## ASHFORD BOROUGH COUNCIL REPORT OF THE MONITORING OFFICER STANDARDS COMMITTEE 3 OCTOBER 2007

### WITTERSHAM PARISH COUNCIL APPLICATIONS FOR DISPENSATIONS UNDER CODE OF CONDUCT

### Background

- 1. I have received written requests for dispensations under their adopted code of conduct from three members of Wittersham Parish Council to enable them to:
  - "speak and vote at meetings of the Parish Council and/or its relevant committees upon whether the Parish Council should pursue, withdraw or amend its current planning application (06/00924/AS) in relation to the construction of a new village hall and car park and new access at Coronation Field, Stocks Road Wittersham."
- 2. The planning application in question was submitted to Ashford Borough Council on behalf of the Wittersham Parish Council in May 2006. It has proved to be a controversial application within the village, with many strong supporters and strong objectors. The application remains undetermined by the Borough Council. The planning merits of the proposal are irrelevant to the dispensation requests the subject of this report.
- 3. Since the planning application was submitted, local elections have taken place in Wittersham. Wittersham Parish Council consists of seven councillors. This now includes three councillors whose private dwellings adjoin the Coronation Field site or are sufficiently close to mean that they would need to declare prejudicial interests and would be unable to take part in any discussion or vote upon the matter referred to in paragraph 1 above (even though they may be able to address the meeting, under new provisions in the code of conduct, prior to leaving the room.) The three parish councillors wish to initiate and take part in such a discussion at the parish council as soon as possible.

### **Relevant Factors**

- 4. The correct test for determining the existence of prejudicial interests in the present case is whether a member of the public with knowledge of the relevant facts would reasonably regard the interest as so significant that it is likely to prejudice judgment of the public interest. In my view all three councillors would have a very clear prejudicial interest by virtue of proximity of their private dwellings.
- 5. A Plan showing the Coronation Field site, and the positions of the private dwellings of the three councillors, is attached. In addition, a fourth parish councillor, Cllr A W Mayer, is also a member of the Management Committee of a separate charitable body, the "Wittersham Village Hall" which manages the existing village hall in Wittersham and would also manage any new facility. I consider Cllr Mayer would also have a prejudicial interest in discussions on the matter referred to in paragraph 1 of this report and would thus be unable to participate (beyond possibly addressing the Council). His own private dwelling is also quite close to the boundary of the Coronation Field Site. Although Cllr Mayer has not applied for a dispensation to allow him to speak and vote on any such discussion, I am satisfied that at least four of the seven parish councillors would be unable to participate in the absence of dispensations. Cllr Pennyfather, in addition to living adjacent to the relevant site, is also now the parish council's representative on the Village Hall Management Committee and whilst his letter states that the parish council have been advised he does not need to declare that interest as prejudicial at parish council meetings, that advice was not given by

me and in my view is open to question. Thus Cllr Pennyfather may have a prejudicial interest on two grounds.

- 6. The Relevant Authorities' (Standards Committee) (Dispensation) Regulations 2002 provide that a Standards Committee may grant a dispensation if the transaction of the business of the authority would otherwise be impeded by, or as a result of, "the mandatory provisions" (ie: in this case, the provisions of the code of conduct in relation to prejudicial interests) because the number of members of the authority prohibited from participating in the business of the authority exceeds 50% of those members that are entitled or required to so participate. If the Standards Committee concludes that, having regard to these matters, and to all the circumstances of the case, it is appropriate to grant the dispensation, then they may grant it.
- 7. It is possible that one or more of the Wittersham Parish Councillors could be regarded as having predetermined positions on the matter in issue as a result of past and ongoing opposition or support. One or more of them may therefore be legally biased and unable to lawfully participate in a discussion in any event. I am satisfied that this issue should be regarded as entirely separate from the issue of a code of conduct dispensation and should not be taken into account for the purposes of the current decision. It will be a matter for each individual councillor to consider and take advice upon, as necessary, prior to the matter being considered and determined.
- 8. I attach as an appendix material submitted by each of the three councillors to support their dispensation applications. Members should take this into account in reaching decisions. In order to assist members further I make the following observations:
  - although a Wittersham Parish Council meeting would be quorate with only three councillors participating, the threshold of 50% is met and in my view the Standards Committee is entitled to grant dispensations.
  - granting dispensations maximises the possibility of the meeting being representative
    of public interest and opinion and this consideration is particularly important in the
    context of a planning proposal for such a key village community facility.
  - it is obviously not the role of this Committee to favour one faction over another or to protect the decisions of the previous parish council administration against the new.
  - it would not be appropriate in my view for the Committee to grant or refuse dispensations on subjective distinctions on the grounds, for example, of the distance of individuals' houses from the site. The consequences of exclusion from the meeting should be the principal focus of members' consideration.
- 9. In January 2005 this Committee granted dispensations to four High Halden parish councillors in similar circumstances ie: where they all lived close to the site of a locally significant planning application. I see no reason in the present case for the Committee to take a different view. Importantly this would enable the matter to be determined by as many of the fully elected Council as wish to participate (subject of course to the separate consideration by each of them of possible bias and predetermination issues).

### **Recommendation**

#### 10. I THEREFORE RECOMMEND that:

(1) each of the Wittersham parish councillors referred to below be granted a dispensation to enable them to speak and vote at meetings of the Parish Council and/or its committees in relation to the matter identified at paragraph 1 of this report, nothwithstanding that they each have prejudicial interests therein by virtue of proximity of their private dwellings (and membership of the Village Hall Management Committee in the case of Cllr Pennyfather), such dispensations to expire when the said planning application is determined, withdrawn or otherwise finally disposed of: Mr David Charles Lewis Mr Paul Lyon Mr David Leonard Pennyfather

(2) the dispensations be noted in the register of interests in accordance with the Dispensation Regulations.

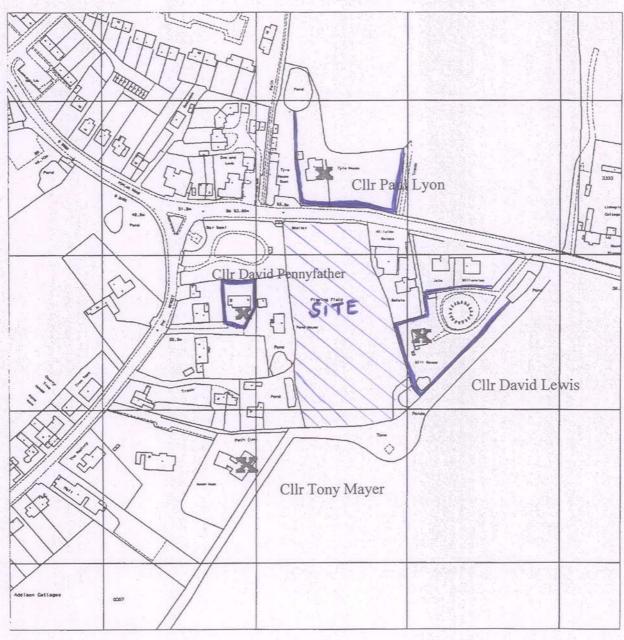
### **APPENDICES**

Appendix 1 Appendix 2	Plan showing site and position of Councillors' dwellings Letters dated 12 June 2007 and 30 July 2007 from Public Law Solicitors acting on behalf of Cllr Lewis.
Appendix 3	Letters dated 15 June 2007 and 11 August 2007 from Cllr Lyon.
Appendix 4	Letters dated 15 <sup>th</sup> June and 8 <sup>th</sup> August 2007 from Cllr Pennyfather.



# Siteplan® 1:2500

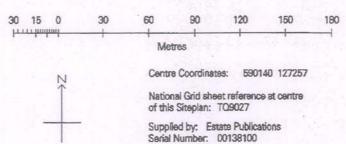
## Appendix 1

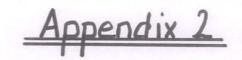


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Our Ref:

AW/CD/Lewis/00967-001

Your Ref:

06/00924/AS

PUBLIC LAW SOLICITORS

12<sup>th</sup> June 2007

Monitorning Officer
Mr Terry Mortimer
Head of Legal & Democratic Services
Ashford Borough Council
DX 151140
Ashford (Kent) 7

VIA DX & EMAIL

Dear Sirs

RF.

The Local Authorities (Model Code of Conduct) Order 2007

David Lewis - Wittersham Parish Council

Construction of New Village Hall, Car Park & New Access

Planning Application No: 06/00924/AS

### EXTRACT FROM THE LETTER

### (iii) Dispensation

In the event that our client is considered by the Standards Committee to have a non-exempt prejudicial interest in matters relating to the Parish Council's village hall planning application, we submit that it would nevertheless be appropriate and reasonable for him to be granted a dispensation. We would therefore be grateful if you would treat this letter as a request for a dispensation under the relevant regulations. As to the extent of the dispensation sought, this would be to discuss and to vote on all matters concerning the Parish Council's village hall planning application and all matters to do with the redevelopment of the village hall (We appreciate that applications for dispensation would, normally, be made in respect of specific items on the agenda of an authority. In relation to the matter which forms the subject of this application, however it is our client's wish to initiate discussions in relation to the existing Parish Council village hall planning application. If our client is considered to have a prejudicial interest then the initiation of these discussions may, themselves be precluded. Accordingly, our client seeks dispensation 'before the event'. If it be the case, that on consideration of this letter. you take the view that it would be necessary for our client to seek a dispensation for a specific proposal, then we would be grateful if you would advise us as a matter of urgency. Further, we would be grateful if you would advise, in specific terms, how our client should go about initiating his proposal, if it be the case that the proposal itself concerns the matter about which he is deemed to have a prejudicial interest.)

If it be the case that our client is deemed to have a prejudicial interest then the basis of such a conclusion would appear to be his proximity to the site of the proposed village hall. Of the existing Parish Council members, we understand that four of the seven occupy properties which are similarly proximate the application site. These are councillors Mayer, Pennyfather, Lyon and our client councillor Lewis. It follows that if our client is deemed to have a prejudicial

interest then all four of the above named councillors are likely to be similarly affected and would therefore, be unable to take part in any business of the Parish Council which concerns the development of the village hall. [In any event we understand that Councillor Mayer is already deemed to have a prejudicial interest by reason of his membership of the village hall Management Committee]

On the assumption that the four councillors named are deemed to have a prejudicial interest, the Parish Council would then be in the position where more than 50% of its membership unable to speak and vote on an issue, which it is submitted, is the foremost local issue within the parish. It is submitted that this would have an adverse effect on the ability of the Parish Council to properly represent the interests of its constituents.

Circumstances such as those described above are addressed by the Relevant Authorities Standards Committee (Dispensations) Regulations 2002. The Regulations provide at Regulation 3 as follows:

- "3. (1) The authority's standards committee may, subject to paragraph (2) below, grant a dispensation to a member in the following circumstances:-
- (a) the transaction of business of the authority would, on each occasion on which the dispensation would apply, otherwise be impeded by, or as a result of, mandatory provisions because
  - (i) the number of members of the authority that are prohibited from participating in the business of the authority exceed 50% of those members that are entitled or required to so participate; or
  - (ii) the authority is not able to comply with any duty which applied to it under section 15 (4) of the Local Government and Housing Act 1989 [7];
- (b) the member has submitted to the standards committee a written request for dispensation explaining why it is desirable; and
- (c) the standards committee concludes that having regard to the matters mentioned in paragraph (a) above, the content of the application made pursuant to paragraph (b) above, and to all the other circumstances of the case, it is appropriate to grant the dispensation.

Guidance in relation to the application of these regulations is contained in 'The Code of Conduct, Guide for Members 2007' published by the Standards Board for England. This states at page 28:

"The standards committee will need to balance the public interest in preventing members with prejudicial interest from taking part in decisions against the public interest in decisions being taken by a reasonably representative group of members of the authority. If failure to grant a dispensation will result in an authority or committee not achieving a quorum, this may well constitute grounds for granting a dispensation"

Applying these provisions to the facts of this case, it is submitted that there is a balance to be struck between (a) the public interest in preventing our client and the three other members of the Parish Council who live in close proximity to the village hall development site from

participating in any discussions or votes on the future of that development on the basis that their proximity to the site is so significant (in the eyes of members of the public) that it is likely to prejudice their judgement, as against (b) the public interest in decisions about the village hall development being taken by a reasonably representative group of members of the authority which in this case must mean a group which represents and reflects views of the local community. As to this we submit that the views of the local community on the village hall development are split and that necessarily both sides of the argument must be represented.

In our submission the balance of public interest indicates for the granting of a dispensation i.e. the public interest for representative decision making outweighs the harm to the public interest from the participation from members with a prejudicial interest. Our argument in support of this conclusion is as follows.

As set out at the beginning of this letter, the planning application in respect of the village hall application has been a matter of considerable local controversy. It is a development proposal which affects the whole village and concerns the balancing of the alleged benefits of a newly located village hall against the dis-benefits of the loss of local recreational land. The means through which this local controversy has been played out has been, predominantly through the Parish Council. It is the Parish Council who originally drew up and submitted the village hall planning application. Accordingly, it is submitted that in voting for a new Parish Council in May 2007, the issue of the village hall development was a significant factor affecting the way votes were cast and that the electorate have indicated that they wish the new Parish Council to take a fresh look at the whole village hall development issue. Had that not been the case, it is submitted that the previous members of the Parish Council who initiated and supported the village hall planning application would simply have been re-elected. It is to be noted that the newly elected members had been active in the issue of the village hall development and were clearly and publicly associated with those who are opposed to the present proposals. Accordingly they represent a significant body of opinion within the village which was not represented the by composition of the previous Parish Council.

In short we submit that the election of our client and the other new members to the Parish Council goes to the issue of whether decisions on the council are made by the 'reasonably representative group of members of the authority'.

In summary therefore, in relation to the question of the weight to be given to the public interest in decisions of the Wittersham Parish Council being taken by a reasonably representative group of members of the authority, it is submitted as follows:

- (1) the issue of the village hall development in Wittersham is a controversial one which divides the village
- (2) prior to recent elections, the Parish Council has been in favour of the building of a new village hall
- (3) in May of this year, 3 new members of the Parish Council were elected.
- (4) the newly elected members were all individuals who had previously made known their opposition to the village hall planning application.

<sup>&</sup>lt;sup>1</sup> Although it is not strictly relevant for the purposes of this argument the Village Hall Management Committee vote on the views of the local community was carried out on 29<sup>th</sup> October 2006 indicated a majority of villagers who were opposed to the development proposals, see above.

- (5) the issue of the village hall was a significant factor in determining how votes were cast
- (6) the group of newly elected members to the Parish Council is coterminous with the group of councillors, who by reason of proximity to the to the village hall development site may be considered to have a prejudicial interest.
- (7) the exclusion of these councillors, including our client, would, we submit, be against the public interest in decisions being taken by a reasonably representative group of members of the Authority.

In formulating its decision it is necessary for the Standards Committee to consider the and above and to weigh it against the public interest in preventing members with a prejudicial interest taking part in the decision. As to the level of this prejudice we rely on the arguments, as set out above, in relation to the question of whether our client may be considered to have a prejudicial interest in the first place.

If it be the case that our client is taken to have such an interest it is submitted that this could only be on the basis that the consideration of the village hall planning application represents business of the parish council which may affect our client's financial position (see paragraph 10(2)(a) of the Schedule to the 2007 Order). Although it is accepted that our client's property is more proximate to the application site than the general inhabitants of the village of Wittersham it is submitted that it is not at all clear that this would confer any significant financial advantage or disadvantage on our client if the development were to go ahead. It is submitted however that even if it be found by the Standards Committee that our client has a financial interest in whether the village hall development goes ahead, such an interest would, in the context of the siting of his property be *de minimis* and would not weigh heavily in the balance when compared for the need for representative decision making as set out above.

It is submitted that, primarily, the development of a village hall is a development of a public facility which has benefits for the whole of the village of Wittersham. It is therefore submitted that the level of benefit and the dis-benefit to our client is, predominantly, the same as the benefits which accrue to the general village population. It is submitted that any additional benefits/dis-benefits accruing to our client by his proximity to the development site do not represent a significant interference with the public interest in ensuring proper decision making.

In summary therefore, our client applies for a dispensation of any finding that he has a prejudicial interest on the basis that without such a dispensation the transaction of business of the Wittersham Parish Council would be impeded by reason of the fact that the number of members of the authority who would similarly be deemed to have a prejudicial interest and therefore be excluded from the business, exceeds 50% of those members who are entitled or required to participate. In deciding whether to grant a dispensation, the Standards Committee must weigh up:-

(i) the public interest in preventing members with a prejudicial interest from taking part in decisions as against;

the public interest in decisions being taken by reasonably representative group of members of the authority

For the reasons set out above, it is submitted that the latter outweighs the former and that the dispensation should be granted.

Finally, on the issue of dispensation, we submit that having regard to this application, the Standards Committee must exercise a degree of consistency in exercising its functions. To this end we refer to the dispensations granted to members of the High Halden Parish Council on 17<sup>th</sup> January 2005. For ease of reference, a copy of the report of the Monitoring Officer in relation to that decision is **enclosed.** It will be seen from the plan attached to the Monitoring Officers report that the facts and circumstances of that report are similar in that four members of the Parish Council were deemed to have a prejudicial interest by reason of their proximity to a development site which was the subject of a planning application. Dispensations were sought to enable the Parish Councillors to take part in the Parish Council's discussions and to vote on the planning application for the purposes of determining the Parish Council's view as a consultee.

In the High Halden case, the members were granted dispensation to speak and vote in matters relating to the formulation of the Parish Council's response on the planning application. Although little in the way of reasoning is given in the Monitoring Officer's report, in recommending to the Standards Committee that dispensations be granted, the following points can be made which, we submit, would indicate that it would be wrong for a more restrictive decision to be taken in the Wittersham case:

- i) It is noted that the planning application under consideration was for a proposal to build eight residential and three live/work units on a former work shop site. Unlike the Wittersham case therefore, the development in question was not a community facility where the predominant benefit/dis-benefits were to the village as a whole;
- The dispensation sought by the members was to enable them to exercise their quasi judicial functions in determining the position of the Parish Council in relation to the planning application. Having regard to the new exemptions in the 2007 Order, it is submitted that the potential prejudice was likely to be more significant in High Halden than in relation to the type of decision which is envisaged in the Wittersham case which concerns the executive functions of the Parish Council.

Yours faithfully

**Public Law Solicitors** 

Enc.

Our Ref:

AW/CD/Lewis/00967-001

Your Ref:

30th July 2007

Terry Mortimer Monitoring Officer Head of Legal & Democratic Services Ashford Borough Council DX 151140 Ashford (Kent) 7



King Edward Chambers 166B Alcester Road Moseley Birmingham B13 8HS

DX 10795 Moseley

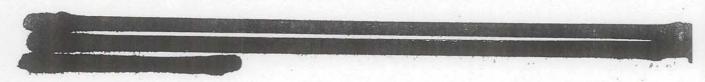
T: 0121 256 0326 F: 0121 449 9353

Dear Mr Mortimer

The Local Authorities (Model Code of Conduct) Order 2007 David Lewis - Wittersham Parish Council



- We do wish to proceed with an application for a dispensation on the village hall
- We agree with your suggestion that the extent of the dispensation which we seek should be limited to speaking and voting upon whether the parish council should pursue, withdraw or amend the current planning application in relation to the village hall proposal at Coronation Fields. We make no proposal in relation to the time limit but agree, in principle, that dispensation should be time limited. We would suggest that the time limit reflect the need for the parish council to establish its vis a vis position vis-a-vis the village hall planning application.
- We would request that the relevant part of our letter to you of 12th June 2007 be (iv) placed before the Standards Committee. This would be the section of the letter commencing on page 5 under the heading 'Dispensation' down to the end of that section on page 9 of the letter.



We would ask you when arranging for the meeting of the Standards Committee to take account of the following; (a) We are advised that if, following a meeting of the Standards Committee the Parish Council is to be afforded a reasonable opportunity to make a fresh decision in relation to the village hall application it will require a period of no less than 14 days for a meeting to be called. We submit therefore the village hall application should not come before the planning committee within a period of 14 days following any decision of the Standards Committee. (b) The Author of this letter is on annual leave between  $3^{rd} - 17^{th}$  August 2007. We would therefore appreciate if the Standards Committee meeting could be held outside of these dates in case we are instructed to make further representations.

Yours sincerely

Alastair Wallace

**Public Law Solicitors** 

c.c Client

Appendix 3

Tyle House, Stocks Road, Wittersham, Tenterden, Kent. TN30 7EH. 15 June 2007.

Monitoring Officer
Mr Terry Mortimer
Head of Legal & Democratic Services
Ashford Borough Council
Civic Centre
Tannery Lane
Ashford
Kent TN23 1PL

Dear Mr. Mortimer

I was elected to Wittersham Parish Council at the recent council elections. I am aware that a solicitor acting on behalf of my fellow Councillor David Lewis has written to you to seek a determination on whether he has a prejudicial interest in matters relating to the planning application for a new village hall at Wittersham (Planning Application No: 06/00924/AS), and if this is the case to apply to the Standards Committee for a dispensation to take part in discussions and votes regarding the above planning application.

My own situation is the same as that of Councillor Lewis in all material respects. In particular, I have a property in proximity to the site and I attach a map showing this.

I therefore wish to make applications in exactly the same terms as Councillor Lewis, and would appreciate if this could be dealt with urgently for the reasons set out in the letter sent to you on his behalf.

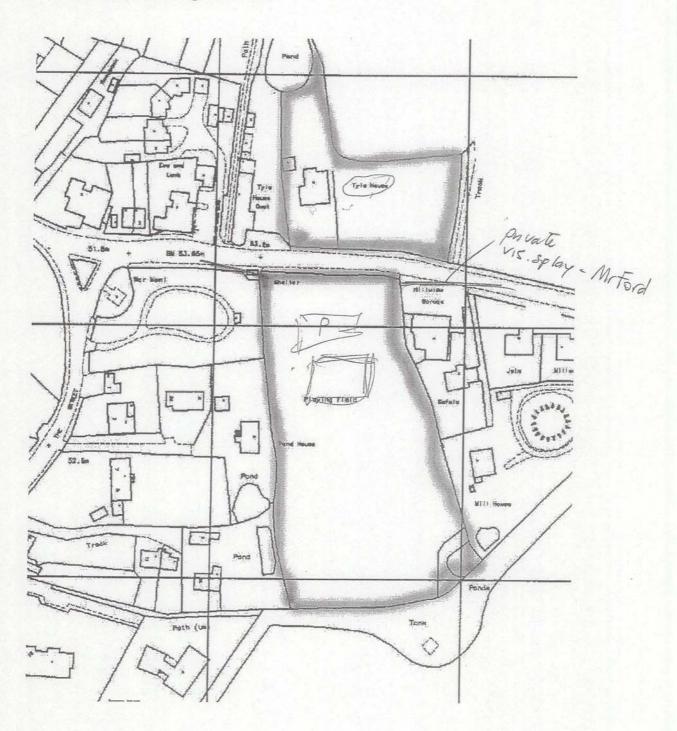
Yours Faithfully

Councillor Paul Lyon

Map on page 2

Tyle House and garden edged in green.

Coronation Field edged in red.



## Appendix 3

Tyle House, Stocks Road, Wittersham, Tenterden, Kent. TN30 7EH. 11 August 2007

Monitoring Officer
Mr Terry Mortimer
Head of Legal & Democratic Services
Ashford Borough Council
Civic Centre
Tannery Lane
Ashford
Kent TN23 1PL

Your Ref: TWM/DS17-014

Dear Mr Mortimer

In reply to your letter of 31 July, I would like to confirm that I would like to pursue a dispensation application in exactly the same terms as Councillor Lewis, to enable me to speak and vote upon whether the Parish Council should pursue, withdraw or amend the current planning application (No: 06/00924/AS) in relation to the village hall proposal on Coronation Field.

At present I have declared a prejudicial interest in the matter as my property is directly opposite the site in question, separated from it by the B2082 (see map enclosed with my letter dated 15 June 2007).

Councillors Lewis and Pennyfather have also declared a prejudicial interest for the same reason, and Councillor Mayer has declared a prejudicial interest because of his membership of the Village Hall Management Committee.

This means that all four of us have to leave the room when the matter is discussed, and this has already happened once since I became a Parish Councillor.

This then leaves only three members of the council able to discuss and vote on the matter, and if one of them were to be absent, for example because of holidays or sickness, then the meeting would be inquorate.

Furthermore it surely cannot be in the public interest that over half of the elected Councillors are unable to take part in discussing what has become in the last two years the most important matter in the village.

I do not believe that this is right, which is why I am requesting a dispensation on the terms stated in my first paragraph above.

Yours sincerely

Councillor Paul Lyon

endix 4

3a The Street Wittersham Tenterden Kent TN30 7EA

Monitoring Officer Mr Terry Mortimer Head of Legal & Democratic Services Ashford Borough Council Civic Centre Tannery Lane Ashford Kent TN23 1PL

15th June 2007

### Dear Mr Mortimer

I am a newly elected Councillor on Wittersham Parish Council. I am aware that a solicitor acting on behalf of my fellow Councillor David Lewis has written to you to seek a determination on whether he has a prejudicial interest in matters relating to the planning application for a new village hall and if this is the case to apply for dispensation to the Standards Committee.

My own situation is the same as that of Councillor Lewis in all material respects. In particular, I have a property in proximity to the site and I attach a map showing this.

I therefore wish to make applications in exactly the same terms as Councillor Lewis, and would appreciate if this could be dealt with urgently for the reasons set out in the letter sent to you on his behalf.

I would be grateful if you could confirm by email that you have received this letter and please let me know if you require any further information FIME TOWN LOUIL

David Pennyfather

Appendix 4

3a The Street Wittersham Tenterden Kent TN30 7EA

Your Ref: TWM/DS17-014

Mr T.W. Mortimer
Head of Legal and Democratic Services
Ashford Borough Council
Civic Centre
Tannery Lane
Ashford
Kent TN23 1PL



8th August 2007

Dear Mr Mortimer

Thank you for your letter of 31st July 2007 and I confirm that I wish to pursue my dispensation application of 15th June 2007.

I would like to begin by clarifying my own position in relation to the proposed Village Hall on Coronation Field, which is not quite the same as Councillors Lewis and Lyon, who I know have already applied for a dispensation, or Councillor Mayer who may wish to do so.

The constitution of the Village Hall Management Committee permits the Parish Council (amongst other bodies) to nominate one representative to serve on the Committee. I am now this representative.

The Parish Council previously sought advice as to whether their representative would have to declare a prejudicial interest at the Parish Council when Village Hall business was discussed. The clear advice was that the Parish Council's own representative would not have to declare a prejudicial interest. I mention this so that you have the full picture.

This aside, however, I accept that I do probably have a prejudicial interest in the matter of the Coronation Field application as I own a property in close proximity to the site. As such, I felt it necessary to declare the interest and leave the room on the one occasion that the matter has been discussed since I have become a Parish Councillor. Councillors Lewis, Lyon and Mayer did the same.

Councillors Lewis and Lyon have to leave the room for the same reason as me, as close neighbours, whilst Councillor Mayer has to leave as he is a full member of the Village Hall Committee in his own right, not representing the Parish Council and also incidentally as a near neighbour.

This leaves only three members of the Parish Council able to vote on the biggest issue facing the village at present, even at a fully attended meeting. One absentee, through work or holiday commitments or illness, would make the meeting inquorate.

More fundamentally, I suggest that it cannot be right that less than half of elected Councillors are able to vote on a matter which affects the whole village. I believe this to be contrary to the public interest, which is why I am requesting a dispensation.

I am aware of the limitations to any dispensation which you have discussed with Councillor Lewis or his representative, and would be content with the same.

I would also be very grateful for an update on the likely timetable of the consideration on my request as soon as possible.

Yours sincerely

Cllr D.L. Pennyfather