

# Towards One Council



## **1C4W: One Council for Wiltshire**

### **Community Leadership and Governance Workstream (CL&G)**

### **Overarching Project Initiation Document**

---

Filename

Community Leadership and Governance Version 03

20/05/2010

## Overarching Project Initiation Document

---

### 1. Purpose

The purpose of this overarching project initiation document is to draw together key elements of each project under the Community Leadership and Governance workstream. Each project under this workstream also has a project initiation document providing more detailed explanations.

### 2. Introduction

The workstream for Community Leadership and Governance is one of the four core workstreams under the one council for Wiltshire (1C4W) transition planning programme. The following seven projects sit under this workstream:

- a) Wiltshire Assembly and other partnerships
- b) Community boards and community area partnerships
- c) Delegation to Town and Parish Councils
- d) Member roles, elections, induction and training
- e) Constitution, schemes of delegation and ceremonial functions
- f) Boundary review
- g) Parishing of Salisbury City

### 3. Outline Business Case

Building the business case requires an understanding of the current opportunities and challenges as well as an identification of the potential benefits. The approaches, costs and risks are also outlined in this overarching project initiation document.

#### 3.1. Opportunities

The Department for Communities and Local Government's White Paper, 'Strong and Prosperous Communities' (2006) set out the opportunity:

*To give local people and local communities more influence and power to improve their lives. It is about creating strong, prosperous communities and delivering better public services through a rebalancing of the relationship between central government, local government and local people.*

In response, the proposal for the Wiltshire Council set the agenda for a transformative approach to strengthen community engagement. The challenge is to build a cohesive system of local governance in Wiltshire which local communities can 'plug in' to and have an influence over public services and decisions made on their behalf. As a result, the new unitary Council will develop an innovative approach, which is made clear in the government's latest consultation paper, 'An Approach to Implementation' (2007):

## Overarching Project Initiation Document

---

*[The Council] will have in place a wholly new style including innovative community engagement arrangements, such as community areas with forums having delegated responsibilities for certain services, as set out in the unitary proposal.*

The Community Leadership and Governance Workstream is therefore a high profile project, building on practices to date and as shared nationally through Wiltshire's beacon awards and also through its current status as a participatory budgeting pilot and community empowerment champion.

### 3.2. Challenges

Challenges which are specific to Wiltshire are:

- To continue to work with and build on the framework of twenty community areas and to ensure that services within the Council and partner organisations focus on these areas
- To strengthen the role of the community area partnerships within a system of local governance and to ensure that partnerships are established across the whole county
- To link the strategic partnership with the local partnerships and ensure that local issues feed into the strategic decision-making frameworks, including the sustainable community strategy for Wiltshire and the Local Area Agreement
- To put non-executive Councillors in a position of influence and capacity to make a real difference in their constituency, both locally and strategically
- To be as inclusive as possible of the whole, including the transient, population of Wiltshire and also embracing and understanding problems which are specific to the county eg strong military presence, migrant workers staying on to live in the county, economic factors, high demand for affordable housing – ie all the issues which have been identified in the sustainable community strategy and the 20 community area plans and further updated local action plans
- To work closely with the 256 Town and Parish Councils covering a large and predominantly rural area

### 3.3. Benefits

Discussions are underway with the University of Southampton's Centre for Citizenship and Democracy, to consider ways of designing experiments to test and evaluate the different approaches which are currently being developed towards community engagement and empowerment. This study will provide valuable and objective evidence in the longer-term with regard to the claims made for community empowerment and a transformative approach.

## Overarching Project Initiation Document

---

Four elements are suggested in order to begin to group potential benefits to be gained from the approaches to be put in place through the Community Leadership and Governance workstream:

- **A stronger leadership role** for local elected members with a well-defined scope of local influence on service management; Councillors who are supported as representatives and advocates for all sections of the community, promoting higher levels of engagement and participation
- **Improved performance** eg higher public satisfaction and better outcomes against the key blocks of the Local Area Agreement, particularly in building strong, resilient communities; against local and national indicators and targets, especially those which are concerned with local people feeling empowered, being able to influence decision-making and having a sense of belonging to their community.
- **More efficient consultation** with cost effective ways for elected members and officers and other partners to conduct local public engagement, meetings etc. A broadly-based, independent community area partnership would ideally be responsible for identifying the issues of local concern and act as the focus for local consultation.
- **Service specific benefits** eg waste minimisation, care in the community, public health, communities extending into and supporting schools and learning, traffic management and safety.

### 4. Aims

The overarching aims for the workstream are to:

- Establish a strong local leadership role for the new Council for Wiltshire
- Ensure that local people in Wiltshire are able to feel more empowered
- Help to build resilient communities with fewer state interventions
- Develop public services tailored to needs of users and communities

### 5. Objectives

The main objective for each of the seven projects under this workstream is:

- a) To determine the structures of partnerships in Wiltshire and further develop their capacity and performance
- b) To embed new governance arrangements at the community level through the establishment of a new community area model in order to deliver enhanced community influence in decision-making; this will involve community boards working alongside community area partnerships.

## Overarching Project Initiation Document

---

- c) To discover those services that could be delegated to Town and Parish Councils and establish the legal, procurement, finance and sustainability frameworks to allow delegation
- d) To help develop and support the unitary Councillors in their leadership role under the new arrangements with community boards
- e) To establish new legal and constitutional arrangements which allow greater devolved powers to the community area level and greater delegated decision-making to senior elected members and officers. And to preserve the traditions and ceremonial heritage of the county
- f) To deliver, through the boundary review, revised electoral arrangements that are fair and equitable in time for the proper conduct of the 2009 elections. This will include the return to single member divisions which are as far as possible coterminous with community areas.
- g) To re-define new governance arrangements in South Wiltshire which reflect the particular geography and needs of the area and which will include the development of a strengthened democratic voice for the city of Salisbury

### 6. Scope

The scope for each project is mapped out in detail in each project initiation document. The Tavistock Institute and SOLACE have been commissioned by the Wiltshire Improvement Partnership to review the Wiltshire Assembly and partnerships projects and the scope of this project has been defined in the proposals for the consultants.

This workstream interfaces with the workstream for frontline service re-design and, where necessary services, will need to re-design their delivery mechanisms to ensure that they have the flexibility required to respond quickly to community boards. The timing of service re-design and the testing and establishment of community boards need to be taken account of in the early phases of the programme. The project on delegation to the Town and Parish Councils is also linked to the frontline service re-design project.

There are dependencies on the BMP workstream in terms of needing to have a finance and performance management system in place that will support the Council to produce information and data at the community area level to inform local Councillors, community boards, community area partnerships and the state of the community area debates in the longer-term.

## Overarching Project Initiation Document

---

The projects on the boundary review and the 2009 elections are also linked to the work of the Resources workstream, particularly in the design of electoral and democratic services.

The timing and scope of the boundary review is subject to negotiation and agreement with the Boundary Commission. The training and induction of elected members is also linked to the ongoing work of the Wiltshire Improvement Partnership.

All projects in this workstream require the agreement and/or understanding, and where possible, commitment and contribution of a wide range of stakeholders both internally within the respective Councils and externally across the 20 community areas and other partner agencies.

Pressures on time, timing and resources are major constraints for the workstream in moving from a discussion and consultation phase into an action phase. Given the sensitive nature of the projects within this workstream, wherever feasible and possible, connections have been made with existing structures and groups for such discussions and to try and help move forward eg including community area partnerships, Wiltshire Forum of Community Area Partnerships, Local Strategic Partnerships, Wiltshire Association of Local Councils, Area Committees, Area Seminars and Council Cabinets.

### 7. Deliverables

By April 2009, the deliverables are:

- A proposal for the adoption of the new Council for the establishment of up to 20 community boards
- A staffing structure to support community boards and partnerships
- Revised schemes of delegation to officer and members
- Development of a model community charter
- An established Wiltshire Assembly (Local Strategic Partnership) and accountable bodies group
- A job description for Councillors
- Effective election arrangements
- A constitution for the approval of the new council
  - Parishing of the City of Salisbury
  - Town and Parish Councils arrangements to deliver services as agents of the new Council

### 8. Roles and Responsibilities

This workstream is led by the Community Leadership and Governance (CL&G) Project Board with representatives from the County and District Councils. The CL&G Board reports to the Implementation Executive, Joint Implementation Team and Programme Board on a regular basis. It is

## Overarching Project Initiation Document

---

supported by a Reference Group with representatives from Police, Fire and Rescue, Health, the Wiltshire Association of Local Councils, the Wiltshire Forum of Community Area Partnerships and other representatives from the voluntary sector.

Working closely with, and chairing, the CL&G Board, the County Council's Assistant Director for Community Services is leading on this workstream supported by Research and Development Services and a seconded Workstream Project Coordinator who has access to a Finance Officer and a Communications Officer from the Programme Board. Each project under the workstream has a project lead and a project team as explained below.

### 9. Approach

Each of the seven projects is being delivered in the following way:

- a) Wiltshire Assembly and other partnerships – commissioned by the Wiltshire Improvement Partnership from the Tavistock Institute and SOLACE who are working to a specific brief
- b) Community boards and community area partnerships - managed by a seconded Team Leader plus 10 seconded project managers. New community governance arrangements will be developed and tested in 10 areas and/or different forms and evaluated before being rolled out countywide and further developed into fully operating community boards with the new unitary Councillors.
- c) Delegation to Town and Parish Councils – managed by a seconded Project Manager. The project is in two phases: discovery and development and then implementation.
- d) Member roles, elections, induction and training – a Project Manager (existing specialist), working with the Wiltshire Improvement Partnership on a specified programme of ongoing development and development specific to the role of the new unitary Councillor.
- e) Constitution, schemes of delegation and ceremonial functions – a Project Manager (existing specialist). The re-drafting of the Constitution is a later phase of the workstream activity.
- f) Boundary review – a Project Manager supported by existing specialist officers in the County and District Councils. The Boundary Review Working Party will develop draft proposals, consult on these and submit them to the Boundary Committee who may or may not accept them but who will work within their own timescales to review the boundaries for the new unitary Council.

## Overarching Project Initiation Document

---

- g) Parishing of Salisbury City – a seconded Project Manager working with a Steering Group. This is a statutory process and as such the key tasks, and to a certain extent the milestone dates, are unmovable.

### 10. Controls

For each project, PRINCE 2 project management principles are followed with monthly reporting to the CL&G Project Board and the Programme Board. Each project indicates in the project initiation document any further controls which are specific to that project. All projects are open to scrutiny, exception reporting and monitoring against the milestones which have been specified. Evaluation criteria has been agreed for the community boards project and each of the developmental areas of work will be evaluated to establish what works best when establishing the new community boards for the new Council in April 2009.

### 11. Timetable

#### October - December 2007

- Overall programme and project arrangements defined
- Seconded role descriptions developed
- Ongoing process of communication, discussion and development
- Ongoing discussions about the relationship between community boards and community area partnerships
- Ongoing member development programme
- Start initial meetings on the boundary review with all stakeholders

#### January 2008

- Start of recruitments to the secondment posts
- Start of baseline self assessment and evaluation of community area partnerships commissioned by the Wiltshire Forum of Community Area Partnerships
- Support and resources for community area partnerships determined
- Project approach towards governance in South Wiltshire finalised
- Further discussions with community area partnerships and area committees etc to identify developmental areas
- Establish Boundary Review Working Party
- Initial expressions of interest from Town and Parish Councils

#### February 2008

- Agreement on the way forward in North Wiltshire with community governance as recommended by the North Wiltshire District Council executive in consultation with its area committees



## Overarching Project Initiation Document

---

- Continue to seek agreement on the way forward on community governance in each of the districts

### March - June 2008

- Completion of the review of the Wiltshire Assembly and partnerships
- Start to implement recommendations from the review by the Tavistock Institute
- Preparation of new Constitution followed by consultation with Scrutiny and the Implementation Executive
- Start compiling research and intelligence reports and surveys to feed into the state of the community area debates
- Recruit team of project managers to take forward the development of the community boards
- Prepare and start the ongoing developmental testing of community engagement events and style (including state of the community area debates, decision days, local assessments and challenges), policy and processes, service involvement, community board constitutional arrangements and resource and support needs in the following areas which are in the first developmental phase during 2008/2009: Amesbury, Calne, Chippenham, Corsham, Malmesbury, Pewsey, Salisbury City, Tidworth, Tisbury, Trowbridge, Warminster, Wootton Bassett
- Phase 1 of the Delegation to Town and Parish Councils project completed
- Submit proposals to the Boundary Committee after consultation with the District, Town and Parish Councils
- Recommendations on the future parishing of Salisbury City submitted to the Secretary of State
- Ongoing implementation of phase 2 of the Delegation to Town and Parish Councils project

### July – September 2008

- Hold 10 – 12 developmental state of the community area debates, testing out different approaches (aligning this work, where and if possible and appropriate, with the workshops for frontline staff)
- Response to local issues and priorities from the service planning and budget processes

### October - December 2008

- Boundary Commission makes its final recommendations to the Electoral Commission on future electoral boundary arrangements in Wiltshire
- Draft operating rule book for the community boards
- Development of member roles and training programme for new unitary Councillors

## Overarching Project Initiation Document

---

- Draft new arrangements for the community boards eg resources, structures, funding, staffing, job descriptions, membership etc
- Start recruitment for the new community governance arrangements

### January - February 2009

- Issues for local area scrutiny identified and examined
- Secretary of State makes an order on the parishing of Salisbury taking into account any representations received

### March - April 2009

- Evaluate what worked well in the development and testing phase and the way forward
- New arrangements reviewed and rolled out across the County

## 12. Resources

Member roles, elections, induction and training; new Constitution, schemes of delegation and ceremonial functions; Boundary review: substantive costs to be met out of existing arrangements and staffing

Resource	Existing Funds	Estimated Additional Funds	Estimated Total
Workstream Project Coordinator (backfilled)		£42K	£42K
Support from Research, Finance and Communications		£30K	£30K
Wiltshire Assembly and other partnerships - funding for this work was secured from the Department of Communities and Local Government (for capacity building from the ODPM programme) by the Wiltshire Improvement Partnership with the Tavistock Institute and SOLACE	£80K		£80K
Seconded Team Manager and team of 10 Local Project Managers (backfilled) for the development of community boards		£93K	£93K

**Overarching Project Initiation Document**

<b>Resource</b>	<b>Existing Funds</b>	<b>Estimated Additional Funds</b>	<b>Estimated Total</b>
Community board development including marketing materials, publicity, events management and support for running 10 state of the community area debates: (with £40K from the Wiltshire Improvement Partnership)	£40K	£35K	£75K
Core funding for the community area partnerships from existing funding arrangements with no extra in 2008/2009	£20K		£20K
Core funding the Wiltshire Association of Community Area Partnerships in 2008/2009. Future funding to be considered by corporate grants	£30K		£30K
Delegation to Town and Parish Councils to cover the project development costs.		£50K	£50K
Parishing of Salisbury City. Main expenditure is the consultation which will be required. Additional officer time has been estimated at 112 days		£15K	£15K
<b>Total</b>	£170K	£265K	£435K

The costs of the projects as they are developed do not include the ongoing costs for the establishment of new community leadership and government arrangements across the seven project areas post April 2009.

The detailed costs for the ongoing arrangements will be calculated as part of the project developments; but note that not all projects are ongoing in the longer-term eg the drafting of a new Constitution.

In the longer-term, savings of £200K have been estimated in the submission for reinvestment into the new arrangements.

## Overarching Project Initiation Document

---

### 13. Risks

As an example of the likely risks in this workstream, the following **DRAFT** scores have been drawn up against high level risks associated with each project. A risk register will be available once the CL&G project board and each project team has worked out in detail, the risks, their impact, likelihood and the management of these risks. At this stage, a high level of risk is identified in respect of ensuring that the preparation, consultation and timing of the Constitution for the new Council is ready and able to incorporate new governance arrangements, delegations etc. Details of these risks, accountabilities and mitigations will be available in the project initiation document for each project.

Risk (Draft)	Probability Score (Draft)	Impact Score (Draft)	Overall Score (Draft)	Management of Risk (Draft)
The new Constitution is not ready in time	3	4	7	To be agreed
Misunderstanding, lack of understanding and/or misinformation about the role of community boards particularly across such a wide range of organisations, officers, partners and local communities	3	3	6	To be agreed
Boundary Review is not completed in time or delayed which will put significant pressure on elections staff in delivering the elections in May 2009	2	4	6	To be agreed
There are a number of key tasks which are outside of the control of the Salisbury City project and any delay at these points will inevitably lead to a slippage in the overall timetable.	2	2	4	To be agreed

**Overarching Project Initiation Document**

---

<b>Risk (Draft)</b>	<b>Probability Score (Draft)</b>	<b>Impact Score (Draft)</b>	<b>Overall Score (Draft)</b>	<b>Management of Risk (Draft)</b>
The “wrong” services are devolved (sustainability) or delegated in the wrong way (hand washing) to Town and Parish Councils	2	1	3	To be agreed
Elected members do not take up the opportunities offered for development	2	1	3	To be agreed
Recommendations are not implemented for the new Wiltshire Assembly and partnerships project	1	1	2	To be agreed