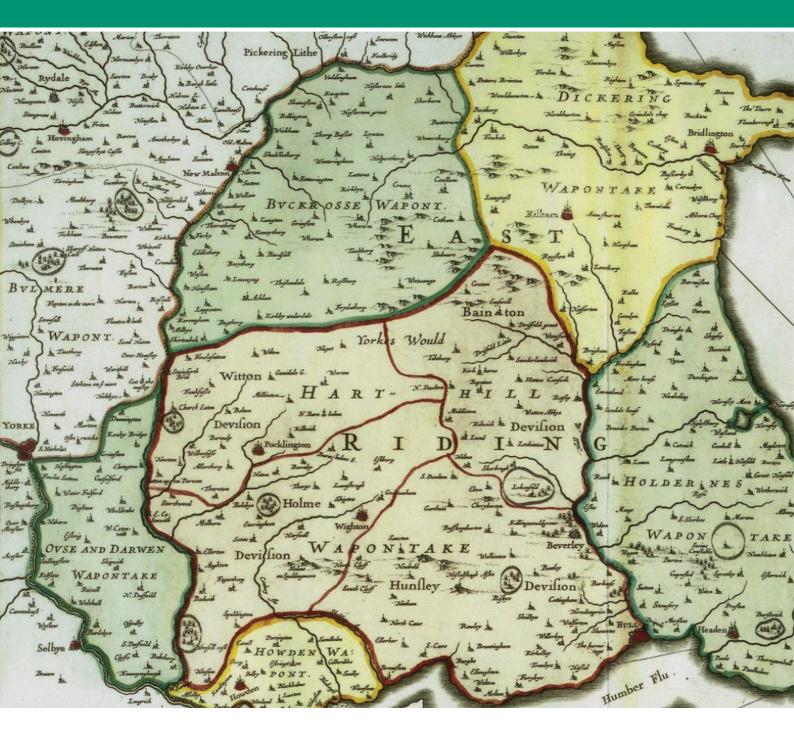
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Town and Parish Council Communication Review Panel





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CHAIRMAN'S FOREWORD

East Riding of Yorkshire is home to 171 town and parish councils and parish meetings, and the Town and Parish Council Communication Review Panel was convened to consider how communication could be improved between them and East Riding of Yorkshire Council. The Panel, which I had the honour of chairing, wanted to ensure that this review involved as many of the people affected by it as possible and we developed the methodology to reflect that starting principle.

On behalf of the Panel, I would like to thank everyone who took part in this review of communication between town and parish councils and East Riding of Yorkshire Council, including town and parish councillors, clerks, Members and officers of East Riding of Yorkshire Council, and members of local council organisations. Their contributions to the review were of immense help and enabled the Panel to gain an understanding of how communication between organisations could be improved. I would also like to extend the Panel's gratitude to Darren Stevens, Director of Corporate Resources, and Samm Campbell, Senior Committee Manager, for their advice, guidance and research throughout the review.

Town and parish councils were pleased that this review was being undertaken and it is the Panel's hope that they will see their concerns represented and addressed in the following report. The Panel heard the experiences and suggestions of many town and parish councils throughout the course of the review and was pleased that so many town and parish councillors and clerks were able to make themselves available. Through a series of meetings and two surveys, it became clear to the Panel that, while communication and relationships could be improved, there existed a solid foundation upon which to build.

In response to the information gathered during the review, the Panel has arrived at 11 recommendations for the improvement of communication between East Riding of Yorkshire Council and town and parish councils. I would like to highlight, in particular, the recommendation to develop a charter to underpin the relationships and communication between East Riding of Yorkshire Council and town and parish councils. There is clearly an appetite for a charter and the Panel is pleased to recommend the development of a document which will aid in effective communication, mutual respect and parity of esteem.



Councillor Kay West Chairman of the Town and Parish Council Communication Review Panel

EXECUTIVE SUMMARY

The Town and Parish Council Communication Review Panel was constituted following a motion carried at a full Council meeting held on 8 October 2015. The aims of the review were to establish how East Riding of Yorkshire Council and the 171 town and parish councils and parish meetings in East Riding communicate and work with each other and to make a series of recommendations to improve communication.

The Review Panel sought to gain an understanding of the quality and methods of communication by seeking the views of town and parish councillors, clerks, ward councillors, local council organisations and officers of the Council. Two surveys were conducted and representatives of each of the above groups were invited to attend meetings in order that the Panel could obtain a deep, well-informed understanding of the most pertinent issues.

Through its research, the Panel found that around two thirds of town and parish councils are satisfied with the state of communication and that the main thing they would encourage the Council to improve would be the speed with which officers respond to queries and service requests. Currently, most communication is conducted by email but town and parish councils and clerks indicated that they seek to communicate by telephone almost as much due to the limited number of working hours during which answers and resolutions would be sought. During those meetings attended by town and parish councillors, clerks and representative organisations, the Panel took the time to understand the town and parish council perspective. The Panel discussed a variety of ways in which communication could be improved including: a parish charter, involvement of council officers, methods of communication, the sharing of forward plans, the importance of understanding one another's powers and duties, and the cultivation of effective working relationships between ward councillors and town and parish councils.

The Panel surveyed ward councillors and invited some to attend one of its meetings. The Panel found that ward councillors' level of involvement with town and parish councils in East Riding was mixed. The survey revealed that the main common factor affecting this variety was the number of town and parish councils in each councillor's ward. While almost half of ward councillors are also members of one or more town or parish councils in their wards, those who serve wards containing more town and parish councils are significantly less likely to be members of a town or parish council. The number of

ward councillors in any given ward is linked to the local population but the number of town and parish councils in a ward is likely to be higher in rural, less densely populated areas, while the most densely populated areas are more likely to have only one or two town or parish councils. Councillors serving wards containing more town and parish councils often explained that they had adopted a coordinated approach by working with their fellow ward councillors.

Recommendations developed naturally during the review process and many of the recommendations made in this report were the result of similar suggestions and discussions with each group invited to attend meetings and respond to the Panel's surveys. While some recommendations in the report are relatively simple and remedial in nature, others seek to improve the underlying relationships between East Riding of Yorkshire Council and town and parish councils. Arguably, the most important of these is the recommendation to establish a charter between East Riding of Yorkshire Council and town and parish councils. The concept of a charter was with universal positivity received and recommendation answers previous calls for one to be established.

The Panel also recognised that town and parish councils wanted to have opportunities to better understand the Council's work, decisions and plans and that the Council needed to ensure that its officers had a similar understanding of town and parish councils. So important were they, that this relatively simple pair of needs gave rise to a majority of the Panel's recommendations.

In conclusion, the Panel heard a good deal about what had been working well and what needed to be improved with regard to communication between the Council and town and parish councils. The Panel established that there were some particular, historical issues that needed to be addressed and it has made recommendations to remedy the most prevalent ones. However, the most important theme that emerged was the need to improve the relationships by building open and trusting communication. It is the Panel's sincere hope that its recommendations will remedy the most pressing technical issues but, more than that, the Panel would like to see its recommendations establish open, trusting relationships characterised by mutual respect and parity of esteem.

(i) REVIEW PANEL RECOMMENDATIONS

No.	Recommendation	Organisation to Action
1	That a town and parish council charter be developed for adoption by East Riding of Yorkshire Council and town and parish councils for implementation as soon as practicable following the local and	East Riding of Yorkshire Council -
	parish elections in May 2019.	Democratic Services
2	That informal cluster meetings be held to enable meaningful dialogue between town and parish councils, relevant officers and Members of East Riding of Yorkshire Council.	East Riding of Yorkshire Council
3	That opportunities be explored to make contact between East Riding of Yorkshire Council and town and parish councils as efficient and productive as possible and that 'MyAccount' profiles be created for all town and parish councils.	East Riding of Yorkshire Council - Culture and Customer Services, and Technology and Transformation Services
4	That East Riding of Yorkshire Council ensure that important decisions are properly explained in order that the rationale and rigour of the processes behind them can be understood by town and parish councils and members of the public.	East Riding of Yorkshire Council
5	That East Riding of Yorkshire Council share appropriate forward plans with town and parish councils in order that they might understand the Council's intentions and constraints.	East Riding of Yorkshire Council
6	That East Riding of Yorkshire Council's induction process and training for ward councillors encourage, and emphasise the importance of, their relationships with town and parish councils.	East Riding of Yorkshire Council - Democratic Services
7	That town and parish councils be encouraged to work in partnership with ward councillors to resolve issues and enquiries with East Riding of Yorkshire Council.	Town and Parish Councils & Ward Councillors
8	That East Riding of Yorkshire Council's website content managers review the contents of each webpage containing reference to town and parish councils to ensure that none contain incorrect information about services available to residents and which organisation provides them.	East Riding of Yorkshire Council - Economic Development Service (Web Team)
9	That town and parish councils be encouraged to comprehensively list the services they deliver on their websites and to ensure that references to East Riding of Yorkshire Council on their websites are correct.	Town and Parish Councils
10	That some council officers, particularly those in customer-facing roles, be trained in the powers and duties of town and parish councils.	East Riding of Yorkshire Council - Culture and Customer Services
11	That East Riding of Yorkshire Council consider how best to publish clearly, and update regularly, the key differences in the powers and duties of the Council and town and parish councils.	East Riding of Yorkshire Council - Democratic Services

(ii) MEMBERS OF THE REVIEW PANEL

Councillor	Political Group
West (Chairman)	Conservative
Finlay	Labour
Holtby	Conservative
Mathieson	Independent
McMaster	Conservative
Walker	Conservative

(iii) REVIEW CONTACT INFORMATION

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(iv) PURPOSE OF THE REVIEW

The aim of the review was to:

- (i) investigate communication between East Riding of Yorkshire Council and town and parish councils;
- (ii) seek the views of relevant stakeholders, and
- (iii) make recommendations to improve communication.

The review considered:

- (i) The views of town and parish councillors;
- (ii) The views of town and parish council clerks;
- (iii) The views of officers of East Riding of Yorkshire Council;
- (iv) The views of East Riding of Yorkshire Council's ward councillors;
- (v) Research and reviews undertaken in other areas of the United Kingdom.

(v) FINANCIAL IMPLICATIONS

A number of recommendations within this report may have financial implications which will need to be assessed and possibly included in the Council's revenue or capital budget as appropriate, for consideration as part of the normal financial planning process.

1. INTRODUCTION

"Town and parish councils are the democratic bodies with the closest direct links to communities and as such are ideally placed to contribute to the long-term vision and priorities of principal authorities. They also have a vested interest in improving the local quality of life and can be useful partners in exercises designed to improve public services..." Local Government Association (2012).

- 1.1 Town and parish councils represent the form of democratic government closest to 'the people'. Civil parish councils were first formed under the Local Government Act 1894 and there are currently 168 town and parish councils (plus three more parish meetings) in East Riding serving widely varied numbers of people. There are more than 9,000 town and parish councils in England, the areas of which are inhabited by around 25 percent of the country's population.
- 1.2 Town and parish councils are funded by local tax-payers through a council tax precept agreed by town and parish councils but gathered by the local authority. Each town or parish council is responsible for the management of its own funds; the appointment and management of its own officers; its constitution; the adoption of its own code of conduct; external funding grant applications and any contracts it enters into with separate organisations.
- 1.3 Local authorities 'parent' are not organisations in relation to town and parish councils. Town and parish councils are entirely separate organisations with interests in common with local authorities. Town and parish councils and local authorities work in close partnership on numerous issues and, in representation of the local population, town and parish councils are treated as key stakeholders by local authorities in relation to their duties such as planning. Other responsibilities (including many described in Appendix 1) rest entirely with town and parish councils but each has a different combination of duties and powers which means that it is not possible to generalise.
- 1.4 Town and parish councils and local authorities do share a number of common duties and interests. Their work intersects in

- a number of key areas including local planning, local amenities, cemeteries, common land, drainage, emergency planning, democratic services, highways and tourism. It is vital, therefore, that town and parish councils and local authorities work and communicate well with one another to ensure successful and cost-effective delivery of services.
- 1.5 Following a motion made at its meeting of 8 October 2015, East Riding of Yorkshire Council agreed to undertake this review into communication between the Council and town and parish councils in the East Riding. The original motion acknowledged the existing, long-standing relationships between the Council and town and parish councils and the need for a review panel to "investigate the potential opportunities for closer working to achieve better outcomes for our residents". The Town and Parish Council Communication Review Panel was convened to:
 - investigate communication between East Riding of Yorkshire Council and town and parish councils;
 - seek the views of relevant stakeholders, and
 - make recommendations to improve communication.
- 1.6 In order to achieve these aims, the Panel conducted two surveys and invited town and parish councillors, clerks and representative organisations to attend its meetings.

2. SURVEY OF TOWN AND PARISH COUNCILS

- 2.1 A survey focussed on communication between East Riding of Yorkshire Council and town and parish councils (Appendix 2) was circulated to town and parish councils and was open for response between 28 March and 9 May 2018.
- 2.2 The survey sought to obtain the views of each town and parish council concerning communication and to ascertain how they felt it could be improved. Closed, multiple-choice answers were sought to six questions to yield a basic indication of the level of satisfaction with communication. These were followed by three open questions to enable town and parish councils to put forward their views on particular issues and to suggest improvements.

- 2.3 Town and parish councils responded to the survey at a rate of 42 percent; 71 councils out of the 171 surveyed. The rate of response rendered the results of the survey statistically significant.
- 2.4 In response to the first six questions of the survey, town and parish councils indicated that:
 - 99 percent of respondents used email to communicate with the Council, 94 percent used telephone, 78 percent communicated through their ward councillors and only 30 percent used meeting minutes as a method of communication:
 - 76 percent either agreed or strongly agreed that the Council communicates regularly enough with their town or parish council;
 - 70 percent either agreed or strongly agreed that the Council's methods of communication were accessible;
 - 54 percent either agreed or strongly agreed that the Council's methods of communication were appropriate to their town or parish council's needs;
 - 64 percent either agreed or strongly agreed that the Council communicated openly with town and parish councils;
 - 69 percent either agreed or strongly agreed that the Council communicated in 'plain English'.
- 2.5 In summary, the responses above equated to 65 percent of town and parish councils being satisfied that that the Council's communication was regular, accessible, appropriate to town and parish councils' needs, open and written in 'plain English'. This illustrates that there exists a strong foundation upon which to build.
- 2.6 With regard to the improvement of communication, town and parish councils indicated in response to the seventh and eighth questions that the most important aspect of communication they would encourage the Council to improve was response time. Issues relating to communication with, and speed of response from, the Council's Planning and Highways sections were also cited frequently.
- 2.7 With regard to levels of engagement between ward councillors and town and parish

councils, 52 percent reported good rates of attendance at their meetings by ward councillors and 48 percent took the opportunity to specifically cite positive working relationships with ward councillors.

3. SURVEY OF WARD COUNCILLORS

- 3.1 A survey focussed on communication between ward councillors and town and parish councils was circulated to ward councillors and was open for response between 25 June and 9 July 2018.
- 3.2 Ward councillors responded to the survey at a rate of 55 percent; 37 out of the 67 councillors surveyed. The survey was conducted anonymously and the rate of response rendered the results of the survey statistically significant.
- The results of the survey circulated to town 3.3 and parish councils indicated that a significant number of ward councillors were also members of town and parish councils (hereafter, 'double-hatted'). The Panel was interested to use this second survey to ascertain what proportion councillors was double-hatted. Responses to the survey indicated that around half (49 percent) of ward councillors were double-hatted and the rest of the results were analysed with this in mind, leading to a number of interesting findings.
- 3.4 The first question asked respondents to indicate how many town and parish councils there were in the wards they represented. Most councillors represented wards with fewer town and parish councils; many with just one or two. Double-hatted councillors were significantly more likely (at a rate of 61 percent) to represent wards with one or two town and parish councils and only 17 percent of double-hatted councillors indicated that they served wards containing eight or more town and parish councils. The average number of town and parish councils per ward for double-hatted respondents was 4.8.
- 3.5 Conversely, non-double-hatted councillors were more likely (at a rate of 63 percent) to represent wards containing six or more town and parish councils. The average number of town and parish councils per ward for non-double-hatted respondents was 9.2.

- 3.6 Another question asked respondents about their attendance at town and parish council meetings. Predictably, double-hatted councillors reported significantly higher rates of attendance with 72 percent indicating that they attended all or most town and parish council meetings held in their wards.
- 3.7 While non-double-hatted councillors reported lower rates of attendance, in the light of the fact that their wards contained, on average, significantly more town and parish councils, they frequently cited coordination of attendance with their fellow ward councillors.
- 3.8 Ward councillors were asked whether they felt welcome at town and parish council meetings. Feelings of welcome were, again, predictably high among double-hatted respondents at 94 percent. This fell to 54 percent among non-double-hatted councillors, leaving an average of 72 percent of ward councillors feeling welcome at town and parish council meetings.
- 3.9 When asked about the nature of the work that arose from their working relationships with town and parish councils, the subject of planning was cited most frequently (by 46 percent), followed by general liaison with the Council (35 percent) and highway maintenance (32 percent).
- Ward councillors were asked how they 3.10 thought town and parish councils perceived East Riding of Yorkshire Council. Both double-hatted and non-double-hatted councillors expressed that they thought some or all town and parish councils perceived the Council positively at a rate of 54 percent. Double-hatted respondents were more likely (at a rate of 56 percent) to suggest that town and parish councils had a negative perception of the Council. Additional comments in relation to this question were frequently focussed on the planning process with 72 percent of double-hatted and 21 percent of non-double-hatted councillors indicating that planning was a significant issue for town and parish councils. The most prevalent reason cited was that town and parish councils felt that their local knowledge was routinely ignored.
- 3.11 When asked how communication could be improved between ward councillors (as part of the whole Council) and town and parish

councils, the most frequently cited response was that attendance at town and parish council meetings would improve communication.

4. WORKING TOGETHER

- 4.1 While town and parish councils are entirely separate legal entities and are not overseen by their local authorities, there exists a logical expectation that they will work together in their common interests, as both types of organisation are democratically constituted to serve their local populations. Communication between these organisations is, therefore, of great importance because the working relationships between these organisations will have a profound effect on residents.
- 4.2 The first three recommendations of this report address issues identified concerning the relationship between East Riding of Yorkshire Council and town and parish councils. These recommendations will facilitate greater understanding, respect and joint working between the organisations by being directly remedial to many of the issues identified.

Town and Parish Council Charter

4.3 Town and parish council charters have been adopted in various local authority areas across the country. Their purpose is to define the relationship between the principal authority and the local councils occupying the same geographical region. The ways in which extant charters seek to accomplish this vary. Some are lengthy and go into considerable detail about particular responsibilities procedures and presumably, address specific issues between the organisations involved. Others are shorter and, rather than their purpose being to define the relationship in the sense that a contract might, act as a pledge from each organisation to work together for the good of residents and to undertake that work and communicate with one another under a set of guiding principles to engender mutual respect, understanding and commitment.

Key Findings

4.4 Early in the review process, the Panel was aware that the notion of a charter between East Riding of Yorkshire Council and town and parish councils

had been mooted a number of times in the past. Some neighbouring local authorities have developed charters with the town and parish councils in their areas but no such charter has yet been adopted in the East Riding. The aim of town and parish charters is to encourage a parity of esteem between a local authority and the town and parish councils in its area by describing the ways in which each organisation will strive to understand and work alongside the other.

- 4.5 At the start of the review, it was clear that the notion of a charter would become a key line of enquiry. During the meetings to which local council organisations, town and parish council clerks, portfolio holders and ward councillors were invited, charters were discussed and the reactions to the potential of putting one in place were overwhelmingly positive.
- 4.6 When asked by the Panel about the prospect of a charter, East Riding and Northern Lincolnshire Local Council Association, East Yorkshire Local Council Network and the local branch of the Society of Local Council Clerks agreed that a charter would encourage better communication, parity of esteem and understanding between town and parish councils and East Riding of Yorkshire Council.
- 4.7 At another meeting, the five town and parish council clerks in attendance also agreed that a charter would improve the relationships quality and communication between town and parish councils and East Riding of Yorkshire Council. They agreed that the focus of a charter should be on shared responsibility and considerate ways of working rather than establishing which organisation was responsible for particular duties. The Panel and the clerks concluded that a charter should result in parity of esteem between organisations.

Recommendation 1

That a town and parish council charter be developed for adoption by East Riding of Yorkshire Council and town and parish councils for implementation as soon as practicable following the local and parish elections in May 2019.

Meeting Together

- One of the challenges to establishing a 4.8 charter, and to effective communication in general, is that the East Riding contains 171 town and parish councils and parish meetings. Many other local authority areas with charters in place contain less than 70 and there often exists some form of joint representation for local councils (such as a forum). In the past, the Council operated a series of Community Partnerships which proved to be ineffective as conduits for communication between the Council, town and parish councils, and other partner agencies. The Community and Renaissance Partnership Review Panel undertaken by the Council in 2015 recommended that they be abolished as a result of the finding that they had not effectively engaged the public and were not well attended. This state of affairs was not unique to the East Riding.
- 4.9 In 'Re-connecting people and planning: parish plans and the English localism agenda', Nick Gallent (2012), Professor in the Bartlett School of Planning, University College London, discussed parish council partnerships that he had observed during his primary research conducted in Ashford, Kent:

"The research began the search for external links by looking at relationships between different parish councils but found little evidence of significant cooperation across parishes and very few examples of councils making connections with local groups beyond their own boundaries...

...arguably the partnership could not act as an *intermediary* as it was resourced from within the local authority and not independent of it. But if connection to local government through the apparatus intended to create that connection was discounted, then parishes were left to deal directly with local government officers..."

4.10 During three similar review panels conducted by other councils, Rotherham Metropolitan Borough Council (2008), Cornwall Council (2012) and North East Derbyshire District Council (2015), concerns were raised about the fact that the local authorities ran the liaison or cluster meetings for town and parish councils.

4.11 However, the Panel determined that there remained a gap in communication with town and parish councils which could not be filled purely by transmitting information. A clear need emerged for two-way discussions in order to improve the quality of communication and the level of trust between the Council and town and parish councils.

Key Findings

Some town and parish councils in the 4.12 Riding already engage neighbouring councils through formal and informal cluster meetings but, what became clear in the results of the survey circulated to town and parish councils by the Panel was that communication of the Council's processes and plans needed to improve. In order to achieve that, the Panel recommends that informal cluster meetings be held. The aim of these meetings is to bring together groups of town and parish councils in conference with relevant officers of the Council and ward councillors to allow for open discussions about important matters. The Panel recommends that these meetings be held on an ad hoc basis.

Recommendation 2

That informal cluster meetings be held to enable meaningful dialogue between town and parish councils, relevant officers and Members of East Riding of Yorkshire Council.

Efficient and Effective Communication

4.13 One of the Panel's aims was to clarify what methods of communication were being used by the Council and town and parish councils and how efficient and effective they were perceived to be. The Panel was reassured that the Council was in the process of implementing a new electronic system ('MyAccount') which would enable all residents of the East Riding to report problems and submit service requests, the progress of which would then be monitored. It seemed to the Panel that the 'MyAccount' system had the potential to directly address many of the concerns raised by town and parish councils, clerks and ward councillors during the review.

Key Findings

- 4.14 In the survey of town and parish councils, respondents indicated that the main issue they had with the Council, and the one thing they would change, was the speed of officers' replies to their requests and enquiries. This theme was often cited in the Panel's meetings when town and parish councils, clerks and local council organisations were invited to attend. Town and parish councils also reported that many of the Council's officers were a pleasure to work with, but highlighted that this was not consistent. Where some officers were renowned for professional warmth and attentiveness, others were reportedly not as responsive or attentive to town and parish councils' needs.
- 4.15 At the time of the review, the Council was in the process of changing the way in which its customers could address requests, enquiries and concerns. The imminent implementation 'MyAccount' system led to it becoming a focus of conversation during the Panel's meetings. In essence, the 'MyAccount' system would mean that residents of the East Riding would be able to direct requests for services to the Council through a single, online portal. Following the submission of a service request, it would be directed to the correct service area(s) to be addressed. previously, emails or telephone calls could go without reply and, therefore, need to be pursued further, 'MyAccount' system would provide automated replies where and, update residents appropriate, within designated timeframes.
- 4.16 In response to the survey and during the Panel's meetings, town and parish councils indicated that most clerks used telephones as a primary method of communicating with the Council. The reason for this was that most clerks were contracted to work for only a few hours each week or a certain number of hours annually. As a result, clerks often had only a few hours in which to resolve enquiries and actions between town and parish council meetings. With limited time at their disposal, clerks preferred to telephone the Council to try and resolve

their council's business quickly. Through the Panel's meetings and surveys, there emerged a clear need for the Council and town and parish councils to explore opportunities to improve the efficiency and productivity of communication. The Panel recommends that every effort be made to ensure that methods of communication are efficient and that they do not result in disproportionate or wasted effort.

Recommendation 3

That opportunities be explored to make contact between East Riding of Yorkshire Council and town and parish councils as efficient and productive as possible and that 'MyAccount' profiles be created for all town and parish councils.

5. UNDERSTANDING ONE ANOTHER

5.1 Throughout the Panel's surveys meetings, planning services and, to a lesser extent, highways services were frequent topics of conversation. The relationship between town and parish councils and local authorities with regard to the planning process has been the subject of academic research undertaken by Nick Gallent (2012). Gallent offers an interesting summary of the relationship between planning authorities and town and parish councils nationally, which could be transposed to other shared interests for which local authorities are ultimately responsible:

> "Parish councils may look inward, for example, seeing their function as being one of service to the community. They may find it difficult to relate to external actors, who speak in a legalistic language and seem to have strategic concerns that differ from the parochial outlook of the council. They may want to achieve greater connectivity, but this proves difficult. There are big operational and cultural differences, in this instance, between the non-professional world of the parish council and the professional world of local government, conforming with the division between interest and policy groups..."

5.2 While it is not in the scope of this Review Panel to suggest how future governments might address the issues summarised above, it did become clear that planning was one of the most common reasons for

communication between town and parish councils and the Council. Without seeking here to normalise this state of affairs. Gallent's research does show that contention between planning authorities and town and parish councils is a national phenomenon brought on, for the most part, by the conflicting notions of governance (strategic and based on mandated powers) and (bottom-up and, democracy arguably, bestowing such mandates) (Gallent, 2012). Planning applications must be decided in accordance with the Council's Local Plan unless there are material considerations to suggest otherwise. In assessing an application, the Council often consults with professional officers or technical bodies for a particular matter (such as highways or drainage) and their views might differ from the views of town and parish councils. What the Panel discovered through its meetings and primary research is that there is a need to improve each organisation's understanding of the others' duties, powers, ambitions, perspectives and motivations.

Key Findings

5.3 The first way in which this could be accomplished is for the Council to ensure that its decisions are properly explained so that town and parish councils can understand the rationale and the rigour of the processes behind them. The Panel's hope is that this recommendation will result in improved relations between the Council and town and parish councils whereby all relevant departments of the Council routinely ensure that the reasons for their decisions are available to town and parish councils. In particular, and in relation to planning applications, the Panel would encourage town and parish councils to access information routinely published by the Council which contains the reasoning behind its decisions. For example, any decision on a planning application comes with a notice of decision and is underwritten by a full, published report which explains the circumstances of the application and the planning reasons for officers' recommendations.

Recommendation 4

That East Riding of Yorkshire Council ensure that important decisions are properly explained in order that the rationale and rigour of the processes behind them can be understood by town and parish councils and members of the public.

5.4 The next way in which this could be accomplished, which was highlighted particularly by town and parish council clerks, is for the Council to share appropriate forward plans (such as those relating housing to development, footways, and verge and highway maintenance) with town and parish councils in order that they might understand the Council's intentions and constraints when submitting service requests or submitting feedback in relation to planning applications. This may also go some way to improving the openness of the relationship between the Council and town and parish councils.

Recommendation 5

That East Riding of Yorkshire Council share appropriate forward plans with town and parish councils in order that they might understand the Council's intentions and constraints.

6. WARD COUNCILLORS

"One of the biggest challenges facing many ward members is the rural nature of their area and the fact that the size of some ward boundaries makes close working with all town and parish councils difficult. While there is clearly a need for these members to be selective in focusing their time and attention on the most important local councils, it is not a reason for inaction. At the very least, it should not limit ward members' attendance at the annual meeting of each parish and any other significant meetings..." (Local Government Association, Working with town and parish councils, 2012)

6.1 East Riding of Yorkshire comprises 26 wards which are represented by 67 elected ward councillors. The 26 wards mostly occupy larger areas than each of the 171 town and parish councils and parish meetings. However, while the boundaries of town and parish councils mostly coincide with the boundaries of the East Riding's wards, this is not always so and, in some cases, two or

more wards fit within, or are partly within, the boundaries of a single town or parish council. The number of town and parish councils within each ward varies from one to 28, meaning that the ratio of town and parish councils to ward councillors varies from 0.3-to-one, to 9.3-to-one (see Appendix 3).

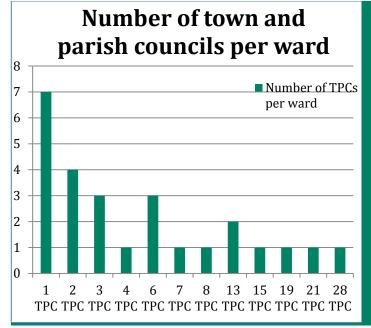


Figure 1

- 6.2 A key issue for ward councillors working with town and parish councils is that the number of ward councillors per ward is determined by its population while parish councils represent anywhere between less than 100 and 100,000 residents (nationally). This means that there tends to be a significant imbalance in the number of town and parish councils per electoral ward. In the East Riding, population at the town and parish level ranges from less than 100 to over 35,000 residents.
- 6.3 As the results of the survey of ward councillors showed, this imbalance also affects the relationship between ward councillors and town and parish councils. While around half of ward councillors are also members of town and parish councils (or double-hatted) and are, therefore, highly involved in the work of town and parish councils, the likelihood of a councillor being double-hatted decreases significantly where there are more town and parish councils in their ward. It follows that the level of ward councillors' engagement with town and parish councils also decreases under these circumstances as there are higher numbers of

town and parish councils in the larger, more sparsely populated areas of the East Riding.

6.4 The results of the survey of ward councillors also showed that councillors serving wards with more town and parish councils had been coordinating with their colleagues to ensure that town and parish councils received a higher level of attention.

Key Findings

6.5 Councillors had not received a great deal of training in relation to town and parish councils and, while some might have already been involved with them prior to being elected as a ward councillor, the Panel's meetings revealed a need to ensure that all ward councillors are aware of the importance of, and their role in, developing good relationships with the town and parish councils in their wards. The main opportunity to deliver this message would be during councillors' induction process following local elections. It is worth noting that Rotherham Metropolitan **Borough** Council similar made a very recommendation through its Review Panel of 2008.

Recommendation 6

That East Riding of Yorkshire Council's induction process and training for ward councillors encourage, and emphasise the importance of, their relationships with town and parish councils.

6.6 Through Panel's the surveys meetings, it was clear that good working relationships with ward councillors represented opportunity an improvement of communication between town and parish councils and Council. For the most part, relationships between councillors and the town and parish councils within their wards were of a high standard. However, the results of both surveys showed that there remains a minority of town and parish councils which does not enjoy a high standard of relationship with some or all of their ward councillors. The Panel would, therefore, exhort town and parish councils to play their parts in developing these relationships by making ward councillors at their meetings approaching them for assistance in the resolution of more complex enquiries or requests.

Recommendation 7

That town and parish councils be encouraged to work in partnership with ward councillors to resolve issues and enquiries with East Riding of Yorkshire Council.

7. GENERAL IMPROVEMENTS TO COMMUNICATION

- 7.1 During the course of the Panel's meetings and research, a number of more general improvements were identified.
- 7.2 At almost all of the Panel's meetings, clerks, town and parish councillors, and ward councillors mentioned that parish councils and, particularly, town councils spent significant amounts of time addressing enquiries from members of the public. The main issue was that these enquiries were often about issues over which town and parish councils had no control. The Panel heard reports that information hosted on the Council's website relating to town and parish councils was incorrect or not applicable to all town and parish councils. The Panel also heard that some residents, having contacted, or having tried to contact the Council, directed enquiries to town and parish councils concerning issues over which they had no control. The issue of members of the public contacting town and parish councils about things for which the Council is ultimately responsible discussed was extensively and was revealed to be a multifaceted problem for which there was no single, obvious solution. This gave rise to a series of recommendations which are focussed on the delivery of clear information from both the Council and town and parish councils.

Key Findings

7.3 The Panel recognised at an early stage in the review process that, because of the wide range of combinations of potential town and parish council powers and duties, the Council would need to ensure that all of the pages of its website which made reference to town and parish councils contained correct information relating to their powers and duties.

Recommendation 8

That East Riding of Yorkshire Council's website content managers review the contents of each webpage containing reference to town and parish councils to ensure that none contain incorrect information about services available to residents and which organisation provides them.

7.4 Further to the previous recommendation, the Panel heard reports of the Council's customer service staff directing members of the public to town and parish councils in relation to issues not included in their powers and duties. This resulted in two recommendations: one to ensure that the Council's customer service staff members are aware of the range of duties and powers available to town and parish councils, and one to ensure that they have available to them a reliable source of information about the services delivered by each town and parish council.

Recommendation 9

That town and parish councils be encouraged to comprehensively list the services they deliver on their websites and to ensure that references to East Riding of Yorkshire Council on their websites are correct.

Recommendation 10

That some council officers, particularly those in customer-facing roles, be trained in the powers and duties of town and parish councils.

7.5 Finally, in order to proactively ensure that residents have access to information about the ways in which they are served by the Council and their town and parish councils, the Panel recommended that a summary of the key differences be publicised and updated regularly.

Recommendation 11

That East Riding of Yorkshire Council consider how best to publish clearly, and update regularly, the key differences in the powers and duties of the Council and town and parish councils.

8. CONCLUSION

8.1 The following is a quotation from a parish councillor respondent in Nick Gallent's 2012 research paper:

"I will say that parish councils could possibly make more effort to communicate with the borough and vice-versa, because it's all about *communication*, and I think there is a blockage somewhere [...] but much of life really is about people talking to each other. It has to be two-way and there has to be a fundamental willingness on both sides to talk openly.

(Parish respondent, emphasis added)".

The Panel heard a good deal about what had 8.2 been working well and what needed to be improved with regard to communication between the Council and town and parish councils. The Panel established that there were some particular, historical issues that needed to be addressed and it has made recommendations to remedy the most prevalent ones. However, the most important theme that emerged was the need to improve the relationships by building open and trusting communication. The quote above from Gallent's 2012 research encapsulates the core issue which can so easily become obscured by technical and personal issues. It is the Panel's sincere hope that its recommendations will remedy the most pressing technical issues but, more than that, Panel like would to see recommendations establish open, trusting relationships characterised by mutual respect and parity of esteem. Chief among these recommendations is the Panel's first: a charter. If the Panel had the power to ensure recommendation that only one approved, it would be that a charter be adopted because, if the Council and town and parish councils can abide by a document which focusses on trust, openness, respect, understanding and parity of esteem, then the rest should follow.

TABLE OF ABBREVIATIONS AND TERMS

Double-hatted	A person who is both a ward councillor and a
	town or parish councillor.
Parish	Democratically constituted bodies which
Council	undertake a variety of responsibilities within a
	parish.
Parish	A meeting of the people of a parish as opposed to
Meeting	a meeting of parish councillors.
Town Council	Democratically constituted bodies which
	undertake a variety of responsibilities within a
	town. Town councils often elect mayors instead of
	chairmen.

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ACKNOWLEDGEMENTS

Officers of East Riding of Yorkshire Council

Alan Bravey	Emergency Planning Manager
Simon Clark	Electoral Services Manager
Gail Heath	Principal Service Development Officer
Matthew Lewer	Principal Housing Policy and Development Officer
Sarah Mackey	Principal Customer Strategy and Development Officer
Darren Stevens	Director of Corporate Resources

Cabinet Members

Councillor Evison	Portfolio Holder for Transforming Lifestyles
Councillor Horton	Portfolio Holder for Community Involvement and Council Corporate Services.

Ward Councillors

Councillor*	Ward	Political Group
Councillor Julie Abraham	South Hunsley	Conservative
Councillor Iain Billinger	Hessle	Labour
Councillor Barbara Jefferson	North Holderness	Independent
Councillor Michael Medini	Cottingham South	Conservative

^{*}Selected at random based on the political proportionality of East Riding of Yorkshire Council.

External Contributors

Organisation	Person	Description
Aldbrough and Catwick Parish Councils	Nicki Salvidge	Clerk
East Riding and Northern Lincolnshire	Tony Cooper	Chair
Local Councils Association	Tony Cooper	Chan
East Riding and Northern Lincolnshire	Steve Shaw-Wright	Local Councils Development
Local Councils Association	Steve Shaw-wright	Officer
East Yorkshire Local Councils	Brian Robertson	Secretary
East Yorkshire Local Councils	Councillor John Whittle	Chair
Goole Town Council	Brian Robertson	Clerk
Pocklington Town Council	Gordon Scaife	Clerk
Society of Local Council Clerks	Colin O'Connor	Member
Society of Local Council Clerks	Helen Watson	Chair
Society of Local Council Clerks	Libby Woodhouse	Secretary
Warter Parish Council	Claire Findlay	Clerk
Welton Parish Council	Catherine Law	Clerk

Potential Town and Parish Council Powers and Duties

Function	Powers & Duties	Statutory Provisions
Access land	Power to enforce byelaws made by another	Countryside and Rights of Way Act 2000,
Ticcess faild	authority	s. 17
A 11	Duty to provide allotments. Power to improve	Small Holdings & Allotments Act 1908,
Allotments	and adapt land for allotments, and to let grazing	ss. 23, 26, and 42
	rights Powers relating to provision of public baths,	
Baths and washhouses	washhouses and bathing huts	Public Health Act 1936, ss. 221 - 223 and 225 - 227
	Power to acquire and maintain	223 - 221
	Tower to acquire and maintain	
	Power to provide	Open Spaces Act 1906, Ss 9 and 10; Local Government Act 1972, s. 214; Parish
Burial grounds, cemeteries	D	Councils and Burial Authorities
and crematoria	Power to agree to maintain monuments and memorials	(Miscellaneous Provisions) Act 1970, s. 1
		Local Government Act 1972, s. 214(6)
	Power to contribute towards expenses of	
	cemeteries	
Bus shelters	Power to provide and maintain shelters	Local Government (Miscellaneous
	Power to make bye-laws in regard to pleasure	Provisions) Act 1953, s. 4
	grounds	Public Health Act 1875, s. 164
		Road Traffic Regulation Act 1984, s.57(7)
	Cycle parks	Road Traine Regulation Act 1964, 8.57(7)
		Public Health Act 1936, s.223
Bye-laws	Baths and washhouses	1 done 11 card 11 ct 1750, 5.225
Dyc iiwo	Open spaces and burial grounds	Open Spaces Act 1906, ss.15 and 12
		D 11' H 11 A 4006 400
	Mortuaries and post-mortem rooms	Public Health Act 1936, s.198
	D. L.E. C.	Public Health Act 1936, s. 87
C1 1	Public Conveniences	·
Clocks Closed churchyards	Power to provide public clocks Powers as to maintenance	Parish Councils Act 1957, s.2
Closed Churchyards		Local Government Act 1972, s.215
Commons	Power to contribute to expense relating to scheme for the regulation and management of a	Commons Act 1800 a 5
Commons	common	Commons Act 1899, s.5
_		Smallholdings and Allotments Act 1908,
Common pastures	Powers in relation to providing common pasture	s.34
Conference facilities	Power to provide and encourage the use of	Local Government Act 1972, s.144
Conference facilities	facilities	Local Government Act 1972, 8.144
	Power to provide and equip buildings for use of	Local Government (Miscellaneous
Community centres	clubs having athletic, social or recreational	Provisions) Act 1976 s.19
	objectives	,
Crimo provention	Powers to install and maintain equipment and establish and maintain a scheme for detection or	Local Government and Rating Act 1997,
Crime prevention	prevention of crime	s.31
Drainage	Power to deal with ponds and ditches	Public Health Act 1936, s.260
	Provision of entertainment and support of the	
Entertainment and the arts	arts	Local Government Act 1972, s.145
Financial assistance	Duty to require information	Local Government Act 1972, s.137A
General powers	Power to incur expenditure for certain purposes	Local Government Act 1972, s. 137
Gifts	Power to accept	Local Government Act 1972, s.139
	Power to maintain footpaths and bridle-ways	Highways Act 1980, ss.43,50
	Power to light roads and public places	Parish Councils Act 1957, s.3; Highways Act 1980, s.301
		,
Highways	Provision of litter bins	Litter Act 1983, ss.5,6
		D 17E CC D 1 C A 14004
	Powers to provide parking places for bicycles	Road Traffic Regulation Act 1984,
	and motor-cycles, and other vehicles	ss.57,63
	Power to enter into agreement as to dedication	Highways Act 1980, ss.30,72
	1 5 wer to enter into agreement as to dedication	111811 ways 1100 1700, 33.30,12

Function	Powers & Duties	Statutory Provisions
	and widening	
		D
	Power to provide roadside seats and shelters	Parish Councils Act 1957, s.1
	Consent of parish council required for ending maintenance of highway at public expense, or for stopping up or diversion of highway	Highways Act 1980, ss.47,116
	Power to complain to highway authority as to unlawful stopping up or obstruction of highway or unlawful encroachment on roadside wastes	Highways Act 1980, s.130
	Power to provide traffic signs and other objects or devices warning of danger	Road Traffic Regulation Act 1984, s.72
	Power to plant trees and lay out grass verges etc. and to maintain them	Highways Act 1980, s.96
Investments	Power to participate in schemes of collective investment	Trustee Investments Act 1961, s.11
Land	Power to acquire by agreement, to appropriate, to dispose of	Local Government Act 1972, ss.124, 126, 127
	Power to accept gifts of land	Local Government Act 1972, s.139
Litter	Provision of receptacles	Litter Act 1983, ss.5,6
Lotteries	Powers to promote	Lotteries and Amusements Act 1976, s.7
Mortuaries and post mortem rooms	Powers to provide mortuaries and post mortem rooms	Public Health Act 1936, s.198
		Public Health Act 1875, s.164 Open
Open spaces	Power to acquire land and maintain	Spaces Act 1906, ss.9 and 10
Parish documents Public buildings and village	Powers to direct as to their custody Power to provide buildings for public meetings	Local Government Act 1972, s.226 Local Government Act 1972, s.133
hall	and assemblies	Local Government Act 17/2, 8.133
Public conveniences	Powers relating to provision of public conveniences	Public Health Act 1936, s.87
	Power to acquire land for or to provide public walks, pleasure grounds and open spaces and to manage and control them	(see Local Government Act 1972, Sched.14 para.27)
Recreation	Power to provide gymnasiums, playing fields, holiday camps	Public Health Act 1875, s.164 Public Health Acts Amendment Act 1890 s.44 Open Spaces Act 1906, ss.9 and 10 Local Government (Miscellaneous Provisions)
	Provision of boating pools	Act 1976, s.19 Public Health Act 1961, s.54
Town and country planning	Right to be notified of planning applications	Town and Country Planning Act 1990, Sched.1, para.8
Tourism	Power to encourage visitors and provide conference and other facilities	Local Government Act 1972, s.144
Traffic calming	Powers to contribute financially to traffic calming schemes	Highways Act 1980, s.274A
Transport	Powers in relation to car-sharing schemes, taxi fare concessions and information about transport	Local Government and Rating Act 1997, s.26, 28 and 29
	Powers to make grants for bus services	Transport Act 1985, s.106A
War memorials	Power to maintain, repair, protect and alter war memorials	War Memorials (Local Authorities' Powers) Act 1923, s.1; as extended by Local Government Act 1948, s.133
Water supply	Power to utilise well, spring or stream and to provide facilities for obtaining water from them	Public Health Act 1936, s.125

Town and Parish Council Survey



Town and Parish Council Communication Survey

East Riding of Yorkshire Council has convened a panel to review how it communicates with town and parish councils. The review panel comprises six ward councillors and it was agreed, at its first meeting held in March 2018, that a survey would be undertaken to seek the views of each town and parish council. The review panel would like town and parish councillors to have the opportunity to discuss the survey and agree their response as a body. The panel would like to receive one completed survey per town and parish council.

The responses will be used to inform the panel's recommendations. The review panel will share its final report with all town and parish councils and publish it on the council's website.

If you could please submit all responses by 7 May 2018.

Please direct any queries to:

Samm Campbell
Senior Committee Manager
Email: samm.campbell@eastriding.gov.uk
Telephone: 01482 393205

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Email Letter Telephone Meeting minutes		Ward cou	Visits by council officers Ward councillors Other (please state below)	
To help us to identify how communication Riding of Yorkshire Council, please const				
The Council and its services communicate regularly to enable our town/parish council to effectively carry out its duties	0	0	0	0
The Council's methods of communication are accessible	0	0	0	0
The Council's methods of communication are appropriate to the needs of our town/parish council	0	0	0	0
The Council communicates openly with our town/parish council	0	0	0	0
The Council uses 'plain English' in its communications	0	0	0	0
If the Council could improve one aspect of should be?	of its communicatio	n with town and	d parish councils, v	what do you th

Com	nmunicating with your residents				
he C	Council is also interested in how you commu	nicate with your residents.			
Q 7	Please indicate (by selecting all that apply), which methods you use to contact your residents				
	Printed newsletter	Posters			
	Electronic newsletter	Flyers			
	Email	Direct mail			
	Website	Surgeries			
	Facebook	Public meeting			
	Twitter	Other (please state below)			
	Mobile application				

Thank you for completing this survey.

Appendix 3

Numbers of Town and Parish Councils per Ward

		WARD COUNCILLORS	TPCs PER WARD COUNCILLOR
WARD	TPCs		
Bridlington South	1	3	0.3
Hessle	1	3	0.3
Cottingham South	1	2	0.5
Goole South	1	2	0.5
Tranby	1	2	0.5
Bridlington North	2	3	0.7
Minster/Woodmansey	2	3	0.7
St. Mary's	2	3	0.7
Willerby/Kirk Ella	2	3	0.7
Cottingham North	2	2	1.0
Goole North	2	2	1.0
South West Holderness	4	3	1.3
Bridlington Central and Old Town	3	2	1.5
South Hunsley	3	2	1.5
Dale	6	3	2.0
Driffield and Rural	6	3	2.0
North Holderness	6	2	3.0
Pocklington Provincial	7	3	2.3
Howden	3	1	3.0
Snaith, Airmyn, Rawcliffe, Marshland	8	2	4.0
Beverley Rural	13	3	4.3
South East Holderness	13	3	4.3
Howdenshire	15	3	5.0
Mid Holderness	19	3	6.3
East Wolds and Coastal	21	3	7.0
Wolds Weighton	28	3	9.3

Proposed Review, including desired outcomes and objectives

An outline of the issue/subject area which is to be reviewed. The area of activity being proposed should have strategic significance for the Authority.

Aim of the Review:

The Council has long standing and good working relationships with town and parish councils and recognises the important role they play in being those closest to their communities. This review has therefore been established to examine how the Council communicates with town and parish councils and identify if there are ways in which communication could be improved.

The review relates to the following corporate priorities:

- Maximising our potential
- Reducing costs, raising performance

The review will cover the following areas:

- Examine what communication takes place with town and parish councils and clerks. What works well?
- How town and parish councils are signposted to information e.g. funding opportunities?
- How is information exchanged? What are the best methods?
- How the Council communicates electronically with town and parish councils (e.g. emails, website, social media etc)?
- Are there any barriers to communication and if so, how could they be overcome?
- How does the Council consult town and parish councils in relation to areas of interest/concern? How are they informed of changes in service provision?
- Which Council services do town and parish councils use?
- How do ward councillors communicate with town and parish councils?
- What learning and development opportunity (training) does the Council offer town and parish councils and how effective are they?
- How do other local authorities communicate with their town and parish councils (examples of good practice)?
- Development of a Parish Charter by the East Riding Local Councils Network
- Partnership working between town and parish councils

Areas the Review Panel wishes to consider

Who should be consulted and involved in the Review

Officers from within the authority who have the knowledge to be able to contribute to the review should be identified.

External Partners, Stakeholders and Agencies who are to be invited to attend a meeting of the Review Panel or can contribute positively to the review should be identified and other consultation to be undertaken should be identified.

What use would you wish to make of other consultation, eg existing data via feedback/Riding Around, commissioning of surveys (if the review impacts on young people consider using the 'Say Something' website to undertake consultation)?

External Organisations

- East Riding Town and Parish Councils
- East Riding and North Lincolnshire Local Councils Association (ERNLLCA)
- Society of Local Council Clerks
- East Riding Local Councils Network
- Other local authorities (good practice)

Representatives of the Council

- Portfolio Holder for Transforming Lifestyles
- Portfolio Holder for Community Involvement and Council Corporate Services
- Ward Councillors
- All Directorates

Overview and Scrutiny
Sub-Committee to monitor review
recommendations

Overview Management Committee

East Riding of Yorkshire Council will, on request, provide this document in Braille, audio or large print format.

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