



Carlisle City Council

Report to Economic Growth Scrutiny Panel

Report details

Meeting Date:	3 March 2022
Portfolio:	Leaders / Economy, Enterprise and Housing
Key Decision:	Yes
Policy and Budget Framework	No
Public / Private	Public
Title:	Programme Management Office Update
Report of:	Corporate Director of Economic Development
Report Number:	ED.02/22

Purpose / Summary:

The report provides members of the Economic Growth scrutiny panel with an update on the Economic Development Programme Management Office.

Recommendations:

The Economic Growth Scrutiny Panel is asked to:

1. Note the activity of the Programme Management Office to date in supporting the Future High Streets Fund and Town Deal programmes
2. Note the Local Assurance Framework that has been produced to inform the development and sign off of individual business cases.

Tracking

Executive:	
------------	--

Scrutiny:	
Council:	

1. Background

1.1 Carlisle has been successful in securing over £200m of government funding to deliver housing, infrastructure, and regeneration projects (see Table 1).

Table 1: Carlisle Projects and Programmes					
Programme / Project	Value	Duration	Lead Authority	CaCC responsibilities	Accountable Body
Town Deal	£19.7m	2021 - 2026	CaCC	<ul style="list-style-type: none"> • Business case development / submission • Business case assurance • Project / programme management • Legal / grant Funding Agreements • Accountancy / financial management • Monitoring / evaluation / reporting 	CaCC
Town Deal Capital Accelerated Fund	£1.0m	2020 - 2022	CaCC	<ul style="list-style-type: none"> • Project Management • Accountancy / financial management • Monitoring / evaluation / reporting 	CaCC
Future High Street Fund	£9.1m	2021 - 2024	CaCC	<ul style="list-style-type: none"> • Project / programme Management • Legal / grant Funding Agreements • Accountancy / financial management • Monitoring / evaluation / reporting 	CaCC
Borderlands – Carlisle Station Gateway	£23.8m	2020 - 2026	CuCC	<ul style="list-style-type: none"> • Project management • Legal - relating to the treatment of CaCC assets 	NCC
Borderlands – Citadels	£72.0m	2021 - 2027	University of Cumbria	<ul style="list-style-type: none"> • Project management • Legal - relating to the treatment of CaCC assets • Land assembly 	NCC
Borderlands - Place Programme	£3m	2020 - 2024	CaCC	<ul style="list-style-type: none"> • Project Manage the Place Programme for Longtown • Accountancy / financial management • Monitoring / evaluation / reporting 	NCC

St Cuthbert's Garden Village	TBC	TBC	CaCC	<ul style="list-style-type: none"> • Programme management - Development Corporation programme management • Production of SCGV Local Plan • Project management – Start with the Park 	CaCC
CSLR	£134m	2022 - 2024	CuCC	<ul style="list-style-type: none"> • Ensuring pipeline of housing delivery • Adoption of SCGV Local Plan • Production of housing delivery statement 	CuCC

- 1.2 The City Council (“the Council”) is the Lead Authority and Accountable Body for programmes / projects of a value in excess of £30m, which includes Borderlands, St. Cuthbert’s Garden Village, the Future High Street Fund and Town Deal.
- 1.3 The Future High Street Fund has now moved into the implementation stage with detailed design work starting to commence on the four projects. The Town Deal has now moved into Stage 2 with the production of seven green-book compliant business cases. These increased workstreams are additional to the ongoing work on the four Carlisle-based Borderlands projects (Station, Citadels, Place and Hadrian’s Wall) and the Caldew Riverside remediation/redevelopment project.

2. Economic Development Programme Management Office

- 2.1 The Council will act as the Accountable Body for the Future High Street Fund, Town Deal and St Cuthbert’s Garden Village programmes. In this role the Council will be required to:
- Manage, monitor, and evaluate the programmes
 - Manage contractual arrangements with project partners to ensure delivery
 - Be responsible for the financial management of the overall programme
 - In the case of Town Deal, support lead partners in the development of detailed business cases to secure funding
 - Reporting to government as required
- 2.2 In order to be able to undertake the role of Accountable Body for these major projects and programmes effectively, a Programme Management Office (PMO) has been established, for an initial 3 year period. The structure of the PMO includes three dedicated members of staff – the Programme Manager, Programme Officer, and a part-time Administrative Assistant. The PMO will also require specialist support from the legal, property and finance teams to deliver the projects and carry out the Accountable Body functions and responsibilities.

- 2.3 From the funding that has been secured, allocations for programme management have been included to support the costs that will be incurred by the Council in the development, delivery and management of these projects and programmes. As the FHSF and Town Deal are capital grants, any claims for the programme management costs must be based on activity and expenditure that can be treated as capital and which are incremental in supporting the delivery of an asset. This means that some activity – such as the legal and finance support – would not be eligible and have been funded from revenue budgets.
- 2.4 The Council have committed an additional revenue budget requirement of £91,545 for this financial year 2021/22 for the PMO and an additional revenue budget requirement £82,560 for each of the following two years 2022-23 and 2023-24.

3. Activity

- 3.1 The two main areas of activity of the PMO for this financial year have been supporting the delivery of the Future High Streets Fund and Town Deal programmes, with the majority of resources directed to the latter.

Future High Streets Fund

- 3.2 This programme includes four projects totalling £9.1m investment. The Council are now in the implementation phase, with detailed design work underway for each of the projects. The PMO has been supporting the delivery of the programme by assisting the regeneration team with procurement, contracting and invoicing. The PMO has also recently coordinated and submitted the recent monitoring and evaluation return to government.

Town Deal

- 3.3 This programme includes nine projects totalling £20.7m investment. The Council are now in Stage 2 of the programme, which entails the development and submission of the detailed business cases to government to enable the draw-down of funding. The PMO have been instrumental in this process in terms of developing the Local Assurance Framework (see Appendix 1) and coordinating the assurance process.
- 3.4 A requirement of a Town Deal is to implement a Local Assurance Process for the development and sign off of individual business cases. The Local Assurance Framework (LAF) sets out how business cases for the Carlisle Town Deal should be developed to meet the assurance requirements of the Council as Accountable Body. This includes the process of ensuring value for money, prioritisation, appraisal, business case development and risk management. For each business case, the Accountable Body will follow the process set out in the LAF - including sign off from the S151 officer, Monitoring Officer and the Executive.

- 3.5 The government have made it clear that it is important that the organisation responsible for developing business cases does not have sole responsibility for appraisal. Therefore, the Council has appointed specialists to undertake independent reviews of each of the business cases and produce an assurance report, using the LAF as a basis. The PMO is coordinating this process. The assurance reports will be used to prepare project approval summary documents that will then be passed to the Accountable Body (S151 officer, monitoring officer and the Executive) for consideration and sign off.

4. Next Steps

- 4.1 The immediate next steps for the PMO are to support the process that will enable the Town Deal business cases to be submitted to government by the deadline of 24 March 2022. This includes:
- Completion of the business case assurance process and Accountable Body sign off by the end of February.
 - Endorsement of the business cases by the Carlisle Town Deal Board on 3 March
 - Approval for submission of the business cases by the Executive on 21 March

5. Conclusion and reasons for recommendations

- 5.1 The establishment of the PMO has been essential to the progression of the Future High Streets Fund and Town Deal, given that both programmes have moved into the next stage of development that has required both greater resources and focus on the establishment of internal process related to the Council's role as accountable body.
- 5.2 The PMO has had substantial input into the development of the Local Assurance Framework that will ensure that the Council undertakes its duties as Lead Authority and Accountable Body diligently and effectively.
- 5.3 On these bases, the Economic Growth Scrutiny Panel is asked to:
- Note the activity of the Programme Management Office to date in supporting the Future High Streets Fund and Town Deal programmes
 - Note the Local Assurance Framework that has been produced to inform the development and sign off of individual business cases.

6. Contribution to the Carlisle Plan Priorities

The PMO support the delivery of the vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region by supporting the development and delivery of major regeneration projects and

programmes and enabling the Council to undertake the role of Lead Authority and Accountable Body effectively

Contact details:

Contact Officer: Steven Robinson

Ext: 7535

Appendices attached to report:

- Appendix 1 – Carlisle Town Deal Local Assurance Framework

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- None

Corporate Implications:

Legal – The Council has a role to play in these matters via its Project Management Office and via its statutory officers, as set out within the body of the report. The approval process should ensure that the projects are delivered in accordance with their business cases and in accordance with any relevant terms of grant.

Property Services - The property implications of the projects need to be considered as part of the assurance process to ensure that appropriate arrangements are in place for any long-term liabilities.

Finance - Funding has been allocated to support the PMO (Council 20 July 2021) for 2021/22 – 2023/24 as detailed within the report. The Assurance Framework is fundamental to ensure the roles of the PMO, the Lead Authority and the Accountable body are fully understood and that the business cases are signed off in line with this framework. The governance arrangements and transparency of decisions and financial transactions must be evidenced and reported to DLUHC by the Council's Statutory Officers.

Equality –

Information Governance-

Carlisle Town Deal Board

Town Deal Assurance Framework

Carlisle City Council

V4
12-1-2021

Contents

Introduction	2
Our vision and Investment Plan	2
Carlisle Town Deal Board	3
Local Assurance Framework.....	3
Governance.....	4
Structure.....	5
Board Representatives and Structure	6
The Lead Authority.....	6
Roles and Duties as the Accountable Body	7
Working groups.....	7
Project Delivery Group.....	8
Communications and Engagement Working Group.....	8
Scheme of Delegation	8
Code of Conduct	9
Communication, Publications and Engagement.....	10
Publication of reports and documents.....	10
Consultation and engaging with stakeholders.....	10
Branding.....	11
Financial Regulations	12
Procurement.....	12
Inclusion and Sustainability	12
The Projects and Assurance Process	13
Business Cases	13
The Assurance Process.....	17
Value for Money	20
Risk	20
Monitoring and Evaluation.....	21
Monitoring and Evaluation report requirements to Carlisle Town Deal Board	21
Monitoring and Evaluation Reporting to MHCLG	23

Introduction

Our vision and Investment Plan

In Autumn 2019, Carlisle was announced as one of the 101 places invited to develop a Town Deal as part of the £3.6 billion Towns Fund. The Town Deal will secure investment to support the regeneration of the city, support skills and business development and improve digital and physical connectivity.

Carlisle City Council has convened a Town Deal Board made up of people from some of Carlisle's key public and private sector organisations to create a Town Investment Plan to drive this investment. The Town Investment Plan includes projects that will be taken forward as part of Carlisle's Town Deal.

Carlisle's Town Deal Board submitted its Town Investment Plan to government in October 2020.

The Investment Plan sets a vision for Carlisle, developed by the Board in consultation with key stakeholders and local communities and businesses:

By 2030 Carlisle will be a thriving centre for businesses, residents, education, and culture providing new jobs, thousands of extra homes, better skills, a high-quality leisure offer, a clean environment, and a great quality of life for a growing resident population and workforce. It will be a flourishing visitor destination, welcoming tourists to the City and offering an attractive gateway to the beauty of the wider Cumbrian and Borderlands region.

The following strategic objectives have also been developed, to help achieve this vision:

- **Growing City:** To grow the working-age population of Carlisle and expand the business and employment base, through investment in housing, business growth, high-quality job creation, and education & skills
- **Vibrant City:** To increase vibrancy and activity in Carlisle city centre, creating a thriving community of students, residents, businesses and workers using the centre for education, housing, work and leisure activities, during the day and into the evening.
- **Connected City:** To make Carlisle a highly accessible and connected city, supporting growth by making it easier for residents, workers, students and businesses to arrive at and move around the City.
- **Destination City:** To grow Carlisle's visitor economy, attracting additional footfall, vibrancy and spending to the City.
- **Resilient and Inclusive City:** To enable Carlisle's businesses, people and communities to be resilient to current and future economic and environmental challenges including climate change, economic exclusion and unemployment, and recovery from the Covid-19 pandemic.

In March 2021 the government confirmed that Carlisle has been successful in securing £19.7 million from the Towns Fund.

Carlisle Town Deal Board

The Carlisle Town Deal Board is the vehicle through which the vision and strategy for the Town Deal has been defined. The Board is made up of 15 representatives from key public and private sector organisations in the city.

The Board provides a leadership role for the City of Carlisle, challenging partners and working collaboratively to ensure the shared vision for Carlisle is realised. Each board member is an advocate for Carlisle. Since its inception in 2020, the Board has worked to agree a vision for Carlisle and develop the Investment Plan- ensuring that this plan is imbedded in evidence and sets a strategy and objectives that are distinctive for Carlisle.

As the Board enters its next phase, it will continue to provide strategic oversight of the delivery of the Town Deal programme.

Local Assurance Framework

This Local Assurance Framework (LAF) sets out how the Carlisle Town Deal Board will effectively undertake its role in relation to good governance and allocation of public funds it is responsible for. It identifies the roles to be taken by Carlisle Town Deal Board and its sub-groups, and by the Accountable Body. This includes the process of ensuring value for money, prioritisation, appraisal, business case development and risk management.

It also sets out the process to be followed in selecting priorities for the Towns Fund.

Carlisle Town Deal Board is fully committed to ensuring the highest standards of governance, accountability and transparency across all aspects of its activities and will review the LAF annually and make any changes in line with changes made to the Local Growth Assurance Framework to ensure consistency and full compliance. The Local Growth Assurance Framework has been used as a guide for the development of this Framework in the absence of an overarching assurance framework for the Towns Fund programme.

Carlisle City Council is the Accountable Body, and therefore has responsibility for ensuring this LAF is in place, meets the standards set out by Government and that all funding decisions are made in accordance with it. The Section 151 Officer will provide assurance of proper use of Government Funds and Governance Procedures within the Carlisle Town Deal Board activities.

Carlisle City Council and the Carlisle Town Deal Board will notify the Ministry of Housing, Communities and Local Government (MHCLG) of any significant changes made to the LAF.

Governance

The Carlisle Town Deal Board has clear processes, rules and systems in place to decision making is transparent and made by the appropriate persons/groups with appropriate skills and ability.

Members of the Carlisle Town Deal Board and other subgroups will work within the agreed governance structures and will always demonstrate the highest standards of conduct. Any third party involved with the Carlisle Town Deal Board or who is providing a service to the Carlisle Town Deal Board will be made aware they are expected to act within the governance system and that their conduct is expected to be consistent with the standards applicable to members of the Carlisle Town Deal Board.

As per the Towns Fund Prospectus, the Government expect that Town Deal Boards align with governance and policies of the Lead Council (Carlisle City Council). This includes whistle blowing, conflicts of interest and complaints.

Carlisle City Council expects employees and its Members to adhere to the seven Nolan Principles of public life. Therefore, Members of the Carlisle Town Deal Board, and its working groups are expected to adhere to those same principles of:

- Selflessness
- Integrity
- Objectivity
- Accountability
- Openness
- Honesty
- Leadership

Each Board member is required to submit a signed version of the Register of Interest, Terms of Reference and Code of Conduct (Appendix 1 and 2) in order to become a member. These are published on Carlisle City Council's Regeneration page at: <https://www.carlisle.gov.uk/regeneration/Projects/towns-fund>

In light of COVID-19, meetings may be held in person or virtually, the same rules apply in both settings.

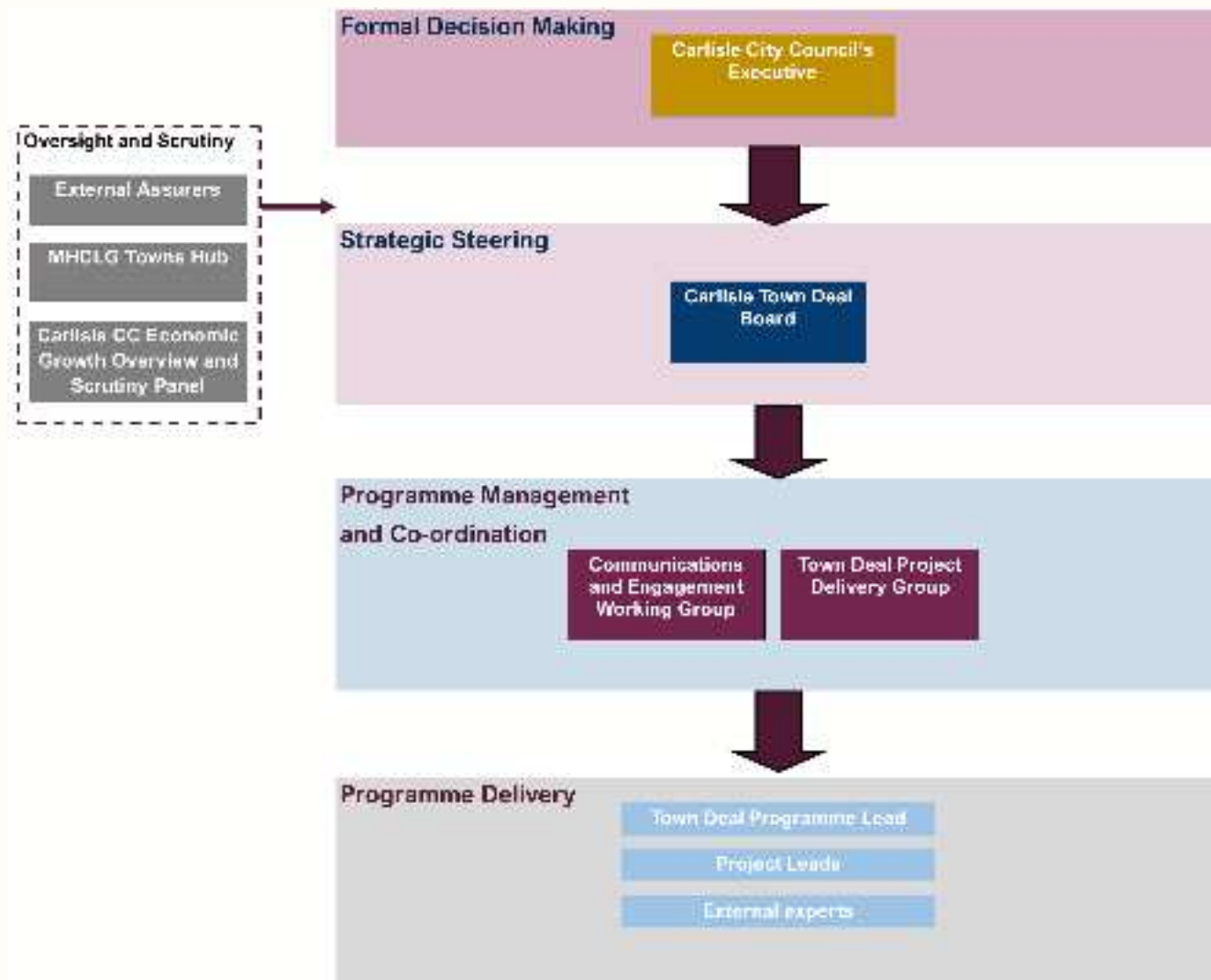
An agenda, including reports presented to the Carlisle Town Deal Board are required to be circulated to all Board Members 5 working days prior to a Board Meeting and will be published on the Regeneration Webpage.

An item of business not included in the agenda for a meeting may be considered by the meeting for reasons of urgency, if the person presiding at the meeting considers it appropriate and necessary to do so. Only in the most exceptional circumstances might it be considered necessary and appropriate for a matter of strategic importance to be dealt with in this manner.

Minutes and actions from Board meetings are required to be published and circulated to Board Members no more than 10 working days following a Board meeting.

Governance Structure

The Governance Structure for the Town Deal is as follows:



- Carlisle Town Deal provides a strategic 'steering' function advising and providing recommendations to Carlisle City Council.
- Carlisle City Council is the Accountable Body (and Lead Authority), therefore formal decision-making responsibilities lie with Carlisle City Council.
- Programme Management and Co-ordination is delivered through the Project Delivery Group and Communications and Engagement Working Group
- The Town Deal Programme Lead and individual project leads are responsible for programme delivery, working with external experts as required.
- Oversight and Scrutiny is ensured through engagement with the MHCLG Towns Hub, Carlisle City Council's Economic Growth Overview and Scrutiny Panel, and the appointment of external assurers to assure the business cases.

Board Representatives and Structure

The Board comprises of 15 public and private organisations, including from local government, education sector, the creative/cultural sector, the voluntary sector and business.

The Board has the following representatives:

- **Chair:** The Chair leads and facilitates the meetings, providing strategic direction, and is filled by a private sector representative. The Chair will be reviewed on an annual basis.
- **Board Members:** Representatives from a range of sectors, including from local government, education sector, the creative/cultural sector, the voluntary sector and business. The Board takes decisions on a collective basis, there may be one vote per member. The Board membership maybe revised, as required, to best support the evolving nature of the programme, provided the core membership remains in line with government guidance. The decision to appoint or alter the membership of the Board rests with the Corporate Director of Economic Development of the Lead Council, in consultation with the Leader of the Lead Council.
- **Substitute Members:** In consultation with the Chair, members of the Board may nominate substitutes if they are not able to attend a meeting, Substitute members are required to follow the governance process.
- **Advisors and technical support:** Advisors are invited by Board Members to participate in the meetings but have no voting rights or ability to make decisions on behalf of the Board.

The Cities and Local Growth Unit (a partnership between the Department for Business, Energy and Industrial Strategy and the Ministry of Housing, Communities and Local Government) Area Lead will attend board meetings in an observer capacity.

The Lead Authority

Carlisle City Council is the Lead Authority and Accountable Body, and the following Committees, Officers and Teams fulfil the following roles in the Town Deal:

- **The Executive:** Recommendations made by the board require approval by the Council's Executive Committee, or the Leader of the Council (as the Portfolio Holder for Regeneration), or a relevant officer, provided that an appropriate scheme of delegation is in place.
- **The Corporate Director of Economic Development:** The Corporate Director of Economic Development attends Board meetings to advise the Board and works closely with the Chair to ensure management of the programme.
- **The Regeneration Manager:** The Regeneration Manager is the Programme Manager and provides day-to-day management of the programme.
- **Secretariat:** The Council provides the secretariat function for the Board Meetings.
- **S151 Officer:** The Council's S151 Officer will ensure compliance with all necessary financial regulations, in order to protect the accountable body and ensure proper administration of all financial affairs.
- **Economic Development Programme Management Office (PMO):** The PMO will lead a wider management and support function of the Programme, with additional support provided by the Council's Governance and Finance teams as required.

Roles and Duties as the Accountable Body

- Develop a delivery team, delivery arrangements and agreements
- Ensure decisions made by the board are made in accordance with good governance principles
- Ensure transparency requirements are met through publication of information on their website
- Develop agreed projects in detail and undertaking any necessary feasibility studies - undertaking any required Environmental Impact Assessments or Public Sector Equalities
- Develop detailed business cases for projects
- Liaise with potential private investors in identifying local projects
- Agree and Sign the Heads of Terms Agreement with government
- Lead and manage the delivery of public sector projects within the TIP
- Work with partners on the delivery of joint private and public sector projects
- Monitor and evaluate the delivery of individual projects
- Submit regular monitoring reports on all TIP projects to the Towns Hub
- Receive and account for any project funding including Towns Fund monies

Working groups

Two working groups, the Communication and Engagement Working Group, and Project Delivery Group have been formed, that report to the Board. Both groups meet

on a 6 weekly basis and include representation from relevant officers from the project sponsor organisations, who are each Board members. This Includes:

- Carlisle City Council
- Cumbria County Council
- Tullie House
- University of Cumbria

Project Delivery Group

The Project Delivery Group is responsible for leading the delivery of the projects within the Town Deal programme, providing updates and information to the Lead Authority and Town Deal Board to ensure the programme is effectively managed across the partnership.

The group is comprised of project managers and project officers responsible for each project, and includes representation from both Councils, the University of Cumbria, and Tullie House.

Communications and Engagement Working Group

The Communications and Engagement Working Group is responsible for co-ordinating all communication, promotion and engagement required for the delivery of Town Deal projects. The group will take responsibility for programme level engagement, while reviewing and supporting project level engagement work taken by project sponsor organisations.

The group is comprised of communications representatives from each of the project sponsor organisations, alongside the Programme Manager and a supporting officer from the Lead Authority. Other project officers may be invited to attend as required.

Scheme of Delegation

The Town Deal Board acts as a steering board, which is responsible for providing strategic direction with regard to the Town Deal programme, this includes approving strategies and plans (including the TIP and any alterations to the TIP), and decisions regarding any alterations to the projects in the Town Deal programme.

Decisions will generally be taken during Board meetings; a clear majority of Board member votes is needed in order for any decision to be considered valid. Any decision that needs to be made that does not fit within the timeframe of scheduled meetings can be decided through the written procedure:

- Only with the Chair's approval may a decision be taken through the written procedure.
- A report covering the matter at hand will be circulated to Board members, with a recommended action for the Board to take, to ensure Board members are consulted, Board members will be given the chance to comment within 5 days.
- The decision may then be made, with agreement of the Chair.
- If a majority of Board members indicate that they are not comfortable with the decision being made within the 5 days (by notifying the Chair and Lead Authority), the decision will be taken at the next available Board meeting- Board meetings may be brought forward in cases of clear urgency.

Formal decision-making with financial implications must be ratified by Carlisle City Council as the Lead Authority. The Council will ensure that all decisions made by the Board is in line with its own governance processes.

The Corporate Director of Economic Development, in liaison with the S151 Officer will ensure compliance with all necessary financial regulations, in order to protect the accountable body and ensure proper administration of all financial affairs.

Code of Conduct

All Members of the Board, sub-boards or Panel or any other Group will be required to sign up to and act in accordance with the Board Members Code of Conduct, which incorporates the Nolan Principles, included as part of the Town Deal Board Terms of Reference.

If any Member's conduct falls short of the standards set in the Member's Code of Conduct, they may be dismissed from any or all, of their roles by a majority vote of the Board.

The member in question will not be allowed to participate in this vote. This will also apply if there has been any proven misconduct in a non-Town Fund role or illegal activity that may bring the Town's Fund activity into disrepute.

Whistleblowing

If a Board Member, officer, third party stakeholder, or member of the public, becomes aware of any activity undertaken by the Board or its members that they perceive as illegal, improper, unethical or otherwise inconsistent with the Code of Conduct, they should report this matter in line with Carlisle City Council's Confidential Reporting Policy, this is available at: <https://www.carlisle.gov.uk/open-data/Publication-Scheme/Our-policies-and-procedures>

Communication, Publications and Engagement

Publication of reports and documents

Carlisle Town Deal Board papers are published on the Carlisle Regeneration webpage.

These are published in line with the Best Guidance Practice Guidance in accordance with the Local Government Act 1972, meeting agendas and papers are published 5 clear days before the meeting takes place and draft minutes of the meeting are published within 10 clear days of the meeting taking place.

Any declaration of interest made at the meeting will be included in the minutes.

Carlisle City Council, as the Accountable Body, determine whether information is treated as public or private (not for publication). The Board and Lead Authority are committed to transparency and openness, and aim to ensure information regarding the Board and projects is readily available, unless there is reason for exemption, as per The Local Authorities-Executive Arrangements Meetings and Access to Information Regulations 2012:

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual.
3. Information relating to the financial or business affairs of any person (including the Authority holding that information).
4. Information relating to any consultations or negotiations, or contemplated consultation or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the authority proposes:
 - a. To give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - b. To make an order or direction under any enactment.
7. Information relating to any action taken or to be taken in connection with the prevention, investigation, or prosecution of crime.

Carlisle City Council has in place appropriate data protection arrangements in line with the General Data Protection Regulations (GDPR) and the Data Protection Act 2018. The Council is the Data Controller for the Board in its capacity as Accountable Body.

Consultation and engaging with stakeholders

Carlisle Town Deal Board and Carlisle City Council are committed to ensuring effective engagement and collaboration with all partners and stakeholders to support

the Board in its role as an effective advocate for Carlisle, and communicate key information relating the Town Deal Projects.

Examples of engagement activities include:

- Consultation with partners, stakeholders and local communities on the Town Deal projects.
- Regular engagement with local media on the project updates.
- Regular social media and webpage updates
- Organising focussed sessions with key stakeholders, including young people and local businesses.

Engagement is used to shape project development, inform key decisions and help set priorities for future strategy development.

The Town Investment Plan, together with strategic documents produced by Carlisle City Council and its partners, help provide the context, rationale and up to date evidence base for project and programme development.

Carlisle Town Deal Board will remain in regular communication with MHCLG and the Towns Fund Delivery Partner and other towns who have received investment from the Towns Fund to ensure a collaborative approach to sharing ideas and support on any challenges.

Branding

A brand for all Town Deal publications has been developed by Carlisle City Council's Design Team. This will be used for all publications and can only be used with the Council's permission. Any development of the brand will be led by Carlisle City Council. All project publications must adhere to the branding guidance.

Carlisle City Council will lead on any general Town Deal communications (including announcements and reaction to press enquiries). Press releases and statements to be approved the Corporate Director of Economic Development, the Leader of Carlisle City Council, and the Chair of the Town Deal Board prior to issue.

Project lead organisations will work with the City Council as the Lead Authority to sign off any project level communications, ensuring that the Council is involved in project level communications, and that the material appropriately references Carlisle Town Deal.

For major announcements, HM Government and the Town Deal Board will be notified in advance. The ability to provide any printed material is limited at present. Copies of printed publications will be made available only where there are no other means of sharing the information.

All communications will need to adhere to the government's Towns Fund Communications and Branding guidelines.

Financial Regulations

Carlisle City Council must conduct its business efficiently and ensure it has sound financial management policies in place, including arrangements to monitor compliance.

Carlisle City Council's statutory Section 151 Officer is also charged with ensuring that proper financial management processes are in place.

Carlisle City Council's financial regulations provide clarity about the financial accountability of individuals.

The regulations identify responsibilities of individuals across all levels. Written records are a requirement where decision making has been delegated to members of staff in order to give assurance that tasks or decisions have been performed in accordance with the Financial Regulations.

A scheme for further delegations will be put in place by the Accountable Body with specific reference to the delegation of authority for the Towns Fund programme. This proposal will ensure the most efficient and timely management of the programme, in the context of the delivery timeframes.

Procurement

Carlisle City Council, as the Accountable Body carries out all procurement processes on behalf of Carlisle Town Deal Board. As a public sector body, the Council follows rigorous procurement processes in full compliance with HMT regulation on tendering and procurement and is a 'contracting authority' under the Public Contracts Regulations.

Inclusion and Sustainability

Carlisle Town Deal Board looks to enable inclusivity and sustainability in all its decision-making processes and strategic development.

The Board will consider how projects will improve the economic, social, and environmental well-being of Carlisle, how equality issues are considered, and how such improvements can be secured in the Town Investment Projects.

Carlisle Town Deal Board is committed to securing social value within the project designs.

All of the Carlisle Town Deal Board strategies set out the inclusive ambitions and all decisions for capital funding must take into consideration the relevant charter which requires all projects to align their construction and development projects to a set of principles which create sustainable Economic, Environmental and Social impacts.

Each project as part of the Green Book Business Case should include details of how it meets the governments clean growth principles and Public Sector Equality Duty (PSED).

The Projects and Assurance Process

In October 2020, Carlisle submitted the Carlisle Town Investment Plan, which outlines seven projects to drive Carlisle's growth and regeneration over the next 10 years.

These projects are:

- **Start with the Park, St. Cuthbert's Garden Village:** The 'Start with the Park' project will provide the 'Greenway' a connective, multi-modal green travel route connecting the key settlements of SCGV with Carlisle City Centre and providing a high quality leisure and recreation facilities. The project will position SCGV as a unique and attractive destination for working-age families.
- **Southern Gateway:** An integrated programme of investments in active and sustainable travel and public realm to better connect key developments in the Southern Gateway area of Carlisle, including the Railway Station, Citadels, Devonshire Street and the former Central Plaza site, and to connect St. Cuthbert's Garden Village with the City Centre.
- **Welcome & Entrance to Tullie House Museum, Project Tullie:** part of a wider programme of investment at Tullie House Museum, this project will better connect the Museum to the surrounding streetscape, increasing its visibility by providing a clear and contemporary point of arrival for visitors.
- **Lighting Up Carlisle:** Investment of capital funding in digital lighting equipment to support an expanded and transformed events programme.
- **Digital and Community Learning Hub:** Refurbishment of the City Centre Library to create an accessible digital skills and community learning hub, and installation of digital equipment and training materials in 13 community venues.
- **Citadels Business Infrastructure:** A purpose-built hyper fast digitally enabled business interaction and accommodation space, linked to the University of Cumbria's flagship campus development on the Citadels site.
- **Carlisle Market Hall:** Investment to improve the infrastructure and internal structure in the Market Hall to improve the experience for shoppers and visitors and exploring options to create a food court and events space.

Business Cases

Carlisle Town Deal Board are required to approve Business Cases for each project identified in the Town Investment Plan. Board Approval must also be formally ratified by Carlisle City Council as the Accountable Body. It is the responsibility of the Project Delivery Group to develop, and the Programme Manager submit the Business Cases for assessment.

The Business Case is a document setting out the case for investment used to justify the use of public spending and will set out the Case for Change, demonstrate that the investment is good value for money, affordable and deliverable. The Business Cases should be developed in accordance with the following government guidance documents; HM Treasury Green Book, HM Treasury Guide to developing a Business Case, Ministry of Housing, Communities and Local Government (MHCLG) Appraisal Guidance, DfT Transport Appraisal Guidance, DfT Appraisal and Modelling Strategy.

The Business Cases should be structured on 5 key dimensions, as referred to in the HM Treasury Green Book and referred to as the '5 Case Model'

The Strategic Case should cover:

- Baseline analysis of the study area identifying key challenges to be addressed
- Review of relevant local, regional and national strategic policies
- Develop and agree a clear vision and objectives with stakeholders
- Analyse the need for intervention
- Project prioritisation to identify option for investment
- Develop a clear theory of change for the investment
- Assess how the investment fits in with other investments including consideration of dependencies.

The Economic Case should cover:

- Identify key benefits based on the theory of change
- Identify ways of modelling and monetarising benefits based on departmental guidance and considering the risk of double counting
- Determine costs, setting out clearly what they include and apply relevant adjustment factors
- Value for money assessment over the appraisal period including sensitivity tests
- Consideration of non-monetary benefits including social value.

The Financial Case should cover:

- Identify project costs including capital and operating costs and risks over time
- Ensure funding and financing are both covered
- Assess funding sources, project cash flows over time and the funding ask in a financial model
- Assess overall affordability of schemes
- Consider wider financial implications such as balance sheet treatment and tax issues
- Provide information on due diligence that has been undertaken to ensure the project costs are robust and sensitivity testing to understand a range of possible outcomes.

The Commercial Case should cover:

- Identify who the scheme/promoter is.
- Develop the procurement strategy

- Set the commercial strategy and set out contract arrangements including implications
- Consider social value in procurement
- Demonstrate market testing or other evidence that there is a market to deliver the project
- Determine the allocation of risks

The Management Case should cover:

- Identify governance including roles and responsibilities
- Develop a programme for investment with key milestones and decision points clearly identified
- Develop a stakeholder engagement and communications strategy
- Assess project risks and dependencies
- Develop a benefit realisation plan and monitoring & evaluation strategy

A Business Case must be developed for each of the selected projects in line with the conditions set in the Heads of Terms document. If a project consists of a package of smaller interventions these can be grouped into one Business Case as long as the strategic case is put forward demonstrating how the separate interventions link together to deliver a coherent vision. The value for money assessment must cover the project as a whole but each intervention must be costed in the financial case.

A Public Sector Equality Duty (PSED) should be fulfilled through a programme-level impact assessment; a relevant project-level impact assessment should also be undertaken. The Supplier assigned to develop the Business Case should work with the Accountable Body to produce a Summary Document for submission to MHCLG within 12 months of signing the Heads of Terms document. Environmental Impact Assessments should also be undertaken when required.

Green Book compliant Business Cases should be developed for each project. Business Cases should include:

- The evidence for the intervention using rigorous analysis of quality data and the application of best practice.
- An assessment of value for money. Attention should be given to how different types of projects will be compared and assessed. Typically, this would include the following considerations at a level proportionate to the scale of funding required for the proposal:
 - A clear economic rationale that justifies the use of public funds in addition to how a proposed project is expected to contribute to strategic objectives
 - Clearly defined inputs, activities, outputs and anticipated outcomes, ensuring that factors such as displacement and deadweight have been considered
 - Benefits that exceed the costs of intervention using appropriate value for money metrics

- Appropriate consideration of deliverability and risk along with appropriate mitigating action (the costs of which must be clearly understood).

Recognising the diversity of market conditions and the acute nature of the Covid-19 impact in some localities, no minimum value for money threshold is set for Towns Fund projects. However, to follow best practice, all Business Cases must contain robust value for money assessments. If value for money values are low, then additional justification should be provided. A variety of measures can be used to summarise value for money, this includes estimates for:

- Net Present Social Value - defined as the present value of benefits less the present value of costs. It provides a measure of the overall impact of an option.
- Benefit-Cost Ratios - defined as the ratio of the present value of benefits to the present value of costs. It provides a measure of the benefits relative to costs

Net present social value and benefit-cost ratios should not be treated as a full representation of value for money. Rather, they should be used to summarise the benefits and costs that can be readily monetised or quantified. There may be wider strategic or social value to an intervention which may not be easily assimilated into calculations.

Business Cases should address, in a proportionate manner, the five cases set out in the HM Treasury Green Book. The Green Book has recently been updated to ensure the methodology supports the delivery of Government's levelling up ambitions and other policy priorities. These updates include a much stronger emphasis on the strategic case backed up by rigorous theory of change analysis, and renewed clarity on what constitutes value for money.

Business Cases should be developed to meet the assurance requirements of the Accountable Body. In addition to the Green Book, other appraisal guidance should be followed for specific thematic interventions where available.

All Final Business Cases must be signed off by the Carlisle Town Deal Board and Carlisle City Council to be considered a complete and final document. A Summary Document of the Full Business Case must be produced for each project. This should be submitted to MHCLG within 12 months of signing the Heads of Terms for the Town Investment Plan in order for funds to be released, save for any revenue or capitalised funding received in advance.

It may be permitted by MHCLG that all or a proportion of project funding can be released at an earlier date (fast tracked) before a Full Business Case has been developed where there is a clear case for funding being needed to enable/support project progression. Release of funding will be conditional on the submission of Summary Documents, appropriate monitoring & evaluation agreements made between the Board and the project lead and completed within 12 months of the Heads of Terms Agreement. Therefore, Full Business Case's will still need to be worked up for all projects. Should the project not progress during the development of FBC the accountable body may seek to claw back funds from a project lead organisation.

It is possible that some projects may have to submit 'Conditional Business Cases' for Board and Accountable Body approval at the 12-month stage. Conditional Business Cases may be necessary where progress is dependent on procedures and permissions beyond the control of the project sponsors (e.g. the granting of full planning permission or other third party processes). In these cases, the qualification must be clearly stated, and an appropriate risk analysis included.

The Assurance Process

Independent Assurers will be appointed to assure, appraise and evaluate all business cases submitted to ensure that they comply with the following:

- They adhere to the process as set out above in the 'Business Cases' section.
- They adhere to the guidance provided by government, are Green Book compliant and meet the 5-case model.
- The project clearly resembles that developed as per the project proformas developed for stage 1 (October 2020) and stage 2 (where applicable, May 2021)- although recognising that further development may have resulted in some minor changes.

Upon submission of the Full Business Cases, the appointed Assurer will be required to evaluate the documents in line with the required structures and methodologies set out in the Green Book to ensure compliance with the Town Board requirements and governance needs.

The appointed Assurer is expected to meet the deadlines outlined and led by Carlisle City Council and show commitment and integrity in delivering to a fast pace, changeable agenda.

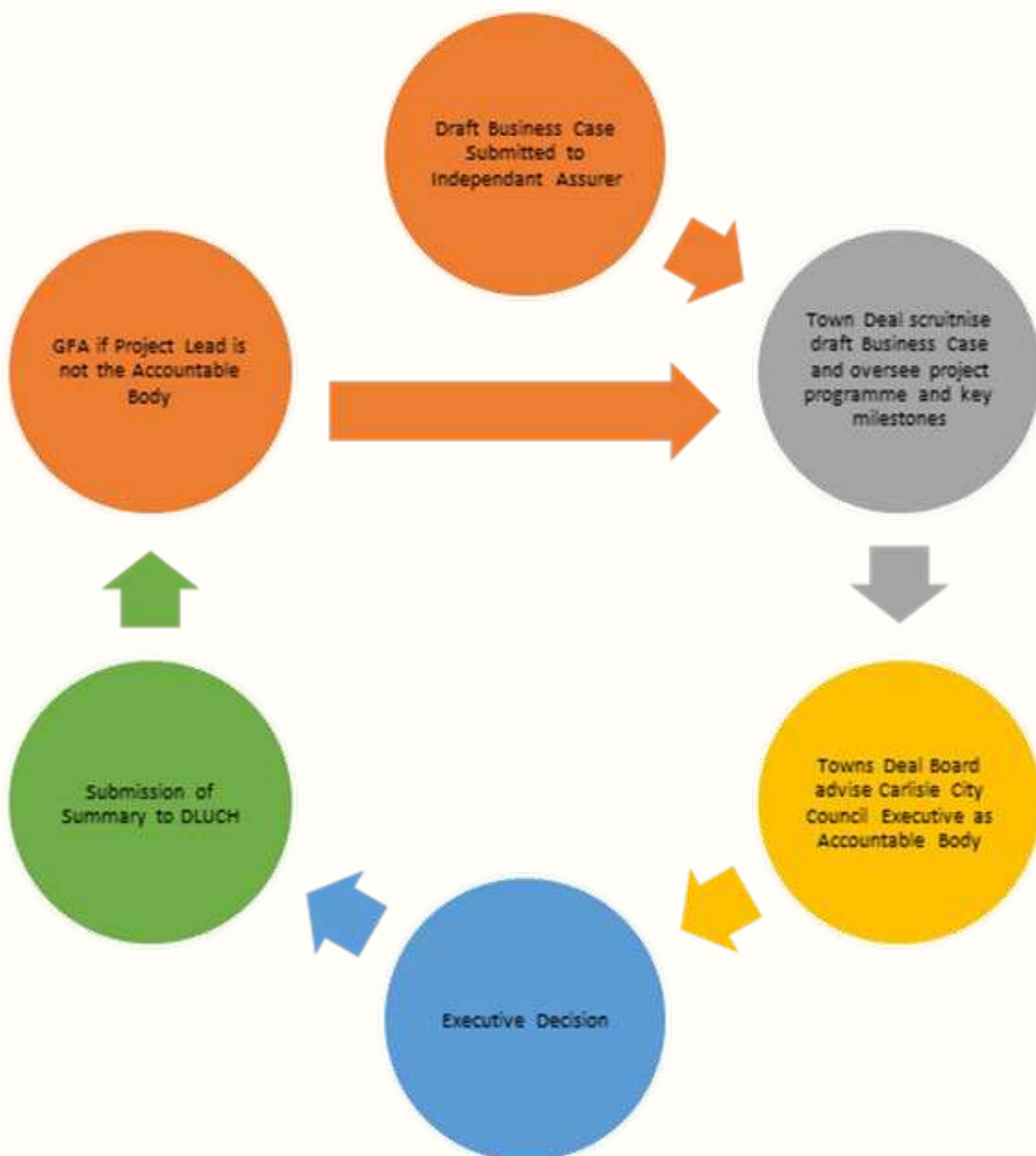
Any changes to deadlines and timescales must be agreed with and approved in writing by the Authorities representative.

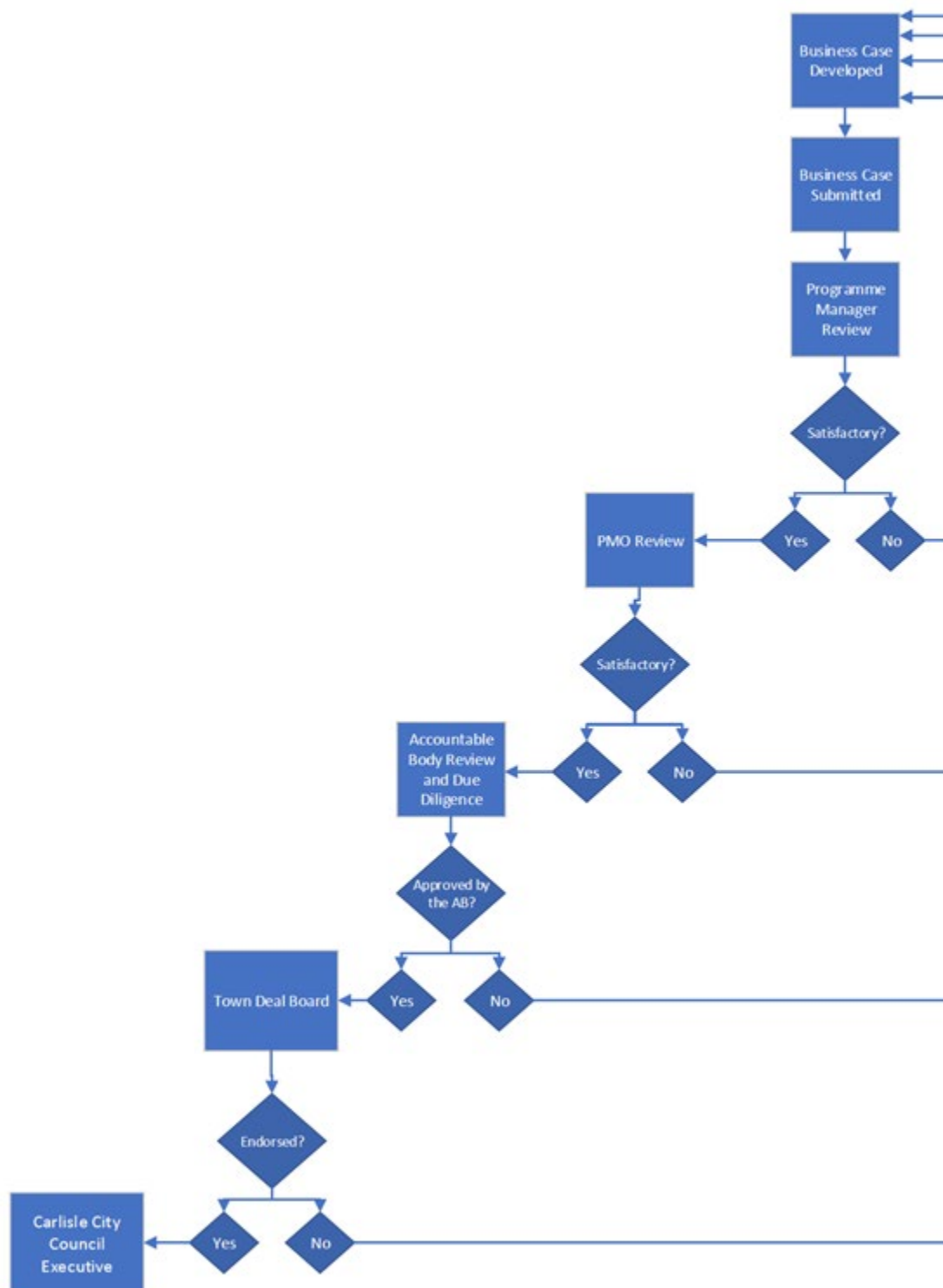
The steps for the assurance process and submission of Business Cases are as follows:

1. Following the completion of the independent assurance process, the Assurer shall send their feedback to the Programme/Project Lead. If the assurer is able to provide a recommendation to approve the Business Case, it will then be taken to the Town Deal Board with the Assurer's comments included. If the assurer does not recommend approval as they have concerns that need to be addressed, the Business Case will be reviewed by the Supplier and Project Sponsors before resubmission to the Assurer.
2. Once the independent assurance has been provided, the Business Case will be taken to the Town Deal Board for endorsement. If the Board endorses the submission of the Business Case, the Business Case will be taken through Council Approval. If the Board do not endorse the Business Case as they have concerns that need to be addressed, the Business Case will be reviewed by the supplier and project sponsors before resubmission to the Town Deal Board

3. Following an endorsement by the Board, the Business Case will be taken to Carlisle City Council's Executive for final approval ahead of submission to government. If the Executive does not approve the Business Case as they have concerns that need to be addressed, the Business Case will be reviewed by the supplier and project sponsors before resubmission to the Executive.
4. Provided that the Business Case has been independently assured, endorsed by the Town Deal Board and approved by the Accountable Body's Executive, the Business Case will be submitted to the Department of Levelling Up, Housing and Communities (DLUHC).

This process is outlined in more detail in the flowcharts below:





Where there is a change in personnel within the team assuring the Business Case, this must be managed by the appointed Assurer in a reasonable manner to ensure that the service is not affected.

All information included in the Business Case(s) should be kept private and confidential by the appointed Assurer and must not be shared with third parties, unless agreed with Carlisle City Council as the Accountable Body.

Value for Money

Carlisle City Council, and the Carlisle Town Deal Board will need to have full assurance that the projects are deliverable and represent good value for money. Project sponsor organisations are responsible for ensuring sufficient independent evidence that the project delivers the required value for money in line with the Green Book principles. The Project Delivery Group and Accountable Body are responsible for appointing appropriate external consultants working on the Business Case development to consider VFM and make recommendations to the Lead Authority, the Board, and Project Sponsors.

The evidence and information provided will vary from project to project due to the nature and priorities of the project.

Carlisle Town Deal Board will be responsible for ensuring value for money for all Town Deal Projects. The consultants secured for developing the business cases will include this assessment within the business case development, which will be scrutinised by the independent assurer. All business cases will be signed off by the Accountable Body and the Carlisle Town Deal Board.

Risk

A risk register is maintained for each project and the programme itself. It is the responsibility of the Project Delivery Group to monitor risk via the register, and individual project leads to provide update the group on any escalation of risk relating to their project(s). The risks of each project are RAG rated using a matrix based on likelihood and impact that each risk presents. Mitigation actions are also included.

The risk register is updated on a regular basis and any escalation of risk likelihood or impact is then reported to the Carlisle Town Deal Board. If any risk is deemed 'high' this will be raised with the Board via the Programme Update Report and project leads will highlight mitigating actions that are being undertaken.

Where a project as a whole is deemed high risk, the Town Deal Board shall request a full risk report on the project, with mitigating actions outlined clearly. If the Board are

not satisfied with the response the following actions may be considered by resolution of the Board:

- Removal of the project from the Programme.
- Consider re-profiling project to reduce risk, which may impact costs and outputs/outcomes.

This resolution will then be considered by the Lead Authority, in line with its own approvals processes.

In the event where a project has, in the opinion of the Board, significantly changed (by 25% or more) from the stage two proposal (submitted to government in May 2021), in terms of spend profile, outputs, outcomes or delivery, the Board will seek an update from the project lead requesting a written response detailing why the project has changed.

Following this update, the Board may recommend that the Accountable Body takes the following actions: proceed with the project, request that actions are taken to revert the project back to, or closer to the original proposal, choose to alter the project costing, or remove the project from the programme. The Accountable Body will consider the recommendations of the Board and take appropriate action.

As part of the Programme Update Report drafted for each Board meeting, the Town Deal Board will be provided with project performance updates. If it is reported that a project is delayed by more than 3 months, the project will be reported as high risk. In this instance the Board will request a written update from the project lead on why the project has been delayed. The Project Lead may then be requested to give additional evidence at a Board meeting. Based on this evidence the Board may consider recommending that Carlisle City Council removes the project from the programme.

Monitoring and Evaluation

The Carlisle Town Deal Board will be provided with monthly updates from the project leads on the progress for each project.

Carlisle City Council's Economic Development Programme Management Office (The PMO) will be responsible for monitoring and evaluation of the programme, and ensuring project leads complete the necessary project level monitoring. The terms of monitoring will be laid out in each project's grant offer agreement and will be in line with the Monitoring & Evaluation Framework as set out by MHCLG.

Monitoring and Evaluation report requirements to Carlisle Town Deal Board

Carlisle Town Deal Board will be required to monitor the Town Deal Projects according to the milestones and outputs set out in the business case. This will be set out in the grant offer agreements.

Project lead will be responsible for day-to-day risk management, programme risks will be managed by the Town Deal Board and Lead Authority, through proactive engagement with project leads, and developing a system of regular reporting as set out above. A Programme Update Report will be taken to each Board meeting, which will include the reporting of risk and highlight all risk elevation and high-risk projects.

The Board and Lead Authority have the right to withhold funding if the project delivery expectations, as per the business cases, are not met within the agreed funding period.

Projects will be required to submit quarterly monitoring reports (financial, output and narrative) explaining their progress to spend and delivery targets and noting the specific changes to the project and challenges in delivery. The Project Lead will check monitoring reports are correct prior to submitting and ensure records are retained for the duration of the reporting period. Spot checks for verification purposes will be undertaken by the Accountable Body.

A variance of 25% or more on spend profile and delivery targets will trigger a review by The Board and Accountable Body, who will request a written response detailing why the project has changed from the project lead.

The Board and Accountable Body reserve the right to withhold all or part of the funding supplied for a project in the following circumstances:

- The project is not delivered within agreed dates
- The project delivered differs from that specified
- The outcomes demonstrated through post-delivery evaluation fall short of those on which the value for money assessment and business case were based
- The outputs identified in the Business Case are not delivered.

Monitoring reports will be summarised for the consideration of Carlisle Town Deal Board, using a RAG rating system. In line with good practice and to support effective and robust decision making, monitoring reports to the Town Deal Board will typically summarise good progress and areas of good practice. The report will also highlight risks to the delivery of the programme.

If the Board deems it appropriate, project leads may be invited to Board meetings to explain slippage. The Board will take local circumstances into account when taking decisions over whether funding should be withheld or recovered.

All projects will be subject to a post project evaluation report, this will ensure best practice using recognised project and programme management techniques to ensure thorough evaluation, the opportunity for reflection and lessons learned, to support project sponsor organisations, the Board and Lead Authority in future programmes.

Each project monitoring reports will be defined by the outputs, outcomes, and interrelationships to the wider programme.

Furthermore, an annual monitoring report for all projects will be required to ensure overall progress on the Town Investment Plan.

Monitoring and Evaluation Reporting to MHCLG

A condition of receiving Towns Fund funding will be providing regular feedback to MHCLG on progress of the Town Investment projects, to allow for monitoring and evaluation.

At least every six months (or more regularly, if agreed with the Towns Hub) Carlisle City Council will be required to provide MHCLG with a comprehensive set of data relating to each Town Investment Project, including both total and forecast spend, and output metrics. These returns will be scrutinised and signed off by the Accountable Body's Section 151 Officer.

The specific data requirements are set out in the Monitoring and Evaluation Framework.

The Towns Hub will also conduct an annual review, assessing progress, understanding issues and agreeing any actions to be taken forward by each town. Continued funding is linked to the effective delivery of the deal.