

Report of Director of Resources and The City Solicitor

Report to General Purposes Committee

Date: 9th May 2012

Subject: Review of the Decision Making Framework

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

The Director of Resources and the City Solicitor have reviewed the Council's Executive Decision making Framework. Amendments to the framework have been identified to;-

- increase the opportunity for Member input/oversight of decisions at a Ward level
- speed up the implementation of decisions taken by Area Committees
- clarify accountability arrangements and simplify decision making procedures

Recommendations

General Purposes Committee is asked to consider the proposals contained in this report and recommend to Full Council approval of;

- Amendments to Article 13 of the Constitution concerning the definition of a Key Decision and incorporation of definitions of other Executive decision categories;
- New Executive and Decision Making Procedure Rules which consolidate decision making procedures into one set of rules (and corresponding consequential amendments to the documents affected); and
- Amendments to the Officer Delegation Scheme (Council Functions) to withdraw concurrent delegations.

General Purposes Committee is also requested to note the Leader's intention to withdraw concurrent delegations to officers contained in the Executive arrangements.

1 **Purpose of this report**

- 1.1 This report presents proposed amendments to the council's Executive decision making framework.
- 1.2 The Director of Resources and the City Solicitor have reviewed the Executive Decision Making arrangements and identified scope to;
 - Enhance opportunities to ensure Ward Councillors are engaged at an early stage in the decisions which affect their constituencies
 - Speed up the implementation of decisions of Area Committees
 - Make arrangements more transparent, with a focus on clear accountability

2 Background information

- 2.1 Following the enactment of the Local Government Act 2000, and in common with comparable local authorities, Leeds City Council adopted Executive Decision making arrangements. As part of these arrangements Leeds introduced a categorisation of Executive Decisions as follows;
 - Key decisions of a value of £500,000 and above and with a significant impact on two or more Wards. Such decisions requiring prior notification on the Forward Plan and being available for Call In.
 - Major decisions of a value of £100,000 and above and with a significant impact on one or more Wards. Such decisions being available for Call In.
 - Significant Operation Decisions decisions which were not Key or Major, but according to a list of definitions, were of such significance as being required to be published. These decisions not being available for Call In.
 - Administrative essentially all other decisions with no requirements to publish or be available for Call In.
- 2.2 Leeds City Council also introduced a delegation scheme to Directors.
- 2.3 Over time these arrangements have varied only slightly ;-
 - In 2004 Area Committees were introduced by the Council with a range of Executive responsibilities – known as Area Functions. Decisions in relation to these functions being open for Call In.
 - In February 2007 Executive Board approved arrangements whereby accountability was delegated concurrently to Directors and Chief Officers;
 - In 2008, following work undertaken by a member Working Group, Full Council amended the definition of a Key Decision with the financial component being reduced from £500,000 to £ 250,000.

- 2.4 The Director of Resources has completed a survey of decision making arrangements in the Core Cities and across West Yorkshire. From that review it can be seen that no other authority within the sample employs categories of decisions other than Key and non Key, which are those required by legislation.
- 2.5 However, each authority deals differently with these categories of definition; some employing varying definitions dependent on the type of expenditure involved, some limit the taking of Key Decisions to Members acting in a Committee, whilst others, like Leeds, allow delegation of Key Decisions to officers.
- 2.6 The Director of Resources has also received feedback from Members and Officers in respect of the arrangements in Leeds. A concern common to both members and Officers is that the various tiers of decision are complex, and in some instances, are difficult to understand. This view may well be mirrored by the general public but has not been tested.
- 2.7 Members were particularly concerned that Members needed to be aware and consulted on all significant decisions at a Ward level, and that the speed of implementation of decisions within localities needed to be improved.

3 Main issues

3.1 In response to the review, and following consultation with Members, the Director of Resources and the City Solicitor make the following proposals for changes to the Council's decision making framework ;-

Amend the definition of a Key Decision

3.1.1 The Director of Resources and the City Solicitor recommend that the definition of a Key Decision be reconsidered as follows :-

"a decision relating to an Executive function which is likely

- To have a significant effect on communities living or working in an area comprising one or more ward.
- To result in the authority incurring expenditure or making savings (including the receipt or loss of income) over £250,000

And

- which is not a decision which is a direct consequence of implementing a previous Key decision, or in relation to which a further report will be submitted for approval of the proposal before the Council is committed to proceed, or
- which is not the result of varying a previous Key decision in line with recommendations made by a Scrutiny Board following a Call In of that decision."
- 3.1.2 This proposal introduces a change in the requirements in that that decisions having a significant effect on <u>only one ward</u> will be treated as Key decisions.

- 3.1.3 In addition it is proposed that the receipt or loss of income be included within the Leeds definition of a Key decision (rather than being included in the list of Significant Operational Decisions).
- 3.1.4 A potential moot point is the definition of 'significant' in this context. To assist in this respect the Director of Resources and the City Solicitor recommend that a decision will be considered to have a significant effect on a Ward if it will involve;
 - The closure of any facility provided by the Council in fulfilment of its functions (e.g. a school, library or sports facility)
 - A change of use of a community asset
 - the implementation of schemes targeting areas of deprivation
 - schemes which might otherwise impact, for better or worse, on the amenity of the community, including the quality or level of services provided by the authority to a significant number of people living or working in the locality affected
 - Where doubt exists as to the significance of the effect of the decision officers are advised to treat the matter as a Key Decision.
- 3.1.5 These amendments will assist in embedding the need for consultation and engagement with Members in relation to decisions which most affect their wards.
- 3.1.6 It is proposed that these definitions be reviewed by General Purposes Committee after 6months of operation to ensure they are proportionate and fit for purpose.

Delete the Major category of Executive Decisions

- 3.1.7 Major decisions form a proportionately small number of recorded executive decisions in 2010/11; some 290 out of 2000. When coupled with the proposal to amend the significant impact definition of Key Decision to one or more ward, it is considered that the removal of this category of decision making will assist in the simplification, understanding and application of the Council's Decision Making arrangements.
- 3.1.8 From a sample of Directorates (Children's and City Development) it is considered that there the majority of decisions currently treated as Major would be captured by the new definition of Key Decision.

Simplify the definition of Significant Operational Decisions

3.1.9 As part of the review the Director of Resources and the City Solicitor have considered the definition of a Significant Operational Decision and propose a simplification of the existing provisions so that would read as follows:-

"Those decisions which are not Key decisions¹ and which;

a.) Do not fall within the definition of Administrative decisions; or

¹ Or would have been a Key decision but for a specific provision in the definition of a Key Decision to remove them from this category (see paragraph 3.10.2 of this report)

- b.) Would have been a Key decision but for a specific provision in the definition of a Key Decision to remove them from this category; or
- c.) result in the authority incurring expenditure or making savings (including the receipt or loss of income) over £100,000 each year; or
- d.) are, in the opinion of the Director, Chief Officer or Head of Service, of such significance that a published record of the decision would ensure transparency and accountability in relation to decision making within the authority, for example:-
 - a decision to approve or change an officer sub delegation scheme, or
 - a decision which requires the virement of funding within approved virement powers of officers.
- 3.1.10 This proposed definition, which compliments the existing requirement on Local Authorities to publish details of all expenditure over £500, will ensure that any decisions which are currently Major decisions and are not captured by the new definition of Key will still be subject to the requirement to record, and that Members are therefore aware of them.
- 3.1.11 The proposals set out in paragraphs 3.1.1 3.1.10 will require amendments to Article 13 of the Constitution as set out at Appendix 1.

Remove Area Committee Decisions from those open to Call In

- 3.1.12 In order to facilitate the potential Call In of Area Committee decisions officers prepare a 'Decision Notice' detailing those decisions of each meeting which are open to Call In; this is in addition to the formal requirements for Minutes.
- 3.1.13 Only two Area Committee decisions have been subject to Call In since the Area Committees were first appointed five years ago. Of these two decisions one was withdrawn and one was sent back for reconsideration.
- 3.1.14 This low Call In rate for Area Committee decisions may well be, in part, as a result of the fact that the decisions delegated to Area Committees are being made by those ward members with knowledge of their own locality and, as a consequence, democratic accountability is built into the decision making arrangements.
- 3.1.15 The Director of Resources and the City Solicitor recommend that Area Committee decisions be removed from those eligible for Call In. It is considered that this would have a negligible impact on Members' involvement in decisions but would enhance the ability of each Area Committee to 'get on with' implementing decisions at a local level, for example in relation to the implementation of Well Being Fund Capital and Revenue decisions, which are currently delayed by some 7 working days due to Call In.
- 3.1.16 In addition efficiencies would be made in relation to the administration of Area Committee meetings as a result of decision notices no longer being produced.

Decision Making Procedure Rules

3.1.17 The Council's Constitution contains a number of procedure rules, which, in part, form elements of the Council's Executive Decision Making Framework – this is illustrated in the table below.

Constitutional Document	Content related to Executive Decision Making
Guidance Notes on Delegated Decision Making	Sets out the definition of some categories of Executive Decision and summarises some of the processes
Executive Procedure Rules	Sets out the arrangements for Executive Board meetings
Scrutiny Procedure Rules	Sets out the processes for Call In
Budget and Policy Framework Procedure Rules	Sets out the process for taking decisions outside the Budget and Policy Framework
Access to Information Procedure Rules	Set out the processes taking Key Decisions (e.g. the Forward Plan and Notification requirements)

- 3.1.18 A programme of training for officers involved in decision making has been rolled out throughout the Council. Feedback from participants indicates that the fragmentation of rules in relation to the Council's decision making framework has led to a lack of clarity, understanding and transparency.
- 3.1.19 It is therefore proposed that a set of Decision Making Procedure Rules is introduced. These rules would to bring together all relevant provisions in relation to decision making and provide much needed clarity and transparency for officers, Members and the public. The proposed Procedure Rules are set out in Appendix 2.

Remove Concurrent Delegations

- 3.1.20 The original objective of the concurrent delegations was to make chief officers directly accountable to Members for operational matters and in so doing free directors up to be more strategic. There is a widely held view that the arrangements have not added value to the Council's governance arrangements but rather, have added unnecessary complexity and lack of clarity in respect of accountability.
- 3.1.21 The Leader has indicated his intention to remove all Concurrent Delegations to Chief Officers from the Officer Delegation Scheme (Executive Functions), with the intention that Chief Officers should operate under the sub delegation schemes of their respective Directors.

- 3.1.22 It is therefore proposed that the all Concurrent Delegations to Chief Officers under the Officer Delegation Scheme (Council (non executive) Functions) should be removed to reflect this position. Members may wish to note that those delegations made to the Chief Planning Officer alone would not be removed from the delegation scheme, as these are necessary to enable the authority to carry out its planning functions with no conflict of interest arising between these and its land and asset management functions.
- 3.1.23 This would result in simplification of delegation arrangements; provide clarity in terms of responsibility for executive decision making and clarify lines of accountability for members and the public whilst also reducing the administrative burden of maintaining numerous sub delegation schemes.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Members from across all political groups have been consulted on these proposals. This has included senior group members, Scrutiny Chairs, and the Chair of the Corporate Governance and Audit Committee.
- 4.1.2 In addition, over a two year period, there has been a program of training delivered to those of the Council's officers who are responsible for taking decisions in accordance with the officer delegation scheme. Whilst primarily intended to advise those officers of the requirements of the decision making framework it has enabled the development of a dialogue with officers, and the feedback obtained through this process has been considered in the making of proposals for future change.
- 4.1.3 The draft Executive and Decision Making Procedure Rules has been shared with a sample group of officers, all of whom are involved with the decision making process, and has been amended on the basis of that peer review.
- 4.1.4 Members of the Scrutiny Board (Corporate and Council Services) have met as a working group to consider the Call In process and have made a number of recommendations in relation to Member consultation, accountability and transparency of decision making. Whilst these recommendations are being separately met, their base requirement of appropriate Member consultation has informed the proposals made in this review.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An initial consideration of the equality, diversity, cohesion and integration screening form indicates that there are no issues raised by the review of the decision making framework.

4.3 Council Policies and City Priorities

4.3.1 The Council's Business Plan 2011 – 2015 sets out the Council's priorities in delivering services to the public over that period. Particularly the priorities and performance measures for Corporate Directorate require that we "Ensure there are good rules and procedures to govern the council's business".

4.4 Corporate and Value for Money

4.4.1 The controls in place on decision making enable Members to scrutinise decisions to ensure value for money. The proposed amendments seek to support this requirement for appropriate consultation with Members, whilst freeing decision making in relation to those matters where there is little or no value to be gained by the imposition of time consuming control processes.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Some of these proposed amendments to the Constitution will fall to be made by Full Council. It will therefore be necessary to report to the General Purposes Committee with the outcome of consultation and to seek their recommendation of the proposed amendments to Full Council.

4.6 Risk Management

4.6.1 There are no risks arising from the review of the decision making framework.

5 Conclusions

5.1 The proposals contained within this report seek to further embed democratic accountability within the Council's Executive Decision Making arrangements.

6 Recommendations

- 6.1 General Purposes Committee is asked to consider the proposals contained in this report and recommend to Full Council approval of;
 - Amendments to Article 13 of the Constitution concerning the definition of a Key Decision and incorporation of definitions of other Executive decision categories;
 - New Executive and Decision Making Procedure Rules which consolidate decision making procedures into one set of rules (and corresponding consequential amendments to the documents affected); and
 - Amendments to the Officer Delegation Scheme (Council Functions) to withdraw concurrent delegations.
- 6.2 General Purposes Committee is also requested to note the Leader's intention to withdraw concurrent delegations to officers contained in the Executive arrangements

7 Background documents

- 7.1 Feedback from Officer Training Sessions
- 7.2 Review of Executive arrangements within West Yorkshire and Core Cities

ARTICLE 13 - DECISION MAKING

13.0 CATEGORIES OF DECISION MAKING

13.1 Council Decisions

Council Decisions are made in relation to Council functions, as defined by the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as amended. Council Decisions are not further categorised.

13.1.1 Decision Making By The Full Council

Decisions relating to the functions listed in Article 4.2 or detailed in Part 3 of this Constitution as matters reserved to full Council will be made by the full Council and not delegated.

Subject to Article 13.5, the Council meeting will follow the Council Procedures Rules set out in Part 4 of this Constitution when considering any matter.

13.1.2 Decision Making By Other Committees And Sub-Committees established by the Council

Subject to Article 13.5, other Council committees and sub-committees will follow those parts of the Council Procedures Rules set out in Part 4 of this Constitution as apply to them.

13.1.3 Decision Making By Officers

Officers will act in accordance with the Officer Delegation Scheme set out in Part 3 of this Constitution when considering any matter

13.2 Executive Decisions

Executive Decisions are made in relation to Executive functions, as defined by the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as amended.

13.2.1 Decisions made in relation to Executive Functions are categorised as follows:-

Key Decision:- a decision relating to an executive function which is likely

- to result in the authority incurring expenditure or making savings (including the receipt or loss of income) over £250,000 pa², or
- to have a significant effect on communities living or working in an area (including one ward).

and

- which is not a decision which is a direct consequence of implementing a previous Key Decision³, or in relation to which a further report will be submitted for approval of the proposal before the Council is committed to proceed⁴, or
- which is not the result of varying a previous Key decision in line with recommendations made by a Scrutiny Board following a Call In of that decision.

Significant Operational Decisions:- those decisions which are not Key decisions and which;

- a.) Do not fall within the definition of Administrative decisions; or
- b.) Would have been a Key decision but for a specific provision in the definition of a Key Decision to remove them from this category; or
- c.) result in the authority incurring expenditure or making savings (including the receipt or loss of income) over £100,000 each year; or
- d.) are, in the opinion of the Director, Chief Officer or Head of Service, of such significance that a published record of the decision would ensure transparency and accountability in relation to decision making within the authority, for example:-
 - a decision to approve or change an officer sub delegation scheme, or
 - a decision which requires the virement of funding within approved virement powers of officers.

- a) a Treasury Management decision in relation to the making, payment or borrowing of a loan; or
- b) a decision to purchase energy under the terms of an energy supply contract which has been awarded following the appropriate procurement process; or

² Except where this expenditure, saving or income will result from :-

c) a decision to approve a care plan which the Council has a duty or power to provide as defined by s46 of National Health Service and Community Care Act 1990 and s2 of the Chronically Sick and Disabled Persons Act 1970. Ss17 and 20 Children Act 1989 or s2 Local Government Act 2000

d) the settlement of proceedings to which Leeds City Council is a party.

³ Where a scheme or proposal changes following the original decision to the extent that the additional spend or save, or the additional impact of the decision, reaches the threshold for a Key decision it shall be treated as a new Key decision.

⁴ Under the capital programme, a decision to **authorise expenditure** over £250,000 will be a **key** decision, but a decision to **inject a scheme** into the capital programme, or to **award a contract** over the value of £250,000 will not.

Administrative Decisions

A decision is an Administrative Decision if it is not a Key, or Significant Operational decision and:

- (a) it is within an approved budget; and
- (b) it is not in conflict with the Budget and Policy Framework or other approved policies approved by the Council; and
- (c) it does not raise new issues of policy.
- 13.2.2 A decision taker will have regard to the definitions of Key, Significant Operational and Administrative decisions set out above and the requirements of the Executive and Decision Making Procedure Rules set out in Part 4 of this Constitution.
- 13.2.3 Decision Making By The Executive⁵

Subject to Article 13.5 the executive will follow the Executive and Decision Making Procedure Rules set out in Part 4 of this Constitution when considering any matter.

13.2.3 Decision Making By Area Committees

The Executive Board shall determine from time to time the executive functions⁶ that may be exercised by Area Committees. These functions will be exercisable concurrently by the Executive Board and, in accordance with the Officer Delegation Scheme (Executive Functions), by Directors.

Area Committees will follow their respective Procedure Rules set out in Part 4 of this Constitution when considering any matter.

13.2.4 Decision Making By Officers

Officers will following the Executive and Decision Making Procedure Rules and act in accordance with the Officer Delegation Scheme set out in Part 3 of this Constitution when considering any matter

13.3 RESPONSIBILITY FOR DECISION MAKING

13.3.1 A record of what part of the Council or individual has responsibility for particular types of decisions or decisions relating to particular areas or functions will be maintained by the Director of Resources. This record is set out in Part 3 of this Constitution.

⁵ The executive may be the Executive Board itself or any other committee or officer acting under authority delegated by the Leader or the Executive Board as set out in Part 3 of this Constitution

⁶ Part 3 Sections 3C and 3D of the Constitution provide details of the extent of the delegation determined by the executive.

13.4 PRINCIPLES OF DECISION MAKING

All decisions of the authority, whether made by Council, Executive Board Councillors collectively⁷ or officers, will be made in accordance with the following principles:-

- Proportionality (i.e. the action must be proportionate to the desired outcome)
- Due consultation and the taking of professional advice from officers
- Respect for human rights
- A presumption in favour of openness
- Clarity of aims and desired outcomes
- An explanation of the options considered and details of the reasons for the decision
- Natural justice
- Positive promotion of equality of opportunity

13.5 RECORDING DECISIONS

Council Decisions

- 13.5.1 All decisions taken by committees of the Council will be recorded in minutes. Officers with delegated authority to take Council decisions will record decisions they take; such records will be available for inspection by the public in accordance with the provisions of the Constitution.
- 13.5.2 In appropriate circumstances, the officer should provide the Head of Governance Services with a completed Delegated Decision Notification, for inclusion in the Council's record of decisions made.

Executive Decisions

- 13.5.3 All decisions taken by Executive Board, and all decisions categorised as Key or Significant Operational and taken by an officer will be recorded and be available for inspection by the public in accordance with the provisions of the Constitution. The record will include;
 - a. a statement of the reasons for each decision,
 - b. details of any alternative options considered and rejected and
 - c. a record of any conflict of interest declared by any Member or Officer together with a note of any dispensation granted in respect of that interest by the Standards Committee.

⁷ For example in Committees or Sub-Committees

13.5 DECISION MAKING BY COUNCIL BODIES ACTING AS TRIBUNALS

The Council or an officer acting as a tribunal or in a quasi judicial manner or determining/considering (other than for the purpose of giving advice) the civil rights and obligations or the criminal responsibility of any person will follow a proper procedure which accords with the requirements of natural justice and the right to a fair trial contained in Article 6 of the European Convention on Human Rights.

EXECUTIVE AND DECISION MAKING PROCEDURE RULES

1. HOW DOES THE EXECUTIVE OPERATE?

1.1 Who may make executive decisions

The Leader may discharge any functions which are the responsibility of the Executive⁸; or

He/she may provide for executive functions to be discharged by:

- the Executive Board as a whole;
- an individual Executive Member;
- a committee of the Executive;
- an officer;
- an Area Committee;
- joint arrangements; or
- another local authority.

1.2 Appointments and delegation by the Leader

At the annual meeting of the Council, the Leader will present to the Council the names, addresses and wards of the Deputy Leader and the Members appointed to the Executive Board⁹ by the Leader, and the names of any Members appointed as Deputy Executive Members and Support Executive Members.

The Leader may remove the Deputy Leader, an Executive Member or a Deputy Executive Member or Support Executive Member from office. To do so, the Leader must give written notice to the Chief Executive in accordance with Article 7. The Chief Executive will report this to the next ordinary meeting of the Council.

Subject to Article 7.2, the Leader may appoint Executive Members, Deputy Executive Members or Support Executive Members at any time. The Leader must report any such appointment to the Chief Executive as and when it is made. The Chief Executive will report any such appointment to the next ordinary meeting of the Council.

Where a vacancy occurs in the office of Deputy Leader, and the Leader appoints a Deputy Leader in accordance with Article 7.5, the Leader must report any such appointment to the Chief Executive as and when it is made. The Chief Executive will report any such appointment to the next ordinary meeting of the Council.

At the annual meeting, the Leader will also present to the Council a written record of delegations made by him/her for inclusion in the Council's scheme of delegation at Part 3 to this Constitution. The document presented by the Leader will contain the following information about executive functions in relation to the coming year:

⁸ Subject to any provisions made under Local Government Act 2000 in relation to the discharge of functions by area committees, another local authority or jointly).

⁹ 'Executive Members'

- the extent of authority of the Executive Board;
- the extent of any authority delegated to individual Executive Members, including details of any limitation on their authority;
- the terms of reference and constitution of such executive committees as the Leader appoints and the names of Executive Members appointed to them;
- the nature and extent of any delegation of executive functions to Area Committees, any other authority or any joint arrangements and the names of those Executive Members appointed to any joint committee for the coming year; and
- the nature and extent of any delegation to officers with details of any limitation on that delegation, and the title of the officer to whom the delegation is made.

1.3 <u>Sub-delegation of executive functions</u>

Subject to any statutory provisions about the discharge of functions to area committees, by another local authority, or the joint exercise of functions:

- if the Leader delegates functions to the Executive Board, then unless he/she directs otherwise, the Executive Board may delegate further to a committee of the executive or to an officer;
- if the Leader delegates functions to an Executive Member, then unless the Leader otherwise directs, that Executive Member may delegate further to an officer.
- if the Leader delegates functions to a committee of the executive, then unless he/she directs otherwise, the committee may delegate further to an officer.

Where executive functions have been delegated, that fact does not prevent the discharge of delegated functions by the person or body who delegated them.

1.4 <u>The Council's scheme of delegation and executive functions</u>

- (a) Subject to (b) below the Council's scheme of delegation will be subject to adoption by the Council and may only be amended by the Council. It will contain the details required in Article 7 (the Executive) and set out in Part 3 of this Constitution.
- (b) The Leader may amend the scheme of delegation relating to executive functions at any time during the year. To do so, the Leader must give written notice to the Monitoring Officer and to the person, body or committee concerned. The notice must set out the extent of the amendment to the scheme of delegation, and whether it entails the withdrawal of delegation from any person, body, committee or the Executive Board. The Monitoring Officer will present a report to the next ordinary meeting of the Council setting out the changes made by the Leader.
- (c) Where the Leader seeks to withdraw delegation from a committee, notice will be deemed to be served on that committee when he/she has served it on its chair.

1.5 <u>Executive Meetings – when and where</u>

The Executive Board will meet at least 10 times per year at times to be agreed by the Leader. The Executive Board and its committees shall meet at the Council's main offices or another location to be agreed by the Leader.

1.6 <u>Public or private meetings of the executive</u>

The Access to Information Rules in Part 4 of this Constitution set out the requirements covering public and private meetings. Other than the legal requirements, relating to confidential and exempt information, all meetings of the Executive will be in public.

1.7 <u>Quorum</u>

The quorum for a meeting of the Executive Board shall be four. The quorum for a meeting of a committee of the Executive shall be three.

1.9 How decisions are to be taken by the Executive

Executive decisions which are the responsibility of the Executive Board will be taken at a meeting convened in accordance with the Access to Information Procedure Rules in Part 4 of this Constitution.¹⁰

Where executive decisions are delegated to a committee of the Executive, the rules applying to executive decisions taken by them shall be the same as those applying to those taken by the Executive Board.

2. HOW ARE EXECUTIVE MEETINGS CONDUCTED

2.1 Who presides

The Leader and in his/her absence, the Deputy Leader will preside at any meeting of the Executive Board or its committees at which he/she is present. In the absence of both, the Leader may appoint another person to do so. If no such appointment is made, those present at the meeting shall decide by majority who should preside.

2.2 Who may attend

As stated above, with the exception of parts of the agenda where the public may be removed due to the likely disclosure of confidential or exempt information, meetings of the Executive will be in public.

2.3 <u>Substitutes</u>

A non-executive Member¹¹ cannot substitute for an Executive Member at a meeting of the Executive Board or any of its committees. The Executive Board may invite

¹⁰ Particular care must be taken to ensure that Key decisions are taken in accordance with the relevant provisions of those rules, particularly where they are not contained within the Forward Plan.

any Member it considers appropriate to attend its meetings and to speak on behalf of an absent member of the Executive Board. However that Member will not be able to take decisions and will not be a co-opted member of the Executive Board.

2.4 What business

At each meeting of the Executive Board the following business will be conducted:

- consideration of the minutes of the last meeting;
- declarations of interest, if any;
- matters referred to the Executive Board (whether by a Scrutiny Board or by the Council) for reconsideration by the Executive Board in accordance with the provisions contained in these or other relevant Procedure Rules set out in Part 4 of this Constitution;
- consideration of reports from Scrutiny Boards; and
- matters set out in the agenda for the meeting, and which shall indicate which are Key Decisions and which are not.

2.5 <u>Consultation</u>

All reports to the Executive Board from any Member of the Executive, or an officer, on proposals relating to the Budget and Policy Framework must contain details of the nature and extent of consultation with stakeholders and relevant Scrutiny Boards and the outcome of that consultation. Reports about other matters will set out the details and outcome of consultation as appropriate. The level of consultation required will be appropriate to the nature of the matter under consideration.

2.6 Who can put items on the Executive agenda

- (a) The Leader will decide upon the schedule for the meetings of the Executive. He/she may put on the agenda of any Executive meeting any matter which he/ she wishes, whether or not authority has been delegated to the Executive Board, a committee of it or any officer in respect of that matter. The Chief Executive will comply with the Leader's requests in this respect.
- (b) The Chief Executive will make sure that an item is placed on the agenda of the next available meeting of the Executive Board where a relevant Scrutiny Board or the full Council have resolved that an item be considered by the Executive.
- (c) The Monitoring Officer and/or the Chief Finance Officer may include an item for consideration on the agenda of an Executive Board meeting and may require the Chief Executive to call such a meeting in pursuance of their statutory duties. In other circumstances where any two of the head of paid service, Chief Finance Officer and Monitoring Officer are of the opinion that a meeting of the Executive Board needs to be called to consider a matter that requires a decision, they may jointly include an item on the agenda of an

¹¹ For the avoidance of doubt the term 'non executive Member' includes Deputy Executive Members and Support Executive Members, who shall not be eligible to substitute for an Executive Member at a meeting of the Executive Board or any of its Committees.

Executive Board meeting. If there is no meeting of the Executive Board soon enough to deal with the issue in question, then the person(s) entitled to include an item on the agenda may also require that a meeting be convened at which the matter will be considered.

3. HOW ARE EXECUTIVE DECISIONS TAKEN?

3.1 Controls Which Apply To Each Category Of Decision

Article 13 of the Constitution sets out the definitions of Key, Significant Operational and Administrative decisions. The following controls (set out in Rules 4.2 to 4.9) apply to Key decisions. In addition Significant Operational Decisions are subject to the requirement to record, as set out in Rule 4.8 below.

4.2 Procedure Before Taking Key Decisions

Subject to Rule 4.5 (general exception) and Rule 4.6 (special urgency), a Key Decision may not be taken unless the matter is included in the Forward Plan published for the period in which it is intended to take the decision; and

- In accordance with Rule 4.4 below, a notice has been published in connection with the matter in question and at least 5 clear days have elapsed since the publication of the notice; or
- where the decision is to be taken at a meeting of the Executive or its committees, notice of the meeting has been given to the public in accordance with Rule 3 Access to Information Procedure Rules (notice of meetings)

All Key Decisions which are to be taken by the Executive Board or by a Committee acting on its behalf must be taken in public.

4.3 The Forward Plan

4.3.1 Publication Of Details In Relation To Forward Plan

The Head of Governance Services¹² will publish once a year a notice in at least one newspaper circulating in the area, stating:

- that Key Decisions are to be taken on behalf of the Council;
- that a forward plan containing particulars of the matters on which decisions are to be taken will be prepared on a monthly basis;
- that the plan will contain details of the Key Decisions likely to be made for the four month period following its publication;
- that each plan will be available for inspection at reasonable hours free of charge at the Council's offices;
- that each plan will contain a list of the documents submitted to the decision takers for consideration in relation to the Key Decisions on the plan;

¹² The Head of Governance Services is the Proper Officer for Access to Information under a sub delegation from the Monitoring Officer.

- the address from which, subject to any prohibition or restriction on their disclosure, copies of, or extracts from, any document listed in the forward plan are available;
- that other documents relevant to those matters may be submitted to decision takers;
- the procedure for requesting details of documents (if any) as they become available; and
- the dates on each month in the following year on which each forward plan will be published and available to the public at the Council's offices.

4.3.2 Period Of Forward Plan

Forward Plans will be prepared by the Head of Governance Services on behalf of the Leader to cover a period of four months, beginning with the first working day of any month. They will be prepared on a monthly basis and subsequent plans will cover a period beginning with the first working day of the second month covered in the preceding plan.

Each Forward Plan will contain outstanding matters from the previous Forward Plan, and each shall be taken to supersede each earlier plan.

The Forward Plan must be published at least 14 days before the start of the period covered and made available to the relevant Scrutiny Boards.

4.3.3 Contents of Forward Plan

If it is intended to take a Key Decision in the course of the discharge of an Executive function, the decision taker¹³ will give details of the matter, as set out below, to the Head of Governance Services by the deadline for inclusion in the Forward Plan for the period during which it is intended that the Key Decision will be taken.

The Forward Plan will give the following information in so far as it is available or might reasonably be obtained:

- the matter in respect of which a decision is to be made;
- where the decision taker is an individual, his/her name and title, if any and where the decision taker is a body, its name and a list of its Members;
- the date on which, or the period within which, the decision will be taken;
- the identity of the principal groups or organisations whom the decision taker proposes to consult before taking the decision;
- the means by which any such consultation is proposed to be undertaken¹⁴;
- the steps any person might take who wishes to make representations to the Executive or decision taker about the matter in respect of which the decision is to be made, and the date by which those steps must be taken; and

¹³ If the decision is to be taken by a Committee then the officer whose report will be placed before the committee for consideration in relation to the matter is responsible for ensuring that appropriate details are included within the Forward Plan.

¹⁴ Officers are responsible for determining when further consultation and public participation would be appropriate.

• a list of the documents submitted to the decision taker for consideration in relation to the matter.

Particulars of Key Decisions included in the Forward Plan need not include exempt information and may not include confidential information.

4.4 Notification Of Delegated Decisions By Directors

4.4.1 Public access to reports intended to be taken into account

Where a Director receives a report which he/she intends to take into account in making any Key Decision, then he/she will not make the decision until the report has been available for public inspection for at least 5 clear days.

The Director will advise the Head of Governance Services of his/her intention to make the decision and provide a copy of the relevant report.

The Head of Governance Services will arrange for the publication of the notice and accompanying report on the Council's internet site.

The Head of Governance Services will also arrange for a copy of the report to be forwarded to the chair of every relevant Scrutiny Board¹⁵ as soon as reasonably practicable.

4.5 General Exception

If a matter which is likely to be a Key Decision has not been included in the Forward Plan and the decision must be taken by such a date that it is impracticable to defer the decision until the start of the first month to which the next Forward Plan, in which the details of the decision could be published, relates, the decision may still be taken if:

- The Head of Governance Services has informed the chair of the relevant Scrutiny Board, by notice in writing, of the matter about which the decision is to be made;
- the Head of Governance Services has made copies of that notice available to the public; and
- at least 5 clear working days have elapsed since the Head of Governance Services complied with these requirements.

4.6 Special Urgency

If by virtue of the date by which a decision must be taken Rule 4.5 (General Exception) cannot be followed, then the decision can only be taken if the relevant Director, obtains the agreement of the chair of a relevant Scrutiny Board¹⁶ that the decision is urgent and that taking the decision cannot be reasonably deferred.

¹⁵ Together with a copy to all Members

¹⁶ If there is no chair of a relevant Scrutiny Board, or if the chair of the relevant Scrutiny Board is unable to act, then the agreement of the Lord Mayor of the Council will suffice.

Any decision taken in accordance with this paragraph (Special Urgency) is to be taken by the Executive Board.

4.7 <u>Scrutiny Of The Making Of Key Decisions</u>

4.7.1 Decisions Which Appear to Have Been Wrongly Treated

Where an executive decision has been made and

- was not treated as a Key Decision, and
- a relevant Scrutiny Board thinks that it should have been treated as a Key Decision

that Scrutiny Board may require the Executive to submit a report to the Council within such reasonable time as the Scrutiny Board specifies.

The requirement may be raised by

- resolution passed at a meeting of the relevant Scrutiny Board, or
- the City Solicitor, to whom the power to require a report is delegated.

The Executive will prepare a report for submission to the next available meeting of the Council following the end of the period specified by the Scrutiny Board. However, if the next meeting of the Council is within 9 days of receipt of the resolution of the Scrutiny Board, then the report may be submitted to the meeting after that.

The report to Council will set out particulars of;

- The decision,
- The reasons for the decision,
- The individual or body making the decision, and
- if the Leader is of the opinion that it was not a key decision, the reasons for that opinion.

4.7.2 Quarterly Reports On Special Urgency Decisions

In any event, the Leader will submit quarterly reports to the Council on the executive decisions taken in the circumstances set out in Rule 4.6 (special urgency) in the preceding three months.

The report will include details of

- the number of decisions so taken,
- each decision made, and
- a summary of the matters in respect of which each decision was made.

4.8 <u>Recording Of Decisions</u>

After any meeting of the Executive or any of its committees, the Head of Governance Services or, where no officer was present, the person presiding at the meeting, will produce a record of every decision taken at that meeting as soon as reasonably practicable and make it available for inspection by the public. The record will include;

- a statement of the reasons for each decision,
- details of any alternative options considered and rejected at that meeting and
- a record of any conflict of interest declared by any Member together with a note of any dispensation granted in respect of that interest by the Standards Committee.

As soon as reasonably practicable after a Key or Significant Operational Decision has been taken by an officer, he/she will prepare a record of the decision. The record will include;

- a statement of the reasons for it,
- details of any alternative options considered and rejected by the officer at the time of making the decision, and
- a record of any conflict of interest declared by any Executive Member consulted by the officer who made the decision together with a note of any dispensation granted in respect of that interest by the Standards Committee.

The provisions of Access to Information Procedure Rules 6 and 7 (inspection of documents after meetings) will apply to the making of Executive Decisions by the Executive Board or any of its committees and to the making of Key Decisions by any officer. This does not require the disclosure of exempt or confidential information, any draft report or document, or advice from a political or mayor's assistant.

4.9 <u>Call-In¹⁷</u>

4.9.1 Decisions Subject to Call In

Subject to the exceptions set out below, the following may be called in to be reviewed and scrutinised by the relevant Scrutiny Board¹⁸:

- all decisions of the Executive Board; and
- Key Decisions taken by Officers.

The power to call in decisions does not extend to¹⁹;

- decisions made by Area Committees;
- decisions made under regulatory arrangements;
- decisions made by Joint Committees; or
- decisions not taken by the authority.

¹⁷ The Local Government Act 2000 requires that Overview and Scrutiny Committees *be given the power to recommend that a decision made but not implemented, be reconsidered.* The Act gives local authorities considerable discretion over the detailed operation of such a "Call In" mechanism.

¹⁸ Where a decision falls within the terms of reference of more than one Scrutiny Board, the Scrutiny Officer will determine the relevant Scrutiny Board, after consultation with Scrutiny Chairs.

¹⁹ A decision which is a direct consequence of implementing a previous key decision cannot be called in – see definition of key decisions, Article 13.

4.9.2 Exemption from Call In

The decision taker may declare a decision as being exempt from Call In if;

- The decision taker considers that the decision is urgent (i.e. that any delay would seriously prejudice the Council's or the public's interests); or
- where the decision has been the subject of a previous Call In.²⁰

Records of decisions taken will indicate where a decision has been declared exempt from Calling In.

Where a decision has been declared exempt on the grounds that any delay would seriously prejudice the Council's or the public's interests, records of the decision will indicate:

- what the implications would be if the decision were to be delayed by the operation of the Calling In mechanism; and
- why the decision could not have been taken earlier so as to have been eligible for Calling In.

Where a decision has been declared exempt on the grounds that it has previously been the subject of a Call In records of the decision will indicate:

- the date on which the original decision was taken; and
- the outcome of the Calling In.

There will be no appeal mechanism against a decision to exempt a decision from Calling In. However, where it considers appropriate, a Scrutiny Board may submit reports and recommendations arising from the exemption from Calling In of individual decisions.

In addition, Scrutiny Board (Resources and Council Services) may request periodic audits of the exemption arrangements.

4.9.3 Operation of Call In

When a decision is made which is subject to Call-In, the Head of Governance Services will arrange to:

- publish notice of the decision;
- make the notice available on the Council database; and
- send each elected Member of the relevant Scrutiny Board²¹ an electronic copy of the record of the decision

within two days of the decision being made.

²⁰ This includes a decision which has been modified by the decision making body following a recommendation by a Scrutiny Board after call in of the earlier decision

²¹ Together with a copy to all Members

The notice will

- state the date on which it is published;
- specify that the decision will come into force, and may then be implemented, on the expiry of five working days after the publication of the decision, unless the decision is called in²²

4.9.3.1 Initiation of Call In

To initiate a Call In, a request must be submitted to the Scrutiny Officer²³ by 5 p.m. of the fifth working day after a decision has been published.

The request must be made on the approved pro forma and contain the original signatures of those calling in the decision²⁴.

The decision may be called in by either;

- two non executive elected Members (who are not from the same political group); or
- five non executive elected Members

one of whom shall be the nominated signatory.

Prior to submitting a Call In, the nominated signatory must contact the relevant officer or Executive Member to discuss their concerns and their reasons for wanting to call in the decision. The nominated signatory must also ascertain the financial consequences to the authority of having the decision Called In. The outcome of this contact must be detailed on the Call In request proforma.

All requests must detail on the pro forma why in the opinion of the signatories the decision was not taken in accordance with the principles set out in Article 13 - Decision Making, Paragraph 13.4 - Principles of Decision Making, or where relevant issues do not appear to have been taken into consideration.

4.9.3.2 Convening a Meeting

Upon receipt of a request for a Call In, the Scrutiny Officer will ensure that procedures in accordance with Rule 4.9.3.1 above have been followed. If the criteria are met the Scrutiny Officer will immediately notify the decision taker and, for officer decisions, arrange for the Corporate Information System to indicate that the decision is the subject of a Call In.

The Scrutiny Officer will, by noon on the sixth day following publication of the decision, deliver to the decision taker, written confirmation which will be receipted

²² Steps should not be taken to implement any decision subject to Call In until after 12 noon on the sixth working day after publication, to ensure that the Scrutiny Officer has had opportunity to advise them of any request for call in received before the expiry of the call in period (See Rule 4.9.3.2 below).

²³ This Officer is the Head of Scrutiny and Member Development.

²⁴ An Elected Member who is not a member of a political group may be a signatory but co-opted members may not sign a Call In request.

by an authorised contact within the Department. Any decisions which have not been the subject of a Call In may then be implemented.

Also upon receipt of the request, the Scrutiny Officer will, in consultation with the Chair of the relevant Scrutiny Board, convene a special meeting of the relevant Scrutiny Board, to take place within seven clear working days of the Call In request being received.

If a Member withdraws their signature from the Call In request prior to the expiry of the Call In period, the decision may still be called in provided sufficient Members add their signatures to the call in request.

4.9.3.3 Adjourning a Call In Meeting

In exceptional circumstances, the Scrutiny Board may resolve to adjourn the meeting to consider information regarded as essential for the Board to come to a conclusion. The maximum time allowed for an adjournment is 5 working days.

4.9.3.4 Outcome of a Call In Meeting

At the meeting the Scrutiny Board will consider the notification and review the background papers. The Scrutiny Board will invite signatories to the notification²⁵ to explain the reasons for the Call-In²⁶. The relevant member of the Executive Board, Area Committee Chair or officer (as appropriate) shall be required to attend the Meeting and shall be given the opportunity to respond to the reasons given for the Call-In. The Scrutiny Board shall make such further enquiries as it considers necessary and appropriate. The Scrutiny Board may also extend the invitation to other relevant witnesses, as considered appropriate, in order to specifically assist the Board in its deliberations over the called in decision.

The Scrutiny Board shall then either;

- release the decision for implementation; or
- recommend to the decision-maker that the decision should be reconsidered.

If the Scrutiny Board resolves that a decision is to be referred back for consideration, the Scrutiny Officer will prepare a report²⁷ within three working days of the Scrutiny Board meeting. Where the decision was taken by the Executive Board or an Area Committee the report will be submitted to the next meeting of the Executive Board. Where the decision was taken by an officer the report will be submitted to the report will be submitted to the report will be

²⁵ or their nominees

²⁶ The signatories should specify which of the principles of decision making (set out in Article 13.4 of the constitution) has not been followed. The signatories may also provide further written evidence provided this supports the stated reasons for calling in the decision.

²⁷ the provisions relating to a minority report do not apply to any decision of the Committee in relation to a matter which has been called in.

4.9.4 Reconsideration of Decisions

4.9.4.1 Confirmation of Decisions

If the Decision Taker wishes to confirm the original decision, that decision shall be submitted to the next Executive Board meeting.

If the original decision was taken by an officer, and the relevant Director is of the view that the original decision should be confirmed, but that urgency prevents them from submitting the decision to Executive Board;

- The Director shall obtain the approval of the relevant Executive Board Member before implementation;
- Details of the Executive Member approval, together with reasons of urgency will be included in the new delegated decision form; and
- The Director and relevant Executive Board Member will also be required to attend and give their reasoning to the relevant Scrutiny Board

4.9.4.2 Variation of Decisions

If it is intended to vary the decision in line with the recommendations of the Scrutiny Board then the decision is no longer defined as a Key decision, regardless of the financial or impact thresholds. It will not therefore be necessary to include the proposed variation of decision in the Forward Plan or to give notice of the proposed decision.

If the original decision was taken by the Executive Board the Executive Board may vary the decision²⁸.

Where the Director agrees with the views of Scrutiny a new delegated decision form will be submitted for recording in accordance with Rule 4.8 above.

4.9.4.3 Record of Revised decision

In all instances a revised record of the decision, indicating the outcome of decision taker's further deliberations, will be published on the Corporate Information System.

4.9.5 Annual Reports To Council

Scrutiny Boards are required to submit an Annual Report to Council. These reports will include details of the operation of the Call In arrangements.

5. THE BUDGET AND POLICY FRAMEWORK

The Budget and Policy Framework Procedure Rules contained within part 4 of this constitution set out the procedure to be followed to adopt or amend the Budget and Policy Framework.

²⁸ The decision will be marked exempt from Call In in accordance with rule 4.9.2 above

Subject to paragraphs 5.1 to 5.2 below, all decisions in relation to Executive Functions must be taken in line with the Budget and Policy Framework²⁹.

5.1 <u>Decisions Which May Be Outside The Budget Or Policy Framework</u>

5.1.1 Taking Advice

If it is intended to make an Executive Decision, which might be considered to fall outside the Budget or Policy Framework the decision taker shall take advice from the Monitoring Officer and/or the Chief Finance Officer as to whether the decision they want to make would be contrary to the budget and policy framework.

Where a Scrutiny Board is of the opinion that an Executive Decision is, or if made would be, contrary to the budget and policy framework, then it shall seek advice from the Monitoring Officer and/or Chief Finance Officer.

In the event that the Monitoring Officer or the Chief Finance Officer concludes that the decision would not be a departure from the budget and policy framework they shall prepare a report to the relevant Scrutiny Board, with a copy to the Executive Board.

5.1.2 Referral to Council

If a decision has yet to be made, or has been made but not yet implemented, and the Monitoring Officer and/or the Chief Finance Officer are of the view that the proposed decision would be contrary to the budget and policy framework, and the decision taker still intends to make or to implement the decision;

- the Monitoring Officer and/or the Chief Finance Officer shall report to the Executive Board, with a copy to the relevant Scrutiny Board and to every Member of the Council;
- the Executive Board shall meet to consider the report of the Monitoring Officer and/or the Chief Finance Officer and shall prepare a report to Council; and
- the decision taker shall refer the decision to the Council for decision or ratification as appropriate,

In such cases, no further action will be taken in respect of the decision or its implementation until the Council has met and considered the matter.

The Council shall meet within 28 days of the referral by the decision taker. At the meeting it will receive the Executive Board's report of the decision or proposals and the advice of the Monitoring Officer and/or the Chief Finance Officer.

If Council decides that the decision is not contrary to the budget and policy framework it shall endorse the decision as falling within the existing Budget and Policy Framework.

²⁹ Local Authorities (Functions and Responsibilities) (England) Regulations 2000, Schedule 4

If Council decides that the decision is contrary to the budget and policy framework it may either:

- approve or ratify the decision outside the budget and policy framework;
- amend the Council's budget and policy framework as necessary to encompass the decision and approve or ratify the decision with immediate effect; or
- require the Executive to reconsider the matter in accordance with the advice of either the Monitoring Officer/Chief Finance Officer.

5.2 <u>Urgent Decisions Outside The Budget Or Policy Framework³⁰</u>

Any decision which is contrary to the policy framework³¹, or not wholly in accordance with the budget³² approved by full Council, may only be taken by the Council, unless:

- the decision is urgent and it is not practical to convene a quorate meeting of the full Council;
- the decision taker has briefed the chair of a relevant Scrutiny Board³³ about why it is not practical to convene a quorate meeting of full Council, and
- the chair agrees that the decision is urgent.

The reasons why it is not practical to convene a quorate meeting of full Council and the consent of the chair of the relevant Scrutiny Board³⁴ to the decision being taken as a matter of urgency must be noted on the record of the decision, together with the reasons for the Chair's consent.

The decision taker will provide a full report to the next available Council meeting after the decision is taken explaining:

- the decision,
- the reasons for it; and
- why the decision was treated as a matter of urgency.

³⁰ Local Authorities (Functions and Responsibilities) (England) Regulations 2000, Regulation 5(2)

³¹ Or amendments which may be made to the policy framework in accordance with the provisions for in year changes to policy framework set out in the Budget and Policy procedure Rules.

³²³² Or virements made in accordance with the Budget and Policy Procedure Rules.

³³ or in the absence of the chair of the relevant Scrutiny Board the consent of the Lord Mayor, and in the absence of both, the Deputy Lord Mayor

³⁴ Or Lord Mayor or Deputy Lord Mayor as appropriate