

Appendix A

Corporate Governance and Audit Committee, 26th September 2026

Terms of Reference, Kirklees Community Governance Review

1. Introduction

1.1 Kirklees Council has resolved to undertake a Community Governance Review (CGR) of those areas of Kirklees which are currently parished and relevant adjoining land.

1.2 In undertaking the Review, the Council will be guided by:

- Part 4 of the Local Government and Public Involvement in Health Act 2007
- The relevant parts of the Local Government Act 1972
- Guidance on Community Governance Reviews issued in accordance with section 100(4) of the Local Government and Public Involvement in Health Act 2007 by the Department of Communities and Local Government and the Local Government Boundary Commission for England in March 2010
- The following regulations which guide, in particular, consequential matters arising from the Review: Local Government (Parishes and Parish Councils) (England) Regulations 2008; Local Government Finance (New Parishes) Regulations 2008

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

1.4 These terms of reference set out how the review will be conducted and the matters on which the review is to focus.

2. Why is the council carrying out this Community Governance Review?

2.1 Guidance on CGRs from the Local Government Boundary Commission for England states that it is good practice for a principal council to consider conducting a review every 10-15 years. The last CGR in Kirklees took place in 2008/9.

2.2 The Local Government Boundary Commission commenced a full electoral review of the Kirklees District at the beginning of 2023 and published its final recommendations in December 2024.

2.3 The Commission have not amended the parish wards as part of their review; however, they have moved a small area from Dewsbury South ward to Kirkburton ward and a small area from Ravensthorpe into the Mirfield ward. Until a Community Governance Review takes place and formally resolves, these small areas will need to remain separate from the Parish Councils in Kirkburton and Mirfield.

2.4 It is therefore considered by Council an appropriate time to review arrangements for community governance within the area.

3.What is a community governance review?

3.1 A CGR is the process that is used to consider parish arrangements. A CGR is carried out by the principal council and is used to look at the whole or part of the district.

4. Scope of the review

4.1 The review will focus on those areas of Kirklees which are currently parished and relevant adjoining land, to enable us to consider if any changes are needed to existing parish arrangements.

4.2 The Review will consider whether community governance arrangements within the areas under review are:

- reflective of the identities and interests of the community in that area; and
- effective and convenient to the community in that area

4.3 and make recommendations with regard to:

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

4.4 In doing to, the review is required to take into account:

- the impact of community governance arrangements on community cohesion; and
- the size, population and boundaries of a local community or parish

5. What is meant by the term 'community governance'?

5.1 The term 'community governance' is used to describe the variety of ways in which local communities are able to take more responsibilities for local issues affecting their area. A key aspect of community governance is community empowerment, and the ability of local people and organisations to see through specific projects to tackle local issues.

5.2 In parished areas, both the principal council and the parish council have a formal democratic role in terms of community governance. However, a variety of different structures and organisations can also contribute to community governance at a local

level - including, for example, local residents' associations and community or neighbourhood forums, all of which make a distinct contribution to the community.

5.3 The review needs to take into account all current and any future plans for community governance in making recommendations about parish arrangements.

6. What do Parish Councils do?

6.1 Parish Councils represent the most local form of government and can own land and assets, employ staff and provide services at a local level. They can raise funds to meet the costs of administration and provision of services through setting a precept which forms part of council tax bills levied on council taxpayers in the parish.

6.2 Parish councils can take different forms but usually are made up of local people who stand for election as parish councillors to represent their area, with elections taking place every four years. They can be the voice of the local community and work with other tiers of government and external organisations to co-ordinate and deliver services and work to improve the quality of life in the area.

7. Parish Governance in our area

7.1 At present, there are five parish and town councils in Kirklees:

- Denby Dale Parish Council
- Holme Valley Parish Council
- Kirkburton Parish Council
- Meltham Town Council
- Mirfield Town Council

7.2 Of these, four are divided into parish wards. A map of the areas which are currently in a Parish is attached at Annex 1.

7.3 The Council believes parish councils play an important role in terms of community empowerment at the local level and wants to ensure parish governance in our district continues to be robust and representative. Furthermore, it wants to ensure there is clarity and transparency to the areas parish councils represent and that the electoral arrangements of parishes are appropriate, equitable and readily understood by their electorate.

8. Issues considered in the Community Governance (Parish) Review

8.1 Parish Boundaries

8.1.1 Parish boundaries should be easily identifiable and reflect the separation of settlements recognised locally as having their own identity. These boundaries should generally reflect the areas between communities with low populations or physical barriers such as water courses or man-made features such as railways or motorways.

8.1.2 A review of parish boundaries is an opportunity to put in place strong boundaries, tied to firm ground detail, and remove anomalous parish boundaries.

8.2 Council size

8.2.1 Council size is the term used to describe the number of parish councillors to be elected to the whole parish council. The Local Government Act 1972 (as amended) specifies each parish council must have at least five parish councillors; there is no maximum number. There are no rules relating to the allocation of those councillors between parish wards, but each parish ward must have at least one parish councillor.

8.2.2 NALC published guidance in 1988 on the suggested number of parish councillors to be allocated depending on the size of the population being represented. NALC recommended a council of no more than the legal minimum of five members is inconveniently small, and it considers the practical minimum should be seven. It considered local council business does not usually require a large body of councillors, and business convenience makes it appropriate to suggest the practical maximum should be 25.

8.2.3 Within those minimum and maximum limits, the following allocations were recommended by NALC:

| Electors | Councillors | Electors | Councillors |
|-----------------|--------------------|-----------------|--------------------|
| Up to 900 | 7 | 10,400 | 17 |
| 1,400 | 8 | 11,900 | 18 |
| 2,000 | 9 | 13,500 | 19 |
| 2,700 | 10 | 15,200 | 20 |
| 3,500 | 11 | 17,000 | 21 |
| 4,400 | 12 | 18,900 | 22 |
| 5,400 | 13 | 20,900 | 23 |
| 6,500 | 14 | 23,000 | 24 |
| 7,700 | 15 | 45,000 | 25 |
| 9,000 | 16 | | |

8.2.4 In considering the issue of parish council size each area should be considered on its own merits having regard to its historical picture, population, geography and the pattern of communities.

8.3 Parish warding

8.3.1 Parish warding is the division of a parish into wards for the purpose of electing parish councillors, including the number and boundaries of any wards, the number of councillors to be elected for any ward and the names of wards.

8.3.2 In considering whether or not a parish should be divided into wards, the legislation requires that consideration be given to whether:

- a) The number, or distribution of the local government electors for the parish would make a single election of parish councillors impracticable or inconvenient; and
- b) It is desirable that any area or areas of the parish should be separately represented.

8.3.3 There is a need to consider not only the size of the electorate in the area but also the distribution of communities within in it.

8.3.4 When contemplating parish ward boundaries there is a need to ensure that consideration is given as to the desirability of fixing of boundaries which are, and will remain, easily identifiable, as well as taking into account any local ties which will be broken by the fixing of any particular boundaries.

8.4 Names of Parish wards

8.4.1 In considering the names of parish wards, thought should be given to existing local or historic places so that, where appropriate, these are reflected.

8.5 The number of parish councillors to be elected for parish wards

8.5.1 If it is proposed that a parish should be warded, consideration should be given to the levels of representation between each ward i.e. the number of parish councillors to be elected for each ward and the number of electors they represent.

8.5.2 It is not in the interests of effective and convenient local government, either for voters or parish councillors, to have significant differences in levels of representation between different parish wards.

8.6 Ordinary year of election

8.6.1 Ordinary parish elections are held once every four years with all parish councillors being elected at the same time.

8.6.2 The first elections under any new electoral arrangements will take place in the regular cycle of Parish Council elections after the conclusion of the Review, currently scheduled to be held in May 2027.

8.7 Parish names and alternative styles for parishes

8.7.1 Prior to the 2007 Act, a parish could be given the status of a town under the Local Government Act 1972. "Town" status continues to be available to a parish. In addition, the 2007 Act offers a further choice of alternative styles for a parish: community, neighbourhood and village. However, for as long as the parish has an alternative style, it will not also be able to have the status of a town and vice versa.

8.7.2 The 'name' of a parish refers to the geographical name of the area concerned, whereas its status or 'style' allows for that area to be known as a town, community,

neighbourhood or village, rather than as a parish. The status or style of the parish will be reflected in the name of any council of the parish, the parish meeting, and the chair or vice-chair of the parish meeting or of any parish council. So, for example, the council of a parish which uses the style 'village' will be known as the 'village council' and its councillors as the 'village councillors', etc.

8.7.3 So far as existing parishes under review are concerned, the review must make recommendations as to whether the geographical name of the parish should be changed, but it may not make any recommendations for the parish about alternative style. It will be for the parish council or parish meeting to resolve whether the parish should have one of the alternative styles.

8.8 Grouping of parishes

8.8.1 Under Section 91 of the 2007 Act a CGR can recommend the grouping or de-grouping of parishes. In some instances, it may be appropriate to group parishes to allow a common parish council to be formed.

8.8.2 De-grouping may also offer the reverse possibility where local communities have expanded. Any grouping or de-grouping needs to be compatible with the retention of community interests, and it would be inappropriate to use it to build artificially large units under single parish councils. However, it could offer a possibility for parishes with less than 150 electors to be grouped with other parishes under an elected parish council despite being unable to form a parish council in their own right.

9. Who will undertake the review?

9.1 As the relevant principal authority, Kirklees Council is responsible for conducting any CGR within its electoral area.

9.2 On 16th July 2025, Full Council agreed to undertake a Community Governance Review in accordance with the relevant legal framework and Government guidance.

9.3 The Council's Corporate Governance and Audit Committee (CGAC) is responsible for agreeing the terms of reference for, overseeing the review and making recommendations to Council who will determine the outcome.

9.4 A comprehensive consultation process will form part of the Review to take account of the views of those living and working within the district.

9.5 Formal decisions on the recommendations arising from the review will be made by Full Council in accordance with the Council's Constitution.

10. The Consultation process

10.1 In coming to its recommendations in the Review, the Council will need to take account of the views of local people. The Council must:

- consult the local government electors for the area under review and any other person or body who appears to have an interest in the Review; and
- take the representations that are received into account by judging them against the criteria in the Local Government and Public Involvement in Health Act 2007.

10.2 This will consist of two phases of consultation. The first will seek the initial views and desires of local residents, groups and stakeholders, and will form the basis of the draft recommendations. The second phase will seek views upon those draft recommendations, to allow final recommendations to be formed.

10.3 The Council will:

- Publish a notice and these Terms of Reference on the Council's website and arrange for copies to be made available for public inspection at the following locations during normal office hours:
 - Electoral Services, 3-5 Albion Street, Huddersfield, HD1 2NG
 - Batley Library, Market Place, Batley, WF17 5DA
 - Dewsbury Library, Railway Street, Dewsbury, WF12 8EQ
 - Holmfirth Library, 47 Huddersfield Road, Holmfirth, HD9 3JH
 - Mirfield Library, Eastthorpe Lodge, Mirfield, WF14 8AN
 - Denby Dale Community Library, Wakefield Road, Denby Dale, HD8 8RX
 - Kirkburton Library, Turnshaw Rd, Huddersfield HD8 0RT
 - Meltham Library, Carlile Institute, 54 Huddersfield Rd, Meltham, Holmfirth HD9 4AG
- Send a copy of the Notice and these Terms of Reference to all town and parish clerks.
- Seek to arrange for the notice to be published on parish council websites and notice boards.
- Send a copy of the notice and these terms of reference to all local Members of Parliament.
- Promote the consultation among electors using social media and press releases.

10.4 Before making any recommendations, the Council will take account of any representations received. The Council will publish its recommendations as soon as practicable and take such steps as it considers sufficient to ensure that persons who may be interested in the Community Governance Review are informed of the recommendations and the reasons behind them.

10.5 The Council will notify any persons or bodies who have made written representations of the outcome of the Review.

10.6 The Council will treat any petitions received during this review as a consultation response and the lead petitioner will be recorded as the point of contact. In accordance with the Council's Petition Scheme, a Council debate shall not be listed

in relation to matters upon which the Council is currently undertaking a consultation process.

10.7 Representations will be welcomed by the following methods:

- by email to CGR@kirklees.gov.uk
- by completing an electronic form on [inset link] or
- by letter to Community Governance Review, Electoral Services, 3-5 Albion Street, Huddersfield, HD1 2NG

11. Timetable for the Community Governance Review

11.1 The council should complete a Community Governance Review within twelve months from the day on which the council publishes the Terms of Reference. A Community Governance Review is concluded on the day on which the council publishes the recommendations made by the Community Governance Review. The indicative timetable is shown below.

| Stage | What happens? | Timescales |
|--------------|---|--|
| Commencement | Publish Terms of Reference | 1 October 2025 |
| Stage 1 | Initial submissions are invited | 10 weeks, 1 October to 12 th December 2025 |
| Stage 2 | Submissions received are considered, and draft initial recommendations are prepared and considered by the Council's Corporate Governance and Audit Committee (CGAC) | December – January 2026 |
| Stage 3 | Draft recommendations are published and submissions on draft recommendations are invited | 10 weeks, 2 nd February – 13 th April 2026 |
| Stage 4 | Submissions received are considered and final recommendations are prepared | April - June 2026 |
| | CGAC to make final recommendations to Council | August 2026 |
| | Final recommendations are considered by Full Council and a decision taken on the outcome of the review. | September 2026 |

| | | |
|----------------|---|----------|
| | Council resolves to make a reorganisation order (if required) | |
| Implementation | Elections to Town and Parish Councils | May 2027 |

12. Electorate forecasts

12.1 When considering the electoral arrangements of the parishes in the area the Council must consider any likely future change in the number or distribution of electors within five years from the day the review starts.

12.2 The review will use electorate forecast data produced during the recent local government boundary review. This gives us a projection of what we believe the electorate data will be in 5 years' time in each polling district.

12.3 This information is set out in Annex 2

13. The present structure of Parish Councils and their electoral arrangements

13.1 Annex 2 also shows the present structure of the parishes and their electoral arrangements which include polling district(s), councillors, electorate, and wards where applicable.

14. Reorganisation of Community Governance Orders and commencement

14.1 When all the required consultation has been undertaken and the review completed the Council may make an Order to bring into effect any decision that it may make. If the Council decides to take no action, then it will not be necessary to make an Order.

14.2 If an order is made, copies of the order, supporting maps and documents setting out the reasons for the decisions taken will be placed at the following locations and on the council's website. They will be publicised in accordance with the requirements of the 2017 Act:

- Electoral Services, 3-5 Albion Street, Huddersfield, HD1 2NG
- Batley Library, Market Place, Batley, WF17 5DA
- Dewsbury Library, Railway Street, Dewsbury, WF12 8EQ
- Holmfirth Library, 47 Huddersfield Road, Holmfirth, HD9 3JH
- Mirfield Library, Eastthorpe Lodge, Mirfield, WF14 8AN
- Denby Dale Community Library, Wakefield Road, Denby Dale, HD8 8RX
- Kirkburton Library, Turnshaw Rd, Huddersfield HD8 0RT

- Meltham Library, Carlile Institute, 54 Huddersfield Rd, Meltham, Holmfirth HD9 4AG

14.3 All parishes will be notified of the outcomes of the review.

14.4 Copies of the Reorganisation of Community Governance Order will also be sent to:

- the Secretary of State for Housing, Communities and Local Government
- the Local Government Boundary Commission for England
- the Office of National Statistics
- the Director General of Ordnance Survey
- the Audit Commission

14.5 The financial and administrative provisions of the reorganisation order will be come into force on 1 April 2027.

14.6 The electoral arrangements for a new or existing parish council will come into force on 6th May 2027.

15. Consequential matters

15.1 If an Order is made it may be necessary to cover certain consequential matters in that Order. These may include:

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

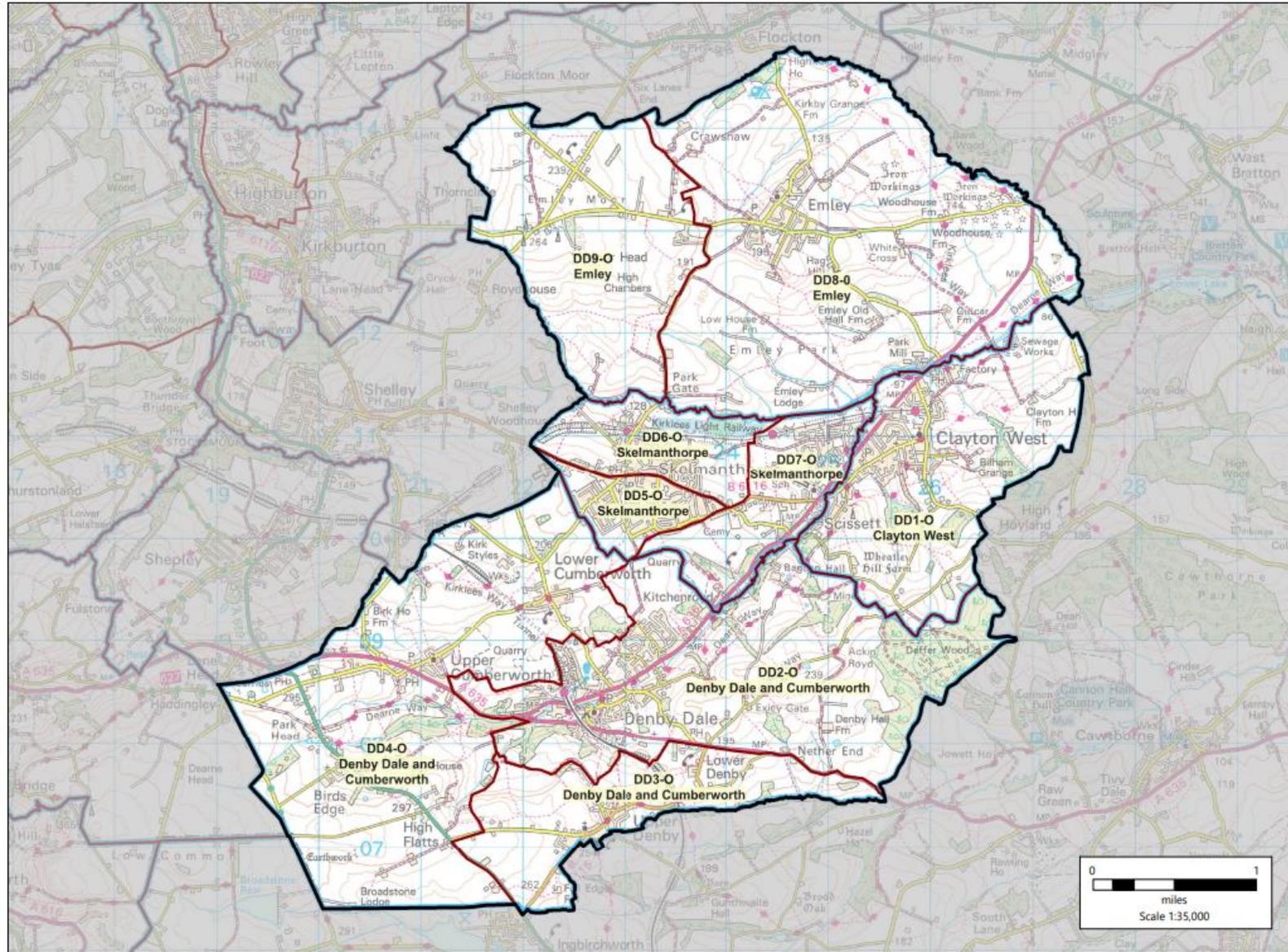
15.2 In these matters, the Council will be guided by the relevant legislation.

16. Date of Publication

16.1 These terms of reference will be published on 1 October 2025.

Annex 1, maps of the areas which are currently in a Parish

Denby Dale Parish Council, Proposed Polling Districts 2026



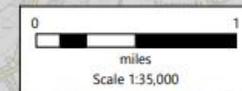
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 - Parish Wards

Data and Insight Service

Date: 10/09/2025

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Holme Valley Parish Council, Proposed Polling Districts 2026

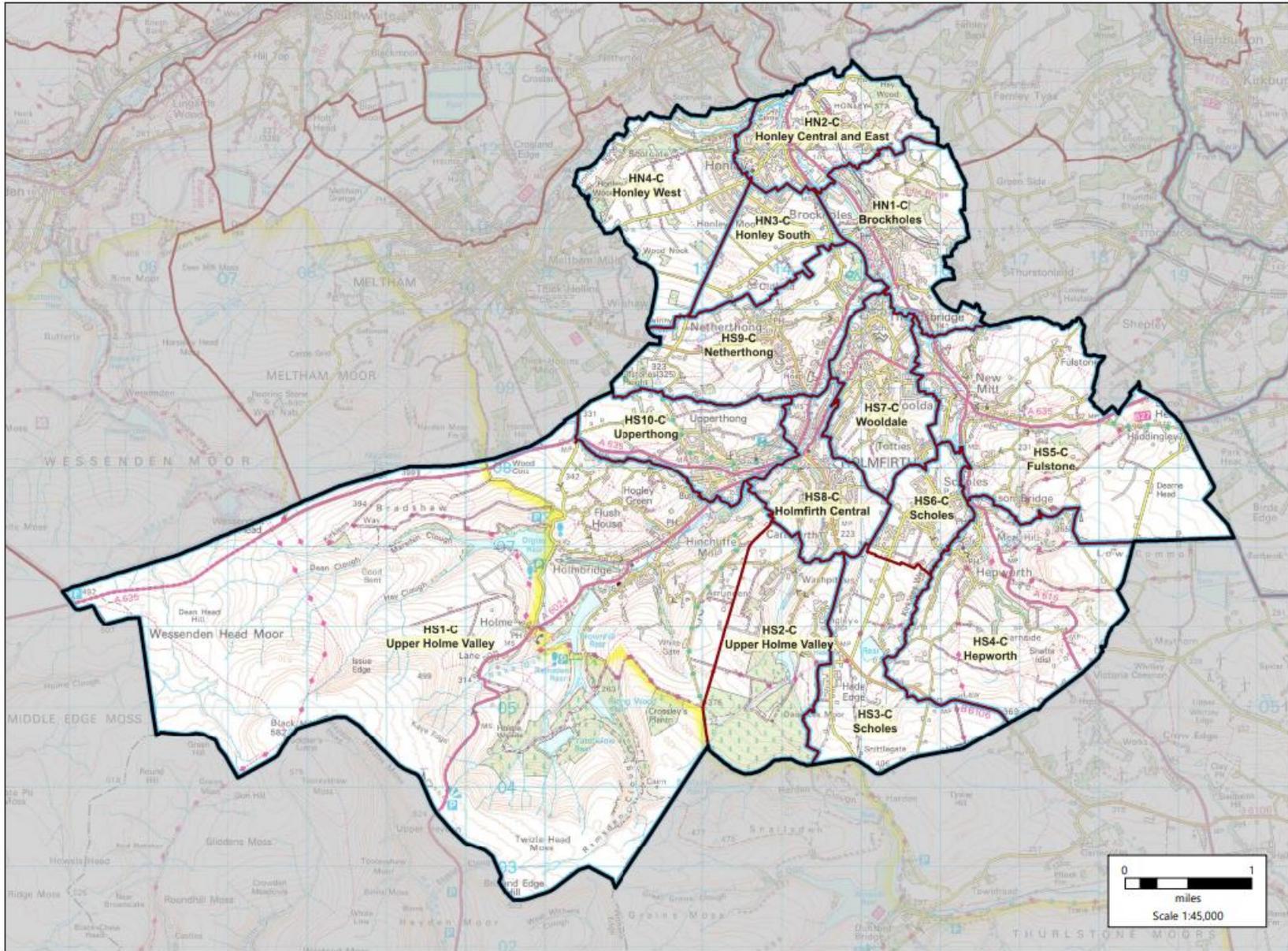


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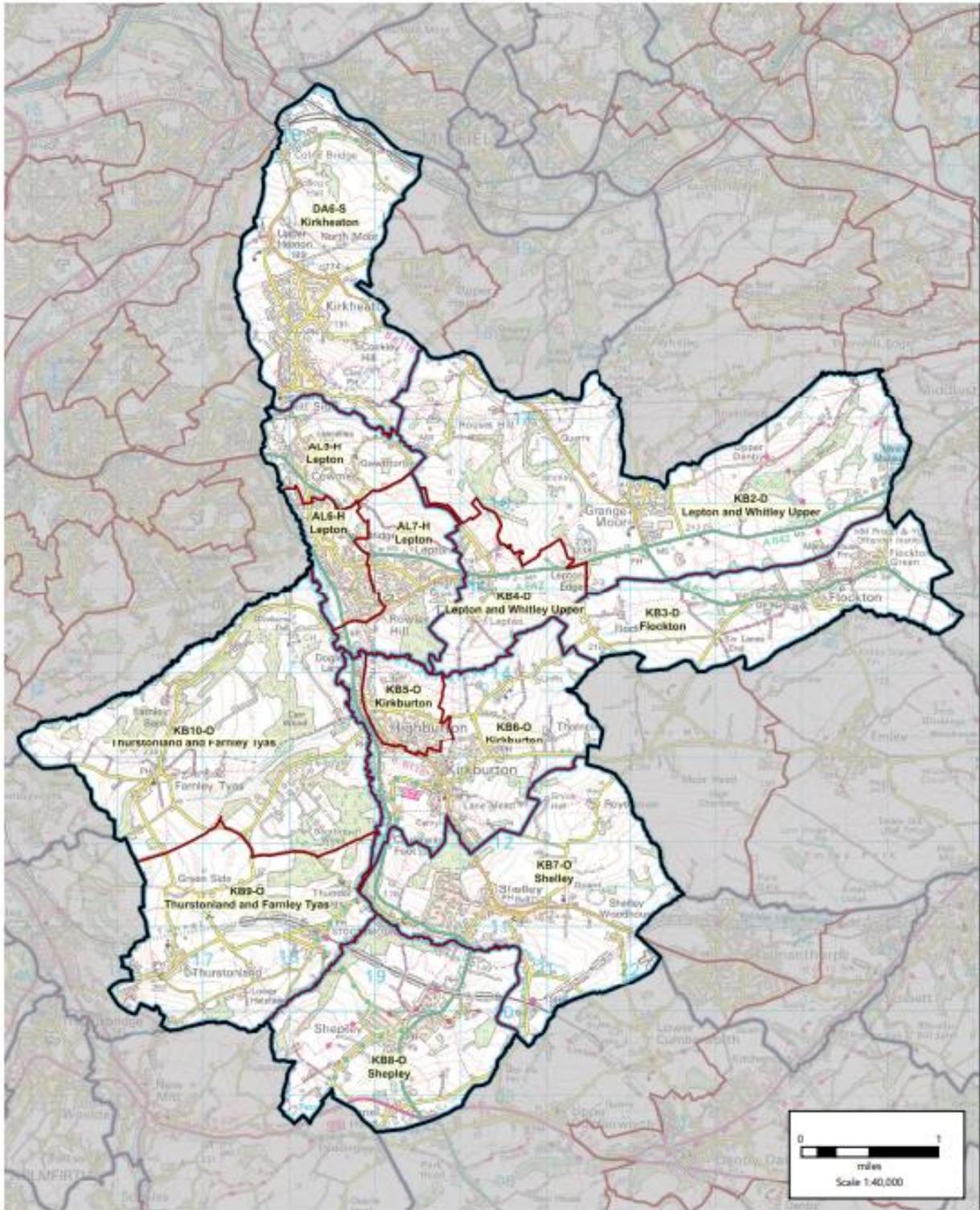
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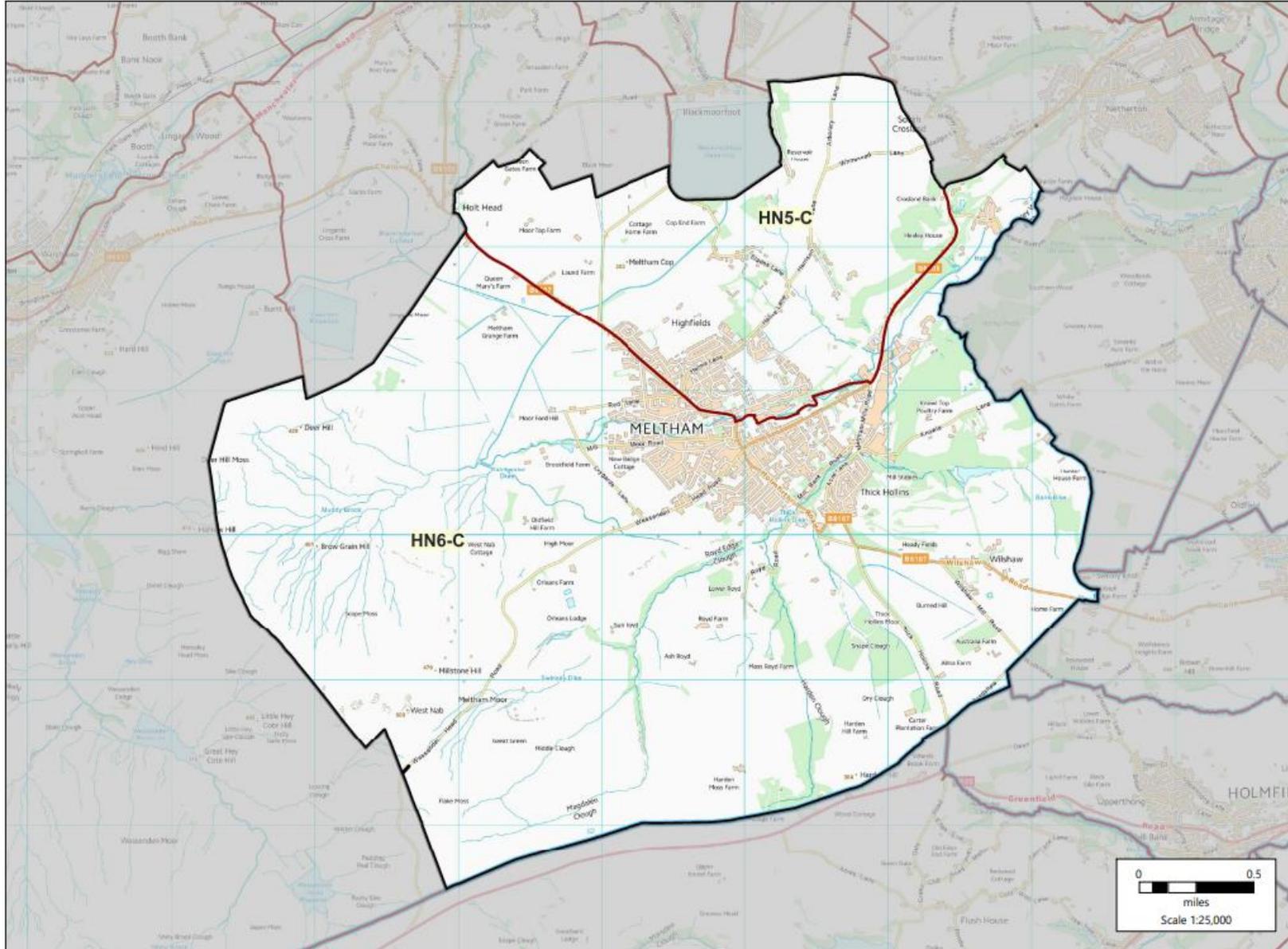


Kirkburton Parish Council, Proposed Polling Districts, 2026



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Meltham Town Council, Proposed Polling Districts 2026



- KEY**
- Proposed Polling Districts 2026
 - Parish Wards

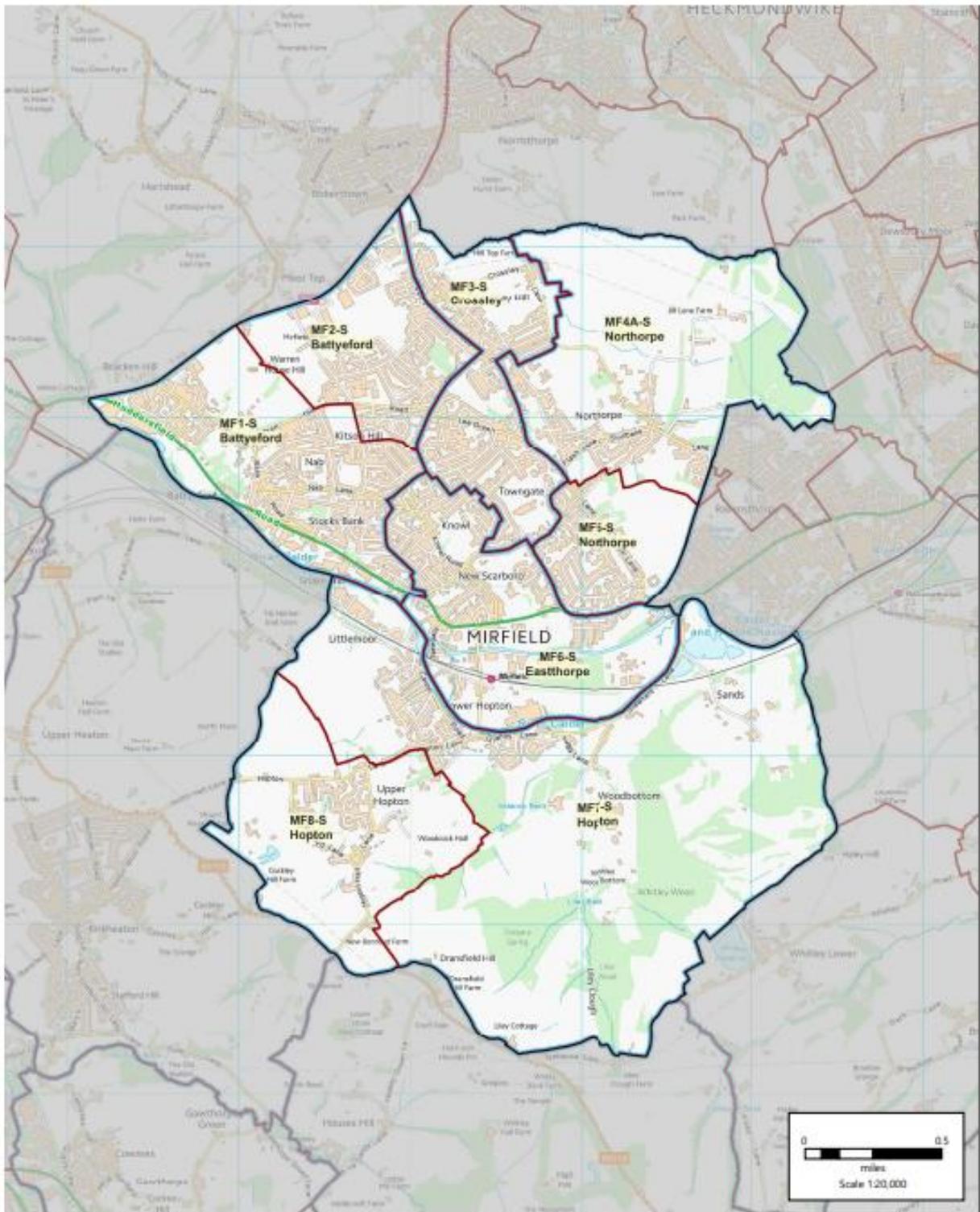
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Mirfield Town Council, Proposed Polling Districts, 2026



**Data and
Insight Team**

Mirfield Town Council, Proposed Polling Districts 2026

Date: 09/09/2025

Filename: ProjDI 1434 Mirfield

 Proposed Polling Districts 2026

 Parish Wards



Annex 2**Current structure of Parish Councils/Town Councils and electoral arrangements**

| Parish | Parish Ward | Proposed Polling District(s) | Current Polling District(s) | Electorate 2025 (Current Polling Districts) | No. of Cllrs | Electorate forecast |
|-----------------------------|------------------------------|-------------------------------------|------------------------------------|--|---------------------|----------------------------|
| Denby Dale Parish Council | Clayton West Ward | DD1-O | DD01 | 2413 | 4 | 2614 |
| | Denby Dale and Cumberworth | DD2-O, DD3-O, DD4-O | DD02, DD03, DD04, DD05, DD06 | 4468 | 6 | 4784 |
| | | DD5-O, DD6-O, DD7-O | DD09, DD10, DD11 | 5217 | 6 | 5733 |
| | Emley | DD8-O, DD9-O | DD07, DD08 | 1546 | 4 | 1613 |
| Holme Valley Parish Council | Brockholes Ward | HN1-C | HN01 | 1360 | 1 | 1469 |
| | Fulstone Ward | HS5-C | HS06 | 1678 | 2 | 1752 |
| | Hepworth Ward | HS4-C | HS03 | 829 | 1 | 893 |
| | Holmfirth Central | HS8-C | HS07 | 1958 | 2 | 2033 |
| | Honley Central and East Ward | HN2-C | HN02 | 2317 | 3 | 2512 |
| | Honley South Ward | HN3-C | HN03 | 1118 | 1 | 1153 |
| | Honley West Ward | HN4-C | HN04 | 1735 | 2 | 1672 |
| | Netherthong Ward | HS9-C | HS05 | 1817 | 2 | 1845 |
| | Scholes Ward | HS3-C, HS6-C | HS08, HS09 | 2015 | 2 | 2228 |
| | Upper Holme Valley Ward | HS1-C, HS2-C | HS01, HS02, HS04 | 1878 | 2 | 2076 |
| | | Upperthong Ward | HS10-C | HS10 | 2141 | 2 |
| Wooldale Ward | HS7-C | HS11 | 2900 | 3 | 3529 | |
| Kirkburton Parish Council | Flockton | KB3-D | KB04 | 1431 | 2 | 1709 |
| | Kirkburton | KB6-O, KB5-O | KB05, KB06 | 3493 | 4 | 3712 |
| | Kirkheaton | DA6-S | DA06 | 2970 | 4 | 3303 |
| | Lepton | AL5-H, AL6-H, AL7-H | AL06, AL07, AL08 | 4344 | 5 | 5040 |
| | | Lepton and Whitley Upper | KB2-D, KB4-D | KB07, KB10 | 1714 | 2 |
| | Shelley | KB7-O | KB08 | 2319 | 3 | 2359 |
| | Shepley | KB8-O | KB09 | 2254 | 3 | 2275 |
| | Thurstonland/Farnley Tyas | KB9-O, KB10-O | KB01, KB02, KB03 | 1176 | 2 | 2060 |
| Meltham Town Council | | HN5-C, HN6-C | HN05, HN06, HN07 | 7006 | 12 | 7640 |
| Mirfield Town Council | Battyeford Ward | MF1-S, MF2-S | MF01, MF02 | 5517 | 5 | 5702 |
| | Hopton | MF7-S, MF8-S | MF04, MF05 | 2428 | 2 | 2721 |
| | Crossley | MF3-S | MF06 | 2874 | 3 | 2878 |
| | Northorpe | MF4A-S, MF5-S | MF07, MF08 | 2409 | 3 | 2552 |
| | Eastthorpe | MF6-S | MF03 | 2510 | 3 | 2751 |

