

Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (Safer and Stronger Communities)

Date: 10th February 2014

Subject: Strengthening the Council's relationship with Parish and Town Councils – Tracking of scrutiny recommendations/desired outcomes

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	Yes	🛛 No
Are there implications for equality and diversity and cohesion and integration?	🗌 Yes	🛛 No
Is the decision eligible for Call-In?	🗌 Yes	🛛 No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	🗌 Yes	🛛 No

Summary of main issues

- 1. This report sets out the progress made in responding to the recommendations arising from the Scrutiny review aimed at strengthening the Council's relationship with local Parish and Town Councils.
- 2. Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3. The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.

Recommendations

- 4. Members are asked to:
 - Agree those recommendations which no longer require monitoring;
 - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

1 Purpose of this report

1.1 This report sets out the progress made in responding to the recommendations arising from the Scrutiny review aimed at strengthening the Council's relationship with local Parish and Town Councils.

2 Background information

- 2.1 In June 2012, the Executive Board Member for Neighbourhoods, Planning and Support Services made a request for the Safer and Stronger Communities Scrutiny Board to review the Council's relationship with local Parish and Town Councils and explore how this can be strengthened.
- 2.2 In agreeing to undertake this review, the Board recognised the associated links with the Council's wider review in relation to area working relationships. In acknowledging that relationships between Area Committees and local councils are not consistent across the city, the Board agreed to focus its review around strengthening such relationships in the future.
- 2.3. The review concluded in March 2013 and a report setting out the Scrutiny Board's findings and recommendations was published in May 2013. In July 2013, the Scrutiny Board received a formal response to the recommendations arising from this review.

3 Main issues

- 3.1 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.2 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.
- 3.3 This standard set of criteria is presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 3.4 To assist Members with this task, the Principal Scrutiny Adviser, in liaison with the Chair, has given a draft position status for each recommendation. The Board is asked to confirm whether these assessments are appropriate and to change them where they are not. Details of progress against each recommendation are set out within the table at Appendix 2.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

4.3 Council Policies and City Priorities

4.3.1 The importance of developing a working relationship between local Parish and Town Councils and their respective Area Committees is acknowledged as part of the Area Committee Procedure Rules and the Leeds Parish and Town Council Charter.

4.4 Resources and Value for Money

4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report does not contain any exempt or confidential information.

4.6 Risk Management

4.6.1 This section is not relevant to this report.

5 Conclusions

5.1 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. This report sets out the progress made in responding to the recommendations arising from the Scrutiny review aimed at strengthening the Council's relationship with local Parish and Town Councils.

6 Recommendations

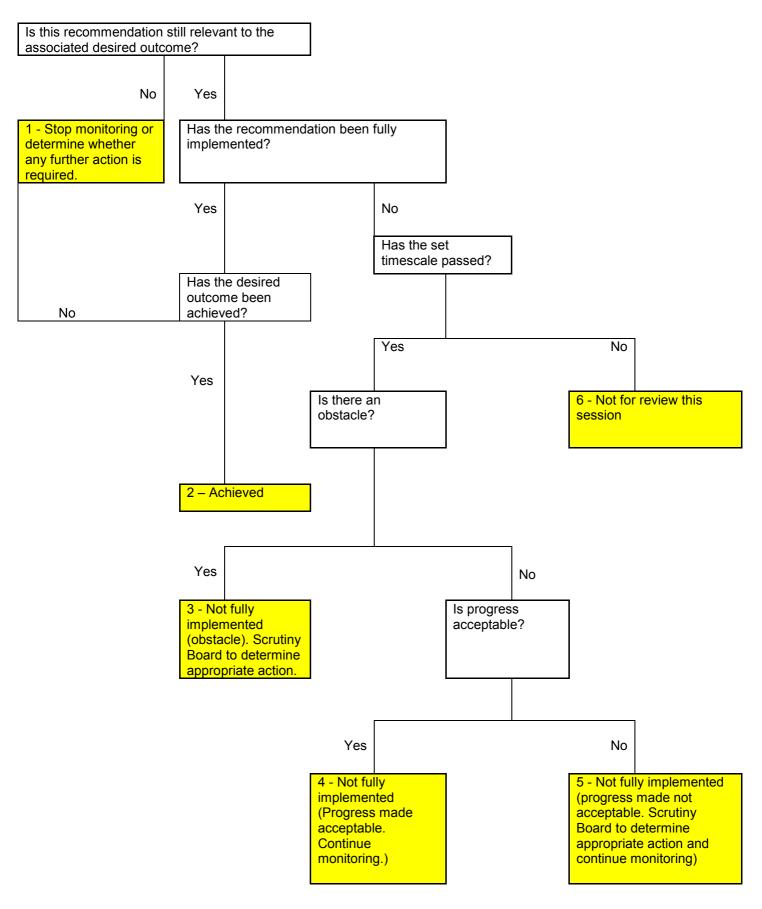
- 6.1 Members are asked to:
 - Agree those recommendations which no longer require monitoring;
 - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

<u>Recommendation tracking flowchart and classifications:</u> <u>Questions to be considered by Scrutiny Boards</u>



Position Status Categories

- 1 Stop monitoring or determine whether any further action is required
- 2 Achieved
- 3 Not fully implemented (Obstacle)
- 4 Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 Not for review this session

Desired Outcome – That there is a quality standards benchmark scheme that is attractive and accessible to all local councils in Leeds.

Recommendation 1 – That the Council's Assistant Chief Executive (Citizens and Communities) works with the Chief Officer of the Yorkshire Local Councils Associations to consider the outcome of the national Quality Parish and Town Council Scheme review and compare the merits of the updated national scheme against the potential benefits of a localised benchmark scheme.

Formal response (July 2013):

Chief Officer, Communities to meet with the Chief Officer of Yorkshire Local Councils Associations to review and compare the quality assurance schemes and make further recommendations by September 2013.

Current Position:

The Chief Officer, Communities met with the Chief Officer of the Yorkshire Local Councils Association to discuss a range of issues relating to their working relationships with Leeds' Parish and Town Councils. On-going contact has been maintained on relevant issues. At the time, the expectation was that the national Quality Parish and Town Council Scheme would take place in October 2013. However there have been continued delays and the latest information suggests that the re-launch is now due between now and the local elections in May 2013.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That the capacity levels of local councils are continually developed to instil greater confidence within communities and amongst partners.

Recommendation 2 – That the Council's Assistant Chief Executive (Citizens and Communities) works with the Chief Officer of the Yorkshire Local Councils Associations to develop a strategy aimed at promoting existing support services for local councils and also maximising resources to provide any additional support and advice that will enable local councils in Leeds to undertake their roles with confidence.

Formal response (July 2013):

Chief Officer, Communities to discuss with the Chief Officer of the Yorkshire Local Councils Associations and the Area Chairs Forum/Area Committees the most effective way of engaging Town and Parish Councils in discussion initially to ascertain existing support arrangements and how additional support services could develop.

Current Position:

At the meeting between the Chief Officer, Communities and the Yorkshire Local Councils Association held in August 2013, it was agreed that this recommendation be reviewed along with the work that will be needed to respond to the re-launch of the Quality Scheme. In addition, the Parish and Town Council Annual Seminar, Branch meeting, Forum and ongoing liaison provide support, advice and guidance to local councils. Support is also provided by the Area Leadership Teams and Area Committees (referenced elsewhere in this report). LCC expressed and interest in becoming a corporate member of YLCA – to be discussed at the General Purposes Committee on 7 March 2014.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – There are clear pathways and protocols in place to enable open and meaningful dialogue between local councils and their respective Area Committee on matters that impact on their local communities.

Recommendation 3 – That local councils and Area Committees give a commitment to work closely together to develop clear pathways and protocols that will enable open and meaningful dialogue on matters that have specific impact on their communities.

That Area Leaders take the lead on developing these clear pathways and protocols and report progress back to Scrutiny by December 2013.

Formal response (July 2013):

Area Leaders to collate what is in place and working in each area, discuss with their area committees and T&PCs and agree action plans where improvements are needed. Commitments are already set out in AC role and P&TC Charter. These commitments need reviewing as part of this process. Consult on the ideas of holding a workshop to be held in Autumn to develop pathways and protocols involving Area Chairs and Parish and Town Council chairs. Also see 5 below.

Current Position:

This will be addressed alongside actions to implement the new Quality Scheme once launched and in line with the design principles set out within the Citizens@Leeds proposals. Area Leaders and Support Teams have agreed plans in place to deliver the Charter.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – Area Committee meetings are utilised effectively to address matters of local relevance.

Recommendation 4 – That the Council's Assistant Chief Executive (Citizens and Communities) promotes the following as good practice amongst Area Committees:

- The development of a forward work programme and identification of a major 'theme' or 'topic' for each area committee meeting
- That Area Committee reports include a separate section indicating any potential local impacts or challenges

Formal response (July 2013):

Links to the Area Review recommendations. Area Chairs Forum workshop session to be held on 28th June also involving Area Officers to develop new ways of working through Area Committees – this is likely to include themed meetings/forward work programmes and reviewing agendas.

Current Position:

The Area Review implementation plan is being delivered including the establishment of Area Lead Members for Children's Services; Health and Well-being and Adult Social Care; Environment and Community Safety; and Employment Skills and Welfare. The Area Lead members are responsible for reporting on their themed area to Area Committees and for raising particular issues and challenges for wider consideration. Building from the Area Review, a Citizens@Leeds report was agreed by Executive Board in December 2013 setting out the building blocks for a city-wide response to tackling poverty and deprivation. A further dimension to the approach has a broader focus on the need to" be responsive to the needs of local communities". This proposition proposes to adopt a new approach to local democratic engagement and decision-making, subject to further consultation and discussion before new arrangements are implemented for the 1014/15 municipal year. The report set out design principles to underpin the establishment of new "Community Committees" to replace existing Area Committees and for a new community engagement model.

These developments are intended to re-focus decision-making and the council's service design and delivery to better reflect local impacts and challenges

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That local councils and Area Committees work in partnership to maximise local intelligence and achieve more locally responsive and accountable services.

Recommendation 5 – That Area Leaders ensure that input is sought from local councils as part of any future area based delegation scheme and particularly around the negotiation of Service Level Agreements.

Formal response (July 2013):

This will be considered as part of the actions set out in 3 above. In Outer NE a report will go to the September Area Committee following a review of the terms of reference for their Parish & Town Council Forum over the summer. Outer South and Outer East Area Committees have a report on the scrutiny recommendations in the June/July round and the recommendation is to establish a working group of AC and T&PC members to discuss and agree options for strengthening links. Outer NW Area Committee is initially having a sub-group discussion on the 28th June to agree way forward.

Current Position:

West North West

The Outer North West Area Committee held its first Parish and Town Council Forum meeting on the 7th November. The workshop reviewed the current working arrangements and explored how to work closer together. One of the outcomes from the session was to explore how Parish and Town Councils could work closer on environmental issues through Parish and Town Council representation. Other areas of common interest include young people's activities. The next Parish and Town Council Forum in March will focus on a discussion with the WNW Environmental Locality Manager to strengthen current working arrangements.

East North East

Outer North East – A report was presented to the September 2013 Area Committee meeting outlining the arrangements ion place for engaging with Town and Parish Councils; this report included revised terms of reference for the Outer NE forum which were agreed at the forum meeting on 11 July 2013. Under the new terms of reference, the name of the forum was changed from the "Wetherby and Harewood Parish and Town Council Forum" to the "Outer Net East Parish and Town Council Forum". This is to reflect Alwoodley Parish Council being part of the forum.

Parish and Town Councils are consulted on the Environmental SLA via the forum meetings. They have also been asked to each nominate a Children and Young People's champion to work with the Area Lead Member for Children and Young People (Cllr. Lamb).

South East

• Outer East –Town and Parish Councils membership is included in current partnerships and all relevant consultation exercises on integrated services affecting the local population are undertaken by partners with PTCs, including that of the environmental SLA. On-going work to localise the youth service has been discussed at community forums with representatives from the local parish councils. Area Improvement Manager is a member of the Micklefield regeneration board and youth service localisation has been discussed with the Board. Discussions with local councillors are underway to ensure that input to new or refreshed delegations in the new municipal year to area committees are secured.

 Outer South – A working group met on 11 October 2013 and agreed an action plan to deliver the Scrutiny Board recommendations in the area. The Area Leader is meeting with each Parish and Town Council in Spring 2014 on new or refreshed delegations. The Environmental Services Locality Manager has consulted with Parish and Town Councils on the Service Level Agreement. Operational dialogue through local groupings continues with the service on the delegated function and further discussions on the zonal deployment of environmental resources are planned.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That there are effective operational relationships with all local councils in relation to Planning Services and Highways and Transportation.

Recommendation 6 – That, in accordance with the Leeds Parish and Town Council Charter and supplementary document, the Director of City Development leads on strengthening and ensuring there is a consistent approach to the operational relationships with all local councils in relation to Planning Services and Highways and Transportation.

Formal response (July 2013):

Fully supportive of the need to ensure we have effective operational relationships.

There are good and effective working relationships established in relation to development management, local and neighbourhood planning and enforcement. The Planning Charter, which has operated for several years, was revised and updated at the Annual meeting at the end of January and includes new sections – discussions have not yet been finalised to agree the updated Charter but will be progressed shortly – the outstanding issues relate to content about tree works information, the Community Infrastructure Levy and Neighbourhood Planning.

In terms of Neighbourhood Planning, 39 areas across Leeds are either working on Neighbourhood Plans or have shown an interest; of these areas, 25 are Town or Parish Councils, which equates to 75% of the Town and Parish Councils in Leeds. Recently, six other Town or Parish Council areas have shown an interest in Neighbourhood Planning and are being advised accordingly. Eight Parishes have shown no interest in Neighbourhood Planning to date (Allerton Bywater, Arthington, Drighlington, Gildersome, Great and Little Preston, Micklefield, Morley and Swillington). It is possible that this position will change as a result of the site allocations consultation being carried out in June/July.

The Neighbourhood Plans are at different stages and there are different capacities locally to prepare them; for this reason they are receiving different levels of support from minimal to intensive (the intensive support being given to the pilot areas of Boston Spa, Otley and Kippax). No Neighbourhood Plans have been adopted yet, as this cannot happen until the adoption of the Core Strategy, which is expected to be in mid to late 2014.

12 Town or Parish Council areas have completed Stage 1 of the Neighbourhood Planning process (designating a relevant neighbourhood area) and are now working to producing a draft Neighbourhood Plan document (Stage 2). There are seven pending neighbourhood area designations in Town or Parish Council areas.

Planning and Sustainable Development now have wedge-based nominated contact officers, to ensure a single point of contact for Parish Councils and to ensure greater continuity.

Through the Charter, local planning processes and Neighbourhood Planning, we ensure greater contact with Town and Parish Councils and a means for them to feed into the wider planning process.

A Highways and Transportation supplement that sets out the links and services provided in the local council areas has been provided and is updated on a regular basis. In addition officers within the service work closely with their local councils to provide services which

address local needs such as highway maintenance operations, street lighting and local traffic management.

Details of planned road works are provided to local councils and a new on-line system called 'roadworks.org' is currently being brought on stream which should in due course provide improved levels of communication and notification. Contact details for key officers in the local council areas are provided.

The supplement is currently updated on an annual basis to reflect both changes in the services and issues that may be raised by local councils and residents during the year. A further update for 2013 is planned and ways of improving the usability and level of information provided within the document are presently under review.

Current Position:

The Parish and Town Council Charter was reviewed in September 2013 and includes updates Community Infrastructure Levy (CIL), tree works and neighbourhood planning.

- 21 parished areas have been designated a neighbourhood area and will receive support from the Council to prepare a neighbourhood plan
- The Parish and Town Council Charter now outlines the keys stages in the neighbourhood planning process
- To complement the charter, a neighbourhood planning agreement will be prepared for each area and will set out statutory responsibilities, how the Council will support and parish and town council responsibilities
- Parish/Town councils were consulted on CIL charging schedule Oct/Dec 2013, the draft is due for submission February 2014 and adoption late 2014
- From 1 December 2013, Parish/Town Councils will be notified by email of new tree work applications
- Parish/Town Councils now have an opportunity to attend Plans Panel under new public speaking provisions at pre-application stage
- Officers will now request Parish/Town councils are consulted by applicants on sensitive pre-applications

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That local councils and Area Committees work in partnership to explore opportunities for maximising available resources to best meet the needs of their local communities.

Recommendation 7 – That Area Leaders proactively work with local councils and Area Committees to identify opportunities for maximising available resources to best meet the needs of their local communities.

Formal response (July 2013):

There are already good examples of collaborative work and spending between Area Committees and P&TCs. These will be reviewed and new opportunities identified through the sub-group, workshop and P&TC Forum discussions on all the recommendations over the summer. Link to Area Review implementation plan.

Current Position:

West North West

The Outer North West Area Committee already has a number of collaborative projects supported by wellbeing funding and Parish and Town Council resources. This works well in relation to environmental and community safety projects. The Area Leader will work with the Parish and Town Council Forum to explore opportunities for closer budgeting alignment around the Environmental SLA and the Youth Activities Fund, as well as agreeing future strategic priorities.

East North East

Outer North East – Where possible, Parish and Town Council funding is a match with Area Committee funding and other funding to deliver local projects. Examples include a residents car parking scheme at Scarcroft and the refurbishment of Jubilee Fields in Aberford.

South East

- Outer East –Town and Parish Councils membership is included in current partnerships and all relevant consultation exercises on aligning spend for local projects affecting the population are undertaken by partners with PTCs through local forums. Parish councillors, for example, from Micklefield and Kippax regularly visit the local area office and there is an ongoing dialogue on projects of mutual interest.
- Outer South A working group met on 11 October 2013 and agreed an action plan to deliver the Scrutiny Board recommendations in the area. The Area Leader is meeting with each Parish and Town Council in Spring 2014 to identify further opportunities to maximise the use of collective resource to meet population need.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That residents are actively encouraged and supported in undertaking volunteering initiatives that will benefit their local communities.

Recommendation 8

- (i) That local councils are proactive in promoting volunteering initiatives and encouraging people to take an active role within their community.
- (ii) That the Council's Assistant Chief Executive (Citizens and Communities) and Chief Officer Communities, lead on actively supporting approaches made by local councils for any advice and assistance directly associated with local voluntary initiatives.

Formal response (July 2013):

The Assistant Chief Executive (Citizens and Communities) agrees with this recommendation and will work with the Chief Officer Communities, in ensuring that the appropriate pathway for Parish and Town Councils to request advice and assistance associated with local voluntary initiatives is transparent.

Current Position:

City Development has currently been working with the Leeds Metropolitan University School of Planning and Human Geography on voluntary student support for some neighbourhood areas. A number of parishes have already expressed an interest in being involved. A seminar will take place at the university in late February to agree volunteers.

The Leeds Volunteering Centre has been established to support volunteering initiatives and activities across the city. This will be promoted as the route for providing city-wide advice and assistance

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That partnership working between local councils and Area Committees continues to be actively promoted across the city.

Recommendation 9 – That the three Area Leaders actively promote partnership working with local councils as part of the integrated locality working agenda in the three wedges of East North East, West North West and South East.

Formal response (July 2013):

Linked to 3 & 5 above, need to agree clear link arrangements that meet local need e.g. Outer NE P&TC forum. Area Leaders to feed in to sub-group, workshop and P&TC Forum discussions over the summer. In particular Area Leaders to introduce discussion on the role town and parish councils could play in local delivery groups and partnership arrangements.

Current Position:

West North West

The first Outer North West Parish and Town Council meeting reviewed current arrangements for sharing information. All information is sent to the Parish and Town Council clerks for them to disseminate. In addition, Parish and Town Councillors who attend the forum now get updates on future meetings. All Parish and Town Councils are aware of the open forum process at Area Committee and work is ongoing to explore their attendance at the Environmental sub group. The Area Leader will work with the Area Committee Chair through the new Parish and Town Council forum to identify areas of closer working in the future.

East North East:

Outer North East: The Parish and Town Council forum will meet at least four times this year. Meetings set for January, April, July and October. The minutes from the forum meetings are reported to the Outer NE Area Committee. Links to agendas, minutes and key messages from Area Committees are circulated to the parishes.

South East

- Outer East –Report provided to 15th October Area Committee meeting. Agreed recommendations to continue to implement and build on current good practice and strengthen links with the 7 forums in the area. Town and Parish Councils membership is included in current partnerships and all relevant consultation exercises on integrated services affecting the local population are undertaken by partners with PTCs. Parish councillors regularly visit the area office. There is good engagement around local neighbourhood planning activity. The Area Improvement Manager is a member of the Micklefield Regeneration Board and has/is co-developing a range of projects.
- Outer South Report provided to 15th July Area Committee meeting. A working group has been established to consider progress against Scrutiny Board recommendations involving representatives from 3 PTC, Area Committee and Council Officers. The working group met on 11 October 2013 and agreed an action plan to deliver the Scrutiny Board recommendations in the area. The next meeting to be held on 3 March 2014 will review progress. The Area Leader is meeting with each Parish and Town Council in Spring 2014.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board* 4 - Not fully implemented (Progress made acceptable. Continue monitoring.)

Desired Outcome – That the relationship between local councils and Area Committees is continually monitored and developed.

Recommendation 10 - That the Chair of the city wide Parish and Town Council Forum ensures that the Forum's annual meeting is used to provide an opportunity for local councils to openly share their experiences of working with their Area Committees, share good practice and identify potential areas for improvement.

Formal response (July 2013):

The Chair believes this is already the practice. The annual meeting in January 2013 was the best attended, with 21 Parish and Town Councils represented. The Chair is keen that ongoing improvements continue to be implemented.

Current Position:

The annual meeting of the city wide Parish and Town Council Forum took place on Monday 27th January 2014. As part of this meeting, there was a dedicated agenda item inviting local councils to openly share their experiences of working with their Area Committees, share good practice and identify potential areas for improvement. A senior representative of the Area Management Teams also contributed to this meeting.

The Chair of the Forum, Councillor Peter Gruen, will be providing further feedback to the Scrutiny Board at its February meeting.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That the relationship between local councils and Area Committees is continually monitored and developed.

Recommendation 11 – That Area Leaders work closely with Area Chairs to ensure that Area Committees continue to monitor their relationships with local councils in order to identify strengths and potential areas for improvement.

Formal response (July 2013):

This will be included as part of the Locality Working annual review report. Area Chairs forum will pick up and discuss in the first instance.

Current Position:

Relationships with local Parish Councils will continue to be monitored through existing Area Committees and "Community Committees" as they are established. The new "Community Committees" will seek to enhance and improve further links with Parish and Town Councils and local forums.

The Chief Officer, Communities and Policy Manager met with the Chair and Vice Chair of the Leeds Parish and Town Council Branch and will be attending the Branch Meeting in February 2014 to further develop working relationships.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

Desired Outcome – That the Council is proactive in supporting the development of new local councils within the Leeds area.

Recommendation 12 – That the Chief Executive of the Council nominates a Chief Officer to work closely with the Yorkshire Local Councils Associations in encouraging and supporting the development of new local councils across the city.

Formal response (July 2013):

The Chief Officer Communities has been nominated to undertake this role.

Current Position:

As part of the DCLG/ National Association of Local Councils" new councils programme, YCLA is working with a campaign group in Guiseley to create a new local council for that area and some funding has been drawn down from the programme to support the group.

Position Status (categories 1 – 6) This is to be formally agreed by the Scrutiny Board

2 – Achieved