THIS PAPER RELATES TO ITEM 13 ON THE AGENDA

CLACKMANNANSHIRE COUNCIL

Report to Clackmannanshire Council

Date: 15th December, 2011

Subject: Proposed New Scheme for the Establishment of Community Councils

Report by: Strategy & Performance Manager

1.0 Purpose

1.1 The purpose of this report is for Council to consider the outcome of the third stage of consultation on the content of a proposed new Scheme for the Establishment of Community Councils.

2.0 Recommendations

- 2.1 It is recommended that Council
 - a) notes the summary of final representations on the proposed Scheme attached as Appendix 1 to this report;
 - approves the proposed new Scheme for the Establishment of Community Councils attached as Appendix 2 to this report;
 - b) notes the timetable for introduction of the new Scheme, attached as Appendix 3 to this report.

3.0 Background

- 3.1 Clackmannanshire Council has a statutory duty to draw up a Scheme for the Establishment of Community Councils to ensure that community councils have a framework within which to exist and operate.
- 3.2 At its meeting in September, 2011, the Council agreed to take a proposed new Scheme forward to a third stage of statutory consultation in accordance with Section 22 of the Local Government Scotland Act 1994.
- 3.3 Over the course of two eight-week consultation periods and the recent four-week consultation period since March 2011, the public have been invited to make suggestions on the boundaries and composition of community councils as well as on the wider contents of a revised Scheme.
- 3.4 The four-week consultation period which has just ended invited final comments in writing on the proposed new Scheme including some

amendments to the draft Scheme which had been the subject of the previous stage of consultation.

4.0 Final Representations

- 4.1 The comments which were received during the third stage of consultation are summarised in Appendix 1 to this report. While there was general agreement with the content of the proposed Scheme following final amendments, there were new comments submitted on the mini-election option.
- 4.2 For clarity, the background to this amendment is briefly:-
- 4.2.1 The mini-elections option was originally proposed by community councils as an optional and alternative method of filling vacancies arising between elections and it was included at the first appropriate stage of consultation on the new Scheme.
- 4.2.2 The option, however, drew questions from the public during the second stage of consultation indicating that it might not have the public confidence it set out to gain and it was, therefore, removed.
- 4.2.3 In this third stage of consultation there was support for its removal as well as argument against it.
- 4.2.4 Officers balanced the arguments for an informal method of election to maintain membership of community councils against the need for a robust election process which gives community councils their democratic legitimacy, and, in their judgement any doubt about the election process should be avoided. Therefore, it is recommended that the Scheme proceeds with the amendment not to introduce the mini-election option.
- 4.3 Otherwise, there were no substantive comments on the final amendments, except of a technical nature.

5.0 Next Step In The Process

- 5.1 Seven of the nine steps in the extensive statutory consultation process to prepare a new Scheme for the Establishment of Community Councils have been completed (see table below). The eighth will be complete following the Council meeting on the 15th of December, 2011.
- 5.2 Should Council adopt the new Scheme, a final public notice will be published announcing the adoption of the new Scheme and inviting electors in areas where there is no community council to apply for the establishment of a community council in that area. A timetable showing the implications of the new Scheme on community councils in 2012 is attached as Appendix 3
- 5.3 The content of the new Scheme will have to be reflected in the content of other documents governing community councils. Officers will liaise with community councils to finalise the wording of these documents in time for the new arrangements to be effected.

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Step	Action	Timescale	Progress
1	As part of a report on the current scheme, Council to consider a recommendation to revoke the existing scheme and make a new scheme for the establishment of community councils.	March 10	Complete
2	Council gives public notice of intention to revoke existing Scheme and a statutory 8-week public consultation inviting the public to make suggestions as to the areas and composition of the community councils.	March 16	Complete
3	8 week consultation period	March 16 - May 4	Complete
4	Council considers a report on the outcome of the consultation exercise on the composition of the community councils and additionally, the contents of a proposed new Scheme.	June 30	Complete
5	Upon approval of the report, a second Public Notice is published giving notice of an 8-week consultation period for any representations to be made on the provisions of the proposed new Scheme.	July 6 - 31 August	Complete
6	Council considers a report on the contents of a proposed new Scheme and its adoption.	September 29	Complete
7	Upon approval of the report, a third Public Notice is published giving notice of a 4-week consultation period for any final representations to be made on the draft Scheme.	October 5 - Nov 2	Complete
8	A Council meeting considers final representations and agrees the new establishment process for community councils under its new arrangements.	15 December	
9	A fourth Public Notice is published intimating the publication of the Scheme in its adopted form and an invitation to electors in areas where there may be no community council to apply for the establishment of a community council in that area.	December 21	

7.0 Sustainability Implications

7.1 N/A

8.0 Resource Implications

- 8.1 Financial Details
- 8.2 There are no financial implications directly from this report.
- 8.3 Staffing
- 8.4 There are no staffing implications directly from this report.

9.0 Exempt Reports

9.1 Is this report exempt? Yes \square (please detail the reasons for exemption below) No X

10.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1)	Our Priorities 2008 - 2011 (Please tick ☑)			
	Our communities are People are better skil Our communities are Vulnerable people an Substance misuse ar Health is improving a The environment is p	ve image and attracts people more cohesive and inclusive led, trained and ready for lea safer of families are supported and its effects are reduced and health inequalities are reduced rotected and enhanced for all ve, efficient and recognised for	rning and employment ucing	X
(2)	Council Policies (Please detail)			
11.0	Equalities Impact			
11.1	Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations? Yes)
12.0	Legality			
12.1	In adopting the recommendations contained in this report, the Council is acting within its legal powers. YES			
13.0	Appendices			
13.1	Please list any appendices attached to this report. If there are no appendices, please state "none".			ces,
	1 - Summary of Comments Received on Draft Scheme			
	2 -Scheme for the Establishment of Community Councils			
	3 - Implementation Timetable			
14.0	Background Papers			
14.1	Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)			
	Clackmannanshire Scheme for the Establishment of Community Councils			
Author(s)				
NAME		DESIGNATION	TEL NO / EXTENSION	
Lesley Baillie				

Approved by

NAME	DESIGNATION	SIGNATURE
Nikki Bridle	Director of Corporate Development	
Elaine McPherson	Chief Executive	

Appendix 1 - Summary of final representations

	Public Feedback (summary)	Council response	Action
Eligibility	General agreement with the amendment that Council staff are eligible unless they are refused permission to become a community councillor, but reservations about council employees' eligibility due to conflict of interest. Suggestion they should be ineligible to protect themselves and the Council.	Concerns on the potential for conflicts of interest are valid and noted. Clackmannanshire Council wish to make it easy for our staff who live in the county to volunteer in their own neighbourhoods. Although the nature of some posts would create a conflict of interest, it is not the case for the majority of posts. There are guidelines on how to proceed in the event of a conflict of interest both for staff and for community councillors.	Proceed with amendment.
Mini elections	Comments both in agreement and in disagreement with amendment not to introduce the mini election option. Disagreement on the grounds that i. it is a democratic way of replacing members who resign through illness etc ii. it is neither difficult nor expensive, would allow the removal of the co-option clause (9) and it would avoid the need for the Council to arrange interim elections more frequently iii. there needs to be a way to fill places not filled at an election, especially if elections are every 4 years	The 2nd stage of consultation showed no public appetite for the community council election process itself except that it must have the confidence of the community. The grounds for not adding the mini-elections option were that the potential problems of having two different types of election could undermine their primary use as a democratic way of filling vacancies. There is no change to the Council's commitment to administer interim elections where necessary.	Provide written good practice guidance for open and transparent method of filling casual vacancies. Proceed with amendment
ESTABLISHMENT	Para 3 should read	The suggestion to amend the reference to the number of	Re-word reference to number of elected
New comments	"If in any particular area nominations are received for less than 50% of the possible maximum permitted number of elected	elected community councillors is accepted The wording should be consistent with that of Clause 4. Boundaries and Membership. The area referred to throughout the Clause is the community council area, so the first	community councillors.

	members, no community council will be formed." There needs to be a two stage nomination process for establishment to give a better chance of reaching maximum numbers.	suggested amendment is not necessary. The proposed content of the Scheme allows the Council to work flexibly to ensure the nomination process is suited to the needs of the area and gives electors who wish to establish a community council in their area the best chance to succeed.	
FILLING CASUAL VACANCIES New comments	Replace 'filling a vacancy can be undertaken through the process of co-option' with 'filling a vacancy may be undertaken through the process of co-option'	Accepted. The suggested wording avoids ambiguity.	Replace the word 'can' with the word 'may'.
FIRST MEETINGS	Agreement with amendment that RO can designate another officer to attend on proviso that the designated officer must be competent	Suggestion to specify that designated officer must be suitable for the role is accepted	Amend the final sentence.
DISSOLUTION:	Agreement with amendment to clarify conditions of Council involvement.		Proceed with amendment
RESOURCING:	Agreement with amendment to reduce disproportionate audit burden on ccs.		Proceed with amendment
METHODS OF ELECTIONS New comments	Regular elections second call for nominations –The first sentence should read:-"Should the number of nominations be below HALF the total maximum& etc."	Candidates are not 'elected' until there are enough to form a community council so the suggestion to amend Clause 7 is accepted.	Replace 'candidates elected' with 'candidates nominated'
	Reservations that places not filled at regular elections cannot be filled except at a regular election due to difficulty maintaining minimum numbers and getting people to stand for election. Places undue pressure on community councillors	Concerns about maintaining numbers are noted. Council concluded that it is not helpful to the public and not in the interests of clarity to have some elections administered by the Council and by some the ccs. The Council agrees that views of Clackmannanshire's	Acknowledge in Protocol the need to work closely with ccs at election times to ensure local information about the process is clear

	The views of public expressed during the consultation have less weight than those of community councils because the public do not have experience of the problem as community councillors do nor can they appreciate that it is not the same situation as Local Elections where there are always more candidates than places to fill.	community councils on the strengths and weaknesses of the existing Scheme have weight and the views of community councils expressed during the consultation have informed deliberations. We are equally mindful that the public must be able to participate more actively in community council elections both as nominees, proposers and seconders, and as voters. Bringing the format for community council election process in line with that of Local Elections may better help the public appreciate the community council situation. The Council will support ccs to channel the considerable volunteer effort to maintain numbers in between election channelled into one exercise every four years to maximise the chances of filling all vacancies through regular elections.	and elections are accessible to the electorate.
OTHER	Questions on the Council's motives for the content for the proposed Scheme based on a suspicion that the changes could result in the demise of some community councils.	Community councils which accurately and appropriately represent the views of a community will play an important role in local democracy in Clackmannanshire for the foreseeable future. Strength comes from the size of active support as much as the number of members. The power to strengthen or weaken our community councils comes therefore not from the Council but from the electorate of the county	



SCHEME FOR THE ESTABLISHMENT OF COMMUNITY COUNCILS

1. Introduction

Community Councils were first established in Scotland following the Local Government (Scotland) Act 1973. Thereafter, the Local Government (Scotland) Act, 1994, which produced the current system of unitary local authorities and made provision for the continuation of Community Councils. Under the legislation, every local community in Scotland is entitled to petition their local authority to establish a Community Council in their area.

The Scheme for Community Councils is designed to enable the establishment of Community Councils across Clackmannanshire to provide a common minimum basic framework governing their creation and operation.

2. Statutory Purposes

The statutory purposes of Community Councils established under this Scheme are set out in Section 51 (2) of the Local Government (Scotland) Act 1973, as follows: -

"In addition to any other purpose which a Community Council may pursue, the general purpose of a Community Council shall be to ascertain, co-ordinate and express to the local authorities for its area, and to public authorities, the views of the community which it represents, in relation to matters for which those authorities are responsible, and to take such action in the interests of that community as appears to it to be expedient and practicable".

3. Role of Community Councils

Community councils have a duty under statute to represent the views of their local community. Clackmannanshire Council recognises Community Councils as appropriate bodies to consult on matters of community interest.

Community Councils have a statutory right to be consulted on planning applications which affect their area.

Community Councils are competent objectors for licensing applications.

Community Councils also play an important role in:

- Promoting the well-being of the communities they represent
- Fostering community spirit
- Informing the communities they represent of matters of public concern, and
- Safeguarding and improving the amenities of the Community Council area, its buildings and its natural environment.

4. Boundaries and Membership

The boundaries for Community Council areas, and names of the Community Council areas are as outlined below and shown in this Scheme.

There shall be minimum and maximum membership numbers of elected Community Councillors in a Community Council. These are detailed in the Constitution.

Community Council	Membership	Population
Alloa	16 members	13297
Alva	14 members	4915
Clackmannan	14 members	4289
Dollar	14 members	3041
Menstrie	14 members	2794
Muckhart	12 members	502
Sauchie & Fishcross	14 members	6546
Tillicoultry Coalsnaughton, Devonside	14 members	5989
Tullibody, Cambus, Glenochil	14 members	9167

5. Eligibility

To qualify for nomination and election to a Community Council, a candidate must:

- Be aged 16 or over and included in the roll of 16-18 year olds held by the Returning Officer
- Reside in the Community Council Area for which membership is sought and, if aged 18 or over, be included on the current electoral register for the Community Council Area
- Not be subject to any legal incapacity (as defined in Section 31 of the Local Government (Scotland) Act 1973, as amended from time to time
- Not be a Clackmannanshire Council elected member, an MP, an MEP or an MSP.
- Not to have been refused permission or had permission withdrawn if an employee of Clackmannanshire Council.

6. Establishment

After the adoption of this Scheme, Clackmannanshire Council will invite electors in an area where no community council exists to apply in writing to the Chief Executive for the establishment of a Community Council in their area.

An election will be held in areas where at least 20 electors, who in their own right would be eligible to stand for election to a Community Council, notify the Chief Executive in writing within 21 days that they wish to see a Community Council established for their area.

If nominations are received for less than 50% of the maximum membership number of elected community councillors, no Community Council will be formed.

Clackmannanshire Council will give a statement of reasons why a Community Council may not be formed in any area.

In areas where no Community Council is established, 20 electors may petition the Chief Executive at any time to hold an election to establish a Community Council. This will be subject to there being no more than two elections in a twelve month period in any one Community Council Area.

Clackmannanshire Council will make reasonable arrangements to accommodate establishment of a new community council when a petition is made in the year a regular election is scheduled.

7. Methods of Election

Clackmannanshire Council is committed to exploring innovative election methods to encourage greater involvement in Community Council elections and to enhance the democratic process.

Clackmannanshire Council will, therefore, explore, in consultation with Community Councils, the possible use of alternative election methods for regular elections.

i) Regular Elections

Regular elections are held every four years and are arranged by Clackmannanshire Council.

For regular elections, the following method will be used:

Nominations

Clackmannanshire Council will advertise a Notice of Election by public notices in the area covered by the Community Council. This notice will invite residents of the area to put forward nominations for membership of the Community Council.

Nominations will be in the form decided by the Returning Officer and will be subscribed by one proposer and one seconder, both of whom must be eligible for election in their own right. Nominations require to be submitted with the candidate's consent. Self-nomination is not permitted.

Nominations for election to a Community Council must be received by the Returning Officer by the time specified.

Election Process

Where nominations are received for between 50% and 100% of the places to be filled by election, those individuals will be declared elected unopposed and the Returning Officer will produce and display a notice to that effect in the local area.

Where at any election the number of nominations received exceeds the number of places to be filled, a ballot will be held.

Ballot

When a ballot is held, Community councils shall be elected on the Block Voting system. The ballot will be secret and will follow the process set by the Returning Officer.

Second Call for nominations

Should the number of candidates nominated be below HALF of the maximum membership as specified for the Community Council area, no Community Council will be established at that time. However, Clackmannanshire Council may, within 6 months of the closing date for the registration of the first call for nominations, issue a second call for nominations for a Community Council area failing to meet the minimum membership requirement.

Places not filled at Regular Elections

At least half of the total number of members must initially be elected in regular elections. Places not filled at regular elections cannot be filled by co-option but may be filled at the next regular elections.

ii) Interim Elections

If the number of elected Community Councillors on a Community Council falls below half the maximum membership, the Community Council must notify the Returning Officer who will make arrangement for an Interim election to be held. The method for an Interim Election is that of a Regular Election. A Community Councillor elected at an Interim Election will hold office until the next Regular Elections.

8. Filling of casual vacancies between elections

Casual vacancies on a Community Council may arise in the following circumstances:

- When an elected Community Councillor submits her/his resignation;
- When an elected Community Council member ceases to be resident within that Community Council area;
- When an elected Community Council member has her/his membership disqualified under the terms of Paragraph 5 of the Constitution;
- On the death or legal incapacity of an elected member of the Community Council.

Should a vacancy or vacancies arise on a Community Council between elections, the Community Council shall undertake appropriate arrangements to fill the vacancy/vacancies, in consultation with Clackmannanshire Council. Filling a vacancy may be undertaken by co-option, as set out in Paragraph 9 of the Scheme.

9. Co-option to Community Councils

Co-opted members must meet the eligibility criteria set out in this Scheme. A co-opted member must be elected onto the Community Council by a two-thirds majority of the elected (general and interim) Community Councillors present and voting. Such co-opted members shall have full voting rights, with the exception of voting on co-option of members, and will serve until the next round of elections (whether general or interim). Notice of any proposed co-option procedure is required to be intimated to all of that Community Council's members at least 14 days prior to the meeting when the matter will be decided.

The number of co-opted members may not exceed ONE THIRD of the current elected (general and interim) Community Council membership. Should the ratio of co-opted to elected Community Councillors become greater than one third, an interim election process is triggered.

A Community Council must not co-opt further members if, as a result, the number of coopted members would exceed the maximum number permitted under the Scheme.

10. Regular Election Periods

The first elections after the adoption of this Scheme will take place in September 2012. Subsequent elections will take place every four years at a time to be determined by Clackmannanshire Council. All serving Community Councillors will stand down and will be eligible for re-election.

11. Returning Officer

The Returning Officer for Community Council elections will be the Chief Executive of Clackmannanshire Council. The Returning Officer may appoint such number of deputies as may be considered necessary for the proper discharge of the relevant functions.

12. Term of Office

The term of every member elected at a regular election shall extend to 4 years.

For all Community Councillors, the term of office will end at midnight of the day prior to the scheduled polling day at the next regular election.

13. Disqualification

Members of Community Councils will become ineligible to hold office where they have:

- moved out of the area covered by the Community Council (unless they have less than six months of their office outstanding);
- failed to attend 3 consecutive meetings for reasons unacceptable to members of the Community Council;
- been elected as an MP, MEP, MSP or elected member of Clackmannanshire Council or of any other local authority.

Where this occurs the Community Council may apply in writing to the Returning Officer for that place to be declared vacant.

A Community Council may co-opt an individual into that vacancy. All members co-opted in this way must meet the qualification criteria for nomination at a regular election. Members co-opted in this way will hold office until the next regular election.

14. Dissolution

Notwithstanding the terms for dissolution of a Community Council contained in the constitution, Clackmannanshire Council may move to dis-establish a Community Council where:

- It does not meet for a period of six months;
- A request for dis-establishment, which has previously been voted on at an open meeting of the Community Council, is received from a Community Council;
- Following any regular election, less than 50% of the total complement of places are filled by direct election;
- It has demonstrated a major single breach or a series of breaches to its adopted constitution or to the requirements set out in this Scheme and where said breach(es) have not been remedied after being brought to the Community Council's attention.

15. First Meetings of Community Councils

The Returning Officer will call the first meeting of the Community Council after its establishment. This meeting will take place within 4 weeks of the election. The election of the Chairperson must be the first item of business at this meeting. Until the Chairperson is elected, the Returning Officer or a suitable deputy appointed in his/her place will chair the meeting.

16. Meetings of Community Councils

Community Councils will determine the frequency with which they meet subject to a minimum of one annual general meeting and 4 ordinary meetings per year. Community Council meetings will be held in public, with the place, date, time, agenda and minutes of the previous meeting advertised in the local area at least 7 days before the meeting.

All Community Councils will hold an annual general meeting by September of each year at which it will account for its activities in the previous year, present its audited accounts and elect its office bearers.

An outline for the business that Community Councils should adhere to when holding ordinary, special and annual general meetings is contained within the Model Standing Orders.

17. Constitution

Each Community Council is required to adopt a Constitution based upon the terms of the Council's model constitution for Community Councils. The Community Council's Constitution is required to be approved by Clackmannanshire Council.

18. Resourcing

Clackmannanshire Council will provide assistance to Community Councils to support their administrative needs. This assistance will be provided on the basis set out in the Protocol. Any financial assistance will be made available to Community Councils following approval of the audited accounts by the Director of Finance and Corporate Services.

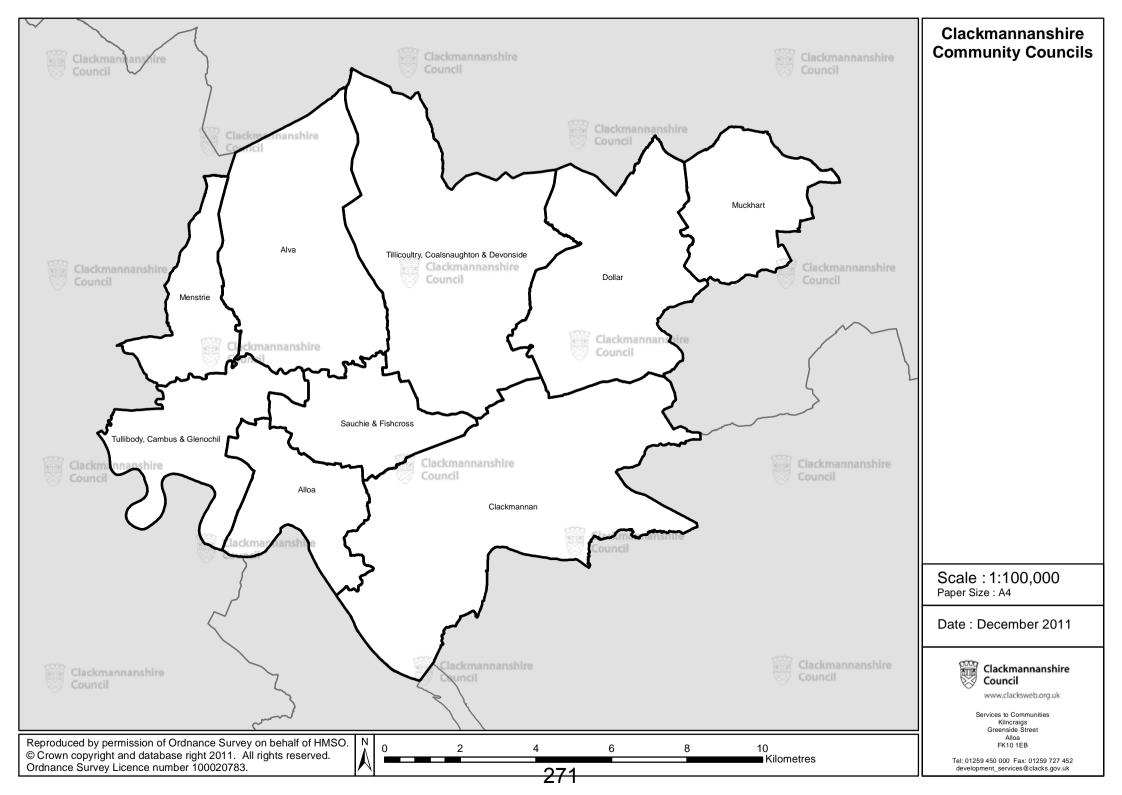
Each Community Council will open a bank or building society account for the receipt of grant funding and payment. Each Community Council will be responsible for maintaining proper accounts which will be independently examined annually by a person or persons approved by the Director of Finance and Corporate Services. Annual accounts will be presented as an item of business at the Annual General Meeting and will be made available for publication. Further details on resourcing arrangements are included in the Protocol which accompanies this Scheme.

19. Community Council Liaison Officer

Clackmannanshire Council will appoint a Liaison Officer who will have prime responsibility for monitoring the working relationship between Community Councils and the Council and ensuring that consultation mechanisms are operational.

Further details on the exchange of information between Community Councils and Clackmannanshire Council is contained in the Protocol which accompanies this Scheme.

[appendix - map]



Appendix 3 - Implementation Timetable

Timescale	Action
15 December '11	Council adopts a new Scheme
	New boundaries come into force. Alloa Centre, Alloa West, Bowmar, Fishcross,/Coalsnaugthon/Devonside, Sauchie & Tillicoultry Community Councils cease to exist.
4th January '12	Council gives public notice of the publication of the Scheme in its adopted form and an invitation to electors in areas where there may be no community council to apply for the establishment of a community council in that area.
	New Protocol and model community councils constitution also come into force.
	Electors in areas with no community council have 21 days from notice to petition the Council for establishment of a community council.
25th January '12	Deadline for submission of petition of 20 electors in an area with no community council.
	Upon receipt of petition/s, Council begins establishment process as per Paragraph 6 of new Scheme.
26th January '12	Council publishes notice of election, calling for nominations to new community councils
16th Feb '12	Deadline for nominations
29 Feb/1 Mar '12	Publish notice of ballot
5 Mar '12	Issue of postal ballot papers
21 Mar '12	Deadline for return of ballot papers
22 Mar '12	Count/s & declaration
4 July '12	Process for scheduled regular elections begins ie
	Council publishes invitation to establish in areas where no community council exists
25 July '12	Deadline for petition/s
16th August '12	Council publishes Public Notice of community council elections (request nominations) under new Scheme.
16th August - 6th September '12	Nomination period (21 days)
6th September '12	Deadline for nominations
7th September '12	Council declares outcome of nomination process. (In community council areas where nominations have not exceeded the number of vacancies, candidates will be elected unopposed. Those elected will not take up post before the first meeting of the community council which must take place within 4 weeks of the end of the election process.)
17 September '12	Council publishes notice of poll in areas where election goes to ballot.
21 September '12	Ballot papers are issued
3rd October '12	Deadline for return of ballot papers
4th October '12	Count(s) and declaration of results.
5th October - 2nd November '12	Community councils hold their first meetings after election.