for all members not in Cabinet to contribute to policy development and help shape decision making.</p> <p>Task and finish groups, also known as working parties, are also established by the scrutiny boards to consider an issue in depth. They usually have a few members, aim to be cross-party, and may co-opt external expertise. Recently Calderdale has considered issues through ‘scrutiny in a day’ which is a longer meeting (3-4 hours typically) with a timed agenda. The Scrutiny Boards take evidence from a range of officers, partners, and service users and prepare a report to present at a formal meeting held in public. Some topics take longer than a day to gather evidence, for example a report on school food in 2022 by the Children and Young People Scrutiny Board took 3 days of evidence, plus additional visits to schools. The ensuing report provided innovative thinking for Cabinet. Another example is the ‘Burnt Bridges’ report, a review of the deaths of 5 men on the streets of Halifax during Winter 2018/19. This work was regularly overseen by the Adult Health and Social Care Scrutiny Board, and again influenced policy and decision making.</p> <p>The number of Scrutiny boards and working parties in Calderdale has varied over time, reflecting the shifting needs of the borough. However, it is unlikely the number of Scrutiny boards would be less than the current number. This been tried before and found to be less than optimal for effective work programmes. It would not be possible to conduct the same level of scrutiny and reflect the political balance of the Council with fewer members.</p>
<p>Statutory Function</p>	<p><i>This includes planning, licensing and any other regulatory responsibilities. Consider under each of the headings the extent to which decisions will be delegated to officers. How many members will be required to fulfil the statutory requirements of the council?</i></p>
<p>Planning</p>	<p><i>Key lines of explanation</i></p> <ul style="list-style-type: none"> ➤ <i>What proportion of planning applications will be determined by members?</i>

		<ul style="list-style-type: none"> ➤ <i>Has this changed in the last few years? And are further changes anticipated?</i> ➤ <i>Will there be area planning committees? Or a single council-wide committee?</i> ➤ <i>Will executive members serve on the planning committees?</i> ➤ <i>What will be the time commitment to the planning committee for members?</i>
	Analysis	<p>The majority of planning applications in Calderdale are decided by officers. In the calendar year 2022, of a total of 2,145 decisions were issued, of which 29 applications (1.35%) were taken at committee. In 2021 the figures were 1,904 decisions (25 decisions/ 1.31% at committee); and in 2020 1,893 decisions (42 decisions/ 2.2% at committee).</p> <p>While the proportion of planning applications decided at committee is relatively low, some applications are complex and require significant work for members. Calderdale’s Local Plan (to 2032/33) is shortly expected to be adopted by the Council. This identified a need for the creation of an additional 14,950 dwellings in the borough as well as 73 hectares of ‘employment land’. These additional homes including two new ‘garden suburbs’ will be built using a ‘stepped approach’ with a sharp increase in development from 2028 onwards. The implementation of the Local Plan will result in very significant additional work for the Planning Committee which needs to be considered as part of this review.</p> <p>Currently there is a single Planning Committee for Calderdale which meets every three weeks. Executive members do not serve on planning. Members are expected to attend site visits across the borough before the committee, read committee papers and attend the committee itself. Site visits occur on the morning of Planning Committee, then members return to the Town Hall for the meeting. The time commitment is around 1 day every 3 weeks plus significant reading time. The chair of the Planning Committee also attends chair’s briefing with officers 2 weeks before the committee. The membership is determined at full Council.</p>
Licensing	<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>How many licensing panels will the council have in the average year?</i> ➤ <i>And what will be the time commitment for members?</i> ➤ <i>Will there be standing licencing panels, or will they be ad-hoc?</i> ➤ <i>Will there be core members and regular attendees, or will different members serve on them?</i>
	Analysis	<p>Currently there are 5 meetings of the Licensing panel scheduled in Calderdale for each municipal year. The annual time commitment for these meetings is 10-20 hours for the meetings, plus background reading. An additional licensing</p>

		<p>sub-committee meets 5-8 times per year for hearings under the Licensing Act (2003).</p> <p>There are 10 members of the licensing committee including the chair. The membership is decided at full Council.</p>
Other Regulatory Bodies	<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>What will they be, and how many members will they require?</i> ➤ <i>Explain the number and membership of your Regulatory Committees with respect to greater delegation to officers.</i>
	Analysis	
External Partnerships		<i>Service delivery has changed for councils over time, and many authorities now have a range of delivery partners to work with and hold to account.</i>
<i>Key lines of explanation</i>		<ul style="list-style-type: none"> ➤ <i>Will council members serve on decision-making partnerships, sub-regional, regional or national bodies? In doing so, are they able to take decisions/make commitments on behalf of the council?</i> ➤ <i>How many councillors will be involved in this activity? And what is their expected workload? What proportion of this work is undertaken by portfolio holders?</i> ➤ <i>What other external bodies will members be involved in? And what is the anticipated workload?</i>
Analysis		<p>Representation is required for a number of local partnerships including the historic Piece Hall Trust (2 members); Calderdale Community Safety Partnership; Calderdale Interfaith Council (currently 4 members, 10 meetings per year plus special events); and Board membership of key community organisations such as Halifax Opportunities Trust, North Halifax Partnership, and the Community Foundation for Calderdale.</p> <p>2 members sit on the West Yorkshire Police and Crime Panel which meets 10 x a year; and a further 2 members on West Yorkshire Fire and Rescue Authority Community Safety Committee which meets 5 x per year.</p> <p>In addition, 2 members sit on the West Yorkshire Joint Services Committee which meets 4-5 times a year. The services provided include analytics; archaeology; archives; business hive; calibration; ecology; Trading Standards; financial investigation; and consumer dispute resolution service.</p> <p>In the 6 main market towns there are also regular (usually bi-monthly) Town Boards which focus on the regeneration of those areas. These involve elected members, as chair, joint chair with the private sector or as board and sub-group members.</p> <p>Members also represent Calderdale on the Joint Committee on Parking and Traffic Regulation Outside London, which oversees the appeals process for fixed penalty notices for</p>

parking and traffic infringements; as school governors, and on the management board of local youth charity Project Challenge.

Community Leadership

The Commission understands that there is no single approach to community leadership and that members represent, and provide leadership to, their communities in different ways. The Commission wants to know how members are required to provide effective community leadership and what support the council offers them in this role. For example, does the authority have a defined role and performance system for its elected members? And what support networks are available within the council to help members in their duties? The Commission also wants to see a consideration of **how the use of technology and social media by the council as a whole, and by councillors individually, will affect casework, community engagement and local democratic representation. Responses should demonstrate that alternative council sizes have been explored.**

Topic		Description
Community Leadership	Key lines of explanation	<ul style="list-style-type: none"> ➤ In general terms how do councillors carry out their representational role with electors? ➤ Does the council have area committees and what are their powers? ➤ How do councillors seek to engage with their constituents? Do they hold surgeries, send newsletters, hold public meetings or maintain blogs? ➤ Are there any mechanisms in place that help councillors interact with young people, those not on the electoral register, and/or other minority groups and their representative bodies? ➤ Are councillors expected to attend community meetings, such as parish or resident's association meetings? If so, what is their level of involvement and what roles do they play? ➤ Explain your approach to the Area Governance structure. Is your Area Governance a decision-making forum or an advisory board? What is their relationship with locally elected members and Community bodies such as Town and Parish Councils? Looking forward how could they be improved to enhance decision-making?
	Analysis	<p>All Calderdale councillors are expected to discharge their duties in line with the agreed role profile. However, the description of duties is fairly broad and there is variation in how members approach the role between parties and individuals. In the Labour group councillors are expected to communicate regularly with the electorate outside the election period; develop community links; attend community meetings, Labour Party meetings; council meetings; and spend time on training and personal development as elected representatives.</p> <p>It is important to note that the diversity of population and the topography of the borough has a significant impact on</p>

		<p>member workload. Many areas of Calderdale have experienced devastating flooding, and councillors played a key leadership role in recovery through community engagement and building resilience, communication, adaptation and mitigation work, mental health and wellbeing support, and business support. Only councillors in areas of the country significantly affected by flooding have this dimension to their role, although the whole borough was affected by the events. Some members represent large remote areas where it is harder for residents to access services. In addition, in deprived areas of Calderdale such as central and North Halifax, elected representatives face different workload challenges as a result of populations with complex needs, who are more likely to require support and advocacy to access services.</p> <p>All areas of Calderdale also have ‘ward forums’ which councillors are expected to attend and engage with residents. These are held 4 x a year in each area. There are updates from the Council, neighbourhood policing teams and other representatives on topics of local interest. Residents also have the opportunity to ask questions and raise concerns. Councillors are expected to chair ward forums and most town boards. Some members also perform dual roles, as elected town or parish councillors and also as metropolitan councillors.</p> <p>In addition, in the Labour group councillors engage with residents in many other ways including leaflets and newsletters; in person ‘surgeries’; ‘door knocking’; speaking at schools and attending community events.</p>
Casework	<i>Key lines of explanation</i>	<ul style="list-style-type: none"> ➤ <i>How do councillors deal with their casework? Do they pass it on to council officers? Or do they take a more in-depth approach to resolving issues?</i> ➤ <i>What support do members receive?</i> ➤ <i>How has technology influenced the way in which councillors work? And interact with their electorate?</i> ➤ <i>In what ways does the council promote service users’ engagement/dispute resolution with service providers and managers rather than through councillors?</i>
	Analysis	<p>Individual councillors are responsible for raising appropriate casework for their ward with officers, obtaining the information needed and responding to residents. Calderdale Council does not hold data on the volume and complexity of casework raised with members. The Council does have a web portal allowing residents to request support and report issues, as well as a customer services team which can be contacted by telephone and e-mail. In spite of that online facility councillors are often contacted particularly by older people who prefer telephone or face to face methods. Others contact their</p>

		<p>elected representative when they have exhausted other routes for their particular issue.</p> <p>One significant change in recent years has been the widespread use of e-mail and social media which means that it is easy for residents to contact their elected representatives. That extension of access beyond the well-established methods of contact such as writing to your councillor, telephoning, or attending a meeting has led to an increased amount of contact and an increased demand for responsiveness within a short time frame. Residents also use community Facebook groups in particular to interact with members, often 'tagging' them in posts relating to specific issues and expecting a fast response. At times these on-line comments and requests can be overwhelming if there is a specific campaign, or they can be impolite or even abusive, potentially affecting member mental health. The ease of digital communication and proliferation of social media has significantly increased the workload of members since the last review.</p> <p>Members are offered a broad range of training by the Council's member development team to help them discharge their duties. The 3 largest political groups (with at least 10% of members) also have a political assistant to undertake research and provide some administrative support. This can take the form of organising meetings and taking notes, co-ordinating meeting attendance, casework assistance, and other activities to communicate the work of the group. The amount of assistance that can be offered by the political assistant is dependent on the size of the group. The Labour group, for example, has 1 assistant for 28 councillors so it is not possible to provide a great deal of individual support.</p>
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Other Issues

Respondent may use this space to bring any other issues of relevance to the attention of the Commission.

Since the last Boundary Commission review of Calderdale wards in 2003 there has been a review of Parliamentary constituency boundaries which is not yet finalised. Under the proposals Halifax and Calder Valley constituencies would be the same size.

Summary

In following this template respondents should have been able to provide the Commission with a robust and well-evidenced case for their proposed council size; one which gives a clear explanation as to the governance arrangements and number of councillors required to represent the authority in the future. Use this space to summarise the proposals and indicate other options considered. Explain why these alternatives were not appropriate in terms of

their ability to deliver effective Strategic Leadership, Accountability (Scrutiny, Regulation and Partnerships), and Community Leadership.

Summary

In summary, Calderdale Labour group propose that the best option to meet the current and future representational needs of Calderdale is a modest increase of 3 additional members, taking the total to 54. The reasons for this are threefold:

- **To reflect the increasing workload for elected representatives created by West Yorkshire Combined Authority (WYCA), and the amount of external partnership and community working required in a modern council,**
- **To respond to the pressures of an increased demand on elected representatives for immediate accessibility and responsiveness which has been created by online, digital, and social media forms of engagement and communication. This has in turn increased reported councillor workloads and made it difficult for councillors to resist being ‘on duty’ 24/7.**
- **To accommodate the predicted population growth in the borough over the lifetime of the Calderdale Local Plan.**

Other arrangements have been considered since the governance arrangements for Calderdale last changed in 2002, prior to the last review of ward boundaries in 2003. Since the adoption of the Executive and Scrutiny model these arrangements have worked well, providing effective leadership and scrutiny of decisions. This is evidenced by the sound financial management of the Council, and the efficient provision of services with no concerns raised by any inspectorate since 2015. The committee system has been considered but does not offer any additional benefits given the existence of ward forums and town boards. While arguably the committee system may give a louder voice and more power to smaller political groups, it may also be more open to influence by partisan and geographical interests whether intended or not. The Executive and Scrutiny model has many more inherent ‘checks and balances’ to ensure this does not occur.

Finally, election by thirds continues to be the preferred option for the Labour group in Calderdale. It is acknowledged that all-out elections have some advantages in that the business of local government is not interrupted by holding elections in 3 out of every 4 years, and there are also potential financial savings as the Council would only need to run an election every 4 years. However, it is the view of the Labour group that election by thirds provides a greater degree of stability to the Council as two thirds of members remain each time. This approach also encourages all elected members to engage with the electorate throughout their term of office rather than once every 4 years.

The Labour group has also made significant efforts to attract candidates with a broad range of life experience including younger people, women, diverse ethnicities, and those with disabilities, and this work is critically important in reflecting the communities of Calderdale in modern times. Three member wards mean casework loads and meeting responsibilities can be shared, especially across wide rural and semi-rural areas, and remain at a manageable level. This is a significant factor for people of working age who are considering becoming an elected representative. Any reduction in members would be highly likely to negatively affect this balance. A modern Council fit for the future should aspire to truly reflect the communities it serves, and that means making the job of councillor a manageable proposition regardless of background.

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Appendix 1

Electoral arrangements for Calderdale and Chartered Institute for Public Finance and Accounting (CIPFA) comparator authorities, based on Electoral Statistics, UK, December 2021

Borough	Councillors	Electorate	Electoral ratio
Halton	54	96,085	1,779
Rochdale	60	163,617	2,727
Bury	51	142,077	2,786
Barnsley	63	184,026	2,921
St. Helens	48	141,659	2,951
Calderdale	51	151,125	2,963
North Lincolnshire	43	129,570	3,013
Wigan	75	242,735	3,236
Dudley	72	235,800	3,275
Rotherham	59	194,373	3,294
Derby	51	179,198	3,514
Stockport	63	223,178	3,543
Medway	55	205,345	3,734
Doncaster	56	227,876	4,069
Wakefield	63	260,688	4,138
Kirklees	69	312,570	4,530

Data source: Office for National Statistics (ONS) Electoral Statistics for the UK, December 2021,

<https://www.ons.gov.uk/peoplepopulationandcommunity/elections/electoralregistration/datasets/electoralstatisticsforuk>, c/o LG Inform

<https://lginform.local.gov.uk/dataAndReports/search/3783?text=electoral+arrangements>, accessed 2 March 2023. Electoral Statistics for the UK, December 2022 update expected April – May 2023

Appendix 2

West Yorkshire Combined Authority (WYCA) Boards requiring member representation from Calderdale Council, municipal year 2022/23

Name	Number of elected members required	Frequency of meetings	Duration of meetings (plus preparation)
WYCA – main board	2	7 x year	2-3 hours
Business, Economy and Innovation	1	4 x year	2-3 hours
Climate, Energy and Environment	2	4 x year	2-3 hours
Culture, Heritage and Sport	1	4 x year	2-3 hours
Employment and Skills	1	4 x year	2-3 hours
Finance, Resources and Corporate	1	6 x year	2-3 hours
Governance and Audit	1	4 x year	2-3 hours
Leeds City Region Enterprise Partnership	1	4 x year	2-3 hours
Place, Regeneration and Housing	1	6 x year	2-3 hours
Transport	3	7 x year	2-3 hours

West Yorkshire Combined Authority (WYCA) Scrutiny Boards requiring member representation from Calderdale Council, municipal year 2022/23

Name	Number of elected members required	Frequency of meetings	Duration of meetings
Corporate	3	4 x year	2-3 hours
Economy	3	4 x year	2-3 hours
Transport & Infrastructure	3	4 x year	2-3 hours

Other regional boards and authorities requiring member representation from Calderdale Council, municipal year 2022/23

Name	Number of elected members required	Frequency of meetings	Duration of meetings
West Yorkshire Police and Crime Panel	2	10 x year	3 hours plus reading
West Yorkshire Fire and Rescue Authority Community Safety Committee	2	5 x year	2-3 hours
West Yorkshire Joint Services Committee	2 (plus 3 substitutes)	4-5 x year	2 hours
West Yorkshire Pension Fund	2	4 x year plus training/ workshops	2-3 hours
Yorkshire and Humber Employers Association	2 (Cabinet member)	6 x year	1 hour plus reading
Special Interest Group of Metropolitan Authorities	1	4 x year	2 hours plus reading

Appendix 3 – Scrutiny Boards, Committees, Panels and Working Groups in Calderdale, municipal year 2022/23

Scrutiny Boards		
Meeting	Frequency	Number of members required
Adults, Health and Social Care	10 times per municipal year (every 4-5 weeks)	9 members, 16 substitutes
Children and Young People's	10 times per municipal year (every 4-5 weeks)	9 members, 16 substitutes
Place	10 times per municipal year (every 4-5 weeks)	9 members, 15 substitutes
Strategy and Performance	10 times per municipal year (every 4-5 weeks)	9 members, 15 substitutes
Committees		
Meeting	Frequency	Number of members required
Employment	Ad hoc	4 members, any member can substitute if required
Governance and Business	5 times per municipal year (every other month)	7 members, 10 substitutes
Licensing and Regulatory	5 times per municipal year – extra meeting after annual council – (every other month)	10 members, no substitutes
Licensing sub-committee	Ad hoc	3 members, 7 substitutes
Planning	15 times per municipal year (every 3 weeks)	7 members, 16 substitutes
Standards	5 times per municipal year (every other month)	7 members, no substitutes
West Yorkshire Joint Health Overview and Scrutiny	3 times per municipal year	2 members, no substitutes
Calderdale and Kirklees Joint Health Overview Scrutiny Committee	4 times per municipal year	4 members
Boards		
Meeting	Frequency	Number of members required

Health and Wellbeing	5 times per municipal year (every other month)	5 members, any member can substitute if required
Calderdale Flood Recovery and Resilience Programme	4 times per municipal year	8 members, no substitutes
Other Council meetings		
Meeting	Frequency	Number of members required
Appeals Panel	Ad hoc	3 members, any member can substitute if required
Budget Council	1 time per municipal year	51 members, no substitutes
Cabinet	10 times per municipal year (every month)	8 members
Climate Action Partnership	Every 6 weeks	7 members, no substitutes
Cabinet Markets Working Party	4 times per municipal year (every 3 months)	7 members, any member can substitute if required
Civic Advisory Group	2 times per municipal year	5 members, no substitutes
Corporate Parenting Panel	6 times per municipal year (every other month)	6 members, any member can substitute if required

Appendix 4 – projected population growth as a result of Calderdale Local Plan 2018 – 2033

Table 1: Effect of Remodelling Housing Need Evidence for Calderdale (2018-33)

Scenario	Baseline job growth		“Policy-on” job growth	
	2016-based	2018-based	2016-based	2018-based
Demographic assumptions				
Total job growth ^{3*}	7,791	7,791	10,318	10,318
Jobs per annum*	519	519	688	688
Total population growth	17,827	14,881	22,318	19,320
Dwellings per annum	910	869	1,040	999

Source: Edge Analytics

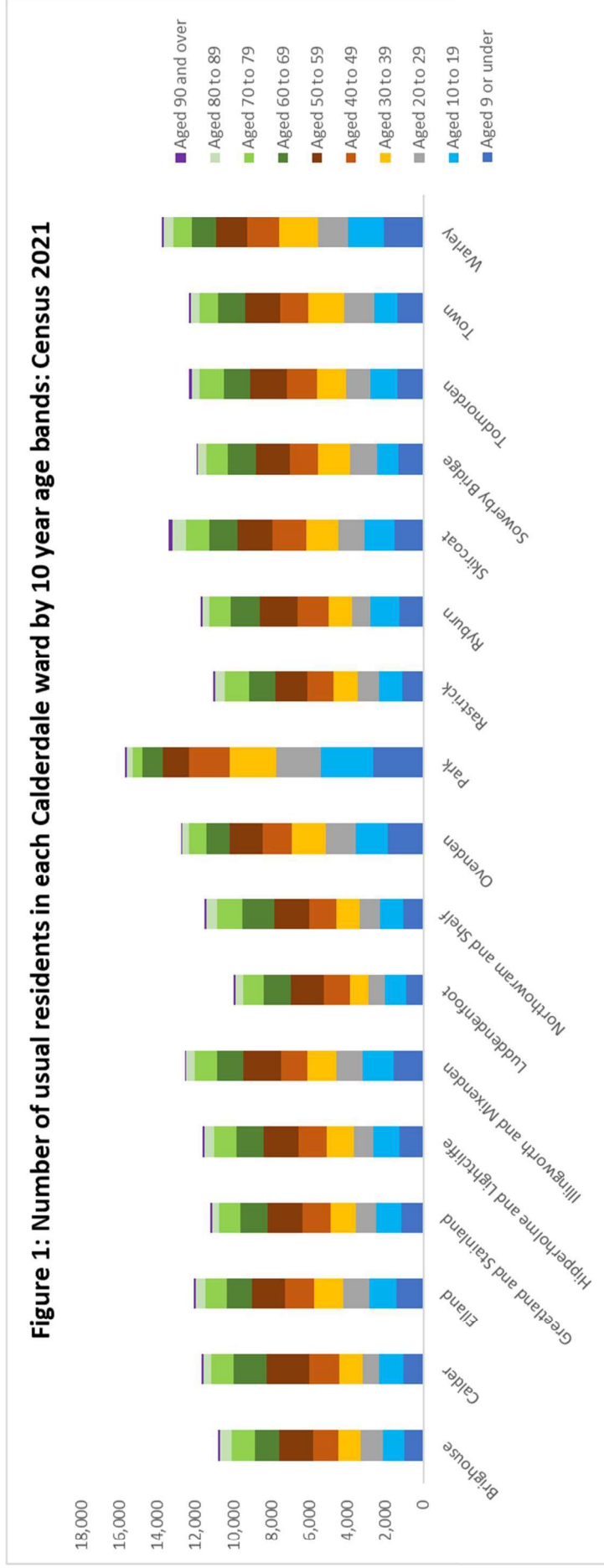
* total jobs, not FTE

Appendix 5 – number of usual residents per Calderdale ward: Census 2011 and 2021

Number of usual residents per Calderdale ward: Census 2011 and Census 2021									
Ward	Area		Population			Change		Population density (per hectare)	
	Hectares	Census 2011	Number of usual residents		Number	%	Census 2011	Census 2021	
			Census 2011	Census 2021			Census 2011	Census 2021	
Brighouse	1,180	11,195	10,833	-362	-3.2%	9.5	9.2		
Calder	9,994	12,006	11,678	-328	-2.7%	1.2	1.2		
Elland	879	11,676	12,103	427	3.7%	13.3	13.8		
Greetland and Stainland	1,997	11,389	11,206	-183	-1.6%	5.7	5.6		
Hipperholme and Lightcliffe	1,257	11,308	11,649	341	3.0%	9.0	9.3		
Illingworth and Mixenden	1,512	12,739	12,573	-166	-1.3%	8.4	8.3		
Luddendenfoot	5,006	10,653	9,989	-664	-6.2%	2.1	2.0		
Northowram and Shelf	1,365	11,618	11,519	-99	-0.9%	8.5	8.4		
Ovenden	327	12,351	12,745	394	3.2%	37.8	39.0		
Park	221	15,358	15,699	341	2.2%	69.5	71.0		
Rastrick	497	11,351	11,084	-267	-2.4%	22.8	22.3		
Ryburn	5,804	11,266	11,704	438	3.9%	1.9	2.0		
Skircoat	370	12,712	13,396	684	5.4%	34.4	36.2		
Sowerby Bridge	402	11,703	11,956	253	2.2%	29.1	29.7		
Todmorden	4,197	12,117	12,324	207	1.7%	2.9	2.9		
Town	671	12,169	12,378	209	1.7%	18.1	18.4		
Warley	713	12,215	13,793	1,578	12.9%	17.1	19.3		
Calderdale	36,392	203,826	206,631	2,805	1.4%	5.6	5.7		
West Yorkshire					5.6%	11.0	11.6		
YH region					3.7%	3.4	3.6		
England					6.6%	4.1	4.3		

Data sources: 1) Census 2011 table KS201EW. 2) Census 2021 table TS001. c/o www.nomisweb.co.uk accessed 7 February 2023; 3) Census 2021 and Census 2011 information c/o LG Inform Plus <https://lginform.local.gov.uk/>, accessed 7 February 2023

Appendix 6



Data source: Census 2021 table TS007 from www.nomisweb.co.uk, accessed 1st March 2023

Table 1: Number of usual residents in each Calderdale ward by 10-year age bands: Census 2021

Ward	Aged 9 or under	Aged 10 to 19	Aged 20 to 29	Aged 30 to 39	Aged 40 to 49	Aged 50 to 59	Aged 60 to 69	Aged 70 to 79	Aged 80 to 89	Aged 90 and over	Total
Brighouse	1,000	1,133	1,185	1,174	1,307	1,808	1,285	1,205	594	132	10,823
Calder	1,067	1,255	886	1,208	1,626	2,247	1,713	1,177	411	90	11,680
Elland	1,402	1,465	1,360	1,513	1,559	1,753	1,314	1,136	504	96	12,102
Greetland and Stainland	1,184	1,319	1,052	1,353	1,474	1,841	1,427	1,100	362	97	11,209
Hipperholme and Lightcliffe	1,254	1,375	1,060	1,386	1,527	1,819	1,432	1,158	518	119	11,648
Illingworth and Mixenden	1,600	1,610	1,370	1,517	1,425	1,967	1,372	1,187	460	65	12,573
Luddendenfoot	936	1,104	880	976	1,364	1,743	1,418	1,057	432	80	9,990
Northowram and Shelf	1,080	1,203	1,056	1,257	1,407	1,864	1,661	1,320	585	91	11,524
Ovenden	1,904	1,639	1,603	1,785	1,532	1,737	1,242	884	361	57	12,744
Park	2,643	2,738	2,394	2,434	2,143	1,365	1,062	516	332	65	15,692
Rastrick	1,130	1,226	1,110	1,260	1,408	1,681	1,355	1,283	538	101	11,092
Ryburn	1,291	1,506	968	1,229	1,618	1,992	1,535	1,118	384	77	11,718
Skircoat	1,512	1,610	1,347	1,728	1,779	1,840	1,455	1,224	708	201	13,404
Sowerby Bridge	1,299	1,162	1,427	1,665	1,507	1,765	1,497	1,128	423	84	11,957
Todmorden	1,359	1,442	1,253	1,534	1,616	1,942	1,380	1,240	434	126	12,326
Town	1,374	1,213	1,583	1,910	1,474	1,840	1,406	1,011	459	102	12,372
Warley	2,089	1,909	1,575	2,043	1,674	1,644	1,244	1,004	491	121	13,794
Calderdale	24,124	24,909	22,109	25,972	26,440	30,848	23,798	18,748	7,996	1,704	206,648

Data source: Census 2021 table TS007 from www.nomisweb.co.uk, accessed 1st March 2023.

Note from the Office for National Statistics: In order to protect against disclosure of personal information, records have been swapped between different geographic areas and counts perturbed by small amounts. Small counts at the lowest geographies will be most affected.