

Committee/ Panel	STANDARDS COMMITTEE	Date: 11 JUNE 2009
Originating Service Group(s)	CUSTOMER AND SHARED SERVICES	
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Telephone Number(s)	4910/4932	
Title/Subject Matter	<u>PROTOCOL FOR MEMBER/OFFICER RELATIONSHIPS</u>	

Recommendation

- 1.0 That the Standards Committee agrees the methodology to review the Protocol for Member/Officer relations, during 09/10 and conducts a review of the Protocol as agreed.
- 1.2 That training be provided as required.
- 1.3 That a reminder be issued to all Members re the provisions of the Code of Conduct.

PROTOCOL FOR MEMBER/OFFICER RELATIONSHIPS

1. Purpose of Report

- 1.1 To consider the methodology for the Standards Committee to review the Protocol for Member/Officer relations as part of the Committee's Workplan for 09/10.

2. Background

- 2.1 The Protocol for Member/Officer relationships has been in place and published in the Council's Constitution since the ethical framework was introduced by the Local Government Act 2000. Since that time it has not been subject to formal review.
- 2.2 The Protocol, a copy of which is appended to this report acknowledges that mutual trust and respect between Members and Officers is at the heart of a Council's good governance framework and that these values are essential if the partnership necessary for the effective running of the business of a Local Authority is to succeed. The Protocol defines roles so as to clarify responsibilities, avoid conflict and prevent duplication or omission between Officers and Members.
- 2.3 A review of the Protocol forms an important component of the Standards Committee Work Programme for 09/10. This review is required given that major officer restructures took place in the Council from 1 April 2008 with the creation of the Customer and Shared Services Directorate. This restructure also had major implications for all other service areas as services were re-configured across the Council. The restructuring and transformation of the Council is ongoing.
- 2.4 In addition to restructuring and transformation the Council is also dealing with change on many other fronts. This includes involvement in major projects such as the Savings Programme, Single Status, BSF and other major regeneration projects.
- 2.5 A review of the Protocol will ensure that the Protocol remains relevant and fit for purpose for the current configuration of the Council and the ongoing pressures it faces.
- 2.6 The Protocol also assists Members of the Council to comply with the Code of Conduct, particularly in the clarification of responsibilities and the interface between the duty on Members to declare personal and prejudicial interests in the Register of Member Interests and at meetings when private interests can impact on a Member's ability to act in the public interest. It is essential that Members' private interests are declared in accordance with the rules to ensure decision making which is open and transparent, free from irrelevant considerations and in the public interest. The Monitoring Officer has received a number of requests for advice and information in relation to declarations of interests from Members and also requests for advice from members of staff in connection with the Officer role under the Protocol. Pending the review it is proposed to provide training in those areas where requests have been received from staff and also to issue a reminder to all Members in connection with the provisions of the Code of Conduct.
- 2.7 The review of the Protocol will also represent an opportunity for the Standards Committee to promote the reviewed Protocol across the Council as a means of supporting the Council's wider governance arrangements.

3.0 Methodology of Review

3.1 The Standards Committee is asked to consider the methodology of the review. Factors to consider will include:-

- (a) Scoping/duration of review
- (b) Review by full Committee or Sub-Committee
- (c) Extent and manner of consultation, frequency of meetings with Members/Officers/other stakeholders.
- (d) Officer Support
- (e) Publication and circulation of the Protocol for Member/Officer relations following review.

4.0 Legal Implications

4.1 The Protocol for Member/Officer relationships supports the Council's decision making and corporate governance arrangements and is a component in ensuring lawful decision making.

5.0 Financial Implications

5.1 The Council is required to provide the Monitoring Officer with sufficient resources to undertake her responsibilities. The financial implications of the review of the Protocol for Member/Officer relation will depend on the methodology of the review.

6.0 Equalities Implications

6.1 There are no direct equalities implications arising from this report.

7.0 Environmental Implications

7.1 There are no direct environmental implications arising from this report.

PROTOCOL FOR MEMBER/OFFICER RELATIONSHIPS

1. Preamble

1.1 Mutual trust and respect between members and officers is at the heart of a Council's good governance. They are essential if the partnership necessary for the effective running of a local authority is to succeed. This protocol is a guide to the basic elements of the relationship between members and officers. Its purpose is:

- To promote trust, openness, fairness and honesty by establishing some ground rules;
- To define roles so as:
 - to clarify responsibilities
 - to avoid conflict, and
 - to prevent duplication or omission;
- To secure compliance with the law, codes of conduct and the Council's own practices; and
- To lay down procedures for dealing with concerns by members or officers.

1.2 The protocol should be recognised both as a central element of the Council's corporate governance, and as a commitment to upholding standards of conduct in public life. It is one way of demonstrating to the public at large that local government is serious about protecting and enhancing its integrity and reputation.

2. Definitions

2.1 Unless the context indicates otherwise, references to the term *Council* include the Executive, Scrutiny Board, Scrutiny Panels and Standing Bodies.

2.2 Unless the context indicates otherwise, the terms *member* and *members* include non-elected (i.e. co-opted) members as well as elected councillors.

2.3 *Officers* and *staff* mean all persons employed by the Council.

2.4 "*designated officer*" is defined in the Executive Procedure Rules as the Chief Executive, a Director or other senior officer authorised by him/her for this purpose.

2.5 "*chief finance officer*" means the Director for Customer and Shared Services.

2.6 "*monitoring officer*" means the Chief Legal Officer.

3. Principles

- 3.1 Members and officers must at all times observe this protocol.
- 3.2 The protocol is based on the model drawn up by the Association of Council Secretaries and Solicitors and has been approved by the Council's Standards Committee who will monitor its operation.
- 3.3 The protocol seeks to maintain and enhance the integrity (real and perceived) of local government which demands the highest standards of personal conduct. Members and officers must always respect the roles and duties of each other. They must show respect in all their dealings by observing reasonable standards of courtesy, and by not seeking to take unfair advantage by virtue of their position.
- 3.4 Whilst members and officers are indispensable to one another, their responsibilities are distinct. Members are accountable to the electorate and serve only as long as their term of office lasts. Officers are accountable to the Council as a whole. Their job is to give advice to members (individually and collectively) and to carry out the Council's work under the direction of the Council.
- 3.5 The Council has adopted codes of conduct for both members and officers. Both represent best practice. The members' code follows the national code which in turn is based on the general principles governing members' conduct enshrined in law. These principles underpin this protocol.
- 3.6 Breaches of this protocol by a member may result in a complaint to the Standards Board for England if it appears the members' code has also been breached. Breaches by an officer may lead to disciplinary action.

4. The Role of Members

- 4.1 Members have a number of roles and need to be alert to the potential for conflicts of interest which may arise between the roles. Where such conflicts are likely, members may wish to seek the advice of senior colleagues, the relevant senior officer(s), and/or the Monitoring Officer.
- 4.2 Collectively, members are the ultimate policy-makers determining the core values of the Council and approving the authority's policy framework, strategic plans and budget. Members represent the community, act as community leaders and promote the social, economic and environmental well-being of the community often in partnership with other agencies. Every elected member represents the interests of, and is an advocate for, his/her ward and individual constituents. He/she represents the Council in the ward, responds to the concerns of constituents, meets with partner agencies, and often serves on local bodies.
- 4.3 As politicians, members may express the values and aspirations of the party political groups to which they belong, recognising that in their role as members they have a duty always to act in the public interest.

- 4.4 Members are not authorised to instruct officers other than:
- Through the formal decision making process;
 - To request the provision of consumable resources provided by the Council for members' use;
 - Where staff have been specifically allocated to give support to a member or group of members; and
 - In the case of political assistants.
- 4.5 Members are not authorised to initiate or certify financial transactions, or to enter into a contract on behalf of the Council. Members must avoid taking actions which are unlawful, financially improper or likely to amount to maladministration. Members have an obligation under their code of conduct to have regard when reaching decisions, to any advice provided by the monitoring officer or the chief finance officer.
- 4.6 Members must respect the impartiality of officers and do nothing to compromise it, e.g. by insisting that an officer change his/her professional advice.

5. The Role of Officers

- 5.1 Officers are responsible for giving advice to members to enable them to fulfil their roles. In doing so, officers will take into account all available relevant factors. Under the direction and control of the Council officers manage and provide the Council's services within the framework of responsibilities delegated to them. This includes the effective management of employees and operational issues. Officers have a duty to implement decisions of the Council, which are lawful, and which have been properly approved in accordance with the requirements of the law and the Council's Constitution.
- 5.2 Officers have a contractual and legal duty to be impartial. They must not allow their professional judgement and advice to be influenced by their own personal views. Officers must assist and advise all parts of the Council. They must always act to the best of their abilities in the best interests of the authority as expressed in the Council's formal decisions. Officers must be alert to issues which are, or are likely to be, contentious or politically sensitive, and be aware of the implications for members, the media or other sections of the public.
- 5.3 Officers have the right not to support members in any role other than that of member, and not to engage in actions incompatible with this protocol. In particular, there is a statutory limitation on officers' involvement in political activities.

6. The Relationship between Members and Officers

- 6.1 The conduct of members and officers should be such as to instil mutual confidence and trust. The key elements are a recognition of and a respect for each other's roles and responsibilities. These should be reflected in the behaviour and attitude of each to the other, both publicly and privately.
- 6.2 Informal and collaborative two-way contact between members and officers is encouraged. But personal familiarity can damage the relationship, as might a family or business connection. Members and officers should inform the monitoring officer of any relationship which might be seen as unduly influencing their work in their respective roles.
- 6.3 It is not enough to avoid actual impropriety. Members and officers should always be open about their relationships to avoid any reason for suspicion and any appearance of improper conduct. Where a personal relationship has been disclosed, those concerned should avoid a situation where conflict could be perceived. Specifically, a member should not sit on a body or participate in any decision which directly affects the officer on a personal basis.
- 6.4 With the exception of political assistants, officers work to the instructions of their senior officers, not individual members. It follows that, whilst such officers will always seek to assist a member, they must not be asked to exceed the bounds of authority they have been given by their managers. Except when the purpose of an enquiry is purely to seek factual information, members should normally direct their requests and concerns to a senior officer, at least in the first instance.
- 6.5 Officers will do their best to give timely responses to members' enquiries. However, officers should not have unreasonable requests placed on them. Their work priorities are set and managed by senior managers. Members should avoid disrupting officers' work by imposing their own priorities. Members will endeavour to give timely responses to enquiries from officers.
- 6.6 An officer shall not discuss with a member personal matters concerning him/herself or another individual employee. This does not prevent an officer raising on a personal basis, and in his/her own time, a matter which his/her ward member.
- 6.7 Members and officers should respect each other's free (i.e. non-Council) time.

7. The Council as Employer

- 7.1 Officers are employed by the Council as a whole.
- 7.2 Members' roles are set out in the Officer Employment Procedure Rules. If participating in the appointment of officers, members should:
- Remember that the sole criterion is merit (other than in the case of political assistants where political consideration may apply);

- Never canvass support for a particular candidate;
- Never take part where one of the candidates is a close friend or relative;
- Not to be influenced by personal preferences, and
- Not favour a candidate by giving him/her information not available to the other candidates.

7.3 A member should not sit on an appeal hearing if the appellant is a friend, a relative, or an officer with whom the member has had a working relationship.

8. Mayor and Officers

8.1 Officers will respect the position of Mayor and provide appropriate support.

9. Executive Members and Officers

9.1 Executive members will take decision in accordance with the Constitution and will not otherwise direct staff. Designated officers will be responsible for instructing staff to implement the Executive's decision.

9.2 Designated officers (including the chief executive, the monitoring officer and the chief finance officer) have the right to submit papers to the Executive as a whole or to individual Executive members for consideration.

9.3 Designated officers and Executive members shall agree mutually convenient methods of regular contact. Before taking any formal decision, the Executive will seek appropriate professional advice.

9.4 Before any formal decisions with a financial implication are taken by the Executive, the chief finance officer and the designated officer(s) for the service(s) concerned must be consulted. This is to ensure that those officers who are budget holders:

- Are aware of the proposed decision;
- Have the opportunity to offer advice, and
- Are subsequently able properly to authorise the financial transactions needed to implement decisions.

9.5 An individual Executive member who is minded to write or commission a report or to make a decision about a matter within his/her portfolio must ensure that those other members and officers who need to know of the matter are so informed. There is a particular requirement to involve other Executive members on cross-cutting issues.

- 9.6 Executive members when making decisions (whether collectively or individually) must state the reasons for those decisions. The written record of the decisions must include the reasons.
- 9.7 Officers taking decisions under their delegated powers must consider the advisability of informing the relevant Executive member(s) of their intentions in advance when the matter to which the decisions relates is likely to be sensitive or contentious, or have wider policy implications.

10. Overview and Scrutiny Members and Officers

- 10.1 Chairs and other leading overview and scrutiny members shall maintain regular contact with the officer(s) providing the principal support to the overview and scrutiny function. In consultation with chairs, it shall be the responsibility of the latter to ensure that those who need to know of matters being considered or for possible future consideration are so informed.
- 10.2 The Scrutiny Board and Scrutiny Panels may require officers to attend before them in accordance with the Overview and Scrutiny Procedure Rules and any protocol made thereunder.

11. Members of Standing Bodies and Officers

- 11.1 Designated officers will offer to arrange regular informal meetings with chairs, vice-chairs and spokesmen of Standing Bodies.
- 11.2 Designated officers (including the chief executive, monitoring officer and the chief finance officer) have the right to present reports and give advice to Standing Bodies.
- 11.3 Members of a Standing Body shall take decisions within the remit of that Body and will not otherwise instruct officers to act.

12. Party Groups and Officers (Excluding Political Assistants)

- 12.1 Designated officers may properly be asked to contribute to deliberations of matters concerning Council business by party groups. An officer who is not a designated officer shall not be invited to attend a party group meeting, but a designated officer may nominate another officer to attend on his/her behalf.
- 12.2 Officers have the right to refuse such requests, and will normally not attend a meeting of a party group where some of those attending are not members of the Council. If some of those present are not members of the Council, care must be taken not to divulge confidential information relating to Council business. Persons who are not members are not bound by the members' code of conduct. They do not have the same rights to Council information as members. No member will refer in public or at meetings of the Council to advice or information given by officers to a party group meeting.

- 12.3 Officer support will not extend beyond providing factual information or professional advice in relation to matters of Council business. Officers must not be involved in advising on matters of party business, and therefore should not be expected to be present at meetings or parts of meetings when such matters are to be discussed. The duration of an officer's attendance at a party group meeting will be at the discretion of the group, but an officer may leave at any time if he/she feels it is no longer appropriate to be there.
- 12.4 Party group meetings are not empowered to make decisions on behalf of the Council, and conclusions reached at such meetings do not rank as formal decision. The presence of an officer confers no formal status on such meetings in terms of Council business and must not be interpreted as doing so. Where officers provide factual information and advice to a party group in relation to a matter of Council business, this is not a substitute for providing all the necessary information and advice when the matter in question is formally considered by the relevant part of the Council.
- 12.5 It must not be assumed that an officer is supportive of a particular policy or view considered at a party group meeting simply because he/she has attended or provided information to the meeting. An officer should be given the opportunity of verifying comments and advice attributed to him/her in any written record of a party group meeting.
- 12.6 Officers will respect the confidentiality of any party group discussions at which they are present and, unless requested to do so by the party group, will not relay the content of such discussions to another party group or to any other members. This shall not prevent an officer providing feedback to other senior officers on a need to know basis.
- 12.7 In their dealing with party groups, officers must treat each group in a fair and even-handed manner. An officer accepting an invitation to the meeting of one party group shall not decline an invitation to advise another group about the same matter. He/she must give substantially the same advice to each.
- 12.8 Members must not do anything which compromises or is likely to compromise officers' impartiality.
- 12.9 Any particular cases of difficulty or uncertainty in relation to this part of the protocol should be raised with the Chief Executive and the relevant party group leader.

13. Political Assistants

- 13.1 These officers have been appointed by the Council exclusively to provide support to each of the party groups. Their function is to assist the interests and work of the group to which they have been assigned. This is in contrast to all other staff whose duty is to serve the Council as a whole.
- 13.2 Political assistants will be treated in accordance with and expected to observe all codes, policies and practices relating to the Council's staff.

This includes the courtesy and consideration which the Council expects its officers to show to one another.

- 13.3 Except for their immediate secretarial and clerical support, the assistants will have no line management responsibility or power of direction over other staff.
- 13.4 Political assistants are not authorised to comment publicly on behalf of the Council as a whole, or to commit the Council to any particular course of action, but can comment on behalf of the party group to which they have been assigned.
- 13.5 The level of access to Council documents and information shall be that enjoyed by members.

14. Ward Members and Officers

14.1 To enable them to carry out their ward role effectively, members need to be informed about matters affecting their ward. Designated officers must ensure that all relevant staff are aware of the requirement to keep local members informed, thus allowing members to contribute to the decision making process and develop their representative role. This requirement is particularly important:

- During the formative stages of policy development, where practicable;
- In relation to significant or sensitive operational matters;
- Whenever any form of public consultation exercise is undertaken and
- During an overview and scrutiny investigation.

14.2 Whenever a public meeting is organised by the Council to consider a local issue, all the members representing the wards affected should be invited to attend the meeting as a matter of course. If a ward member intends to arrange a public meeting on a matter concerning some aspect of the Council's work, he/she should inform the relevant officer. Provided the meeting has not been arranged on a party political basis:

- An officer may attend but is not obliged to do so, and
- The meeting may be held in Council-owned premises.

No such meetings should be arranged or held in the immediate run-up to Council elections.

14.3 Whilst support for members' ward work is legitimate, care should be taken if staff are used to accompany members to ward surgeries. In such circumstances:

- The surgeries must be open to the general public, and

- Officers should not be requested to accompany members to surgeries held in the offices or premises of political parties.
- 14.4 Officers must never be asked to attend ward or constituency political party meetings.
- 14.5 It is acknowledged that some Council staff (e.g. those providing dedicated support to Executive members) may receive and handle messages for members on topics unrelated to the Council. Whilst these will often concern diary management, care should be taken to avoid Council resources being used for private or party political purposes.
- 14.6 In seeking to deal with constituents' queries or concerns, members should not seek to jump the queue but should respect the Council's procedures. Officers have many pressures on their time. They may not be able to carry out the work required by members in the requested timescale, and may need to seek instructions from their managers.
- 15. Members' Access to Documents and Information**
- 15.1 This part of the protocol should be read in conjunction with the Access to Information Rules in the Council's Constitution.
- 15.2 Members may request designated officers to provide them with such information, explanation and advice as they may reasonably need to assist them to discharge their roles as members. This may range from general information about some aspect of the Council's services to specific information on behalf of a constituent. Where information is requested on behalf of a third party, it will only be provided if:
- It is in the public domains, and
 - It is not barred by the Data Protection Act from being given.
- 15.3 Every member of the Executive, the Scrutiny Board, Scrutiny Panels and Standing Bodies has a right to inspect documents about the business of that body. A member who is not a member of a particular body may have access to any document of that specific part of the Council provided:
- He/she can demonstrate a reasonable need to see the documents in order to carry out his/her roles as a member (the "need to know" principle), and
 - The documents do not contain "confidential" or "exempt" information as defined by the law.
- 15.4 Disputes as to the validity of a member's request to see a document on a need to know basis will be determined by the monitoring officer. Officers should seek his/her advice if in any doubt about the reasonableness of a member's request.

- 15.5 A member should obtain advice from the monitoring officer in circumstances where he/she wishes to have access to documents or information:
- Where to do so is likely to be in breach of the Data Protection Act, or
 - Where the subject matter is one in which he/she has a personal or prejudicial interest as defined in the members' code of conduct.
- 15.6 Information given to a member must only be used for the purpose for which it was requested.
- 15.7 It is an accepted convention that a member of one party group will not have a need to know and therefore a right to inspect a document which forms part of the internal workings of another party group.
- 15.8 Members and officers must not disclose information given to them in confidence without the consent of a person authorised to give it, or unless required by law to do so. When requested to do so, officers will keep confidential from other members advice requested by a member.
- 15.9 Members and officers must not prevent another person from gaining access to information to which that person is entitled by law.

16. Media Relations

- 16.1 All formal relations with the media must be conducted in accordance with the Council's agreed procedures and the law on local authority publicity.
- 16.2 Press releases or statements made by officers must promote or give information on Council policy or services. They will be factual and consistent with Council policy. They cannot be used to promote a party group.
- 16.3 Officers will keep relevant members informed of media interest in the Council's activities, especially regarding strategic or contentious matters.
- 16.4 Before responding to enquiries from the media, officers shall ensure they are authorised to do so. Likewise, officers will inform the Council's press office (or similar) of issues likely to be of media interest, since that unit is often the media's first point of contact.
- 16.5 If a member is contacted by, or contacts, the media on an issue, he/she should:
- Indicate in what capacity he/she is speaking (e.g. as ward member, in a personal capacity, as an Executive member, on behalf of the Council, or on behalf of a party group);
 - Be sure of what he/she wants to say or not to say;

- If necessary, and always when he/she would like a press release to be issued, seek assistance from the Council's press office and/or relevant designated officer, except in relation to a statement which is partly political in nature;
- Consider the likely consequences for the Council of his/her statement (e.g. commitment to a particular course of action, image, allegations of jumping to conclusions);
- Never give a commitment in relation to matters which may be subject to claims from third parties and/or are likely to be an insurance matter;
- Consider whether to consult other relevant members; and
- Take particular care in what he/she says in the run-up to local or national elections to avoid giving the impression of electioneering, unless he/she has been contacted as an election candidate or political party activist.

17. Correspondence

- 17.1 Correspondence between an individual member and an officer should not be copied to another member unless the author expressly intends and states that this is the case or consents. Where correspondence is copied, this should always be made explicit, i.e. there should be no "blind" copies.
- 17.2 Official letters written on behalf of the Council should normally be in the name of the relevant officer. It may be appropriate in some circumstances (e.g. representations to a Government Minister) for letters to appear in the name of an Executive member or the Chairs of the Scrutiny Board, Scrutiny Panel or Standing Body.
- 17.3 The Mayor may initiate correspondence in his/her own name.
- 17.4 Letters which create legally enforceable obligations or which give instructions on behalf of the Council should never be sent in the name of a member.
- 17.5 When writing in an individual capacity as a ward member, a member must make clear that fact.

18. Access to Premises

- 18.1 Officers have the right to enter Council land and premises to carry out their work. Some officers have the legal power to enter property in the ownership of others.
- 18.2 Members have a right of access to Council land and premises to fulfil their duties.

18.3 When making visits as individual members, members should:

- Whenever practicable, notify and make advance arrangements with the appropriate manager or officer in charge;
- Comply with health and safety, security and other workplace rules;
- Not interfere with the services or activities being provided at the time of the visit.
- If outside his/her own ward, notify the ward member(s) beforehand; and
- Take special care at schools and establishments serving vulnerable sections of society to avoid giving any impression of improper or inappropriate behaviour.

19. Use of Council Resources

19.1 The Council's Codes and protocols must be observed.

20.1 This part of the protocol should be read in conjunction with the Council's "whistleblowing" policy.

20.2 Members or officers with questions about the implementation or interpretation of any part of this protocol should seek the guidance of the chief executive or monitoring officer.

20.3 A member who is unhappy about the actions taken by, or conduct of, an officer should:

- Avoid personal attacks on, or abuse of, the officer at all times;
- Ensure that any criticism is well founded and constructive;
- Never make a criticism in public, and
- Take up the concern with the officer privately.

20.4 If direct discussion with the officer is inappropriate (e.g. because of the seriousness of the concern) or fails to resolve the matter, the member should raise the issue with the officer's manager.

20.5 A serious breach of this protocol by an officer may lead to an investigation under the Council's disciplinary procedure.

- 20.6 An officer who believes a member may have acted other than in accordance with this protocol should raise his/her concern with the monitoring officer. He/she will consider how the complaint or allegation should be dealt with. At a minor level, this may be no more than informally referring the matter to the leader of the relevant party group. More serious complaints may involve alleged breaches of the members' code of conduct, and may be referred to the Standards Board for England.