

Maatiaa	Constitution			Drahitur
Meeting	Constitution, Committee	Ethics	and	Probity
Date	24 March 201	4		
Subject	Constitution	Developm	ient	
Report of	Assurance Di	rector		
	Head of Gove	rnance		
Summary	A review of the accordance with (Committee style of current Executive 2014 formally agree of governance wit June 2014.	Council instru of governance model. Co eed to move to	ction to co e as oppos uncil on 2 o a committ	onsider the sed to the 1 January tee system
	This paper sets sections of the Co to ensure that Constitution is in guidance on pro recommending the	nstitution to re by that da force. It see posed chang	eflect the ne te a fully eks the Co ges with a	ew system, / updated ommittee's a view to
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	Andrew Nathan, H	ead of Goverr	nance	
Status (public or exempt)	Public			
Wards Affected	All			
Key Decision	No			
Reason for urgency / exemption from call-in	Not applicable			
Function of	Council			
Enclosures	Appendix A – Res reference	sponsibilities f	or Functior	is/terms of
	Appendix B- Cour	ncil Procedure	Rules	
	Appendix C- Meet	ting Procedure	Rules	

Appendix D- Financial regulations
Appendix E- Contract Procedure Rules
Appendix F- Assets, Land and Property Rules
Appendix G - HR Regulations
Appendix H - Members Code of Conduct
Appendix I - Members Planning Code of Conduct
Appendix J - Members Licensing Code of Conduct
Appendix K - Officer Code of Conduct
Appendix L - Protocol for Member-Officer Relations
Appendix M - Code of Corporate Governance
Appendix N- Public Participation Rules

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1. **RECOMMENDATIONS**

- 1.1 That the Committee comment on further proposals/options contained within this report for inclusion in the drafting of the Constitution.
- 1.2 Officers be instructed make the required amendments to the proposed Constitution for inclusion in the papers for Full Council to consider and approve on 8 April 2014.

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Council, 22 January 2013- item 9
- 2.2 Constitution Ethics and Probity Committee, 8 July 2013 item 6
- 2.3 Constitution Ethics and Probity Committee, 21 October 2013- item 7
- 2.4 Constitution Ethics and Probity Committee, 19 December 2013- item 7
- 2.5 Council, 21 January 2014- item 4.1

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

3.1 The overriding purpose of a Governance System review is to ensure that the Council's decision making structures operate in a way that best enables the Council to deliver its objectives set out in the Corporate Plan.

4. RISK MANAGEMENT ISSUES

4.1 The process of managing the change of governance system through the Constitution Ethics and Probity Committee ensures that the proposals developed meet the needs of key stakeholders, and minimises the risk that the system may not achieve the desired outcomes determined at the start of the project.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 The decision making processes of the Council, as enshrined within the Constitution, need to be transparent and accessible to all sectors of the community. This review of the Governance system will help ensure that this is the case and ensure the Council is meeting its equality obligations.
- 5.2 An extensive Equalities questionnaire was included within the first phase of Consultation of the change in system of governance and an analysis has been undertaken of different responses from relevant groups.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 A commitment was made at Council that the effect of a move to a new system of governance would be cost neutral. All proposals will be costed to ensure they fit within this envelope.
- 6.2 The costs incurred to date are £9,205. This is funded from current budgets.

7. LEGAL ISSUES

7.1 The Localism Act 2011 allows Councils to return to a committee form of governance under schedule 2.

8. CONSTITUTIONAL POWERS (Relevant section from the Constitution, Key/Non-Key Decision)

- 8.1 Council Constitution, Part 3, Section 3 details the functions of the Constitution, Ethics and Probity Committee, which are to "proactively to review and keep under review all aspects of the Council's Constitution so as to ensure that it remains current and fit for purpose, and to make recommendations thereon to the Council".
- 8.2 This does not fall within the legal definition of a 'key decision'.

9. BACKGROUND INFORMATION

- 9.1 During the course of the year the Constitution, Ethics and Probity Committee have been considering amendments to the Constitution to bring into effect the change to the Committee system form of governance. The Committee considered proposals between July 2013 and January 2014 for drafting within the Constitution. Council on 21 January 2014 agreed arrangements for a new Committee system, and relevant sections of the Constitution including Articles, Meeting Procedure Rules and responsibilities for Functions and Terms of Reference of all Committees. This enabled the statutory advertisement of the change to be placed.
- 9.2 The Constitution includes a series of rules around the use of resources (Finance, Human Resources, Assets Property and Land and Procurement) and codes and protocols relating to the conduct of Members. Officers reviewed these procedure rules and codes against the principle of ensuring that the procedures and codes will operate within the new committee system. As such this report reviews each of these and makes recommendations for amendment, principally though not exclusively those required as a consequence of moving to a new system.
- 9.3 In addition, following further consideration of how the new system will work in practice, some minor adjustments are proposed to meeting procedures, Terms of Reference for the new Committees and Committee membership.
- 9.4 This report outlines proposed changes and attaches relevant sections of the Constitution from Appendix A onwards with tracked changes for further consideration.
- 9.5 An unrelated change is also required to Public Participation Rules to clarify the regime governing representations on Tree Preservation matters.
- 9.6 Within the narrative of this report we have included the section of the Constitution, the changes made and the reasons for the change.

9.7 The following Table represents the sections of the current Constitution and the changes redrafted:

No.	Section	Reference	Changes contained within Document
1	Responsibility for Functions	Appendix A Pages 25 to 56	 1) Policy and Resources Committee (P&R) a) Internal Transformation: P&R has responsibility for internal transformation programmes. Consideration has been given to the involvement of thematic committees prior to P&R decision as most projects arising out of transformation programmes are likely to have specific themes (e.g. Parking Policy, Early Years Review). It is therefore suggested that an addition is made to the Terms of Reference for each theme committee to recognise their role: "Discussion of transformation schemes not in service plans but not outside the Council's budget or policy framework" Treasury Management: Amend table under heading (2) to say 'Treasury Management Strategy' as 'activity' will be included within reports to Performance and Contract Management Committee Procurement: Add 'Corporate Procurement (including agreement of the Procurement Forward Plan and agreeing exceptions to CPRs)', as this is a Resources issue rather than one relating to the performance of existing contracts. Barnet Group: Delete (6) and move the following: 'approve Annual Report of the Barnet Group Ltd' as this sits better with Performance and Contract Management, relating to the activities of an external Delivery Unit. Approval of the budget and business plan remains with P&R.

No.	Section	Reference	Changes contained within Document
			NOTE: There is an additional recommended addition to the terms of reference contained within the report elsewhere on this agenda in respect of the Joint Venture agreement.
			Performance & Contract Management
			 Item (2) in the terms of reference only covers external delivery units. It should also include internal delivery units (Adults & Communities; Children's, Education & Skills; Street Scene; Public Health; Commissioning Group; Assurance). Recommended amendments to the ToR are as follows: "Monitoring of performance against targets by Delivery Units and Support Groups including: Customer Support Group; Re; The Barnet Group Ltd (including Barnet Homes and Your Choice Barnet); HB Public Law; NSL; Adults & Communities; Family Services; Education & Skills; Street Scene; Public Health; Commissioning Group; and Assurance"
			2. Subject to the approval of the amendment to Item (2) above, Item (3) will need to be amended to refer to external delivery units only
			3. Item (5) – Thematic committees will be able to agree resources subject to these being approved within the budget and MTFS, and should have responsibility for approving contract extensions, variations etc as long as they are within budget and compliant with the rules around extensions, variations etc as set out in the CPRs. This has been incorporated within the Contract Procedure Rules. P&R will be required to approve a waiver of CPRs for any procurement activities that are not complaint with CPRs. These have therefore been taken out of this section.
			4. amend table under heading (6) to include 'Treasury Management Performance'
			5. Delete under item (6) 'Corporate Procurement (including agreement of the Procurement Forward Plan and ageing exceptions to CPRs)', as this is a Resources issue rather than one

No.	Section	Reference	Changes contained within Document
			relating to the performance of existing contracts.
			6. Add responsibility previously under P&R 'approve Annual Report of the Barnet Group Ltd' as this sits better under this committee, relating to the activities of an external Delivery Unit.
			Education Children Libraries and Safeguarding Committee
			Co-Opted members
			At present, in order to comply with the Local Government Act and other legislation, the Education Overview and Scrutiny Committee provides for Co-opted Members representing the diocesan bodies and parent governors, as follows:
			Three Voluntary Aided School Representatives - to provide a faith perspective on education matters (Church of England; Roman Catholic; and Jewish Voluntary Aided representatives)
			Two Parent governor representatives (PGRs) elected by other parent governors to represent the views of all parents and hold the authority to account by consulting with and feeding back to parents on discussions and decisions relating to education.
			It is proposed these rights transfer to the new Education Children Safeguarding and Libraries Committee, but that their voting power is clarified. They will be able to speak on all matters but only vote on education matters. Matters on which they are entitled to vote will be clearly signalled on each agenda.
			In addition the Education Children Libraries and Safeguarding Committee needs to have added a new Term of Reference which was omitted and which is common to all theme committees:

No.	Section	Reference	Changes contained within Document
			 Develop Fees and Charges for those areas under the remit of the Committee for consideration by Policy and Resources Committee Audit Committee These Terms of Reference have been updated to more accurately reflect the Committee's existing responsibilities in respect of Anti-Fraud work.
2	Full Council Procedure Rules	Appendix B Page 57 to 68	 At the meeting of the Committee on 14 January it was agreed in principle to permit written questions to be submitted to the Leader at Full Council. This is the proposed process to be written into Council Procedure Rules: .27.1 Members of the public are permitted to submit written questions to the Leader in accordance with the following provisions: Any question must be delivered by e-mail, to be received by the Head of Governance by 10.30am ten clear working days before the day of the meeting. Any questions submitted after that time will not be considered, The question should not relate to a matter previously considered by a committee, or be a matter best addressed by a committee. If this is the case, then the question should be directed to the appropriate committee. The question must not be in substance a question that has already been considered by the Leader in the preceding 6 months. Every question will be answered in writing. The Leader may decline to answer a question. Any questions not answered will be directed to the next relevant meeting of the themed committee.

No.	Section	Reference	Changes contained within Document
3	Part 4, Section 2- Meetings Procedures	Appendix C Pages 69 to 78	Current Overview and Scrutiny Procedure Rules provide for two non-voting representatives appointed by the Barnet Homes Performance Advisory Group to be invited to attend and speak but not vote at any OSC where an issue relating to housing is being discussed. There is no current provision in the proposed new Constitution for this. The views of the Committee are requested but it is proposed that in practice this, and any other co-optee arrangements, can be discharged through a general power for Chairmen to invite expert witnesses to contribute, which will provide a greater measure of flexibility. A new paragraph has therefore been added at 4.4 to make this explicit. This does not affect the existing membership of Audit Committee which includes two independent non-voting members.
4	Financial Regulations	Appendix D Pages 79 to 104	These have been reviewed, principally to ensure that the former functions of Cabinet, Cabinet Resources Committee and Cabinet members have been reallocated to appropriate committees. References to the Audit Commission and Council posts that no longer exist have also been changed suitably. The particular attention of the Committee is drawn to table 4.4.3 which consolidates the scenarios in which virements would be posted. It also makes certain scenarios, which were previously silent, explicit (e.g. capital additions and allocations from contingency under £250k). The scheme of delegation gives powers of approvals as follows: - to officers in three scenarios; within service virements where the bottom line does not

No.	Section	Reference	Changes contained within Document
			 change, contingency allocations below £250k and between service virements below £250k. to Performance and Contract Management committee for contingency allocations over £250k, in year capital budget and funding transfers between projects and in year project deletions; to Policy and Resources for resource allocation decisions, i.e. between service virements over £250k and in year capital additions to the programme. Explanation of the different roles of Policy and Resources Committee and Performance and Contracts.
5	Contract Procedure Rules	Appendix E Pages 105 to 118	Amendments are required to reflect the new committee system and increase the robustness of the Contract Procedure Rules. Section 3 – Scope 3.2 The current document referred to Exempted services, but this term is not used or authorised therefore has been removed. Approval by Procurement has been removed as it does not relate to any procurement activity and therefore requires Finance approval only. Section 7 – Authorisation
			7.1 Removal of additions as this is incorrect. Removal of reference to annual budget as this section relates only to authorisation to procure. Reference 'Cabinet Resources Committee' changed to 'Policy and Resources Committee' as per the Council change to a committee council structure.

No.	Section	Reference	Changes contained within Document
			Section 8 – Procurement Method
			8.2 Additional reference to non-procurement activity in the list to provide complete clarity. Non- procurement defined in definitions.
			Section 12 – Contract Signing and Sealing
			12.3 Formal change of the OJEU threshold due to currency fluctuation. This is a change effected every two years on the 1 st January.
			Section 13 – Contract Management
			13.1 Increasing the robustness of contract management and action if performance dips. Removed the reference to key performance indicators met, and added key performance indicators are monitored and any reduction in performance is acted upon and recorded;
			13.4 Formal change of the OJEU threshold due to currency fluctuation. This is a change effected every two years on the 1st January.
			Section 15 – Waivers
			15.4 Removal of 'and will count as a variation'. A waiver does not necessarily result in a variation of contract and therefore this needs to be removed.
			Section 16 – Definitions
			Re-arrange into alphabetical order.

No.	Section	Reference	Changes contained within Document
			 Appendix 1 Table A Procurement Value amended where appropriate Formal change of the OJEU threshold due to currency fluctuation. This is a change effected every two years on the 1st January. Governance A proposed revised series of authorisation thresholds have been developed. These reflect the following principles: Policy and Resources has overall responsibility for procurement strategy and compliance with CPRs, and will sign off the overall Procurement Forward plan to provide democratic authorisation for tender exercises. Theme Committees are the main vehicles for individual procurements. Any procurements not on a Forward Plan must be separately agreed by the relevant theme committee Having a single set of approval procedures for all contracts above the EU threshold, rather than making a distinction between those under or over £500,000. Acceptance of tenders, provided within budget and not departing from the agreed authorisation, can be agreed by Officers, but above a certain threshold the Chairman of the theme committee must be consulted. This broadly replaces the current powers of individual Cabinet members.
6	Asset Land and Property Rules	Appendix F Pages 119 to 132	Changes have been made to reflect the new committee structure and the role of the new Assets, Regeneration and Growth Committee. The frequency of meetings will need to be kept under review to ensure that there are as few urgent transactions as possible which will need to be handled by the Urgency Committee.

No.	Section	Reference	Changes contained within Document
			A number of other changes are proposed to improve the drafting and to reflect current market conditions.
			Section 2 - Application
			2.1 – Inclusion of appropriation (change of status) as this previously missed from the review.
			2.3 – First bullet changed to be more specific to disposals and additional bullet added for acquisitions.
			2.4 – Change due to new Committee structure Cabinet Resources Committee to read Assets Regeneration and Growth Committee.
			2.6 – Changes to the titles of the documents. Asset Management Strategy is now the Strategic Asset Management Plan (SAMP) and Asset Management Plan is now the now the Annual Work Plan (AWP).
			2.7 – As above
			2.8 – As above
			2.9 – Change Asset Management Plan to Annual Work Plan.
			2.9 (i) - Clarification of disposals of assets within the Annual Work Plan.
			2.9 (iii) - Inclusion of Appropriation (see 2.1 above)
			2.10 – Clarification of ancillary accommodation eg sports facilities must be wholly used by the school to transfer to Academy status.

No.	Section	Reference	Changes contained within Document
			 2.12 - Changes to the titles of the documents as per 2.6 above. 2.15 - Reference made to the Procedures as these must link to the Rules. 2.16 - This section has been added to describe how to report the result of public advertising in the event that there is opposition to the result and no immediate forum is available to report feedback.
			<u>Section 3 – Scope</u> 3.3 - Reference made to The Management of Real Estate, Property and Land Procedures as these must link to the Rules.
			 <u>Section 4 – Regulation & Legislation</u> 4.1 – Removed because it is duplicated within 4.2 and 4.3 (now 4.1 and 4.2). 4.2 – Changes to the titles of the documents. –see 2.6 above 4.3 – (Now 4.2) Corporate Estates now replaced by the Authority's Estates Service to reflect outsourcing arrangements.
			Section 5- Roles and Responsibilities 5 – Sentence re-worded to give clarity on roles and responsibility for Directors who manage Council

No.	Section	Reference	Changes contained within Document
			buildings.
			5.8 – Addition to the rules to make clear the roles and responsibility of Health and Safety management.
			5.9 - To ensure that Directors who are responsible for Council buildings work in conjunction with the Authority's Estates Services.
			Section 6 – Asset Value Consideration
			6.2 - Clarity that the valuer has to be registered.
			6.3 – Correction as it should have read highest price in comparison to Best Consideration. The word 'best' was used incorrectly.
			6.4 – Extra clarity of when there is a requirement for special consent and now incorporated into 6.3.
			Section 7 – Authorisation
			7.1 – Change of wording to reflect change to Committee structure (CRC to ARG) and change Asset Management Plan to Annual Work Plan.
			7.3 - (Now 7.2) Clarification as change of use has planning implications and this sections actually refers to service delivery from the building.
			Change due to Committee structure Cabinet Resources Committee to read Assets Regeneration and Growth Committee.

No.	Section	Reference	Changes contained within Document
			SECTION 8 – ASSET ACQUISITION, VARIATION AND DISPOSAL METHOD
			8.5 – Clarify the process for a variation to a previous decision.
			Section 12 – Waivers
			Wording added to this section to clarify the process if there is a need for a waiver to the rules to ensure the continuity of Council's business.
			<u>13 – Definitions</u>
			13.4 – added to included definition of appropriation.
			13.6 – Asset Management Plan document now call Annual Work Plan.
			13.9 – The £2million value relates to an approval process and not a definition.
			13.14 – Addition of leased as this could also be a disposal dependent on length of lease. Best consideration removed as disposal could be less than best. If leased the freehold is retained and not removed from the Asset Register portfolio.
			13.15 – Asset Management Strategy should read Strategic Asset Management Plan.
			13.18 – Expanded the definition to include that market testing includes collation of competitive bids.
			13.23 – Addition of definition of Council's Estates Senior Responsible Officer.
			Appendix 1 Table A
			Less than £5,000 for property transactions in Barnet is not relevant in today's market and therefore the lower value has been increase to £10,000 which is still considered low. This will allow the majority

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			of regular commercial lettings to proceed through one common and more efficient process. This will still be a summary DPR sign off.
			Transactions between £25,000 and £100,000 previously authorised by Cabinet Member delegated power are proposed to be dealt with by Officer DPR. (new Row C).
			Non value variation post authorisations have been added to capture any amendments that do not have a financial implication.
			All other changes on the table have been made to reflect the new Committee Structure.
			Appendix 2 Table B
			Less than £5,000 for property transactions in Barnet is not relevant in today's market and therefore the lower value has been increase to £10,000 which is still considered low. This will allow the majority of regular commercial lettings to proceed through one common and more efficient process. This will still be a summary DPR sign off.
			All other changes on the table have been made to reflect the new Committee Structure.
7	HR Regulations	Appendix G	These have been reviewed to cover the following:
		Pages 133 to 138	Generic references to 'Human Resources' have been changed to make clear the Head of Paid Service's statutory responsibilities and to ensure a named position has responsibility;
			References to the Executive have been deleted.
			One consequence of this is that any Member, and not only those on the Executive, is able to make a well-founded objection to any proposed Remuneration Committee appointments.

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7	Members Code of Conduct	Appendix H Pages 139 to 148	Retain the current Code but make changes where reference has been made to Executive to the following paras: 1(4), 8.3, 8.4, 9.2, 12.1, 12.2 and Appendix 2, section (i). At 11.1 add a requirement to declare gifts and hospitality offered but declined, as well as accepted, that are over the £25 de minimis level.
8	Members Planning Code of Practice	Appendix I Pages149 to 158	No change other than removing reference to Executive at para 1.1
9	Members licensing Code of Practice	Appendix J Pages 159 to 170	No changes proposed.
10	Officer Code of Conduct	Appendix K Pages 171 to 186	No changes proposed.
11	Protocols for Member-Officer Relations	Appendix L Pages 187 to 202	Below paragraphs have been amended as they made reference to Executive: 2.2, 2.4, 5.6, 9.1, 9.2, 13.1

No.	Section	Reference	Changes contained within Document
12	Code of Corporate Governance	Appendix M Pages 203 to 216	The Annual Governance Statement needs to be aligned to the Code of Corporate Governance. It is being reviewed with a view to approval by Audit Committee in July. For the time being, the Code has been amended where it makes reference to Executive or Scrutiny function to ensure that it is compliant with the change to a Committee System: 2.1, 2.2, 4.1, 4.2, 4.3, 5.1, 5.2, 5.3, 6.1, 6.3
13	Public Participation Rules	Appendix N Pages 217 to 224	There is a discrepancy between the procedure set out in Tree Preservation Regulations and the Council's Constitution in respect of Public Comments on Tree Preservation Orders. Section 4.1 of the Constitution states "For requests to speak on planning applications or tree preservation orders at planning Committee or Sub-Committee meetings, the following rules apply." However the term 'tree preservation orders' could be ambivalent, as there are two separate procedures; (i) Applications for consent to undertake treatment of tree(s) already included in an Order (ii)The formal procedure of making / confirmation of a Tree Preservation Order itself. In regards to the latter, the Constitution currently allows public speaking in circumstances that appear to undermine the legislative provisions for the making and confirming of TPOs as currently set out in the Town and Country Planning (Tree Preservation) (England) Regulations 2012; which is secondary legislation to the Town and Country Planning Act 1990. These detail that, as soon as practicable after making an Order, specified actions need to be undertaken which include serving / making available copies of the Order and information about how to submit objections or other representations in accordance with Regulation 6. Regulation 6 states that objections and representations to an Order must be made in writing within a specified time period and include particular information; and that only if compliance with the stated requirements could

No.	Section	Reference	Changes contained within Document
			not reasonably have been expected, may any other objections or representations be taken into account.
			Regulation 7 states that the Council must consider duly made objections and representations before deciding whether to confirm an Order.
			Constitution - Public Comments
			There is no requirement in the Constitutional provisions that any substantive information be submitted – only a request to speak needs to be sent by post or e-mail.
			Therefore, there is no obligation to submit an objection or representation in accordance with the timeframe and specifications in the Regulations.
			<u>This</u> potentially puts the Council in a position of considering objections or representations that have not been 'duly made' as defined by the Regulations and failure to adhere to statutory requirements could result in legal challenge to the validity of a Tree Preservation Order confirmed in such circumstances.
			Part of the reason for requiring that objections and representations be submitted in writing within a specified timeframe is to allow an opportunity for matters raised to be investigated - which may, for example, involve site visits, further assessment, or cartographical revisions. It would not be possible to undertake such investigations if the first mention of an issue is by a Public Speaker at a Committee or Sub-Committee meeting; and it may not be possible for an Officer to address Speakers or Members queries on new matters.
			As there is a six month time limit for confirmation of Tree Preservation Orders, there is potential for an Order to lapse if matters are raised at a very late stage with insufficient time for assessment.
			Proposed amendments
			It is therefore proposed that the wording of section 4.1 be amended to clarify that the requests to speak refer only to planning applications or applications for consent to undertake treatment of tree(s) included in a Tree

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			Preservation Order – but not to making / confirmation of a Tree Preservation Order.
			It is also proposed that section 5.1, which details exceptions to public speaking arrangements, be amended to include the making / confirmation of Tree Preservation Orders as the procedure for making objections or representations is prescribed by the Town and Country Planning Act 1990 and the <u>Town and Country Planning</u> (Tree Preservation) (England) Regulations 2012,

10. LIST OF BACKGROUND PAPERS

10.1 None.

Cleared by Finance (Officer's initials)	JH
Cleared by Legal (Officer's initials)	LC