

To: All Members of the Council

Louise Fleming, Democratic Services &
Business Support Team Manager

Policy and Governance

E-mail: louise.fleming@waverley.gov.uk

Direct line: 01483 523517

Calls may be recorded for training or monitoring

Date: 25 June 2021

Dear Councillor

COUNCIL MEETING - TUESDAY, 6 JULY 2021

A MEETING of the WAVERLEY BOROUGH COUNCIL will be held in the **THE GREAT HALL, FARNHAM MALTINGS, BRIDGE SQAURE, FARNHAM, GU9 7QR** on **TUESDAY, 6 JULY 2021** at **6.00 pm** and you are hereby summoned to attend this meeting.

The Agenda for the Meeting is set out below.

Yours sincerely

ROBIN TAYLOR

Head of Policy and Governance

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AGENDA

1. APOLOGIES FOR ABSENCE

The Mayor to report apologies for absence.

2. MINUTES (Pages 7 - 30)

To confirm the Minutes of the Council meeting held on 20 April and the Annual Council meeting held on 27 April (herewith).

3. DECLARATIONS OF INTEREST

To receive from Members, declarations of interest in relation to any items included on the agenda for this meeting in accordance with the Waverley Code of Local Government Conduct.

4. MAYOR'S ANNOUNCEMENTS

5. LEADER'S ANNOUNCEMENTS

6. QUESTIONS FROM MEMBERS OF THE PUBLIC

To respond to questions from members of the public, received in accordance with Procedure Rule 10.

The deadline for receipt of questions is 5pm on Tuesday 29 June 2021.

7. QUESTIONS FROM MEMBERS OF THE COUNCIL

To respond to any questions received from Members of the Council in accordance with Procedure Rule 11.2.

The deadline for receipt of questions is 5pm on Tuesday June 2021.

Question from Councillor Robert Knowles:

“Lloyd’s Bank PLC have announced the closure of Haslemere Branch by the end of the year. In my memory Haslemere has two Lloyds Branches, two Nat West, a Midland (HSBC), a Barclays and a number of Building Society Branches including Woolwich, Abbey National, National & Provincial and Halifax. With the closure of Lloyds, there will be no bank or building society in the town, with a population in three counties of some 19000. What representations are the administration making to preserve some vital financial facility in Haslemere”

8. MOTIONS

To receive any motions submitted in accordance with Procedure Rule 12.1.

The deadline for receipt of motions was 5pm on Thursday 24 June 2021. No motions have been received.

9. MINUTES OF THE EXECUTIVE (Pages 31 - 40)

To receive the Minutes of the Executive meeting held on 22 June 2021 and to consider the recommendations set out within.

There are three Part I matters for Council consideration, set out in the following agenda items.

- 9.1 EXE 6/21 LGBCE Boundary Review – Warding Pattern Submission
- 9.2 EXE 7/21 Options for collaboration with Guildford Borough Council
- 9.4 EXE 8/21 Property Matter (Exempt)

There shall be no debate on any item contained in Part II of the Minutes but Members may give notice in writing, by email, or by phone, by noon on the day of the meeting of a statement or question, and give details of any question (PR14.14).

- 9.1 EXE 6/21 LGBCE Boundary Review - Warding Pattern Submission (Pages 41 - 54)

The Executive RESOLVED to RECOMMEND to full Council that Waverley makes a submission on future warding patterns to the Local Government Boundary Commission for England comprising Option 2 on Annexe 1 and illustrated in Annexe 2; plus the qualitative comments on warding issues as set out in Annexe 3.

- 9.2 EXE 7/21 - Options for collaboration with Guildford Borough Council (Pages 55 - 98)

The Executive RESOLVED to

- 1. Ask South East Employers to provide, in time for the publication of the 6th of July Council Agenda Papers, additional data in respect of the potential financial implications of appointing a single joint Chief Executive (acting as Head of Paid Service for both Waverley and Guildford Borough Councils) and advice on cost-sharing arrangements;**

And, subject to the receipt of financial and cost-sharing data and advice from South East Employers and any advice issued by the Council's Chief Finance Officer, or his appointed deputy, relating to the level of approval required, how any costs would be funded and the appropriateness of any cost-sharing agreement, RECOMMEND to full Council that:

- 2. Full Council pursues the option of creating a single management team, comprised of statutory officers (Head of Paid Service; Chief Finance Officer; Monitoring Officer), directors and heads of service as the most appropriate means for bringing forward business cases for future collaboration; and**
- 3. Full Council asks the Council's HR Manager to take the necessary action, in consultation with Guildford Borough Council and with the support and advice from South East Employers and as set out**

within the addendum to annexe 3 of this report, to make arrangements for a recruitment and selection of a single joint Chief Executive (acting as Head of Paid Service for both Waverley and Guildford Borough Councils), including making arrangements for a senior officer recruitment panel (to include the Leader of the Principal Opposition Group and the Council Leader), so that a report may be brought to a future meeting of Full Council recommending the appointment of a suitable candidate.

9.3 EXCLUSION OF PRESS AND PUBLIC

To consider the following motion, to be moved by the Mayor: That, pursuant to Procedure Rule 20 and in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of any matter on this agenda on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during the item(s), there would be disclosure to them of exempt information (as defined by Section 100I of the Act) of the description specified Paragraph 5 of the revised Part I of Schedule 12A of the Local Government Act 1972 (to be identified at the meeting): Information relating to the financial or business affairs of any particular person (including the authority holding that information).

9.4 EXE 8/21 - Property Matter (Pages 99 - 142)

The Executive RESOLVED to RECOMMEND to full Council that recommendation 2.3 as set out in the exempt report be approved.

10. MINUTES OF THE LICENSING AND REGULATORY COMMITTEE (Pages 143 - 146)

To receive the Minutes of the Licensing & Regulatory Committee meeting held on 14 June 2021, and to consider the recommendations set out within.

There are no Part I matters for Council consideration.

There shall be no debate on any item contained in Part II of the Minutes, but Members may give notice in writing, by email, or by phone, by noon on the day of the meeting of a statement or question, and give details of any question.

11. EXCLUSION OF PRESS AND PUBLIC

If necessary, to consider the following motion, to be moved by the Mayor:

That, pursuant to Procedure Rule 20 and in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of any matter on this agenda on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during the item(s), there would be disclosure to them of exempt information (as defined by Section 100I of the Act) of the description specified in the appropriate paragraph(s) of the revised Part I of Schedule 12A of the Local Government Act 1972 (to be

identified at the meeting).

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MINUTES of the WAVERLEY
BOROUGH COUNCIL held in
the ZOOM MEETING - Virtual
Meeting on 20 April 2021 at
6.00 pm

- * Cllr Penny Marriott (Mayor)
- * Cllr John Robini (Deputy Mayor)

- | | |
|---------------------------|---------------------------|
| * Cllr Brian Adams | * Cllr Daniel Hunt |
| * Cllr Christine Baker | * Cllr Jerry Hyman |
| * Cllr David Beaman | * Cllr Peter Isherwood |
| * Cllr Roger Blishen | * Cllr Jacquie Keen |
| * Cllr Peter Clark | * Cllr Robert Knowles |
| * Cllr Carole Cockburn | * Cllr Anna James |
| * Cllr Richard Cole | * Cllr Andy MacLeod |
| * Cllr Steve Cosser | * Cllr Peter Marriott |
| * Cllr Martin D'Arcy | * Cllr Michaela Martin |
| * Cllr Jerome Davidson | * Cllr Peter Martin |
| * Cllr Kevin Deanus | * Cllr Mark Merryweather |
| Cllr Simon Dear | * Cllr Kika Mirylees |
| * Cllr Sally Dickson | * Cllr Stephen Mulliner |
| * Cllr Brian Edmonds | * Cllr John Neale |
| * Cllr Patricia Ellis | * Cllr Peter Nicholson |
| * Cllr David Else | * Cllr Nick Palmer |
| * Cllr Jenny Else | * Cllr Julia Potts |
| Cllr Jan Floyd-Douglass | * Cllr Ruth Reed |
| * Cllr Paul Follows | * Cllr Paul Rivers |
| * Cllr Mary Forszyszewski | * Cllr Penny Rivers |
| * Cllr Maxine Gale | * Cllr Anne-Marie Rosoman |
| * Cllr Michael Goodridge | * Cllr Trevor Sadler |
| * Cllr John Gray | * Cllr Richard Seaborne |
| * Cllr Michaela Wicks | * Cllr Liz Townsend |
| Cllr Joan Heagin | * Cllr John Ward |
| * Cllr Val Henry | * Cllr Steve Williams |
| Cllr George Hesse | * Cllr George Wilson |
| * Cllr Chris Howard | |

Apologies

Cllr Simon Dear, Cllr Jan Floyd-Douglass, Cllr Joan Heagin and Cllr George Hesse

Prior to the commencement of the meeting, the Rev'd Michael Hopkins of the Methodist and United Reformed Churches in and around Farnham led Council in a one minute silence to mark the death of His Royal Highness the Duke of Edinburgh.

CNL102/20 APOLOGIES FOR ABSENCE (Agenda item 1.)

102.1 Apologies for absence were received from Cllrs Simon Dear, Jan Floyd-Douglass, Joan Heagin, and George Hesse.

CNL103/20 MINUTES (Agenda item 2.)

103.1 The Minutes of the Meeting of the Council held on 23 February 2021, which was resumed on 25 February, and concluded on 22 March, were confirmed as a correct record.

CNL104/20 DECLARATIONS OF INTEREST (Agenda item 3.)

104.1 Cllr Paul Follows declared a personal interest in relation to Item 10, as he was Leader of Godalming Town Council (one of the main consultees on this PSPO). GTC specifically created a working group of single-hatted councillors to respond to the consultation, Cllr Follows would therefore take part in the discussion and vote on this item.

104.2 Cllr Steve Williams and Cllr Anne-Marie Rosoman each declared a personal interest in relation to Item 10, as he was a member of Godalming Town Council (one of the main consultees on this PSPO). GTC specifically created a working group of single-hatted councillors to respond to the consultation, and both Cllr Williams and Cllr Rosoman would therefore take part in the discussion and vote on this item.

CNL105/20 MAYOR'S ANNOUNCEMENTS (Agenda item 4.)

105.1 The Mayor spoke briefly to remind Members that due to the expiry on 7 May 2021 of the Regulations that allowed Council meetings to take place remotely, the Annual Meeting of Council had been brought forward to 27 April, and would be held via Zoom, as the Council Chamber was not big enough to accommodate all councillors with social distancing.

105.2 The Mayor was coming to the end of her Civic year, and due to Covid-19 restrictions she had not been able to go to many events, or organise events to support her charities. However, she was continuing with her personal challenge, to walk 100 miles, swim 100 lengths, and cycle 200km on the static bike, and was aiming to finish before Annual Council. On behalf of her charities - Homestart Waverley, 40 Degreez, and the Farnham Sea Cadets - the Mayor thanked those who had sponsored her already.

CNL106/20 LEADER'S ANNOUNCEMENTS (Agenda item 5.)

106.1 The Leader read the following statement:

“Dunsfold Airport Ltd has informed Waverley Borough Council that there will be changes to land ownership at Dunsfold Park and that Trinity College expects to undertake a process to pass its investment to a new land owner over the next 12 months. As the site is so significant for the local area and for the borough, the council has offered to assist in the smooth transition and has provided information to Trinity on the importance of development at the Park. We are interested in exploring with them all of the options for the future ownership of the Park and how an exemplary sustainable development will be delivered on the timescales of the existing planning permission. This is a very significant step and an opportunity to ensure that the Park achieves our high ambitions in the context of post-Covid recovery. We look forward to

engaging closely with Trinity College’s transition team in the coming weeks and months.”

- 106.2 The Leader then invited Executive Portfolio Holders to give brief updates on current issues not covered elsewhere on the meeting agenda:
- A feasibility study had been commissioned to explore possible locations for solar farms in Waverley.
 - Electric Vehicle chargers had been installed in 4 Waverley car parks, and at an on-street location in Cranleigh.
 - Waverley would be represented as a Rule 6 party at the UKOG planning application appeal in July.
 - Good progress was being made on addressing the backlog of Housing repairs, thanks to the Housing Team and the contractor. Tenant satisfaction had also improved.
 - Rent arrears were currently at £278k, spread over 1,100 accounts. Not surprisingly, this was higher than pre-Covid; however, it was less than 1% of the rent roll, and the Rents Team were to be congratulated on their work with tenants to minimise debts.
 - Housing development was continuing on Ockford Ridge, and planning permission had been granted for small affordable housing schemes in Chiddingfold and Binscombe, the latter having been funded by the Ministry for Housing, Communities and Local Government specifically to address rough sleeping.
 - Crest Nicholson had advised that they would be making environmental improvements to the Brightwell Yard development, including changing the energy systems for the flats from gas boilers to electric and installing solar panels on the roofs.
 - Waverley’s leisure centres had re-opened and the first week had been very positive. Customer feedback was very positive, swimming was very popular, and classes would be resuming in May.
 - IT developers continued to progress development of web and mobile apps using Low Code, with new apps for housing rents, garden waste subscriptions, and pool car booking.

CNL107/20 QUESTIONS FROM MEMBERS OF THE PUBLIC (Agenda item 6.)

- 107.1 The following question had been received from Charles Collins, Savills, Guildford:
- “Noting that the Planning Service Plan timetable highlights the review of LPP1 needs to be completed by February 2023, can the Council confirm that the housing numbers informing the review will be based on the current Standard Method figures of 679 homes per annum, plus any unmet needs, and what overall housing figure/period the Plan review period will cover?”

Cllr Andy MacLeod, Portfolio Holder for Planning Policy responded as follow:

“The Council is required to review the Local Plan to assess whether it needs to be updated at least once every five years. In the case of Local Plan Part 1 this means undertaking the review by February 2023. In considering whether the Plan needs updating the Council will follow national policy. In relation to housing need, the NPPF states that strategic policies should be informed by

a local housing need assessment, conducted using the standard method in national planning guidance, unless exceptional circumstances justify an alternative approach. Given that it is almost two years before this 'review' needs to be completed, it is too early to confirm what method will be used to identify housing need. If it is decided that the Plan needs to be updated then current policy in the NPPF states that strategic policies should look ahead over a minimum 15 year period from adoption."

CNL108/20 QUESTIONS FROM MEMBERS OF THE COUNCIL (Agenda item 7.)

108.1 The following questions had been received from Cllr Brian Edmonds:

1. "What is the current financial loss due to Covid Leisure Centre closures allocated to Waverley Borough Council tax payers and how much of this loss will be recovered from Waverley Borough Council's Business Interruption Insurance?"

Response from Cllr Mark Merryweather, Portfolio Holder for Finance, Property & Assets:

"The net cost to the Council's budget in 2020/21 arising from the periods of statutory closure and restricted reopening of Waverley's five leisure centres is not yet finalised but will be contained within the amount approved by Council in August 2020. The estimated cost was agreed in an exempt section of the report to Council due to its commercial sensitivity. External legal advice confirmed that the Council's contract with its leisure operator requires the Council to compensate for financial impact arising from a change of law and terms were agreed through negotiation. Because the Council is not the operator of the leisure centres, the Council does not have business interruption insurance but the leisure operator does. However, as many businesses have found, their insurance is very unlikely to apply to the pandemic impact but this is still subject to final clarification from their broker. Waverley has recovered part of the loss from Government Covid support funding."

2. "When will the 10 year plan to deliver Waverley Borough Council's net zero carbon status by 2030 be available to the public in either Microsoft Project format or similar?"

Response from Cllr Steve Williams, Portfolio Holder for Environment and Sustainability:

"The Carbon Neutrality action plan was approved by the Council in December and has been published on the Council's website and is available to the public. Progress with the Action Plan will be monitored regularly by officers and a progress update will be reported annually to Executive and Council with an updated Action Plan detailing progress with each of the projects."

CNL109/20 MOTIONS (Agenda item 8.)

109.1 The following motion was moved by Cllr John Ward, and seconded by Cllr Paul Follows:

“This Council is deeply disappointed by the recent Government refusal to allow us to continue with some form of remote meetings which will adversely affect our ability to conduct Council business with efficiency and safely. We urge the government to urgently revisit this decision and continue to allow all levels of local government to continue with the sensible precautions and ability to function safely and democratically during this period.”

109.2 The Motion was debated by Members. The following Members spoke in the debate: Cllrs Cosser, Knowles, Foryszewski, Follows, Wilson, Williams, Potts, Palmer, Peter Martin, Townsend, Dickson, Rosoman, Keen, Merryweather, Hunt, MacLeod, Clark and Ward.

109.3 In accordance with Procedure Rule 17.4, a recorded vote was called.

The Mayor put the Motion to the vote, which was carried:

Votes in favour - 45

Votes against - 3

Abstentions – 5

RESOLVED that Waverley Borough Council is deeply disappointed by the recent Government refusal to allow us to continue with some form of remote meetings which will adversely affect our ability to conduct Council business with efficiency and safely. We urge the government to urgently revisit this decision and continue to allow all levels of local government to continue with the sensible precautions and ability to function safely and democratically during this period.

For: 45

Cllrs Christine Baker, David Beaman, Roger Blishen, Peter Clark, Carole Cockburn, Richard Cole, Martin D’Arcy, Jerome Davidson, Kevin Deanus, Sally Dickson, Brian Edmonds, Patricia Ellis, Paul Follows, Maxine Gale, Michael Goodridge, Val Henry, Chris Howard, Dan Hunt, Peter Isherwood, Jacquie Keen, Robert Knowles, Anna James, Andy MacLeod, Penny Marriott, Peter Marriott, Michaela Martin, Peter Martin, Mark Merryweather, Kika Mirylees, Stephen Mulliner, John Neale, Peter Nicholson, Nick Palmer, Julia Potts, Ruth Reed, Paul Rivers, Penny Rivers, John Robini, Anne-Marie Rosoman, Richard Seaborne, Liz Townsend, John Ward, Michaela Wicks, Steve Williams, George Wilson

Against: 3

Cllrs Brian Adams, David Else, Mary Foryszewski

Abstentions: 5

Cllrs Steve Cosser, Jenny Else, John Gray, Jerry Hyman, Trevor Sadler

CNL110/20 EMERGENCY DELEGATION (Agenda item 9.)

110.1 Cllr John Ward introduced the recommendation that Council agree an emergency delegation to the Chief Executive to take urgent Council decisions, as a contingency measure to avoid delays in urgent decision making following the expiry on 7 May 2021 of the regulations allowing the

Council to hold meetings with remote attendance. The Council was being required to resume meetings in person in advance of the vaccination programme being completed, and the need for social distancing measures being relaxed. It was therefore understandable that some Members may not feel comfortable attending Council meetings in person. However, it was important that the business of the Council could continue even in such circumstances. The Chief Executive would only take a delegated decision in the event that a meeting of Full Council was convened but not quorate, and the decision in question had been identified clearly as being urgent.

- 110.2 Cllr Paul Follows seconded the recommendation. Cllr Hyman expressed serious concerns about the proposal which he felt was undemocratic, and unnecessary; he could not support the proposal, and suggested that the number required for a quorum should be reduced, if that was the potential barrier to making a democratic decision. Cllr Follows agreed that it was unfortunate that it was necessary to consider an emergency delegation, but emphasised that the purpose was to make urgent decisions in extraordinary circumstances, not for 'business as usual'. The proposed delegation was time-limited, and would be removed sooner, if circumstances allowed.
- 110.3 Cllr Potts expressed concerns on behalf of the Conservative Group, and whilst the need for a contingency measure was recognised, they would be more comfortable with there being a requirement for the Chief Executive to consult with the Mayor, relevant Committee chairman and the leaders of all the political groups before exercising the emergency delegation. Cllr Potts proposed an amendment so that the delegation would be:
*In relation to any meeting of Full Council convened for the period 7 May 2021-30 September 2021, in the event that the meeting is not quorate, any decisions identified on the meeting agenda as being Urgent, will be delegated (as far as the law allows) to the Chief Executive in consultation with the Mayor, the relevant Committee Chairman (including the Leader of the Council as Chairman of the Executive), **and Leaders of the political groups and Independent Members.***
- Cllr Ward and Cllr Follows seconded the amendment.
- 110.4 Cllr Hyman remained concerned about the proposal, even with the amendment, which he did not feel addressed his fundamental points: that any decision taken under such a delegation would be undemocratic, and the delegation was not necessary. Cllrs Cosser, Adams, Wilson, Dickson, Gale and Blishen all spoke in support of the amended proposal. In summing up, Cllr Ward thanked Cllr Potts for the amendment, and emphasised the exceptional circumstances that necessitated having an emergency delegation in place.
- 110.5 The Mayor put the amended proposal to the vote, which was carried by general assent with the following exceptions:
 Against: Cllrs Hyman, Jenny Else
 Abstentions: Cllrs Dickson, Trevor Sadler

RESOLVED that in relation to any meeting of Full Council convened for the period 7 May 2021 - 30 September 2021, in the event that the meeting is not quorate, any decisions identified on the meeting agenda as being Urgent, will

be delegated (as far as the law allows) to the Chief Executive in consultation with the Mayor, the relevant Committee Chairman (including the Leader of the Council as Chairman of the Executive), and Leaders of the political groups and Independent Members.

CNL111/20 PUBLIC SPACE PROTECTION ORDER NO. 3 (ANTI-SOCIAL BEHAVIOUR) 2021
(Agenda item 10.)

111.1 At the invitation of the Mayor, Cllr Nick Palmer, Portfolio Holder for Operational and Enforcement Services, introduced the proposed Public Space Protection Order to address anti-social behaviour issues that were having a significant detrimental impact on the community in some parts of the borough. Cllr Palmer thanked those who had responded to the public consultation, including Town and Parish councils. Their contributions had been considered carefully in framing the scope of the Order, which was a reasonable and proportionate response to the issues.

111.2 Before inviting speakers, the Mayor read the following representation received from the Clerk of Godalming Town Council:

"I am writing on behalf of the Godalming Town Council PSPO Working Group to thank Waverley Borough Council Officers for engaging with the GTC Working Group in the recent consultation to produce the latest version of the PSPO. The Working Group also found working with Sgt Clair Sutherland of Surrey Police of great benefit and appreciated the time and effort she dedicated to the consultation process as one of the many interested parties.

Working together a practical and proportionate tool to tackle ASB in Godalming and the wider Waverley area was produced. The Working Group believe that the time and effort given by the many people involved was well worth it. The process benefitted from a variety of perspectives, which provided constructive input to this important document.

Additionally, the opportunity provided by WBC to consider the collective view and allow further positive additions to be made to the wording showed a strong desire to engage with stakeholders. At a time when there are so many unprecedented challenges - the social and economic recovery from COVID - 19 and climate change in particular, it is hoped that this approach can be adopted again to achieve the very best outcomes for the community."

111.3 Cllr Follows echoed Godalming Town Council's thanks to Waverley officers and Sgt Sutherland for their work. He also thanked the Godalming Town Council Working Group, all of whom had been 'single-hatted' Members avoid any conflicts of interest arising when the matter came before Waverley Borough Council. Cllr Follows also thanked Godalming residents for their patience as this PSPO had progressed through various stages, and he hoped that it would be supported by Waverley colleagues.

111.4 Cllrs Cosser, Cockburn, Gale and Penny Rivers all spoke in support of approving the PSPO although there were some reservations about whether there were the resources to enforce it; resources to address lack of investment in youth services; and the absence from the PSPO of some

provisions sought by the Godalming Town Council Working Group. Cllr Follows advised that the Portfolio Holder, Head of Environment & Regulatory Services, and Sgt Sutherland had met with the Working Group members to discuss their submission, and it was understood that there were some requests that were not practicable to include. Overall, the PSPO was appropriate, and proportionate.

- 111.5 The Mayor put the vote to approve the PSPO No.3 (Anti-Social Behaviour) 2021, which was approved without any objection or abstentions.

RESOLVED that the Public Space Protection Order No.3 (Anti-Social Behaviour) 2021, as set out in Annexe 3 to the agenda report, be approved.

CNL112/20 THE WAVERLEY BOROUGH COUNCIL (OFF-STREET PARKING PLACES) ORDER 2020 (AMENDMENT NO. 1) ORDER 2021 (Agenda item 11.)

- 112.1 Cllr Nick Palmer, Portfolio Holder for Operational and Enforcement Service, introduced the proposed Off-Street Parking Places Order Amendment, which would have the effect of incorporating the new Brightwells Yard multi-storey car park in the Order. This would allow parking charges and enforcement to be implemented when the new car park opened in the summer.

- 112.2 In response to comments from Cllr Hyman, Cllr Palmer confirmed that any outstanding planning applications required before the car park opened would be submitted by Crest Nicholson at the appropriate time.

- 112.3 The Mayor put the approval of the Parking Order Amendment to the vote, which was agreed without objection or abstentions.

RESOLVED that the Waverley Borough Council (Off Street Parking Places) Order 2020 (Amendment No.1) Order 2021, as set out in Annexe A to the agenda report, be approved.

CNL113/20 EXE74/20 AFFORDABLE HOUSING SPD (Agenda item 12.)

- 113.1 At the invitation, Cllr MacLeod, Portfolio Holder for Planning Policy, gave an update on the Affordable Housing SPD, which had been deferred at the previous Council meeting on 22 March. Cllr MacLeod reminded Members that there had been general support for the Affordable Housing SPD, but Cllr Mulliner had proposed an amendment which he felt would further strengthen the Council's position in relation to developers.

- 113.2 Planning and Legal Officers were continuing to discuss the proposed amendment with Cllr Mulliner, and whilst there had not been time to bring back the matter for Council consideration at this meeting, it would come back to Council on 27 April.

CNL114/20 MINUTES OF THE EXECUTIVE (Agenda item 13.)

- 114.1 The Mayor invited the Leader to present the Minutes of the Executive.

CNL115/20 EXECUTIVE MINUTES 2 MARCH 2021 (Agenda item 13.1)

115.1 It was moved by the Leader, duly seconded and RESOLVED that the Minutes of the Executive held on 2 March 2021 be received and noted.

There were no Part I matters for Council consideration and no requests to speak on Part II matters.

CNL116/20 EXECUTIVE MINUTES 30 MARCH 2021 (Agenda item 13.2)

116.1 It was moved by the Leader, duly seconded and RESOLVED that the Minutes of the Executive held on 30 March 2021 be received and noted.

There was one Part I matter for Council consideration.

116.2 In accordance with Procedure Rules, the following Members spoke on Part II matters:

Cllr Hyman, on EXE 87/20, and EXE 91/20

Cllr Cockburn, on EXE 93/20

CNL117/20 EXE 88/20 COUNCIL TAX EXEMPTION FOR YOUNG PEOPLE LEAVING CARE
(Agenda item)

117.1 Cllr Merryweather, Portfolio Holder for Finance, Assets and Commercial Services, introduced the proposal to agree a new Council Tax exemption that would ensure that Care Leavers within Waverley would not have to pay Council Tax up to the age of 25.

117.2 A number of Members spoke in support of the proposal.

117.3 The Mayor put the recommendation to the vote, which was agreed without objection or abstentions.

RESOLVED that a new Council Tax exemption for Care Leavers, to be applied until the age of 25, be approved.

At 21:35, in accordance with Procedure Rule 9 (Adjournment of Meeting) and on the recommendation of the Mayor, Council RESOLVED to continue the meeting until Council had concluded its consideration of the agenda.

CNL118/20 EXECUTIVE MINUTES 6 APRIL 2021 (Agenda item 13.3)

118.1 It was moved by the Leader, duly seconded and RESOLVED that the Minutes of the Executive held on 6 April 2021 be received and noted.

There was one Part I matter for Council consideration.

CNL119/20 EXE 99/20 GOVERNANCE MATTERS (Agenda item)

119.1 The Leader introduced the Executive's proposed changes to the Council's governance arrangements, which he put in the context of the experience of

forming the new multi-party Executive and its objectives for a more open government. Some consideration was given to moving to a more inclusive, Committee-based system, and a cross-party Governance Review Working Group was established to look into the various ramifications of this. It was clear from their deliberations that a continuation of the Strong Leader and Executive system would be a more efficient and workable style for Waverley and the Executive accepted that. The proposals now before Council responded to the challenges of improving the decision-making efficiency, and the unusually high number of committees Waverley had compared to councils of a similar size and profile.

- 119.2 With regard to Planning Committees, the Leader noted that some Members would recall that in 2007 there had been a trial of parallel, non-localised, planning committees A and B, which were universally unpopular. He was, and remain, an enthusiastic proponent of more localised planning and had supported the move away from the previous system. However, years of working with the 5 Committee system that evolved, including 6 years as Chair and Vice-Chair of two Area Committees, had convinced him that what had seemed to be a good idea at the time, had in practice been found to be wanting.
- 119.3 To help Officers cope with the extra demands that the Covid pandemic and home-working imposed on them, the overarching Joint Planning Committee and the pairs of Area Committees (Southern and Western, and Eastern and Central) had been replaced on a temporary basis by two wider, but still locally-based Committees, Eastern and Western. This system had worked well over a significant period and the proposal in Recommendation 1 was to remove the temporary restrictions on this arrangement. It was notable that most other councils in Surrey operated with just one planning committee.
- 119.4 Recommendation 2 sought agreement in principle to reduce the number of Overview and Scrutiny Committees. When the Boundary Commission briefed Members on the Electoral Review, they stated that their remit was to regularise the size of Wards so that the Councillor-Elector balance was as uniform as possible. They pointed out that if Waverley intended to propose a system that was out-of-step with similar councils around us, we needed to be able to clearly answer the question "*Why is Waverley so different?*" Virtually every other Council in Surrey, regardless of political control, found one Overview and Scrutiny Committee to be sufficient for their needs. The Leader suggested the lack of adverse recommendations from the Overview and Scrutiny Committees over the last 2 years would clearly support a reduction in their number.
- 119.5 Waverley had previously had just two Overview and Scrutiny Committees and they had worked well, holding the then Executive to account on numerous occasions. The change-over to 4 committees was another thing that had seemed a good idea at the time, as it was hoped that Overview and Scrutiny would be helpful in evolving policy, but that had not proved to be the case. There had also been confusion over which Committee should consider particular items, resulting in some matters being considered by more than one Committee with a consequent waste of Portfolio Holders' and Officers' time.

- 119.6 The Leader noted that, having chaired the Housing Overview and Scrutiny Committee, he recognised that housing was a very important part of the Council's responsibilities and so it was proposed that a *Housing Landlord Services Board* be established to consider aspects of housing that were not specifically Executive functions. Additionally, we propose that two O&S Committees, Corporate and Community, consisting solely of Councillors should take on the more formal scrutiny arrangements. It was hoped that this would improve the focus and quality of scrutiny which seems to have fallen away under the four-committee system.
- 119.7 The Leader noted that the remaining recommendations – to widen the scope of the Standards Committee, to enable the Executive to set up small working groups, and to commission the Standards Committee to undertake a thorough review of the Council's Constitution - were more straightforward and set out in full in the agenda report. He commended all five recommendations to Council for approval.
- 119.8 Cllr Follows seconded the recommendations, and reiterated the point that Waverley had a disproportionately high number of committees compared to similar district councils across the country, not just in Surrey. It was also a matter of the quality of output from the committees: having two planning committees had worked well for the past year, and councillors did not have to be a member of a planning committee in order to participate. And, having observed many Overview and Scrutiny Committees over the last two years, Cllr Follows was not persuaded by the argument that more committees meant better scrutiny outcomes.
- 119.9 Cllrs Mulliner, Goodridge, and Jenny Else all spoke in opposition to the proposal to reduce the number of Overview and Scrutiny Committees, whilst Cllrs Cockburn, Adams and Seaborne opposed the reduced in the number of planning committees.
- 119.10 Cllr Seaborne suggested that the extraordinary circumstances of the last 12 months should not be the basis for making permanent changes to the planning committees, and proposed an amendment to Recommendation 1, to continue the temporary arrangements to 20 October 2021:

“The temporary WESTERN and EASTERN planning committee arrangements first incorporated into the Constitution on 22 July 2020 by Full Council and extended on 20 October 2020 by Full Council continue to operate on a temporary basis with the current Terms of Reference until such time as Full Council resolves to make any further changes to them;”

The amendment was seconded by Cllr Cockburn.

- 119.11 Councillors debated the amendment to Recommendation 1, with speakers for and against the amendment. In summing up on his proposed amendment, Cllr Seaborne noted that the number of planning applications determined by the planning committees pre-Covid, in 2016/17, had been 160, compared with on 72 applications determined by committee in the 10 months of 2020/21. If the number of councillor call-ins returned to pre-Covid levels, there would be serious consequences if only two planning committees

remained: either there would need to be more meetings, or longer meetings. Cllr Seaborne's observation was that the quality and quantity of debate on a planning application declined the longer a meeting went on, and questioned whether this was fair to applicants. He would be happy to support an extension to the temporary arrangement until after the Covid pandemic, but could not support an arbitrary decision to embed the current arrangement for the long-term.

119.12 Cllr Ward concluded the debate on the amendment by noting that all those speaking in support of the amendment were Conservatives; he also noted that much of the debate in planning committees was repetitive which made meetings lengthy. Much had been said about the 2 committee arrangement being 'undemocratic' without any explanation of how this was so, and he would not be supporting the amendment.

119.13 The Mayor put the amendment to the vote, which was lost with 19 votes in favour, 32 against, and 1 abstention.

For: 19

Cllrs Brian Adams, Carole Cockburn, Steve Cosser, Kevin Deanus, Patricia Ellis, David Else, Jenny Else, Mary Forszewski, Michael Goodridge, John Gray, Val Henry, Chris Howard, Peter Isherwood, Anna James, Robert Knowles, Peter Martin, Stephen Mulliner, Trevor Sadler, Richard Seaborne

Against: 32

Cllrs Christine Baker, David Beaman, Roger Blishen, Peter Clark, Richard Cole, Martin D'Arcy, Jerome Davidson, Sally Dickson, Brian Edmonds, Paul Follows, Maxine Gale, Daniel Hunt, Jacquie Keen, Andy MacLeod, Penny Marriott, Peter Marriott, Michaela Martin, Mark Merryweather, Kika Mirylees, John Neale, Peter Nicholson, Nick Palmer, Julia Potts, Ruth Reed, Paul Rivers, Penny Rivers, John Robini, Anne-Marie Rosoman, Liz Townsend, John Ward, Steve Williams, George Wilson

Abstention: 1

Cllr Jerry Hyman

119.14 Councillors resumed the debate on the substantive motion, and the Recommendations 1 to 5 as out in the agenda, with arguments in favour and against the proposals. In summing up for the opposition, Cllr Potts recognised the wish to look at committee structures, but change had to be for the right reason and not just to save time or money. Previous changes to the Overview and Scrutiny Committees had involved a great deal of time and consideration of good practice. She urged Council not to rush into changes without evidence or proper justification, which risked alienating backbenchers.

119.15 The Mayor invited Cllr Ward to conclude the debate: he reiterated his earlier argument that no one had explained why Waverley was so different to other councils that it need five planning committees and four overview and scrutiny committees, compared with just one of each. Similarly, he had not heard an explanation of why fewer committees would be undemocratic. Cllr Ward urged councillors to focus on quality, not quantity, and being more effective in their scrutiny work.

119.16 With the agreement of councillor, the Mayor proposed that Recommendations 1 to 4 be taken together by roll call, with Recommendation 5 taken by verbal assent.

- Recommendations 1 to 4, were carried, with 31 votes in favour, 20 votes against and 1 abstention.
- Recommendation 5 was carried by verbal assent, with no objections or abstentions.

RESOLVED that:

- 1.1 the temporary WESTERN and EASTERN planning committee arrangements first incorporated into the Constitution on 22 July 2020 by Full Council and extended on 20 October 2020 by Full Council be made permanent (until such time as Full Council resolves to make any further changes to them) with the current Terms of Reference; and
- 1.2 the Head of Policy and Governance be authorised to make the corresponding revisions to the Constitution with the Chairman of the Standards Committee.
- 2.1 the principle is approved of moving to a governance structure whereby Waverley Borough Council no longer operates four overview and scrutiny committees but instead operates *two overview and scrutiny committees*, ‘*corporate*’ and ‘*community*’, and a new *Housing Landlord Services Board* whilst retaining the existing constitutional ability to establish informal OS working groups (as set out in section 4.2); and
- 2.2 the Standards Committee develop and recommend to Full Council for adoption the necessary proposed constitutional amendments to achieve this change, including terms of reference for the new committees.
- 3.1 the principle is approved of moving to a governance structure whereby Waverley Borough Council expands the remit of the existing Standards Committee to become a ‘*Standards and General Purposes Committee*’ which, as well as dealing with the Standards and Constitutional issues it currently does, would also take responsibility for a range of other functions and pick up issues that arise over the course of time that do not obviously sit elsewhere (as set out in section 4.3); and
- 3.2 the Standards Committee develop and recommend to Full Council for adoption the necessary proposed constitutional amendments to achieve this change.
- 4.1 the principle is approved of reintroducing the capacity for *Executive Working Groups* to be constituted in order to shape and drive policy development across a range of portfolio areas (as set out in section 4.4); and

- 4.2 the Standards Committee develop and recommend to Full Council for adoption the necessary proposed constitutional amendments to achieve this change.
5. the Standards Committee carry out a general and comprehensive review of the Constitution to ensure it remains fit for purpose and to bring forward to Full Council any proposed constitutional amendments arising from its review (as set out in section 4.5).

For: 31

Cllrs Christine Baker, David Beaman, Roger Blishen, Peter Clark, Richard Cole, Martin D'Arcy, Jerome Davidson, Sally Dickson, Brian Edmonds, Paul Follows, Maxine Gale, Daniel Hunt, Jacquie Keen, Andy MacLeod, Penny Marriott, Peter Marriott, Michaela Martin, Mark Merryweather, Kika Mirylees, John Neale, Peter Nicholson, Nick Palmer, Ruth Reed, Paul Rivers, Penny Rivers, John Robini, Anne-Marie Rosoman, Liz Townsend, John Ward, Steve Williams, George Wilson

Against: 20

Cllrs Brian Adams, Carole Cockburn, Steve Cosser, Kevin Deanus, Patricia Ellis, David Else, Jenny Else, Mary Forszewski, Michael Goodridge, John Gray, Val Henry, Chris Howard, Peter Isherwood, Anna James, Robert Knowles, Peter Martin, Stephen Mulliner, Julia Potts, Trevor Sadler, Richard Seaborne

Abstention: 1

Cllr Jerry Hyman

CNL120/20 MINUTES OF THE LICENSING AND REGULATORY COMMITTEE (Agenda item 14.)

- 120.1 It was moved by Cllr Robert Knowles, the Chairman of the Committee, duly seconded and RESOLVED that the Minutes of the Licensing and Regulatory Committee held on 1 March 2021 be approved received and noted.

There were no matters for Council consideration in Part I, and no requests to speak on Part II matters.

CNL121/20 MINUTES OF THE AUDIT COMMITTEE (Agenda item 15.)

- 121.1 It was moved by Cllr Peter Marriott, the Chairman of the Committee, duly seconded and RESOLVED that the Minutes of the Meeting of the Audit Committee held on 1 March 2021 be received and noted.

There were no matters for Council consideration in Part I, and no requests to speak on Part II matters.

The meeting concluded at 11.59 pm

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MINUTES of the WAVERLEY
BOROUGH COUNCIL held in
the ZOOM MEETING - Virtual
Meeting on 27 April 2021 at
7.00 pm

- * Cllr Penny Marriott (Mayor)
- * Cllr John Robini (Deputy Mayor)

- | | |
|---------------------------|---------------------------|
| * Cllr Brian Adams | * Cllr Daniel Hunt |
| * Cllr Christine Baker | * Cllr Jerry Hyman |
| * Cllr David Beaman | * Cllr Peter Isherwood |
| * Cllr Roger Blishen | * Cllr Jacquie Keen |
| * Cllr Peter Clark | * Cllr Robert Knowles |
| * Cllr Carole Cockburn | * Cllr Anna James |
| * Cllr Richard Cole | * Cllr Andy MacLeod |
| * Cllr Steve Cosser | * Cllr Peter Marriott |
| * Cllr Martin D'Arcy | * Cllr Michaela Martin |
| * Cllr Jerome Davidson | * Cllr Peter Martin |
| * Cllr Kevin Deanus | * Cllr Mark Merryweather |
| * Cllr Simon Dear | * Cllr Kika Mirylees |
| * Cllr Sally Dickson | * Cllr Stephen Mulliner |
| * Cllr Brian Edmonds | * Cllr John Neale |
| * Cllr Patricia Ellis | * Cllr Peter Nicholson |
| Cllr David Else | * Cllr Nick Palmer |
| Cllr Jenny Else | * Cllr Julia Potts |
| * Cllr Jan Floyd-Douglass | * Cllr Ruth Reed |
| * Cllr Paul Follows | * Cllr Paul Rivers |
| * Cllr Mary Forszyszewski | * Cllr Penny Rivers |
| * Cllr Maxine Gale | * Cllr Anne-Marie Rosoman |
| * Cllr Michael Goodridge | * Cllr Trevor Sadler |
| * Cllr John Gray | * Cllr Richard Seaborne |
| * Cllr Michaela Wicks | * Cllr Liz Townsend |
| * Cllr Joan Heagin | * Cllr John Ward |
| * Cllr Val Henry | * Cllr Steve Williams |
| * Cllr George Hesse | * Cllr George Wilson |
| * Cllr Chris Howard | |

*Present

Apologies

Cllr David Else and Cllr Jenny Else

Prior to the commencement of the meeting, prayers were led by Rev'd David Uffindell of St Andrew's Parish Church, Farnham.

CNL1/21 APOLOGIES FOR ABSENCE (Agenda item 1.)

1.1 Apologies for absence were received from Cllrs David Else and Jenny Else.

CNL2/21 MAYOR'S ANNOUNCEMENTS (Agenda item 2.)

- 2.1 The Mayor reflected on her year in office, during which she had been greatly restricted in what she had been able to do compared to a normal mayoral year. She had, however, still been able to get involved in a matter close to her heart which was promoting equality, diversity and inclusion. The pandemic had highlighted clearly the inequality still present in society, particularly in terms of health where people from Black and Asian communities, and those economically disadvantaged had been hardest hit.
- 2.2 The Mayor had begun her year in office with a statement on Black Lives Matter, and the hope that Waverley would be able to put in place things to promote better practices in work, and to remove any discrimination that may occur. She had attended the Council Staff Corporate Equality Group and was pleased to report that a great deal had happened, including establishing a race equality focus group to find out more about the experiences of Black and Asian colleagues and the micro-aggressions they faced in their daily lives. Waverley had joined the Surrey Minority Ethnic Forum, and designed an Active Citizens programme; the refreshed Corporate Strategy emphasised the value and worth of all residents with opportunities for all regardless of race, age, disability, religion, gender or sexual orientation, income or wealth; recruitment policies had been reviewed to ensure they are fair and avoided unconscious bias.
- 2.3 The Mayor had a particular interest in promoting a better understanding of different cultures and religions and had deliberately decided not to have one chaplain, but to have several from all the different religions and denominations in Waverley. She thanked them for their time and contributions to the council's meetings.
- 2.4 The Mayor updated councillors on her "100 + 100 + 100" challenge to raise money for her three charities – Waverley Homestart, 40 Degreaz, and Farnham Sea Cadets – all of which helped young parents and young people. She had now completed her challenge of walking 100 miles, 100 lengths of swimming, and 100 km of static biking, with the swimming and biking having been done at leisure centres around the borough. The Mayor planned to continue to raise money for her charities by learning to ride a bike over the next month.
- 2.5 The Mayor concluded by thanking the officers who had supported her throughout her year, and her family and in particular her Consort for the year, Cllr Peter Marriott.

CNL3/21 ELECTION OF MAYOR 2021/22 (Agenda item 3.)

- 3.1 The Mayor called for nominations for the position of Waverley Borough Mayor for 2021/22.
- 3.2 Cllr Peter Nicholson proposed Cllr John Robini as the Mayor for 2021/22. The Mayor had two distinct roles requiring very different qualities, as Chairman of Council and as the public face of Waverley, both of which Cllr Robini was well equipped to carry out. Having served his apprenticeship in a local engineering company, he had joined Surrey Police and served in a

number of roles including civilian management. At the same time, he had served as a member, and latterly Chairman, of Witley Parish Council; and then as a Waverley Borough Councillor including as an Executive Member for four years. Since 2019 he had been a Town Councillor as well, and current Town Mayor, so his life and work had been committed to public service. Cllr Nicholson commended Cllr Robini to the council as the next Mayor of Waverley.

- 3.3 Cllr Maxine Gale seconded the nomination of Cllr Robini. She had known him for many years, as the village policeman in Witley, and then as a Witley Parish Councillor and Chairman, then as a Haslemere Town Councillor, and Waverley Borough Councillor. Whatever he was involved in, he had always fulfilled those roles with passion and commitment, finding ways to make situations better for others. Cllr Robini was always willing to listen and help wherever he could, qualities which made him an ideal candidate to be Mayor and an ambassador for Waverley Borough.
- 3.4 There being no other nominations, Cllr John Robini was duly declared the Waverley Borough Mayor for 2021/22.
- 3.5 The new Mayor, Cllr John Robini, read and signed the declaration of acceptance of office, and was presented with the Chain and Robes of Office.
- 3.6 The Mayor thanked Cllrs Nicholson and Gale for their words of nomination, and councillors for electing him and giving him the honour of representing Waverley for the next year. He congratulated Cllr Marriott on what she had achieved as Mayor despite the constraints of the Covid pandemic, and hoped for the gradual lifting of restrictions so that he could support his charities and fulfil the usual mayoral duties and engagements. The Mayor and Mayoress, Cllr Jacquie Keen, were looking forward to their year ahead, and the opportunity to serve Waverley.

CNL4/21 ELECTION OF DEPUTY MAYOR 2021/22 (Agenda item 4.)

- 4.1 The Mayor called for nominations for the role of Deputy Mayor for 2021/22.
- 4.2 Cllr Peter Clark proposed Cllr John Ward as Deputy Mayor, and Cllr Jerome Davidson seconded the nomination.
- 4.3 There being no other nominations, Cllr John Ward was duly declared the Deputy Mayor of Waverley Borough for 2021/22.
- 4.4 Cllr Ward read and signed the declaration of acceptance of office, and was presented with the Chain of Office.
- 4.5 Cllr Ward thanked councillors for their support, and thanked the members of the Executive for the magnificent gift marking the end of his time as Leader of the Council.

CNL5/21 VOTE OF THANKS TO THE RETIRING MAYOR (Agenda item 5.)

- 5.1 A vote of thanks to the Retiring Mayor, Cllr Penny Marriott, was moved by Cllr John Ward and seconded by Cllr Paul Follows. They commended her for carrying out her role in such extraordinary times, taking on the challenge of chairing virtual Council meetings over Zoom, and devising her own physical challenge to raise funds for her charities.
- 5.2 RESOLVED that the vote of thanks to the Retiring Mayor, Cllr Penny Marriott, be agreed.
- 5.3 The new Mayoress, Cllr Jacquie Keen, presented Cllr Marriott with the Past Mayor's badge and a gift to mark her year as Mayor.

CNL6/21 DECLARATIONS OF INTEREST (Agenda item 6.)

- 6.1 There were no interests declared under this heading.

CNL7/21 NEW MAYOR'S ANNOUNCEMENTS (Agenda item 7.)

- 7.1 The Mayor advised that he was still finalising the details of his charities for the year and would announce these at a later date. He had asked the Rev'd Chris Bessant St Bartholomew's in Haslemere to serve as his Chaplain.
- 7.2 The Mayor was conscious that there had been some very lengthy Council meetings lately, and he asked all councillors to avoid repeating one another unnecessarily so that meetings could be conducted efficiently without restricting freedom of speech and expression of a range of views.

CNL8/21 ELECTION OF LEADER 2021 - 2023 (Agenda item 8.)

- 8.1 The Mayor called for nominations for the Leader of the Council for the period 2019-2023, following the election of Cllr Ward as Deputy Mayor.
- 8.2 Cllr Penny Rivers proposed Cllr Paul Follows as Leader of the Council, and Cllr Andy MacLeod seconded the nomination. There were no other nominations.
- 8.3 Cllr Julia Potts, Leader of the Principal Opposition Group, in accordance with Procedure Rule 17, requested a recorded vote on the election of the Leader and was supported by Cllrs Penny Marriott, Carole Cockburn, Steve Cosser, Michael Goodridge and Jerome Davidson.
- 8.4 The vote was carried, with 35 votes in favour, no votes against, and 18 abstentions; therefore it was RESOLVED that Cllr Paul Follows be elected as Leader of the Council, 2021- 2023.

For: 35

Cllrs Christine Baker, David Beaman, Roger Blishen, Peter Clark, Richard Cole, Martin D'Arcy, Jerome Davidson, Sally Dickson, Brian Edmonds, Paul Follows, Maxine Gale, Joan Heagin, George Hesse, Daniel Hunt, Jerry Hyman, Jacquie Keen, Andy MacLeod, Penny Marriott, Peter Marriott, Michaela Martin, Mark Merryweather, Kika Mirylees, John Neale, Peter Nicholson, Nick Palmer, Ruth

Reed, Paul Rivers, Penny Rivers, John Robini, Anne-Marie Rosoman, Liz Townsend, John Ward, Michaela Wicks, Steve Williams, George Wilson

Against: 0

Abstentions: 18

Cllrs Brian Adams, Carole Cockburn, Steve Cosser, Kevin Deanus, Simon Dear, Patricia Ellis, Jan Floyd-Douglass, Mary Forszewski, Michael Goodridge, John Gray, Val Henry, Chris Howard, Anna James, Peter Martin, Stephen Mulliner, Julia Potts, Trevor Sadler, Richard Seaborne

CNL9/21 LEADER'S ANNOUNCEMENTS (Agenda item 9.)

- 9.1 Cllr Follows congratulated the new Mayor and Deputy Mayor on their elections, and thanked Cllr Penny Rivers and Cllr MacLeod for their words of nomination.
- 9.2 Cllr Follows thanked the retiring Leader, Cllr Ward, who had led the Council since May 2019 and through the pandemic; it had been his honour to serve as Deputy Leader during this time. On behalf of the Executive and members of the Administration Groups, he thanked Cllr Ward and looked forward to working with him in his new role, and in his ongoing role as Leader of the Farnham Residents Group.
- 9.3 In embarking on the second leg of the council's four-year term, the Administration was recommitting efforts to post-Covid recovery, tackling the climate emergency, providing quality and sustainable services to residents, and to engagement with residents and communities.
- 9.4 In recognition of the continuity of the multi-party administration, the Leader confirmed that Cllrs MacLeod and Michaela Martin (Farnham Residents), Cllrs Rosoman, Merryweather and Townsend (Liberal Democrat), Cllr Williams (Green Party) and Cllr Palmer (Labour) would continue to serve as Executive members in their current roles.
- 9.5 Cllr Penny Marriott would fill the vacant Farnham Residents seat, with a Portfolio for Equalities, Diversity and Inclusion. Cllr Peter Clark (Farnham Residents) would serve as Deputy Leader in addition to his current portfolio.

CNL10/21 REVIEW OF POLITICAL PROPORTIONALITY OF THE COUNCIL AND APPOINTMENT OF COMMITTEE MEMBERSHIPS (Agenda item 10.)

- 10.1 Council received the report setting the political proportionality of the new Council and the Group Leaders' nominations for appointments to committees.
- 10.2 Council RESOLVED unanimously to:
 - i. Note the political balance of the council;
 - ii. Approve the constitution of committees, the allocation of seats, the appointment of members to those seats in accordance with Groups'

- nominations, and nominations for chairman and vice-chairman positions; and
- iii. Approve the allocation of seats and appointments to the SCC Local Committee.

CNL11/21 EXE 74/20 AFFORDABLE HOUSING SPD (Agenda item 11.)

- 11.1 The Mayor reminded councillors that they had begun consideration of the Affordable Housing SPD at the meeting on 22 March. At that meeting Cllr Mulliner proposed an amendment which revised the wording of paragraphs 93 and 94, and that amendment had been seconded by Cllr Forszewski. As Planning and Legal officers had not had an opportunity to consider whether the proposed wording was a feasible alternative Council agreed to defer further discussion until Officers had an opportunity to review and comment on the amendment.
- 11.2 The Mayor referred councillors to pages 17 and 18 of their agenda and the schedule showing the original wording of paragraphs 93 and 94; Cllr Mulliner's proposed wording submitted under his amendment; and, in the final column the officers' comments and proposed alternative wording to these paragraphs.
- 11.3 The Mayor resumed the debate by asking Cllr Mulliner whether he wished to withdraw his amendment in favour of the alternative wording put forward by Officers, or whether he wished to proceed to a vote on his amendment.
- 11.4 Cllr Mulliner agreed that the proposed alternative wording put forward by the officers was a step in the right direction. However, he hadn't been able to establish whether officers had appreciated that there were two scenarios of concern. One was where the applicant made it clear from the start that they wished to avoid their affordable housing obligations on a suitable site, and the new wording was certainly better than the old wording for dealing with that particular situation. The other situation which occurred was where applicants obtained planning permission and agreed to provide the full affordable housing contribution and then later come back to the council seeking a variation under S73 of the TCPA to relieve themselves of all or part of that obligation on the grounds of viability.
- 11.5 Cllr Mulliner was not clear that the alternative wording protected the council's position in such a situation. However, he appreciated the progress made and agreed to withdraw his amendment and to support the alternative wording now proposed. Cllr Wilson seconded the alternative wording as set out in the schedule.
- 11.6 Council RESOLVED to agree the revised wording for paragraphs 93 and 94, as submitted by Officers and set out in the schedule in the agenda papers.
- 11.7 Cllr Seaborne welcomed the opportunity for Council to approve the Affordable Housing SPD, which had been in development for a number of years. It had been to the Housing Overview & Scrutiny Committee early in 2019, and the O&S committee members had had subsequent

opportunities to comment on the SPD as it progressed through the consultations stages of its development. Council could be assured that the Affordable Housing SPD had been thoroughly scrutinised, and that changes had been made to it as a result of that scrutiny and also the public consultation. In his view, the Affordable Housing SPD was a good document that had been further improved by the amendments agreed in response to the challenge by Cllr Mulliner.

- 11.8 There were no further speakers, and Council RESOLVED unanimously to adopt the Affordable Housing SPD, as amended.

The meeting concluded at 8.14 pm

Mayor

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WAVERLEY BOROUGH COUNCIL

MINUTES OF THE EXECUTIVE - 22 JUNE 2021

SUBMITTED TO THE COUNCIL MEETING – 6 JULY 2021

(To be read in conjunction with the Agenda for the Meeting)

Present

Cllr Paul Follows (Chairman)	Cllr Kika Mirylees
Cllr Peter Clark (Vice Chairman)	Cllr Nick Palmer
Cllr Andy MacLeod	Cllr Anne-Marie Rosoman
Cllr Penny Marriott	Cllr Liz Townsend
Cllr Mark Merryweather	

Apologies

Cllr Steve Williams

Also Present

Councillor David Beaman, Councillor Kevin Deanus, Councillor Peter Marriott and Councillor Stephen Mulliner

EXE 1/21 MINUTES (Agenda item 1)

The Minutes of the Meeting held on 30 March and 6 April were confirmed and signed as a correct record.

EXE 2/21 DECLARATIONS OF INTERESTS (Agenda item 3)

All members of the Senior Management Team declared in respect of item 10 (Options for collaboration with Guildford Borough Council) in particular the HR implications set out in the exempt annexe and left the room during consideration of this item.

EXE 3/21 QUESTIONS FROM MEMBERS OF THE PUBLIC (Agenda item 4)

The Executive received the following question(s) in accordance with Procedure Rule 10:

(i) From Mrs Kathy Smyth

“The page on the Council website which sets out the Local Plan Timetable states that the Council is currently working towards April 2021 as the date for submission of draft Local Plan Part 2 to the Secretary of State but this date has clearly been overshot.

So when will Waverley Borough Council be submitting draft LPP2 for examination?”

Response from Councillor Andy MacLeod, Portfolio Holder for Planning Policy

The Council received over 1200 separate comments from over 400 respondents when we consulted on a draft of Local Plan Part 2 earlier this year. We are currently considering our responses to the comments and how we will take Local Plan Part 2 forward. We intend to do this and agree a date for submitting the plan for its examination this summer. As soon as we do, the Council will update its timetable and put it on our website.

EXE 4/21 QUESTIONS FROM MEMBERS OF THE COUNCIL (Agenda item 5)

There were no questions from Members.

EXE 5/21 LEADER'S AND PORTFOLIO HOLDERS' UPDATES (Agenda item 6)

The Leader and Portfolio Holders gave brief updates on current issues not reported elsewhere on the agenda:

- The Leader welcomed Councillors Penny Marriott and Mirylees to their first Executive meeting; and the new Leader of the Conservative Group Councillor Mulliner.
- The Leader had been holding 1:1 meetings with Portfolio Holders to review portfolios and a revised list of portfolio descriptions would be issued at the conclusion of that process to address any discrepancies which had arisen over the past two years.
- It had been hoped to hold a full Council meeting in the Council Chamber on 6 July 2021, however due to the extension of Covid restrictions beyond 21 June 2021, it had become necessary to identify an alternative venue which would enable all Councillors to participate in the meeting.
- Due to the Government ending the provisions allowing remote participation in Council meetings, although Councillor Williams was present on the zoom call, he was not legally allowed to speak and vote in the meeting. The Council had submitted its comments to the Government consultation on remote meetings.
- Councillor Clark provided an update on the replacement of the pool cars which would be electric, to contribute to the Council's Carbon Reduction Strategy. The Council's new Horizon planning system was now fully operational and contributing to the planning improvement plan. A new Cyber Security Manager had been recruited.
- Councillor MacLeod advised that the planning improvement plan would result in an improved service to residents and applicants. A planning appeal against the decision of the Council to refuse an application for a development of 140 homes in Lower Weybourne Lane had been refused by the Planning Inspectorate, who had supported the Farnham Neighbourhood Plan. However the Planning Inspectorate had commented on the Council's 5 year housing supply, which could have an adverse effect on future planning applications.
- Councillor Penny Marriott welcomed the introduction of the new portfolio and advised that she had been carrying out research and would provide further updates to the next meeting, including on training which was being arranged for all councillors.

- Councillor Palmer advised that councillors had received a consultation on the review of parking charges for their comments. The CIL working group had completed its first year of activity and thanked all those involved.
- Councillor Rosoman advised that the modular housing had been delivered to Badgers Close and there would be a photocall upon completion. A planning application for 12 new homes in Crossway Close in Churt had been submitted and ward members in the parish would be kept informed. Planning permission has been secured for all five sites in Chiddingfold and housing officers were liaising with all affected residents. Five properties in Ockford Ridge had been identified for refurbishment and investigations were being carried out in respect of energy efficiency measures. The numbers of complaints in repairs and maintenance had been reducing. The Housing Strategy work was continuing and the new design build would be brought forward to the Executive and Council for consideration, and thanked the working group for its work on this to date.
- Councillor Townsend advised that there had been a large number of visitors to Frensham Pond which had generated a number of issues with parking, littering and abuse of staff. The stakeholder group had already met and the police were involved. Additional enforcement measures were being explored. The Economic Development Action Plan in progress and work was being carried out with the leisure and film industry.

PART I - RECOMMENDATIONS TO THE COUNCIL

Unless specified under an individual item, there are no background papers (as defined by Section 100D(5) of the Local Government Act 1972) relating to the reports in Part I of these minutes.

EXE 6/21 LGBCE BOUNDARY REVIEW - WARDING PATTERN SUBMISSION (Agenda item 9)

The Leader of the Council introduced the item which set out a proposed submission on future warding patterns to the Local Government Boundary Commission for England, which had been recommended by the cross-party working group set up to consider the matter. The recommendation to Council would enable a submission to be made by the deadline of 19 July 2021.

RESOLVED to RECOMMEND to full Council that Waverley makes a submission on future warding patterns to the Local Government Boundary Commission for England comprising Option 2 on Annexe 1 and illustrated in Annexe 2; plus the qualitative comments on warding issues as set out in Annexe 3.

Reason: The recommendation enables the council to make a submission to the Commission on the future warding pattern for the council. The deadline for submissions is 19 July 2021.

EXE 7/21 OPTIONS FOR COLLABORATION WITH GUILDFORD BOROUGH COUNCIL (Agenda item 10)

The Leader of the Council introduced the item which provided an update on the development of the initial options appraisal by the Local Government Association/Local Partnerships (LGA) and sought direction on the next steps for collaboration with Guildford Borough Council. He emphasised the risk on inaction in light of the financial pressures faced by the Council and that alternative savings would need to be identified if the Council opted not to collaborate with Guildford. He also highlighted the benefits including improvements to public services which could come from collaborative working.

Councillors Stephen Mulliner spoke on this item, requesting clarity on the potential savings to be made from and any costs of a collaboration. He asked that the draft Inter Authority Agreement be shared with all Councillors at the earliest opportunity to reassure those with concerns that the proposals would work.

Councillor Hyman spoke on this item, echoing the comments made previously and expressing concern whether the savings identified would be sufficient to address the financial challenges of the council. He also requested that both parties agree to a duty of candour and this be written into the Inter Authority Agreement.

Councillor Merryweather spoke on the item, highlighting that the savings proposed would be the largest single contributor to closing the Council's budget gap and did not prevent the Council identifying further savings independently of any collaboration agreement.

The Leader proposed a refined recommendation which proposed the recruitment of a single chief executive subject to the receipt of further information on the financial implications of appointing a single joint chief executive and advised that the recruitment process would include the Leader of the Principle Opposition group of both Councils. Councillor Townsend spoke on the item, endorsing the request for additional information.

Members noted that the matter would also be discussed at a specially convened meeting of the Value for Money Overview and Scrutiny Committee on 29 June 2021 prior to consideration at the Council meeting on 6 July 2021.

The Executive RESOLVED to

- 1. Ask South East Employers to provide, in time for the publication of the 6th of July Council Agenda Papers, additional data in respect of the potential financial implications of appointing a single joint Chief Executive (acting as Head of Paid Service for both Waverley and Guildford Borough Councils) and advice on cost-sharing arrangements;**

And, subject to the receipt of financial and cost-sharing data and advice from South East Employers and any advice issued by the Council's Chief Finance Officer, or his appointed deputy, relating to the level of approval required, how any costs would be funded and the appropriateness of any cost-sharing agreement, RECOMMEND to full Council that:

- 2. Full Council pursues the option of creating a single management team, comprised of statutory officers (Head of Paid Service; Chief Finance**

Officer; Monitoring Officer), directors and heads of service as the most appropriate means for bringing forward business cases for future collaboration; and

- 3. Full Council asks the Council's HR Manager to take the necessary action, in consultation with Guildford Borough Council and with the support and advice from South East Employers and as set out within the addendum to annexe 3 of this report, to make arrangements for a recruitment and selection of a single joint Chief Executive (acting as Head of Paid Service for both Waverley and Guildford Borough Councils), including making arrangements for a senior officer recruitment panel (to include the Leader of the Principal Opposition Group and the Council Leader), so that a report may be brought to a future meeting of Full Council recommending the appointment of a suitable candidate.**

Reason: To seek direction on the next steps for collaboration with Guildford Borough Council or to close this project for the immediate future.

All members of the Senior Management Team left the meeting for the consideration of this item.

EXE 8/21 PROPERTY MATTER (Agenda item 15)

At 7.45pm, on the recommendation of the Leader, the Executive **RESOLVED** that, pursuant to Procedure Rule 20, and in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the following item on the grounds that it was likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during this item, there would be disclosure to them of exempt information (as defined by Section 100I of the Act) of the description specified in the report in the revised Part 1 of Schedule 12A to the Local Government Act 1972, namely: Information relating to the financial or business affairs of any particular person (including the authority holding that information)

The Executive RESOLVED that recommendations 2.1 and 2.2 as set out in the exempt report be approved.

The Executive RESOLVED to RECOMMEND to full Council that recommendation 2.3 as set out in the exempt report be approved.

Reason: The reasons are set out in the exempt report.

PART II - MATTERS OF REPORT

The background papers relating to the following items are as set out in the reports included in the original agenda papers.

EXE 9/21 MENTAL HEALTH REPORT FROM COMMUNITY WELLBEING O&S COMMITTEE
(Agenda item 7)

Councillor Mirylees introduced the report, which had been considered by the Community Wellbeing Overview and Scrutiny Committee and the Chairman of the Committee, Councillor Deanus, presented the report which set out proposals for raising awareness in the community of the mental health and advice support networks available; and the adoption of a Suicide Prevention Plan and thanked the contributors to the piece of work.

Councillor Hyman spoke on this item, expressing concern that the suicide prevention plan had not been published with the agenda and that the proposals suggested that the Council would be taking on work that should be carried out by trained professionals.

The Leader assured Councillor Hyman that the suicide prevention plan had been seen by Executive Members previously; many of whom had been present at the Overview and Scrutiny Committees at which the plan had been discussed.

Councillor Baker also spoke on this item expressing concern that she had not been called on to give evidence at the Overview and Scrutiny Committee in light of her personal experience of this issue and urged the Executive Members to consider housing tenants as part of the piece of work, however acknowledged that the changes were urgently needed.

The Leader thanked Councillor Baker for her comments and her courage in speaking on this personal issue and assured her that there was value in adopting the recommendations but that more could be done in the future.

Councillor Rosoman spoke on the item, highlighting the need for staff to become aware of mental health issues, emphasising that staff were not expected to become experts but that talking about these issues was the first step.

The Leader welcomed the recommendations which would support staff and residents by signposting them to available resources.

The Executive RESOLVED that

- 1. the report and the need to raise awareness through all sections of the community of the mental health support and advice networks that are available to Waverley staff and residents be noted; and**
- 2. that the Suicide Prevention Plan as set out at Annexe 2 to the Community Wellbeing O&S Committee Mental Health report attached at Annexe 1 to this report be adopted.**

Reason: The recommendations reflect the community leadership role that the Council has in supporting the most vulnerable in our communities in a wider mental health context as well as supporting the health and wellbeing of staff. Working in partnership with the Public Health team to adopt their recommendations on a local suicide prevention plan also supports another Corporate Strategy aim of working closely with Health and other partnerships “to achieve a more joined up approach for the whole borough to improve the health and wellbeing of all our residents.

(Agenda item 8)

Councillor Mirylees introduced the report, which had been considered by the Community Wellbeing Overview and Scrutiny Committee and the Chairman of the Committee, Councillor Deanus, presented the report which set out the interim report of the Overview and Scrutiny Service Level Agreement Working Group for endorsement and ask that the Executive Working Group on Service Level Agreements ensure that it's proposals reflect the principles set out in the report.

Councillor Hyman spoke on this item, supporting the need for a review of the system although expressing some caution over some of the principles and how money is spent. He also asked for clarification on what the corporate priority issue means for organisations.

The Leader thanked all the SLA organisations for their work throughout the pandemic and highlighted the need to review how resources are spent to ensure that vulnerable sections of the community are supported. He advised that the recommendations were seeking support for a set of principles, and it would then be for the Executive Working Group to make recommendations on how to progress.

Councillor Mirylees thanked all the community organisations for their work during the pandemic, however emphasised that the current structures were not fit for purpose and this was a good opportunity to review where the areas of most need in the borough were and how resources could be best directed.

The Executive RESOLVED that

- 1. the Executive ask its working group to ensure that its proposals reflect the principles and recommendations outlined in Annex 1; and**
- 2. the Council should retain a six-month notice period for informing not-for-profit partners of any changes to their Service Level Agreement.**

Reason: To ensure that the Council's funding mechanism and approach to not-for-profit organisations is fit for purpose in meeting the Council's new corporate priorities and evidence-based community needs.

EXE 11/21 TAKE THE JUMP (Agenda item 11)

The Leader of the Council presented the item on behalf of the Portfolio Holder who could not be present at the meeting. The report proposed supporting the Take The Jump campaign, which supported the evidence that whilst the Government maintains responsibility for making strategic and potentially radical changes to reduce the impact of climate change, individuals and communities could make a difference by making 6 shifts in behaviour while still living a fulfilled life. The campaign had been supported by the Godalming Climate Forum.

Councillor Hyman spoke on this item, expressing concern over the proposed behaviour changes and that residents should be allowed to use their common sense.

The Leader of the Council and Councillors Townsend, Merryweather, Palmer, Mirylees and Clark all spoke on this item, acknowledging that some of the suggested behaviour changes would seem alien to some residents yet emphasising that the Take the Jump campaign would encourage, rather than require, residents to make small behavioural changes to reduce the impact of climate change.

The Executive RESOLVED that

- 1. The 'Take the Jump' campaign be supported;**
- 2. Waverley residents be encouraged to 'take the jump';**
- 3. Organisations within the public, private and voluntary sectors operating in Waverley be encouraged to roll out the "Take the Jump" seminar to employees/ members;**
- 4. Events be organised in Waverley to encourage people to promote the National 'take the jump' launch in June; and**
- 5. A 'Take the Jump' awareness-raising campaign be organised to inform Waverley staff members and councillors, who will be invited to try making at least one shift in the way that they eat, travel and shop.**

Reason: Whilst Waverley Borough Council and other tiers of government maintain responsibility for making many of the changes in the Carbon Neutrality Action Plan, to achieve significant reductions in the carbon footprint of the borough individuals and communities can help to make a difference by making some of the six shifts in behaviour.

EXE 12/21 CAPITAL PROJECTS (Agenda item 12)

Councillor Merryweather introduced the item which set out the recommendations of the Projects Co-ordinating Group, to approve additional projects for the 2021/22 capital programme.

Councillor Hyman spoke on this item, asking that money not be spent on unnecessary feasibility studies and projects without justification and that residents be involved.

In response, the Leader advised that feasibility studies often came before public consultations in order to present realistic options to residents. Councillor Merryweather advised that feasibility studies were part of due process, and that that funding received from Surrey County Council had been bid for and the spend justified to the County Council. The Woolmer Hill Project was a key part of the delivery of the wider Wey Hill Project and had been funded by CIL monies and the capital fund for the Project. The repairs to Farnham Museum were not able to be paid for by capital funds.

The Executive RESOLVED that the discretionary projects and their proposed funding for the 2021/22 Capital Programme as listed in Annexe 1 be approved.

Reason: In order that funds can be allocated, and the projects can commence.

EXE 13/21 CHANGE PROPOSALS TO THE CORPORATE PERFORMANCE INDICATORS SET FOR 2021/2022 (Agenda item 13)

The Leader of the Council introduced the report which set out changes to Corporate Performance Indicators for 2021/22, which had been discussed in detail at all four Overview and Scrutiny Committees.

The Executive RESOLVED that having considered the comments and recommendations from the Overview and Scrutiny Committees, the changes to the set of performance indicators (PIs) as set out in the table set out in the report, starting from 1 April 2021, be approved.

Reason: the organisation conducts an annual review of the corporate performance indicators to evaluate their continued appropriateness in the light of any new legislation or changes to organisational needs and priorities.

The meeting commenced at 6.00 pm and concluded at 8.57 pm

Chairman

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WAVERLEY BOROUGH COUNCIL

COUNCIL

6 JULY 2021

Title:

LGBCE Boundary Review – Warding pattern submission

Portfolio Holder: Cllr Paul Follows, Leader of the Council

Head of Service: Robin Taylor, Head of Policy & Governance

Key decision: Yes

Access: Public

1. Purpose and summary

1.1 The Electoral Review of Waverley Borough Council began in 2020. Following submissions to the Local Government Boundary Commission for England (the Commission) on council size, the council has been notified that the Commission is minded to recommend a council size of 50. The next stage of the review is the consultation stage on new ward boundaries to accommodate 50 councillors.

1.2 It is the Commission's responsibility to develop and publish draft recommendations on ward patterns, and there will be an opportunity to comment on these later in the year (October – December 2021). The Commission invites submissions from the council and any other interested parties to inform its development of recommendations. The council is not required to produce a fully worked up proposal for ward patterns, but it is clearly in the council's interest to engage with the process.

1.3 Section 4 of this report outlines the approach of the cross-party Member Working Group to considering options for warding patterns, taking account of the criteria of the Commission to have wards that have electoral equality, reflect the interests and identities of local communities, and promote effective and convenient local government. The Annexes attached show the options considered; the warding pattern that the Working Group recommends is submitted to the Commission; and, qualitative comments on warding issues that the Working Group recommends are also submitted to the Commission to inform its development of warding patterns.

2. Recommendation

That the Executive recommends to Full Council that Waverley makes a submission on future warding patterns to the Local Government Boundary Commission for England comprising Option 2 on Annexe 1 and illustrated in Annexe 2; plus the qualitative comments on warding issues as set out in Annexe 3.

3. **Reason for the recommendation**

- 3.1 The recommendation enables the council to make a submission to the Commission on the future warding pattern for the council. The deadline for submissions is 19 July 2021.

4. **Background**

- 4.1 The Commission's deadline for submissions on warding patterns is 19 July 2021, with the following timetable for the remainder of the Boundary Review:

Consultation on Warding Patterns	11 May 2021 – 19 July 2021
Consultation on draft recommendations	5 October – 13 December 2021
Final recommendations considered by Commission	1 March 2022
Order laid	Spring 2022
Order made	Summer 2022
Implementation	May 2023

Details of the review are available on the [LGBCE website](#).

- 4.2 A cross-party Member Working Group¹ has been convened to review possible options for ward patterns, based on the recommended council size (50) and the Commission's criteria:

- **Delivering electoral equality for local voters** – ensuring that each local councillor represents roughly the same number of people so that the value of each vote is the same regardless of where a person lives in the local authority area.
- **Reflecting the interests and identities of local communities** – establishing electoral arrangements which, as far as possible, maintain local ties and where boundaries are easily identifiable.
- **Promoting effective and convenient local government** – ensuring that the new wards can be represented effectively by their elected representative(s) and that the new electoral arrangements as a whole allow the local authority to conduct its business effectively. In addition, the Commission must also ensure that the pattern of wards reflects the electoral cycle of the council.

4.3 **Delivering electoral equality for local voters**

- 4.3.1 Based on the recommended council size of 50, and the forecast electorate for 2027 of 105,281 (based on population projections which include the effects of housing developments in the Borough), the target average electorate per councillor is 2,106. The Commission will allow a variance of up to +/-10% from the target ratio:

	-10%	Target ratio	+ 10%
1 councillor	1,895	2,106	2,317
2 councillors	3,790	4,211	4,632
3 councillors	5,685	6,317	6,949

¹ Cllrs John Ward (Chairman), Maxine Gale, Martin D'Arcy, Robert Knowles, Peter Nicholson, and Nick Palmer.

4.3.2 Based on this ratio the following table indicates which wards by 2027 will have a variance from this number of more than a 10% (yellow) and more than 20% (red).

Name of ward	Number of cllrs per ward	Electorate 2027	Variance 2027 to current ratio	Variance to 50 Cllr ratio (2106)
Alfold, Cranleigh Rural & Ellens Green	1	3,621	+96%	+72%
Blackheath & Wonersh	1	1,562	-15%	-26%
Bramley Busbridge & Hascombe	2	3,780	+2%	-10%
Chiddingfold & Dunsfold	2	3,206	-13%	-24%
Cranleigh East	3	6,169	+11%	-2%
Cranleigh West	2	4,165	+13%	-1%
Elstead & Thursley	2	3,211	-13%	-24%
Ewhurst	1	1,798	-3%	-15%
Farnham Bourne	2	3,374	-9%	-20%
Farnham Castle	2	4,229	+14%	0%
Farnham Firgrove	2	3,411	-8%	-19%
Farnham Hale & Heath End	2	3,516	-5%	-17%
Farnham Moor Park	2	4,755	+29%	+13%
Farnham Shortheath & Boundstone	2	3,408	-8%	-19%
Farnham Upper Hale	2	3,501	-5%	-17%
Farnham Weybourne & Badshot Lea	2	4,131	+12%	-2%
Farnham Wrecclesham & Rowledge	2	3,631	-2%	-14%
Frensham Dockenfield & Tilford	2	3,292	-11%	-22%
Godalming Binscombe	2	3,215	-13%	-24%
Godalming Central & Ockford	2	4,561	+23%	+8%
Godalming Charterhouse	2	3,179	-14%	-25%
Godalming Farncombe & Catteshall	2	3,932	+6%	-7%
Godalming Holloway	2	3,493	-5%	-17%
Haslemere Critchmere & Shottermill	3	5,025	-9%	-20%
Haslemere East & Grayswood	3	5,389	-3%	-15%
Hindhead	2	3,447	-7%	-18%
Milford	2	3,631	-2%	-14%
Shamley Green & Cranleigh North	1	1,477	-20%	-30%
Witley & Hambledon	2	3,174	-14%	-25%

4.3.3 The advice from the Commission is to start with a blank page and draw up new boundaries without regard to previous ward boundaries. Given the Commission's decision to reduce the number of councillors from 57 to 50, this is reasonable and

necessary, with one caveat: that it would be advisable to look at parishes as initial building blocks.

4.4 Reflecting the interests and identities of local communities

- 4.4.1 Community identity and interest can be hard to define as it can mean different things to different people. The Commission want to see submissions which explain what a community is and what defines it and marks it out as distinct from others. This could include the location of public facilities, such as doctors' surgeries, hospitals, libraries or schools. However, such facilities are not an end in themselves and to be included as a definition of a community should provide a focus for community interaction as distinct from their role as points of service delivery to individual citizens.
- 4.4.2 The Commission want to see boundaries that are easily identifiable, will be long lasting and will not break local ties. Factors to be taken into account include the location and boundaries of parishes and the physical features of the local area such as major roads, railway lines, green space and rivers. Such natural and geographical boundaries could be overlaid onto the parish boundary map as far as they reflect real boundaries as experienced by residents. In some areas, particularly rural ones, a ward may be greater in physical extent than an identifiable community. It can be acceptable to the Commission to combine two or more distinct and separate communities within a single ward.

4.5 Promoting effective and convenient local government

- 4.5.1 In the Council Size Submission to the Commission, the council put forward a strong preference for two member wards as it was "felt that they would be highly beneficial for electors in terms of choice, availability to the electorate and resilience in case vacancies arise. The council would certainly not wish for any wards to have only one councillor." The Commission state no preference for the number of councillors per ward but would not normally recommend above three per ward.
- 4.5.2 Wards should be 'internally coherent', that is to say, there are reasonable road links across the ward so that it can be easily traversed, and that all electors in the ward can engage in the affairs and activities of all parts of it without having to travel through an adjoining ward.

4.6 Parishes

- 4.6.1 Reviews can have consequences for parishes and legislation requires the Commission to make recommendations to the effect that:
- every ward of a parish having a parish council (whether separate or common) must lie wholly within a single electoral division of the relevant county council, and a single ward of the relevant district council; and
 - every parish which is not divided into parish wards must lie wholly within a single electoral division of the county council and a single ward of the district council.
- 4.6.2 Waverley has eight parishes with wards. These are: Cranleigh, Farnham, Godalming, Haslemere, Frensham, Ewhurst and Ellens Green, Wonersh and

Witley. Currently there are parishes which are divided between different Borough wards eg Cranleigh parish.

4.7 **Ward names**

4.7.1 Where appropriate, councils and communities can suggest appropriate names for wards that reflect community identities and mean something to local people. Names should be distinct and easily identifiable. However, where wards remain largely unchanged (which is unlikely in this review), the existing name should usually be retained. This supports continuity of identification with an area and voting processes. Ward names can be altered, even where there has been little or no change to electoral boundaries, where there is good reason for change. For example, where community identity has clearly changed over time, a different ward name may better reflect the constituent communities of the proposed electoral area. Ward names should be short, where possible, and not attempt to describe an area exhaustively, eg by reference to all or a number of parishes it encompasses.

4.8 **Methodology**

4.8.1 The Member Working Group has considered a number of options for re-drawing the ward boundaries to achieve an equitable councillor/elector ratio given a council size of 50. These are shown on Annexe 1. The Working Group deliberately has not attempted to re-align the ward boundaries for Farnham, Godalming and Haslemere Town Council, and Cranleigh Parish Council areas. Based on achieving electoral equality, an indicative number of councillors (and wards) is suggested.

- Option 1 aims to meet the council's preference for 2 Member wards. However, this cannot be achieved without also having a number of 1 Member wards. There are two wards with electoral variance exceeding 10%.
- Option 2 combines more of the villages into 3 member wards (Alfold, Dunsfold & Chiddingfold; Eastern villages; Western villages; Witley & Milford). It also adjusts Haslemere up to 7 members, and Cranleigh down to 5 members, but combines Cranleigh and Ewhurst to avoid having a single 1 member ward. All wards are within the +/-10% tolerance.
- Options 3a, 3b and 3c look at different combinations of Milford, Witley, Chiddingfold and Hambledon. They all drift outside the +/-10% tolerance to some degree. 3b could work but would need the BC to increase the council size to 51.

4.8.1 Given the time constraints on the council to make a submission to the Commission, the Working Group has agreed to recommend to the Executive that the Council's submission on warding patterns is based on Option 2 as set out in Annexe 1 and shown on Annexe 2.

4.8.2 As part of its consideration, the Working Group has invited all councillors to comment on any significant issues or anomalies with their current ward that they would wish to have addressed through the current exercise. A number of comments have been received which add valuable local intelligence from ward councillors, and these are set out in Annexe 3. The Working Group recommends that these are included in the Council's submission to the Commission, to inform their recommendations on warding patterns.

5. Relationship to the Corporate Strategy and Service Plan

- 5.1 The review's core principles of establishing, as far as possible, a structure for fair and accountable local democracy reflects the Council's vision, particularly open, democratic and participative governance.

6. Implications of decision

6.1 Resource (Finance, procurement, staffing, IT)

The Commission has confirmed that most of the work for the review is undertaken by the Commission. However, there is inevitably an overhead of staff time in preparing data and supporting the process which is being met from current approved resource. Members of the Value for Money Overview & Scrutiny Committee have asked to be updated on the Council resources applied to the review.

6.2 Risk management

Appropriate risk assessments will be undertaken as necessary.

6.3 Legal

The Boundary Review is conducted by the Commission in accordance with statute. Any changes to the district will be made by Parliamentary Order to take effect at the next Borough Council elections in May 2023. The Council has a duty to support the Commission's work and to provide input to that work.

6.4 Equality, diversity and inclusion

There are no direct equality, diversity or inclusion implications in this report. The aim of the Boundary Review is to achieve electoral equality between electors in Waverley. Public consultation stages will be conducted by the LGBCE and will therefore be subject to the Commission's own equality impact assessment process.

6.5 Climate emergency declaration

There are no direct climate emergency implications arising from the recommendations in this report.

7. Consultation and engagement

- 7.1 Consultation is a major part of the Boundary Review process. At the start of the review, briefing sessions have been held for all Borough Councillors and a similar event has been held for the Town and Parish Councils. A further briefing is being arranged for Borough Councillors on the warding process.

- 7.2 The Commission will conduct a public consultation on their draft recommendations between October and December 2021.

8. Other options considered

- 8.1 The review is being conducted by the Commission, and the council is invited to contribute to and inform the Commission's considerations. It is in the interest of the council to engage with this process and make a submission on the potential future

ward pattern. A cross-party Member working group is a common approach used to develop a submission to the Commission.

9. Governance journey

- 9.1 This report contains a recommendation from the cross-party Member Working Group, for consideration by the Executive (22 June) and endorsement to Full Council (6 July).

Annexes:

Annexe 1 – Potential ward patterns

Annexe 2 – Warding pattern – Option 2

Annexe 3 - Comments from ward councillors to be passed to the Boundary Commission

Background Papers

There are no background papers, as defined by Section 100D(5) of the Local Government Act 1972).

CONTACT OFFICER:

Name: Robin Taylor
Position: Head of Policy & Governance
Telephone: 0148 3523108
Email: robin.taylor@waverley.gov.uk

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Potential ward patterns

Name of ward	Number of cllrs per ward	Electorate 2027	Variance 2027
Option 1			
Alfold & Dunsfold	2	3,804	-10%
Blackheath & Wonersh & Shamley Green	1	2,464	17%
Bram. Busb. Hasc. & Hamb	2	4,417	5%
Cranleigh (all wards) 3 wards	6	11,362	-10%
Chiddingfold	1	2,336	11%
Elstead & P'perharow	1	2,271	8%
Ewhurst & Ellens Green	1	2,031	-4%
Farnham (all wards) 8 wards	16	33,955	1%
Frensh. Dock. Tilfd. Churt & Thurs	2	3,843	-9%
Godalming (all wards) 4 wards	9	18,380	-3%
Haslemere (all wards) 3 wards	6	13,860	10%
Witley & Milford (Witley PC)	3	6,557	4%
	50	105,280	
Option 2			
Alfold & Dunsfold & Chidd.	3	6,141	-3%
Bram. Busb. Hasc. & Hamb & Wonersh (<i>Eastern villages</i>)	3	6,881	9%
Cranleigh & Ewhurst (all wards) 3 wards	6	13,393	6%
Frens. Dock. Tilfd. Churt & Thurs & Elstd (<i>Western villages</i>)	3	6,114	-3%
Farnham (all wards) 8 wards	16	33,955	1%
Godalming (all wards) 4 wards	9	18,380	-3%
Haslemere (all wards) 3 wards	7	13,860	-6%
Witley & Milford (Witley PC)	3	6,557	4%
	50	105,280	
Option 3a			
Alfold & Dunsfold	2	3,804	-10%
Bram. Busb. Hasc. & Hamb & Wonersh (<i>Eastern villages</i>)	3	6,881	9%
Cranleigh (all wards) 2 wards	5	11,362	8%
Frens. Dock. Tilfd. Churt & Thurs & Elstd (<i>Western villages</i>)	3	6,114	-3%
Ewhurst & Ellens Green	1	2,031	-4%
Farnham (all wards) 8 wards	16	33,955	1%
Godalming (all wards) 4 wards	9	18,380	-3%
Haslemere (all wards) 3 wards	7	13,860	-6%
Milford	2	3,631	-14%
Witley & Chidd.	2	5,262	25%
	50	105,280	

Potential ward patterns

Option 3b

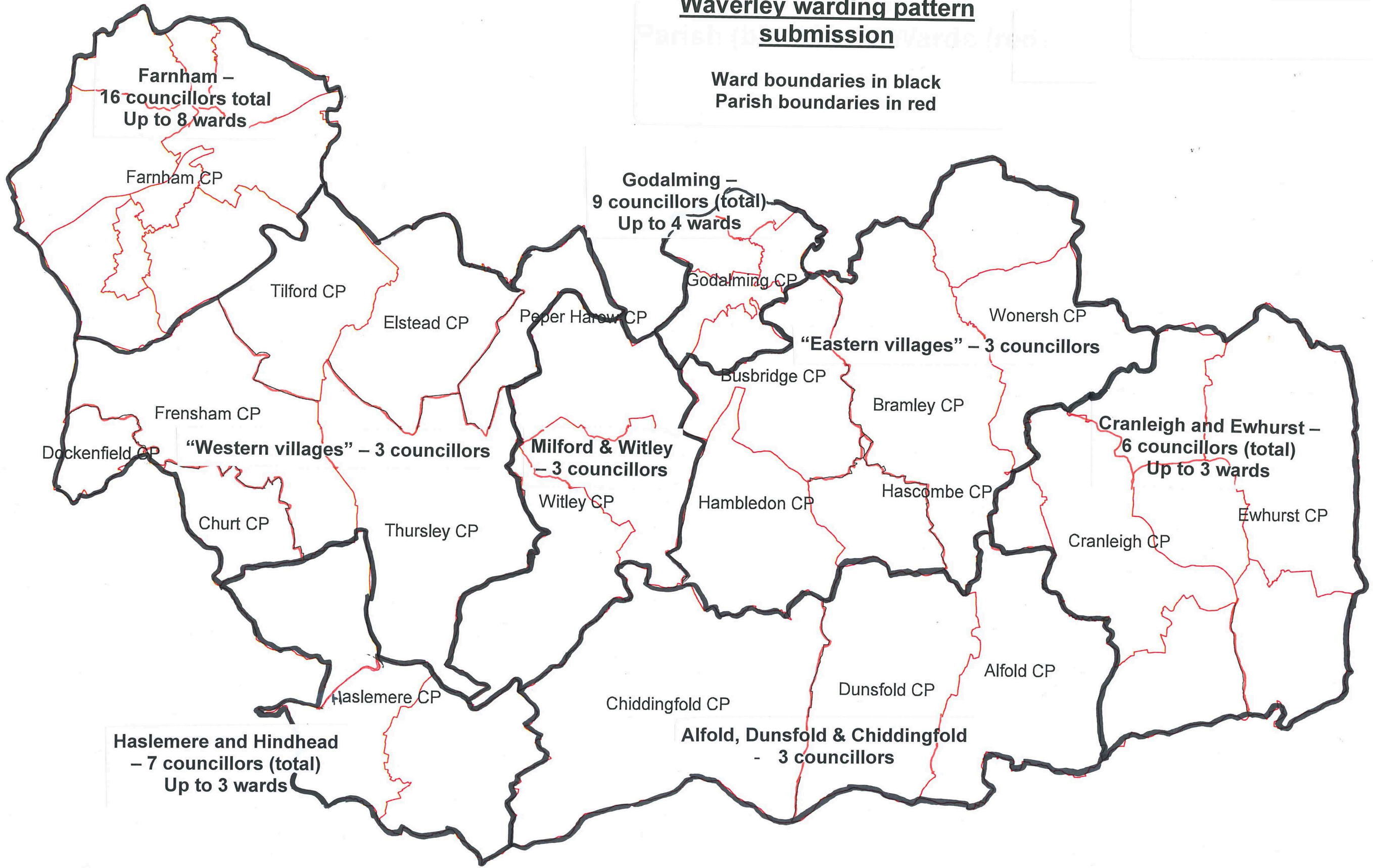
Alfold & Dunsfold	2	3,804	-10%
Bram. Busb. Hasc. & Hamb & Wonersh (<i>Eastern villages</i>)	3	6,244	-1%
Cranleigh (all wards) 2 wards	5	11362	8%
Frens. Dock. Tilfd. Churt & Thurs & Elstd (<i>Western villages</i>)	3	6,114	-3%
Ewhurst & Ellens Green	1	2,031	-4%
Farnham (all wards) 8 wards	16	33,955	1%
Godalming (all wards) 4 wards	9	18,380	-3%
Haslemere (all wards) 3 wards	7	13,860	-6%
Milford	2	3631	-14%
Witley & Chidd.& Hamb.	3	5,899	-7%
	51	105,280	

Option 3c

Alfold & Dunsfold	2	3,804	-10%
Bram. Busb. Hasc. & Hamb & Wonersh (<i>Eastern villages</i>)	3	6,244	-1%
Cranleigh (all wards) 2 wards	5	11362	8%
Frens. Dock. Tilfd. Churt & Thurs & Elstd (<i>Western villages</i>)	3	6,114	-3%
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Farnham (all wards) 8 wards	16	33,955	1%
Godalming (all wards) 4 wards	9	18,380	-3%
Haslemere (all wards) 3 wards	7	13,860	-6%
Milford & Witley	3	6557	4%
Chidd. & Hambledon	1	2,973	41%
	50	105,280	

Waverley warding pattern submission

Ward boundaries in black
Parish boundaries in red



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Comments from ward councillors to be passed to the Boundary Commission

1. Cllr Maxine Gale, Ward Member for Witley & Hambledon

Witley Parish is currently split across three wards (Witley & Hambledon, Milford, and Elstead & Thursley) which means that it is represented on Waverly Borough Councillors by six borough ward councillors. The proposed warding pattern of a new three-Member ward for the Witley Parish area would address this inefficiency in local government representation.

2. Cllr Joan Heagin, Ward Member for Godalming Holloway

The majority of Holloway ward lies within the ecclesiastical parish of Busbridge, and most residents of Holloway ward would describe themselves as living in Busbridge. Busbridge church, Busbridge village hall, Busbridge infant and Busbridge junior schools are all within Holloway ward. It does cause confusion, including Holloway ward residents contacting Bramley, Busbridge and Hascombe (BBH) ward councillors. The ecclesiastical parish map shows that it is really only parts of Bargate Wood that are in Holloway, but not also in the Busbridge ecclesiastical parish -

<https://www.achurchnearyou.com/search/?lat=51.1762324&lon=-0.6008393&place=Old+Rectory+Gardens%2C+Godalming+GU7+1XB%2C+UK&text=>

Some review of Godalming wards is clearly going to be needed, and as part of that maybe some consideration could be given to a new Busbridge & Holloway ward. There are also some properties within Holloway ward currently that would more logically fit within Ockford & Central. These are:

- bottom of Holloway Hill; Rock Place, Firgrove cottages, Troy House and Holt House
- Harvest Hill
- Hazelwood Cottages
- Bonnybrae and Merryhills in Croft Rd
- random properties at the bottom of Brighton Road; everything north of Latimer Road should be Ockford & Central
- top 3 houses in Grove Road
- Busbridge Sidings (which is up a track off Portsmouth Rd)

3. Cllr Carole Cockburn, Ward Member for Farnham Bourne

Farnham was divided up artificially last time, leading to nine wards that bore little relation to the natural pattern of community.

Part of the Bourne parish was transferred to Firgrove, a concocted ward with no rationale other than size of population. Moor Park was created and had streets north of the bypass added to make up the numbers.

As Farnham is fully parished with strong communities, it makes more sense to start with parishes and look for natural divisions and then to sort out the required number of councillors per ward (possibly 3-councillor wards again in places).

This really came to the fore in the production of local planning documents: nobody spoke up for parts of Farnham, as they didn't realise they lived there!!

WAVERLEY BOROUGH COUNCIL

COUNCIL

6 JULY 2021

Title:

Local Government Collaboration

Portfolio Holder: Cllr Paul Follows, Leader of the Council

Head of Service: The options in this report could affect all services and all members of the Senior Management Team. It, therefore, comes under the authority of the Management Board and the Statutory Officers.¹ Noting that they may have a personal interest in some of the outcomes, external advice has been received on Annexe 2 (authored by the Local Government Association/Local Partnerships) and Annexe 3 (authored by South East Employers).

Key decision: Yes

Access: Part Exempt

Note pursuant to Section 100B(5) of the Local Government Act 1972:

Annexe 3 to this report contains exempt information by virtue of which the public is likely to be excluded during the item to which the report relates, as specified in Paragraph 4 of Part I of Schedule 12A to the Local Government Act 1972, namely: Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority. Members are asked not to disclose the contents of this annexe.

1. Purpose and summary

1.1 The Executive meeting of 9 February 2021 endorsed “the development of an initial options appraisal for collaboration with Guildford Borough Council”. This resolution was then discussed at the Council meeting that commenced on 25 February 2021.²

¹ Tom Horwood (Chief Executive/Head of Paid Service), Graeme Clark (Strategic Director/Section 151 Officer), Annie Righton (Strategic Director), Robin Taylor (Monitoring Officer).

² Minute EXE 73/20 at <https://modgov.waverley.gov.uk/ieListDocuments.aspx?CId=132&MId=3493>. Minute CNL 95/20 at <https://modgov.waverley.gov.uk/ieListDocuments.aspx?CId=130&MId=3496>.

1.2 This report updates the Executive on the development of that initial options appraisal by the Local Government Association/Local Partnerships (LGA)³ and seeks direction on the next steps for collaboration with Guildford Borough Council.

2. Recommendation

2.1 It is recommended that the Executive consider this report and the attached Annexes and, on the strength of the LGA report and the risk appraisal:

- Recommend to Council one or more of the options in paragraph 4.10, *or*
- Recommend to Council an alternative option, *or*
- Agree to cease this collaboration project at this time.

2.2 In the case of the third possibility, a recommendation will not be required to Council.

3. Reason for the recommendation

3.1 To seek direction on the next steps for collaboration with Guildford Borough Council or to close this project for the immediate future.

4. Background

4.1 Previous reports have described the events of 2020 that led to the eleven district councils in Surrey commissioning a report on local government collaboration by KPMG.⁴ The KPMG report presented a strong case for councils to work together more closely in the context of continued funding reductions from central government and the financial consequences of the Covid pandemic. It was notable and unsurprising that KPMG identified that Waverley and Guildford boroughs could be natural partners, given the geography, infrastructure links and similar sizes. Despite the councils having made efficiencies and cut costs in recent years, both face extremely difficult financial challenges. In this context, the political leaderships of the two councils, supported by senior officers, held initial discussions in an informal working group about how the two councils can collaborate in the future. The expected outcomes of this work are the retention of two separate democratic councils, but with greater sharing of resources and staffing. It was quickly identified that there are two broad approaches to the transformation needed to sustain services and delivery financial savings at scale.

Service-by-service business cases

4.2 Services, back office functions and procurement opportunities would be reviewed to produce a set of business cases to set financial targets and deadlines. Selected projects would be implemented as specific shared services, while the rest of the two councils and the management teams remain separate. Business cases would also explore the preferred operating model for each shared service. For example, whether the services will be managed by one council as lead authority contracting to the other; a joint procurement of a third party contractor; a joined resource with a clear legal agreement on cost/benefit

³ Local Partnerships is a specialist consultancy team jointly owned by the Local Government Association, HM Treasury and the Welsh Government: <https://localpartnerships.org.uk/about/>.

⁴ <https://modgov.waverley.gov.uk/documents/s39201/Feb%202021%20Executive%20LG%20collaboration.pdf>.

sharing; a new company as a separate legal entity owned jointly by the two councils as shareholders; or another model.

Single officer team

4.3 A single management team would be established early on to progress the full integration of the officer teams in both councils into one. The single management team would prioritise those areas that will most assist the transformation alongside those with the biggest potential savings. The objective would be to have one shared officer resource working for two separate democratic councils. This would be underpinned by a comprehensive legal agreement and, as with the shared services option, financial targets and deadlines would be set within a business case.

4.4 Examples of both of these approaches have worked successfully elsewhere for over a decade.⁵

4.5 The Executives of both councils agreed that further work was required to assess the two options and the LGA was invited to support this work and to provide independent input. The LGA facilitated two workshops so that the two Executives could meet together and articulate a 'vision statement' reflecting their preferred ambitions. Senior officers joined for part of the first workshop only. The resulting vision statement is at [Annexe 1](#).

4.6 The vision statement demonstrates the two Executives see collaboration as driven by more than the serious financial challenges that face all borough councils. There is an ambition to "protect, improve, and expand discretionary services, and explore new services". The Executives wish to "support and strengthen our parish and town councils' democratic and local mandates" and be "well-prepared" if the local government reorganisation question arises again. The Executives aim to enhance both councils' ambitions for carbon neutrality, "use the best of both councils" and "protect/create local jobs". Their stated focus is on "better outcomes for residents and communities" that might arise from collaboration, potentially "go[ing] beyond shared management and shared services and be[ing] strategic in intent ... to secure a longer-term sustainable future".

4.7 The LGA, through its consultancy arm, Local Partnerships, was also asked for a high-level financial appraisal, with the following objectives:

Aim: provide a first-cut assessment of the key areas that will define whether and to what extent greater partnership working can deliver benefits for both councils, particularly an estimate of the savings that could arise to each from the two partnership options under consideration.

Scope: the assessment would build on the recent work with KPMG and, specifically:

- 1. Confirm the strategic drivers behind the closer working and identify the critical success factors for the two councils*
- 2. Investigate the alignment opportunities within existing and potential collaborations and partnerships in relation to:*

⁵ A good early account of shared services and management by councils is in the LGA guide for councils at <https://www.local.gov.uk/sites/default/files/documents/shared-services-and-manag-b7d.pdf>. The LGA reports that, in 2019, there were sixty councils in England in shared senior management arrangements and many more in localised shared service partnerships. See also <https://www.local.gov.uk/our-support/efficiency-and-income-generation/shared-services/shared-services-map>.

- a. *Strategies*
- b. *Services*
- c. *Systems*
- 3. *Provide a broad estimate of the potential financial saving opportunities and possible investment requirements, looking at, for example;*
 - a. *Staffing – numbers, costs, churn, terms and conditions*
 - b. *Reserves*
 - c. *Contracts and third party spend*
 - d. *Capital programme and commitments*
 - e. *Operational estate*
- 4. *Assess future changes and risk attached to the two partnerships options being considered*
 - a. *Speed and scale of savings realisation*
 - b. *Implications of forthcoming White Paper – devolution and local recovery*
 - c. *Digitalisation – clients and workforce*
 - d. *Post-pandemic recovery*

4.8 The LGA's appraisal is at Annexe 2. It recommends that a shared officer structure will provide the most potential for savings.

4.9 As some of the potential ways forward could have implications for the employment status of some employees, South East Employers has been engaged to provide Human Resources advice to the two Executives, with the support of both councils' senior HR professionals. (Exempt) Annexe 3, provided by South East Employers, sets out a summary of key HR considerations at this time. As this has implications most immediately for the Council's Chief Executive, he will not participate in this agenda item and will leave the Council Chamber while it is being debated.

4.10 It is now necessary for the Executive to agree a way forward for future collaboration with Guildford Borough Council or to stand down this project for now. This direction to officers is important to avoid any distraction from the delivery of the Council's other key priorities. The Executive is asked to indicate preferred options from the following list, or to modify the options. Guildford Borough Council's Executive and Full Council meetings are due to discuss a similar report on 6 July.

Option A: Do nothing further

Cease this project for the time being and do not commission further collaboration with Guildford Borough Council. (This will not require a recommendation to Council.)

Option B: Commission further research with a defined scope

Decide what further specific evidence is required before any decision on collaboration can be reached, define the scope of that research, and ask officers, in collaboration with peers at Guildford Borough Council, to bring forward a project proposal for conducting this work, with costs, benefits and risks identified.

Option C: Shared services

Decide that a shared services approach is most appropriate, and ask officers, in collaboration with peers at Guildford Borough Council, to bring forward by 30 September 2021 a governance model for overseeing collaboration on a specific set of shared services and procurements that will provide optimum benefit for as little disruption as possible.

Option D: Shared headquarters

Noting the LGA report's commentary and the proximity of the two councils' current principal offices (4 miles), decide to collaborate on a project to explore whether a single headquarters for the two councils is financially advantageous, while otherwise remaining as two distinct organisations.

Option E: Single management team

Decide that a single shared management team, comprising a chief executive, directors and heads of services, is the most appropriate means for bringing forward business cases for future collaboration. The two councils will share a management structure, who will be responsible for recommending further collaboration, service by service. Independent support will be engaged to recruit to senior roles, reflecting the independent advice in (Exempt) Annexe 3.

Option F: Single staffing team

Decide that a single staffing team is the objective, creating one staffing organisation serving two democratic councils. The process will start with the management team, who will then bring forward plans for how a single staffing organisation will be implemented in their areas of responsibility. Independent support will be engaged to recruit the management team, reflecting (Exempt) Annexe 3.

4.11 If collaboration is agreed, an appropriate governance model will be required, and officers would bring forward proposals for consideration. This will need to reflect the nature of the collaboration. In other council partnerships, this has included elements such as: a shared Executive sub-committee or steering group; a shared officer project team working on the transformation required; and the involvement of the councillor Scrutiny function. The councils would design a model that works best for the partnership. This could involve a formal joint committee with powers delegated to it or a joint committee that makes recommendations to each Executive. An Inter-Authority Agreement covering how the partnership will be governed, including cost- and risk-sharing, dispute resolution and exit clauses will be required.

5. Relationship to the Corporate Strategy and Service Plan

5.1 The *Corporate Strategy 2020-25* emphasises “open, democratic and participative governance”, “high quality public services accessible for all”, and “a financially sound Waverley, with infrastructure and resilient service fit for the future”. These principles will continue to guide our approach to this project.

6. Implications of decision

6.1 Resource (Finance, procurement, staffing, IT)

6.1.1 Up to £15,000 was set aside to progress this project, and the work has stayed within budget. Collaboration across councils could provide significant financial benefits, as indicated in the LGA options appraisal.

6.1.2 Waverley Borough Council's Medium-Term Financial Plan (MTFP), approved by the Council in February 2021, identified an estimated total in-year budget gap of £2.3million over the period 2022-23 to 2025-26. The Council approved a balanced budget for 2021-22. If no action were taken then there would be a total cumulative budget gap for the period 2022 to 2026 is £5.8million, however savings identified through the savings

programme should be annual on-going savings so that savings identified in year 1 of the medium term plan create the same benefit in the following years of the plan. As such the total cumulative gap would only represent the total level of savings required if those savings were one-off saving actions that would not generate benefits in future years. The report to Council stated that “collaboration with other councils and shared service opportunities” would be explored, alongside other measures to deliver the savings, such as its business transformation programme, income generation projects and review of existing expenditure and investments. If savings are not achieved through a formal collaboration with Guildford BC, Waverley will continue its endeavours to balance its budget through further efficiency and cost reduction programmes and raising additional income. These measures may still involve working with other councils to unlock savings that could not otherwise have been delivered.

6.1.3 Guildford Borough Council has confirmed that, whilst its major transformation programme ‘Future Guildford’ is on course to deliver savings of around £8 million, the estimated total in-year budget gap over the period 2022-23 to 2025-26 is around £6.0 million. Therefore, the Council needs to identify a range of savings opportunities to achieve a balanced budget in the medium term. Collaboration between Guildford and Waverley Borough Councils is one of four key strands of the Council’s savings strategy which was approved by Executive in November 2020, together with reviews of discretionary services, operational assets and capital programmes. The savings programme targets savings of £1.5 million through joint working with Waverley. If these are not achieved, greater spending reductions will be required in other areas, particularly discretionary services. If no action were to be taken at all, over the same 4-year period there would be a total cumulative budget shortfall of £16.4million, however savings identified through the savings programme should be annual on-going savings so that savings identified in year 1 of the medium term plan create the same benefit in the following years of the plan. As such the total cumulative gap would only represent the total level of savings required if those savings were one-off saving actions that would not generate benefits in future years.

6.1.4 Noting that councils use different assumptions to build their forecasts and that care should be taken with comparisons, the respective MTFP positions are illustrated in the table below, after income/savings measures, use of reserves and council tax increases:

Year	Waverley		Guildford*	
	In-year budget gap	Cumulative budget gap if no action taken	In-year budget gap	Cumulative budget gap if no action taken
2022/23	£0.8m	£0.8m	£2.7m	£2.7m
2023/24	£0.4m	£2.0m	£0.6m	£6.0m
2024/25	£0.3m	£3.5m	£1.0m	£10.4m
2025/26	£0.8m	£5.8m	£1.7m	£16.4m
Total	£2.3m		£6.0m	

**Updated since February 2021. As explained on page 10 of Annexe 2, the Councils use different assumptions and bases to build their forecasts and are at different stages in evaluating them for both incorporation in published analyses and implementation. The respective MTFP positions presented above should be treated as illustrative only and not be assumed to be directly comparable.*

6.1.5 In order to progress the collaboration to the next stages following the financial feasibility study, further expenditure will be required to produce a detailed business case. It is proposed that the cost of this further detailed business case will be split between the two Councils should a decision to progress to the next stage be made. The business case will establish further detail around how the savings can be achieved and should be able to quantify some additional savings from the benefits identified in the feasibility study which were not quantifiable at this point in time. The business case will also identify the costs associated with implementation of the collaboration.

6.2 Risk management

6.2.1 Annexe 4 contains a strategic risk register to inform this discussion. If collaboration is pursued, this can be developed further with likelihood/impact ratings, metrics and mitigations. The ratings will depend on the Option pursued.

6.3 Legal

6.3.1 In relation to shared services and staffing, section 113 of the Local Government Act 1972 provides that any local authority may enter into an agreement with another local authority for the placing at the disposal of the latter for the purposes of their functions on such terms as may be provided by the agreement, of the services of officers employed by the former. The starting point for any shared arrangement under Options C, E and F would be the creation of a Section 113 Agreement, from which various other agreements would flow (depending on the specifics of the arrangements) that would establish methods of governance, strategic and operational management, decision-making, financial and any other working arrangements that would need to be agreed between the two authorities. These arrangements have been put in place by many local authorities across the country in a variety of partnerships.

6.4 Equality, diversity and inclusion

6.4.1 Equality impact assessments are carried out when necessary across the council to ensure service delivery meets the requirements of the Public Sector Equality Duty under the Equality Act 2010. There are no immediate equality, diversity or inclusion implications in this report's recommendations. Impact assessments may be required as proposals are developed and implemented, and will be reported as appropriate.

6.5 Climate emergency declaration

6.5.1 The climate change emergency declaration and the urgent target for net zero carbon by 2030 is a critical objective for Waverley Borough Council. While no specific impacts on the climate emergency declaration have been identified as a consequence of this report's recommendation, the Council will be assessing and prioritising the environmental, climate and carbon impacts of any proposals that emerge. It may be noted that Guildford Borough Council, like Waverley, has declared a climate emergency and stated an ambition to "work towards making the Council's activities net-zero carbon by 2030"; potential synergies across the two councils can be explored as part of this project.

7. Consultation and engagement

7.1 No external consultation has yet taken place, beyond discussions between the Executives of the two councils. As options are developed further, engagement with parish/town councils, community groups and the wider public may be desirable as any impacts on those stakeholders are identified. An internal briefing for all councillors took place on 16 June.

8. Other options considered

8.1 The alternative option to collaboration would be to cease the development of options and forego any benefits that the attached appraisal identifies. It will be most helpful to officers if the Executive could indicate at this meeting whether collaboration options should continue to be developed, and, if so, the preferred approach.

9. Governance journey

9.1 This report is for decision by the Executive on 22 June, for comment by the Value For Money Overview and Scrutiny Committee on 29 June, and for decision by Council on 6 July 2021. Note that Guildford Borough Council currently intends to discuss this item at its Executive and Council meetings on 6 July. If the two Councils do not agree on the way forward, further informal conversations between the Executives may be required before any proposal comes forward, or the collaboration project could cease for the time being.

Annexes:

Annexe 1 – Vision statement for Waverley-Guildford collaboration

Annexe 2 – Financial feasibility study *by the LGA*

Annexe 3 – Advice on human resources implications *by SE Employers* [Exempt]

Annexe 3 addendum – Further HR information

Annexe 4 – Strategic risk analysis

Background Papers

There are no background papers, as defined by Section 100D(5) of the Local Government Act 1972).

CONTACT OFFICER:

Name: Robin Taylor
Position: Head of Policy and Governance
Telephone: 01483 523108
Email: robin.taylor@waverley.gov.uk

Agreed and signed off by:

Legal Services: 11 June 2021
Section 151 Officer: 11 June 2021
Head of Paid Service: 11 June 2021
Portfolio Holder: 11 June 2021

Annexe 1 – Vision statement for Waverley-Guildford collaboration

Agreement noted by the two Executives of Guildford Borough Council and Waverley Borough Council on the scope of their preferred partnering relationship covering: context, vision, principles, ambition, governance arrangements, communication and priority areas for business case development.

Context - Addressing the ‘why’ partner question? Where is the common ground for Guildford and Waverley?

1. Face budget challenges over the next 4 years.
2. Need to make savings beyond internal capacity to do so.
3. Seek to protect, improve, and expand discretionary services, and explore new services.
4. See each other as natural neighbours with common interests geographically, economically and environmentally.
5. Support and strengthen our parish and town councils’ democratic and local mandates.
6. See local government reorganisation and the SCC single mega-unitary as a threat and an opportunity and want to be well-prepared if unitaries become a reality.

Vision - What kind of partnership do we seek? What are the key features that will shape our partnership?

7. The collaboration needs to be enduring and strategic based on the evidence as to what approach is best. We will seek a joint CX and a shared management team to implement the strategic vision. Although finances are the driver, there is scope to deliver services in a way greater than the sum of two councils.
8. Have a preferred partnering arrangement – striving to create one team, one culture to unlock the most gains. Stronger together. The arrangement should be business case led. It should pave the way for future collaboration if initial stages are successful.
9. A long-term, politically led, and sustainable partnership that puts residents and communities first.
10. Seek a ‘equitable powerful together’ collaborative partnership, that ensures the total is greater than the sum of its parts.
11. Focus on the delivery of better outcomes for residents and communities, always acting with the residents and communities at heart.
12. Recognition that there will be differences in service delivery models and priorities between the two councils.
13. A shared ambition to create a new type of council (model/vehicle) that other partners will want to collaborate with or join.

Partnership Principles – scoping the partnership. How will we work together?

15. Each council will retain its own constitution, setting out how it makes decisions, re-organises scrutiny and delegates authority.
16. Each council will continue to set its own council tax and publish its own budget and accounts.
17. Each council will continue to be able to set its own corporate plan, using a common template and language, seeking wherever possible to harmonise ambition.

18. No council can be 'out-voted' by the other council in a way which requires that council to adopt a policy, accept a cost or change a priority that its decision makers are not willing to support.
19. There will be no change in the name of any of the councils.
20. The costs of changes and the benefits achieved from change will be fairly attributed and shared to the satisfaction of both councils.
21. No council will be obliged to break an existing contract.
22. Each council will continue to speak up for its own residents, even where there is an apparent conflict of interest between the councils but will strive to secure an agreed approach where conflict around inward investment opportunities arise.
23. Each council will seek to harmonise wherever possible, but will be able to set its own policy for which and how services are delivered.
24. The councils can commission or grant aid on their own but will seek to harmonise or jointly commission wherever possible.
25. Nothing within the partnership is intended to stop councils developing local ideas about how to support their local communities.
26. Each council will seek to align its internal governance and democratic structures and its relationship to one another.
27. Each council will default to the harmonisation of services wherever possible.
28. The collaboration between GBC and WBC must go beyond shared management and shared services and be strategic in intent.
29. Ambition is to secure a longer-term sustainable future for both councils through collaboration in a preferred partner relationship.
30. Both organisations to retain autonomy, accountability and local identity.
31. The collaboration must have the residents at its heart.
32. The collaboration is not a take-over by one council of the other.
33. The collaboration should support the creation of a new shared organisational team/culture where appropriate, through a single senior management team (chief executive, directors, heads of service), who will make recommendations for further organisational collaboration.

Partnership Ambition – What do we want to achieve together? What is the size of the prize?

34. By working together being bigger, stronger, louder, and more influential, locally, regionally, and nationally.
35. Creating the scale of operation capable of jointly securing financial saving of the magnitude of circa £4m pa based on the 2022/23 budgets as its first milestone and more thereafter.
36. Ensure that the collaboration enhances both councils' ambitions for carbon neutrality.
37. Use the best of both councils to explore scaling and in-sourcing services where there is a business case and protect/create local jobs.
38. Be prepared to propose a positive solution that builds on this partnership if/when the Government makes unitary councils a reality.
39. Maintain existing council priority services and seek to protect and improve non-statutory services.
40. A collaborative partnership that strive to deliver social value and or value for money to local residents, by being innovative in how it operates and works at pace.

Leading Collaboratively – Sharing the leadership. How will the partnership be led and governed?

- 41. A joint working group (JWG) comprising leaders/deputy leaders and CEXs to provide leadership of feasibility studies and business cases.
- 42. JWG reporting to Joint Executive at key decision points.
- 43. Both councils align their governance arrangements including scrutiny to provide oversight of feasibility study.
- 44. JWG to agree a shared disputes protocols and exit strategies if parties subsequently wish to end the partnership.

Multiple voices – one message. How will the partnership be communicated, and staff engaged?

- 45. JWG responsible for all communications and messaging.
- 46. A clear process for agreeing a single message on behalf of the partnership, which can then be tailored for different audiences.
- 47. Regular joint staff briefings – so that staff across all levels are fully engaged in the feasibility study.
- 48. Staff and unions to be consulted and supported through the culture change of shared service working.
- 49. The JWG to set up work-streams where staff and unions can directly input into the feasibility study and bring their ideas to the fore.

Scoping the feasibility study. How will the business cases be prioritised?

- 50. Phase 1 – To determine an approximate order of magnitude around potential net savings that could be generated from increased collaboration and provide an initial view on the implications of the two delivery options being considered.
- 51. Phase 2 – To develop a detailed Business Case to enable these councils deliver their agreed shared service arrangements and realise the benefits including financial savings.



JOINTLY OWNED BY



FINANCIAL FEASIBILITY STUDY: COLLABORATION BETWEEN GUILDFORD BOROUGH COUNCIL AND WAVERLEY BOROUGH COUNCIL

11th June 2021

DRAFT



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EXECUTIVE SUMMARY

The intention of this report is to give Members a sense of the scale of financial benefit that closer partnership working between GBC and WBC could unlock.

It has been undertaken at pace over a short period of time and relied upon existing information that both councils were able to make available alongside publicly available comparator information from other sources.

Our work has taken cognisance of savings made to date by both councils and also the plans identified within respective medium term financial strategies to bridge the gap that changes in local government funding and the COVID pandemic have opened up in district council finances.

We have looked at three sources of savings i.e. staffing; third-party spending and property.

Our view is that c. £1.4m of savings could be achieved from the collective staffing budgets of both councils with c.50% of these predicated on implementing a shared single management structure down to Head of Service level.

The potential savings from property and third party spend have been indeterminable from the data available. However, there is clearly significant merit in jointly undertaking the nascent corporate office projects that both councils have started.

A single shared management team could, over time, facilitate the design and implementation of a transformative workplace strategy that would help maximise the benefits from the office projects and could also help both organisations tackle common issues such as recruitment and retention of staff in valuable areas such as Planning and Economic Development and re-establishing viable leisure services post COVID.

There would, inevitably, be costs associated with a move to a single shared management structure and these would be dependent upon the pace of implementation. The strategy for implementation would need to be subject to a separate piece of work.

There are a number of risks that will need to be considered when taking a decision as to whether and how to move forward. The most significant would be ensuring that corporate restructuring does not adversely impact the achievement of the existing saving targets that need to be made. For the three financial years subsequent to the current one i.e. up to the end of 2024/25, the combined total of savings required by both councils is £3.5m, of which the £1.4m identified in this report would represent a 40% contribution.



1. INTRODUCTION

Purpose

Guildford Borough Council (GBC) and Waverley Borough Council (WBC) are two of eleven district councils in the County of Surrey. Last year, the Councils across the County area explored the possibility of reorganising their local government structures in response to devolution overtures from central government. Although proposals were not progressed by central government, it catalysed thinking amongst Council members in GBC and WBC about the potential benefits of joint working and collaboration between their respective organisations. Of particular interest is the impact on services in terms of more flexible resourcing and greater resilience as well as the contribution that could be made to savings that both need to achieve moving forward.

The Local Government Association (LGA) has been supporting the two Councils explore the concept of closer working and has been helping build a greater understanding of the benefits for sharing services amongst councillors. This has taken the form of identifying and securing appropriate peers – both officer and elected members – to help outline the benefits; the journey; the issues, and provide mentoring support. The LGA has also designed and delivered a workshop for elected members to discuss shared services in other councils and what this could look like, including improvements to services and efficiency savings.

Members also want to understand, as noted above, the extent of financial benefits that closer working and sharing services could deliver which is what Local Partnerships has been asked to consider and is the purpose of this report.

Context

Many district councils across the country are now under significant financial pressure as a result of previous changes in the way government funds local authorities and the impact of the current coronavirus pandemic. The austerity approach to funding public services post 2010 saw revenue support grant phased out and replaced by a business rate retention scheme and the New Homes Bonus. These were intended to act as an incentive for district councils to facilitate increased commercial development and house building but both are now under review..

District councils are also responsible for services that attract fees and charges linked to growth such as leisure, trade waste, car parking, planning and building control as examples.

The Prudential Borrowing regime has also enabled councils to borrow cheaply and easily through the Public Works Loan Board to leverage returns available from commercial property investment albeit that the opportunity to do so going forward has recently being restricted.

The activities above have all been significantly impacted by the lockdowns that have occurred over the last 12 months with compensatory support from government being generally insufficient to cover the losses experienced.

Looking forward and, as a result of the pandemic, there is uncertainty about the demand for commercial property, particularly office and retail space which impacts current and projected business rates income as well as the returns on investment property holdings. The viability of leisure services is under question while, overall, the trajectories for activity and income on which district councils depend is hard to predict.

1. INTRODUCTION (continued)

The government's much heralded and anticipated White Paper – devolution and local recovery which was to set out, following the Conservative Party's general election victory in December 2019, the basis of delivering manifesto pledges around increasing prosperity and 'levelling up' has also been impacted by the pandemic. In the early part of 2020, there was a strong sense that for county areas to benefit from devolved powers and funding, the White Paper would propose a rationalisation of democratic governance which would mean re-organising local government to create unitary councils. Councils in Surrey undertook work last summer in preparation for submitting devolution bids to government which explored potential unitary council options.

Although it is now clear that when the White Paper is eventually published it will take a different perspective on devolution and will not feature any re-organisation pre-requisites, The work last year prompted members of GBC and WBC to think about the scale benefits of joining up services and that has been the catalyst for this piece of work.

Given this context for district councils, it is no surprise to learn that other areas have had similar thoughts and indeed proceeded with partnerships of their own. These are listed below and will be the subject of analysis as part of this piece of work.

Table 1: Recent partnering of district councils

Councils	Nature of partnership	Commencement
Boston and East Lindsey	Partnership	1st July 2020
Broadland and South Norfolk	Partnership	1st April 2019
Forest Heath and St Edmundsbury	Merged to become West Suffolk	1st April 2019
Suffolk Coastal and Waveney	Merged to become East Suffolk	1st April 2019
West Somerset and Taunton Deane	Merged to become Somerset West and Taunton	1st April 2019

Approach

Given the uncertainties described earlier around income, our focus has been in relation to the cost base of both councils and what reductions could be possible as a consequence of greater partnership working. The first stage of our work has been to analyse baseline 2021/22 budget data provided by both councils and reconcile this information to the net revenue position for each organisation, as set out in their medium-term financial strategies (MTFSS).

The second stage has been to review available information on staffing, third party spend and property before looking at how the cost base and activity profiles for the two councils compare with other similar sized districts elsewhere in the country.

The final stage of the work has been to consider some of the issues around implementation and whether the changes required would be more suited to a service level approach or a wholesale corporate approach led by a single management team.



1. INTRODUCTION (continued)

Limitations

The limitations of this work and the analyses within it must be appreciated when drawing conclusions about the viability of closer working between the two councils. The following points should be noted in particular:

- Data sources – the work has solely relied on official spend figures published by MHCLG, other publicly available information and data supplied by both councils. In some cases, the data sets;
 - do not extend back in time sufficiently to identify robust trends;
 - contain insufficient information to enable more accurate calculations to be undertaken,
 - contain incomplete information.

In suggesting savings may be made in a particular service or operation, it is solely with reference to examples from elsewhere and apparent indicators of potential duplication. We are not able, within the scope and timescales of this work, to test these metric based observations and they take no account of the relative quality, productivity, or efficiency of what is being compared.

The implementation costs that have been expressed in the report are an estimate based on experience and assumptions applied on similar initiatives elsewhere. However, there may also be indirect costs of pursuing further partnership working such as the distractive and detrimental impact it may have on securing pre-identified organisational savings which are already built into respective MTFSS.

There are also likely to be human resource (HR) implications around the harmonisation of terms and conditions and equal pay. These have not been factored into calculations and further work would need to be undertaken as part of subsequent due diligence work.

DRAFT

2. SIMILARITIES AND DIFFERENCES

Base data comparatives

The table below provides some basic data about the two councils in terms of number of staff, expenditure, income and a small suite of metrics giving a relative sense of the service demand pressures each have to meet.

Table 2: Basic comparative metrics for GBC and WBC

Metric	GBC	WBC
FTEs	670	434
Net revenue expenditure (£'000s)*	23,622	16,248
Total dwellings in the borough	58,490	53,752
No. of housing benefit claimants	5,306	4,824
No. of planning decisions	1,913	1,714
Size of green space	359,897	412,369

*20/21 Revenue expenditure (General Fund) per MHCLG

As district councils, there are a set of statutory services that they must deliver. These services will be supplemented by a range of discretionary services such as economic development, support to the community and voluntary sector as well as local events that have come to be expected by tax payers and members but are becoming increasingly difficult to sustain due to financial pressures. The council has the ability to charge fees to maintain delivery of these services where appropriate e.g. trade waste collection, but moving them onto a commercial footing is only sustainable if they generate sufficient income and are viable.

Our review identifies that both GBC and WBC provide a range of similar set of services albeit GBC is more involved in delivering local Adult Care services in conjunction with SCC:

Each authority possesses a different organisational design and takes a different philosophy to delivery with WBC preferring a commissioning approach that sees major service areas delivered by third party providers e.g. waste collection, grounds maintenance. In contrast, GBC delivers such services itself with its own in-house staff, facilities and equipment.

The table below compares the management structure and service areas of each council.

Table 3: Organisational structures

	GBC	WBC
Head of paid service	Managing Director	Chief Executive
Senior management	Strategic Services Director Service Delivery Director Resources Director	Strategic Director (x2)
Services (MHCLG descriptors)		
Highways and Transport	Head of Customer, Case and Parking Services	
Adult Social Care	Head of Community Services	
Housing	Head of Housing Services	Head of Housing Operations Head of Housing Delivery & Communities
Cultural and Related Services	Head of Culture, Heritage & Leisure Services	Head of Commercial Services
Environmental and Regulatory Services	Head of Environment & Regulatory Services	Head of Environment & Regulatory Services
Planning and Development	Head of Place Services	Head of Planning & Economic Development
Central Services	n/a - no Head of Service role	Head of Finance & Property Head of Business Transformation Head of Policy & Governance & MO

Both councils have retained their council housing stock and therefore both operate a housing management and maintenance function. The cost of this is accounted for separately to the council's General Fund and sustains itself from the rentals generated by those units. The Housing Revenue Account (HRA) represents a distinct business operation and although there are likely to be efficiencies generated by each council working closer together on housing management and maintenance, these would be retained within the HRA and not transmissible through to the General Fund. The number of units owned and maintained by each council is shown in the table overleaf.

2. SIMILARITIES AND DIFFERENCES (continued)

Table 4: Scale of HRA (as at 31/3/20 per financial statements)

	GBC	WBC
Total units managed and maintained	5,228	5,567

It is important to recognise the existing partnerships between GBC and WBC before exploring the potential of new ones and these are set out below:

- Care and Repair Home Improvement Agency
- Handyman service
- Surrey Heathlands Project (environmental management of heathland sites) – partnership between Guildford, Woking, Waverley and Surrey

It is also necessary to be aware of the ICT architecture of both organisations and the systems and software upon which they each rely to operate and deliver services. There is commonality in respect of certain transactional services e.g. reliance on Unit4 for finance and HR; Civica for Revenues & Benefits and Orchard for housing management. For other services e.g. planning, each council uses different systems so this needs to be part of considerations.

As for a lot of organisations, the coronavirus pandemic has accelerated the trend towards more flexible and remote working and brought a renewed focus to the cost and need for office space. Both councils have projects underway which are looking at the future role of their corporate centres at The Burys in Godalming and Millmead House in Guildford.

Comparator authorities

It is a necessary and expected part of the analysis to compare GBC and WBC with similar councils elsewhere. The difficulty lies in defining 'similar' such that the comparisons can draw meaningful conclusions. A recent exercise by the Chartered Institute of Public Finance and Accountancy (CIPFA) to assess the financial resilience of local authorities placed both GBC and WBC in the cohort of 'similar' authorities shown in Appendix 1. GBC is one of the largest district councils in the country in terms of expenditure and therefore we have distilled the list down to only include councils that are at the large end of this scale. We have also added to the list by considering councils that have a similar net service expenditure to a combined GBC and WBC. This has produced the comparator list of councils below.

Table 5: Comparator councils

Council	Basis for inclusion
Basildon Borough Council (Bsl)	Similar net service expenditure to a combined GBC and WBC
Northampton Borough Council (Ntn)*	Similar net service expenditure to a combined GBC and WBC
Oxford City Council (Oxf)	Similar net service expenditure to a combined GBC and WBC
Cambridge City Council (Cam)	Largest net service expenditure in GBC and WBC CIPFA resilience cohort
Chelmsford City Council (Chm)	Second largest net service expenditure in GBC and WBC CIPFA resilience cohort

* Abolished on 31st March 2021 to become part of a new unitary council - West Northamptonshire Council

The table overleaf shows the key metric set identified in the earlier Table 2 for each comparator council.

2. SIMILARITIES AND DIFFERENCES (continued)

Table 6: Key metrics for comparator councils relative to GBC and WBC*

	GBC	WBC	Total	Bsl	Cam	Chm	Ntn	Oxf
FTEs	670	434	1,104	787	700	900	n/a	1,300
Net revenue expenditure (£'000s)**	23,622	16,248	39,870	30,433	17,431	27,198	31,683	25,381
Total dwellings in the borough	58,490	53,752	112,242	78,032	55,207	77,063	97,226	59,197
No. of housing benefit claimants	5,306	4,824	10,130	10,782	7,065	8,009	13,956	8,672
No. of planning decisions	1,913	1,714	3,627	894	989	1,680	1,202	1,289
Indicator of green space('000m2)	360	412	772	370	429	425	364	456

See Appendix 1 for source information

*FTEs data is 2019/20, Housing benefit and planning data is 2018/19, green space data is 2020/21

**20/21 Revenue expenditure (General Fund) per MHCLG

The lack of consistency in scale across the measures is indicative of the complexity of local authorities and demonstrates that, despite delivering a reasonably standard set of services, benchmarking councils against each other for the purposes of determining potential scale economies is extremely difficult.

The metrics used are a crude measure of demand for a dominant element of service within the standard MHCLG service areas listed in the earlier Table 3.

When these demand indicators are applied to the net service expenditure figures for each council they produce the following unit values.

Table 7: Benchmarking with comparator authorities

	£'000s per metric	GBC	WBC	Total	Bsl	Cam	Chm	Ntn	Oxf
Housing Services		0.39	0.43	0.41	0.29	0.59	0.59	0.39	0.83
Cultural and Related Services		15.62	3.96	9.40	16.30	13.17	14.53	12.40	11.53
Environmental and Regulatory Services		0.13	0.11	0.12	0.13	0.14	0.10	0.11	0.26
Planning and Development Services		0.74	1.02	0.87	3.71	5.37	1.78	2.43	-5.10
Central Services		4.21	6.28	5.03	9.49	3.48	4.31		3.04

There are three main observations to make in relation to the table above. Firstly, it shows that neither collectively or individually are WBC and GBC outliers across the set of benchmark metrics, except in relation to Planning and Development Services which appears to be generally lower than others on a unit basis. Secondly, the Central Services metric for WBC appears to be high, compared to GBC and most of the comparator councils. The final observation is that there is a significant difference in the unit cost of Cultural and Related Services between WBC and GBC but a lot of this difference is likely to be attributable to differences in how the cost of grounds maintenance is accounted for between the two councils.

2. SIMILARITIES AND DIFFERENCES (continued)

Financial position and projections

The estimated net service expenditure positions of GBC and WBC over the next four years, as per their respective MTFS published in February 2021, are shown below. The table also shows the expected income and the net deficit position which needs to be addressed by each council in order to achieve a balanced budget.

Table 8: Medium term financial strategies

GBC	2021/22	2022/23	2023/24	2024/25
Net service expenditure	16,853	17,983	18,815	20,100
Income	14,568	13,330	13,509	13,851
Net	-2,284	-4,653	-5,306	-6,248
Cumulative benefits identified	-2,434	-3,117	-3,628	-4,221
Remaining benefits to be identified	150	-1,536	-1,678	-2,027

WBC	2021/22	2022/23	2023/24	2024/25
Net service expenditure	17,485	17,587	17,807	18,092
Income	13,487	12,185	11,578	11,442
Net	-3,998	-5,402	-6,229	-6,650
Cumulative benefits identified	-2,449	-3,053	-3,480	-3,601
Remaining benefits to be identified	-1,549	-2,349	-2,749	-3,049

Data as at February 2021

As the table above indicates, each council has initiatives in place to close some of the budget gap and these are detailed in the adjacent Table 8a. It is important that the nature and approach to these initiatives is understood as part of assessing the additional benefits that could be generated through increased partnering between the two councils. The reasons for this are a) to avoid double counting savings e.g. assuming partnering can eliminate roles that will be becoming vacant as a result of existing plans and; b) to assess likely impact of increased partnering on those existing plans.

Table 8a: Benefits identified

GBC	2021/22	2022/23	2023/24	2024/25
Future Guildford Phase B staffing restructure	1,546	1,546	1,546	1,546
Reduce transport costs in Street Cleansing	20	20	20	20
Park & Ride service challenge	40	340	340	340
Additional property investment income	350	544	677	826
Staff restructure of Strategy & Comms	46	46	46	46
Future Guildford procurement strategy	152	341	719	1,163
Other savings	280	280	280	280
Total	2,434	3,117	3,628	4,221

WBC	2021/22	2022/23	2023/24	2024/25
Removal of homelessness grant	282	282	282	282
Reduce revenue contribution to capital	170	170	170	170
Cancel revenue contributions to reserves	710	710	710	710
Commercial strategy	280	356	461	542
Business transformation	294	649	809	849
Service cost review	563	586	598	598
Investment property income	150	300	450	450
Total	2,449	3,053	3,480	3,601

3. RESULTS FROM PARTNERSHIPS ELSEWHERE

Details

It is evident from the MTFS review that the combined savings gap of both councils, based upon Table 8, means c.£3.5m of benefits need to be found over the three years subsequent to the current one. Therefore, to what extent can increased partnering between the two councils contribute to closing this gap.

As part of answering this question, the next section of this report considers the levels of savings achieved by those other districts that have proceeded with partnerships with a neighbouring council.

The earlier Table 1 in Section 1 listed those districts that have recently formed partnerships in the manner which GBC and WBC are investigating. It also identifies those districts that have recently merged to become a larger district as these should provide similar insights to the financial benefits from combining services.

The results of analysing how their cost base has changed as a result of the partnering are inconclusive. We have focussed on the impact on Central Services as that is the area where we can be most confident that early benefits would manifest themselves. Table 9 shows how the net service expenditure for Central Services has changed in each circumstance.

Table 9: Benefits from partnerships elsewhere - impact on cost of Central Services

Councils	2018/19	2019/20	2020/21	% change pre and post partnership/merger	Details
Cost of Central Services					
Boston and East Lindsey	6,796	3,360	2,497	-26%	Partnership commenced 1st July 2020
Broadland and South Norfolk	6,602	7,799	5,848	-11%	Partnership commenced 1st April 2019
Forest Heath and St Edmundsbury	5,131	6,062	6,549	28%	Became West Suffolk on 1st April 2019
Suffolk Coastal and Waveney	8,663	12,468	7,109	-18%	Became East Suffolk on 1st April 2019
West Somerset and Taunton Deane	11,410	13,669	11,690	2%	Became Somerset West and Taunton on 1st April 2019

It is evident that in the first year of the new arrangements, the cost of Central Services has increased in every case apart from Boston and East Lindsey. This will be largely due to implementation costs such as retirement benefits for example. The costs have then fallen below the pre-partnership/merger level for two of the examples but also increased for the other two. In reality, an insufficient length of time has passed to properly assess the financial impact using the data sources available.

4. POTENTIAL PARTNERSHIP SAVINGS

On the basis of the work and analysis in Sections 1-3, this section considers the fundamental question of how much could be saved from increased partnership working between GBC and WBC.

There are three main potential sources of savings which are;

- Staffing
- Property
- Third party spend

Staffing

Although both councils deliver a common set of services, a number of the significant ones in terms of scale are delivered in a fundamentally different way.

For example, in WBC, waste collection and the maintenance of parks, sports facilities, open spaces and road side verges are outsourced to third parties under long term contracts but, in GBC, these are delivered in-house by the council's own staff.

These differences in delivery models are evidenced by the number of staff each organisation employs across these service areas. For example, WBC employs c.34 FTEs in Environmental & Regulatory Services whereas GBC employs c.140 FTEs.

The total staff cost budgets for GBC and WBC based on 2021/22 figures are:

Table 10: Staff cost budget (21/22)*

	£'000s	FTEs	£'000 per FTE
GBC	27,349	609	45
WBC	17,871	357	50

*Includes HRA costs and staffing

Other district councils have recently moved forward with partnerships assuming a minimum of 5% can be saved from staffing costs.

We have looked across major service areas to assess whether this would be feasible over the next two years given the difference in delivery approaches for certain services as well as other factors as follows:

- savings that either council have recently made or are in train to be made in that service;
- political or public profile attached to the service;
- identifiable recruitment and retention challenges;
- consistency of demand pressure for specialist skills within the service; and
- degree of external pressure to change.

The results of our assessment are summarised in the table overleaf:

4. POTENTIAL PARTNERSHIP SAVINGS (continued)

Table 11: Assessment of savings from staffing

Services (MHCLG descriptors)	Notable services	Observations		Collaboration benefit potential
		GBC	WBC	
Highways and Transport Services	Car Parking	Inourced	Outsourced	Negligible
Housing Services	Revenues & Benefits	Use similar processing software and we estimate c. £1m of staff cost associated with this area		£50k based upon 5% saving
Cultural and Related Services	Leisure	Outsourced to Freedom Leisure	Outsourced to Places Leisure	Similar COVID viability issues
	Grounds maintenance	Inourced	Outsourced until 2034	Negligible
Environmental and Regulatory Services	Waste collection	Inourced	Outsourced until 2027	Negligible
	Regulation & Enforcement	Both employ a similar number of FTEs (c.33)		£55k based upon 5% saving
Planning and Development Services	Planning, Building & Development Control	Both employ a similar number of FTEs (c.50)		Would assist recruitment and retention
Central Services	Finance, HR, ICT, Property	We estimate a similar amount of staff cost spent by each Council (c.£14.6m in total, £12.3m excluding SMTs and Heads of Service) and largely using similar core systems		£615k based upon 5% saving
Total				£720k

It is evident from above that we consider the majority of savings that could be achieved from amalgamating services would emerge from Central Services. However, this is heavily predicated upon achieving alignment in culture, systems and processes and we are not in a position, through this piece of work, to give an assessment on how credible that assumption is. Certainly, we are aware that service transformation work has already been undertaken by both councils in this area and that applying 5% on the basis of what other councils have achieved or are targeting may be overlooking differences between respective councils in base productivity and efficiency levels.

The above assessment excludes saving opportunities from a shared management approach at either a corporate SMT level or Head of Service level. Although we have noted that there are a number of significantly sized services with different delivery approaches across the two councils, this does not necessarily preclude merging the Head of Service role. It could be beneficial to have sight over a mixed economy approach with it potentially allowing, over time, the attributes of both to be embedded across both organisations.

For other services where the demands are common such as recruiting and retaining appropriately qualified and experienced staff or, in the case of leisure, responding to the viability pressures that the COVID pandemic has imposed on the service, a shared single Head of Service could also be helpful beyond the financial savings that the elimination of a post would bring.

We have taken a simple approach to assessing the level of savings that may arise from establishing a shared single SMT and Head of Service structure. We have removed the lower cost position in each case of duplication and applied a salary uplift of 10% to the remaining posts to reflect the enlarged responsibilities of the new role. On this basis, our estimate of the potential cost saving from this action is £664k.

In total, we estimate the value of savings achievable from Staffing is £1.384m.

4. POTENTIAL PARTNERSHIP SAVINGS (continued)

Property

An operational justification for adopting a shared single management structure, in addition to generating savings, would be in the circumstances where there is a shared vision of place, operational delivery or an initiative that would benefit from unified operational leadership.

Both councils appear to be at similar stages with their intentions to review and reconfigure their main corporate office estate at The Bury (WBC) and Millmead House (GBC).

In order to give some financial scale to a saving opportunity attached to the corporate office estate, the estimated running costs of each excluding staffing and business rates are £160k for the former and £134k for the latter.

However, it should be noted that local authority office workplace transformation projects rarely delivered direct net savings in themselves, due to the cost of developing, acquiring, or upgrading suitable modern accommodation and associated digital infrastructure. This typically countered the benefits from realising capital receipts and lowering backlog maintenance and energy bills. The benefits case was typically built upon the changes in culture and working practices that the new working environment facilitated.

The implications of the COVID pandemic for the demand for both office space and town centre commercial space in general and ultimately rents and capital receipts makes assessing the scale of a benefits case difficult to estimate at this point in time.

Nevertheless, intuitively, embarking on such a project jointly, rather than individually makes a lot of sense even if the financial 'additionality' cannot be determined at this stage.

- Able to share project management costs including the cost of appointing the range of specialist external advice that will be required
- Design a solution that captures the economies and flexibilities of scale that come from combining the office needs of both organisations
- Avoid duplicating the new learning required to understand what the specification for post COVID office workplaces needs to be

4. POTENTIAL PARTNERSHIP SAVINGS (continued)

Third party spend

The final area to explore has been to look at the payments made by both Councils to third party suppliers and ascertain whether there are potential savings from joining up procurement activity.

Our analysis has been based upon the contract registers of both Councils and identified approximately twenty common suppliers. A number of these relate to housing expenditure which is subject to separate funding and accounting within each Council's Housing Revenue Account.

The other areas in which some commonality is evident is in relation to ICT and energy services. There are likely to be savings from aggregating spend in these two areas but without further analysis of the contracted nature and scale of spending it is not possible to attach a value to this aspect.

Overall, both councils, based on 2021/22 budget data, expect to be spending c.£34m on supplies and services over the financial year. Within this figure are sums in relation to the long term contracts highlighted in Table 11 and also housing maintenance expenditure that is recharged to the HRA. A more detailed piece of work would need to be undertaken to identify the value of addressable spend where aggregating the commodity type requirements of both councils could yield volume savings.

It is also worth noting that GBC, within its MTFS, is targeting a saving from its new procurement strategy of £1.1m per annum by 2024/25 while WBC identifies c.£100k of savings from ICT related spending in its MTFS.



5. IMPLEMENTATION

The source and nature of savings identified by this work are such that they could only be unlocked by adopting a shared single management team.

The alternative approach of taking an incremental service by service approach is only likely to yield savings in three service areas, the most significant of which is Central Services as defined in earlier Table 11. The savings in that area would be predicated upon adopting common processes, reporting templates and information requirements which would be harder to achieve if separate senior management teams were retained.

The strategy for designing and implementing a single senior management team would need to be subject to a separate piece of work and the outcomes of that will determine the profile and timescale of implementation costs. The main costs, dependent upon approach, would relate to redundancy payments and while the £95k exit cap was revoked earlier this year, it is anticipated that the cap or similar will be reintroduced in some form in due course.

There are a number of risk aspects that need to be considered in addition to the uncertainty around implementation costs. The availability of funds to meet these costs is one of these although given that the general fund reserves of both Councils total £7m (GBC £3.7m WBC £3.2m), it is evident that even under a worst case payback scenario of two years, assuming recurring savings of £1.4m, that one-off implementation costs would be fundable. There would of course need to be discussion and agreement about how these costs were borne by each council and how the resulting savings are shared.

The main concern, from a financial perspective, should be ensuring that a managerial restructure does not have an adverse impact on achieving the existing saving targets that need to be made as described earlier within this work's review of each organisation's MTFS.

This links into the culture that is established as result of the changes and the impact it has on productivity and efficiency.

There will also be the need to look, reasonably early into the new shared management approach, at the pay and terms and conditions of staff in both organisations impacted by the changes to ensure there is no exposure to claims of discrimination under the Equal Pay Act 2010.

Finally, as with any partnership, both Councils should consider what mitigations and protections it needs to put in place in the event that, for example, either GBC or WBC decides it wants to reverse out of the arrangement or policy emerges that brings structural reorganisation back to the fore.

6. NEXT STEPS

It will be apparent from the content of this report that there is further work required before both councils can be confident about the scale of benefits that could be generated from closer partnership working.

Specifically, there would be a need to:

- Undertake a review of functions falling under the classification of Central Services to assess the feasibility of combining activity and starting to identify an indicative structure and operating model through which it could be achieved
- Start to engage with staff, unions and wider members on the principles of a single management team and develop out illustrative proposals to support that exercise
- Agree the basis upon which implementation costs and subsequent savings are shared*

Inextricably linked with such work would be the need to initiate a business case workstream that would encompass the above and:

- a) Build on the work done with Shared Service Architects around strategic vision
- b) Assess to greater depth and breadth the level of achievable savings, the associated implementation costs and the resulting profile of net savings
- c) Consider the options for establishing and developing the partnership model ranging from a rapid wholesale, 'big-bang' approach to an incremental, opportunistic roll-out over a longer period of time
- d) Assess the change management and programme management demands and how these will be met

A reasonable time period for such work would be no less than six-months which would mean any changes not taking effect until the start of 2022/23 at the earliest.

As previously noted, the scale of implementation costs is dependent upon the type of approach taken but the payback periods of programmes of this type typically range between 1-2 years.

This would mean net savings starting to feed through to budgets in 2023/24 although there would, inevitably, be implementation dependencies and necessary sequencing with, for example, changes to Central Service activities unlikely to take place before a single management structure was in place.

*From our experience and insights of other local authority partnerships, they have tried to avoid complex apportionment exercises with costs and savings being shared commensurate with relative 'spending power' i.e. the assessment MHCLG makes of each council's funding requirements.

APPENDICES

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APPENDIX 1 – COMPARATOR AUTHORITIES AND DATA SOURCES

CIPFA Financial Resilience Index

The following local authorities represent the comparator set of authorities for both GBC and WBC for the purposes of the CIPFA Financial Resilience Index

Ashfield, Broadland, Broxbourne, Cambridge, Chelmsford, Chichester, Daventry, Derbyshire Dales, East Devon, Epsom and Ewell, Fareham, Gravesham, Harborough, Hart, Hertsmere, Horsham, Maldon, Malvern Hills, Richmondshire, Runnymede, Rushcliffe, South Derbyshire, South Lakeland, South Norfolk, South Oxfordshire, Spelthorne, Stevenage, Tamworth, Three Rivers, Vale of White Horse, West Oxfordshire, Wychavon, Wyre

Comparator data

The table below shows the sources for the comparator data used in the report.

	Source
FTEs	
Waverley	19/20 Budget Book https://www.waverley.gov.uk/Portals/0/Documents/services/council-information/about-waverley-borough-council/financial-information/Budget_Book_2019_20.pdf?ver=CBDM2QWCyuu1kVjUaQUJew%3D%3D
Guildford	19/20 statement of accounts https://www.guildford.gov.uk/article/18469/Annual-accounts
Chelmsford	Transparency webpage https://www.chelmsford.gov.uk/your-council/finance-and-transparency/transparency/
Cambridge	How the council works webpage https://www.cambridge.gov.uk/how-the-council-works
Oxford	Staff and management structure webpage https://www.oxford.gov.uk/info/20050/how_the_council_works/332/staff_and_management_structure
Carlisle	Statement of accounts 18/19 https://www.carlisle.gov.uk/Portals/25/Documents/Financial_Publications/2018_19%20-Final%20Statement%20of%20Accounts.pdf?timestamp=1622557812767
Basildon	Workforce profile https://www.basildon.gov.uk/media/10463/Basildon-Council-Workforce-Profile-2019-2020/pdf/Basildon_Borough_Council_Workforce_Profile_2020.pdf?m=637508123513430000
Northampton	Not available
Net service expenditure (£'000s)	https://www.gov.uk/government/collections/local-authority-revenue-expenditure-and-financing
Total dwellings in the borough	https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants
No. of housing benefit claimants	https://www.gov.uk/government/statistics/housing-benefit-caseload-statistics
No. of planning decisions	https://www.gov.uk/government/statistical-data-sets/live-tables-on-planning-application-statistics
Size of green space	ONS April 2020: Average combined size of Parks, Public Gardens, or Playing Fields within 1,000 m radius (m2)

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APPENDIX 3 (ADDENDUM)

Following discussion with Waverley Executive Members, additional information was requested to supplement the advice contained in the report produced by South East Employers at Appendix 3 and this is set out below.

Workforce report

Guildford – Waverley Borough Council Workforce Report

Gender	Waverley Head Count	Guildford Head Count
Female	275	288
Male	149	372
Grand Total	424	660

Job Type	Waverley Head Count	Waverley FTE	Guildford Head Count	Guildford FTE
Full Time	282	282	563	563
Part Time	142	83.23	97	55.1
Grand Total	424	365.23	660	618.1

Age group	Waverley Headcount	Guildford Headcount
Under 30	42	75
30-39	73	122
40-49	119	164
50-59	120	246
60-69	63	98
70 and above	7	8
Grand total	424	713

Recruitment of senior officers

It has been customary in Waverley to include the Leader of the Opposition in senior officer recruitment panels, with the confirmation of the appointments being a matter that is, under Waverley's constitution, reserved for full Council. Guildford Borough Council's Constitution includes provision for the Employment Committee to undertake the recruitment/ appointment process in respect of the Relevant Officers, namely Head of Paid Service, Chief Finance Officer, and Monitoring Officer, and to make recommendations as appropriate to full Council. The Employment Committee may also determine the appointment of directors (where they are not Relevant Officers). It is a requirement that the committee involved in making such appointments includes at least one executive councillor. The Committee is politically balanced and currently comprises the Leader (Chairman), Deputy Leader and a member of the Conservative group. If Members were minded to proceed with the single management team option, it is recommended that the recruitment process should mirror that of Guildford's. Joint scrutiny arrangements would also need to be put in place, and it is noted that Waverley is currently reviewing scrutiny arrangements as part of a broader governance review.

Communication and engagement with union and staff

Waverley and Guildford have already begun to engage with the union and staff are aware of this proposal. The Guildford/Waverley collaboration is a standing item on Waverley's Joint Consultative Committee Agenda and Guildford's Staff Side (Unison) meetings which are held monthly. Waverley staff have been made aware of this initiative through Cascade and the Chief Executive briefings and Guildford staff through its Staff Forum and the Managing Director's weekly newsletter. In both authorities there is an awareness that more information is likely to be available after July regarding direction of travel and both Waverley and Guildford have Chief Executive/ Managing Director briefings scheduled for July which gives the opportunity for a verbal update and the opportunity to ask questions. Following the Council decision in July, a detailed communications plan will be put in place.

Contacts:

Sally Kipping, HR Manager, Waverley Borough Council

Louise Fleming, Democratic Services and Business Support Team Manager (Deputy Monitoring Officer), Waverley Borough Council

Francesca Smith, Lead Specialist (Human Resources), Guildford Borough Council

Annexe 4: Strategic risk analysis

The LGA high-level analysis identifies significant potential benefits from a collaborative partnership and indicates that a closer collaboration would bring greater benefits in terms of service sustainability, future resilience and financial savings. For example, the report suggests that circa £1.4m could be saved across the partnership from shared management, spending and property. Each of the options in this report entail risks that will threaten the partnership objectives, and several are presented here for councillor consideration in the format of an event-outcome-impact statement and mitigations. Listing these risks does not mean that they are all very likely; if the partnership develops, officers will need to develop this strategic risk assessment with more quantifiable metrics, depending on the option pursued.

<i>Risk</i>	<i>Mitigations</i>
GOVERNANCE	
1. There is a risk that the partnership lacks clear objectives , leading to inefficiency and mission creep, which results in stakeholder dissatisfaction and misunderstanding and undermines benefits.	Adopt and communicate a shared vision statement (such as at Annexe 1). Develop the vision statement into clear metrics and expectations, agreed by all partners.
2. There is a risk that the councils will not proceed with any collaboration , leading to foregoing any of the potential benefits of partnership, which results in greater pressure on the council's financial challenge and service sustainability.	Focus more aggressively on the transformation programme. Identify more options for efficiency, income, savings and potentially service reductions.
3. There is a risk that the two councils disagree on an important aspect of the partnership, leading to dissatisfaction with the partnership and mistrust, which results in the partnership ending or being delayed.	An agreed vision statement that is reviewed at least annually by both council Executives. Regular opportunities for councillors to meet across boundaries, both formally and informally. An early agreed Inter-Authority Agreement (IIA) which sets out protocols for dispute resolution and termination with an appropriate notice period.
4. There is a risk that costs and savings will not be apportioned fairly, leading to mistrust, which results in dispute and distraction.	A clear, early and agreed mechanism for cost and savings apportionment, enshrined in the IIA. Regular clear accounting of savings and costs to the relevant committees.

<i>Risk</i>	<i>Mitigations</i>
5. There is a risk that either or both councils will decide to terminate the partnership , which results in lower-than-expected benefits realisation and reputational harm.	Regular contact between councillors in the Executives and wider Councils. Clear agreement of priorities and objectives. Clear clauses on termination in the IIA with an appropriate notice period to allow for transition. Proactive communications with all stakeholders and the public.
6. There is a risk that future political change leads to a serious change of partnership direction, which results in a change in direction or a termination, which could lessen or increase benefits of collaboration.	Engage all councillors throughout the transition process, with openness among all participants. Identify where the disagreements and different priorities exist and be ready to adapt to them should a change occur.
CAPACITY/RESOURCES	
7. There is a risk that officer capacity will be over-stretched during the transition, leading to lack of focus, which results in negative impacts on service delivery, partnership progress and morale.	Build in investment during the earlier phases, potentially including external support. Set clear timetable and pace, agreed by both councils, with appropriate resources and succession planning. Develop early a programme of HR support for resilience, strategies for dealing with change, and team building. Create a single shared programme management team at the start.
8. There is a risk that current projects/programmes will be delayed by diversion of capacity to the partnership project, leading to delays in achieving key objectives, which results in harm to the beneficiaries of those programmes.	Early investment in the partnership so that it is not displacing resource from other key priorities. Clear programme management and reporting to senior management and councillors on progress of current service plans. Review with councillors the existing priorities and agree where displacement may take place in a planned and agreed way.
9. There is a risk that knowledgeable officers may leave , leading to missing information and dilution of 'corporate memory', which results in delays and confusion.	Clearly documented hand-over and succession processes for when officers leave. Clear process and time for 'downloading' corporate knowledge from those that may leave. Clear and consistent record-keeping and retention.

<i>Risk</i>	<i>Mitigations</i>
10. There is a risk that one council's priorities will (or will be perceived to) dominate for a period, leading to inequitable cost apportionment, which results in mistrust and undermining of the partnership.	A clear agreed mechanism for how officer capacity is shared over time. Shared annual business plans for each service agreed by the councils, clearly articulating the apportionment on planned projects. Regular communication with both Executives on specific local issues and priorities that arise.
11. There is a risk that working across two councils leads to increased travel, which results in wasted time and negative impact on the environment.	Encourage video-conferencing and home working, supported by the consistent policies and training. Consider further expanding electric vehicles within the fleet(s). Progress a project for considering a single office to serve both councils.
FINANCIAL	
12. There is a risk that expected savings cannot be realised at one or both councils, which results in unexpected further pressure on services and undermines the partnership.	Regular communication to both councils as to plans and progress.
13. There is a risk that transition costs are prohibitively high (e.g. redundancy, IT, accommodation), leading to a threat to the viability of some aspects of the collaboration for either or both councils, which results in an unviable partnership and reputational impact.	Identify and include transition costs in business cases as they are developed. Agree and document a common approach to rate-of-return and cost/benefit sharing. Change the phasing of transition to reduce the impact of unexpected new costs that arise. Focus first on those areas that present the biggest 'wins'. Clear communication with councillors and the public throughout the partnership.
SYSTEMS	
14. There is a risk that different HR and service policies lead to confusion and duplication, which results in inefficiency or failures of governance.	A programme of policy harmonisation wherever possible, recognising that this huge task will take time. A single shared intranet hub for managers to consult policies, with cross-references where they are different. Regular communication of policy changes. Strong engagement with unions.
15. There is a risk that support functions and processes remain disparate , leading to mis-application of policies/processes, which results in confusion and potential challenge to decision-making.	A plan for an early harmonisation of HR, IT and change management functions and key policies, with accompanying significant financial investment. Strong and regular communication from the senior political and management teams, with employees and unions. A single intranet.

<i>Risk</i>	<i>Mitigations</i>
16. There is a risk that different legacy IT platforms will be used, leading to duplication within a shared service, which results in inefficiency, anxiety and cost.	Review the costs and benefits of the current IT systems and their current contractual obligations. Use this information to inform the prioritisation of the transition programme. Develop a new IT strategy that is focused on supporting the partnership and identify the resources required and return-on-investment that is possible.
CULTURE	
17. There is a risk that councillors do not feel ownership of the collaboration, leading to mistrust and concerns about sovereignty, which results in destabilisation of the partnership.	Clear and agreed governance principles and processes, including how councillors will be engaged in decision-making and scrutiny via existing committees or, if desired, shared committees. Regular communication with councillors, parish councils and the public.
18. There is a risk that councillors will perceive that officers are less available to them, leading to delays and dissatisfaction, which results in harm to the how councillors perform in their role.	Clear expectations to be agreed, acknowledging that shared staff serving two councils may sometimes not be available. Clear protocols on accessibility and building of resilience across officer tiers, so that the critical ward councillor role is prioritised throughout any transitions. Ensure that support to affected senior managers, via technology and assistants, is in place and supported adequately.
19. There is a risk that different officer cultures may hinder collaboration, leading to lack of prioritisation for the changes required, which results in delay, inefficiency and dissatisfaction.	Clear direction from senior political and officer leadership. An articulated change strategy including expected behavioural norms. Investment in engagement, communication, training and support through times of change.
20. There is a risk that officers may not trust those from the 'other' council , leading to failure to share key information and attrition, which results in delay and unhealthy cultures and behaviour.	Clear direction from the political and senior management leadership as to the way forward. Good communication and support/training for employees on how to work will during change and transition. Harmonise performance management processes.

<i>Risk</i>	<i>Mitigations</i>
21. There is a risk that employees will become increasingly anxious, leading to negative impacts on morale, which results in impact on service delivery, mental health concerns and loss of staff.	A clear direction of travel from the political leaderships, with messages delivered consistently and clearly. Regular communication from senior management and transparency with employees and unions about the plans, progress and impact on affected staff. Investment in HR support and employee assistance, including identifying internal opportunities for career development and a single package of good welfare support. Review regularly the impact on service performance and be prepared to support and resource accordingly.
22. There is a risk that current programmes or past decisions are being implemented in a fixed way, leading to partnership options being constrained, which results in compromises in the short term.	Review and clearly assess how far there are new opportunities, as well as constraints, arising from legacy decisions; whether they permit or block a 'best of breed' approach and for how long. Clear communication with the Executives. Be prepared to be bold if the business case holds, with an agreed process for cost-sharing if necessary. Phase the partnership accordingly.
EXTERNAL	
23. There is a risk that residents/ businesses will be confused between the two councils' services , leading to miscommunication, which results in inefficiency.	A clear branding strategy to reflect the Councils' agreed priorities and approach. Clear communication on the nature and extent of the partnership, and the continuing importance of the role of ward councillors.
24. There is a risk that unexpected external events lead to significant diversion of attention, which results in delays to the partnership transition.	Clearly documented progress of the partnership. An early and agreed plan for handling such an unexpected external event, and a protocol for slowing or pausing the partnership.
25. There is a risk that the Government will restart ' local government reorganisation ', leading to unitary government in Surrey, which results in the abolition of the two councils.	Given that any future unitary model is likely to include Guildford and Waverley within the same new unitary council, plan the current collaboration so that it could also adapt to and be a strong voice within a new enforced unitary. Regular communication with other government stakeholders (councils, MHCLG, MPs) on the progress of this partnership.

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WAVERLEY BOROUGH COUNCIL

MINUTES OF THE LICENSING AND REGULATORY COMMITTEE - 14 JUNE 2021

SUBMITTED TO THE COUNCIL MEETING – 6 JULY 2021

(To be read in conjunction with the Agenda for the Meeting)

Present

Cllr Robert Knowles (Chairman)	Cllr Patricia Ellis
Cllr Michael Goodridge (Vice Chairman)	Cllr Jerry Hyman
Cllr Roger Blishen	Cllr Anna James
Cllr Martin D'Arcy	Cllr Jacquie Keen
Cllr Jerome Davidson	Cllr Ruth Reed
Cllr Steve Cosser (Substitute)	Cllr John Ward (Substitute)

Apologies

Cllr Peter Isherwood and Cllr Michaela Martin

Also Present

LIC42/20 MINUTES (Agenda item 1.)

The minutes of the meeting held on 1st March 2021, and published on the council's website, were agreed as a correct record.

LIC43/20 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS (Agenda item 2.)

Apologies for absence were submitted by Cllr Peter Isherwood and Cllr Michaela Martin had stepped down from the Committee due to other commitments.

Cllrs Steve Cosser and John Ward attended as substitutes.

LIC44/20 DECLARATIONS OF INTEREST (Agenda item 3.)

There were no declarations of interest submitted for this meeting.

LIC45/20 QUESTIONS FROM MEMBERS OF THE PUBLIC (Agenda item 4.)

No questions had been submitted by members of the public for this meeting.

LIC46/20 QUESTIONS FROM MEMBERS (Agenda item 5.)

No questions had been submitted by members for this meeting.

LIC47/20 APPOINTMENT OF THE LICENSING ACT 2003 SUB-COMMITTEES FOR 2021/22 (Agenda item 6.)

The Committee agreed the memberships for the three Licensing Act 2003 Sub-committees as:

Sub-Committee A:

*Cllr Jerome Davidson
Cllr Patricia Ellis
Cllr John Ward*

Sub-Committee B:

*Cllr Michael Goodridge
Cllr Roger Blishen
Cllr Anna James*

Sub-Committee C:

*Cllr Robert Knowles
Cllr Ruth Reed
Cllr Martin D'Arcy*

LIC48/20 APPOINTMENT OF LICENSING (GENERAL PURPOSES) SUB-COMMITTEE FOR 2021/22 (Agenda item 7.)

The Committee approved the membership of the licensing (General Purpose) Sub Committee as:

*Cllr Robert Knowles
Cllr Martin D'Arcy
Cllr Peter Isherwood
Cllr Jacquie Keen
Cllr Ruth Reed
Cllr Jerome Davidson (Sub)
Cllr Michael Goodridge (Sub)
Cllr John Ward (Sub)*

LIC49/20 REVIEW OF WAVERLEY BOROUGH COUNCIL'S POLICY FOR THE LICENSING OF SEX ESTABLISHMENTS - CONSULTATION (Agenda item 8.)

The Committee were asked to note the current Policy for the Licensing of Sex Establishments which was first introduced in 2012 and reviewed in January 2017. The Policy is reviewed every 5 years and was therefore proposed to once again go out for consultation.

The Committee considered the document and made some suggested amendments.

The Committee noted and **ENDORSED** the approach to carry out a consultation on the Policy for the Licensing of Sex Establishments with a proposal for a new Policy to be in place by January 2022 for a further 5 year period.

LIC50/20 REVIEW OF WAVERLEY BOROUGH COUNCIL'S STATEMENT OF GAMBLING POLICY - CONSULTATION (Agenda item 9.)

The Committee were asked to note the current Statement of Gambling Policy, which was put in place in January 2019. The Policy is reviewed every 3 years and was therefore proposed to once again go out for consultation.

The Committee considered the document and made some suggested amendments.

The Committee noted and **ENDORSED** the approach to carry out a consultation on the Statement of Gambling Policy with a proposal for a new Policy to be in place by January 2022 for a further 3 year period.

The meeting commenced at 10.00 am and concluded at 10.20 am

Chairman

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