

~~~~~

**The report of the Independent Remuneration Panel  
appointed to review the allowances paid to Councillors  
of Winchester City Council**

~~~~~

October 2022

CONTENTS

1.	INTRODUCTION AND BACKGROUND	1
2.	CURRENT SCHEME	2
3.	PRINCIPLES UNDERPINNING OUR REVIEW	2
3.1	THE PUBLIC SERVICE PRINCIPLE.....	2
3.2	THE FAIR REMUNERATION PRINCIPLE.....	2
4.	CONSIDERATIONS AND RECOMMENDATIONS	4
4.1	BASIC ALLOWANCE.....	4
4.2	SPECIAL RESPONSIBILITY ALLOWANCES (SRAs)	7
4.3	TRAVELLING AND SUBSISTENCE ALLOWANCE	111
4.4	DEPENDANTS’ CARERS’ ALLOWANCE	122
4.5	PARENTAL LEAVE	122
4.6	INDEXING OF ALLOWANCES.....	144
4.7	REVOCATION OF CURRENT SCHEME OF ALLOWANCES / IMPLEMENTATION OF NEW SCHEME	144
5.	OUR INVESTIGATION	144
5.1	BACKGROUND	144
5.2	COUNCILLORS’ VIEWS ON THE LEVEL OF ALLOWANCES.....	14
6.	APPROVED COUNCILLOR DUTIES	155

Appendix 1	Basic Allowance/Special Responsibility Allowances/ Co-optees’ Allowance/ Independent Person/ Dependents’ Carers’ Allowance / Chairman/Vice Chairman Allowances – Summary of Recommendations	16
Appendix 2	IRP Review of Councillor Allowances Responses to the Questionnaire 2022	
Appendix 3	Comparative data of allowances paid to councillors of the other Hampshire District and Borough Councils (South East Employers, Members Allowances Survey 2022)	

1. INTRODUCTION AND BACKGROUND

1.1.1 The Local Authorities (Members' Allowances) (England) Regulations 2003 ("the 2003 Regulations"), as amended, require all local authorities to appoint an independent remuneration panel (IRP) to advise on the terms and conditions of their scheme of councillors' allowances.

1.1.2 Winchester City Council formally appointed the following persons to undertake this process and make recommendations on its future scheme.

Tim Stanbrook- Former High Technology Engineer and local resident
Roger Farrall- Former senior Local Government Officer and local resident
Mark Palmer- Development Director, South East Employers (Chair)

1.1.3 Our terms of reference were in accordance with the requirements of the 2003 Regulations, together with "Guidance on Consolidated Regulations for Local Authority Allowances" issued jointly by the former Office of the Deputy Prime Minister and the Inland Revenue (July 2003). Those requirements are to make recommendations to the Council as to:

- (a) the amount of basic allowance to be payable to all councillors.
- (b) the level of allowances and whether allowances should be payable for:
 - (i) special responsibility allowances.
 - (ii) travelling and subsistence allowance.
 - (iii) dependants' carers' allowance;
 - (iv) parental leave.

and the amount of such allowances.

- (c) whether payment of allowances may be backdated if the scheme is amended at any time to affect an allowance payable for the year in which the amendment is made.
- (d) whether adjustments to the level of allowances may be determined according to an index and if so which index and how long that index should apply, subject to a maximum of four years before its application is reviewed.

2. CURRENT SCHEME

- 2.1.1 The last full review of councillors' allowances was undertaken by the IRP for the Council in September 2017 and an interim review in September 2019.
- 2.1.2 The Scheme currently provides that all councillors are each entitled to a total basic allowance of £6,074 per annum. The basic allowance is subject to an indexation linked to the NJC for Local Government Services Staff Salary increase. In addition, some councillors receive special responsibility allowances for undertaking additional duties.
- 2.1.3 Councillors may also claim the cost of travel and subsistence expenses and for expenditure on the care of children or dependants whilst on approved duties.

3. PRINCIPLES UNDERPINNING OUR REVIEW

3.1 The Public Service Principle

- 3.1.1 This is the principle that an important part of being a councillor is the desire to serve the public and, therefore, not all of what a councillor does should be remunerated. Part of a councillor's time should be given voluntarily. The consolidated guidance notes the importance of this principle when arriving at the recommended basic allowance.¹ Moreover, we found that a public service concept or ethos was articulated and supported by all of the councillors we interviewed and in the vast majority of responses to the questionnaire completed by councillors as part of our review.
- 3.1.2 To provide transparency and increase an understanding of the Panel's work, we will recommend the application of an explicit Public Service Discount (or PSD). Such a PSD is applied to the time input necessary to fulfil the role of a councillor. Further explanation of the PSD to be applied is given below in Section 4.

3.2 The Fair Remuneration Principle

- 3.2.1 Alongside the belief that the role of the elected Councillor should, in part, be viewed as unpaid voluntary service, we advocate a principle of fair remuneration. The Panel in 2022 continues to subscribe to the view promoted by the independent Councillors' Commission:

Remuneration should not be an incentive for service as a councillor. Nor should lack of remuneration be a barrier. The basic allowance should encourage people from a wide range of backgrounds and with a wide range of skills to serve as local councillors. Those who participate in and

¹ The former Office of Deputy Prime Minister – now the Department for Levelling Up, Housing & Communities and The Inland Revenue (now HM Revenue & Customs), *New Council Constitutions: Guidance on Consolidated Regulations for Local Authority Allowances*, London: TSO, July 2003, paragraph 68.

² Rodney Brooke and Declan Hall, *Members' Remuneration: Models, Issues, Incentives and Barriers*. London: Communities and Local Government, 2007, p.3.

contribute to the democratic process should not suffer unreasonable financial disadvantage as a result of doing so.²

3.2.2 We are keen to ensure that our recommended scheme of allowances provides reasonable financial compensation for councillors. Equally, the scheme should be fair, transparent, logical, simple, and seen as such.

3.2.3 Hence, we continue to acknowledge that:

- (i) allowances should apply to roles within the Council, not individual councillors.
- (ii) allowances should represent reasonable *compensation* to councillors for expenses they incur and time they commit in relation to their role, not *payment* for their work; and
- (iii) special responsibility allowances are used to recognise the *significant* additional responsibilities which attach to some roles, not merely the extra time required.

3.2.4 In making our recommendations, we have therefore sought to maintain a balance between:

- (i) the voluntary quality of a councillor's role.
- (ii) the need for appropriate financial recognition for the expenses incurred and time spent by councillors in fulfilling their roles; and
- (iii) the overall need to ensure that the scheme of allowances is neither an incentive nor a barrier to service as a councillor.

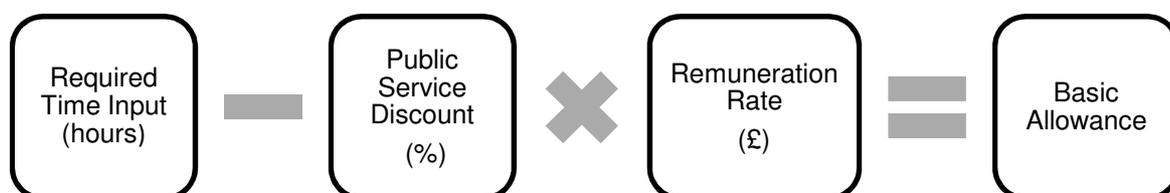
3.2.5 The Panel also sought to ensure that the scheme of allowances is understandable in the way it is calculated. This includes ensuring the bandings and differentials of the allowances are as transparent as possible.

3.2.6 In making our recommendations, we wish to emphasise that any possible negative impact they may have is not intended and should not be interpreted as a reflection on any individual councillor's performance in the role.

4. CONSIDERATIONS AND RECOMMENDATIONS

4.1 Basic Allowance

- 4.1.1 A Council's scheme of allowances must include provision for a basic allowance, payable at an equal flat rate to all councillors. The guidance on arriving at the basic allowance states, "Having established what local councillors do, and the hours which are devoted to these tasks the local authorities will need to take a view on the rate at which, and the number of hours councillors ought to be remunerated."³
- 4.1.2 In addition to the regular cycles of Council and committee meetings, a number of working groups involving councillors may operate. Many councillors are also appointed by the Council to a number of external organisations.
- 4.1.3 We recognise that councillors are responsible to their electorate as:
- Representatives of a particular ward.
 - Community leaders.
 - Decision makers for the whole Council area.
 - Policy makers for future activities of the Council.
 - Scrutineers and auditors of the work of the Council; and
 - Other matters required by Government.
- 4.1.4 The guidance identifies the issues and factors an IRP should have regard to when making a scheme of allowances.⁴ For the basic allowance we considered three variables in our calculation: the time required to execute the role effectively; the public service discount; and the rate for remuneration.



³ The former Office of Deputy Prime Minister – now the Department for Levelling Up, Housing & Communities, and Inland Revenue (now HM Revenue and Customs), *New Council Constitutions: Guidance on Consolidated Regulations for Local Authority Allowances*, London: TSO, July 2003, paragraph 67.

⁴ The former Office of Deputy Prime Minister – now the Department for Levelling Up, Housing and Communities and Inland Revenue (now HM Revenue and Customs), *New Council Constitutions: Guidance on Consolidated Regulations for Local Authority Allowances*, London: TSO, July 2003, paragraphs 66-81.

⁵ The summary responses to the questionnaires are attached as Appendix 2.

4.1.5 Each of the variables is explained below.

Required Time Input

- 4.1.6 We ascertained the average number of hours necessary per week to undertake the role of a councillor (with no special responsibilities) from questionnaires and interviews with councillors and through reference to the relevant information. In addition, we considered further information about the number, range, and frequency of committee meetings.⁵
- 4.1.7 Discounting attendance at political meetings (which we judged to be centred upon internal political management), we find that the average time commitment required to execute the role of a councillor with no special responsibilities is 14 hours per week.

Public Service Discount (PSD)

- 4.1.8 From the information analysed, we found councillors espoused a high sense of public duty. Given the weight of evidence presented to us concerning, among other factors, the levels of responsibility, the varied nature of the role, the need for learning and development, and the increasing accessibility and expectations of the public, we recommend a Public Service Discount of 45 per cent to the calculation of the basic allowance. This percentage sits within the upper-range of PSDs applied to basic allowances by councils.

Remuneration Rate

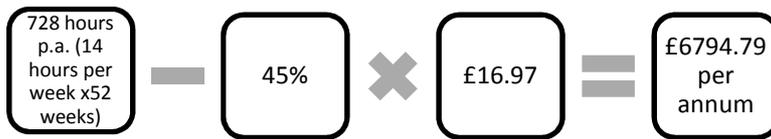
- 4.1.9 After establishing the expected time input to be remunerated, we considered a remuneration rate. We came to a judgement about the rate at which the councillors ought to be remunerated for the work they do.
- 4.1.10 To help identify an hourly rate for calculating allowances, we utilised relevant statistics about the local labour market published by the Office for National Statistics. We selected the average (median), full-time gross⁶ wage per hour for the South East £16.97⁷ per hour.

Calculating the basic allowance

- 4.1.11 After determining the amount of time required each week to fulfil the role (14 hours), the level of PSD to be applied (45%) and the hourly rate to be used (£16.97), we calculated the basic allowance as follows:

⁶ The basic allowance, special responsibility allowance, dependants' carers' allowance, and co-optees' allowance are taxable as employment income.

⁷ The Nomis official labour market statistics: Hourly Pay – Gross median (£) For full-time employee jobs by place of residence: UK December 2021.



- 4.1.12 The gross Basic Allowance before the PSD is applied is **£12,354.16**. Following the application of the PSD this leads to a basic allowance of **£6794.79** per annum.
- 4.1.13 This amount is intended to recognise the overall contribution made by councillors, including their work on council bodies, division work and attendance on external bodies.
- 4.1.14 We did also note the levels of basic allowance currently allocated by other comparative District and Borough Councils across Hampshire, (see table below and Appendix 3).

Council	Hampshire District and Borough Councils: Basic Allowances (£) 2022 ⁸
Basingstoke and Deane Borough Council	7,445
East Hampshire District Council	5,200
Eastleigh Borough Council	7,012
Fareham Borough Council	7,704
Gosport Borough Council	7,068
Hart District Council	4,875
Havant Borough Council	5,676
New Forest District Council	6,871
Rushmoor Borough Council	5,425
Test Valley Borough Council	7,619
Winchester City Council	6,074
Average	6,451

- 4.1.15 The Panel wished to ensure the level of basic allowance does not constitute a barrier to candidates from all sections of the community standing, or re-standing, for election as councillors. The Panel was of the view the approach undertaken in this review of a transparent and clear formula for calculating the Basic Allowance will assist a future Panel in recommending a Basic Allowance.

WE THEREFORE RECOMMEND that the Basic Allowance payable to all members of Winchester City Council be £6,795 per annum

⁸ Figures drawn from the South East Employers, Members' Allowances Survey 2022 (October 2022).

4.2 Special Responsibility Allowances (SRAs)

- 4.2.1 Special Responsibility Allowances are awarded to councillors who perform significant additional responsibilities over and above the roles and expenses covered by the basic allowance. These special responsibilities must be related to the discharge of the council's functions.
- 4.2.2 The 2003 Regulations do not limit the number of SRAs which may be paid, nor do they prohibit the payment of more than one SRA to any one councillor. They do require that an SRA be paid to at least one councillor who is not a member of the controlling group of the Council. As the guidance suggests, if the majority of councillors receive a SRA, the local electorate may rightly question the justification for this.⁹
- 4.2.3 We conclude from the evidence we have considered that the following offices bear *significant* additional responsibilities:
- Leader of the Council, Chairperson of Cabinet
 - Deputy Leader of the Council
 - Cabinet Member (6)
 - Chairperson of Scrutiny Committee
 - Chairperson of Planning Committee
 - Leader of Principal Opposition Group
 - Chairperson of Licensing & Regulation
 - Chairperson of Audit & Governance Committee
 - Chairperson of the Business & Housing Policy Committee
 - Chairperson of the Health & Environment Policy Committee
 - Chairperson of the Council
 - Other Opposition Group Leaders
 - Vice Chairperson of Planning Committee
 - Chairperson of Winchester Town Forum
 - Chairperson of Task and Finish Working Groups

One SRA Only Rule

- 4.2.4 To improve the transparency of the scheme of allowances, we feel that no councillor should be entitled to receive at any time more than **one SRA**. If a councillor can receive more than one SRA, then the public are unable to ascertain the actual level of remuneration for an individual councillor from a reading of the Scheme of Allowances.
- 4.2.5 Moreover, the One SRA Only Rule avoids the possible anomaly of the Leader receiving a lower allowance than another councillor. If two or more allowances are applicable to a councillor, then the higher-valued allowance would be received. The One SRA Only Rule is common practice for many councils. Our calculations for the SRAs are based on this principle, which should be highlighted:

⁹ The former Office of Deputy Prime Minister – now the Department for Levelling Up, Housing and Communities and *New Council Constitutions: Guidance on Consolidated Regulations for Local Authority Allowances*, London: TSO, July 2003, paragraph 72.

WE THEREFORE RECOMMEND that that no councillor shall be entitled to receive at any time more than one Special Responsibility Allowance and that this One SRA Only Rule continue to be adopted into the new Scheme of Allowances.

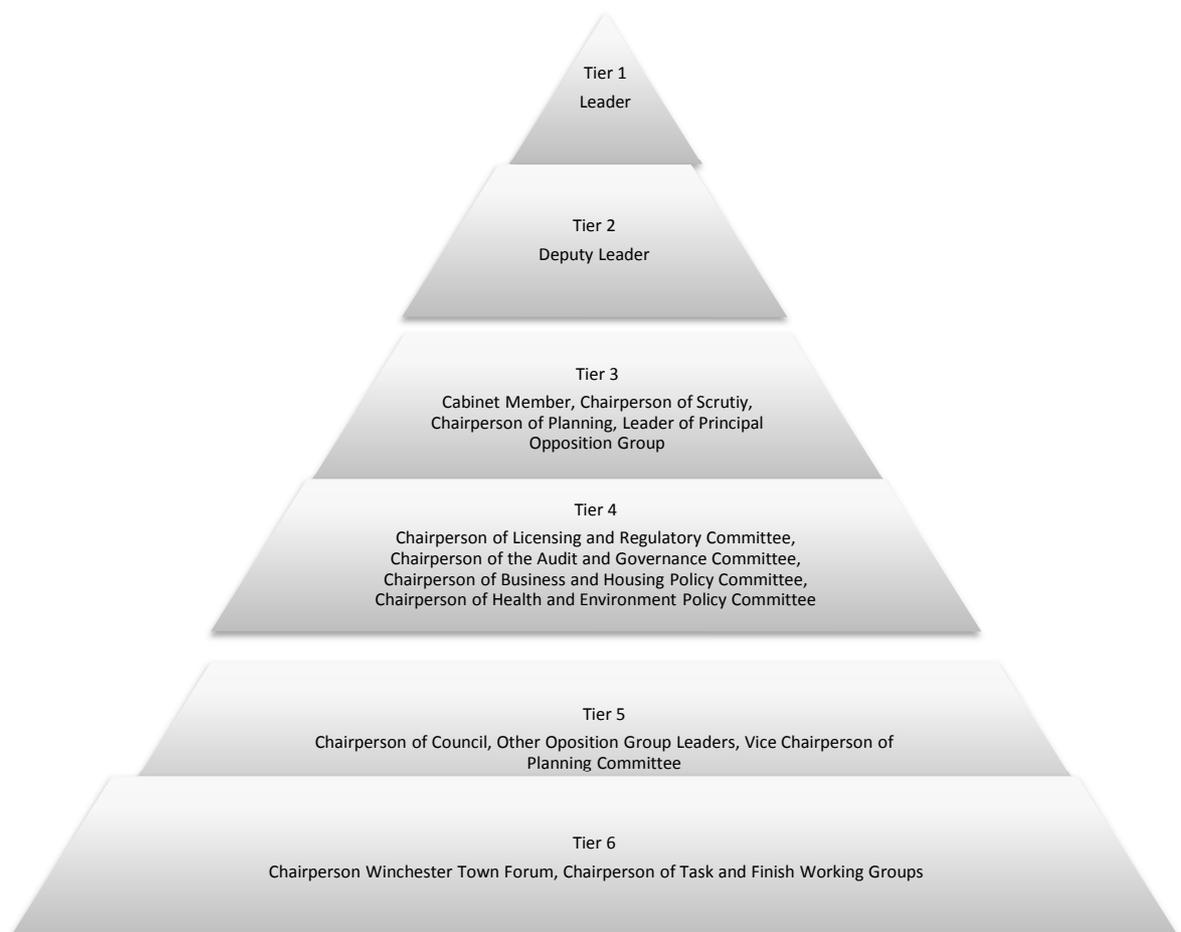
The Maximum Number of SRA's Payable

- 4.2.6 In accordance with the 2006 Statutory Guidance (paragraph 72) the Panel is of the view that the Council should adhere to the principal that no more than 50% of Council Members (23) should receive an SRA at any one time

Calculating SRAs

- 4.2.7 The Panel supported the criteria and formula for calculating the Leader of the Council allowance based on a multiplier of the Basic Allowance; this role carries the most significant additional responsibilities and is the most time consuming.
- 4.2.8 We applied a multiplier of the basic allowance to establish the Leader's SRA. Other SRAs are then valued downwards as a percentage of the Leader's allowance. This approach has the advantage that, when future adjustments to the SRAs are required, changing the Leader's SRA will have a proportionate and easily calculable effect on the other SRAs within the scheme.

We grouped together into six Tiers (Bands) those roles that we judged to have a similar level of responsibility. The outline result of this approach is illustrated in a pyramid of responsibility. The rationale for these six tiers (Bands) of responsibility is discussed below.



Leader (Tier One) Band One

- 4.2.9 The Council elects for a four-year term of office a Leader who is ultimately responsible for the discharge of all executive functions of the Council. The Leader is the principal policy maker and has personal authority to determine delegated powers to the rest of the Cabinet. The Leader is also responsible for the appointment (and dismissal) of members of the Cabinet and their respective areas of responsibility.
- 4.2.10 The multiplier we applied to calculate the Leader's SRA is 300% (3 times) the basic allowance. If the recommended option of a basic allowance with a PSD of 45% is adopted, this results in a Leader's Allowance of £20,385.

WE RECOMMEND that the Leader of the Council should receive a Special Responsibility Allowance of 300% of the recommended basic allowance, £20,385.

Deputy Leader With Portfolio (Tier Two) Band Two

- 4.2.11 The Deputy Leader usually acts on the Leader's behalf in their absence and is a required role as part of the Leader and Cabinet model of governance. From the information we gathered, we consider this additional responsibility should be reflected in the level of allowance. The Deputy Leader also has an active portfolio. Therefore, we recommend the Deputy Leader's SRA be set at 55% of the Leader's SRA. If our recommendations concerning the basic allowance and the Leader's SRA are adopted, this results in an allowance of £11,212.

WE RECOMMEND that the Deputy Leader receive a Special Responsibility Allowance of 55% of the recommended Leader's Allowance, £11,212.

Cabinet Member, Chairperson of Scrutiny Committee, Chairperson of Planning Committee, Leader of Principal Opposition Group (Tier Three) Band Three

- 4.2.12 The Cabinet Members appointed by the Leader of the Council have significant delegated decision-making responsibilities and this responsibility has increased.
- 4.2.13 The Panel was of the view that it is important to provide the Leader with flexibility to appoint a Cabinet that is able to respond to the current and future challenges. The panel is therefore of the view that the Special Responsibility Allowance for a Cabinet Member should be 45% of the Leader's Allowance, £9,173.
- 4.2.14 The Chairperson of the Planning Committee continues to be a role of significant responsibility and the Planning Committee was regarded by councillors in response to the questionnaire as one of the most significant Council Committees in respect of community impact and workload. The Planning Committee has regular meetings, additional site visits and a high level of public engagement. The role of the Chairperson of the Planning Committee requires a significant time and workload commitment from the Chair. The Panel therefore recommends that the Chairperson of the Planning Committee should receive a Special Responsibility Allowance of 45% of the Leader's Allowance, £9,173.
- 4.2.15 From the evidence gathered, including questionnaire responses and face to face interviews, we continue to consider the Principal Opposition Group

Leader to be a significant role and the 2003 Regulations require that the a member of the opposition group receive a Special Responsibility Allowance. The Principal Opposition Group Leader has to both ensure democratic accountability and the holding to account of the administration but also manage and develop a Group of a significant size. The Panel is therefore of the view that the Principal Opposition Group Leader should receive a Special Responsibility Allowance of 45% of the Leader's Allowance, £9,173.

- 4.2.16 Scrutiny is a key role of the Council ensuring accountability and the holding to account of the decisions of Cabinet and external organisations.
It has a significant statutory role supported by legislation. The Panel is therefore of the view that the Chairperson of Scrutiny should continue to receive a Special Responsibility Allowance of 45% Leader's Allowance, £9,173.

WE RECOMMEND that the Cabinet Members, Chairperson of Planning, Leader of the Principal Opposition Group and Chairperson Scrutiny receive a Special Responsibility Allowance of 45% of the recommended Leader's Allowance, £9,173.

Chairperson of Licensing and Regulatory Committee, Chairperson of Audit and Governance Committee, Chairperson of Business and Housing Policy Committee and Chairperson of Health and Environment Policy Committee (Tier Four) Band Four

- 4.2.17 The Panel is of the view that the Chairpersons of both the Licensing and Regulatory Committees and the Chairperson of Audit and Governance continue to be significant roles that receive a Band Four Special Responsibility Allowance, 20% of the Leader's Allowance, £4,077.
- 4.2.18 The Business and Housing and Health and Environment Policy Committees are relatively new committees and in 2019 the Panel recommended a Band Four Special Responsibility Allowance. Following Panel consideration of the workload, frequency of meetings and interviews with the Chairpersons we are of the view that the two Policy Committees should continue to receive a Band Four Special Responsibility Allowance, 20% of the Leader's Allowance, £4,077.

WE RECOMMEND that the Chairperson of Licensing and Regulatory Committee, Chairperson of Audit and Governance Committee, Chairperson of Business and Housing Policy Committee and Chairperson of Health and Environment Policy Committee should each receive a Band Four (Tier Four) Special Responsibility Allowance of 20% of the recommended Leader's Allowance, £4,077.

Chairperson of Council, Other Opposition Group Leaders and Vice Chairperson of the Planning Committee (Tier Five) Band Five

- 4.2.19 The Chairperson of the Council is highly visible across the City Council area and undertakes a high number of civic engagements that raise the profile of the Council and the city. A separate Mayoral Allowance is provided as part of legislative framework.
We therefore recommend that the role of the Chairperson of the Council be recognised at Band Five (Tier Five) and receive an allowance of £3,058, 15% of the Leader's Allowance.

- 4.2.20 The Other Opposition Group Leaders are recognised as part of the Scheme of Members Allowances and we continued to view this role as one that should continue to be defined as a role with 'Special Responsibility'. The Panel therefore recommend that the role of the Other Opposition Group Leaders receive a Band Five (Tier Five) allowance of £3,058, 15% of the Leader's Allowance
- 4.2.21 The Vice Chairperson of the Planning Committee continues to have responsibility and the Planning Committee was regarded by councillors in response to the questionnaire as significant . The Planning Committee has regular meetings, additional site visits and a high level of public engagement. The role of the Vice Chairperson of the Planning Committee supports the workload commitment of the Chair.
- 4.2.22 The Vice Chairperson of Planning is the only Vice Chairperson role that continues to receive a Special Responsibility Allowance. The Panel therefore recommends that the Vice Chairperson of the Planning Committee should receive a Special Responsibility Allowance of 15% of the Leader's Allowance, £3,058.

WE RECOMMEND that the Chairperson of the Council, Other Opposition Group Leaders and Vice Chairperson of the Planning Committee receive a Band Five (Tier Five) Special Responsibility Allowance of 15% of the recommended Leader's Allowance, £3,058.

Chairperson of the Winchester Town Forum, Chairperson of Task and Finish Working Groups (Tier Six) Band Six

- 4.2.23 The role of Chairperson of the Winchester Town Forum was highlighted in the questionnaire as a growing and evolving role. The Panel did give consideration as to whether this role should now be a Band Five. However at this stage the Panel is of the view that the role should continue to be a Band Six role. The Panel would like to look at this role in a further eighteen months to assess whether it should become a Band Five. The Panel is of the view that at present the role of the Chairperson of the Winchester Town Forum should continue to receive a Band Six (Tier Six) Special Responsibility Allowance based on 10% of the Leader's Allowance, £2,038.
- 4.2.24 The Panel was also of the view that when they are established the short life Task and Finish Working Group Chairpersons should continue to be regarded as a Band Six role and should receive a Special Responsibility Allowance based on 10% of the Leader Allowance, £2,038.

WE RECOMMEND that the Chairperson of the Winchester Town Forum and Chairperson(s) of Task and Finish Groups should receive a Band Six (Tier Six) Special Responsibility Allowance, £2,038. WE ALSO RECOMMEND that the Panel further review the Chairperson of the Winchester Town Forum in eighteen-months.

4.3 Travelling and Subsistence Allowance

- 4.3.1 A scheme of allowances may provide for any councillor to be paid for travelling and subsistence undertaken in connection with any of the duties

specified in Regulation 8 of the 2003 Regulations (see paragraph 5.10). Similarly, such an allowance may also be paid to Co-opted/Independent Members of a committee or sub-committee of the Council in connection with any of those duties, provided that their expenses are not also being met by a third party.

WE RECOMMEND that travelling and subsistence allowance should be payable to councillors in connection with any approved councillor duties. The amount of travel payable shall continue to be in line with HM Revenue and Customs' rates. We propose no changes to the current travel allowances. WE ALSO RECOMMEND that no changes be made to the Subsistence Allowance scheme payable for approved councillor duties. The Panel encourages all Councillors to claim for travel and subsistence allowances that they may be entitled to.

WE FURTHER RECOMMEND that a travel allowance for electric vehicles should be promoted based on the current HM Revenue and Customs' rate of 45p per mile.

4.4 Dependant Carers' Allowance

- 4.4.1 The dependant carers' allowance should ensure that potential candidates are not deterred from standing for election to council and should enable current councillors to continue despite any change in their personal circumstances.
- 4.4.2 The Panel is of the view that the Dependant Carers' Allowance should continue to be reimbursed at cost for Childcare and more specialist care.
- 4.4.3 The Panel continues to be of the view that the cost of childcare and more specialist care should be reimbursed at the actual cost incurred by the councillor upon production of receipts. In respect of specialist care provision medical evidence that this type of care provision is required should also be provided and approved by an appropriate officer of the Council.

WE THEREFORE RECOMMEND that the Dependent's Carers' Allowance for childcare and more specialist care should continue be based at cost upon production of receipts. In the case of specialist care a requirement of medical evidence that this type of care be required, the allowance should have no daily or monthly maximum claim when undertaking Approved Councillor Duties.

WE ALSO RECOMMEND that the Council should actively promote the allowance to prospective and new councillors both before and following an election. This may assist in supporting a greater diversity of councillor representation.

4.5 Parental Leave

- 4.5.1 There is no uniform national policy to support councillors who require parental leave for maternity, paternity, or adoption leave. According to the Fawcett Society (Does Local Government Work for Women, 2018) a '*lack of maternity, paternity provision or support*' is a real barrier for women aged 18-44 to fulfil their role as a councillor.

- 4.5.2 We are of the view that support should be provided for parental leave although we do not wish to stipulate an exact policy/procedure. The Panel is aware that the Local Government Association (Labour Group) has developed a model policy that has been adopted by a growing number of councils across the southeast region.
- 4.5.3 There is no legal right to parental leave of any kind for people in elected public office. However, as a way of improving the diversity of Councillors, the Panel would recommend that the Members' Allowance Scheme should be amended to include provisions that clarify that:
- All Councillors shall continue to receive their Basic Allowance in full for a period up to six months in the case of absence from their Councillor duties due to leave related to maternity, paternity, adoption shared parental leave or sickness absence
 - Councillors entitled to a Special Responsibility Allowance shall continue to receive their allowance in full for a period of six months, in the case of absence from their Councillor duties due to leave related to maternity, paternity, adoption, shared parental leave or sickness absence
 - Where for reasons connected with sickness, maternity leave, adoption leave, paternity leave or shared parental leave a Councillor is unable to attend a meeting of the Council for a period of six months, a dispensation by Council can be sought in accordance with Section 85 of the Local Government Act 1972
 - If a replacement to cover the period of absence under these provisions is appointed by Council or the Leader (or in the case of a party group position the party group) the replacement shall be entitled to claim a Special Responsibility Allowance pro rata for the period over which the cover is provided.
 - If a Councillor stands down, or an election is held during the period when a Councillor is absent due to any of the above and the Councillor is not re-elected or decides not to stand down for re-election, their Basic Allowance and any Special Responsibility Allowance will cease from the date they leave office.
- 4.5.4 The Panel is conscious that these provisions do not replicate the LGA policy, but that a policy introduces elements that are more akin to employees which in terms of employment legislation does not include Councillors. We feel that our recommendations more simply and adequately reflect the situation relating to Councillors and clarify for them what they can expect. Councillors however may wish to further develop the above recommendations so that they reflect the LGA (Labour Group) policy.

WE RECOMMEND that the approach outlined is adopted as a basis of a policy to support parental leave for councillors. Should a policy on Parental Leave for Councillors be approved it should be actively promoted to prospective and current Councillors alongside the Dependents' Carers Allowance. This should form part of a wider 'Be A Councillor' (LGA led initiative) programme led by the Council and supported by political groups; to enhance and further increase the diversity of councillor representation.

4.6 Indexing of Allowances

- 4.6.1 A scheme of allowances may make provision for an annual adjustment of allowances in line with a specified index. The present scheme indexes the allowances to the National Joint Council Local Government pay award and the basic allowance, special responsibility allowances is adjusted annually at this rate.

WE THEREFORE RECOMMEND that an annual indexation of the basic allowance and each of the SRAs should continue to be based on the current formula. The allowances should be increased annually in line with an appropriate percentage increase in the NJC Local Government pay award from April 2023 for a period of up to four years. This may be a flat rate percentage increase or as in 2022/23 be based on a specific Spinal Column Point (SCP 29, 5.5%). After this period, the Scheme shall be reviewed again by an independent remuneration panel.

4.7 Revocation of current Scheme of Allowances / Implementation of the new Scheme

- 4.7.1 The 2003 Regulations provide that a scheme of allowances may only be revoked with effect from the beginning of a financial year, and that this may only take effect on the basis that the authority makes a further scheme of allowances for the period beginning with the date of revocation.

WE THEREFORE RECOMMEND that the new scheme of allowances to be agreed by the Council be implemented with effect from the beginning of the 2023-24 financial year, at which time the current scheme of allowances will be revoked.

4.8 Backdating of the Recommended Scheme of Allowances

- 4.8.1 The 2003 Regulations allow for the recommended scheme of allowances to be backdated to the beginning of the financial year if required. No backdating is required following this review as the recommendations will take effect from the beginning of the 2023-24 financial year.

5. OUR INVESTIGATION

5.1 Background

- 5.1.1 As part of this review, a questionnaire was issued to all councillors to support and inform the review. Responses were received from 26 of the 60 current councillors (58% response). The information obtained was helpful in informing our deliberations.
- 5.1.2 We interviewed nine current councillors and held a workshop for Councillors. We used a structured questioning process. We also received one written submission. We are grateful to all our interviewees for their assistance.

5.2 Councillors' views on the level of allowances

- 4.8.2 A summary of the councillors' responses to the questionnaire are attached as Appendix 2.

6. APPROVED COUNCILLOR DUTIES

- 6.1.1 The Panel reviewed the recommended duties for which allowances should be payable and recommend that no changes be made.

**Mark Palmer (Chair of the Independent Remuneration Panel)
Development Director, South East Employers
October 2022**

Appendix 1: Summary of Panel's Recommendations

Allowance	Current Amount for 2021-22	Number	Recommended Allowance (45% PSD)	Recommended Allowance Calculation
Basic (BA)				
Total Basic:	£6,074	45	£6,795	

Special Responsibility:				
Leader of the Council	£18,205	1	£20,385	300% of BA
Deputy Leader With Portfolio	£9,933	1	£11,211	55% of Leader's Allowance
Cabinet Member	£8,275	6	£9,173	45% of Leader's Allowance
Chairperson of Scrutiny	£8,275	1	£9,173	45% of Leader's Allowance
Chairperson of Planning Committee	£8,275	1	£9,173	45% of Leader's Allowance
Leader of Principal Opposition Group	£8,275	1	£9,173	45% of Leader's Allowance
Chairperson of Licensing & Regulatory Committee	£3,312	1	£4,077	20% of Leader's Allowance
Chairperson of Audit & Governance Committee	£3,312	1	£4,077	20% of Leader's Allowance
Chairperson of Business & Housing Policy Committee	£3,312	1	£4,077	20% of Leader's Allowance
Chairperson of Health & Environment Policy Committee	£3,312	1	£4,077	20% of Leader's Allowance
Chairperson of Council	£2,485	1	£3,058	15% of Leader's Allowance
Other Opposition Group Leaders	£2,485	1	£3,058	15% of Leader's Allowance
Vice Chairperson of Planning Committee	£2,485	1	£3,058	15% of Leader's Allowance
Chairperson of Winchester Town Forum	£1,658	1	£2,038	10% of Leader's Allowance
Chairperson of Task & Finish Working Groups	£1,658	When required	£2,038	10% of Leader's Allowance

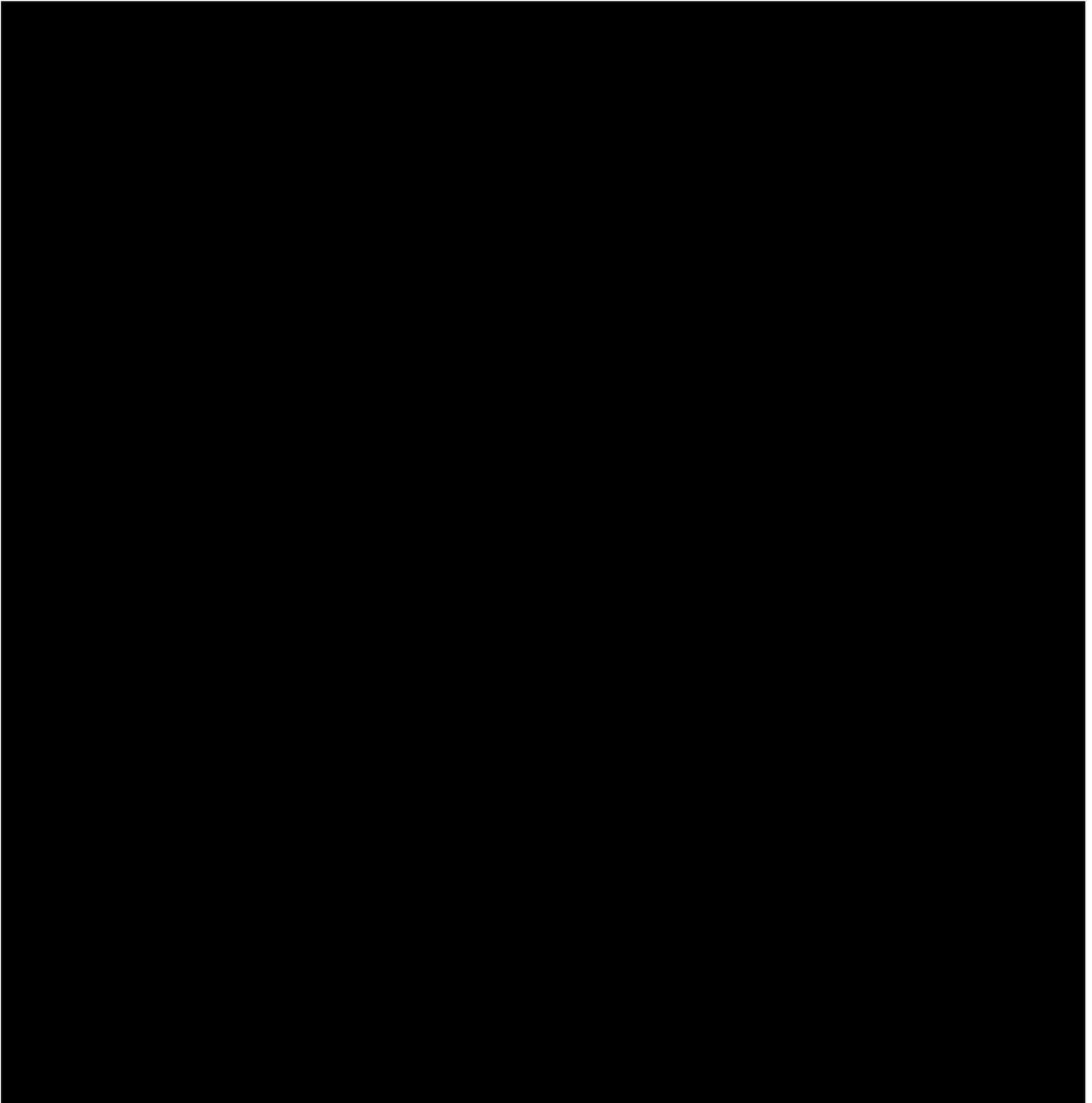
Q1 In a typical week how many hours do you spend on Council business?

Answered: 24 Skipped: 1

#	RESPONSES	DATE
	30 hours including travel (2.5hrs on average)	8/31/2022 3:40 PM
	20	8/30/2022 5:52 PM
	20-25	8/30/2022 10:20 AM
	25	8/26/2022 5:12 PM
	6-8	8/26/2022 4:19 PM
	20 hours	8/22/2022 2:46 PM
	25	8/18/2022 10:56 AM
	35-40	8/15/2022 12:25 AM
	30	8/13/2022 2:09 PM
	10 - 14	8/11/2022 7:46 PM
	32	8/11/2022 1:55 PM
	60	8/11/2022 12:01 PM
	20	8/11/2022 11:33 AM
	20	7/30/2022 9:19 PM
	30	7/22/2022 6:29 PM
	14	7/20/2022 9:12 AM
	20	7/14/2022 1:52 PM
	20	7/14/2022 11:47 AM
	35	7/13/2022 8:04 PM
	10	7/13/2022 5:39 PM
	25	7/13/2022 4:46 PM
	10 - 15	7/13/2022 4:21 PM
	30	7/13/2022 4:09 PM
	10	7/13/2022 4:04 PM

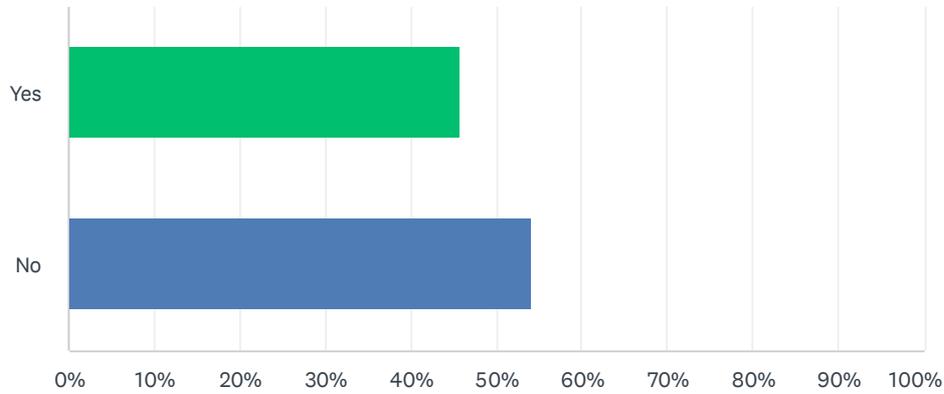
Q2 If you hold a role(s) within the Council i.e. Group Leader, Chair/Vice Chair etc., how many hours do you spend in a typical week on Council business relevant to the role(s). [Please provide details separately for each role if more than one additional role is held.] Please specify specific roles below and hours spent on each role:

Answered: 19 Skipped: 6

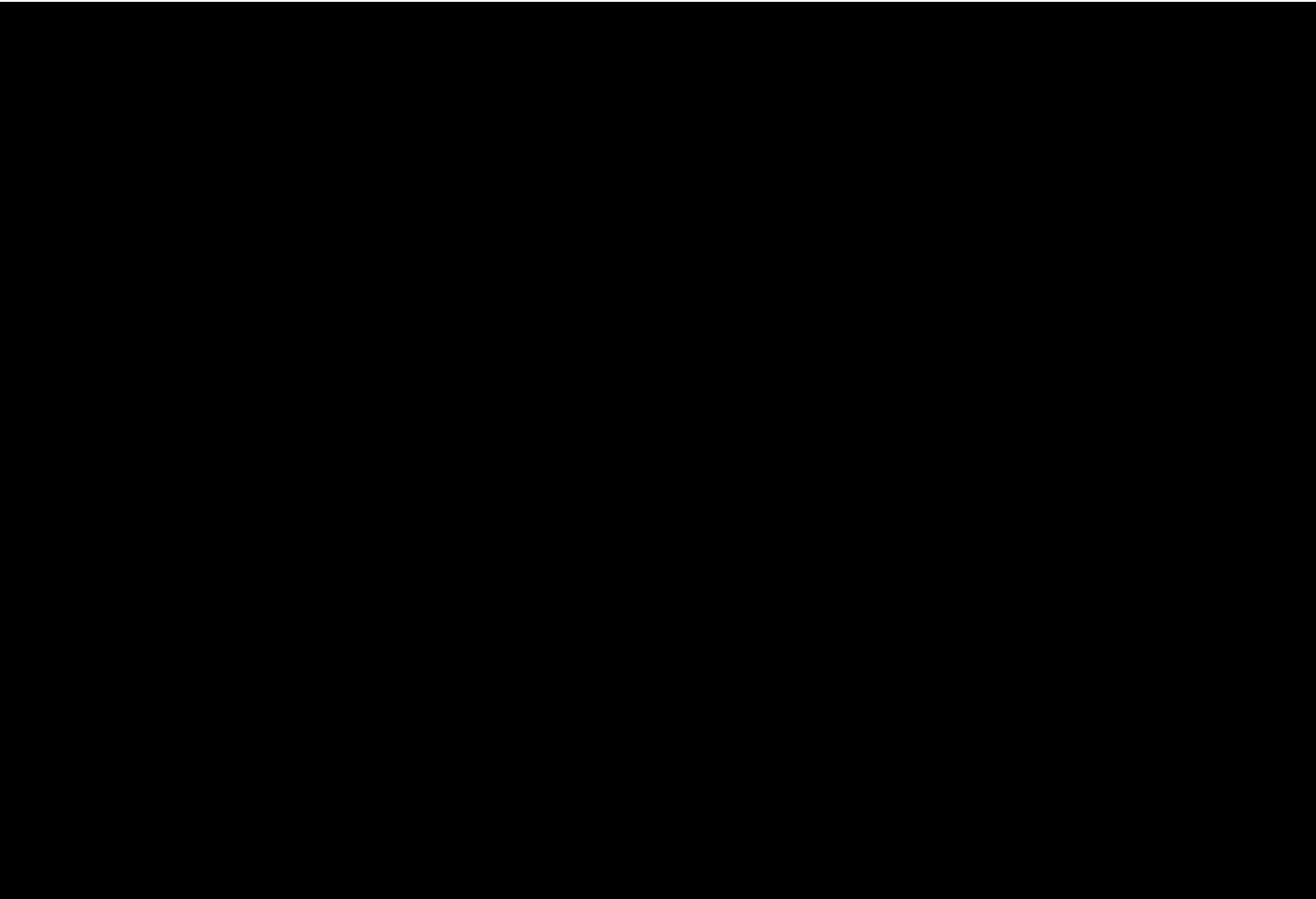


Q3 Do you incur any significant costs which you believe are not covered by your present allowance?

Answered: 24 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	45.83%	11
No	54.17%	13
TOTAL		24



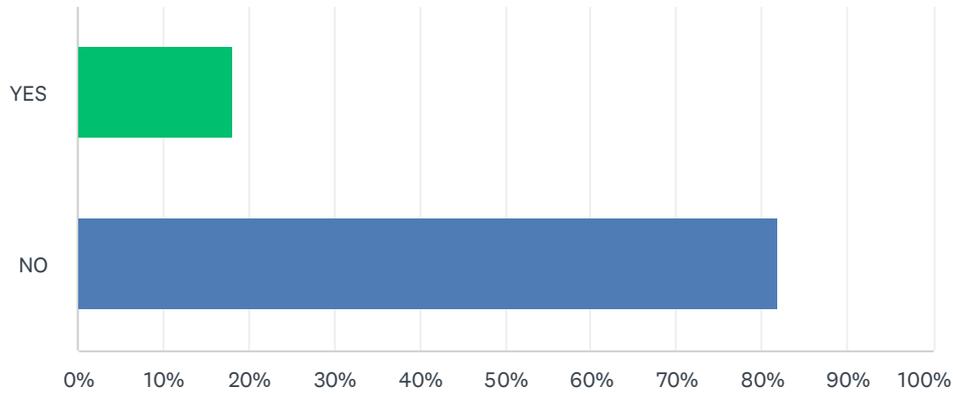
Q4 Government guidance states that “it is important that some element of the work of Councillors continues to be voluntary”. As part of their deliberations, Independent Remuneration Panels will assess what Public Service Discount should apply to the basic allowance - that is the percentage of their time Councillors expect to give without any financial remuneration. Accordingly, what do you feel is an acceptable amount of time to be given, unremunerated, if any, expressed as a percentage?

Answered: 24 Skipped: 1

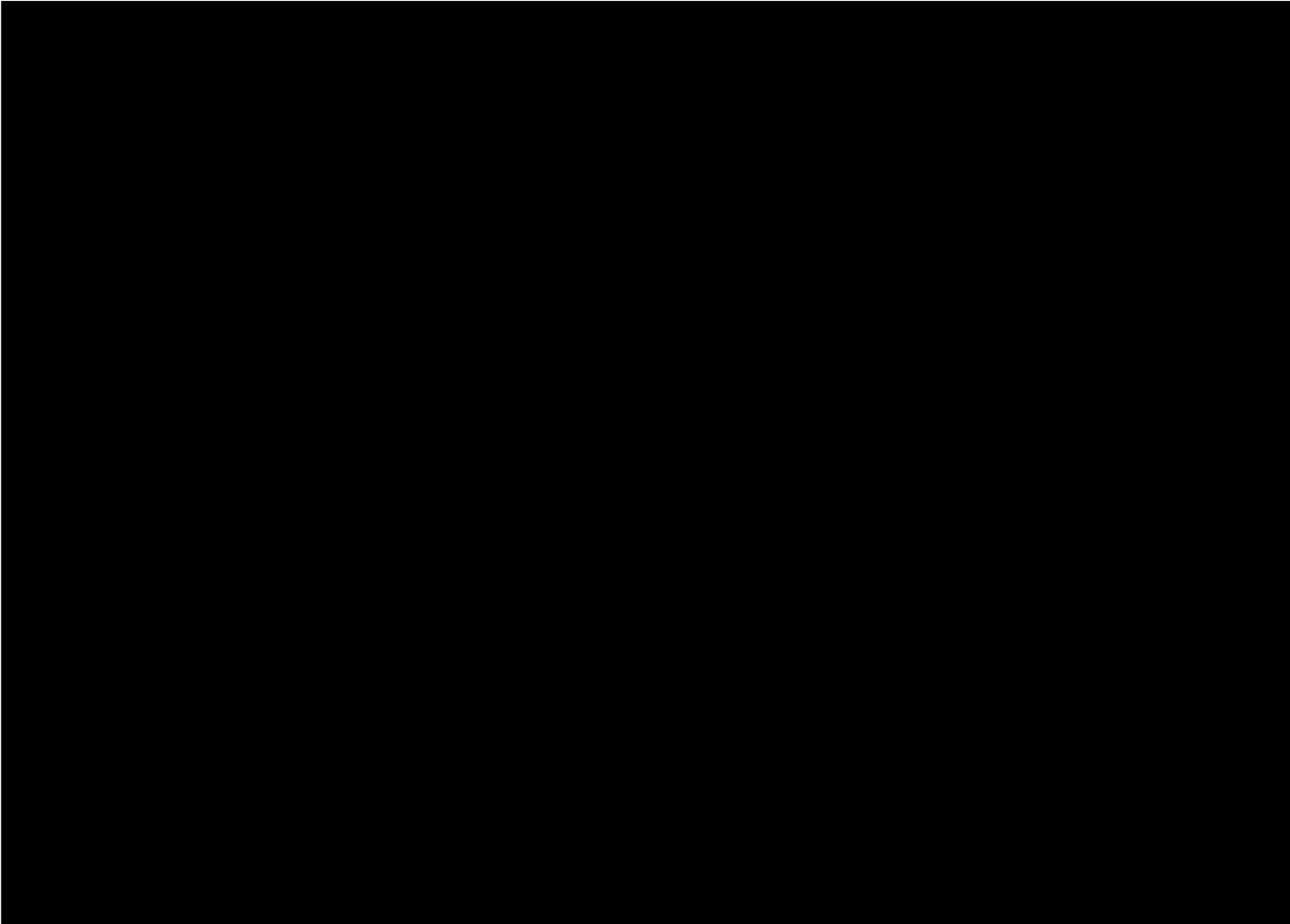
#	RESPONSES	DATE
	10% or 4 hours whichever is greater.	8/31/2022 3:40 PM
	50	8/30/2022 5:52 PM
	25-40%. [REDACTED]	8/30/2022 10:20 AM
	30%	8/26/2022 5:12 PM
	10%	8/26/2022 4:19 PM
	25% [REDACTED]	8/22/2022 2:46 PM
	50%	8/18/2022 10:56 AM
	[REDACTED] 25%	8/15/2022 12:25 AM
	100. [REDACTED]	8/13/2022 2:09 PM
	Up to 7 hours per week doing local work	8/11/2022 7:46 PM
	10 hours a week	8/11/2022 1:55 PM
	[REDACTED]	8/11/2022 12:01 PM
	50%	8/11/2022 11:33 AM
	50%	7/30/2022 9:19 PM
	[REDACTED]	7/22/2022 6:29 PM
	20%	7/20/2022 9:12 AM
	50%	7/14/2022 1:52 PM
	20%	7/14/2022 11:47 AM
	25%	7/13/2022 8:04 PM
	100%	7/13/2022 5:39 PM
	20	7/13/2022 4:46 PM
	20%	7/13/2022 4:21 PM
	40%	7/13/2022 4:09 PM

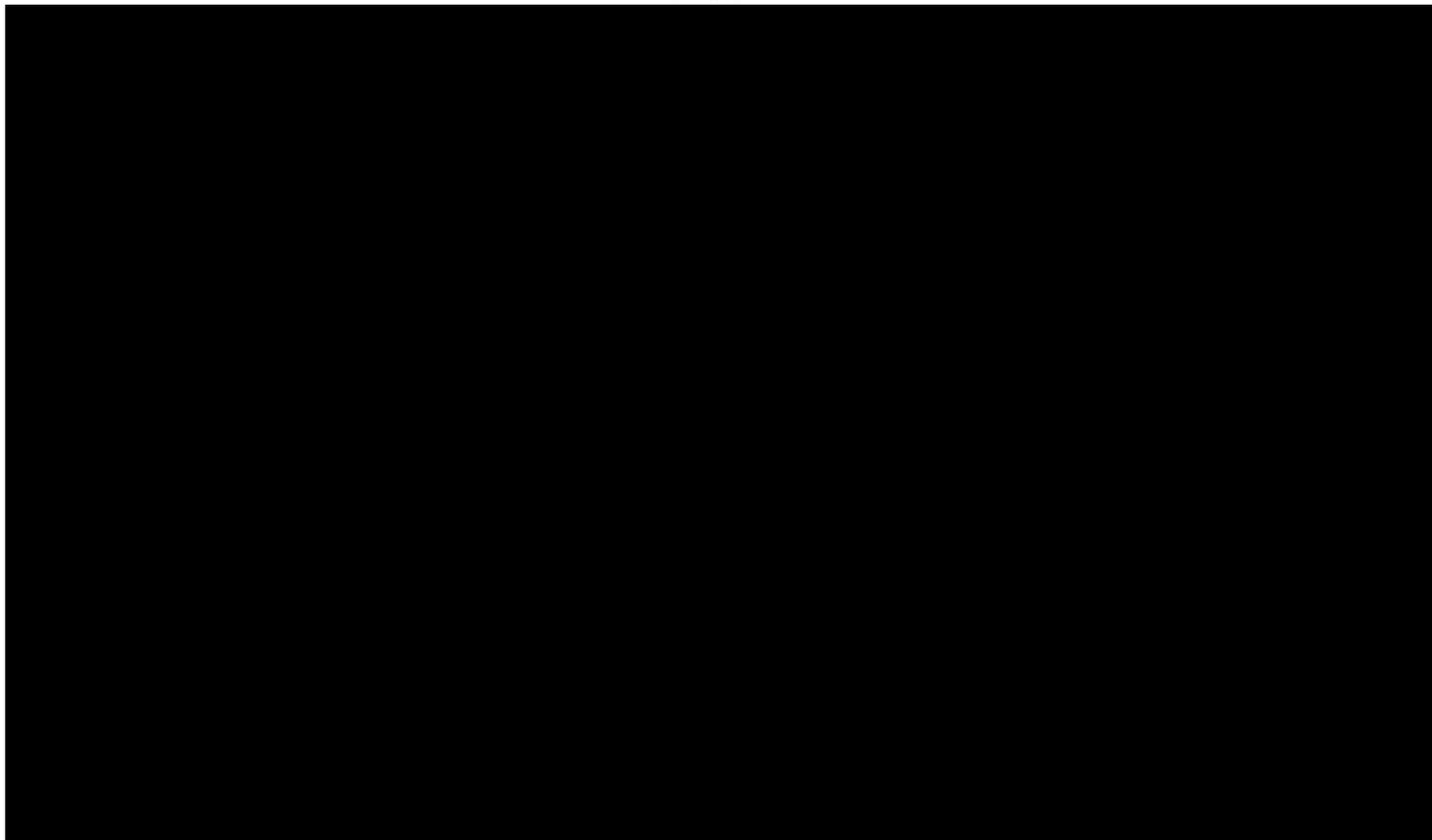
Q5 The present level of Basic Allowance payable to all Councillors is £6,074. Do you think this is appropriate?

Answered: 22 Skipped: 3



ANSWER CHOICES	RESPONSES	
YES	18.18%	4
NO	81.82%	18
TOTAL		22





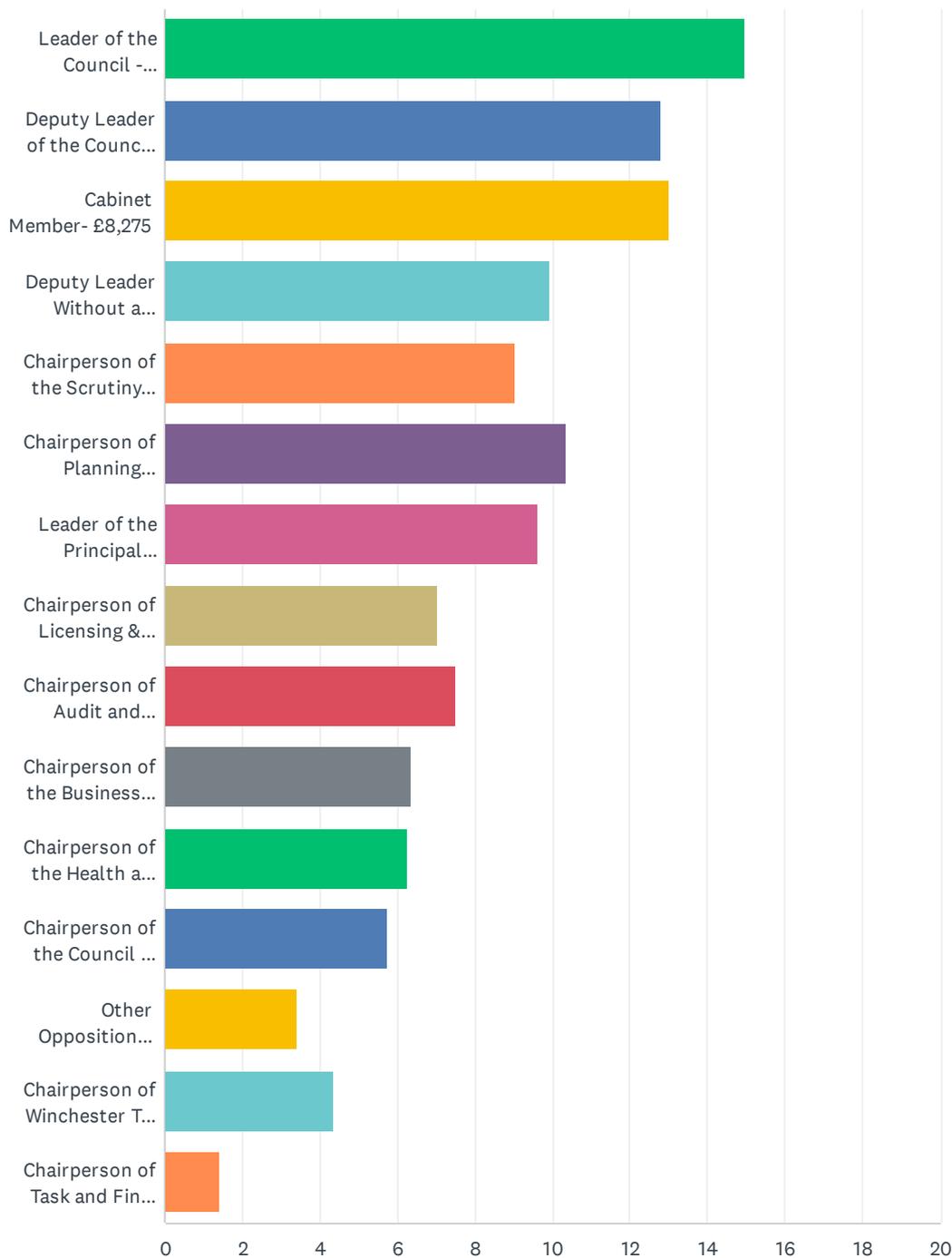
Q6 If you are able to, please indicate an appropriate level £:

Answered: 16 Skipped: 9

#	RESPONSES	DATE
	£7,000	8/31/2022 3:40 PM
	>£10k	8/30/2022 5:52 PM
	Aim to double that over 3-5 years.	8/30/2022 10:21 AM
	£7000	8/26/2022 5:16 PM
	8-9k	8/26/2022 4:21 PM
	Circa £8000	8/18/2022 10:57 AM
	100	8/13/2022 2:21 PM
	Basic allowance should be £8-10,000	8/11/2022 1:56 PM
	I would like to see this benchmarked with other authorities	8/11/2022 12:03 PM
	Closer to the basic rate tax threshold.	7/30/2022 9:23 PM
	[REDACTED]	7/22/2022 6:38 PM
	£8-10k basic annual allowance	7/14/2022 11:50 AM
	[REDACTED]	7/13/2022 8:15 PM
	Nothing	7/13/2022 5:40 PM
	£8,000	7/13/2022 4:21 PM
	7 to 8,000	7/13/2022 4:10 PM

Q7 Special Responsibility Allowances (SRAs) are currently paid as follows: [To assist the Panel to produce a more consistent group of allowances, please can you score each role / position in respect of importance and impact, with 1 being the most important.

Answered: 21 Skipped: 4



Independent Remuneration Panel Members' Allowances Questionnaire 2022 - Winchester City Council

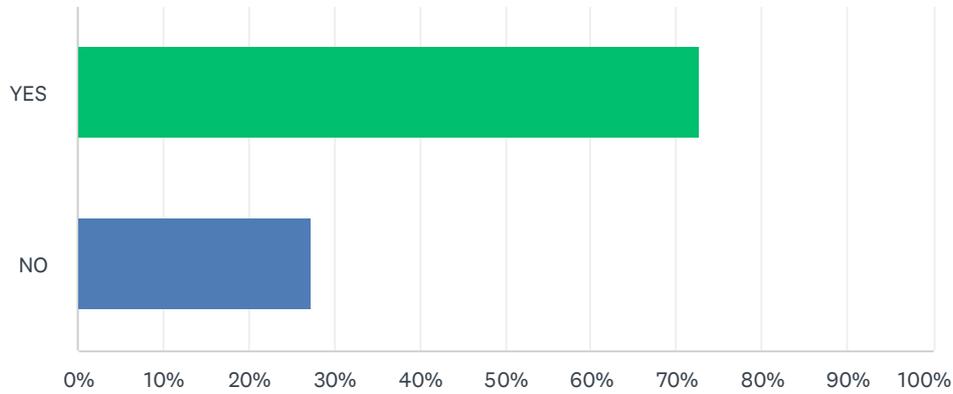
	1	2	3	4	5	6	7	8	9	10	11
Leader of the Council - £18,205	95.24% 20	4.76% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0
Deputy Leader of the Council - £9,933	0.00% 0	76.19% 16	9.52% 2	4.76% 1	0.00% 0						
Cabinet Member- £8,275	0.00% 0	19.05% 4	61.90% 13	19.05% 4	0.00% 0						
Deputy Leader Without a Portfolio- £8,275	0.00% 0	0.00% 0	25.00% 4	37.50% 6	6.25% 1	6.25% 1	0.00% 0	0.00% 0	6.25% 1	0.00% 0	0.00% 0
Chairperson of the Scrutiny Committee- £8,275	0.00% 0	0.00% 0	4.76% 1	0.00% 0	42.86% 9	19.05% 4	4.76% 1	4.76% 1	4.76% 1	4.76% 1	4.76% 1
Chairperson of Planning Committee- £8,275	0.00% 0	0.00% 0	0.00% 0	26.32% 5	21.05% 4	21.05% 4	26.32% 5	5.26% 1	0.00% 0	0.00% 0	0.00% 0
Leader of the Principal Opposition Group- £8,275	0.00% 0	0.00% 0	5.00% 1	10.00% 2	20.00% 4	5.00% 1	40.00% 8	15.00% 3	0.00% 0	5.00% 1	0.00% 0
Chairperson of Licensing & Regulation Committee - £3,312	0.00% 0	0.00% 0	0.00% 0	5.00% 1	5.00% 1	5.00% 1	0.00% 0	20.00% 4	35.00% 7	5.00% 1	10.00% 2
Chairperson of Audit and Governance Committee- £3,312	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	15.00% 3	10.00% 2	30.00% 6	20.00% 4	15.00% 3	0.00% 0
Chairperson of the Business and Housing Policy Committee - £3,312	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	10.53% 2	0.00% 0	0.00% 0	21.05% 4	42.11% 8	26.32% 5
Chairperson of the Health and Environment Policy Committee- £3,312	0.00% 0	0.00% 0	0.00% 0	0.00% 0	5.00% 1	0.00% 0	10.00% 2	10.00% 2	5.00% 1	25.00% 5	35.00% 7
Chairperson of the Council - £2,485	5.26% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	15.79% 3	0.00% 0	10.53% 2	5.26% 1	0.00% 0	10.53% 2
Other	0.00%	0.00%	0.00%	5.26%	0.00%	0.00%	0.00%	0.00%	0.00%	5.26%	5.26%

Independent Remuneration Panel Members' Allowances Questionnaire 2022 - Winchester City Council

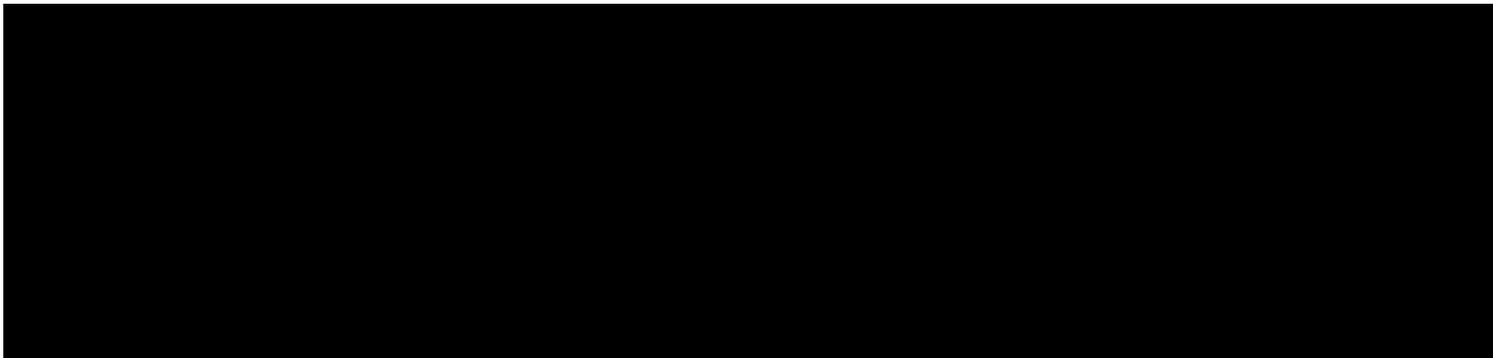
Opposition Group Leaders - £2,485	0	0	0	1	0	0	0	0	0	1	1
Chairperson of Winchester Town Forum- £1,658	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	5.26% 1	10.53% 2	5.26% 1	5.26% 1	0.00% 0	5.26% 1
Chairperson of Task and Finish or Ad Hoc Working Groups- £1,658	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0						

Q8 Would you like to see any of these changes made to these allowances?

Answered: 22 Skipped: 3

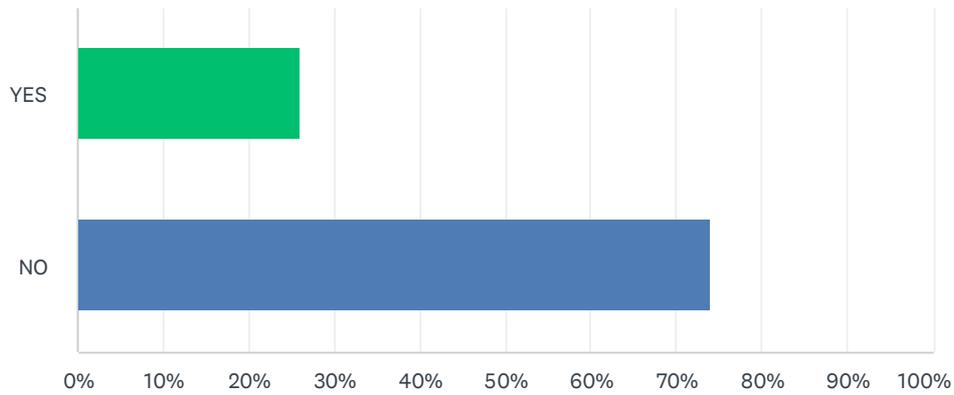


ANSWER CHOICES	RESPONSES	
YES	72.73%	16
NO	27.27%	6
TOTAL		22

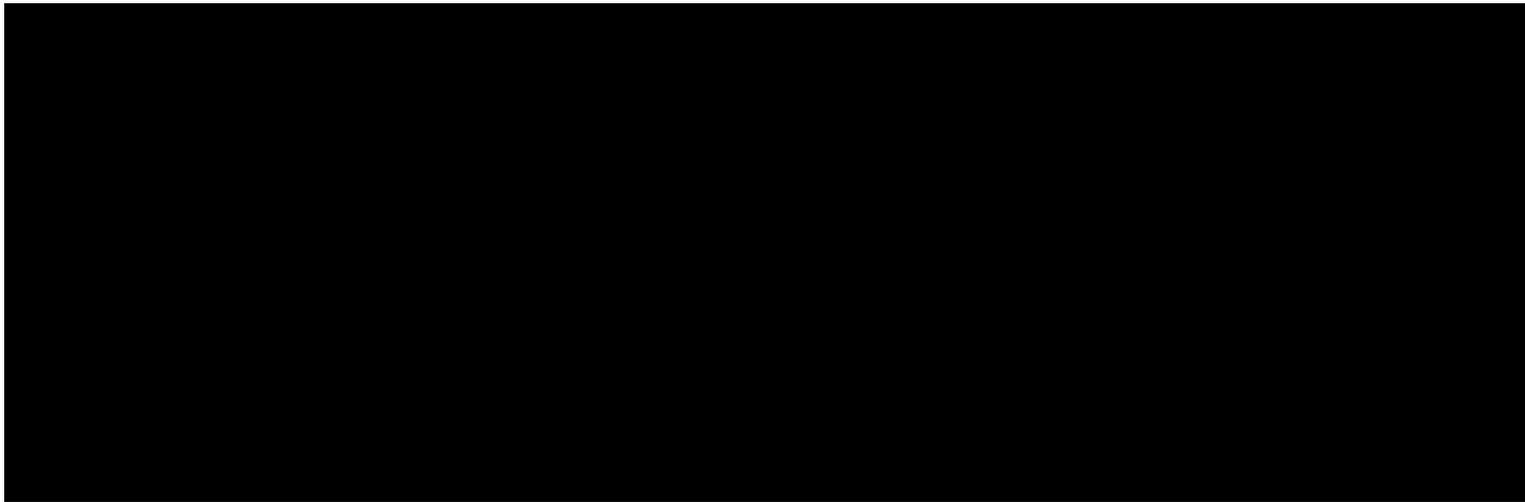


Q9 Would you like to see any new SRAs introduced?

Answered: 23 Skipped: 2

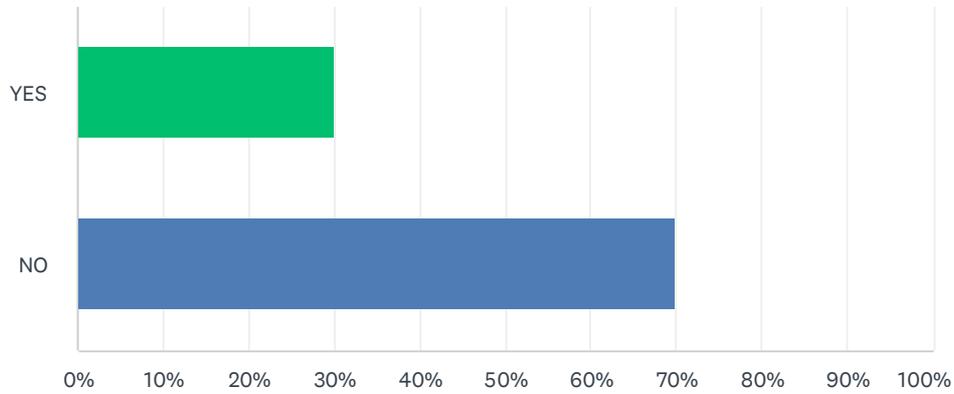


ANSWER CHOICES	RESPONSES
YES	26.09% 6
NO	73.91% 17
TOTAL	23

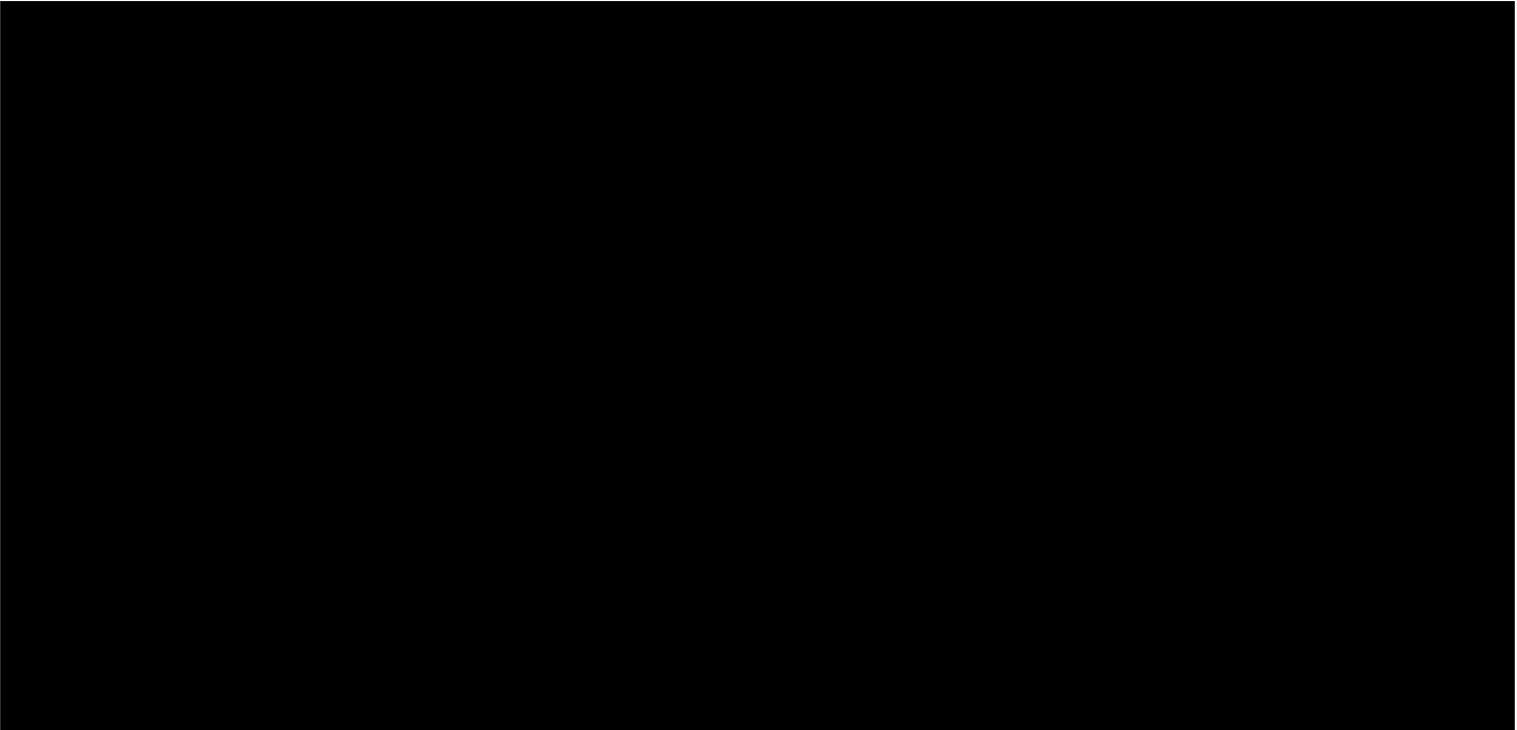


Q10 Dependent Carers' Allowance - Reimbursed at actual expenditure incurred. Would you like to see any changes to this allowance?

Answered: 20 Skipped: 5

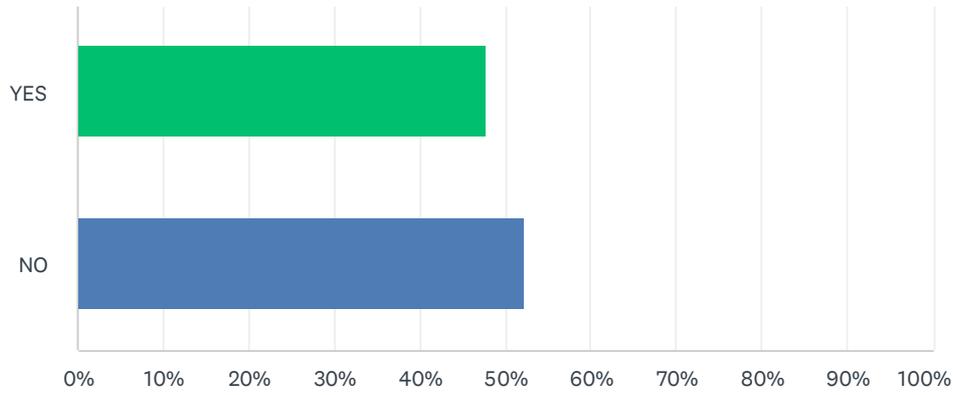


ANSWER CHOICES	RESPONSES	
YES	30.00%	6
NO	70.00%	14
TOTAL		20



Q11 The current scheme of travel allowances are linked to those recommended by HMRC. Do you have any comments on the current scheme for Councillors?

Answered: 23 Skipped: 2

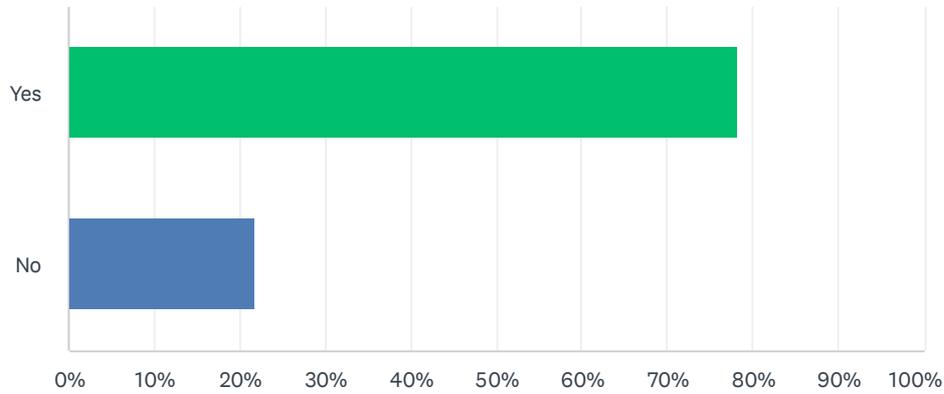


ANSWER CHOICES	RESPONSES	
YES	47.83%	11
NO	52.17%	12
TOTAL		23



Q12 Parental Leave Policy for Councillors. Would you be supportive of a Parental Leave Policy for Councillors?

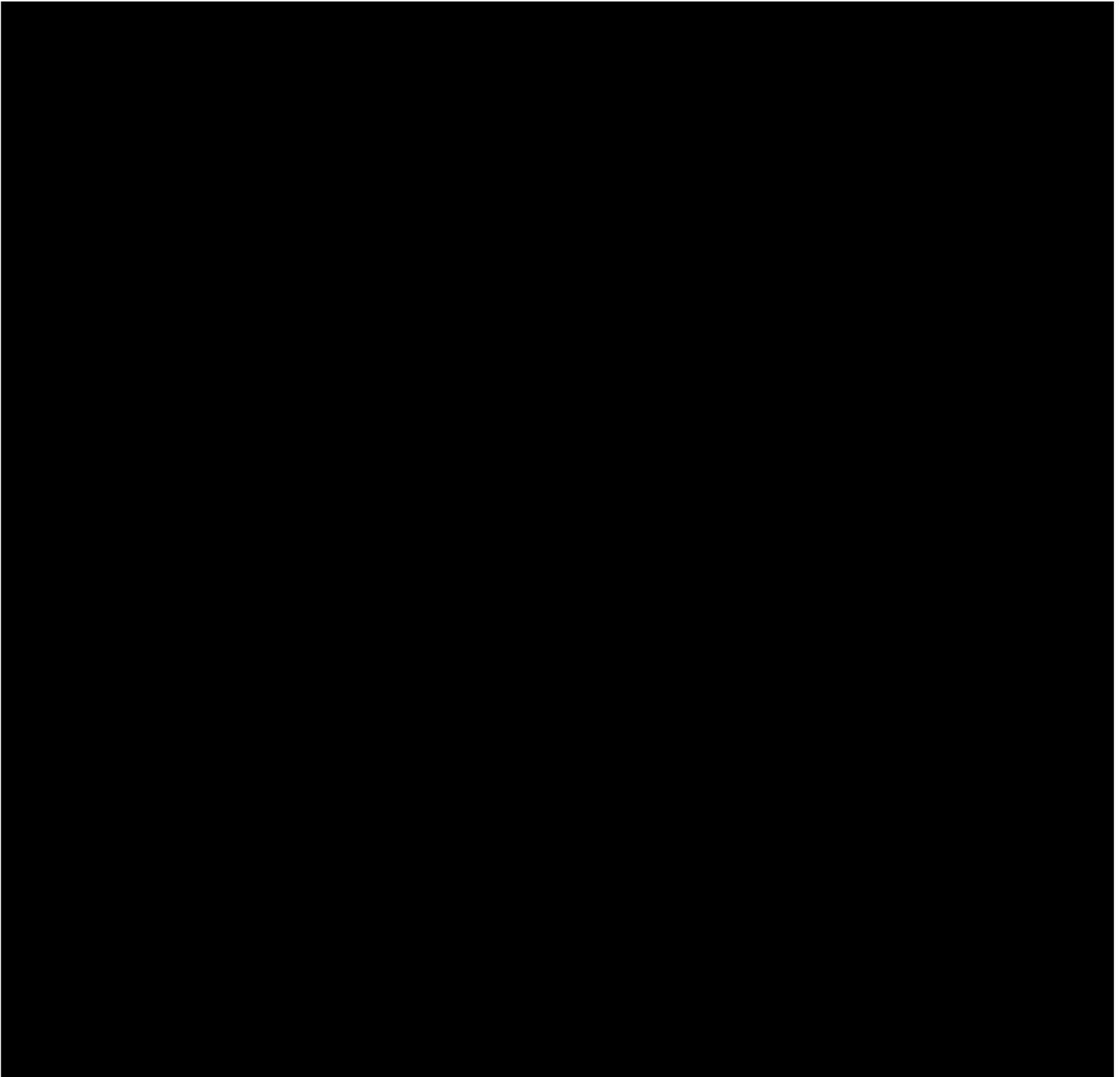
Answered: 23 Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	78.26%	18
No	21.74%	5
TOTAL		23

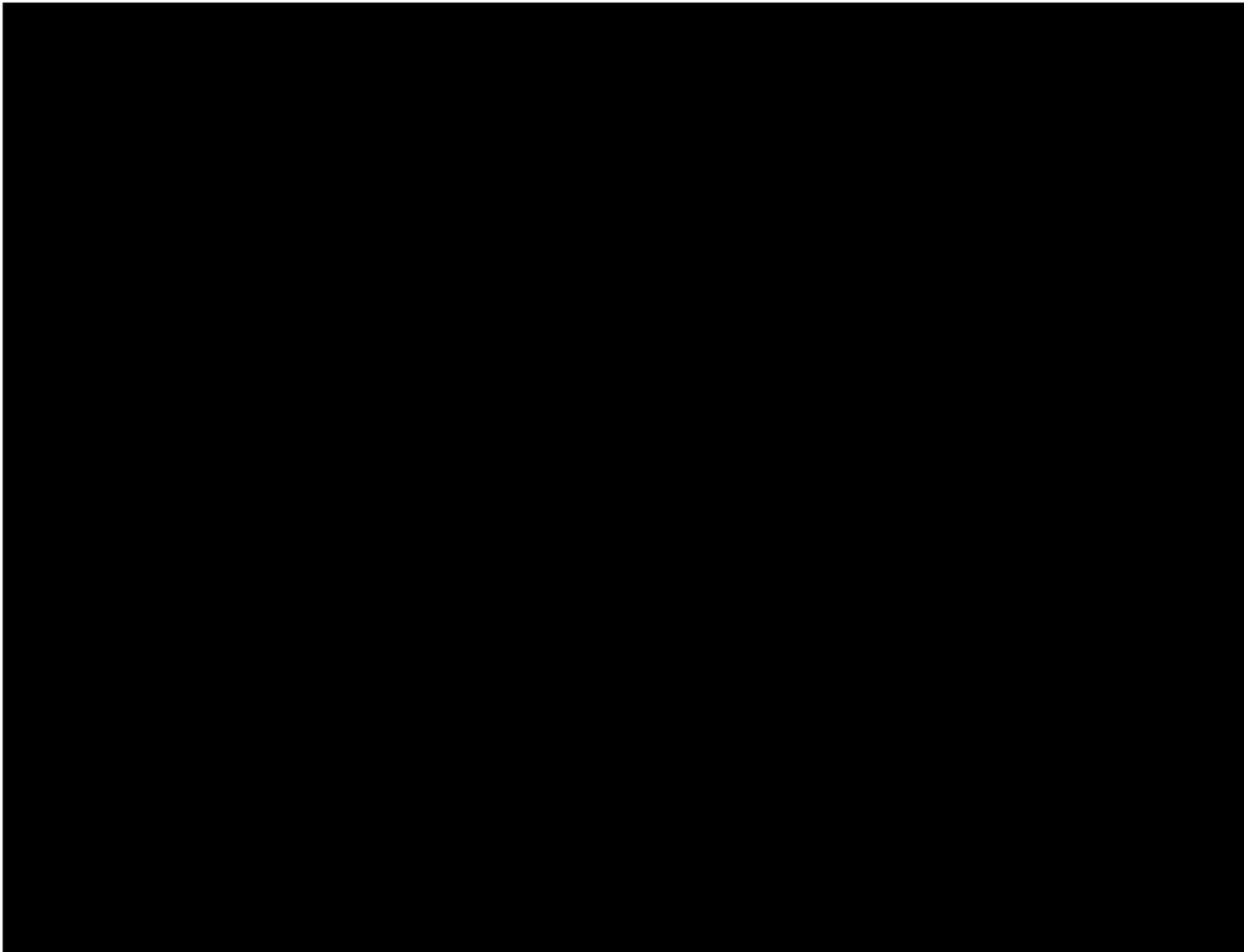
Q13 If you have any other comments on Members' Allowances, please detail below:

Answered: 12 Skipped: 13



Q14 Name:

Answered: 20 Skipped: 5





Appendix 3 South East Employers, Members Allowances Survey 2022 – SUMMARY DATA

Council name	Type of council	County area	Population	Basic Allowance for 2020/2021	Overall budget for Member Allowances	Total number of councillors
Basingstoke and Deane Borough Council	District	Hampshire	185200	£7,445.00	£616,600.00	54
East Hampshire District Council	District	Hampshire	125700	£5,200.00	~£373,934	43
Eastleigh Borough Council	District	Hampshire	131,819	£7,011.50	£419,110.00	39
Fareham Borough Council	District	Hampshire	115627	£7,704.00	£234,000.00	31
Gosport Borough Council	District	Hampshire	80000	£7,068.00	£280,000.00	28
Hart District Council	District	Hampshire	97000	£4,875.00	£253,609.00	33
Havant Borough Council	District	Hampshire	45830	£5,676.00	£362,838.00	38
New Forest District Council	District	Hampshire	175800	£6,871.00	£566,907.00	60
Rushmoor Borough Council	District	Hampshire	94600	£5,425.00	£310,000.00	39
Test Valley Borough Council	District	Hampshire	130500	£7,619.00	£430,925.00	43
Winchester City Council	District	Hampshire	124300	£6,074.00	£393,448.00	45