

CHESHIRE EAST COUNCIL

Wilmslow Community Governance Review Sub-Committee

Date of Meeting:	24 th June 2010
Report of:	Borough Solicitor
Subject/Title:	Wilmslow Community Governance Review: Formulating the Council's Draft Recommendation

1. Report Summary

- 1.1 This paper provides Members with an outline of the process to be followed in conducting this review. It is based on the statutory guidance in respect of the process for creating a new local council 'Guidance on community governance reviews' issued by the Department for Communities and Local Government and the Electoral Commission.

2. Petitions

On 21st September 2009 the Council received a valid petition which called for a Community Governance Review and identified the following recommendations arising from a Review:

- 1) That a new parish be constituted under Section 87 of the Local Government and Public Involvement in Health Act 2007.
- 2) That the new parish should have a parish council to be known as Handforth Community Council.
- 3) That members of the Council will not be affiliated to any political party.
- 4) That the area to which the review is to relate be defined as being the electoral ward of Handforth as known in 2007.
- 5) That the Council will not precept the area, only use moneys granted, delegated, awarded or given for the benefit of the area.

Recommendations (3) and (5) were deemed to be outside the scope of any recommendations which could be considered by the Council as part of the review.

A valid petition was also received on 14th October 2009, calling for a community governance review and identifying the following recommendations arising from a Review:

- (1) That a new parish be constituted under Section 87 of the Local Government and Public Involvement in Health Act 2007.

- (2) That the new parish should have a parish council to be known as Wilmslow and Handforth Town Council.
- (3) That the area to which the review is to relate comprise the Electoral Wards of Dean Row, Fulshaw, Handforth, Hough, Lacey Green and Morley & Styal.

The Council agreed to extend the Community Governance Review to cover the whole of the unparished area of Wilmslow (i.e. the former Electoral Wards of Dean Row, Fulshaw, Handforth, Hough, Lacey Green, and Morley and Styal).

On 14th January 2010 the Council received a valid petition which called for a Community Governance Review and identified the following recommendations arising from a Review:

- (1) That a new parish be constituted under Section 87 of the Local Government and Public Involvement in Health Act 2007
- (2) That the new parish should have a parish council to be known as Styal Parish Council
- (3) That the area to which the review is to relate to be defined as shown on the attached map, being a part of the Electoral Wards of Morley and Styal.

3. Procedure

1. Since February 2008 the power to take decisions about matters such as the creation of parishes and their electoral arrangements has been devolved from the Secretary of State and the Electoral Commission to principal Councils such as Cheshire East Council.
2. Cheshire East Council can, therefore, decide whether to give effect to the recommendations made arising from the Community Governance Review, provided it takes the views of local people into account.
3. In broad terms the process will follow a number of phases outlined below:
 - Determine viable options for community governance in the area under review.
 - Draw up a Consultation Plan focused on consulting on those viable options.
 - Stage 1 Consultation on the options.
 - Evaluation and analysis of responses.
 - Draft recommendation for the Constitution Committee to consider for recommendation to Council.
 - Draft Proposal advertised
 - Stage 2 Consultation on the Draft Proposal
 - Council decides Outcome of the review.

4. The key element of the Review is the consultation process. The Sub Committee agreed the list of consultees, method of consultation and the timing of the consultation process.
5. The consultation process is central to the Review and must include:
 - Local government electors in the area under review
 - Local businesses, local public and voluntary organisations, schools, health bodies
 - Residents and community groups
 - Area working arrangements.
6. The views of the Electoral Commission on any proposed electoral arrangements must also be sought.
7. The initial phase of consultation has been based largely on written representations received in response to public notices and specific invitations. Three public meetings were held to give members of the public the opportunity to learn more about the review and to express their views in a public forum. Tailored voting papers and an explanatory leaflet were also sent to the electorate of Styal, Wilmslow and Handforth. The website has also been used to allow people to record their views.

4. Criteria when undertaking a Review

1. The Council now needs to consider the results of the initial phase of consultation and formulate recommendations ensuring that community governance within the area under review will be
 - Reflective of the identities and interests of the community in that area
 - Effective and convenient
2. Key considerations in meeting the criteria include:
 - The impact of community governance arrangements on community cohesion
 - The size, population and boundaries of a local community or parish
 - Parishes should reflect distinctive and recognisable communities of interest with their own sense of identity
 - The degree to which the proposals offer a sense of place and identity for all residents
 - The ability of the proposed authority's ability to deliver quality services economically and efficiently providing users with a democratic voice
 - The degree to which a parish council would be viable in terms of a unit of local government providing at least some local services that are convenient, easy to reach and accessible to local people.

5. Recommendations and Decisions on the Review Outcome

1. The guidance requires that recommendations must be made with respect to the following:
 - a) Whether a new parish or any new parishes should be constituted
 - b) The name of any new parish
 - c) Whether or not the new parish should have a parish council (if the parish has more than 1000 electors, the review must recommend that the parish should have a parish council)
 - d) What the electoral arrangements for new parishes which are to have parish councils should be
2. These recommendations must have regard to:
 - The need to ensure that community governance reflects the identities and interests of the community in the area and is effective and convenient
 - Any other arrangements that have already been made for the purposes of community representation or engagement
 - Any representations received and should be supported by evidence which demonstrates that the community governance arrangements would meet the criteria.
3. The Review may make a recommendation which is different from that which the petitioners sought. The Review may, for example, conclude that the proposals were not in the interests of the wider local community, or may negatively impact on community cohesion either within the proposed parish or in the wider community. It may, for example, decide that the arrangements for local area working represent the best option for fulfilling the criteria.

6. Electoral Arrangements

The Review must give consideration to the electoral arrangements that should apply in the event that a parish council is established. In particular the following must be considered:

- a) The ordinary year of election – if a single parish council or multiple parish councils were established, the first year of election would be 2011
- b) Council size – the number of councillors to be elected to the parish
- c) Parish warding – whether the parish should be divided into wards; this includes the number and boundaries of such wards; number of councillors per ward and the names of wards

In considering whether to recommend that a parish should or should not be warded, the council should consider:

- whether the number or distribution of electors would make a single election of councillors impractical or inconvenient;
- whether it is desirable that any area of the parish should be separately represented on the council

If the Council decides to recommend wards – in considering the size and boundaries of the wards and the number of Councillors for the wards it must have regard to the following factors:

- i) the number of electors for the parish
- ii) any change in number / distribution of electors likely to occur in period of 5 years
- iii) desirability of fixing boundaries which will remain easily identifiable
- iv) any local ties which will be broken by the fixing of any particular boundaries

6.1 Council Size

The Local Government Act 1972 Act specifies that each parish council must have at least 5 members; there is no maximum number. There are no rules relating to the allocation of those Councillors between parish wards.

There is a wide variation of council size between parish councils. Research in 1992 has shown this is influenced by population:

Between 2501 and 10,000 population had 9 to 16 councillors
Between 10,001 and 20,000 population had 13 to 37 councillors
Almost all over 20,000 population had between 13 and 31 councillors.

The National Association of Local Councils suggests that the minimum number of councillors for any parish should be 7 and the maximum 25.

Each area should be considered on its own merits, having regard to population, geography and patterns of communities. Principal councils should bear in mind that the conduct of parish business does not usually require a large body of councillors. However, a parish council's budget and planned level of service provision may be important factors in reaching a decision on Council size.

6.2 Parish warding and names of wards

There is likely to be a stronger case for the warding of urban areas. In urban areas community identity tends to focus upon a locality, with its own sense of identity.

In terms of naming parish wards consideration should be given to existing local or historic places, so that these are reflected where appropriate.

6.3 Number and boundaries of parish wards

The Council should take account of community identity and interests and consider whether any ties or linkages would be broken by the drawing of particular ward boundaries.

When considering ward boundaries the Council should consider the desirability of fixing boundaries which will remain easily identifiable.

6.4 Number of Councillors to be elected for parish wards

If the council decides that a parish should be warded, it should give consideration to the levels of representation between each ward.

It is best practice for each persons vote should be of equal weight as far as possible.

7. Grouping of Parish Councils

Section 11 of the LGA 1972 sets out the powers for Parishes to be "Grouped", which means that different Parishes in a particular area may apply to be grouped under a Common Parish Council. Such applicant parishes must not already have their own Parish Council, so they are acting through their Parish Meeting.

Section 91 of the LGPIHA 2007 applies these Section 11 provisions to the Community Governance Review process, so that a CGR may make recommendations for the grouping of any new Parishes which it is proposed to create in the Review area. Such recommendations are subsequently brought into effect through the Reorganisation Order.

However, Section 94(2) of the 2007 Act provides that if a proposed new Parish has 1000 or more Electors, the Community Governance Review **must** recommend that the Parish has a Parish Council. This would apply in terms of the number of electors for Handforth and for Wilmslow, but not for Styal.

Grouping would only be a relevant issue for this Review if parishes of less than 1000 electors were created.

It is also worth noting that a Grouped Parish cannot resolve to confer on itself the status of a Town (Section 245(6) of the LGA 1972).

Paragraph 113 of the statutory Guidance for Community Governance Reviews says "It would be inappropriate for it [Grouping] to be used to build artificially large Units under single Parish Councils.....". The

Grouping powers are more directed at areas which contain a number of small Parishes - rather than a large urban area.

8. Other forms of Community Governance

In conducting the Community Governance Review, the Council must consider other forms of community governance as alternatives to establishing parish councils, for example:

1. Area Committees
2. Neighbourhood management
3. Tenant Management Organisations
4. Area/ community forums
5. Residents/ Tennants organisations
6. Community Associations

The Sub Committee considered a summary of these options at its meeting held on 19th February 2010, followed by an overview report of existing arrangements at its meeting held on 23rd March 2010. These reports are appended for information (appendices A and B).

9. RECOMMENDATION

In summary, in forming a draft recommendation for the Community Governance Review, the Sub Committee needs to have regard to all representations received, and consider and recommend to the Constitution Committee:

- a. Any forms of community governance as alternatives to establishing parish councils, for example:
 - Area Committees
 - Neighbourhood management
 - Tenant Management Organisations
 - Area/ community forums
 - Residents/ Tenants organisations
 - Community Associations
- b. Whether a new parish or any new parishes should be constituted
- c. The name of any new parish or parishes
- d. Whether or not the new parish should have a parish council (if the parish has more than 1000 electors, the review must recommend that the parish should have a parish council)
- e. Whether the parish should have an alternative Style e.g. Community, Neighbourhood, or Village; or whether the status of Town Council should be given
- f. What the electoral arrangements for new parishes which are to have parish councils should be

- g. The ordinary year of election – if a parish council was established the first year of election would be 2011
- h. Council size – the number of councillors to be elected to the parish
- i. Parish warding – whether the parish should be divided into wards; this includes the number and boundaries of such wards; number of councillors per ward and the names of wards.

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