REPORT TO: POLICY AND RESOURCES COMMITTEE – 10 JUNE 2002

REPORT ON: RESPONSE TO WHITE PAPER:
                  'RENEWING LOCAL DEMOCRACY – THE NEXT STEPS'

REPORT BY: DIRECTOR OF CORPORATE PLANNING

REPORT NO: 500-2002

1.   **PURPOSE OF THE REPORT**

        To provide a summary of the White Paper 'Renewing Local Democracy – The Next Steps', recommend a draft response based on previous Council decisions and on officers' consideration of legal and financial issues raised, and request members to consider any further comments they wish to make from a political perspective.

2.   **RECOMMENDATIONS**

        A draft response to the White Paper is set out for consideration in section 8 of this report. This is based on previous Council decisions on the issues raised by the White Paper and on officers' consideration of the legal and financial issues concerned. Committee's views are requested on these issues which have not been previously considered.

3.   **FINANCIAL IMPLICATIONS**

        There are no direct financial implications arising from this report, although any changes which are eventually made to the arrangements for members' remuneration may have an impact on future budgets.

4.   **EQUAL OPPORTUNITIES IMPLICATIONS**

        The White Paper states that the Scottish Executive wish to encourage the widest possible range of people to serve as councillors, including people from groups which are currently under-represented.

5.   **LOCAL AGENDA 21 IMPLICATIONS**

        There are no direct Local Agenda 21 implications of this report. However, there is an indirect implication in the White Paper that resources should be used efficiently and effectively.

6.   **BACKGROUND**

6.1   **The White Paper**

6.1.1   The Scottish Executive recently published a White Paper 'Renewing Local Democracy – The Next Steps', copies of which are available from group secretaries and in the members' lounge. The White Paper follows on from the reports of the McIntosh Commission and the Kerley Working Group on Renewing Local Democracy. Comments on the White Paper are requested by 31 July 2002, and it is expected that the Executive's views on the next steps in relation to legislation and the future governance of councils will be published shortly after Parliament reconvenes in September.

6.1.2   The White Paper raises issues under four headings:

- removing barriers
- electoral reform
- remuneration
- powers, resources and structures

A summary of key points under each of these headings is set out in sections 6.2 to 6.5 below, along with:

- in bold, the key questions on which responses are invited
- in italics, the decisions which Committee has made on these issues in response to previous consultations

A draft response is set out in section 8 below for consideration.

6.1.3   The White Paper makes clear that the Scottish Executive is not proposing a review of council boundaries or a reduction in the number of councils in the foreseeable future, and they do not wish to make a wholesale reduction in the number of councillors.

6.2   **Removing Barriers**

6.2.1   Ministers are committed to reducing the minimum age for standing as a councillor from 21 to 18, in line with the voting age, when a suitable opportunity to amend the existing legislation arises.

In its response to the report of the Kerley Group, Council took the view that the age for councillors should only be lowered if this is also done for MSPs and MPs to allow for consistency.

6.2.2   Ministers intend to:

- amend the legislation so that council employees (other than those in politically restricted posts) may stand for election to the council which employs them without having to resign when nominated or selected as a candidate. They would, of course, still have to resign if elected as a councillor.

- repeal the legislation establishing a salary threshold for politically restricted posts. The content of the post would be the sole determinant of whether it is politically restricted.

- draw up non-statutory guidance on the criteria for defining 'posts providing policy advice', to ensure a more consistent approach to politically restricted posts across Scotland.

The Council took the view, in its response to previous consultation on the report of the McIntosh Commission, that employees who stand for election should have a right to return to their posts within a certain timescale if not successful. The Council has also made a case for increasing the salary threshold for politically restricted posts and for making it easier for officers to appeal against their post being politically restricted.

6.2.3   Ministers feel there may be a case for changing the law which makes former councillors ineligible for employment by the council for a year after ceasing to be a councillor. **Views are therefore sought on the restrictions which apply to former councillors**

who wish to seek employment with the council after their period of service comes to an end.

6.2.4 Ministers are also aware that other groups of public sector employees are subject to political restrictions, and are concerned that this may also be artificially restricting the field of candidates.

Views are therefore invited on whether this is the case, and whether public bodies should be encouraged to adopt a similar approach to that proposed for council employees.

6.2.5 The White Paper confirms that the Local Government in Scotland Bill will allow electronic transmission of council papers and the use of tele and video conferencing facilities for the conduct of council business.

6.3 **Electoral Reform**

6.3.1 Ministers have considered the arguments advanced for various electoral systems, and concluded that the key factors which they wish to take into account are:

- The extent to which a system retains the councillor-ward link. Ministers regard this as a key element of local democracy, and one which is vital to the crucial role of councillors and local authorities;

- Any new system should ensure that voters' preferences are clearly reflected in the result of an election, should be capable of being used throughout Scotland, and would need to be responsive to the views of voters in both urban and rural council areas. A new system should not unduly favour either larger or smaller parties, nor unduly act for or against the interests of independent candidates;

- Any new system must manifestly be seen to have clear support; and

- Ministers are unconvinced of the need for a significant change in the number of councillors

The Executive is therefore seeking views on :

- **whether respondents agree with the principles recommended by the McIntosh Commission and adopted by the Kerley Group?**

- **whether respondents agree with the priority which the Kerley Group attached to the first 2 principles? (proportionality and the ward/member link)**

- **whether respondents agree with the Kerley recommendations that Single Transferable Vote would be the most appropriate system?**

In its response to Kerley, the Council took the view that First Past the Post is the most suitable form of electoral system for local government as it is best understood by the electorate and best retains the ward/member link. Failing this, the Alternative Vote System would be the best alternative as it also retains the ward/member link. (For reference, Appendix A to this report includes an extract from the report on the Kerley recommendations which discusses the various electoral systems and their potential impact in Dundee)

6.4   **Remuneration**

6.4.1   The White Paper states that Ministers are committed to changing the current system of allowances for councillors. They wish to ensure that the level and type of remuneration does not discourage people from serving as members; that it recognises properly the responsibilities they carry; that it is sufficient to support councillors in the role they perform; and that, when necessary, it is sufficient to enable councillors to take on additional responsibilities. Specific factors which the Executive wishes to take into account in considering options for councillors' remuneration are:

   •   That any system of remuneration should be fair, transparent and applied consistently across Scotland;
   •   That any system of remuneration should be sufficiently flexible to take account of the different roles councillors undertake, including the varying time commitments required of them; and
   •   That the remuneration available should support councillors while carrying out the valuable role which they play in their communities and enable them to realise their full potential, and to progress through the ranks of council membership if they choose to do so.

6.4.2   Ministers recognise that there is a wide variation in the levels and distribution of Special Responsibility Allowances, and that in part this has arisen because decisions about remuneration have in the past been left to individual councils. In order to ensure that decisions about remuneration to be paid to individuals are perceived to be fair and consistent, they suggest it may be appropriate to introduce local or national remuneration committees.

6.4.3   Ministers have considered a number of options for a new system of remuneration, which can be summarised as follows:

An Improved Allowance – Based System

   •   retaining the current system but standardising the amounts paid across all council areas, or adjusting the amounts paid and/or the numbers receiving each allowance

   •   introducing a new system of allowances, although it is hard to see how fundamentally different any new system could be

   •   introducing a Financial Loss Allowance in addition to the current system, as some form of recompense for those losing income

Salary Options

   •   a basic salary for all councillors, with additional elements for those with significant additional responsibilities. It might be necessary to limit the number receiving additional elements of salary, either as an absolute number or as a proportion of councillors

Combined Salary and Allowances

   •   an alternative approach would be to recognise the very different role which council leaders and the small number of councillors with heavy additional responsibilities play by creating 2 different remuneration systems. The simplest way of doing so would be by paying a salary to those with particularly onerous responsibilities but retaining a (revised) system of allowances for the remainder.

6.4.4 The question of whether being a councillor is a part-time or full-time activity is key to this consideration. Ministers believe that as more councils move to a more streamlined style of decision making, fewer councillors will be undertaking the significant levels of additional responsibilities which have resulted in many of them spending all their time on council business in the past. Ministers wish to encourage councils to facilitate this approach and feel that any remuneration needs to be flexible enough to take account of current and future differences in the degree of responsibility which councillors undertake.

6.4.5 Ministers are committed to establishing some form of pension provision for councillors, and two options are outlined in the White Paper ie including an element for pension provision in the salaries paid to councillors or giving councillors access to the Local Government Pension Scheme   The White Paper also discusses the possibility of introducing some form of severance pay scheme, although Ministers are not yet persuaded that there would be public support for any such scheme.

6.4.6 **The key issues on which responses are invited are whether:**

- **respondents are in favour of the possibility of introducing local or national remuneration committees in future, independent of councils;**

- **respondents agree that the current system of allowances needs to be overhauled**;

- **any of the allowance based options set out in the White Paper should be adopted in the short or long term;**

- **councillors should be paid a salary in future, and the level at which any such salary should be paid;**

- **the salary paid should vary according to the size and population of the council area, or whether the amounts should be standardised across Scotland;**

- **a salary should be paid to all councillors, or whether there is a case for distinguishing between those with less onerous responsibilities who are therefore paid allowances, and those with particularly heavy responsibilities who are therefore paid a salary;**

- **an MSP's salary provides an appropriate comparator for those councillors who carry the greatest responsibilities as the Kerley Group suggested, or whether there are other more appropriate comparisons to be made;**

- **decisions about which councillors should receive additional elements of salary should be the responsibility of a remuneration committee, at local or national level;**

- **there should be a 'quota' set for the number of councillors who should receive additional salary elements;**

- **pension provision for councillors should be made through salary or through the Local Government Pension Scheme; and**

- **respondents have views on the issue of severance pay.**

Committee has previously taken the view that:

- *a flat rate allowance for councillors recognises that they carry the same kind of workload across the country*

- *pension rights should be introduced in line with those in salaried positions within local government*

- *councils should be able to determine the distribution of special responsibility allowances from a quantum sum allocated to each council*

6.5 **Powers, Resources and Structures**

6.5.1 The Executive proposes to abolish the existing system of capital consents. It will be replaced by a system under which local authorities would have the power to decide their own capital investment subject to certain conditions, principally that they make those decisions in a manner prescribed in regulations made by Scottish Ministers. The regulations would require local authorities to set local prudential indicators (within a centrally agreed framework which would draw on the Chartered Institute of Public Finance and Accountancy's Prudential Code for Capital Finance in Local Authorities) establishing what they could afford to spend and borrow; to publish these indicators; and to limit their investment and borrowing to what could be afforded having regard to these indicators. Subject to approval of the Local Government Bill these changes will be brought in from April 2004. However the White Paper makes clear that these changes will not apply to housing finance because Ministers feel it is not the right time to introduce such a fundamental change to housing finance. They propose continuing to look at ways to ensure the most effective way of supporting capital investment in social housing, including community ownership.

   The White Paper does not invite comments to be made on this particular aspect of the proposals, but members may feel they wish to do so.

6.5.2 Ministers see a strong case for the development of a new service which would support improvement, by giving access to information, advice and training members and officers; facilitating the exchange of ideas and best practice; and providing opportunities for benchmarking performance and peer review. They believe the Executive should work with COSLA, councils and others with an interest in this area.

   Questions being raised are whether there is an obvious lead body (or bodies) to provide an improvement service; whether a new body should be created to provide such a service; whether a partnership or consortium of existing agencies would be the best way forward; if so, which agencies should be involved in such a partnership; whether individual providers should be asked to bid for work to be carried out as a result of the provision of an improvement service; and best practice in joint officer/member training.

6.5.3 As part of the follow up to the Leadership Advisory Panel, Ministers wish to support local authorities in evaluating the work they have done on scrutiny so far, developing their approach to scrutiny still further, and building on their initial experiences of that work. Where scrutiny arrangements have not yet been introduced, Ministers wish to encourage councils to consider introducing appropriate mechanisms at an early date. **Views are sought on possible options for continuing the LAP process and the timing of such further work.**

6.5.4   Ministers wish to encourage councils to share best practice on making their processes more accessible to the communities they represent, and to encourage councils to consider imaginative ways in which specific groups (such as young people) can be involved. Councils can already co-opt community representatives onto Committees, although most do not have voting rights, and Ministers are aware that the changing structure of Councils may mean that opportunities to involve co-opted members without voting rights may be more limited in future.

Views are therefore sought on ways in which specific groups can be involved in the work of the council; and any possible implications for the co-option of non elected members to the new decision making structures which councils are adopting as a result of the LAP process.

7.   **CONCLUSIONS**

7.1   The White Paper sets out a mixture of firm policy commitments and issues on which the Scottish Executive is seeking further comments before formulating specific proposals.

7.2   The Council has previously taken a view on a number of the key principles contained in the White Paper, in response to the McIntosh and Kerley reports, although there are certain specific questions on which views have not previously been put forward.

8.   **A DRAFT RESPONSE**

8.1   **Removing Barriers**

Dundee City Council believes that

- the age for standing as a councillor should only be reduced if this is also done for MSPs and MPs to allow for consistency

- non-statutory guidance on the definition of politically restricted posts would be welcome

- political restrictions on employees of other public sector bodies should be the same as for council employees

The Committee's views are requested on whether

- the salary threshold for politically restricted posts should be increased or abolished

- the restriction on former councillors seeking employment with the Council after their period of service comes to an end should be maintained or changed

8.2   **Electoral Reform**

Dundee City Council believes that First Past the Post is the most suitable form of electoral system for local government as it is best understood by the electorate and best retains the ward/member link. Failing this, the Alternate Vote System would be the best alternative as it also retains the ward/member link.

8.3   **<u>Remuneration</u>**

Dundee City Council believes that

- there should be a system of flat rate basic allowances for councillors across the country, recognising that they carry the same kind of workload. The basic allowances should be set independently

- councils should be able to determine the distribution of special responsibility allowances from a quantum sum allocated to each council, to reflect the particular decision-making structure which best suits its circumstances, with no centrally determined 'quota' for this

- councillors should have access to the Local Government Pension Scheme if desired, or to a scheme under which allowances are pensionable as proposed in Wales, but should be able to opt out if they already have adequate pension provision

The Committee's views are requested on

- remuneration committees – local or national

- severance pay

8.4   **<u>Powers, Resources and Structures</u>**

8.4.1   <u>Capital Expenditure</u>

Dundee City Council welcomes the proposal that local authorities should have the power to decide their own capital investment in line with local prudential indicators. However it is essential that the "Prudential Code" recognises the following:

1.   The Prudential Code requires the setting of prudential indicators, which place heavy reliance on the reliability of published accounts to identify local authority assets and liabilities. It is essential that the code is applied consistently across authorities to ensure equitable treatment and capital expenditure opportunities.

2.   Local authorities will set prudential indicators establishing what they could afford to spend and borrow but the Scottish Executive will have power to put a limit on the rate at which authorities can increase debt. It seems at conflict with the objective of the code to allow any externally determined limits to be imposed.

3.   Whilst it is recognised that Ministers will wish to have powers to support national priorities through the award of capital grants, this should not be used excessively to increase ring fencing of future support.

4.   The code should not penalise authorities with higher levels of Council Tax, placing them at a disadvantage compared with councils with lower levels of Council Tax.

5.   PFI/PPP represents a long-term commitment and should not be ignored in prudential indicators. By doing so, authorities who use PFI/PPP will be portrayed better than those who do not.

The Council does not see why the new proposals should not be equally applied to investment in housing, and therefore believes that the Scottish Executive should remove the system of capital consents and move towards:

- grants rather than borrowing consents for local authorities (this principle has already been accepted in the disbursement of NHP funding)

- giving authorities the option to raise additional finance through the strength of their rental income stream (ie sustainable borrowing). Under stock transfer the main criteria for the affordability of capital investment is future income streams and there seems no reason why this should not apply to Council-owned housing stock.

Ministers in the past have stated that they do not support the 'one suit fits all' approach to community ownership. Acceptance of these proposals would show their commitment to councils who want to look at options other than stock transfer.

8.4.2 Supporting Improvement

Dundee City Council agrees with the development of a service to support improvement and feels this could be most effectively delivered by providing additional resources to COSLA to co-ordinate a programme of network groups, publications and seminars, building upon the COSLA Improvement Network which has been effective but under-resourced.   COSLA should take a lead role in co-ordination but should work in partnership with other organisations and professional bodies.

8.4.3 Continuation of Leadership Advisory Panel Process

Dundee City Council believes that the process of encouraging Councils to examine their decision-making and scrutiny process should continue to be on a voluntary basis and that, as with supporting improvement, the sharing of good practice on issues such as scrutiny and officer/member training could be effectively co-ordinated through COSLA if additional resources were made available by the Scottish Executive.

8.4.4 Links with Communities

Dundee City Council has a number of examples of making decision-making processes more accessible to communities. For example:

- devolution of decision-making on the allocation of funds in each of the geographic Social Inclusion Partnership areas to representative groupings on which the majority say rests with the community

- partnerships between community representatives and the Council for the management of neighbourhood centres and libraries. Each of these structures has been established as a local charity and local representatives are actually engaged in determining priorities.

- neighbourhood forums which allow communities to highlight issues which require to be addressed.

One issue which needs to be considered in relation to links with communities is the relationship between local elected members and community representative structures. There is likely to be a tension between the pressure on the Council and the aspirations of communities, in particular when budgets are discussed, which requires very clear

ground rules to be established for such engagement if the process of participation is not to be undermined.

Finally, it is surprising that this section of the White Paper does not refer to the requirement on local authorities to have in place a Scheme of Decentralisation, which in Dundee has provided the catalyst for the exploration of imaginative ways of engaging with communities.

9.   **CONSULTATIONS**

The Chief Executive and the Directors of Support Services, Finance, Housing and Neighbourhood Resources and Development have been consulted on this report.

Director of Corporate Planning …………………………………..   Date …………………

Background Papers

Scottish Executive White Paper - March 2002
'Renewing Local Democracy – The Next Steps'

Report to Policy and Resources Committee – September 2000 (591-2000)
'The Report of the Renewing Local Democracy Working Group'

Report to Policy and Resources Committee – November 1999 (751-1999)
'The Scottish Executive's Response to the Report to the Commission on Local Government and the Scottish Parliament'

Electoral System for Local Government

Report 591-2000 on the Report of the Local Democracy Working Group set out a detailed explanation of the Kerley Group's recommendations on electoral reform and the potential implications for Dundee. Relevant extracts from that report are set out below for reference.

1.   **Introduction**

The Working Group has proposed that future elections for local government would best be held under the single transferable vote method although it should be pointed out that 3 members of the Group dissented from this view. The majority rationale is that although it was desirable that wards should reflect natural communities, to do this there should be flexibility in ward sizes ranging from three to five members to allow natural communities to be maintained within wards. The former would allow a maximum of 11 wards for Dundee under the single transferable vote system but it is difficult to believe that boundaries for this small number of wards could be identified that would be perceived as containing natural communities.

The single transferable vote is a form of preferential voting in multi member constituencies whereby the voter casts a vote by putting 1 in the column next to their preferred candidate, a 2 for their second favourite candidate and so on. This allows voters to vote for as many or as little a number of candidates within and across parties as well as for independents. Ballot papers in Dundee given that there was an average of over 4 candidates per seat at the last Council elections could potentially extend to as many as 20 possible candidates in a new electoral area electing 5 Councillors.

The report recognises that voter education would need to be an essential component for the introduction of a new electoral system for local government.

2.   **Single Transferable Voting (STV)**

The counting of votes in a single transferable vote model is fairly complicated. However in order to win every seat parties would have to gain around 85% of the vote. This is highly unlikely and in elections under STV, for example in Northern Ireland, parties tended to field candidates for less than the six seats that were available in individual constituencies.

Under STV voters can choose between candidates of the same party which means they could take into account factors which may cross party boundaries e.g. individual candidates views on contentious issues such as abortion or Europe. As each constituency will be represented by more than one elected member likely to be from different parties then voters are more likely to have an elected member from their particular favourite political party and could therefore choose the elected member which they wish to approach for help.

Arguments used in favour of STV are that it does more than other systems to guarantee that everyone gets their views represented and have a say in what is done by their elected representatives. It is said to put more power in the hands of the voters and keeps elected members linked to the people who voted for them. Most voters can identify a representative that they personally helped to elect and can feel affinity with. Only a party or coalition of parties, who could attract more than 50% of electorate could form an administration. Voters can choose between candidates within parties,

demonstrating support for different wings of the party and can also express preferences between the abilities or other attributes of individual candidates. After some political education it is fairly simple for voters to use and there is no need for tactical voting.

Weaknesses that have been expressed in regard to STV is that it does not produce as accurate a proportional representation of the parties as the party list or additional member systems. Outcomes are not always straightforward or proportional especially in cases where electoral support is divided fairly equally among two major parties. Only 2 countries, the Republic or Ireland and Malta use STV in general elections and in the latter the election of 1981 caused a constitutional crisis when the party that gained 49.1% of the popular vote gained 52.3% of the available seats in parliament and formed the government.

STV also breaks the link between an individual councillor and his or her constituency and ward areas would be four to five times larger than they are now with four to five councillors representing each area. Councillors may also have to spend an excessive amount of time dealing with constituency problems and neglect broader issues and there are critics who say that the system leads to permanent coalition governments.

3.   **Alternative Systems**

Both Marilyn Livingstone MSP and Sandra Osborne MP dissented from the majority report view disagreeing that STV was the best system mainly on the argument that it did not adequately maintain the councillor/ward link. The original remit of the group precluded any recommendation supporting either the first past the post system or the alternative vote systems as neither achieved proportionality although it is arguable that both achieved the best possible maintenance of the councillor/ward link and the alternative vote systems scores highly in "making votes count".

Smaller multi member wards retain some form of councillor/ward link but fail to deliver proportionality whereas larger multi member wards come closer to achieving proportionality but the councillor/ward link is lost. A problem of numerous councillors representing the same geographic area has also been raised in light of the public confusion arising from the existence of list MSP's alongside constituency MSP's.

Councillor Daphne Sleigh (Conservative) also dissented from the majority view recommending STV and instead opted for the Additional Member System as it had a high level of proportionality satisfied the member/ward link and gave a fairer proportionality as well as providing for independents. However AMS as well as allowing for single ward councillors would also create a number of wider area members and therefore create two types of councillor similar as exists currently with list MSP's in the Scottish Parliament.

Another alternative that has been suggested by some COSLA Council members is the Alternative Vote system. In this system the existing ward boundaries can be utilised and voters would elect one person to represent them as now. However, instead of an "X" each voter would rank candidates in order of preference, 1, 2 etc. If a candidate received a majority of first votes (over 50%) they would be elected. If no candidate received more than 50% then the second choices for the bottom candidate, who drops out, are redistributed. This is repeated until someone has an absolute majority.

Its advantages are the retention of the member/ward link; extreme parties are unlikely to gain support; it prevents successful candidates being elected on a minority of the vote; and removes any negative voting. However, AV is not proportional and can be as distorting as FPTP.

4.   **STV in Dundee**

Currently there are 29 electoral divisions within Dundee City Council. The range of elected members recommended for Dundee was between 29 and 33 councillors. Currently there is an average of approximately 4,000 electors per seat in Dundee. If the representation was changed to 33 councillors this would give an average of approximately 3,500 electors per seat. The latter would obviously mean some revision of boundaries within the City but would allow for eleven 3 member wards or five 5 member wards with two 4 member wards. The former would be less desirable from a proportionality perspective thus defeating the main purpose of the Kerley report's recommendation for the STV system.

Alternatively the existing 29 wards could be merged to become five 5 member wards with one 4 member ward.   This would best accommodate the aim of proportionality within this system of election with the expected outcome being roughly in proportion to the percentage voters cast for each party.   However, the Electoral Reform Society recommend Urban wards of between 7 to 9 Members which in Dundee's circumstances would mean a possible four 7 member wards with one 5 member ward.

5.   **Other Alternatives in Dundee**

If the Additional Member System (AMS) was introduced in Dundee then the likely balance of single ward councillors to area list councillors would likely be in an approximate ratio of 2:1 as exists in the Scottish Parliament. This would result in 20 single directly elected wards of approximately 5,500 electors and 9 area list councillors or alternatively 22 directly elected wards of approximately 5,200 electors and 11 area list councillors. Although it is not possible to predict the outcome of an election using this system any gains at individual ward level are likely to be balanced at the list level as is the case with MSPs in the Scottish Parliament, the most likely result being a hung council. It would also arguably create a two tier system of councillors.

The Alternative Vote (AV) system if introduced would be more straightforward as existing wards could be maintained. However, if the system had been in place at the 1999 elections, there would have been only 6 seats where the successful candidate had more than 50% of the vote.   The remaining 23 seats would have been subject to the candidate with the lowest number of votes dropping out and their second choices re-distributed and so on until one candidate reached 50% of the vote.

First past the post (FPTP) is the current system in use and has the advantage of being simple to understand with the voter being able to express a view on which party should form the administration. It provides a close link between councillors and constituency. However, it has been criticised mainly on the basis of wasted votes and lack of proportionality.