

Report

Report subject: Creating a City Council for Salisbury

Report to: City Area Committee (Community)

Date: 21st October 2008

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1. Introduction

- 1.1 The attached reports on the creation of the city council for Salisbury have been prepared by the joint Wiltshire County Council/Salisbury District Council officer group. They include a covering report (report 1) and the main report (report 2). The main report sets out the basis for the creation of the city council, proposes roles and strategic aims, and identifies a set of functions and assets for transfer on the 1 April 2009. The covering report provides a county wide perspective.
- 1.2 These reports and the related recommendations (see pages 2 & 3 of report 2) are being considered by the Implementation Executive on the 29 October 2008, in line with the recent transitional regulations, which give responsibility and accountability for the creation of the new Parish Council to the Implementation Executive. The IE meeting will be held in the City Hall.

2. Background

- 2.1. The creation of the City Council will ensure the 45,000 residents of Salisbury City have a strong voice in shaping the future of their city. This will be particularly important given the creation of the unitary council. A city council will be able to press the issues and needs of the City and its residents and ensure they are not lost in the wider context of Wiltshire.

3. Detail

- 3.1. At its meeting on the 6 May 08, the City Area Committee (Community) agreed a possible set of functions for the city council. Officers have been working with the Member reference group to develop these in more detail, as well as describing a general delivery model for the city council, in line with Members wider aspirations.
- 3.2. The aim has been to conclude this stage of the work with a report to the Implementation Executive by the end of October, seeking agreement, amongst other things, to the set of functions for transfer to the city council on the 1 April 2009.



- 3.3. A recent Member meeting involving the Leader of Wiltshire County Council and the Leader and deputy Leader of Salisbury District Council has supported the general approach and principles, as well as the overall package of services and functions. This is broadly in line with the package proposed by the City Area Committee in May, with the exception of the City Hall.
- 3.4 The reports and recommendations are the culmination of these discussions and the related work.

Next Steps

- 3.5 Immediate areas for further work, to be reported to the next IE meeting are set out in the covering report (report 1).
- 3.6 The next stage of the overall project will involve putting in place the staffing, systems and processes to ensure the council can start work on the 1 April. (Officers will explore the option of support services that could be provided by the new Wiltshire Council shared services team). A project plan is in place and preparatory work is underway in a number of areas, including refurbishment of temporary accommodation for the city council.
- 3.7 The joint project team will continue to be responsible for delivering the next stage of the project, reporting to the CLG board and IE as required, as well as City Area Committee.

4. Finance

- 4.1. The revenue and capital budgets relating to the proposed package of functions are set out in appendices six to nine of the main report.

5. Recommendations

- 5.1 The Committee is asked to consider and support the attached reports and recommendations, with the exception of the recommendation relating to the City Hall.
- 5.2 City Area Committee is asked to express its preference in relation to the two options for the City Hall:

that the City Hall also transfers to the city council on the 1 April 2009 or;

that the City Hall transfers to the new unitary authority and is subject to further consideration in the context of the new authority's cultural and arts strategies

6. Implications

Legal – Responsibility and accountability for the creation of the new city council now rests with the Implementation Executive. County legal advice has been sought in finalising the reports.

Personnel – Further detailed work will be undertaken to ensure relevant staff are consulted and can transfer to the new parish council.

Community Safety - None directly relevant to this report

Environmental - None directly relevant to this report

Human Rights - None directly relevant to this report

Ward(s) Affected: All in the City

REPORT 1

Executive Summary

Historically, Salisbury is the only area of the County that has not been 'Parished'. The One Council for Wiltshire proposal included a commitment to the Parishing of Salisbury and subsequently, the statutory consultation required to support this has been commenced by Salisbury District Council. This has shown strong local support for the creation of a City Council.

Significant work has been undertaken by officers from both the County and District Council to progress this, including the submission of a request to the Ministry of Justice for the transfer of City status to the new Council.

This report outlines the rationale for the creation of a Parish Council for Salisbury, to be known as Salisbury City Council and outlines a package of services and assets that officers believe should be transferred to Salisbury City Council on 1st April 2009.

Whilst other services and responsibilities may transfer to Salisbury City Council, and other Town and Parishes in the future, the initial package of services and assets are proposed because of their similarity to other large Parish Councils in Wiltshire, such as Chippenham and because of the contribution they will make to achieving the proposals within the One Council for Wiltshire submission. Had Salisbury been Parished previously, as is the case for all similar urban areas in Wiltshire, it is highly likely that this package of services and assets would have been transferred to it previously.

Once members have considered the recommendations within this report, further detailed work will be undertaken on three specific areas:-

- 1 Wiltshire County Council finance staff will review that over all package of services and consider what level of precept for Salisbury City Council will need to be considered by the Implementation Executive in order to support their delivery.
- 2 Further detailed work will be undertaken by the Chair of the Project Team, including liaison with the DCLG, with the aim of ensuring that any frontline staff affected by this proposal are consulted and are able to transfer in a TUPE like manner to the new Parish Council.
- 3 Consultation with the current Town Clerk, regarding what additional capacity and support will initially be required by the new Parish, as neither the County Council nor the District Council will be in a position to 'appoint' officers for the new Salisbury City Council prior to the elections of its own members, which is likely to be in June 2009.

Prior to the election of members, and subsequent appointment by the new council

of its senior officers, oversight in terms of probity and ethics will rest with the statutory officers of the new Wiltshire Council and the Charter Trustees will act in an advisory capacity, to support any interim arrangements.

Within the Once Council for Wiltshire Transition Programme, governance for the Parishing of Salisbury rest with the Community Leadership and Governance Board, who have considered and agreed this paper.

Proposal

IE is asked to consider this report and the recommendations on Page 2 of the report.

Reasons For Proposals

Responsibility and accountability for the creation of the new Parish Council is vested in the Implementation Executive by the recent transitional regulations.

These proposals will ensure that the Salisbury City Council is able to be created, and that on the 1st April 2009 it is in a position to deliver services at the local level.

The services proposed are reflective both of local views, as evidenced within the statutory consultation, and the aspirations of the One Council for Wiltshire submission.

These proposals ensure that there is a meaningful Parish Council in place for local residents on the 1st April 2009, but are not so extensive as to create significant capacity or financial pressures.

Author

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EXECUTIVE SUMMARY

1. Salisbury has a unique and special character based on its history, development and location. It plays an important role in South Wiltshire and is seen as a strategically significant city within the Government's regional strategy for the South West.
2. The city faces many challenges. Success in meeting these will in large part depend on engaging residents in determining and delivering a robust, long-term vision for the city.
3. There is, at the same time, a widespread aspiration amongst residents, the business community and other stakeholders to have an effective city council that can ensure the residents of Salisbury have a strong voice in shaping their city's future.
4. Wiltshire County Council and Salisbury District Council recognise and are committed to meeting this aspiration, which is an essential element in delivering the wider commitment to community engagement set out in the proposals for the new unitary authority. The aim is to have a fully functioning city council in place by 1 April 2009.
5. The proposals for the city council take account of a number of considerations relating to the experience in current parish and town councils e.g. Chippenham and Trowbridge; the views of residents, the business community and other stakeholders; the strategic challenges facing the city; and national and county council policies related to community engagement.
6. These considerations are reflected in a delivery model for the city council that includes: broad roles around community leadership, partnership engagement and service delivery; strategic aims that can guide and focus the longer term work of the city council; and a package of services and assets for transfer on the 1 April 2009.
7. This will provide a strong foundation, ensuring the city council can start to meet the aspirations of its residents and the challenges facing the city. Building on this foundation, the new city council needs to develop a medium and longer term plan setting out how it will work with the new unitary authority, as well as other town and parish councils, to enhance its role, in line with residents' wider aspirations and the unitary's objectives for community engagement.

RECOMMENDATIONS

- 1). IE is asked to recommend to residents in the final stage of the statutory consultation the following:
 - a). *the name of the parish council is Salisbury City Council*
 - b). *the number of wards is eight, in line with the Boundary Committee draft recommendation for the unitary divisions for the city, and that they be coterminous with those divisions, or any subsequent modifications identified by the Boundary Committee*
 - c). *the names of the wards are:*
 - Bemerton
 - St Francis and Stratford
 - St Mark's and Bishopdown
 - Fisherton and Bemerton Village
 - St Paul's
 - St Edmund and Milford
 - St Martin's and Cathedral
 - Harnham
 - d). *the number of councillors is three per ward*

IE is also asked to recommend that:

- 2). the Salisbury City Charter Trustees act in an advisory capacity in relation to the administration of the city between the 1 April 2009 and the elections of the first Parish Councilors following the elections in early June 2009
- 3). the transfer to the city council on the 1 April 2009 of the package of functions and assets set out in Appendix 3
- 4). IE is also asked, in relation to the City Hall (paragraph 4.14) to consider and recommend either:

that the City Hall also transfers to the city council on the 1 April 2009

or;

that the City Hall transfers to the new unitary authority and is subject to further consideration in the context of the new authority's cultural and arts strategies

- 5). IE considers the early appointment of an interim Town Clerk in order to facilitate the set up of the Parish Council and that this is funded for the period to 31 March 2009 from the Local Government Reorganisation budget.

IE is asked to note:

- 6). the further joint work officers are undertaking to maintain efficiency in relation to functions where responsibility is in part transferred to the city council and in part to the new unitary council e.g. maintenance of open spaces

THE PARISHING OF SALISBURY

1. INTRODUCTION

- 1.1 Salisbury has a long and illustrious history of which its residents are justifiably proud. At the same time, it offers the opportunities, environment and facilities that provide them, their families and their communities with a high quality of life.
- 1.2 The city faces many challenges, not least, harmonising its historical legacy with the demands of twenty first century living. The city's future will require a careful balance between maintaining that legacy and at the same time continuing to develop as a place for the future. Success will in large part depend on engaging residents in determining and delivering a vision for the city that achieves that balance.
- 1.3 A city council has a vital role to play in helping to shape, lead and deliver that vision. Consultation demonstrates that residents, the business community and other stakeholders share this view. There is a widespread aspiration to have a city council that can ensure the 45,000 residents of Salisbury have a strong voice in shaping their city's future. It is particularly important for Salisbury in the context of the unitary council. A city council will be able to press the issues and needs of the City and its residents and ensure they are not lost in the wider demands of Wiltshire.
- 1.4 The County Council and Salisbury District Council recognise and are committed to meeting this aspiration, which is an essential element in delivering the wider commitment to community engagement.
- 1.5 The County Council and Salisbury District Council have developed a set of proposals that will establish a city council for Salisbury, on the 1 April. This report sets out these proposals, including:
 - the overall roles and aims for the city council within the strategic framework being developed for the city
 - a set of functions that could be transferred on the 1 April 2009
 - proposals for the longer term development of the city council

2. BACKGROUND

- 2.1 National and local policy commitments underscore the need for a city council. Salisbury's history and current economic position within the sub-region provides the context and highlights the important role a city council can play within the area. It was also a key consideration within the original Wiltshire County Council One Council for Wiltshire submission.

The National Context

- 2.2 The Government has for some time had a policy commitment to community empowerment. In summary, this is aimed at giving local people more influence and power over what happens in their communities. Localised services, whether tailored to the needs of local users or controlled and commissioned by local communities, can be more responsive to local needs, result in more targeted and effective spending, deliver better service outcomes and improve civic and democratic engagement.
- 2.3 Community empowerment requires a rebalancing of the relationship between national government, local government and citizens. Much of recent local government legislation has been aimed at putting in place a framework to support community empowerment. The most recent expression of this policy is the White Paper, 'Communities in control: real people, real power' (July 2008), which, amongst other things, sets out proposals for encouraging neighbourhood councils.

The Wiltshire Context

- 2.4 A cornerstone of the unitary submission is the creation of mechanisms that give local people and communities more influence and power to affect developments in their area and improve the overall quality of life for those communities.
- 2.5 For Salisbury this means the development of a strengthened democratic voice for the city through the city council. The new council will support local and community engagement within the wider unitary structures by:
- influencing services through consultative processes led by the new Wiltshire Council
 - working in partnership with Wiltshire Council to identify local needs and develop solutions through the new Community Area Partnerships and Community Area Board
 - delivering services commissioned by Wiltshire Council
 - direct ownership and management of assets and services funded through local tax and other funding streams

The City Of Salisbury: Eight Centuries of Tradition

- 2.6 Salisbury is a medieval city dating back to the 13th century, with a Charter, Charter markets and Mayor, as well as one of the finest Cathedrals in Britain. Overall, the city has a unique and special character based on its history, development and location.
- 2.7 The City is also a key economic driver for the county of Wiltshire and beyond. The Regional Spatial Strategy (RSS) for the South West identifies Salisbury as a Strategically Significant City. It is the largest shopping and employment centre in the county and an important tourism destination. It also plays an important regional role within the south west of England, acting as:
- a tourism destination of international significance
 - a business centre of regional importance
 - a sub-regional centre for retail, culture, housing and further education
 - the centre of the Salisbury Diocese, which covers most of Wiltshire and Dorset
 - a judicial centre for most of Wiltshire
- 2.8 Before local government reorganisation in 1974 the City existed as a tier of local government in its own right, as Salisbury Urban District Council. When it was abolished, the area that it administered became part of Salisbury District Council, with Charter Trustees established to preserve the historic identity and status of the City.

Continuing the Legacy

- 2.9 There is unanimous agreement that given all these factors, changes in local government organisation should not leave the city with inadequate democratic representation, or the capacity to meet the challenges facing a 21st century city. Equally important, consultation with residents has shown substantial support for the proposal, echoed by the business community and voluntary sector.

3. CREATING THE CITY COUNCIL: KEY CONSIDERATIONS

What are Parish Councils?

- 3.1 Parish councils are the only bodies operating at neighbourhood level that currently have the legal power to directly control and fund a range of local services. They can fill gaps in provision left by other service providers. However they are limited in law in terms of the scale and scope of services they can currently deliver.
- 3.2 The governance arrangements are the same whatever the size of council, so whatever role the City Council takes on it will not be able to perform all of the functions that Salisbury District Council performs. For example, it will not be able to determine planning or licensing applications. It cannot be, nor is it the intention to create a mini-district council.
- 3.3 There are over 8,700 parish councils across England, with a wide range of sizes and responsibilities. One of the largest parish councils is Weston Super Mare serving a population of over 70,000. Conversely there are parish councils serving a population of less than 100.
- 3.4 Within Wiltshire, two of the largest are Chippenham and Trowbridge. These have provided a useful benchmark for considering the delivery model for Salisbury. At the same time, it should be recognised that Salisbury's city council will be in the top ten parish and town councils in terms of population size and has a strategic significance beyond its immediate area.

Developing a Model for Salisbury City Council

- 3.5 The proposals for the city council set out in section 4 reflect a number of considerations, including:
 - the strategic challenges facing the city
 - consultation with residents, the business community and other stakeholders
 - information from existing town and parish councils
 - relevant county council policies, including the evaluation criteria agreed as part of the delegation project (IE 17.6.08/IE 23.9.08))
- 3.6 ***The Strategic Challenges for the City*** The city and its surrounding area is at a critical point in its development. It is clear from a number of studies that there are significant challenges and opportunities facing the city, its residents, communities and business sector. These include potential developments in employment, housing, the environment, leisure, retail and tourism. All of these will have a substantial impact on the quality of life of current and future residents.

- 3.7 It is also clear that if the city is to continue to thrive and prosper, it must make the most of these opportunities. It needs to achieve a balance between preserving its historic character, which makes it unique within the region and is an important factor in its prosperity, while at the same time continuing to develop as a modern city that offers residents, businesses and visitors the facilities and environment to meet their needs.
- 3.8 These challenges provide the strategic context for the governance of the city, underpin the aims and objectives of the city council and are essential to shaping and defining its role.
- 3.9 **Statutory Consultation on the city parish** In order to set up a parish council it is necessary to go through a statutory review process that includes four stages of consultation. The consultation must cover a number of statutory questions, including the name of the parish council, the geographical area covered, the number of wards proposed, the names of the wards and the number of councillors proposed.
- 3.10 Three of the four stages are complete. For stages two and three, a questionnaire was sent to all eighteen thousand households in the city and made available on the Council's website. Over the two stages, approximately four thousand households returned a questionnaire, with the overwhelming majority of those responding in favour of creating a city council. This is a very good response, suggesting a high level of interest in the creation of the city council. Views were also invited from the statutory consultees, the Charter Trustees and Wiltshire County Council.
- 3.11 The questionnaires set out options for each of the statutory questions, made a recommendation from the Council reflecting the decisions at CAC, and asked residents to indicate their preference. The large majority supported the Council's proposals (summarised in appendix 1).
- 3.12 The fourth stage involves publication of a notice advising of the final recommendations, which Implementation Executive is asked to agree as set out above. Completion of this stage and the necessary orders will ensure that the city council will exist as a legal entity on the 1 April 2009.
- 3.13 **Other Consultation** Five focus groups were held to assess the views of local people in more detail, including the range of services the parish council should be responsible for and the level of precept residents might be willing to consider.
- 3.14 As with the statutory consultation, there was considerable support for the creation of a parish council for Salisbury. There was also general agreement that the parish council should provide more than simply the basic level of service.

3.15 In summary, participants indicated:

- strong support for the creation of a parish council for Salisbury
- support for a package of services that include: the Guildhall, charter trustee service, parks, allotments, majority of play areas, most major open spaces, cemeteries, closed churchyards, most sports pitches / bookings service, tree works, some floral displays within the City, City Hall, markets, fairs, crematorium, Bemerton Heath neighbourhood centre, events, some Council owned shops, Council owned garages, certain public conveniences, Britain in Bloom, small grants and certain other non-precept open spaces, play areas, Lush House and Soton Road car parks.
- that a number of other services should be added, in particular all council-run car parks, tourism, heritage, CCTV, Christmas lights and street furniture
- the level of the precept was of a lesser concern for most participants than getting the service responsibilities right, although the costs should as far as possible be kept down

3.16 Informal consultation has included discussions with a range of groups and stakeholders, including the Chamber of Commerce, the Small Business Federation, City Centre Management and the South Wiltshire Strategic Alliance, all of whom have expressed strong support for the proposed city council.

3.17 **Benchmarking** Information was collected from a range of town and parish councils that are broadly comparable to Salisbury. This is set out in appendices 2A to 2C. It has provided a baseline for assessing those functions and activities that can be considered for immediate transfer to the city council.

3.18 Members and officers also visited Chippenham and Weston-super-Mare to learn from their experience.

3.19 **The WCC Policy Framework** Two policies are of specific relevance to the Salisbury parishing, the county-wide parishing project and the community assets policy.

3.20 As part of its commitment to community empowerment, the County is undertaking a project to assess: the appetite amongst town and parish councils for transferring responsibility for functions to them; possible mechanisms for achieving this; the specific functions parish and town councils are interested in. The first stage is complete and the Implementation Executive has agreed further feasibility studies and development of business cases for the functions identified by town and parish councils.

3.21 The draft community assets policy sets out a framework for considering asset transfer to local communities, where there is a clear case that a transfer will support community benefit. Many of the assets proposed for transfer to the city council fall within this category.

4. CREATING THE CITY COUNCIL: THE DELIVERY MODEL

4.1 The proposed delivery model for the city council reflects the considerations set out in the previous section. It is designed to create a robust, sustainable council that is equipped to meet the challenges facing the city and the aspirations of the city's residents. The model covers:

- roles and responsibilities
- strategic aims
- indicative package of functions
- funding and budget parameters
- management and governance

Roles & Responsibilities

4.2 It is evident that an effective, long term response to the strategic issues facing the city will require robust leadership and effective partnership working. At the same time there are a range of functions that are particularly important to the city's residents and their quality of life. These three areas – **community leadership, partnership engagement** and **service delivery**, either direct delivery or as clients – are at the heart of what the city council will be responsible for.

4.3 **Community leadership** As democratically elected representatives, the city council will need to play a leading role in shaping and delivering the vision for the long term future of the city.

4.4 It shares this responsibility with the other bodies that play a part in the city's governance, and in particular the city area board. Salisbury is unique in having its area board coterminous with the parish council boundaries. This presents additional challenges and opportunities, which will require effective working between these bodies. For example, a key task for the city council and area board will be to refine the vision for the city and develop a community plan that translates it into practical joint activity.

4.5 **Partnership engagement** As well as working closely with the city area board, the council will need to develop strong partnerships with other key organisations in the city, including the Vision delivery vehicle, when it is in place, the city area partnership, the business community through its organisations and the voluntary and community sectors.

4.6 In the longer term, the development, co-ordination and delivery of the emerging Salisbury Vision will need strong partnerships across all the bodies and organisations that have a stake in the city.

4.7 Good working relations are vital for successful partnerships. At the same time, clear shared objectives and programmes, linked to joint mechanisms, working

arrangements and protocols between the city council, the area board and other key stakeholders will provide the foundations for effective delivery. Most importantly, it will ensure residents are not confused and in turn disaffected as a result of un-coordinated activity between statutory and non-statutory partners.

4.8 **Service delivery** The council will directly manage a number of services (detailed below), as well as acting as a client for others. It needs to ensure they are responsive to local needs, provided at the right quality and at a reasonable cost.

4.9 To do so, the council needs sufficient capacity and expertise to manage an organisation of this size and budget. The proposed management structures and arrangements (appendix 5) take account of these factors, as well as the commitments to value for money and effective service delivery. As one means of testing the robustness of its arrangements, the city council will, as soon as possible, put in place and then apply for accreditation under the national 'Quality Parish' scheme.

Strategic Aims

4.10 The city council elected in June will want to identify specific objectives for its administration. The broad aims set out here flow from the roles described above and attempt to capture a set of aspirations that will guide and focus the work of the city council over the long term.

4.11 These strategic aims include:

- representing and promoting the interests of the city and its residents within the county, the sub-region and the region
- helping create the conditions for a modern, thriving city that meets the needs of its current and future residents
- engaging with residents to ensure they have an effective voice in the running of the city
- delivering cost effective services for residents

Delivering Services

4.12 **Operational & funding principles** The operational and funding principles (these reflect the evaluation criteria identified in the delegation project) are aimed at creating a robust organisation with the capacity to deliver and a sustainable, long term future.

They include:

Financial propriety	The long term financial viability of the new council is of paramount importance. It needs to have a balanced, realistic and sustainable budget.
Precept Neutral	Services running at a deficit should as far as possible be offset by services with a net revenue gain to maintain a financial risk balance and a reasonable level of precept.
Capacity & capability	The structure should ensure that there is the capacity to manage the services, with key officers having the knowledge and skills to deliver and develop the services.
Value for Money	The services to be provided by the new council offer value for money
Asset Liability	The liabilities in respect of any assets or services transferred will become the responsibility of the City Council

Recommended Package of Functions

- 4.13 The recommended package of functions for transfer on the 1 April reflects these principles, the position in comparable town and parish councils, the views of residents and the policy framework agreed by IE for developing parish and town councils. Appendix 3 sets out the proposed services, the related revenue costs, the basis of transfer and the impact on the precept.
- 4.14 A key facility not included in the package is the **City Hall**. It has strong historical connections to the city, while residents, the business community and Salisbury District councillors view it as an important facility in relation to the city's cultural, leisure and tourism sectors. They consider it should therefore be the responsibility of the city council. However, it provides services to a much wider area and would play a part in delivering strategic objectives relating to arts and cultural activity within the Wiltshire area. The County Council considers that the future of the City Hall needs to be assessed in the context of the cultural and arts strategies currently being developed. For the financial impact of including/not including the City Hall into the package of service for transfer please see paragraph 4.26 below.
- 4.15 It is important to note those services or parts of services that will not at this stage transfer to the city council (appendix 4). More work is needed to assess the service and budget impact for the new unitary authority where services are being divided between city and unitary councils e.g. maintenance of open spaces. It is essential that service efficiencies for both the city council and unitary authority are not lost. Officers from WCC and SDC are doing further work to identify how to ensure value for money in delivering these services.
- 4.16 Officers are also looking at joint arrangements for the face-to-face customer access points in the city.

Financial Strategy- Current Position

- 4.17 In order to meet the policy aspirations of quality parish status, including value for money services, the City Council will be required to develop a medium term financial strategy that embraces its vision and plans.
- 4.18 In financial terms a defined City Area with certain additional service responsibilities already exists under the umbrella of the District Council for which a special expenses levy is currently raised from the City residents.
- 4.19 Within the District budget and financial statements, separate account is kept of the levy, expenditure against it and resulting reserves. As at 1.4.08 the city levy was £609,000 (net of £200,000 of income) per annum with reserves of £708,000 largely earmarked for future capital schemes.
- 4.20 In addition to the current city levy the Charter Trustees precept for £40,000 per annum for civic and ceremonial activities.
- 4.21 The combined net budgets are therefore £649,000 at £43 per annum per band D property, of which there are 15,000, which represents approximately one third of the District.
- 4.22 Gearing of tax to income is in a ratio of 3:1 i.e. for every £3 of levy there is only £1 of income. This therefore restricts the budget potential of the existing Special Expenses to largely what it can raise through tax. A £1 rise in tax generates £15,000 of additional spending power. The City Area Committee has historically made recommendations straight to Full Council for its budget and levy.
- 4.23 As with most parish councils, capital expenditure is financed principally from revenue reserves built up over time or from grants or developer contributions.

Financial Strategy – Revenue & Capital Funding for the City Council

- 4.24 The indicative revenue position in relation to the package of services proposed for transfer (excluding the City Hall) is shown at Appendix 6. This gives a City Parish with costs of £2.75m, income of £1.7m and with a precept of £1m allows for a contribution to capital of £335,950 per annum.
- 4.25 The capital programme under this proposal (appendix 7) would result in a programme that could be funded within the projected precept level.
- 4.26 Should responsibility for the City Hall, including liabilities in respect of the building be transferred at a later stage, it would add approximately £500k per annum of running costs to the Parish, which would lead to an additional Band D charge of approximately £35 per annum depending on the profile of capital

expenditure. (See Appendices 8 and 9 for revenue and capital implications of including City Hall)

- 4.27 The gearing of income to precept is improved from the current arrangements and although income is a risk it is also an opportunity to balance out expenditure risks in order to avoid the precept being the only alternative. Currently parish councils are not subject to capping but clearly substantial increases in council tax are not desirable.
- 4.28 Parish Councils can borrow subject to national approvals but this is usually to smooth out cash flows for capital projects rather than an ongoing method of capital finance.
- 4.29 The principal residual financial risk is the resource capacity to deliver the major capital projects especially in respect of the Guildhall and crematoria refurbishments. The Guildhall is a listed building and both projects will lead to the requirement to close the facilities for a period of time.
- 4.30 Whichever option is finally agreed by the Implementation Executive, it will require a more detailed budget and precept setting process by end of November 2008.
- 4.31 County Council finance staff will commence this process, as soon as members have indicated their support, or otherwise, for the recommendations within this paper.

Management and Governance

- 4.31 A provisional management structure is set out in appendix 5. It aims to balance a commitment to keeping overhead costs low with the need to provide sufficient management capacity to enable the organisation to meet its strategic and operational goals. A more detailed assessment will be undertaken following decisions about the final set of functions transferring to the council.
- 4.32 The governance arrangements for the city, including the constitution, committee arrangements, standing orders etc. will be developed in the next stage of the project. There is an immediate issue relating to the period between the demise of Salisbury District Council and the beginning of the city council. It is proposed that the Salisbury charter trustees constitute an interim administration over this period, in line with DCLG advice.

5. NEXT STEPS & FUTURE DEVELOPMENT

- 5.1 The next stage of the project will involve putting in place the staffing, systems and processes to ensure the council can start work on the 1 April. (Officers will explore the option of support services that could be provided by the new

Wiltshire Council shared services team). A project plan has been developed and preparatory work is underway in a number of areas, including refurbishment of temporary accommodation for the city council.

- 5.2 The joint project team will continue to be responsible for delivering this stage of the project, reporting to the CLG board and IE as required. It is considered essential that an interim Town Clerk is recruited at the earliest opportunity to facilitate and oversee the transition to the new City Council.

Developing the City Council

- 5.3 This will create a substantial foundation for the city council to build on. It achieves a balance between the capacity, financial resources and areas of responsibility that it needs, to begin to meet residents' aspirations, while recognizing that it also needs time to develop capacity and build experience.
- 5.4 At this stage those aspirations go beyond what is currently proposed. This reflects the strong civic pride residents feel in the city, a desire to ensure it thrives and a concern that they have the means to influence its future. It will be for the new city council to determine how it develops, but it should aim to align its ambitions with those of residents.
- 5.5 The delegation to town and parish councils project provides the mechanism for developing a longer term approach to achieving this objective. A priority for the new council will be to develop a medium and longer term plan setting out how it will work with the new unitary authority to enhance its role, as well as capitalizing on the significant opportunities to work with other town and parish councils in Wiltshire.

Overall

A questionnaire was sent to all 17,925 Salisbury city households in June and a second questionnaire in September.

The total number of responses received to the second stage questionnaire was 3,148 and to the third stage questionnaire 3,915.

- 58% submitted views in stage 2 of the consultation and again for stage three
- 42% were new respondents at stage three
- Stage three received 767 more replies than the previous consultation stage

Stage Two Consultation

86% agreed with the proposed name of Salisbury City Council

83% preferred the option for the number of wards, the name of wards and the number of councillors, as proposed by Salisbury District Council

Stage Three Consultation

93% agree that the council should be called Salisbury City Council

90% support the preferred option that the number of parish wards should be the same as the number and boundaries of Wiltshire Council electoral divisions, as finally determined by the Boundary Committee.

77% agree that there should be three councillors per ward

TOWN & PARISH COUNCIL BENCHMARKING: KEY FUNCTIONS

APPENDIX 2A

Town	Chippenham	Banbury	Chichester	Folkestone
Criterion				
Population	28,000	44,000	24,000	53,500
Precept	1,462,468	1,515,934	480,346	489,875
Council Tax Band D charge	1496.68	1472	1341	1,454
No. of members	22	22	20	18
No. of wards	9	6	4	8
Key Functions	Grade I listed Yelde Hall, which houses the Tourist Information Centre Grade II listed Town and Needle Halls Grade II listed Museum and Heritage Centre Stanley Park Sports Ground Chippenham Information Point CCTV John Coles Park, rivers route, town markets, children's playgrounds, allotment sites, the London Road Cemetery, the town centre floral arrangements. Top-up street cleaning and additional road gritting Overseeing a number of traditional Civic and Ceremonial events, including Civic Sunday, Mayor Making & Remembrance Day Annual events e.g. Xmas lights.	Allotments Bus shelters Cemeteries Civic events (promoted by mayor) Crime prevention initiatives Dog litter bins Events: Xmas lights, Banbury in Bloom, Canal day Grants to voluntary organisations Litter and litter bins Parks, Open Spaces and Play Areas Planning matters (acting as a consultee on planning applications for the planning authority) Recreation and Recreational Facilities The Town Hall Town Publicity and Tourism	Allotments Christmas Lights Chichester in Bloom Civic, Heritage & Young Citizens' Awards Consultation on Planning Applications Discretionary Grants Disused Burial Grounds Footpath Lighting Holiday Activity Scheme Street Banners Street Naming & Numbering Twinning The City Council own and maintain the following : The Market Cross, The Council House, The Butter Market, War Memorial, St James Obelisk	Allotments Car Parking Christmas Lighting and Festivities Civic Communication Crime Prevention Events and Carnivals Facilities for the Elderly Floral Displays Grant Aid Halls/Community Centres/Heritage Centres Leisure and Sporting Facilities Litter Markets Parks and Open Spaces Public Conveniences Regeneration Street Cleansing Tourism Town Plan Twinning Youth Facilities Arts Planning applications/statutory consultations

Cont.../

TOWN & PARISH COUNCIL BENCHMARKING BENCHMARKING: KEY FUNCTIONS (cont.)

APPENDIX 2B

Town	Amesbury	Devizes	Weston Super-Mare	Aylesbury
Criterion				
Population	9000	11000	70,000	69,000
Precept	150,000	972,019	770,311	640,811
Council Tax Band D charge	45.46	1454.79	29.83	1441
No. of members		17	31	24
No. of wards			22	10
Key Functions		Public & commercial buildings Recreation, parks & open spaces Burial facilities Community & planning		Town amenities and environmental projects Cemetery Mayor's office and civic events Town events Partnership projects and community grants Planning and information

TOWN & PARISH COUNCIL BENCHMARKING : PRECEPT**APPENDIX 2C**

Criterion \ Town	Salisbury	Chippenham	Devizes	Trowbridge	Weston Super-Mare	Banbury
Population	44,175	30,000	11,000	28,200	70,000	46,000
Precept	649,487	1,462,468	425,614	1,165,056	1,156,432	1,685,197
Council Tax Band D charge	1395.28	1,497.00	1,454.79	1,475.32	1,359.94	1,472.00
Precept element of Band D charge	43.29	143.00	104.85	109.36	44.35	117.61
Tax base	15,002	14,338	5500	11,810	26,100	14,338
No. of members	20	22	17	19	31	22
No. of wards	9	9	3	7	22	8
No. of staff		51	15	19	27	20
Unitary situation	Yes	Yes	Yes	Yes	Yes	No

PROPOSED SERVICES FOR TRANSFER

APPENDIX 3

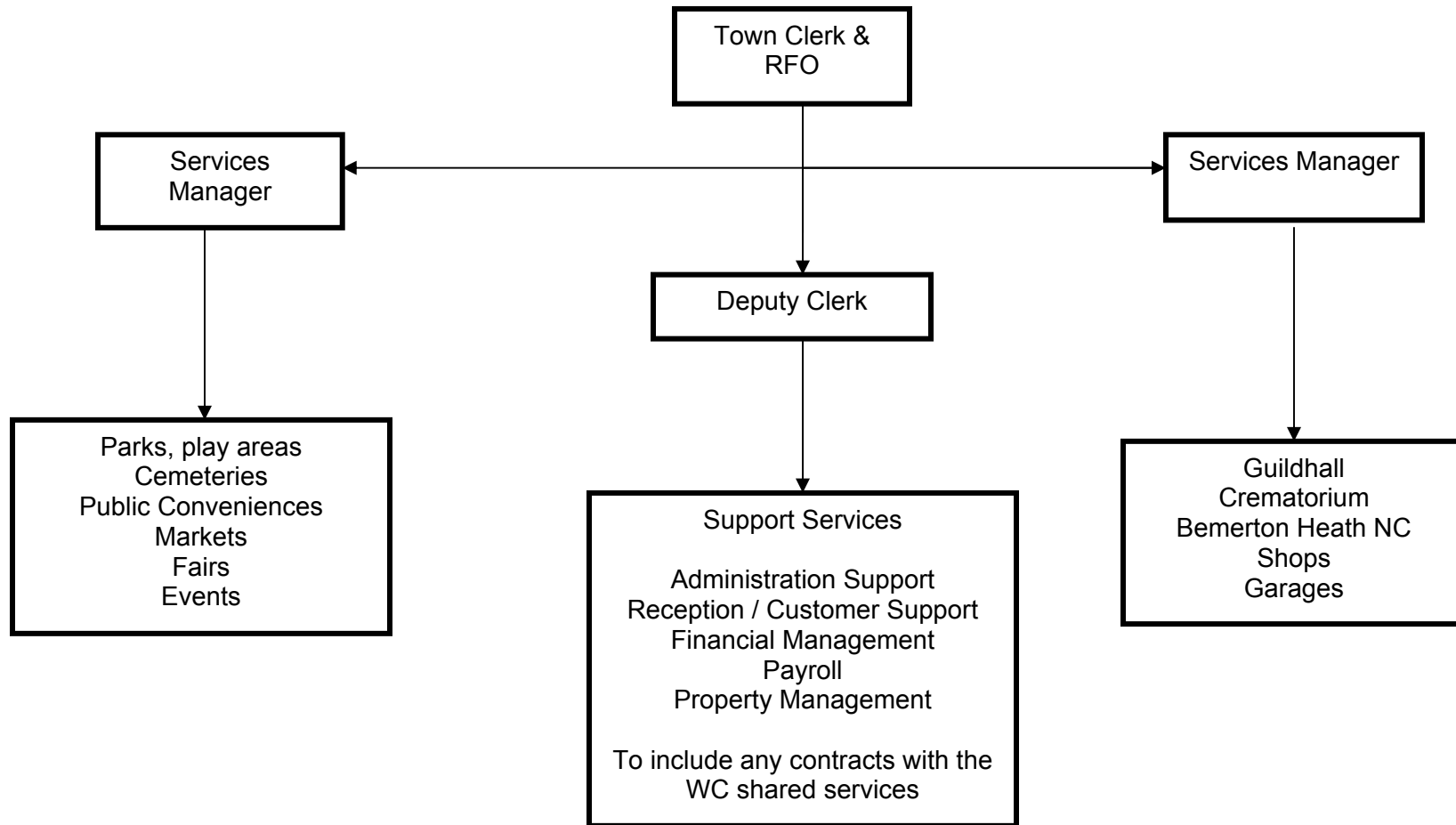
Service	Asset Treatment	Provided by Chippenham/ Trowbridge/Other TCs	Residents	IE policy framework	Operational/ funding principles
Parks and associated public conveniences and adjoining car parks, cemeteries, play areas, sports pitches, pavilions and open spaces etc	Full transfer	√	√	√	
Allotments	Full transfer	√	√	√	
Civic/ceremonial	Full transfer	√			
Guildhall including Guildhall Square and Market Square (not including parking income)	Full transfer of Guildhall and Guildhall Square, full transfer of Market Square minus parking income	Equivalent grade I and II listed buildings housing a museum and heritage centre and the TIC	√		
Crematorium	Full transfer				√
Charter fair	Full transfer		√	√	
Charter market and other markets	Full transfer		√	√	
Bemerton Heath NC	Full transfer	N/A	√		
General fund shops (owned by city prior to 1974)	Full transfer				√
Events – Xmas lights, St Georges Day, Music in the parks, Britain in bloom	Full transfer	√	√		
General fund garages (let to residents) as pre 1974	Full transfer				√
City Centre Management	Full transfer	N/A			
General community fund	Full transfer	√			

Full transfer = Transfer of asset (freehold) along with managerial responsibilities.

SERVICES/ASSETS/FACILITIES NOT TRANSFERRING TO THE CITY COUNCIL

Facility / Service	Comments
Shops / Offices	
The Boathouse	
Fotherby Crescent store	
Rampart Rd stores	
Bourne Hill offices	
16 Endless St offices	
26 Endless St offices	
37 Endless St offices	
47 Endless St offices	
3 Rollestone St offices	
Pennyfarthing House	
Pembroke Rd Post Office	
62 Pinewood Way	
64 / 64a Pinewood Way	
Gainsborough CI supermarket	
Public Conveniences	
Central car park	
Market Sq	
Coach Station	Tourism facility directly linked to coach park
Culver St car stack	Within multi storey car park
Ancillary Areas / Buildings	
Civil Defence centre, Harnham	
Old Sarum works	Janspeed area
Eventide Centre	
Former locomotive depot	
Land at Southampton Rd	Possibly City asset? Query
Poultry Cross	
Studio theatre	
Malthouse Lane	
Fisherton clock tower	
Brown St gym	Possibly City asset? Query
Crane Island	
Site of Conquered Moon	
Churchfields depot	
Bus Shelters	
Public Seats, bins – non Precept land	
Churchfields Ind estate	
Land at 84 Fisherton St	
Various land holdings – Soton Rd, Gloucester House, Primrose Farm, Market walkway	

SDC Facilities	
City Hall	
St Edmunds Arts Centre	Building only, grounds are included
5 – Rivers leisure centre	
Salisbury athletics track	
Shopmobility	
TIC incl railway station	
CCTV	
Areas Out of City <u>Directly</u> Affected by Transfer to City Council	
Wilton market	Wilton ward
Wilton pleasure fair	Wilton ward
N/hampton Rd football pitches	Ebble ward
Playareas at Wilton x 2, Redlynch, Zeals, Hampton Park Spa	Various
Hampton Park community centre	Laverstock & Ford
Public conveniences at Downton, Tisbury, Mere, Amesbury, Wilton	Various
Britford Depot	Britford ward
Land Areas	
All sheltered housing schemes	12 off in City
All housing estate land, primarily Old Bishopdown, Bem Heath (incl kickabout area), Harnham (incl Ridings Mead), Friary (incl kickabout area).	Original HRA areas
WCC agency works (City only)	Highway verges, highway spraying, roundabouts
Commuted sum estates	Christie Miller, Fugglestone Red, Hampton Park / Bishopdown Farm, Harvard Hospital, Rowbarrow, Lime Kiln Way, Constable Way, Woodbury Gardens, etc
Avon Valley Country Park inc Butts OS	Land around 5 Rivers, boardwalk etc
Trees – non precept land	
Car Parks	
Central	
Salt Lane	
Brown St x 2	
Coach Station	
Culver St multi storey	
College St incl swimming pool front	
Market Sq	Revenue income to WC, ownership with SCC
New Canal – taxi rank, coach stands etc	
Maltings multi storey	
All Park & Ride sites	All outside City boundary except London Rd



FUNDING OF PROPOSED PACKAGE OF SERVICES (Excluding City Hall) APPENDIX 6

	<i>Gross Expenditure</i>	<i>Income</i>	<i>Net</i>	<i>Band D</i>
Parks				
- existing City less allotments	689,900	175,050	514,850	34
- General Fund parks	156,440	1,890	154,550	10
- public conveniences	36,835	-	36,835	2
- Lush House Car Park	22,220	156,730	(134,510)	(9)
- Churchill Gardens Car Park	8,930	23,370	(14,440)	(1)
	914,325	357,040	557,285	37
Allotments	30,180	18,350	11,830	1
Governance	294,261	-	294,261	20
Civic / Ceremonial	40,393	-	40,393	3
Guildhall incl Guildhall/Mkt Sq (not including parking income)	264,530	131,320	133,210	9
Crematorium	346,670	670,600	(323,930)	(22)
Charter Fair	12,590	21,570	(8,980)	(1)
Charter Market & other markets	144,490	354,870	(210,380)	(14)
Bemerton Heath Neighbourhood Centre				
- existing budget	45,810	6,970	38,840	3
- manager currently charged to HRA	31,330	-	31,330	2
- proposed community centre	13,380	-	13,380	1
- assistant manager currently charged to CIU	21,240	-	21,240	1
	111,760	6,970	104,790	7
General Fund Shops	9,700	148,800	(139,100)	(9)
Events				
- Christmas Lights	37,000	-	37,000	2
- St George's Day	5,000	-	5,000	0
- Music in the Parks	-	-	0	0
- Food & Drink Festival	14,500	-	14,500	1
- Britain in Bloom	46,160	10,000	36,160	2
	102,660	10,000	92,660	6
General Fund Garages	1,300	11,660	(10,360)	(1)
City Centre Management	38,790	-	38,790	3

General Community Fund	25,000	-	25,000	2
Available for Capital Financing	418,360	-	418,360	28
	<hr/>			
	2,755,009	1,731,180	1,023,829	68
	<hr/> <hr/>			
2008/09 Council Tax Base			15,003	

CAPITAL PROGRAMME (Excluding City Hall)

APPENDIX 7

City Area Committee	<i>Estimate 2008/9</i>	<i>Estimate 2009/10</i>	<i>Estimate 2010/11</i>	<i>Estimate 2011/12</i>	<i>Estimate 2012/13 - 2024/25</i>	<i>Total</i>
<i>Scheme</i>	£	£	£	£	£	£
Play Area Refurbishments*	45,000					45,000
Bishopdown Pavilion*	15,000					15,000
Play Area - Hudson's Field*	95,000					95,000
Churchill Gardens Kickabout Area*	40,000					40,000
Victoria Park Crazy Golf Facility*	30,000					30,000
Youth Shelters and Sportswalls*	34,000					34,000
Management Plan Projects**						
- Hudson's Field	20,000	270,000				290,000
- Queen Elizabeth Gardens	20,000	250,000	160,000			430,000
- Victoria Park		30,000	190,000			220,000
- Allotments	20,000					20,000
Bus Shelters	72,230					72,230
Crematorium - Mercury Abatement Works				800,000		800,000
Crematorium - Replace Cremators				700,000		700,000
Crematorium - Condition Survey Works			93,450	5,930	89,860	189,240
Guildhall - Fit out costs			748,000			748,000
Guildhall - Condition Survey Works			52,500	52,500	683,000	788,000
Investment Properties Condition Survey Works			216,700	145,360	1,361,620	1,723,680
Total City Area Committee	391,230	550,000	1,460,650	1,703,790	2,134,480	6,240,150

* Financed from R2 Deposits

** Financed from earmarked reserve for future capital schemes.

CAPITAL PROGRAMME (Excluding City Hall)....cont.

Financing of Capital Programme

	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013 - 2024/2025	Total
<u>CAPITAL PROGRAMME</u>	£	£	£	£	£	£
City Area	391,230	550,000	1,460,650	1,703,790	2,134,480	6,240,150
Total Funding Required	391,230	550,000	1,460,650	1,703,790	2,134,480	6,240,150
<u>FINANCING AVAILABLE:-</u>						
City Reserves	707,950	0	0	0	0	707,950
City Revenue Contribution	94,240	418,360	418,360	418,360	5,438,680	6,788,000
Developer & Other Contributions	259,000	0	0	0	0	259,000
Total Capital Resources	1,061,190	418,360	418,360	418,360	5,438,680	7,754,950
Capital Financing Requirement b/fwd	0	(669,960)	(538,320)	503,970	1,789,400	1,085,090
(Surplus)/Deficit for Year	(669,960)	131,640	1,042,290	1,285,430	(3,304,200)	(1,514,800)
Capital Financing Requirement	(669,960)	(538,320)	503,970	1,789,400	(1,514,800)	

FUNDING OF PROPOSAL (Including City Hall)**APPENDIX 8**

	<i>Gross Expenditure</i>	<i>Income</i>	<i>Net</i>	<i>Band D</i>
Parks				
- existing City less allotments	689,900	175,050	514,850	34
- General Fund parks	156,440	1,890	154,550	10
- public conveniences	36,835	-	36,835	2
- Lush House Car Park	22,220	156,730	(134,510)	(9)
- Churchill Gardens Car Park	8,930	23,370	(14,440)	(1)
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	914,325	357,040	557,285	37
Allotments	30,180	18,350	11,830	1
Governance	294,261	-	294,261	20
Civic / Ceremonial	40,393	-	40,393	3
Guildhall including GHall/Mkt Sq but not parking income	264,530	131,320	133,210	9
City Hall	833,410	497,460	335,950	22
Crematorium	346,670	670,600	(323,930)	(22)
Charter Fair	12,590	21,570	(8,980)	(1)
Charter Market & other markets	144,490	354,870	(210,380)	(14)
Bemerton Heath Neighbourhood Centre				
- existing budget	45,810	6,970	38,840	3
- manager currently charged to HRA	31,330	-	31,330	2
- proposed community centre	13,380	-	13,380	1
- assistant manager currently charged to CIU	21,240	-	21,240	1
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	111,760	6,970	104,790	7
General Fund Shops	9,700	148,800	(139,100)	(9)
Events				
- Christmas Lights	37,000	-	37,000	2
- St George's Day	5,000	-	5,000	0
- Music in the Parks	-	-	0	0
- Food & Drink Festival	14,500	-	14,500	1
- Britain in Bloom	46,160	10,000	36,160	2
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	102,660	10,000	92,660	6
General Fund Garages	1,300	11,660	(10,360)	(1)
City Centre Management	38,790	-	38,790	3
General Community Fund	25,000	-	25,000	2
Available for Capital Financing	82,410	-	82,410	5
	<hr/>	<hr/>	<hr/>	<hr/>
	3,252,469	2,228,640	1,023,829	68

2008/09 Council Tax Base

15,003

CAPITAL PROGRAMME (Including City Hall)

APPENDIX 9

City Area Committee	<i>Estimate 2008/9</i>	<i>Estimate 2009/10</i>	<i>Estimate 2010/11</i>	<i>Estimate 2011/12</i>	<i>Estimate 2012/13 - 2024/25</i>	<i>Total</i>
<i>Scheme</i>	£	£	£	£	£	£
Play Area Refurbishments*	45,000					45,000
Bishopdown Pavilion*	15,000					15,000
Play Area - Hudsons Field*	95,000					95,000
Churchill Gardens Kickabout Area*	40,000					40,000
Victoria Park Crazy Golf Facility*	30,000					30,000
Youth Shelters and Sportswalls*	34,000					34,000
Management Plan Projects**						
- Hudson's Field	20,000	270,000				290,000
- Queen Elizabeth Gardens	20,000	250,000	160,000			430,000
- Victoria Park		30,000	190,000			220,000
- Allotments	20,000					20,000
Bus Shelters	72,230					72,230
Crematorium - Mercury Abatement Works				800,000		800,000
Crematorium - Replace Cremators				700,000		700,000
Crematorium - Condition Survey Works			93,450	5,930	89,860	189,240
Guildhall - Fit out costs			748,000			748,000
Guildhall - Condition Survey Works			52,500	52,500	683,000	788,000
City Hall Condition Survey Works			44,250	54,800	1,936,770	2,035,820
Investment Properties Condition Survey Works			216,700	145,360	1,361,620	1,723,680
Total City Area Committee	391,230	550,000	1,504,900	1,758,590	4,071,250	8,275,970

* Financed from R2 Deposits

** Financed from earmarked reserve for future capital schemes.

CAPITAL PROGRAMME (Including City Hall).....cont.

Financing of Capital Programme

	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013 - 2024/2025	Total
<u>CAPITAL PROGRAMME</u>	£	£	£	£	£	£
City Area	391,230	550,000	1,504,900	1,758,590	4,071,250	8,275,970
Total Funding Required	391,230	550,000	1,504,900	1,758,590	4,071,250	8,275,970
<u>FINANCING AVAILABLE:-</u>						
City Reserves	707,950	0	0	0	0	707,950
City Revenue Contribution	94,240	82,410	82,410	82,410	1,071,330	1,412,800
Developer & Other Contributions	259,000	0	0	0	0	259,000
Total Capital Resources	1,061,190	82,410	82,410	82,410	1,071,330	2,379,750
Capital Financing Requirement b/fwd	0	(669,960)	(202,370)	1,220,120	2,896,300	3,244,090
(Surplus)/Deficit for Year	(669,960)	467,590	1,422,490	1,676,180	2,999,920	5,896,220
Capital Financing Requirement	(669,960)	(202,370)	1,220,120	2,896,300	5,896,220	