

SPECIAL MEETING OF THE COUNCIL

25 NOVEMBER 2010

ADOPTION OF NEW EXECUTIVE ARRANGEMENTS

Portfolio Holder: Councillor Rodney Chambers, Leader

Report from: Deborah Upton, Assistant Director, Housing and Corporate Services

Author: Julie Keith, Head of the Democratic Services

Summary

The Local Government and Public Involvement in Health Act 2007 places a requirement on councils to adopt new executive arrangements, which in Medway's case will have to be implemented on the third day after the May 2011 local elections.

1. Budget and Policy Framework

1.1 The report deals with the requirement in the Local Government and Public Involvement in Health Act 2007 for the Council to adopt new executive arrangements.

2. Background

2.1 The Local Government and Public Involvement in Health Act 2007 requires all Councils operating executive arrangements to opt for a new leadership model. The Council is therefore not able to retain its current system of an indirectly elected Leader appointed on an annual basis. The choice is between:

- An indirectly elected leader, appointed for a four year term, who then appoints councillors to the executive or
- A directly elected Mayor with a 4-year term who then appoints the executive.

2.2 On 29 July 2010, following consideration of the outcome of public consultation on the two options, the Council decided that proposals should be drawn up for the "indirectly elected leader" form of executive arrangements. It was also agreed that provision be included in the Council's Constitution which allows for removal of the Leader by resolution of the Council. The Council agreed there will not be any changes to the allocation of functions between the Executive and Council as currently set out in the Council's Constitution.

- 2.3 In accordance with the decision of the Council on 29 July 2010 the Assistant Director, Housing and Corporate Services has advertised the proposal to move to the “new style” Leader and Cabinet in a local newspaper and made copies available at the civic offices for inspection by the public. The proposals have also been published on the Council’s website.
- 2.4 The Council must hold a special meeting to pass a resolution adopting new executive arrangements before 31 December 2010. The resolution has to then be advertised with implementation taking place 3 days after the 2011 local elections.

3. Proposals for the change in governance arrangements

- 3.1 The 2007 Act requires local authorities to draw up proposals for the change in governance arrangements. The proposals must include a timetable for implementation and details of any necessary transitional arrangements.
- 3.2 Following the decision of the Council in July to draw up proposals for the “indirectly elected leader” form of executive arrangements these were produced and publicised in accordance with statutory requirements. A copy of the proposals are attached at Appendix A to this report (excluding the previous reports to Council in March and July which are available on the Council’s website).

4. Implications of the new indirectly elected Leader model

- 4.1 Medway currently operates a leader and cabinet model of governance and opted for the strong leader model under the provisions of the Local Government Act 2000. This means that the Leader (rather than the Council) already appoints up to nine other members to serve on the Cabinet, determines their portfolios and the scheme of executive delegations. The Council’s Constitution also already provides for removal of the Leader at any time by way of a majority of Councillors supporting a motion to do this at a full Council meeting. Therefore the only real change to current arrangements in Medway to give effect to the new indirectly elected leader model is that the Leader (and deputy leader) will serve for a four- year term instead of being elected by the Council annually. In addition the Act stipulates that if for any reason the Leader or deputy Leader are unable to act or these offices are both vacant, the Cabinet must act in the Leader’s place or must arrange for a member of the Cabinet to act in his place.

5. Proposed amendments to the Council’s constitution

- 5.1 The changes required to the Constitution, to take effect from the third day after the local government elections on 5 May 2011, are set out in detail at Appendix B for approval by the Council.
- 5.2 The Leader has taken the opportunity to put in place a delegation to the Chief Executive to take executive decisions in the unlikely event of the Leader, Deputy Leader or Cabinet being unable to act, subject to compliance with the Access to Information Rules in the Constitution.

6. Risk management

- 6.1 Risk management is an integral part of good governance. The Council has a responsibility to identify and manage threats and risks to achieve its strategic objectives and enhance the value of services it provides to the community. The risks associated with this constitutional issue are set out below:

Risk	Description	Action to avoid or mitigate risk
The Council fails to meet the statutory timescale for resolving to adopt new governance arrangements	The Secretary of State will intervene and impose the Leader/Cabinet system if the Council fails to pass a resolution before 31 December 2010	The Council has agreed a planned timescale for meeting the statutory deadline including a clearly defined period of public consultation

7. Consultation

- 7.1 Consultation was undertaken between March and July 2010 and included information on the council's website, an article in Medway Matters and a survey of the Medway Citizens' Panel. The results of the consultation process were reported the Council at its meeting on 29 July 2010.

8. Financial and legal implications

- 8.1 The legislative framework for the required changes to the Council's executive arrangements are contained in the Local Government and Public Involvement in Health Act 2007 and summarised in the body of the report.
- 8.2 A letter to Council Leaders from Grant Shapps MP, Minister for Housing and Local Government on 7 July 2010 stated that although the Government also intends to remove the necessity to elect a Leader for four years, requirements for Councils to adopt a new governance model from May 2011 remain in force, i.e. the Council is required to make a decision on either of the proposed models by 31 December 2010. The letter is attached at Appendix C.

9. Recommendations

The Council is recommended to:

- 9.1 formally resolve to adopt the new Leader and Cabinet model as defined by the Local Government Act 2000, as amended by the Local Government and Public Involvement in Health Act 2007 to be introduced from the 3rd day after the Council elections in May 2011
- 9.2 agree consequential changes to the Council's constitution as detailed in Appendix B to this report to take effect from the third day after the Council elections in May 2011
- 9.3 note that the current executive arrangements and Constitution will remain in operation until the 3rd day after the local elections.

Lead officer contacts

Deborah Upton, Assistant Director, Housing and Corporate Services

T: 01634 332133 E: deborah.upton@medway.gov.uk

Julie Keith, Head of Democratic Services

T: 01634 332760 E: julie.keith@medway.gov.uk

Background papers

Local Government and Public Involvement in Health Act 2007

Report to Full Council 4 March 2010 – “Consultation on Changes to the Executive Arrangements” Item 11B

Report to Full Council 29 July 2010 – “Changes to Executive Arrangements” Item 11E

MEDWAY COUNCIL

NEW EXECUTIVE ARRANGEMENTS – THE COUNCIL'S PROPOSALS

Medway Council, in accordance with the requirements of section 33E of the Local Government Act 2000, has drawn up the following proposals for changes to its governance arrangements with effect from May 2011.

At its meeting on 29 July 2010, the Council indicated that its preferred model is the new-style Leader and Cabinet form of Executive, in accordance with section 11 of the Local Government Act 2000.

Before drawing up proposals for the change in governance arrangements, the Council undertook a consultation exercise to gather the views of local people on the choice of the executive model and the outcome of this was reported to Council on 29 July 2010.

In drawing up these proposals, the Council has considered the outcome of the consultation process, the government's intentions to introduce further legislation regarding local authority constitutions and the extent to which the proposals, if implemented, would be likely to assist in securing continuous improvement in the way in which the Council's functions are exercised, having regard to a combination of economy, efficiency and effectiveness. Analysis of the new executive models was set out in the report to Council on 4 March 2010 and 29 July 2010. Copies of these reports are attached to this document.

The proposals will be considered at an Extraordinary Council meeting on 25 November 2010. The features of the proposals are:

1. Under the new arrangements, the Leader will be elected by the Council at its Annual Meeting in 2011, after the local government elections on 5 May 2011. The Leader will hold office for a four year term unless he or she resigns or ceases to be a Councillor.
2. The Leader will be responsible for appointing the Deputy Leader. Unless he or she resigns or ceases to be a Councillor they hold this office for the term of the Leader.
3. The Leader may, if he or she thinks fit, remove the Deputy Leader from office.
4. The Leader will be responsible for appointing the other Executive Members, subject to the statutory maximum of ten, and for determining their Portfolios.
5. The Council may, by resolution, remove the Leader during his or her four year term of office.
6. The allocation of local choice functions between the Executive and the Council will continue as set out in the Council's current Constitution.
7. The Council will be asked to agree the detailed changes to the Constitution on 25 November 2010 to give effect to these proposals.

The proposals will come into effect on the third day after the local government elections on 5 May 2011. In terms of transitional arrangements for the implementation of the proposals, the existing form of Leader and Cabinet Executive arrangements will continue in operation until the third day after the 2011 local government election. The necessary amendments to the Council's constitution, to

give effect to the changes, will be made in preparation for implementation following the 2011 local government elections, and agreed by Council on 25 November 2010.

Timetable

August/September 2010 – proposals publicised in accordance with legislation.

25 November 2010 – report to an Extraordinary Council meeting outlining response to the publicity, seeking a resolution to move to new executive arrangements and to amend the constitution to give effect to the proposed changes.

May 2011 – new form of Executive shall operate on the third day after the local government elections.

New Executive arrangements – Schedule of Changes

Chapter 1 – Summary and Explanation	
Section 3 How the Council operates Page 1.2 Paragraph 3.3	All Councillors meet together as the Council. Meetings of the Council are normally open to the public. Here Councillors decide the Council's overall policies and set the budget each year. The Council appoints a Leader <u>for a 4 year term</u> who appoints the Cabinet. <u>The Council</u> and also appoints Committees.
Chapter 2 – Articles of the Constitution	
Article 4 – The Full Council Functions of the Full Council Page 2.8 Paragraph 4.2	<ul style="list-style-type: none"> • appointing <u>and removing</u> the Leader;
Article 7 – The Leader and Cabinet Introduction Page 2.15 Paragraph 7.1	<p>Medway Council has decided to adopt the Leader and Cabinet form of executive, and the Cabinet is at the heart of the decision-making process.</p> <p>Chapter 4 sets the rules for how the Leader and Cabinet will operate. These include arrangements for meetings, individual decision-making, and the scheme of delegation and sub-delegation of functions.</p> <p>The Cabinet <u>(meaning the Leader and such other Members of the Council as the Leader may appoint)</u> will carry out all the authority's functions which are not the responsibility of any other part of the Council, whether by law or under this constitution.</p>

<p>Article 7 – The Leader and Cabinet</p> <p>Role (7.2)</p> <p>Page 2.15</p>	<p>The Leader and Cabinet will may take decisions on every matter that is not assigned to anyone else by this constitution. The Leader may however, make arrangements to delegate some matters to the Cabinet, a Cabinet Committee, individual Cabinet members, or to employees.</p>
<p>Article 7 – The Leader and Cabinet</p> <p>Leader (7.4)</p> <p>Page 2.15</p>	<p>Leader</p> <p>The Leader will be a Councillor elected by the Council <u>at the Annual Meeting of the full Council following on from the ordinary election of all Councillors.</u> The Leader will be elected for the first time at the meeting of the Council that brings into force the new political arrangements.—The Leader will <u>hold office for 4 years and will</u> remain in position until <u>the day of the next Annual meeting following the ordinary election of all Councillors unless:</u></p> <ul style="list-style-type: none"> (a) he/she resigns; or (b) he/she is suspended from being a Councillor under Part III of the Local Government Act 2000 (although he/she may resume office at the end of the period of suspension); or (c) he/she is no longer a Councillor <u>except where the Leader fails to be returned as a Councillor following an ordinary election of all Councillors when unless the Leader resigns, is disqualified or is otherwise removed from office he/she shall continue as Leader until the day of the Annual Meeting;</u> or until (d) the next Annual Council meeting, except that the Council may remove the Leader from office at an earlier date in the event of a change in political control of the Council, or following a motion of no confidence in the Leader being passed by a majority of Councillors. until the Council passes a resolution to remove the Leader

<p>Article 7 – The Leader and Cabinet</p> <p>Cabinet Members</p> <p>Page 2.16</p> <p>Paragraph 7.5</p>	<p><u>Deputy Leader and Cabinet members</u></p> <p>Only Councillors may be appointed to the Cabinet. Neither the Mayor nor Deputy Mayor of the Council may be appointed to the Cabinet. The Leader and Cabinet members may not be members of an Overview and Scrutiny Committee.</p> <p><u>The Leader must appoint one Member of the Cabinet to be his deputy. The Deputy Leader, unless he resigns as Deputy Leader, is removed by the Leader, is suspended following a standards investigation, or ceases to be a Member of the Council, will hold office until the end of term of office of the Leader.</u></p> <p>Cabinet members <u>appointed by the Leader</u>(including Deputy Leader) shall hold office until:</p> <ul style="list-style-type: none"> (a) they resign; or (b) they are suspended from being Councillors under Part III of the Local Government Act 2000 (although they may resume office at the end of the period of suspension); or (c) they are no longer Councillors; or (d) they are removed from office by the Leader who must deliver written notice of any removal to the Chief Executive and to the Cabinet member concerned. The removal will take effect immediately after receipt of the notice by the proper officer; or (e) the Leader resigns, is removed from office, or otherwise ceases to be leader. <p><u>If for any reason the Leader is unable to act or the office of Leader is vacant the Deputy Leader must act in his place.</u></p> <p><u>If for any reason the Leader is unable to act or the office of the Leader is vacant and the Deputy Leader is unable to act or the office of Deputy Leader is vacant the Cabinet must act in the Leaders place or must arrange for a member of the Cabinet to act in his place.</u></p>

	<p><u>In the event of there being no Leader, Deputy Leader or Cabinet members, executive functions shall in the interim be carried out by the Chief Executive subject to the Access to Information Rules.</u></p>
<p>Article 10 – Joint Arrangements</p> <p>Arrangements to promote well-being (10.1)</p> <p>Page 2.25</p>	<p>The <u>Cabinet Leader</u>, in order to promote the economic, social or environmental well-being of its area, may:</p> <ul style="list-style-type: none"> • enter into arrangements or agreements with any person or body; • co-operate with, or facilitate or co-ordinate the activities of, any person or body; • exercise on behalf of that person or body any functions of that person or body.
<p>Article 10 – Joint Arrangements</p> <p>Joint Arrangements (10.2)</p> <p>Page 2.25</p>	<ul style="list-style-type: none"> (a) the Council may establish joint arrangements with one or more local authorities; (b) the <u>Cabinet Leader</u> may establish joint arrangements with one or more local authorities to exercise functions which are <u>Cabinet executive</u> functions. Such arrangements may involve the appointment of joint Committees with these other local authorities; (c) except as set out below, the <u>Cabinet Leader</u> may only appoint Cabinet members to a joint Committee and those members need not reflect the political composition of the local authority as a whole; (d) the <u>Cabinet Leader</u> may appoint members to a joint Committee from outside the Cabinet in the following circumstance: <ul style="list-style-type: none"> • the joint Committee has functions for only part of the area of the authority, and that area is smaller than two-fifths of the authority by area or population. In such cases, the <u>Cabinet Leader</u> may appoint to the joint Committee any

	<p>Councillor who is a member for a ward which is wholly or partly contained within the area.</p> <p>In this case the political balance requirements do not apply to such appointments;</p> <p>(e) details of any joint arrangements including any delegations to joint Committees will be found in the Council's scheme of delegation in chapter 3 of this constitution, with the exception of joint overview and scrutiny arrangements, details of which will be found in the Overview and Scrutiny Rules in chapter 4, part 5 of the constitution.</p>
<p>Article 10 – Joint Arrangements</p> <p>Delegation to and from other local authorities (10.4)</p> <p>Page 2.25</p>	<p>(a) The Council may delegate non-executive and, in some circumstances, with the agreement of the Cabinet, executive functions to another local authority, or in certain circumstances the Cabinet of another local authority;</p> <p>(b) The <u>Cabinet Leader</u> may delegate executive functions to another local authority or the Cabinet of another local authority subject to the Council's Overview and Scrutiny Committees being able to require employees and/or members of the other local authority to co-operate with and if requested appear before any relevant Overview and Scrutiny Committee;</p> <p>(c) The decision whether or not to accept such a delegation from another local authority shall be reserved to the Council meeting.</p>
<p>Article 11 – Employees</p> <p>Functions of the Monitoring Officer (11.3)</p> <p>Page 2.25</p>	<p>(a) Ensuring lawfulness and fairness of decision making</p> <p>After consulting with the Head of Paid Service and Chief Finance Officer, the Monitoring Officer will report to the Council or to the <u>Leader and</u> Cabinet in relation to an executive function if he or she considers that any proposal, decision or omission would give rise to unlawfulness or if any decision or omission has given rise to maladministration. Such a report will have the effect of stopping the proposal or decision being implemented until the report has been considered by the Council or Cabinet as appropriate.</p>

<p>Article 11 – Employees</p> <p>Functions of the Chief Finance Office (11.4)</p> <p>Page 2.25</p>	<p>(a) Ensuring lawfulness and financial prudence of decision making</p> <p>After consulting with the Head of Paid Service and the Monitoring Officer, the Chief Finance Officer will report to the Council or to the <u>Leader and</u> Cabinet in relation to an <u>executive</u> Cabinet function and the Council’s external auditor if he or she considers that any proposal, decision or course of action will involve incurring unlawful expenditure, or is unlawful and is likely to cause a loss or deficiency or if the Council is about to enter an item of account unlawfully.</p>
<p>Chapter 3 Responsibility for functions</p>	
<p>Part 3 – Employee Delegation Scheme</p>	<p>Where responsibility is marked as being delegated from “Cabinet” replace with “<u>Leader/Cabinet</u>”</p>
<p>Part 3 – Responsibility for Cabinet Functions</p> <p>Page 3.19</p>	<p>3.1 All the responsibilities of the Leader of the Council are to be exercised by the Deputy Leader when the Leader is away, or in the view of the Chief Executive, otherwise unavailable. If for any reason the Leader is unable to act or the office of Leader is vacant the Deputy Leader must act in his place. If for any reason the Leader is unable to act or the office of the Leader is vacant and the Deputy Leader is unable to act or the office of Deputy Leader is vacant the Cabinet must act in the Leaders place or must arrange for a member of the Cabinet to act in his place.</p> <p>3.2 For the avoidance of doubt the Council has adopted the strong leader model and decisions which fall during recess or are required urgently may be made by the Leader subject to compliance with the Access to Information Rules. The Leader has presently delegated functions to Portfolio Holders to the extent necessary to permit collective decision making by Cabinet. <u>In the event of there being no Leader, Deputy Leader or Cabinet members, executive functions shall in the interim be carried out by the Chief Executive subject to the Access to Information Rules.</u></p> <p>3.3 Nothing in the above table or rule 3.2 above shall fetter or restrict the right of the Leader:</p>

	<ul style="list-style-type: none"> • subject to compliance with rule 7.3 of Article 7 of Chapter 2 of this constitution to increase or decrease the size of Cabinet • subject to compliance with rule 7.5 of Article 7 of Chapter 2 of this constitution to appoint or dismiss members of the Cabinet. <p>3.3.1 To reorganise the portfolios.</p> <p>3.3.2 To reorganise or re-allocate the portfolio theme.</p> <p>3.3.3 To delegate executive functions or withdraw any delegation.</p> <p>3.3.4 To exercise all rights contained in Article 7 of Chapter 2 of this constitution or the Leader and Cabinet Rules.</p> <p>3.3.5 To exercise any other rights set out in the constitution.</p> <p>3.4 The Cabinet as a whole has responsibility to ensure the effective operation of risk management in the Council and this is also included in the themes allocated by the Leader to the Deputy Leader and Finance Portfolio Holder.</p>
<p>Part 3 – Employee Delegation Scheme</p> <p>Page 3.23</p> <p>NEW</p>	<p><u>4.2 Matters reserved to Cabinet:</u> <u>Cabinet</u></p> <p><u>In the event of there being no Leader, Deputy Leader or Cabinet members, executive functions shall in the interim be carried out by the Chief Executive subject to the Access to Information Rules.</u></p>
<p>Part 3 – Employee Delegation Scheme</p>	<p>6. Chief Executive</p> <ul style="list-style-type: none"> • To be responsible for policy development, the overall strategic direction of the Council and the governance of the Council save for matters which should be referred to the Council or

Page 3.23	the <u>Leader /</u> cabinet;
Part 3 – Employee Delegation Scheme Page 3.31	Chief Finance Officer <ul style="list-style-type: none"> Determine relief from non-domestic rates in accordance with the approved guidelines. Any appeal arising from a disputed decision made under these delegated powers or where the guidelines do not cover the circumstances surrounding the claim for relief shall be to the <u>Leader /</u> Cabinet;
Part 3 – Employee Delegation Scheme Page 3.31	Director of Children and Adults To consider and determine urgent matters in relation to individual cases in consultation with the <u>Leader /</u> Cabinet.
Part 3 – Employee Delegation Scheme Page 3.37	So far as this scheme relates to delegations to employees for Cabinet executive functions it is provisional pending confirmation by the Leader of the <u>Council</u> Cabinet .
Chapter 4 – Rules Part 1 – Council Rules Page 4.3	The annual meeting shall: <ul style="list-style-type: none"> elect a person to chair the meeting if the Mayor is not present; elect the Mayor; elect the Deputy Mayor; approve the record of the last annual meeting; hear any announcements from the Mayor; elect the Leader <u>(in the year of local elections)</u>; appoint members of the Overview and Scrutiny Committees, a Standards Committee and

	<p>other Council Committees;</p> <ul style="list-style-type: none"> • make appointments of Councillors to outside bodies; • agree any amendments to the scheme of delegation relating to Council functions; • approve a programme of ordinary meetings for the year ahead; • consider any other business set out in the agenda, if any.
<p>Chapter 4 – Rules Part 5 – Overview and Scrutiny Rules Pages 4.41 – 4.45</p>	<p>References to the submission of reports to Cabinet should be revised to read <u>“Leader/Cabinet” (as appropriate)</u></p>
<p>Chapter 4 – Rules Part 5 – Overview and Scrutiny Rules Pages 4.46</p>	<p>16.1 When a decision is made by the <u>Leader</u>, Cabinet, an individual member of the Cabinet or a Committee of the Cabinet, or a key decision is made by an employee with delegated authority from the Cabinet, or under joint arrangements, the decision shall be published, including where possible by electronic means, and shall be available at the main offices of the Council normally within two working days of being made. All Councillors will be sent copies of the records of all such decisions within the timescale, by the person responsible for publishing the decision.</p> <p>16.11 Call-in and urgency</p> <p>The call-in procedure set out above shall not apply where the decision being taken by the <u>Leader / Cabinet</u> is urgent. A decision will be urgent if any delay likely to be caused by the call-in process would seriously prejudice the Council's or the public's interests. The record of the decision, and notice by which it is made public shall state whether in the opinion of</p>

	<p>the decision making person or body, the decision is an urgent one, and therefore not subject to call-in. The chair of the relevant Overview and Scrutiny Committee must agree both that the decision proposed is reasonable in all the circumstances and to it being treated as a matter of urgency. In the absence of the relevant overview and scrutiny chair, the vice-chair's consent shall be required. The chair or vice-chair of more than one Overview and Scrutiny Committee shall be consulted if the proper officer considers that an urgent decision falls within the remit of more than one Overview and Scrutiny Committee. In the absence of these consultees the head of paid service or his/her nominee's consent shall be required. All members of a relevant scrutiny Committee will be notified in writing (including electronic communication) as soon as it is practicably possible to do so when agreement to waive call-ins is given under this rule.</p>
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Leaders of Non-Metropolitan District Councils
in England

Appendix C

The Rt Hon Grant Shapps MP
Minister for Housing and Local Government

**Department for Communities and Local
Government**

Eland House
Bressenden Place
London SW1E 5DU

Tel: 0303 444 3460
Fax: 020 7828 4903
E-Mail: grant.shapps@communities.gsi.gov.uk

www.communities.gov.uk

7 July 2010

Dear Leader

**Requirement to consult under the Local Government and Public Involvement in
Health Act 2007**

I am writing to you about the requirements on your council to adopt a new governance model from May 2011, and before doing so to consult your local electorate and interested parties in the area. Whilst it is for each council to decide how it will meet these requirements, I would wish to highlight the Government's view that councils need not incur any significant expenditure on these requirements, and our expectation in today's circumstances that all councils will pursue this at minimal cost.


These requirements are in the Local Government and Public Involvement in Health Act 2007 and necessarily remain in force unless or until that Act is repealed by fresh primary legislation. It is our intention to do this. For your council the requirements mean that you must resolve by 31 December 2010 to move to either the new leader and cabinet model or mayor and cabinet model, and before so resolving you must take reasonable steps to consult the local electorate and other interested parties in your council's area.

In considering how to approach these requirements you will wish to have regard to the circumstances of today, including both the priority of cutting out all wasteful spending and the Government's commitments to allow councils to return to the committee system, should they wish to, and on elected mayors. We also intend to remove the necessity to elect a leader for four years. We intend to provide for these commitments in our Localism Bill to be introduced later in this Parliamentary session. This may mean that any governance model you adopt in May 2011 may be further changed within a year or so. Your decisions about consultation will also be taken in the context of the greater transparency and openness agenda which I am confident you will be putting in place throughout your council.

Appendix C

Accordingly, the case is strong for any consultation now about future governance arrangements to be the minimal cost option. It will be for each council to decide, but in our view no more than a small newspaper advert/article or press release on your website may be proportionate and right in these circumstances.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Grant Shapps', written in a cursive style.

GRANT SHAPPS MP