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SUPPLEMENTARY PAPERS

Committee	DEMOCRATIC SERVICES COMMITTEE
Date and Time of Meeting	MONDAY, 4 SEPTEMBER 2023, 4.00 PM
Venue	CR 4, COUNTY HALL - MULTI LOCATION MEETING
Membership	Councillor Lancaster (Chair) Councillors Ash-Edwards, Carter, Davies, Derbyshire, Goodway, Lay, Palmer, Jackie Parry, Simmons and Thomson

The following papers were marked 'to follow' on the agenda circulated previously

- 7 Consultation - Welsh Local Government Association (WLGA) Charter Self-Assessment Framework (Pages 3 - 14)**
(Report and Appendix)

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Date: Tuesday, 29 August 2023
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REPORT OF THE HEAD OF DEMOCRATIC SERVICES

**CONSULTATION - WELSH LOCAL GOVERNMENT ASSOCIATION
(WLGA) CHARTER SELF ASSESSMENT FRAMEWORK**Purpose of Report.

1. To consider the proposed self-assessment framework which is planned to replace the WLGA Charter for Member Support and Development and provide feedback to the WLGA as part of this consultation.

Background.

2. Elected Members today face increasing challenges. Under the modernisation agenda, there are heightened expectations on them to undertake a diversity of roles ranging from that of community leader to their special responsibilities within the Council. Throughout Wales, authorities are striving to provide the best possible support for their members to enable them to meet these challenges. This takes the form of skill and knowledge development, support facilities, and support services.
3. The WLGA has a long history of working with authorities to help them develop these activities. To provide structure to the national programme of support, the Wales Charter for Member Support and Development was developed collaboratively by the Association, Elected Members representing each of the political groups and member support officers from each authority.
4. The Charter aimed to provide a broad framework for local planning, self-assessment, action and review together with networking and comparison amongst authorities and the sharing of good and innovative practice. Its adoption has raised the overall amount and standard of support given to members in Wales. For this reason the Charter was planned to be used to assist in the delivery of Cardiff's Diverse Council Declaration.
5. However, given the increasing demands placed on Democratic Services across Wales and the restraints of council budgets, the take up of the WLGA Charter was limited and a more appropriate solution was needed to confirm the quality of the services being provided to Elected Members.
6. The Democratic Services Committee considered a report entitled Achieving the WLGA Charter for Members Support and Development on 28th November 2022 and determined to consider the amended Charter and refer it to political groups for their consideration.

Issues

7. The WLGA has been working with Heads of Democratic Services to develop a voluntary self-evaluation framework for councils to use to assess the effectiveness of the support they provide for councillors. This framework is a modernisation of the former Wales Charter for Member Support and Development which it replaces.
8. The framework takes account of the [Local Government and Elections \(Wales\) Act 2021](#), the [Electoral Administration and Reform White Paper](#), the [WLGA Exit Surveys](#), the [WG survey of councillors](#), the [Civility in public life initiative](#), the WG [Guidance for Principal Councils](#) and the emerging local government improvement and self-assessment framework.
9. Attached at **Appendix A** is the proposed framework which the WLGA has requested be considered by all Democratic Services Committees. The framework is divided into a number of themes, as shown below:
 - a. **Democracy**
 - Candidates and prospective candidates
 - Councillors understand their role, responsibilities, and accountabilities.
 - Standards of conduct
 - The constitution
 - Officer Support
 - Equality of access
 - Support for councillors' rights, safety, and wellbeing
 - Diversity
 - Digital
 - b. **Community**
 - Public awareness
 - Communities contacting councillors
 - Surgeries and community meetings
 - Community engagement, leadership, and co-production
 - Casework support
 - Oversight and safety
 - c. **Learning**
 - The Councillor Development Strategy
 - Personal development reviews (Annual Review)
 - A learning and development Programme.
 - Induction
 - Quality of development
 - Participation
 - Learning from others

Initial Considerations

10. Whilst the framework is intended to be applied by Local Authorities, not all of the criteria that have been identified may be deliverable by the council alone, as they are more likely to be within the remits of the political groups and parties e.g. 'the actions that the

council takes to ensure that councillors from underrepresented groups are actively encouraged to stand and given positions of responsibility wherever possible' (under the proposed framework heading of Democracy, theme of Diversity).

11. The Council's Draft Participation Strategy identifies the elements of the Diverse Council Declaration that have been demonstrated with any outstanding actions being integrated into the Participation Strategy Action Plan. One of the actions is to "Identify opportunities to demonstrate high standards of support and development for our Elected Members" which this proposed framework may provide.

Consultation response

12. The Committee is requested to provide any relevant feedback, comments or suggestions on the suitability of the framework as a shared, national foundation document that councils can use to develop their own approach to self-assessment, recognising their local needs and priorities. The Committee's feedback will be returned to the WLGA.
13. Following this consultation, the WLGA proposes to update the framework and to issue it as a shared support resource to all councils for use.

Financial Implications

14. There are no direct financial implications contained within the report. Should the Council determine to undertake the voluntary self-assessment in the future, any costs associated with addressing any shortcomings identified will have to be met from the existing budgets or an appropriate source of funding will need to be identified.

Legal Implications

15. The statutory functions of the Democratic Services Committee include the responsibility to review and make recommendations to Council in relation to the adequacy of resources provided for the democratic services functions of the Head of the Democratic Services, which includes the provision of support to enable each member of the authority to carry out the role of member.
16. The proposed Councillor Support Self-Assessment Framework aims to provide assurance that councillors are being provided with the support needed for them to effectively discharge their role. The Committee should consider whether it is satisfied that the proposed framework is clear and helpful and appropriately covers all issues which may be relevant for supporting members in Cardiff (as well as other LA's in Wales) and make any appropriate comments in this regard.

Recommendations

17. The Democratic Services Committee is requested to consider the information contained within the report and its appendix and identify any appropriate feedback on the suitability of the WLGA's Councillor Support Self-Assessment Framework as a shared, national foundation document that councils can use to develop their own approach to self-assessment, recognising their local needs and priorities.

GARY JONES
Head of Democratic Services

29 August 2023

Appendix:

Appendix A From Charter to Self-Assessment, the Evolution of the Wales Charter for Member Support and Development

Background Documents:

[Draft Participation Strategy](#) report to Cabinet dated 13 July 2023

[Diverse Council Declaration](#) report to Council dated 27 January 2022

[Achieving the WLGA Charter for Members Support and Development](#)

to the Democratic Services Committee dated 28th November 2022

From Charter to Self-Assessment, the Evolution of the Wales Charter for Member Support and Development

Consultation July 2023

Background

Twenty years ago, support and development for councillors in Wales was less well established than it is today. In 2002, the first improvement team at the WLGA (then Syniad), worked with every council and a cross party group of councillors to identify what further support and training opportunities councillors would find useful. Councils requested that good practice in this area should be agreed, described, and disseminated.

In response to this request, and in line with wider UK practice, the Wales Charter for Member Support and Development was co- developed by the WLGA and councils to:

- provide a framework for good practice across Wales,
- be an incentive for councils to provide their councillors with the support and development they needed, and
- provide assurance to councillors that they were being given the best support possible.

Over the last 20 years, the Charter has been further developed and instrumental in both enabling and recognising local good practice. The majority of councils, national parks and fire and rescue authorities have been awarded the Charter, whilst others have used it as a framework to identify good practice and check that they have effective support mechanisms in place.

Since the inception of the Charter, the local government landscape has changed significantly. The role of councillors has become even more challenging and wide ranging. Resources are scarce and ways of working post Covid radically different. Councils now have more sophisticated and well-established approaches to councillor support. The Welsh Government has introduced legislation with statutory guidance for councillors and democratic services. The improvement landscape has also evolved. In 2021-22 a new Improvement Programme was launched to support sector-led improvement across local government in Wales. Leaders and chief executives have expressed a commitment to sector-led improvement, underpinned by peer challenge, support and mutual aid.

Against this backdrop, the Charter has been reviewed by the WLGA and councils represented by their Heads of Democratic Services. We recognise that although the Charter provided a framework for good practice, impetus for, and recognition of councillor support in the past, there is now a need for a different framework which reflects a more progressive approach to sector led improvement, recent WG legislation, statutory and other guidance and which recognises the increasingly limited resources available in councils.

A Councillor Support Self-Assessment Framework.

Proposal

We propose that the existing Charter be replaced by a voluntary self-assessment framework that focusses on the support provided for councillors to deliver the outcomes needed by their communities. The framework aims to cover all aspects of good practice in councillor support. However, as priorities and resources differ between councils, it would be for councils to decide locally how much of the framework to use and which sections should be prioritised.

The framework would be developed according to the following principles:

1. Aims of the framework

- To provide assurance to councils that councillors are provided with the support, information, guidance, and development needed to enable them to secure the best possible outcomes for their communities.
- To provide an ambitious but pragmatic national framework of good practice which recognises legislative requirements, statutory and other guidance, the expressed needs of councillors and widely accepted examples of what works.

2. Principles for development

- To develop the framework collaboratively with councils, WLGA and other stakeholders to ensure that it meets needs and reflects national aspirations.
- To develop a framework which works with the wider programme for improvement and self-assessment in Wales with a potential to develop as part of the peer review programme if required. Councils may decide that this self-assessment should be led by democratic services committees.
- To develop a framework that reflects the needs of all councillors regardless of political party or independent status.
- To provide opportunities for practice sharing between councils.

3. Scope of the framework

The framework would cover:

- support and development for councillors in the widest sense to incorporate support provided by the whole council. Including, but not limited to, for example, democratic services, legal, digital, communications, learning and development teams, and directorates in their support for scrutiny, the executive and frontline councillors,
- the needs of all councillors before election, as new members and as experienced politicians,
- all councillor roles both within the council and in the community,
- the personal and 'professional' support to councillors within the influence of councils and
- the expectations placed on councils, officers, and councillors themselves.

4. Context

5. An example framework for discussion

The framework below is based on the proposed aims and principles and offered as a starting point for discussions between all stakeholders. Councils are invited to comment on the suitability of the framework as a shared, national foundation document that councils can use to develop their own approach to self-assessment recognising their local needs and priorities.

Democracy	Outcomes sought: <ul style="list-style-type: none"> • People are encouraged and enabled to stand for office. • Councillors understand their role and undertake it effectively and ethically. • Councillors can participate equally in council business. • Councillors are provided with the support, information, and resources they need. • Councillors represent the diversity of the people they serve. • Councillors are safe and protected from harm.
Theme	Questions to ask
Candidates and prospective candidates	<p>Does the council provide comprehensive information to prospective and official candidates about the role of the councillor, the council and any associated responsibilities and benefits?</p> <p>Are the approaches to the outreach to and information for prospective candidates made according to the need to encourage diversity in candidates and informed by the council's Diversity Declaration?</p> <p>Does the council signpost prospective candidates to information provided by the WG, WLGA, Electoral Commission and other organisations providing information for candidates?</p> <p>Do councillors, the council and local parties promote fair and respectful campaigning initiatives?</p> <p>Are prospective candidates informed about support for standing such as the Access to Elected Office fund?</p> <p>Are prospective candidates informed of the expectations placed on them to take part in induction and continuing professional development some of which will be mandatory?</p>
Councillors understand their role, responsibilities, and accountabilities.	<p>Are all councillors, when elected or when being selected for a specialist position, provided with information and guidance about all aspects of their role?</p> <p>Are all members provided with a competency framework to understand the skills and knowledge required of councillors?</p> <p>Have role descriptions (see WLGA models for examples) been formally adopted by the council and agreed by individual councillors?</p>

	<p>Have councillors serving on outside bodies been provided with:</p> <ul style="list-style-type: none"> • guidance on their role and responsibilities, • legal information such as their accountabilities and interests, • an explanation of the expectations placed on them by their nominating council, • requirements for communication with and reporting back from the outside body?
<p>Standards of conduct</p>	<p>Do all councillors understand their responsibilities in adhering to the local code of conduct? Have they received local guidance and any information provided by the Public Services Ombudsman for Wales?</p> <p>Do standards committees and chairs understand their particular roles and responsibilities?</p> <p>Do political group leaders promote and maintain high standards of conduct and cooperate with the standards committee?</p> <p>Have all councillors formally committed to undertake all aspects of their role with civility and respect towards each other, the public and officers in all settings and media?</p> <p>Are instances of bullying, harassment and intimidation dealt with quickly and effectively?</p>
<p>The constitution</p>	<p>Do all councillors understand the constitution including:</p> <ul style="list-style-type: none"> • the roles, responsibilities, and limits to the roles of committees, • the role of individual councillors and officers, • councillor /officer protocols, • meeting practice, • standing orders, • rules of debate, • public engagement, • roles on the council where councillor training is deemed mandatory?
<p>Officer support</p>	<p>Does every committee, panel, forum etc. have an appropriate level of officer support?</p> <p>Are councillors supported adequately in their collaborative and joint work with other councils or organisations, for example on corporate joint committees?</p> <p>Are councillors supported in their community and case work?</p> <p>Are all councillors provided with the information and research they are entitled to according to the requirements of the statutory guidance issued under section 8 (1A) of the Local Government Wales Measure 2011.</p> <p>i.e. All councillors are proactively and also in response to specific requests, provided with information, data, briefing and training relating to their decision making, committee work and community and casework.</p>

	<p>This service is:</p> <ul style="list-style-type: none"> • provided equitably to all members according to a published protocol which includes standards and response times, • exclusive of information for party political use, • provided confidentially where necessary and with due regard to data protection and other information law, • undertaken by the council or external agencies, • proportionate and provided within available resources. <p>Democratic services committees ensure that the service is effective and adequately resourced.</p> <p>Do overview and scrutiny committees have dedicated support from officers who can provide impartial research, support, and advice?</p> <p>Has the nature of any support information including research services has been clearly publicised and explained to all councillors?</p>
<p>Equality of access</p>	<p>Are the arrangements made for the business of the council flexible and do they enable councillors to participate fully regardless of personal circumstances?</p> <p>Do meeting times, modes and venues reflect the expressed needs of councillors as closely as possible?</p> <p>Do councillors have equal access to meetings regardless of any protected characteristics?</p> <p>Do the arrangements for multi-location meetings meet the needs of councillors?</p> <p>Are councillors and other meeting participants able to use both Welsh and English in meetings?</p> <p>Do council recess times reflect the needs of councillors with, for example, caring responsibilities?</p> <p>Are job share arrangements for cabinet members supported so that the workload is clear and appropriate?</p> <p>Are occasional physical spaces available for informal meetings on request?</p>
<p>Support for councillors' rights, safety, and wellbeing</p>	<p>Are councillors provided with guidance on their rights and benefits. For example, salaries, family absence, job sharing for members of the executive/cabinet, allowances, tax and benefits, pensions, indemnities, data protection and freedom of information?</p> <p>Are councillors actively encouraged to take up the salaries and allowances they are entitled to and is foregoing allowances and salaries actively discouraged?</p> <p>Does the council have an informal duty of care in place which demonstrates a proactive commitment to protecting councillors' health and wellbeing? Is this recorded and available for members to view? Does it set out the nature of any support available to councillors for example counselling and health checks and those responsible for helping councillors access this support?</p>

	<p>Are councillors provided with guidance on maintaining their wellbeing and personal safety? For example, lone working, bullying and harassment?</p> <p>Does the council act proactively to support councillors who experience bullying and harassment, including liaison with the police if appropriate?</p>
Diversity	<p>Has the council's Diversity Declaration been agreed by the Full Council? Is it monitored?</p> <p>Does the Diversity Declaration set out the actions that the council takes to ensure that councillors from underrepresented groups are actively encouraged to stand and given positions of responsibility wherever possible?</p> <p>Are councillors with special access requirements supported in their work in the council and community?</p>
Digital	<p>Have all councillors been provided with the equipment or funding to buy equipment, software, apps and connectivity required to undertake their role in the council offices, at home and when travelling in the council area?</p> <p>Does this include smart phones and laptops/tablets?</p> <p>Has full training been provided in the use of equipment and packages? Is technical support available?</p> <p>Are councillors sufficiently supported in their attendance at multilocation meetings?</p> <p>Are councillors supported in the use of social media through guidance on its use and online safety?</p>

Community	<p>Outcomes sought:</p> <ul style="list-style-type: none"> • Councillors lead, represent, advocate for, and enable their communities. • Councillors make sure that local resources are available and maximised. • Councillors encourage citizen participation and innovation. • Councillors work with communities to make them sustainable and resilient.
Theme	Questions to ask
Public awareness	<p>Does the council ensure that the public understand the role and responsibilities of councillors and of local MSs', MPs and community and town councillors?</p> <p>Do people know which tier of representative should be contacted for different local issues?</p> <p>Does the council publicise and promote the value of councillors to the community?</p>
Communities contacting councillors	<p>Are systems in place for local residents and community groups to contact their local ward councillor, and/or councillors with specific roles, if appropriate?</p> <p>Are these systems and standards for their application clearly articulated and publicised to the public and councillors?</p>

Surgeries and community meetings	<p>Is the support provided by the council for councillors to organise surgeries and community meetings adequate? Do the relevant officers attend community meetings when requested by councillors where appropriate? Is the extent of the support available to councillors clearly articulated to all councillors?</p>
Community engagement, leadership, and co-production	<p>Are councillors informed, supported and resourced to enable their communities to be sustainable and resilient through, for example:</p> <ul style="list-style-type: none"> • formal and informal community consultation • joint working with community leaders to meet needs at a local level, • co-production with local people of policies and actions which lead to successful communities? <p>Is this support for councillors clearly articulated to all councillors?</p>
Casework support	<p>Are adequate systems in place to support councillors in their casework? Is this support:</p> <ul style="list-style-type: none"> • provided equitably to all members according to a published protocol, • exclusive of party-political activities, • provided confidentially where necessary and with due regard to data protection and other information law, • proportionate and provided within available resources. <p>Are councillors provided with guidance on managing casework. Through, for example casework management systems?</p>
Oversight and safety	<p>Does the council have clear protocols in place for protecting the personal safety and wellbeing of councillors which are clearly articulated to councillors and the public? Are the expectations and access of the community managed so that councillors are not contacted inappropriately? Are councillors provided with information and guidance on managing their relationships with the public and maintaining appropriate boundaries?</p>

Learning	Outcome sought: Councillors have the skills and knowledge to deliver what local people need.
Themes	Questions to ask
The Councillor Development Strategy	Does the council have an effective and defined approach to councillor development which includes the expressed needs of every councillor and the needs of the organisation and community?

Personal development reviews	Does the council provide all councillors with useful personal support and development reviews undertaken by people competent to do so?
A learning and development Programme.	Does the council have an annual learning and development programme fully promoted to councillors? Can all councillors access the programme equally? Is the programme regularly monitored, evaluated, and updated? Are councillors able to identify positive outcomes from the training such as improved understanding and performance and specific outcomes for the community?
Induction	Are all new or returning councillors provided with a comprehensive, prioritised, multi session, programme of induction which enables councillors to participate effectively during their first year of office?
Quality of development	Do councillors believe that the learning activities are sufficiently stimulating, relevant and provided in progressive and appropriate styles? Does the council have a systematic and effective approach to commissioning, developing, delivering, and evaluating its training and development activities?
Participation	Do councillors attend all the development opportunities that are relevant to them? Is any non-participation addressed?
Learning from others	Do councillors participate in shared regional and national development opportunities? Are councillors encouraged and supported to collaborate with other councils and national bodies to act as political peers, mentors and in networks to share approaches to the role of councillor, identify good practice and to contribute to sector led improvement?