



## GENERAL PURPOSES COMMITTEE

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Wednesday, 14th December, 2022 at 10.00 am

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### MEMBERSHIP

S Arif	-	Gipton and Harehills;
D Blackburn	-	Farnley and Wortley;
Amanda Carter	-	Calverley and Farsley;
D Cohen	-	Alwoodley;
D Coupar	-	Temple Newsam;
S Golton	-	Rothwell;
H Hayden	-	Temple Newsam;
A Khan	-	Burmantofts and Richmond Hill;
W Kidger	-	Morley South;
J Lennox	-	Cross Gates and Whinmoor;
J Lewis (Chair)	-	Kippax and Methley;
J Pryor	-	Headingley and Hyde Park;
F Venner	-	Kirkstall;

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[Council and democracy \(leeds.gov.uk\)](https://leeds.gov.uk)

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**Agenda compiled by:  
Governance Services  
Civic Hall  
LEEDS LS1 1UR  
Telephone No:**

**Andy Booth  
  
  
  
0113 37 88665**

# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Procedure Rules (in the event of an appeal the press and public will be excluded).</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED</b> – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>	
5			<p><b>APOLOGIES FOR ABSENCE</b></p> <p>To receive any apologies for absence from the meeting.</p>	
6			<p><b>MINUTES OF THE LAST MEETING</b></p> <p>To receive and approve the minutes of the meeting held on 19 October 2022</p>	5 - 6
7			<p><b>PROPOSED COMMUNITY GOVERNANCE REVIEW OF LEDSTON PARISH COUNCIL</b></p> <p>To receive and consider the attached report of the Chief Officer, Elections and Regulatory</p>	7 - 24
8			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>Wednesday, 8 February at 10.00 a.m.</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
			<p><b>THIRD PARTY RECORDING</b></p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.</p> <p>Use of Recordings by Third Parties– code of practice</p> <p>a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.</p> <p>b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.</p>	

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## GENERAL PURPOSES COMMITTEE

WEDNESDAY, 19TH OCTOBER, 2022

**PRESENT:** Councillor J Lewis in the Chair

Councillors S Arif, D Blackburn,  
Amanda Carter, D Cohen, D Coupar,  
S Golton, J Lennox, J Pryor and F Venner

**8 Appeals against refusal of inspection of documents**

There were no appeals against the refusal of inspection of documents.

**9 Exempt Information - possible exclusion of the press and public**

There were no resolutions to exclude the public.

**10 Late items**

There were no late items.

**11 Declaration of Interests**

There were no declarations of interest.

**12 Apologies for absence**

Apologies for absence were submitted on behalf of Councillor H Hayden

**13 Minutes of the last meeting**

**RESOLVED** – That the minutes of the meeting held on the Monday, 11 July 2022 be approved as a correct record.

**14 Proposed Community Governance Review of Thorp Arch Parish Council**

The report of the Chief Officer, Elections and Regulatory informed the Committee of a request to increase the number of Parish Councillors for Thorpe Arch Parish Council. The Council must consider this request and decide whether a Community Governance Review should take place with a view to increasing the number of Councillors from 5 to 6.

John Mulcahy, Chief Officer, Elections and Regulatory and Susanna Benton, Head of Electoral Services were in attendance.

Members were informed that the request had been made due to a new housing development which would increase the size of the electorate. The request was supported by local Ward Councillors.

**RESOLVED –**

- (1) That a Community Governance Review of Thorp Arch Parish Council be undertaken.

- (2) That the terms of reference and timetable for the review as detailed in Appendix A be approved.

**15 To inform General Purposes Committee of the use by the Monitoring Officer and her Deputies of her power under Article 15 15.2.3**

Following the adoption of an amended Article 15 by Full Council on 26 May 2022 the report of the City Solicitor updated the Committee of the use of the powers under Article 15.2.3 of the Constitution by the Monitoring Officer on two occasions since the Committee last sat:

1. On 15 July to re-align 2 scrutiny functions to correct a historic inconsistency on alignments; and
2. On 26 September 2022 to further update Article 15 following a decision of Executive Board on 27 July 2022 to delegate future changes to the Protocol for the Roles of Members and Officers in Decision Making to the Monitoring Officer.

**RESOLVED** – That the use of the powers of the Monitoring Officer be noted.

**16 Date and Time of Next Meeting**

Wednesday, 14 December 2022 at 10.00 a.m.

## **Proposed Community Governance Review of Ledston Parish Council**

Date: 14 December 2022

Report of: Chief Officer, Elections and Regulatory

Report to: General Purposes Committee

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

### **What is this report about?**

#### **Including how it contributes to the City's and council's ambitions**

- Ledston Parish Council has requested that a Community Governance Review take place to consult publicly on the future of the Parish Council.
- The Council must consider this request and decide whether a Community Governance Review should take place.

### **Recommendations**

- a) Members of General Purposes Committee take a decision on whether a Community Governance Review to consider the future of Ledston Parish Council should be undertaken.
- b) Should the decision be taken to undertake a Community Governance Review, to approve the terms of reference and timetable for the review (Appendix A).

## Why is the proposal being put forward?

- 1 On 1 November 2022, the Council received a request from the Chair of Ledston Parish Council for a Community Governance Review to be carried out to consider the future of the Parish (Appendix B).
- 2 Ledston Parish Council sits within the Kippax and Methley Ward of Leeds City Council, polling districts KMD and KMI. A map can be found at Appendix C to this report.
- 3 The electorate of the Parish is 287, represented by 5 Parish Councillors.
- 4 As described in the request from the Chair of Ledston PC at Appendix B, the Parish Council has faced various difficulties over a period of approximately 7 years. These include poor governance, inability to attract and retain Councillors and a Parish Clerk, and an unsustainable financial position.
- 5 In addition to the information provided by the Chair at Appendix B, the Council has also experienced several issues. More information on these can be found in the timeline of issues at Appendix D to this report.
- 6 Under the requirements of the Local Government and Public Involvement in Health Act, the Council must now decide whether to proceed with a Community Governance Review.
- 7 If the Committee decide the Council should undertake a review, this will commence on 15 December 2022.
- 8 Should the outcome of the review be to approve the abolition of the Parish, the intention is for this to occur prior to the publication of notice of election for the all-out Parish and Town Council Elections on 27 March 2023.
- 9 As was the case at previous Community Governance Reviews, representations made during the consultation period outlined in Appendix A will be first be considered at the Councils Electoral Working Group (EWG) who are experienced in this role. EWG will make recommendations to General Purposes Committee for their consideration.
- 10 If the Committee do not approve the undertaking of a review, the Parish Council may opt to reapply, and do so by petition signed by a designated percentage of the electorate, which would then automatically trigger a review to take place.
- 11 Draft terms of reference for the review, if approved, are attached at Appendix A to this report, which includes a timetable for the review process.

## What impact will this proposal have?

**Wards Affected:** Kippax and Methley

Have ward members been consulted?       Yes       No

- 12 Ward members have been largely consulted, both by Officers and the Parish Council over the past 7 years, and under the circumstances outlined in Appendix D agree that a Community Governance Review is a sensible course of action.

## What consultation and engagement has taken place?



13 Consultation will be undertaken if a review is approved. Please see the terms of reference and timetable contained within Appendix A to this report.

### **What are the resource implications?**

14 There are minimal resource implications for Electoral Services. There is no cost to the Service to undertake this review.

### **What are the legal implications?**

15 The Council must consider whether to undertake a review in accordance with the Local Government and Public Involvement in Health Act.

16 Should a review take place, this will be conducted in accordance with the relevant regulations contained within the same Act.

### **What are the key risks and how are they being managed?**

17 That the Parish Council continues to operate ineffectively, does not provide value for money to precept payers and is unable to deal with administrative procedures including the ability to field candidates at the parish council elections on 4 May 2023.

### **Does this proposal support the council's 3 Key Pillars?**

Inclusive Growth

Health and Wellbeing

Climate Emergency

18 Not applicable - no proposal is being made at this time.

### **Options, timescales and measuring success**

#### **a) What other options were considered?**

19 Please see Appendix D.

#### **b) How will success be measured?**

20 Not applicable.

#### **c) What is the timetable for implementation?**

21 A timetable can be found at Appendix A to this report.

### **Appendices**

22 Appendix A – Terms of Reference including timetable

23 Appendix B – Request for a Community Governance Review from Ledston Parish Council

24 Appendix C – Map of the Ledston Parish Council area

25 Appendix D – Timeline of issues

### **Background papers**

26 None.

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# Community Governance Review of Ledston Parish Council

## **TERMS OF REFERENCE**

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### **Context**

Leeds City Council has resolved to undertake a Community Governance Review of Ledston Parish Council.

### **Legal Framework**

In undertaking the Review, the Council will be guided by

- Part 4 of the Local Government and Public Involvement in Health Act 2007
- the relevant parts of the Local Government Act 1972
- Guidance on Community Governance Reviews issued in accordance with section 100(4) of the Local Government and Public Involvement in Health Act 2007 by the Department of Communities and Local Government and the Local Government Boundary Commission for England in March 2010

and the following regulations which guide consequential matters arising from the Review:

- Local Government (Parishes and Parish Councils) (England) Regulations 2008
- Local Government Finance (New Parishes) Regulations 2008

[The 2007 Act has transferred powers to the principal councils which previously, under the Local Government Act 1997, had been shared with the Electoral Commission's Boundary Committee for England.]

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

### **Publication of terms of reference**

This document is being published:

- At [www.leeds.gov.uk/elections](http://www.leeds.gov.uk/elections)
- At the Electoral Services Office, Civic Hall, Leeds LS1 1UR
- A copy is being sent to Ledston Parish Council for display on the parish noticeboard

### **What is a Community Governance Review?**

A Community Governance Review is the process used to consider parish arrangements. It is a review of the whole or part of the district area to consider one or more of the following:

- creating, merging, altering or abolishing parishes;
- the naming of parishes and the style of new parishes;
- the electoral arrangements for parishes (the ordinary year of election; council size; the number of councillors to be elected to the council, and parish warding), and
- grouping parishes under a common parish council or de-grouping parishes.

In the case of this review, it is to consider the future of the Parish Council which may result in a change to electoral arrangements, or the abolition of the Parish.

### **Reason for the review**

Why is the Council undertaking a Community Governance Review at this time?

The reason for the review is:

A request has been received to consider the future of Ledston Parish Council

### **Present structure of Ledston Parish Council**

Ledston Parish Council is an unwarded parish. The current number of parish councillors is 5.

All parishes have elections every four years, the next being in May 2023.

### **Electorate**

The Council has used the Register of Electors of November 2022, providing the existing electorate figures for Ledston Parish Council. The number of registered electors for the parish on that register is 289.

### **What considerations cover the request to consider the future of the Parish Council?**

Ledston Parish Council has experienced poor governance over several years and a high turnover of Councillors.

This has resulted in the neighbouring Parish Council of Ledsham assisting in governance arrangements for a short period of time, and the Leeds City Council Kippax and Methley ward Councillors ensuring the Parish Council remains quorate.

The Parish Council does not currently have a clerk and its Chair is undertaking that role.

The financial position of the council is considered to be unsustainable going forward.

Discussions have been held with neighbouring parish councils; Kippax and Ledsham

to seek a merger. These discussions were not successful.

More information can be found in the [General Purposes Committee report and appendices](#) from the meeting on 14 December 2022.

### **Parish governance in our area**

Leeds City Council believes parish councils play an important role in terms of community empowerment at local level.

The Council wants to ensure parish governance in our district continues to be robust, representative and enabled to meet the challenges that lie before it.

Furthermore, it wants to ensure there is clarity and transparency to the areas Parish Councils represent.

It wants to ensure that the electoral arrangements of parishes – the warding arrangements and the allocations of councillors – are appropriate, equitable and readily understood by their electorate.

### **Who undertakes the review?**

Leeds City Council is statutorily responsible for carrying out the review.

The conduct of the review will be overseen by the Council's Electoral Working Group.

Formal decisions on the recommendations arising from the review will be made by General Purposes Committee and Full Council in accordance with the Council's constitution.

Officer contact details for the review are:

Susanna Benton  
Head of Electoral Services  
0113 3784771  
[susanna.benton@leeds.gov.uk](mailto:susanna.benton@leeds.gov.uk)

### **Consultation**

The Council has drawn up and now publishes this Terms of Reference document. This document lays out the aims of the review, the legislation that guides it and some of the policies the Council considers important in the review.

A timetable for the review can be found at Appendix A to this document.

The Council will consult by:

- Writing to Ledston Parish Council

- Writing to all Parish Councils within and adjoining the Community Governance Review area
- Publicising the review at [www.leeds.gov.uk/elections](http://www.leeds.gov.uk/elections)
- General press releases

In accordance with the Act, representations received in connection with the Review will be considered, and steps will be taken to notify consultees of the outcome of the Review. This will be done by:

- Online at [www.leeds.gov.uk/elections](http://www.leeds.gov.uk/elections)
- General press releases
- Personal communication

### **Completion of the review**

The Review will be completed when the Council adopts the Reorganisation of Community Governance Order.

Any financial and administrative provisions of the reorganisation order will come into force on 1 April 2023.

### **How to contact us**

If you have any questions about the Community Governance Review, please contact:

Susanna Benton  
Head of Electoral Services  
0113 3784771  
[susanna.benton@leeds.gov.uk](mailto:susanna.benton@leeds.gov.uk)

Date of publication: 15 December 2022

# Community Governance Review of Ledston Parish Council Timetable

Date	Task
1 November 2022	Request Received by Chief Executive
14 December 2022	Report to General Purposes Committee Terms of Reference and Timetable for Review to be approved
15 December 2022	Council to publish Terms of Reference
15 December 2022	Consultation begins with representations invited
19 January 2023	Closing date for representations (five week consultation period)
January 2023	Elections Working Group consider representations on proposals and recommend final proposals to General Purposes Committee
8 February 2023	General Purposes Committee consider recommendations from Elections Working Group and agree final recommendations for Full Council
22 February 2023	Full Council to approve final proposals and Reorganisation of Community Governance Order.  Council publishes decision, reasons for decision, and informs persons interested.

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Ledston Parish Council  
22 Green Lane  
Ledston WF10 2BD

1 November 2022

## **LEDSTON PARISH COUNCIL – Community Governance Review**

Dear Susanna

Ledston Parish Council would like to request a community governance review. The council is small, has no income generating assets apart from a limited number of allotments and has, over a number of years suffered from poor governance and a relatively high turnover of councillors. The council does not currently have a clerk and its chair is undertaking that role until such time as the future of the council is known. The financial position of the council is considered to be unsustainable going forward.

Before considering a community governance review, the council held discussions with neighbouring parish councils; Kippax and Ledsham to seek a merger. Unfortunately, these discussions were not successful. The only option Ledston Parish Council can see now is for the villages of Ledston and Ledston Luck to become unparished.

To provide some further information on the background to the council and its current financial position, issues and liabilities please see below.

We look forward to working towards the next stage in the process. If you need any further information please do not hesitate to contact me on [clerk@ledstonparishcouncil.gov.uk](mailto:clerk@ledstonparishcouncil.gov.uk)

Kind regards

Wendy Jones

Chairman, Ledston Parish Council

### **BRIEFING PAPER**

#### **1. Background to the council and current position**

Ledston Parish Council represents the residents of Ledston and Ledston Luck. Ledston PC had, for many years, not discharged its lawful duties as a Parish Council and ceased operating (unofficially) at some point during 2019/20. The council was re-established in February 2021 with five new councillors. Two of the original five remain at the council (chair and vice chair). At the current time Ledston has four councillors – all residents of Ledston. A councillor was co-opted from Ledston Luck earlier this year, however he has since resigned due to family and work commitments. The council's clerk has also resigned his post and given the current position there are no plans to recruit this financial year. The chair is providing clerical support in the interim. The council is running lawfully and according to good governance. The current councillors do not intend to stand for re-election in 2023 and

given the difficulties experienced in securing councillors previously it seems optimistic to assume that five new councillors would come forward at that time.

## **2. Financial position**

Income for the parish comes from Leeds City Council via precept - £4750 in 2022/23. Internal and external audits are up to date. A copy of the 2022/23 annual budget is provided at the end of this report. The council has approx. £4000 in reserves.

Staffing costs equate to over 50% of the council's income. Other operational expenditure accounts for the balance.

Income this year is estimated at just over £6000. Annual allotment income is £300 per year, however this year the council invoiced for the previous three years rents which had not been collected and budget income against this line was estimated at £1,150.

To run the council according to good governance, with the assistance of a qualified clerk @ 4hrs per week leaves the council with little or no funding to provide additional services to parishioners and no funding for unbudgeted expenditure.

## **3. The Charity land**

Two pieces of land within Ledston Luck form a Registered Charity - The Ledston Luck Recreation Ground Charity (LLRGC). The land is registered with the Charity Commission (ref. 523766) and was gifted to the council by CISWO (the Coal Industry Social Welfare Organisation). We are in the process of trying to access records to understand more about the council's obligations.

A fenced off children's playground sits within the larger of the two pieces of land. Regular informal checks on the playground are undertaken by a local resident on behalf of the council. A ROSPA safety review is carried out annually and repairs undertaken as required. The second area of land is a smaller, grassed area with a litter bin and picnic benches. Both areas of grass are maintained by a contractor employed by the parish council.

## **4. Issues/Liabilities**

Allotments are running well and tenant rents are up to date. One allotment agreement was terminated due to its condition – clearance of the plot is estimated to be in the region of £3,000. The previous tenant is an elderly man who owns two properties in the village both of which reflect the condition of the allotment, however, he does not live at either property and both the houses and the allotment are causes for concern for the neighbours. We have taped off the allotment as no funding is available to clear the plot.

The playground within charity land is now quite old and in need of replacement – to replace like for like has been estimated at £25,000. A recent Rospa report has identified several pieces of equipment that need remedial works to be carried out. This is unbudgeted work which will need to come from reserves.

Trees on the charity land are the responsibility of the parish council. Following storm damage earlier in the year remedial safety work had to be undertaken to some of the trees.

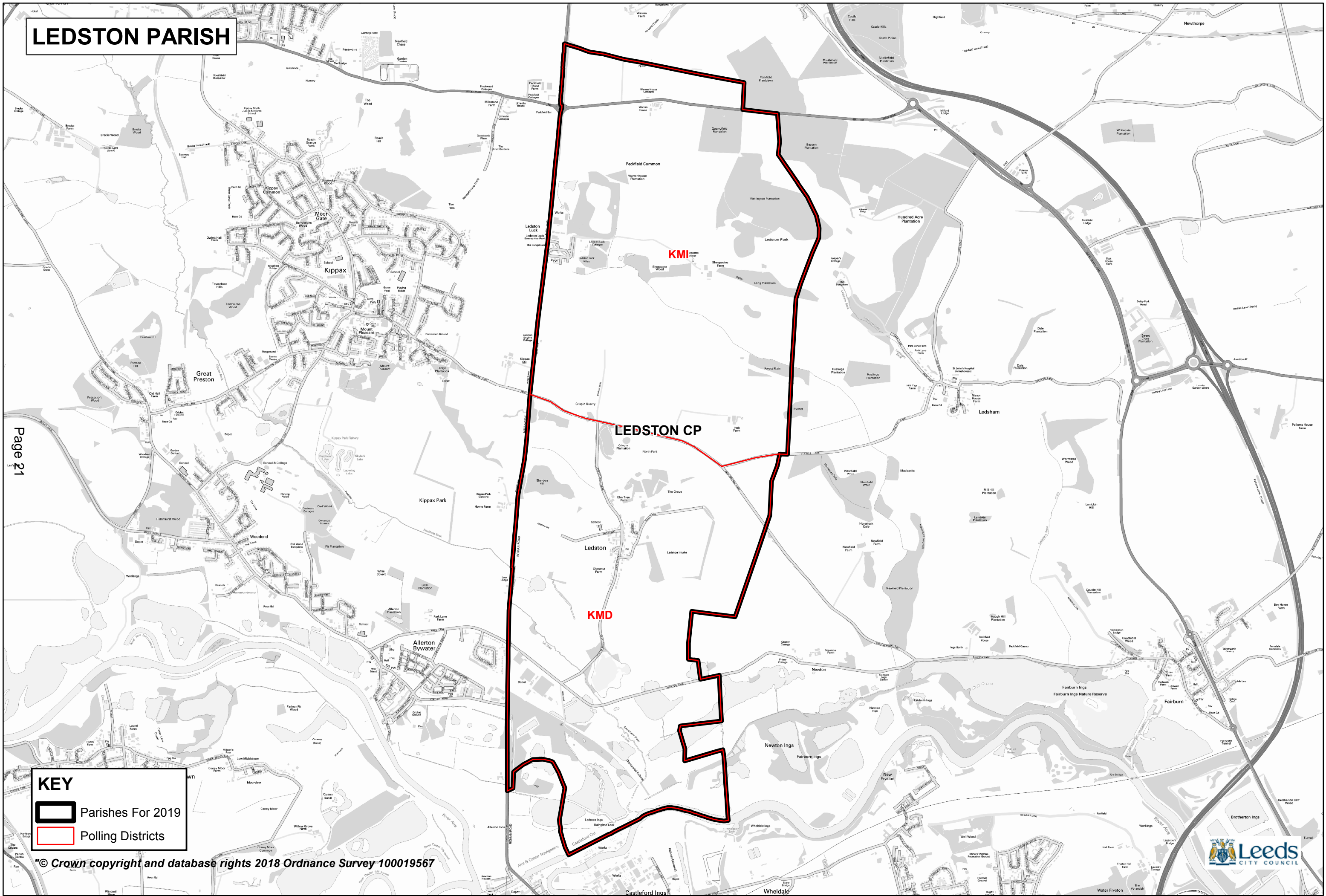
There are currently no major issues or liabilities within Ledston village. Leeds City Council has responsibility for tree maintenance and is scheduled to undertake some safety work later this year.

## LEDSTON PARISH COUNCIL - 2022/3 Budget vs projected out-turn



ITEM	2022/23 Budget
<b>Income - Parish Council</b>	
Precept	£ 4,750.00
Local Council Tax Support Grant	£ 127.00
Allotment rent	£ 1,195.00
<b>Total income Parish Council</b>	<b>£ 6,072.00</b>
Income - Charity	£ 0
<b>TOTAL INCOME</b>	<b>£ 6,072.00</b>
<b>Expenditure - Parish Council</b>	
Clerk/RFO Salary (inc HMRC PAYE Payments)	£ 2,215.00
Clerks Expenses	£ 350.00
Training	£ 150.00
ICO Data Registration Fee	£ 35.00
Insurance	£ 380.00
Payroll Services (Autela)	£ 160.00
YLCA Membership	£ 136.00
External Audit Fees	£ 500.00
Internal Audit Fees (2 years)	£ 240.00
IT	£ 120.00
Bank Charges	£ 72.00
Website and e-mail account	£ 262.50
Defib maintenance	£ 105.00
Grants (Ledston in Bloom)	£ 200.00
<b>Total expenditure – Council</b>	<b>£ 4,925.50</b>
<b>Expenditure - Charity</b>	
Grass cutting	£ 800.00
ROSPA play equipment	£ 250.00
	£ -
<b>Total expenditure Charity</b>	<b>£ 1,050.00</b>
<b>TOTAL INCOME (Council and charity)</b>	<b>£ 6,072.00</b>
<b>TOTAL EXPENDITURE (council and charity)</b>	<b>£ 5,975.50</b>
<b>RESERVES</b>	
General Reserve	£ 1,655.45
Election Reserve	£ 2,329.00

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# LEDSTON PARISH



**KEY**

-  Parishes For 2019
-  Polling Districts

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## Appendix D

### Ledston Parish Council Issues Timeline

This is a summary of issues. More detail will be provided in the report to General Purposes Committee and the end of consultation, should a decision be taken to undertake a review.

Date	Issue
Financial year 2015/16	Failure to submit precept request by the deadline.
May 2015	Failure to attract sufficient candidates to make nominations during statutory nomination period. Election process re-run and Interim Order made to appoint Cllrs and allow the Parish to continue to operate.
Financial year 2016/17	Failure to submit precept request by the deadline.
Financial year 2017/18	Failure to submit precept request by the deadline.
June 2017	Concern raised by Kippax & Methley Ward Cllrs about the governance of Ledston PC. Requested a CGR take place to consider whether the correct governance arrangements are in place.
November 2017	CGR considered governance arrangements for Ledston with proposal to abolish. Ledston requested more time to rectify issues and a plan of action was drawn up for them to follow
February 2018	Council resolved for Ledston to continue to operate as most of the items from the plan of action had been completed
Financial year 2018/19	failure to submit their Annual Governance & Accountability Return for the year ending 31 March 2019
May 2019	Failure to attract sufficient candidates to make nominations during statutory nomination period. Election process re-run and Interim Order made to appoint Cllrs and allow the Parish to continue to operate.
Financial year 2020/21	Failure to submit parish precept request
January 2021	Parish inquorate. Interim Order made to appoint temporary Cllrs
January/February 2022	Councillor resignations once again left Parish inquorate. Interim Order made to appoint temporary Cllrs
November 2022	Letter from Ledston Parish Council requesting a CGR take place to allow for a public consultation to consider the future of the Parish Council.

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