# **REPORT**



REPORT OF	MEETING	DATE	ITEM NO
OVERVIEW AND SCRUTINY	POLICY DEVELOPMENT SCRUTINY COMMITTEE	04 FEBRUARY 2010	7

# CALL-IN REQUEST – TRANSFER OF ASSETS TO TOWN / PARISH COUNCILS

#### **Public Item**

This item is for consideration in the public part of the meeting.

#### **Summary**

Ten members of the council have invoked the recovery and call-in procedure to question a Cabinet decision made on 20 January 2010 relating to the Transfer of Assets to Town / Parish Councils. *Members of the committee must therefore consider whether the decision of Cabinet is not in the interests of the inhabitants of the borough and ought to be reconsidered.* If they believe that it is not, they may refer it back to Cabinet or to the full council for further consideration.

#### Recommendations

Members are invited to discuss whether the information provided illustrates that the decision taken by the Cabinet on 20 January 2010 was not made in the interests of the inhabitants of the borough.

#### **Cabinet Portfolio**

The item falls within the following Cabinet portfolios:

Finance and Resources – Councillor Roger Small Leisure and Culture – Councillor Sue Fazackerley

#### Report

- 1. If ten councillors feel that a decision taken by or on behalf of the Cabinet is not in accordance with the interests of the inhabitants of the Borough, they can ask for it to be 'recovered'. A recovered decision cannot be implemented until the Policy Development Scrutiny Committee has decided whether to call it in or not. Ten councillors have made such a request relating to the decision made by Cabinet at their meeting on 20 January 2010, concerning the transfer of assets to Town and Parish Councils. Therefore at this stage the decision in relation to this issue is termed as being recovered; that is, that it cannot be implemented.
- 2. The recovery request from the Councillors, the relevant Cabinet minutes and related report are attached as appendices.
- 3. The Policy Development Committee has three options.
- 4. The first is to call-in the decision by asking the Cabinet to reconsider it. The second is to call-in the decision by asking the full council to look at it. Full council could then decide to ask the Cabinet to reconsider the decision if it feels it appropriate. The committee could take either of these two options if it felt that the decision being questioned is not in the interests of the inhabitants of the Borough and ought to be reconsidered. The third option is for the committee to take no further action, in which case the decision can be implemented.
- 5. It is suggested that the meeting is conducted in the following order:
  - Councillor Oades is invited to outline why she and her fellow councillors feel that the decision of the Cabinet taken on 20 January 2010 was not made in the interests of the inhabitants of the borough
  - A representative of the Cabinet to respond (usually the relevant Portfolio Holder).
  - Policy Development Scrutiny Committee members to question both members and officers, and any other witnesses which they may call to aid them in their judgement
  - Conclusion reached on whether to call-in the decision or otherwise
  - If it is decided not to call-in the decision the committee is requested to state its reasoning in reaching this decision
  - If it is decided to call-in the decision the committee should decide where the matter should be referred and set out its concerns, which the Cabinet or council should have regard to. An alternative recommendation can form part of the committee's deliberations.
- 6. Under the council's code of conduct, a member must regard himself as having a personal and prejudicial interest in the consideration by a scrutiny committee of a decision made by a council body of which he is a member. As this decision was taken by the Cabinet collectively, all members of the Cabinet have a personal or prejudicial interest in the consideration of the call-in request and so may not attend the meeting. The Portfolio Holder or other representative of Cabinet may attend and take part only for the purpose of answering questions and giving evidence.

IMPLICATIONS		
Finance	None arising directly from this report	
Legal	None arising directly from this report	
Community Safety	None arising directly from this report	
Human Rights and Equalities	None arising directly from this report	
Sustainability	None arising directly from this report	
Health & Safety and Risk Management	None arising directly from this report	

Report Author	Tel	Date	Doc ID
Annie Womack	(01253) 658423	29 January 2010	Call-in report - Transfer of Assets to Town / Parish Councils

List of Background Papers		
Name of document	Date	Where available for inspection

#### **Attached documents**

- Call in request
   Relevant report
   Relevant Cabinet minute



## RECOVERY and CALL-IN REQUEST

I wish to register a request for the following decision to be called in for reconsideration prior to implementation. My objection to the decision and alternative decision/proposal are set out below.

Decision title: TRANSFER OF ASSETS TO TOWN/PARISH GUNCILS 2010 Decision number: ITEM 12 and date of 20 decision:

**Lead Councillor Personal Details** 

Lead Councillor Personal Details		
Name (Please print)	ELIZABETH CADES	
Address	54 RIBBY ROAD, KIRKHAM	
Daytime contact number	01772 671343	
Email	clir.e oades@fylde.gov.uk	
Signature	E.A. Oader	

Nine other Fylde Borough Councillors who are named below and have signed this form support me in my call-in request

NAME	SIGNATURE
ELAME SILVERMOOD	ENC
	K. Haner.
KATHLEEN HARPER.	21
TONY FORM	100
SOHN R DAULE	
BARBARA PAGETT	Buthaise Tayett .
	Las Astrical
KEN. HOPWOOD	1
KEITH BECKETT	011
PETER HARDY	Marchy
HEATHER ANN SPEAK	H.A. Spools
HERTHER MY	,

The Objection and Alternative Decision/Proposal

Please complete the boxes overleaf and continue on a separate sheet if necessary - 500 words maximum.

(Remember: The objection needs to state how you believe the decision wasn't taken in accordance with the interests of the residents of Fylde Borough.)

The Objection is: THAT DEFERMENT OF THE TRANSFER OF ASSETS TO
KIRKHAM TOWN COUNCIL, SO THAT OFFICERS CAN UNDERTAKE A
POTRILED ANALYSIS OF THOSE TRANSFORS WOULD NOT BE IN
THE INTEREST OF RESIDENTS OF THIS BORRUGH.
BY THE COUNTRAISE OR TITS IMPLICATIONS ARE FULLY DEBATED
THE WINCIL'S ING TERMS OF ANY POSSIBLE TRANSPERS.
TAKING THE PROPOSAL FORWARD. IF THERE IS NO POINT IN ACCEPTABLE TO KING THE PROPOSAL FORWARD. IF THERE TERMS ARE UN-
MICKS & COLDOOK THIS OF ASSETS NOT &
VOID & MOULD INGREGIRE WASTE COUNCIL MONEY & RESOURCES
The alternative decision/proposal is (optional): IN CARRYING OUT, ANALYSIS.
I THEREFORE REQUEST THAT THE RECOMMENDATION BE
PETERSON DAITON DG

I THEREFORE REQUEST THAT THE RECOMMENDATION BE REFERRED TO THE GUNCIL MEETING TO BE HELDON IST MARCH, 2010, FOR FULL DEBATE.

#### Call-in Checklist

Please ensure you can tick every box below before handing in the request

Have you	Please Tick
read the guidance notes on the call-in procedure?	<b></b>
clearly stated the decision title the call-in refers to?	<b>\</b>
stated the date the decision was made on?	1
obtained the signatures from nine other Councillors to support the call-in?	
stated in the objection box how this decision is not in the interests of the residents of the Borough?	Ť

What happens next with your request? In the first instance it will be forwarded to the Head of Governance who will acknowledge its receipt and ascertain that the request for recovery is valid (e.g. received on time, completed correctly and correct number of signatories). He, or his representative, will also advise the relevant Portfolio Holder and Director, and the Chairman of the Policy Development Scrutiny Committee that the request has been received. Within 10 working days from receipt of your request (or as soon as is reasonably practicable) a date will be arranged for the Policy Development Scrutiny Committee to hear the request. You and your co-signatories will be advised of the date at the earliest opportunity, as will the decision-maker and Director. At the meeting itself you will be given the opportunity to make representations to the committee, as will the decision-maker, and you may be questioned by them. You will find out at the meeting whether the decision is to be called in or not.

#### On completion, this form should be sent to:

Head of Governance, Town Hall, Lytham St.Annes, Lancashire FY8 1LW

To be received by no later than 6 working days from the date when the minutes were published

# **REPORT**



REPORT OF	MEETING	DATE	ITEM NO
DIRECTOR COMMUNITY SERVICES	CABINET	20 JANUARY 2010	12

#### TRANSFER OF ASSETS TO TOWN / PARISH COUNCILS

#### **Public Item**

This item is for consideration in the public part of the meeting.

#### **Summary**

This report further discusses the issue of open space asset transfer to town / parish councils and identifies two options for Members' consideration. In doing so it discusses the key issues that require consideration in coming to a decision, summarised as implications for the parks / leisure service and implications on the council tax.

#### Recommendations

- 1. Members identify their preferred option for the transfer of open space assets to town / parish councils.
- 2. That officers undertake more detailed analysis to identify the service and financial implications of retaining a parks and leisure strategic development function within the Borough Council on the basis that a transfer of parks and outdoor leisure assets will occur no earlier than April 2012.
- 3. That, subject to appropriate resources being made available, officers undertake a more detailed analysis of a business case and business plan for FBC Solutions Ltd.

#### Reasons for recommendations

To provide the Cabinet with options for taking forward the 'in principle' agreement already given to the transfer of assets but to allow this to take place in a strategic and coordinated manner which is acceptable to all parties involved.

#### Alternative options considered and rejected

Not to progress the transfer of open space assets to town / parish councils – rejected because Members have expressed a desire to see such assets transferred.

The other options are considered in the body of the report.

#### **Cabinet Portfolio**

The item falls within the following Cabinet portfolios:

Finance and Resources Councillor Roger Small

Leisure & Culture Councillor Susan Fazackerley

#### Report

#### Background

- 1. The Cabinet at its meeting in November 2008 agreed the list of open space assets for consideration for transfer to town / parish councils and resolved that officers identify the more detailed operational, legal and financial implications of the transfer of such sites and report to a future meeting for consideration.
- 2. A further report was presented to Cabinet on 6<sup>th</sup> May 2009 which dealt with the range of implications of transferring open space assets to Kirkham Town Council (KTC). The meeting resolved:
  - That the Cabinet confirmed in principle (and subject to the additional recommendations below) its agreement to proceed with the transfer of the listed parks and open space assets to Kirkham Town Council.
  - That the terms of the transfer include the provision that Fylde Borough Council (FBC) is retained as the maintenance contractor for KTC for a minimum of 3 years.
  - That the proposed disposals to be advertised under section 123(2A) of the Local Government Act 1972 and any representations be reported back to the Portfolio Holder for Corporate Resources and Finance.
  - That officers negotiate with representatives of KTC to agree the specification and rates/costs for the service referred to in recommendation 3 with final decision making responsibility being delegated to the Portfolio Holder for Corporate Resources and Finance, having regard to the impact of the proposal on the medium term financial strategy.
  - That officers undertake the necessary further financial assessment of the impacts on FBC should the transfer take place (based on the costs agreed in 4 above).
  - That a report be brought back to the Cabinet on the outcome of the above matters.

#### **Options for Consideration**

3. Two options are now presented for Members' consideration:

#### Option 1 – The Transfer of Assets is Progressed at This Time

- 4. Discussions have been held with representatives of KTC who have expressed a desire to progress with the transfer of operational grounds maintenance and leisure functions. However in working up the detail of the asset transfer with KTC, a number of service delivery implications for the parks and leisure service have been identified. These have also been identified in the Cabinet reports considered previously.
- 5. Should the proposed open space transfer to KTC be now confirmed, a proportion of approximately 9% of the entire parks and leisure service resource would be transferred, equating to a value of £154,209 (Appendix 1). This comprises not only the grounds maintenance resource, but includes service management, strategic development, leisure operations and central support service overheads such as payroll, HR, legal, IT support etc.
- 6. The operational staff provide the routine grounds maintenance activities such as grass cutting, weeding and planting, together with playground and playing field maintenance. The strategic management and development staff of the service provide expertise in terms of preserving, enhancing and developing the long term provision of open spaces and play areas together with procurement of resources to deliver those plans activities that these staff have been particularly successful in delivering over recent years.
- 7. Further to discussions with officers, it is understood that KTC wishes to progress with the transfer of operational grounds maintenance and leisure functions. However, it has expressed reservations about contributing to the proportion of costs associated with the management and development role of the parks and leisure service. Although the Town Council recognises that such a role is invaluable it considers that these costs should be spread across the whole Borough (Appendix 2 Letter from KTC).
- 8. As part of the transfer, Cabinet agreed previously to approve the principle of the Borough Council carrying out certain capital improvement works, on public open space in Kirkham as part of any agreement to transfer these assets to Kirkham Town Council. At the time these works were estimated to cost £111K and would be classed as capital works. In May 2009 officers revisited the schedule of works to re-evaluate whether some of the work may be picked up as part of routine maintenance. At that time the estimate for the schedule of works was revised to £85K. The revenue cost of borrowing £85K over a 25 year period is estimated at £5,500 per annum. Should members opt for option 1 then the cost of carrying out the remaining capital works will need to be re-evaluated.
- 9. Apart from the direct implications on the parks and leisure service, there are also implications on council tax should the transfer go ahead. If the transfer of assets to town / parish councils goes ahead on a piecemeal basis over a number of years, this will mean that the fluctuations in council tax will occur over a prolonged period rather than as a one-off impact on bills if a wholesale transfer of assets takes place at a single point in time.
- 10. The impact of option 1 on Council Tax bills is as follows:
- a) The Council's Medium Term Financial Strategy (MTFS) assumes an overall 4.99% increase in Council Tax for each of the next 3 years. This assumption is based upon the

logic that the overall net impact of all savings and increases in the revenue budget across FBC will in total equate to a 4.99% increase in the net amount to be recovered via Council Tax by FBC.

- b) Following that logic, it is assumed that any savings generated by transferring the assets to KTC will be offset by corresponding investment elsewhere in the Council's services such that the net overall position will remain as a 4.99% increase in the net amount to be recovered via Council Tax by FBC.
- c) By transferring the assets and being relieved of the responsibility for their maintenance and upkeep, FBC will no longer need to charge a Special Expense in the Kirkham area. As explained above, this budget capacity will in all likelihood be absorbed or offset by net increases elsewhere.
- d) However, Members should be aware how these changes will impact upon Council Tax Bills as received by residents. Whilst the overall increase at 4.99% would be within the Government's 5% cap, the proportion of Total Council Tax recovered by Special Expenses charges would fall, and the proportion of Total Council Tax recovered by Standard Council Tax charges (the element referred to on Council Tax bills as "Fylde Borough Council") would increase. The result would be that whilst Council Tax bills in the Kirkham area would see the Special Expenses charge disappear (to be replaced by an increased precept), every bill in the Borough would see the "Fylde Borough Council" element increase by greater than 4.99%
- e) For illustrative purposes, if the assets had transferred to KTC on 1st April 2009 and FBC had offset the £154,209 reduction in Special Expenses charges with corresponding net increases elsewhere in the Revenue Budget, then the "Fylde Borough Council" element of bills for 2009/10 would have shown a 9.26% increase despite the fact that the overall increase at 4.99% would have been within the Government's 5% cap. The table at Appendix 3 illustrates the effect of this for 2009/10 as if the transfer had occurred on 1st April 2009.

#### Option 2 – The Transfer of Assets to Town / Parish Councils is Deferred

- 11. As identified above, if the transfer of assets to town / parish councils goes ahead on a piecemeal basis over a number of years, this will mean that the fluctuations in council tax increases will occur over a prolonged period.
- 12. The community governance review of town and parish councils will establish whether the whole of the borough will be parished and hence may provide an opportunity to undertake a wholesale transfer of assets at a single point in time. The review is expected to have been completed by May 2011; hence the earliest anticipated date for open space transfer to town / parish councils would be April 2012.
- 13. It is recognised that other town / parish councils are interested in progressing similar asset transfers, with parks and leisure assets transferring out of FBC responsibility and control. Devolving responsibilities to town and parish councils also promotes community engagement. Depending upon the scope of such transfers, this could result in the loss of ownership, control and management of parks and leisure assets, but also there being no strategic parks and leisure development function retained by FBC. Deferring the transfer will provide officers with the opportunity to work up the service and financial implications of

retaining a strategic development role within the Borough Council to work with all town and parish councils who may wish to further develop parks and leisure facilities.

- 14. When considering the transfer of assets, Members will need to take a view as to whether the sites of borough wide significance such as Promenade Gardens, Ashton Gardens, St Annes Square, Blackpool Road Playing Fields, Fairhaven Lake, Lowther Gardens, Lytham Green, Park View Playing Fields and the entire coastal strip should continue to be managed, developed and maintained by Fylde Borough Council.
- 15. Currently the grounds maintenance function is delivered by an in-house team maintaining the Borough's parks and green spaces in St. Anne's, Lytham, Ansdell and Kirkham, together with approximately £140K per annum value of external contracts. The team have been successful in securing external contracts and the opportunity exists to develop FBC Solutions (FBCS), the Council's trading company to maximise future opportunities. Deferring the transfer of assets will give officers the opportunity to produce a business case, business plan and company structure for FBCS. Specialist expertise would be needed to assist during this development phase.
- 16. FBCS could provide the grounds maintenance function to St. Annes, Lytham, Ansdell and Kirkham in a competitive environment, but would have an opportunity to build on the existing external contracts to bring in additional resources to FBC. This operational service could also be available to town and parish councils if required.
- 17. The strategic development team could also act as the Council's client, ensuring value for money and high quality standards, whilst continuing to strategically develop parks and leisure assets.
- 18. It is now highly likely that, from 2011/12, the Council will be faced with further financial pressures due to public service spending cuts. By deferring the asset transfer to KTC the Council will have greater flexibility to address the future of the remaining non-parished areas in a coordinated and planned way.
- 19. It should be noted that the impacts on Council Tax bills as outlined under option 1 above will still apply if and when a wholesale transfer of assets takes place at a single point in time.

#### **Risk Assessment**

20. The following risk has been identified and will be added to the Council's strategic and operational risk registers – reductions in future public spending and government grant.

#### Conclusion

21. The key issues that arise in terms of transferring open space assets to town / parish councils are identified in the report. Members are requested to consider how they wish to progress the matter.

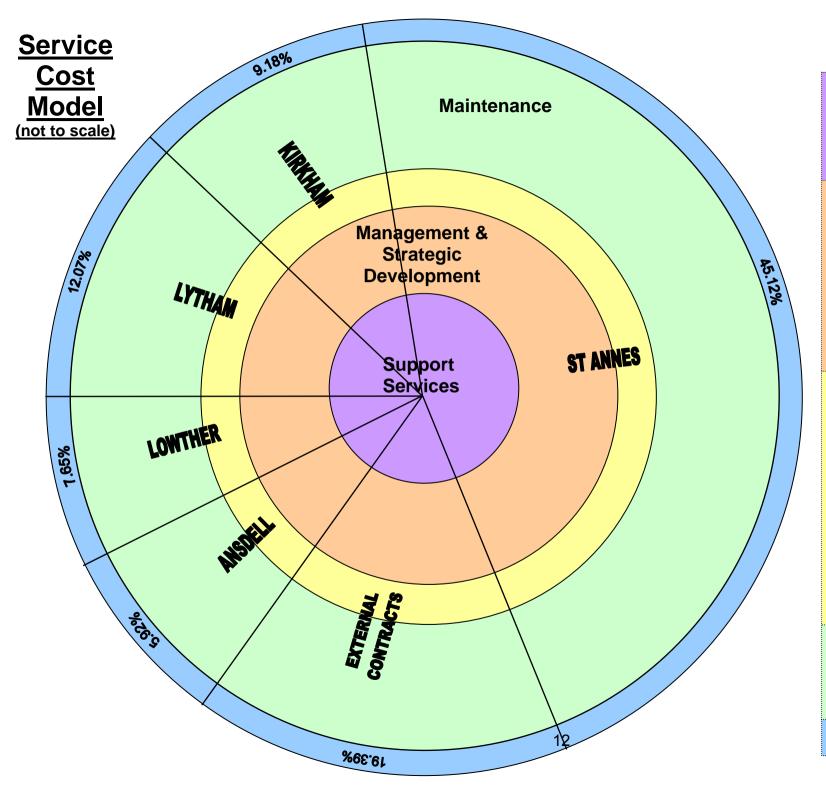
Report Author	Tel	Date	Doc ID	
Clare Platt	(01253) 658602	20.1.10	20.1.10 Transfer of Assets3	

List of Background Papers		
Name of document	Date	Where available for inspection
Cabinet Agenda & Minutes	November 2008	www.fylde.gov.uk
Cabinet Agenda & Minutes	May 2009	www.fylde.gov.uk

#### **Attached documents**

- 1. Service Cost Model Appendix 1
- 2. Letter Kirkham Town Council Appendix 2
- 3. Illustration of Implications on Council Tax Bills Appendix 3

	IMPLICATIONS
Finance	The financial implications are contained within the body of the report.
Legal	None relevant to this report
Community Safety	None relevant to this report
Human Rights and Equalities	None relevant to this report
Sustainability and Environmental Impact	None relevant to this report
Health & Safety and Risk Management	None relevant to this report



#### **Support Services**

Computer Services Human Resources Payroll Corporate Safety Team

## Management & Strategic Development

Development
Play Development
Parks Development
Leisure Development
Arts Development
Parks Strategic Management
Leisure Strategic Management
Coast & Countryside

# Sites of Borough Wide Significance

#### St Anne's

- Promenade Gardens
- Ashton Gardens
- St Anne's Square
- Blackpool Rd

#### Ansdell

Fairhaven Lake

#### Lytham

- Lowther Gardens
- Lytham Green
- Park View

#### Maintenance

Grounds Maintenance Play and Leisure Operations Building Maintenance

#### **Percentage Service Area**



# Kirkham Town Council The Community Centre, Mill Street Kirkham PR4 2AN

**Telephone 01772 682755** 

Email <u>kirkhamcouncil@btconnect.com</u>
<u>www.kirkhamtowncouncil.co.uk</u>

Town Clerk & Centre Manager Mrs M.D.Barnes B.A. (Hons)

Ms. Clare Platt
Director – Community Services
Fylde Borough Council
Town Hall
St. Anne's
FY8 1LW

November 19<sup>th</sup> 2009

Dear Ms. Platt

#### Re Transfer of parks and open spaces proposal

Further to a special meeting of this council on November 17<sup>th</sup> concern was expressed as to the strategic role of the parks development team and the costs attached.

This council accepts that their role is invaluable to the running of the park and open spaces however the way in which the costs are apportioned remains unclear.

To enable KTC to move forward with this proposal it is felt these costs should be spread throughout all parishes and towns equitably in the Fylde. KTC would like this to be addressed as soon as possible to enable a clear picture of actual costs for this town to be seen.

Yours sincerely

Marjorie Barnes

Town Clerk

#### **APPENDIX 3**

COLUMN D

£136.69

£136.69

£0.00

### ILLUSTRATION OF IMPACT UPON FYLDE BOROUGH COUNCIL COUNCIL TAX BILLS HAD THE ASSETS TRANSFERRED TO KIRKHAM TOWN COUNCIL ON 1ST APRIL 2009

Fylde Borough Council

Special Expenses - Open Spaces Maintenance

ACTUAL FIGURES
PER 2009/10
BUDGET

COLUMN A

**COLUMN B** 

**COLUMN C** 

FIGURES IF ASSETS HAD TRANSFERRED TO KTC ON 01/04/2009, ASSUMING 4.99% COUNCIL TAX INCREASE

			% change on
Fylde Borough Council Average 4.99% Council Tax Increase for 2009-10 - Calculation	2008-09	2009-10	2008/09
Fylde Borough Council - Total Council Tax requirement (including special expenses)	£5,062,357	£5,332,249	
of which - amount recovered via "Special Expenses - Open Spaces Maintenance" element of bill		£1,378,934	
of which - amount recovered via "Fylde Borough Council" element of bill		£3,953,315	
Council Tax Base (number of band D equivalent properties)	29,953	30,051	
Average Band D equivalent Council Tax/increase	£169.01	£177.44	4.99%

2009-10 £5,332,249 £1,224,725 £4,107,524 30,051

The above calculation shows that the AVERAGE band D equivalent Council Tax Increase for Fylde Borough Council is 4.99%, as approved by Council on 03.03.09. Because of the impact of special expenses, and the fact that they are recovered for specific areas, some areas will have increases below 4.99% and others will be higher.

Lytham & St Annes - Band D property  Fylde Borough Council  Special Expenses - Open Spaces Maintenance	Fylde BC total/increase for this area	2008-09 £125.11 £63.88 £188.99	2009-10 £131.55 £66.99 £198.54	% change on 2008/09 5.1% 4.87% 5.05%	2009-10 £136.69 £66.99 £203.68
Kirkham - Band D property Fylde Borough Council Special Expenses - Open Spaces Maintenance * NB: Kirkham Town Council would need to increase	Fylde BC total/increase for this area	2008-09 £125.11 £66.57 £191.68	2009-10 £131.55 £67.31 £198.86	% change on 2008/09 5.1% 1.11% 3.75% s ownership.	2009-10 £136.69 £0.00 £136.69
All other parishes - Band D property		2008-09	2009-10	% change on 2008/09	2009-10

Fylde BC total/increase for this area £125.11 £131.55 5.1%

£131.55

£0.00

5.1%

0.0%

£125.11

£0.00

#### 12. Transfer of Assets to Town/ Parish Councils

Councillor Roger Small (Finance and Resources Portfolio Holder) presented a detailed report on the proposed open space asset transfer to town/parish councils. In doing so, members were provided with details of two options for consideration.

Option 1- That the transfer of assets is progressed at this time

Option 2 - That the transfer of assets to town and parish Councils is deferred to take place simultaneously in the areas of St Annes, Kirkham and Lytham.

The report outlined previous reports on the mater and the risks that had been identified. Also attached to the report were details of a service cost model, a letter from Kirkham Town Council and illustration of impact upon Fylde Borough Council Tax bills.

During consideration of this item, Councillor Oades submitted a question asking why the appendix in the report contained only one of the letters from Kirkham Town Council and why further discussions were not to be held with Kirkham Town Council with whom FBC had been in discussion on this matter for two years.

Councillor Small addressed this matter by indicating that the report on tonight's agenda represented a follow-up on earlier reports on the Council's current line of thinking on this matter, that FBC remained committed to the principle of open space transfer to parish and town councils and that Kirkham Town Council had been kept informed of internal FBC discussions as early as possible.

In reaching the decision set out below, Cabinet considered the details set out in the report before it and at the meeting and RESOLVED:

- 1. To agree to Option 2 as outlined in the report.
- 2. To request that officers undertake a detailed analysis to identify the service and financial implications of retaining a parks and leisure strategic development function within the Borough Council on the basis that a transfer of parks and outdoor leisure assets will occur no earlier than April 2012.
- 3. That, subject to appropriate resources being made available, officers undertake a more detailed analysis of a business case and business plan for FBC Solutions Ltd.