

Hinckley and Bosworth Borough Council

# Council Size Submission: Template

Submission from Hinckley and Bosworth Borough Council

# Contents

How to Make a Submission	2
About You	2
Reason for Review (Request Reviews Only)	
_ocal Authority Profile	
Council Size	
Other Issues	

#### 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 made by Full Council and Officers of Hinckley & Bosworth Borough Council.

### 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 if its published criteria, then you are not required to answer this question.* 

This review is being conducted by the Local Government Boundary Commission for England (LGBCE) at its own behest, as the last review was conducted in 2002 and as such a periodic review is now due.

Electoral data from December 2023 shows that five wards have an electoral imbalance greater than +/- 10% from the average. Forecast electorates for mid-2030 show that whilst the number of wards showing an imbalance does not alter, the magnitude of the imbalance grows in all of them, and one further ward reaches +10%, indicating that this electoral review is timely.

#### 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 yoursubmission 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?

Hinckley and Bosworth Borough Council currently comprises 34 members, made up of 23 Liberal Democrat members, 9 Conservative members, one Labour member and one Independent member. The Council operates a Leader and Executive system, which comprises of six members, plus the Leader. Elections are held on an "all-out" basis every four years, with the next local elections due in May 2027.

The Leader and Executive system, which has been a cornerstone of our organisational structure since its inception in the year 2000, has now been in place for over two decades. This system was established with the aim of providing a clear and effective framework for leadership and decision-making within the council, and contributes to the overall stability and continuity of our operations.

Despite the passage of time and the evolving landscape in which we operate, there has been no request or desire to review this system. There is a high level of satisfaction with the current structure, and no significant concerns or issues have been raised that would necessitate a comprehensive evaluation. The Leader and Executive system functions effectively, meeting the needs and expectations of the council, our residents, and other stakeholders.

The council is, however, proposing that the number of councillors for Hinckley and Bosworth Borough Council is increased from 34 to 36. We believe this will recognise the electorate growth in the borough since the last review and accommodate the forecast growth over the next few years.

#### 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?

Hinckley and Bosworth Borough Council is characterized by a diverse physical geography that reflects its location at the heart of England. The borough, which covers the southwest corner of Leicestershire, is bordered by the East and West Midlands and is situated between the major cities of Leicester, Birmingham, and Coventry.

The largest town in the borough is Hinckley, which serves as the administrative centre. The urban landscape of Hinckley is complemented by neighbouring towns including Burbage, Barwell, and Earl Shilton, creating a mix of residential and commercial areas.

The remainder of the Borough is largely rural, although there are some further significant settlements including Groby, Ratby and Market Bosworth. The west of the borough contrasts sharply with the urban areas, as it is largely flat and dominated by the River Sence flood plain. This rural expanse consists of numerous small villages and hamlets that dot the landscape, contributing to the borough's pastoral charm.

Agriculture plays a significant role in the rural economy, with the flat terrain providing fertile ground for various crops. The River Sence not only shapes the land but also supports biodiversity and acts as a natural resource for irrigation.

The borough's geography also includes several important transportation links that connect it to other parts of the country. The M1 runs through the Borough, and the south-west boundary is defined by the Roman Road of Watling Street, now better known as the A5. The main railway line running west from Leicester also crosses the eastern part of the borough.

**Population and Density**: The area is home to approximately 113,700 residents, with a population density of 990 people per square mile, although the distribution varies widely between the urban and rural areas. This population has grown by 8.1% since the 2011 census, outpacing the national average growth rate.

**Age Distribution**: The demographic is relatively mature, with an average age of 42 years and a median age of 43. This suggests a stable, possibly aging population that could impact local

services and infrastructure needs in future years.

**Gender Balance**: There is a slight female majority, with women making up 50.7% of the population. This balance is typical for many areas of the United Kingdom.

**Ethnicity**: Ethnically, Hinckley and Bosworth is predominantly white British (95%), with a small percentage (2%) identifying as White Other. The ethnic homogeneity indicates a population with shared cultural backgrounds.

**Socio-Economic Factors**: A portion of the population (7.1%) lives in areas classified as deprived on a national scale.

**Birthplace**: A significant majority (93.6%) of residents were born in England, which points to a population with deep roots in the region.

**Parish Arrangements**: The majority of the borough is covered by Civil Parish areas and their associated Parish Councils, with the exception being the main town of Hinckley, north of the railway line, which remains unparished. There has been significant interest from communities within Hinckley & Bosworth in preparing neighbourhood plans, indicating a high level of local engagement and a desire to shape their own development.1

#### THE HINCKLEY & BOSWORTH CORPORATE PLAN

#### A place of opportunity

Our corporate plan for 2024 to 2028 sets out our vision in creating great places to live, work and enjoy. This plan will be supported and delivered by council services working together as one team and with trusted partners in accordance with the council's key values.

**People**: Helping people to stay safe, healthy, active, and in employment

**Places:** Creating clean, sustainable and attractive places to live, visit and work in

**Prosperity**: Encouraging sustainable commercial economic and housing growth, as well as attracting businesses, improving skills and supporting regeneration

#### 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.** 

<sup>&</sup>lt;sup>1</sup> https://www.hinckley-bosworth.gov.uk/info/200422/Current\_and\_proposed\_neighbourhood\_plans

Topic			
Governance Model	Key lines of explanation	\(\lambda\)	What governance model will your authority operate? e.g. Committee System, Executive or other?  The Cabinet model, for example, usually requires 6 to 10 members. How many members will you require?  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.  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?  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.
	Analysis	A	The authority operates a Leader and Cabinet (Executive) model
			The Executive consists of 7 members including the Leader
		<b>\(\rightarrow\)</b>	Policies are drafted by officers, often in consultation with the Executive member. They will then be presented informally to the Executive at a briefing before being considered by the Scrutiny Commission and then Executive (formally) or in a limited number of cases, Council (for policies / strategies / matters reserved for Council).
		<b>A</b>	Personnel policies will be the responsibility of the Ethical Governance & Personnel Committee and follow a different route – usually via only Executive Briefing. As the process involves most reports going to Executive Briefing following involvement of the Executive member, before a decision by formal Executive, this has demands on their time.
			We propose that the Council maintains the current Leader and Cabinet model with 7 members including the Leader. This continues to be an effective governance model for the authority as it broadly reflects the service groups within the Council and enables effective and efficient decision making and policy development.

Portfolios	Key lines of explanation	A A	How many portfolios will there be? What will the role of a portfolio holder be? Will this be a full-time position? Will decisions be delegated to portfolio holders? Or will the executive/mayor take decisions?
	Analysis		There are 7 portfolios, and no change to this is envisaged:
		-	Leader of the Council, including external relations, communications, regeneration & town centres (including car parks), corporate & member services
		-	Deputy Leader, including leisure, culture, tourism, arts, equalities, health & wellbeing
		-	Executive member for housing & community safety
		-	Executive member for planning
		-	Executive member for finance, ICT and asset management
		-	Executive member for parks, open spaces and neighbourhood services
		-	Executive member for climate change, environment and rural affairs
			The role of a portfolio holder is to work closely with the relevant head of service, be the spokesperson for reports from that service area, present reports in Executive and Council meetings
			Portfolio holders are considered to be part-time positions, with the Leader's role requiring slightly more hours although not full time
			There is some level of decision making delegated to portfolio holders, although the majority will be taken by the Executive as a body
		>	What responsibilities will be delegated to officers
Delegated Responsibilities	Key lines of explanation	>	or committees? How many councillors will be involved in taking major decisions?
	Analysis	A	Many decisions are taken by the Executive (7 members), with the exception of those matters reserved for Council (34 members).
			Part 2, of the Constitution details the roles and responsibilities (and decision making) of the Executive, Council bodies, Working Groups, Overview & Scrutiny and Member Champions.

	Decisions are delegated in accordance with the council's constitution – day to day decision making is carried out by appropriate officers in accordance with the Scheme of Delegation and in accordance with Financial Regulations. These arrangements all contribute to the economic, efficient and effective operation of the Council.	
>	The whole constitution including delegation arrangements are reviewed on an annual basis as	

# The whole constitution including delegation arrangements are reviewed on an annual basis as a minimum and any updates required are approved by Full Council.

## 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	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.

	·
Key lines of explanation	<ul> <li>How will decision makers be held to account?</li> <li>How many committees will be required? And what will their functions be?</li> <li>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?</li> <li>How many members will be required to fulfil these positions?</li> <li>Explain why you have increased, decreased, or not changed the number of scrutiny committees in the authority.</li> <li>Explain the reasoning behind the number of members per committee in terms of adding value.</li> </ul>
Analysis	Decision makers are held to account by the Scrutiny Commission
	Pre-decision Scrutiny is one of the ways in which Scrutiny holds the Executive to account
	➤ There are two overview & scrutiny bodies – an overarching Scrutiny Commission and a Finance & Performance Scrutiny body. The Scrutiny Commission will consider all matters not covered by Finance & Performance Scrutiny (which considers financial matters including budget

		monitoring, performance against indicators, corporate risks)
		There are an average of two task & finish groups per year, their remit will depend on matters arising from the Scrutiny Commission's work programme. The time commitment will be around five hours per month including preparation for meetings, attending meetings and any follow-up work. Meetings are likely to be monthly
		<ul> <li>There are typically around six members on each working</li> </ul>
		<ul> <li>We wish to keep the overview &amp; scrutiny structure as it is currently as it works very well, members are familiar with the remit of each body and it allows for all areas to be scrutinised effectively, without creating an unreasonable number of meetings for members</li> </ul>
		There are currently 11 members of the Scrutiny Commission to ensure a wide level of experience is brought to the group and that it can be political balanced. There are nine members of Finance & Performance Scrutiny which allows all members to input into the debate and formulation of recommendations.
		This includes planning, licencing and any other regulatory
Statutory Fu	ınction	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?
		What proportion of planning applications will be
		determined by members?
		Has this changed in the last few years? And are further
	Key lines	changes anticipated?
Planning	of	Will there be area planning committees? Or a single
	explanation	council-wide committee?  Will executive members serve on the planning
		committees?
		What will be the time commitment to the planning
	-	committee for members?
	Analysis	What proportion of planning applications will be determined by members?
		For the latest year which is typical, members considered 6% of all planning applications.
		Open dialogue with members has always taken place on this matter and the view is that there is sufficient delegation to officers, so this is unlikely to change
		➤ There will continue to be a single council-wide

		<ul> <li>Executive members are permitted to sit on the committee, with the exception of the Executive member for planning</li> <li>Planning Committee meetings last between 1.5 and 3 hours and will take place every four weeks. Members can be expected to spend the same number of hours preparing for each meeting, in addition to dealing with queries and casework from residents in relation to applications and attending site visits (approximately 2 hours every four weeks)</li> </ul>
Licensing	Key lines of explanation	<ul> <li>How many licencing panels will the council have in the average year?</li> <li>And what will be the time commitment for members?</li> <li>Will there be standing licencing panels, or will they be adhoc?</li> <li>Will there be core members and regular attendees, or will different members serve on them?</li> </ul>
	Analysis	The Council have on average six panels per year
		<ul> <li>The hearings each take approximately half a day including preparation</li> <li>There is a also a standing Licensing Committee which will meet on an ad hoc basis – usually once or twice a year, then Licensing Panels which will be set up when a hearing is required</li> <li>There are currently 11 members of the Licensing Committee, from which three plus a reserve will be selected when required. It is intended that, with the exception of the chair, attendance will be rotated, however in practice it is often the same members who are able to attend each panel.</li> </ul>
Other Regulatory Bodies	Key lines of explanation	<ul> <li>What will they be, and how many members will they require?</li> <li>Explain the number and membership of your Regulatory Committees with respect to greater delegation to officers.</li> </ul>
	Analysis	Audit Committee
		<ul> <li>The Audit Committee consists of 11 members including the Chair of the Scrutiny Commission but not including any members of the Executive.</li> <li>The Audit Committee usually meets every 8 weeks and its responsibilities include:         <ul> <li>Agree and monitor the delivery of the audit plan</li> <li>Receive audit reports</li> <li>Approving the Annual Governance Statement and Statement of Accounts</li> </ul> </li> </ul>

	<ul> <li>Ethical Governance &amp; Personnel Committee (EGPC)</li> <li>This committee consists of 9 members of the council, including a minimum of one member of the Executive.</li> <li>The EGPC usually meets every 8 weeks and its responsibilities include:         <ul> <li>Promoting and maintaining high standards of conduct from members</li> <li>Considering referred complaints about parish and borough councillors</li> <li>Approving employee policies</li> </ul> </li> </ul>
External Partnerships	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.
Key lines of explanation	Will council members serve on decision-making partnerships, sub-regional, regional or national bodies? In
	<ul> <li>doing so, are they able to take decisions/make commitments on behalf of the council?</li> <li>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?</li> <li>What other external bodies will members be involved in? And what is the anticipated workload?</li> </ul>
Analysis	<ul> <li>Some members sit on external bodies. The Leicestershire Revenues &amp; Benefits Partnership is a key partnership body on which two members serve. Meetings are quarterly and there is little workload other than preparation for the meetings.</li> <li>There are two members appointed to the Revenues &amp; Benefits Partnership Joint Committee, both of which are Executive members</li> <li>There will be a small number appointed to local and national outside bodies as the council's representatives and they will be authorised to make decisions on behalf of the authority.</li> </ul>

#### 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

This is a mixture of Executive and non-Executive members.

Frequency of meetings varies between bodies.

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> <li>In general terms how do councillors carry out their representational role with electors?</li> <li>Does the council have area committees and what are their powers?</li> <li>How do councillors seek to engage with their constituents? Do they hold surgeries, send newsletters, hold public meetings or maintain blogs?</li> <li>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?</li> <li>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?</li> <li>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?</li> </ul>
	Analysis	<ul> <li>In general terms how do councillors carry out their representational role with electors?</li> <li>Councillors are actively involved within their Wards and most consider themselves to play a pro-active part in the communities they represent.</li> <li>There are a number of 'twin hatters' and 'triple hatters' with councillors representing constituents on Hinckley &amp; Bosworth Borough Council, Leicestershire County Council as well as a Parish or Town Council.</li> <li>Councillors carry out patch walks, produce their own letters and information to hand deliver, and are generally known and visible in their local area. Some of the local groups produce regular newsletters updating on what's happening in the area, for example planning matters. Councillors' direct contact details are available to the public and councillors are generally responsive to contact</li> </ul>

		<ul> <li>The council does not have area committees in the true sense, however there is a body "Hinckley Area Committee" which oversees the special expenses budget</li> <li>Councillors do not hold surgeries with the support of the council – some may do so informally in their local areas. Many of those in parished areas will continue to present a 'borough councillor' report to their local parish council meeting(s), include a column in the local or parish newspaper or are active on social media</li> </ul>
		The council undertakes work with young people and there are various way in which councillors can get involved
		<ul> <li>Borough councillors often present a report to their parish council meeting(s) and remain in the meeting to answer any questions where necessary</li> </ul>
		Those elected members from parished areas are mostly very engaged with the parish council. The council reaches out to parish councils as part of various projects, sometimes via the relevant portfolio holder.
		➤ The proposed increase to 36 members should alleviate demands to some extent on the current number of 34.
Casework	Key lines of explanation	<ul> <li>How do councillors deal with their casework? Do they pass it on to council officers? Or do they take a more indepth approach to resolving issues?</li> <li>What support do members receive?</li> </ul>
		> How has technology influenced the way in which
		councillors work? And interact with their electorate?  In what ways does the council promote service users' engagement/dispute resolution with service providers and managers rather than through councillors?
	Analysis	More experienced councillors will often deal with casework themselves, whereas the less experienced will seek officer support in resolving issues
		Members have direct access to senior officers and the extended leadership team, along with support from Democratic Services in directing queries and following up matters

- Councillors receive a lot more queries via email and social media, however some of them have not maximised the use of social media in engaging with the public
- ➢ If a query or complaint is received via a councillor, the councillor usually remains engaged in the case, however officers wouldn't usually approach a councillor for dispute resolution purposes and typically deal with members of the public directly.
- In general, Councillors take their own individual approach to dealing with their casework, this could include referring to an officer for help and advice, utilising training material such as the Members Handbook which provides useful signposting guidance and fellow Ward Councillors.
- A Member Development Group considers training and wellbeing needs of elected members
- The Democratic Services Manager generally provides a first point of contact for Member enquiries,
- ➤ Technology has become increasingly important in supporting Council business and Members have all been provided with the opportunity to have a laptop and all Members have council email addresses assigned to them upon appointment.

#### Other Issues

There are no other issues to bring to the attention of the LGBCE.

# 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.

The Council is of the view that the number of elected members for Hinckley and Bosworth Borough Council should increase from 34 to 36.

Currently the electorate/member ratio is 2,649:1. In comparison to our nearest neighbour group of authorities (compiled by LGBCE), Hinckley & Bosworth Borrough Council has a relatively high number of electors per councillor. The electorate of the borough is due to

increase by approximately 5% by 2030 which would give a ratio of 2784:1 which would be even higher.

If the member numbers increase to 36 as proposed, then the ratio in 2030 would be 2629:1 which would bring it closer to our comparators. Whilst there could be an argument to further increase member numbers, this would not seem proportionate given the nature of the borough, current demand of the existing members and the governance model.

The executive model of governance (with a Cabinet) is well established at the Council and has proven to work well. Increasing the number of councillors will simply require the committee membership and political balance to be reviewed and amended accordingly.