



# **Economic Growth Scrutiny Panel**

## **Agenda**

**Thursday, 19 July 2018 AT 10:00**

**In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG**

**\*\*A preparatory meeting for Members will be held at 9.15am in the Flensburg Room\*\***

The Press and Public are welcome to attend for the consideration of any items which are public.

### **Members of the Economic Growth Scrutiny Panel**

Councillor Nedved (Chairman), Councillors Betton, Birks Christian, Mrs Coleman (Vice Chairman), Crawford, McDonald, and Mitchelson.

### **Substitutes:**

Councillors Bloxham, Mrs Mallinson, McNulty, Mrs Parsons, Paton, Ms Patrick and Sidgwick (T)

## **PART A**

### **To be considered when the Public and Press are present**

#### **Apologies for Absence**

To receive apologies for absence and notification of substitutions.

#### **Declarations of Interest (including declarations of “The Party Whip”)**

Members are invited to declare any disclosable pecuniary interests, other registrable interests, and any interests, relating to any time on the agenda at this stage.

#### **Public and Press**

To agree that the items of business within Part A of the agenda should be dealt with in public and that the items of business within Part B of the agenda should be dealt with in private.

#### **Minutes of Previous Meetings**

**5 - 10**

To note that Council at its meeting of 17 July 2018 received and adopted the minutes of the Economic Growth Scrutiny Panel of 14 June 2018.

#### **A.1 CALL-IN OF DECISIONS**

To consider any matter which has been the subject of call-in.

#### **A.2 OVERVIEW REPORT AND WORK PROGRAMME**

**11 - 16**

Portfolio: Cross Cutting

Directorate: Cross Cutting

Officer: Steven O'Keeffe, Policy and Communications Manager

Report: OS.18/18 herewith

#### **Background:**

To consider a report providing an overview of matters related to the work of the Economic Growth Scrutiny Panel.

#### **Why is this item on the agenda?**

The Economic Growth Scrutiny Panel operates within a Work Programme which has been set for the 2018/19 municipal year. The Plan will be reviewed at every meeting so that it can be adjusted to reflect the wishes of the Panel and take into account items relevant to this Panel in the latest Notice of Executive Key Decisions.

### **What is the Panel being asked to do?**

- Note the items (within Panel remit) on the most recent Notice of Executive Key Decisions
- Discuss the Work Programme and prioritise if necessary.

## **A.3 BORDERLANDS INCLUSIVE GROWTH DEAL UPDATE**

**17 - 34**

Portfolio: Leader

Directorate: Economic Development

Officer: Angela McDougall, Economy & Enterprise Officer

Report: ED.24/18 herewith

### **Background:**

The Corporate Director of Economic growth to submit an update on the progress made by the Borderlands Partnership to take forward a Borderlands Inclusive Growth deal and next steps, particularly in relation to future reporting to the Panel.

### **Why is this item on the agenda?**

Scrutiny of Partnership / External Agency

### **What is the Panel being asked to do?**

To note the progress made to date

To invite comments on the proposed approach to future reporting to the Panel

## **A.4 OPTIONS FOR REPLACEMENT OF RIVERSIDE DIVISIONAL BOARD**

**35 - 48**

Portfolio: Economy, Enterprise and Housing

Directorate: Economic Development

Officer: Jeremy Hewitson, Housing Development Officer

Report: ED.21/18 herewith

### **Background:**

The Corporate Director of Economic Development to submit a report setting out the options for the replacement of the Riverside Divisional Board.

### **Why is this item on the agenda?**

The Council's Joint Management Team seeks the Panel's feedback regarding the two options for replacing the Riverside Divisional Board. This item will be considered by the Executive on 20 August 2018.

**What is the Panel being asked to do?**

Consider the options set out in the report and provide feedback to help inform the Executive decision regarding the Council's future strategic relationship with Riverside.

**A.5 ST CUTHBERT'S GARDEN VILLAGE****49 - 86**

Portfolio: Leader

Directorate: Economic Development

Officer: Jillian Hale, Principal Planning Officer

Report: ED.22/18 herewith

**Background:**

The Corporate Director of Economic Development to submit a report which provides an update on the progress on masterplanning of Stage 1 for the St Cuthbert's Garden Village.

**Why is this item on the agenda?**

Item agreed by the Panel as part of its Work Programme.

**What is the Panel being asked to do?**

To scrutinise the St. Cuthbert's Garden Village Concept Proposals and Vision and note the progress on the project.

**PART B****To be considered in Private**

Enquiries, requests for reports, background papers etc to:

Jacqui Issatt, Committee Clerk (01228) 817557 or  
[jacqui.issatt@carlisle.gov.uk](mailto:jacqui.issatt@carlisle.gov.uk)

A copy of the agenda and reports is available on the Council's website at [www.carlisle.gov.uk](http://www.carlisle.gov.uk) or at the Civic Centre, Carlisle.

# MINUTES OF PREVIOUS MEETINGS

## ECONOMIC GROWTH SCRUTINY PANEL

THURSDAY 14 JUNE 2018 AT 10.00AM

**PRESENT:** Councillors Nedved (Chairman), Betton (from 10:32am), Mrs Birks, Bloxham (as substitute for Councillor Mitchelson), Christian, Coleman, Crawford, and McDonald.

**OFFICERS:** Deputy Chief Executive  
Investment and Policy Manager  
Policy and Communications Manager  
Policy and Performance Officer

### **EGSP.39/18 APOLOGIES FOR ABSENCE**

Apologies for absence were submitted on behalf of Councillor Mitchelson and the Corporate Director of Economic Development.

### **EGSP.40/18 DECLARATIONS OF INTEREST**

No declarations of interest were submitted.

### **EGSP.41/18 PUBLIC AND PRESS**

It was agreed that the items of business in Part A be dealt with in public and Part B be dealt with in private.

### **EGSP.42/18 MINUTES OF PREVIOUS MEETINGS**

A Member sought information on progress regarding Riverside Housing Association's request for a Deed of Variation to its Stock Transfer Agreement with the Council.

The Investment and Policy Manager explained that a formal request for the Deed of Variation had been received by the Council, and that the authority had identified a number of options for its relationship with the housing association. A report on the matter would be submitted to a future meeting of the Panel.

Responding to a question from the Chairman regarding developments in relation to the proposed Liaison Group, the Investment and Policy Manager indicated that such detail would be set out in the report.

**RESOLVED** – 1) To note that Council, on 24 April 2018, received and adopted the minutes of the meeting held on 8 February 2018 and 1 March 2018. The minutes were signed by the Chairman.

2) That the minutes of the meeting held on 5 April 2018 be agreed.

### **EGSP.43/18 CALL IN OF DECISIONS**

There were no items which had been the subject of call-in.

### **EGSP.44/18 OVERVIEW REPORT AND WORK PROGRAMME**

The Policy and Communications Manager presented report OS.16/18 which provided an overview of matters relating to the work of the Economic Growth Scrutiny Panel.

The Policy and Communications Manager reported that the most recent Notice of Executive Key Decisions, copies of which had been circulated to all Members, had been published on 25 May 2018. There were no items included within the Panel's remit.

The report included a table of the progress on resolutions from previous meetings, all of which had been incorporated into the Panel's Work Programme 2018/19. The Policy and Communications Manager drew the panel's attention to section 4 of the report which detailed updates for the Panel to note. The Panel discussed and supported the draft Special Scrutiny Panel Protocol.

Suggested items for the Panel's 2018/19 Work Programme had been attached as appendix 1 to the report for the Panel's consideration. The Policy and Communications Manager had circulated copies of the Panel's remit, as set out in the Council's Constitution, he encouraged Members to view the full arc of the Panel's scope and consider items which may not have been scrutinised for some time.

The Chairman advised the Panel that the purpose of considering the suggested items was to develop a programme of work for the Panel for the coming year, he noted that the significant areas of scrutiny for the Panel would be: the Borderlands Growth Deal; St. Cuthbert's Garden Village; Future Flood Risk Management and, emerging Council strategy documents. He invited the Deputy Chief Executive to provide an overview of additional emerging priorities.

The Deputy Chief Executive responded that Carlisle Plan 2015 – 18 which set out the Council's priorities was due to be completed in the year, following which the Executive conduct a review before identifying a way forward. The Deputy Chief Executive did not anticipate significant changes to the high level aspirations of the authority.

The Panel discussed the suggested items for the Work Programme 2018/19 and agreed the following:

*Borderlands Growth Deal:*

The Investment and Policy Manager explained that a Borderlands Conference was scheduled to take place on 18 June. He indicated that a report was able to be submitted to the July 2018 meeting of the Panel providing feedback from the Conference along with a revised overview of the project.

A Member commented that updates were helpful in keeping the Panel abreast of project developments, in addition he considered it important that the Panel were able to input into the Business Plan.

Agreed: That a report be submitted to the July 2018 meeting of the Panel setting out the revised overview of the project, following the Borderland Conference on 18 June 2018.

*Regeneration Strategy:*

The Investment and Policy Manager advised that development of the Strategy was ongoing, and confirmed that a report on the Strategy was able to be presented to the July 2018 meeting of the Panel. He suggested that the report would cover; the vision and aims of the strategy; possible sites and timescales for the process of approving the Strategy.

Agreed: That a report on the Regeneration Strategy be submitted to the July 2018 meeting of the Panel.

### *St. Cuthberts Garden Village:*

The Investment and Policy Manager detailed the work undertaken, and the forthcoming activities in terms of public engagement with respect to the project. The Panel noted the involvement of Councillors in the project through the Members Advisory Group, and the Investment and Policy Manager outlined the work that the Group had been involved in and the work it was to undertake.

In response to a question about the proposed Southern Relief Road, the Investment and Policy Manager advised that a decision on the preferred route was expected in June 2018.

The Chairman requested that an update from the Members' Advisory Group and overall project progress be presented to the July meeting of the Panel.

### *Highways Issues*

A number of Members expressed interest in the Panel looking at highways issues as they considered it to be an important factor in the economic growth and development of the District.

The Deputy Chief Executive cautioned Members that the Council did not have direct responsibility for highways matters which resided with Cumbria County Council as the Highway Authority. The Council's policy in relation to transport matters was set in policy IP 2 – Transport and Development of the Carlisle District Local Plan 2015 – 30. He suggested that the policy may help guide the Panel's work in relation to areas such as cycling/walking infrastructure, and that Panel consider holding a workshop to scope areas of potential work in relation to highways.

The Chairman requested that the Policy and Communications Manager scope how to incorporate scrutiny of highways in the Panel's Work Programme.

Agreed: That the Policy and Communications Manager scope how to incorporate the scrutiny of highways into the Panel's Work Programme.

### *Section 106 Monitoring Report*

In response to Member requests, the Investment and Policy Manager agreed to include information regarding the monies required by Cumbria County Council, and an update on the Community Infrastructure Levy. The Investment and Policy Manager undertook to include those items in the report.

### *Housing Strategy*

In response to Member requests the Investment and Policy Manager agreed to cover the following topics in the report:

- Empty homes – monitoring and figures;
- Where future occupiers of the new houses were to come from;
- Economic demand;
- Breakdown of the number of socially rented and discount sale affordable homes in the district;
- An update on the impact of low cost home developers e.g. Gleeson Homes.

### *City Centre Vitality*

The Chairman noted that the subject was a possible area for Task and Finish Group work, he invited the Investment and Policy Manager's thoughts on how the Panel was best able to add value to the topic.

The Investment and Policy Manager explained that his team were taking on two interns over the summer period who would be carrying out an update of the retail survey with a view to establishing a baseline health check to provide an objective view of the current situation. He suggested that the Panel may benefit from a workshop both on the scope and subsequently on the results of the work and its value as an evidence base upon which to consider how best the Panel could engage with the issue.

Agreed: That the Investment and Policy Manager liaise with the Policy and Communications Manager regarding the setting up of a workshop for the Panel to consider the outcomes of an updated retail survey and health check.

### *Enterprise Zone*

The Chairman indicated a desire for the Panel to continue to receive updates on the matter

### *Economic Strategy*

The Chairman asked when the draft strategy would be available for the Panel to scrutinise.

The Investment and Policy Manager advised that Officers were looking to timetable the internal approval of the draft strategy.

The Chairman noted that the Tourism Strategy was to be contained within the Economic Strategy, he sought clarification as to whether the Tourism Action Plan would also be part of that strategy or if it was intended to be a stand-alone document.

The Deputy Chief Executive explained that the Tourism Action Plan would be part of the Tourism Strategy, he noted that the Action Plan was delivered by the Community Services Team, and the new post of Destination Manager would be a key Officer in its delivery.

The Chairman requested that a report on the Tourism Action Plan be presented to the Panel's October 2018 meeting.

### *Education and Skills*

The Chairman considered the topic to be a very interesting and important area of work for the Panel.

The Deputy Chief Executive outlined the changes which had taken place at the Local Enterprise Partnership, which meant at the current time it was not clear how its Skills Plan was to be implemented.

The Chairman agreed that consideration as to the best way forward was important, he undertook to liaise with Officers on the matter with a view to the Panel considering the issue in 2019.

### *City Centre Public Realm (Phase 2)*

The Panel discussed the installation of new signage at the edge of the city, the Deputy Chief Executive noted that the discussion were ongoing with Cumbria County Council on the matter, he undertook to provide the Panel with an update on the progress of those discussions. The Chairman requested that a report on City Centre Public Realm (Phase 2) be submitted to the October 2018 meeting of the Panel.

RESOLVED – 1) That the Overview Report and Work Programme (OS.16/18) be noted.

2) That the Investment and Policy Manager liaise with the Policy and Communications Manager regarding the setting up of a workshop for the Panel to consider the outcomes of the updated retail survey.

3) That a report on the Tourism Action Plan be submitted to the Panel's October 2018 meeting.

4) That the Chairman liaise with Officers to identify the most appropriate method for the Panel to incorporate the scrutiny of Education and Skills into its Work Programme.

5) That a report on City Centre Public Realm (Phase 2) be submitted to the October 2018 meeting of the Panel.

6) That the Policy and Communications Manager scope how to incorporate the scrutiny of Highways into the Panel's Work Programme.

7) That the Deputy Chief Executive circulate to Members of the Panel an update on discussions with Cumbria County Council regarding the installation of signage at the edge of the city.

8) That the items listed in Appendix 1, as discussed above be added to the Panel's Work Programme.

#### **EGSP.45/18      END OF YEAR PERFORMANCE REPORT 2017/18**

The Policy and Performance Officer submitted the 2017/18 performance against the current Service Standards and a summary of the Carlisle Plan 2015-18 actions as defined in the 'plan on a page'. Performance against the Panel's 2017/18 Key Performance Indicators were also included.

The Policy and Performance Officer detailed the summary of exceptions as set out in section 1 of the report drew the Panel's attention to the Service Standards which fell within the Panel's remit and appended to the report.

The Chairman noted that Service Standard 08 – Proportion of Local Authority Searches completed on time remained below target, he sought assurance that measures to improve the service had been implemented.

The Policy and Performance Officer confirmed that measures to address the performance against the Service Standard had been implemented, as outlined during the Panel's discussion of the third quarter performance report, he noted that improvements in the service were occurring.

With reference to ED08 in the Performance Dashboard, the Chairman noted that two Tree Preservation Orders had not been confirmed within the specified time period.

The Policy and Performance Officer explained that the two Orders which were not confirmed during the specified time period had been complex applications which had received a number of objections that had required negotiations to resolve.

**RESOLVED** – That the End of Year Performance Report 2017/18 be noted (PC.07/18).

(The meeting ended at 11:54am)



# Economic Growth Scrutiny Panel

Agenda  
Item:  
**A.2**

Meeting Date: 19 July 2018  
Portfolio: Cross-cutting  
Key Decision: No  
Within Policy and  
Budget Framework  
Private/Public Public

Title: Overview Report  
Report of: Policy & Communications Manager  
Report Number: 18/18

## Purpose / Summary:

This report provides an overview of matters related to the Scrutiny Panel's work. It also includes suggestions for the work programme.

## Recommendations:

Members are asked to:

- Note the items (within Panel remit) on the most recent Notice of Key Executive Decisions
- Review the resolutions and suggested items for the work programme (Appendix)

## Tracking

Executive:	Not applicable
Scrutiny:	Economic Growth 19/7/18
Council:	Not applicable

## 1. Notice of Key Decisions

**1.1** The most recent Notice of Key Executive Decisions was published on 22 June 2018. This was circulated to all Members. The following items fall within the remit of this Panel:

*Items which have been included in the Panel's Work Programme:*

None

*Items which have not been included in the Panel's Work Programme:*

None

## 2. References from Executive

**2.1** None

## 3. Progress on resolutions from previous meetings

**3.1** The following table sets out the meeting date and resolution that requires following up. The status is presented as either 'completed', 'pending (date expected)' or 'outstanding'. An item is considered outstanding if no update or progress has been made after three panel meetings. All the completed actions will be removed from the list following the meeting.

Resolutions previous stating, 'Pending 2018/19 WP' have been added to the work programme and are no longer duplicated in the table.

Latest Report Number	Meeting Date	Minute Reference	Action	Status
1	14/06/2018	EGSP.44/18 (2)	Agreed: That the Investment and Policy Manager liaise with the Policy and Communications Manager regarding the setting up of a workshop for the Panel to consider the outcomes of the updated retail survey.	Pending (August)
2	14/06/2018	EGSP.44/18 (3)	The Chairman requested that a report on the Tourism Action Plan be presented to the Panel's October 2018 meeting.	Pending (October)
3	14/06/2018	EGSP.44/18 (4)	The Chairman agreed that consideration as to the best way forward was important, he undertook to liaise with Officers on the matter (Education & Skills) with a view to the Panel considering the issue in 2019.	Pending (to be confirmed)

4	14/06/2018	EGSP.44/18 (5)	The Chairman requested that a report on City Centre Public Realm (Phase 2) be submitted to the October 2018 meeting of the Panel.	Pending (October)
5	14/06/2018	EGSP.44/18 (6)	Agreed: That the Policy and Communications Manager scope the best way to for the Panel to progress the topic (Highways Issues).	Pending (July)
6	14/06/2018	EGSP.44/18 (7)	That the Deputy Chief Executive circulate to Members of the Panel an update on discussions with Cumbria County Council regarding the installation of signage at the edge of the city.	Pending (July)

### 3.2 Highways Issues

An outline scope for highways issues would include a call for evidence from the following policies, strategies and plans:

Carlisle Local Plan 2015-30, in particular:

- Policy SP 5 - Strategic Connectivity
- Policy SP 8 - Green and Blue Infrastructure
- Policy SP 9: Healthy and Thriving Communities
- Policy IP 2 - Transport and Development

3<sup>rd</sup> Cumbria Local Transport Plan 2011-2026 (LPT3), in particular:

- The Carlisle City Centre Transport Overview and Joint Parking Policy Statement
- Road Safety (Cumbria Road Safety Partnership)
- Achieving health and well-being throughout life
- Achieving a sustainable and prosperous economy
- Achieving effective connections between people and places
- Achieving world class environmental quality
- Implementation Plan

In addition to these plans, the annual progress reports are key to informing the panel on key issues.

The Health & Wellbeing Panel have agreed to add *Health and Safety* to their work programme. The area of interest was highway safety and the Council's role in encourage walking and cycling. This topic cut across the remits of health, wellbeing, and leisure. There is considerable overlap between these two items topics and a joint approach would be beneficial. The topic would work well as an 'Inquiry Day'. Inquiry Days are another format for delivering Task & Finish Group work, where, essentially all the work (scene setting, evidence hearing, stakeholder views and summary) are carried out in a single day.

This approach has been discussed at Scrutiny Chairs Group and it was felt that whilst such days would be intense, the format offered an efficient format for the carrying out of T&F Group work. Members stressed that it would be necessary for the scoping work and identification of key witness to be done well in advance of the day so that Members were able to be provided with all the necessary information in advance of the meeting.

#### **4. Updates**

The Scrutiny Chairs Group will meet on the following dates:

Thursday 16 August 2018 at 10.00am

Thursday 8 November 2018 at 10.00am

Thursday 24 January 2019 at 10.00am

Thursday 11 April 2019 at 2.00pm

#### **5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

**5.1** Overview and scrutiny of the Carlisle Plan items that match the remit, contributing to ongoing policy development

**Contact Officer: Steven O’Keeffe**

**Ext: 7258**

#### **Appendices**

##### **1. Scrutiny Panel Work Programme 2018/19**

**attached to report:**

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- **None**

#### **CORPORATE IMPLICATIONS:**

**LEGAL - None**

**FINANCE – None**

**EQUALITY – None**

**INFORMATION GOVERNANCE –None**

**Appendix: Work programme 2018/19**

Date	Item	Lead Officer	Why?
14/06/2018	End of Year Performance Report	Gary Oliver/Steven O'Keeffe	Performance Management
19/07/2018	Borderlands Inclusive Growth Deal	Jane Meek	Scrutiny of Partnership/External Agency
19/07/2018	St. Cuthbert's Garden Village	Garry Legg	Policy Review/Development
19/07/2018	Riverside/Regional Liaison Group TOR	Garry Legg/Jeremy Hewitson/Partners	Scrutiny of Partnership/External Agency
30/08/2018	Regeneration Strategy	Steven Robinson	Policy Review/Development
30/08/2018	Performance Report	Gary Oliver/Steven O'Keeffe	Performance Management
30/08/2018	Section 106 Monitoring Report (CIL and County Council)	Garry Legg	Monitoring
30/08/2018	Housing Strategy	Garry Legg/Jeremy Hewitson/Partners	Policy Review/Development
11/10/2018	City Centre vitality	Garry Legg	Monitoring
11/10/2018	Economic Strategy (Tourism Action Plan)	Garry Legg	Policy Review/Development
11/10/2018	City Centre Public Realm (Phase 2)	Steven Robinson	Key Decision Item/Referred from
22/11/2018	Performance Report	Gary Oliver/Steven O'Keeffe	Performance Management
22/11/2018	Budget setting 2019/20	Steven Tickner/Alison Taylor	Budget
17/01/2019	Enterprise Zone	Garry Legg	Scrutiny of Partnership/External Agency
28/02/2019	Performance Report	Gary Oliver/Steven O'Keeffe	Performance Management
11/04/2019	Scrutiny Annual Report	Steven O'Keeffe	N/A
TBC	Flood Risk Management	Jane Meek/Partners	Scrutiny of Partnership/External Agency
TBC	Flood Recovery Lessons Learnt Report	Darren Crossley	Performance Management
TBC	Education and Skills	Jane Meek	Scrutiny of Partnership/External Agency



# Economic Growth Scrutiny Panel

Agenda  
Item:

**A.3**

Meeting Date: 19<sup>th</sup> July 2018  
Portfolio: Leader's Portfolio  
Key Decision: No  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: BORDERLANDS INCLUSIVE GROWTH DEAL UPDATE  
Report of: Corporate Director of Economic Development  
Report Number: ED 24/18

## Purpose / Summary:

To update to the Panel on progress made by the Borderlands Partnership to take forward a Borderlands Inclusive Growth Deal and next steps, particularly in relation to future reporting to the Panel.

## Recommendations:

1. To note the progress made to date.
2. To invite comments on the proposed approach to future reporting to the Panel.

## Tracking

Scrutiny:	Borderlands Presentation from Jane Meek, 1 <sup>st</sup> March 2018.
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## **1.0 BACKGROUND**

- 1.1** The Borderlands Inclusive Growth Deal is the first cross border collaboration of its kind. The ambition from the five partner local authorities is for the Borderlands region to be a vibrant place where increasing numbers of people choose to live and work, attracted by high quality jobs and attractive well connected surroundings. Through the Deal, the ambition is for the Borderlands to play a full part in the UK economy through development of places, locally supplied with clean energy and driven by the latest in digital technology. The deal signifies an integrated and strategic response to shared challenges and opportunities. The sheer scale and rurality of our area requires a bespoke and balanced investment approach to deliver lasting change and real impact to our communities.

## **2. PROGRESS TO DATE**

- 2.1** The Borderlands Inclusive Growth Proposition was submitted at the end of September 2017 to both the UK and Scottish Governments, by the Leaders of the five local authorities making up the Borderlands Partnership (Carlisle City Council, Cumbria County Council, Dumfries and Galloway Council, Northumberland County Council and Scottish Borders Council). The initial aim for the Proposition was for it to be mentioned in the UK Government Chancellor of the Exchequer's Autumn Statement on 22 November 2017. This was successful and since further stages of work, including wider engagement both Governments, businesses, communities and other stakeholders has been undertaken and will remain ongoing before agreement is reached with both Governments in the form of reaching Heads of Terms on a Deal.
- 2.2** The outcome of dialogue with the UK and Scottish Government was the agreement from both Governments to enter into co-development for the programmes and projects that will form part of the Inclusive Growth Deal. From April-June a number of technical workshops were held involving key civil servants and other policy experts to help ensure that the projects being formulated are deliverable, particularly in the context of an Inclusive Growth Deal.
- 2.3** A Lead Officer team has been put in place, with representation from each Council and each council is also providing dedicated officer time to a project management office to support the development work that is under way. Consultancy support has been commissioned from Regeneris Ltd to provide economic analysis and develop

strategic outline business cases. This work is being overseen by Chief Executives of the five Councils, who are meeting regularly.

### **3.0 Governance**

- 3.1** In terms of Governance, the partner Councils entered into a Memorandum of Understanding (MoU) to provide a clear governance framework for the pre-Deal period, up until an Inclusive Growth Deal is agreed with both Governments (See Appendix A). This MoU covers the make-up and operation of the Borderlands Partnership as an informal partnership. Council Leaders are meeting regularly as the Borderlands Partnership Board (monthly during this key period).
- 3.2** In relation to post-Deal governance, strong governance arrangements will be required to support effective and inclusive decision making and to ensure robust financial accountability in relation to the delivery of the Borderlands Inclusive Growth Deal. The existence of the Anglo/Scottish administrative boundary adds complexity to the options for governance. The governance arrangement that is put in place will need to be agreed with the Scottish and UK Governments as part of the Deal.
- 3.3** Specialist legal advice is currently being sought to help to develop the governance framework for the post-Deal period, recognising the complexities of the two different legislative regimes that operate north and south of the border. All of the discussions around governance are focused on ensuring that each partner authority, and its elected members, is able to exert appropriate levels of influence over the decision making of the Borderlands Partnership and remains sole decision making authority in respect of matters it considers appropriate.

### **4.0 Stakeholder Engagement**

- 4.1** A wide range of stakeholder engagement has been carried out as part of the pre-Deal development phase. The business sector, communities, third sector and other key stakeholders have been feeding in their views and ideas on projects and what they consider to be priorities for the Inclusive Growth Deal. This engagement has been delivered to Carlisle stakeholders through Carlisle Ambassadors who receive regular update presentations at their meetings as well as information circulated via email to the Carlisle Partnership email circulation. There have also been two round-table discussions with Carlisle businesses chaired by Borderlands Champion John Stevenson MP.

- 4.2** A Borderlands Conference was held at Easterbrook Hall in Dumfries on Monday 18<sup>th</sup> June with over 350 business representatives, public sector organisations and individuals attending. Government Ministers from the UK and Scottish Government addressed the audience outlining their commitment and support to the Deal and views were sought from attendees on the Borderlands' key themes, giving stakeholders the opportunity to contribute. The conference has helped to raise the profile of the deal locally and received much positive press coverage. The Borderlands Partnership have also created a website to keep people informed on progress – [www.borderlandsgrowth.com](http://www.borderlandsgrowth.com). Presentations from the conference and a post-conference newsletter will be uploaded to the site.

## **5.0 Strategic Overview of the Deal**

- 5.1** A strategic overview of the Deal will be presented in the form of a powerpoint presentation.

## **6.0 NEXT STEPS AND CONSULTATION**

- 6.1** First draft strategic outline business cases are being developed to cover each of the key themes: energy, digital, place, destination, business growth, rural productivity and innovation and skills; as well as specific projects: Carlisle Station Gateway, Chapelcross Energy Park, and Mountain Bike Innovation Centre in the Scottish Borders. Discussions will be ongoing throughout July and August with civil servants of key departments in the UK and Scottish Government on the draft outline business cases to prepare a proposition for the Borderlands that has the biggest chance of success. It is intended that formal submission of a deal document and strategic outline business cases will be made to both governments at the end of September.
- 6.2** It is therefore proposed to bring a report for consideration by the Panel in advance of submission in September, by which time it is envisaged that discussions and negotiations with civil servants will have contributed to the refinement of the draft strategic outline business cases and ultimately the ask of the deal. This will provide the Panel with a much clearer overview of the proposed ask of Government and the specific implications for Carlisle District.
- 6.3** There are however potential concerns relating to the timetabling of Scrutiny meetings and the September submission to Government. Therefore, Members may

wish to consider whether a special Scrutiny meeting to consider the submission would be desirable.

## **7.0 CONCLUSION AND REASONS FOR RECOMMENDATIONS**

**7.1** Progress towards a Borderlands Inclusive Growth Deal has continued at pace throughout the first half of 2017, with discussion and engagement with government ministers, officials and key business, public sector and community stakeholders involved in this process.

**7.2** The Economic Growth Scrutiny Panel are to note the progress made to date, and to provide a steer as to future reporting to this Panel.

## **8.0 CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

**8.1** The Borderlands Inclusive Growth Deal contributes towards a number of Carlisle City Council objectives linked to collaboration, increased lobbying and partnership working, and directly relates to the priorities of the Carlisle Plan, supporting business growth and skills development to improve opportunities and economic prospects for the people of Carlisle; and to promote Carlisle regionally, nationally and internationally as a place with much to offer - full of opportunities and potential.

**Contact Officer:** Angela McDougall -  
Borderlands Project Officer

**Ext:** x7172

**Appendices** Appendix A: Pre-Deal MoU  
**attached to report:**

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- None

### **CORPORATE IMPLICATIONS/RISKS:**

**LEGAL** – None.

**FINANCE** – None.

**EQUALITY** – The addition of 'Inclusive' in the deal name is unique to the Borderlands. The emphasis has been placed upon a deal for all communities.

**INFORMATION GOVERNANCE** – None.

**DATED**

**2018**

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**MEMORANDUM OF UNDERSTANDING**

In relation to the Borderlands Inclusive Growth Deal

between

**CARLISLE CITY COUNCIL**

and

**CUMBRIA COUNTY COUNCIL**

and

**DUMFRIES AND GALLOWAY COUNCIL**

and

**NORTHUMBERLAND COUNTY COUNCIL**

and

**SCOTTISH BORDERS COUNCIL**

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Annex A: Governance Structure Plan

**PARTIES**

- (1) CARLISLE CITY COUNCIL of Civic Centre Carlisle CA3 8QG (**Party One**)
- (2) CUMBRIA COUNTY COUNCIL of Cumbria House Botchergate Carlisle (**Party Two**)
- (3) DUMFRIES AND GALLOWAY COUNCIL a Local Authority constituted under the Local Government (Scotland) Act 1994 and having its headquarters at Council Offices, 109-115 English Street, Dumfries DG1 2DD (**Party Three**)
- (4) NORTHUMBERLAND COUNTY COUNCIL of County Hall, A197, Morpeth NE61 2EF (**Party Four**)
- (5) SCOTTISH BORDERS COUNCIL a Local Authority constituted under the Local Government (Scotland) Act 1994 and having its headquarters at Council Headquarters, Newtown St Boswells, TD6 0SA (**Party Five**)

who shall collectively be referred to in this Agreement as **the Parties**.

**1. BACKGROUND**

- 1.1 The Parties who represent the administrative regions comprising the Borderlands Area have agreed to work together to submit an application to secure investment from UK Government and Scottish Government for the Borderlands Inclusive Growth Deal to support inclusive economic growth across the Borderlands (**the Programme**).
- 1.2 The Programme will set out a number of projects intended to deliver inclusive economic growth across the Borderlands Area (the Projects)
- 1.3 The Parties wish to record in this Memorandum of Understanding the basis on which they will collaborate with each other during the period leading up to and including formal sign off and submission of the Programme to the respective Governments and acceptance of a subsequent deal with said Governments (the Deal).
- 1.4 This Memorandum of Understanding (**MoU**) sets out:
  - (a) the key objectives of the Programme;
  - (b) the principles of collaboration;
  - (c) the governance structures the Parties will put in place; and
  - (d) the respective roles and responsibilities the Parties will have during the Programme.

## **2. KEY OBJECTIVES FOR THE PROGRAMME**

2.1 The Parties shall undertake the Programme to achieve the following key objectives **(Key Objectives)**:

- (a) To secure transformative investment from the UK and Scottish Governments to secure inclusive economic growth across the Borderlands Area;
- (b) To develop a range of projects that will form part of the Programme to be submitted to both the UK and Scottish Governments; and
- (c) To prepare an effective governance structure for the implementation of the Projects once the Deal has been agreed.

## **3. PRINCIPLES OF COLLABORATION**

The Parties agree to adopt the following principles when collaborating together on the Programme **(the Principles)**:

- (a) collaborate and co-operate. Establish and adhere to the governance structure set out in this MoU to ensure that activities are delivered and actions taken as required;
- (b) be accountable. Take on, manage and account to each other for performance of the respective roles and responsibilities set out in this MoU;
- (c) be open. Communicate openly about major concerns, issues or opportunities relating to the Programme;
- (d) learn, develop and seek to achieve full potential. Share information, experience, materials and skills to learn from each other and develop effective working practices, work collaboratively to identify solutions, eliminate duplication of effort, mitigate risk and reduce cost;
- (e) adopt a positive outlook. Behave in a positive, proactive manner;
- (f) adhere to statutory requirements and best practice. Comply with applicable laws and standards including EU procurement, equality, data protection and freedom of information legislation;
- (g) treat confidential information as confidential not to be shared outside of the Programme without the agreement of the Party which owns that information;
- (h) act in a timely manner. Recognise the time-critical nature of the Programme and respond accordingly to requests for support;
- (i) manage stakeholders effectively;
- (j) deploy appropriate resources. Ensure sufficient and appropriately qualified resources are available and authorised to fulfil the responsibilities set out in this MoU; and

- (k) act in good faith to support achievement of the Key Objectives and compliance with these Principles.

#### **4. PROGRAMME GOVERNANCE**

##### **4.1 Overview**

- (a) The governance structure shown at Annex A and further defined below provides a structure for the development of the Programme;
- (b) Each Party will comply with its own governance and decision making powers governing their participation in the Programme;
- (c) Following the sign off of the Deal with UK Government and Scottish Government, a more formal governance structure will be put in place for the subsequent delivery of the Deal..

##### **4.2 Guiding principles**

The following guiding principles are agreed. The Programme's governance will:

- (a) provide strategic oversight and direction;
- (b) be based on clearly defined roles and responsibilities at organisation, group and, where necessary, individual level;
- (c) align decision-making authority with the criticality of the decisions required;
- (d) be aligned with Programme scope (and may therefore require changes over time);
- (e) leverage existing organisational, group and user interfaces;
- (f) provide coherent, timely and efficient decision-making; and
- (g) correspond with the key features of the Programme governance arrangements set out in this MoU.

##### **4.3 Borderlands Partnership Board**

- (a) The **Borderlands Partnership Board (the Board)** provides overall strategic oversight and direction to the Programme and shall define the boundaries of the Programme and ultimately make the decision whether or not to recommend that the individual local authorities sign off the Deal. This group will consist of the Leaders of each Party accompanied by their Chief Executives.
- (b) The Board shall normally meet on a monthly basis.
- (c) The Board will be supported by the Programme Executive Group.

#### 4.4 **Programme Executive Group**

- (a) The **Programme Executive Group (the Executive Group)** will provide strategic management at Programme and workstream level. It will provide assurance to the Board that the Key Objectives are being met and that the Programme is progressing within the boundaries set by the Board.
- (b) The Executive Group consists of senior representatives from each of the Parties, which will be either the Chief Executives of the Parties or their nominees. In the event that the named representative is unavailable to attend a meeting or to respond to an issue escalated to the Executive Group pursuant to clause 7 below then such representative shall be free to nominate a substitute to attend in his or her place.
- (c) The Executive Group shall have responsibility for defining the method of execution of the Programme plan and deliverables as set by the Board.
- (d) The Executive Group will be supported by officers from the Parties and by the Programme Office and can draw technical, commercial, legal and communications resources as appropriate into the Executive Group.
- (e) The Executive Group shall meet fortnightly.

#### 4.5 **The Programme Office**

- (a) The **Programme Office** shall be responsible for preparing and developing the business cases for each Project (“**Business Case**”).
- (b) For each business case within the Programme, the Programme Office shall develop a delivery plan (“**Delivery Plan**”) which shall identify the following:
  - (i) The Lead ;
  - (ii) The key milestones for delivery of the Key Objectives;
  - (iii) Which officers are required to work on the Project;
  - (iv) Whether any staff will need to be seconded from one Party to another;
  - (v) Which officers will require access to the premises of another Party.
- (c) Each Business Case and Delivery Plan must be approved by the Executive Group which will then submit the same to the Board for final approval before submission to the UK Government and Scottish Government.
- (d) The Programme Office shall comprise such officers from each Party as have the appropriate technical skills and expertise as the Programme Executive Group considers necessary.
- (e) The Programme Office shall meet as often as necessary and at least fortnightly to align with Executive Group meetings.

#### 4.6 **Reporting**

Programme reporting shall be undertaken at three levels:

- (a) **Borderlands Partnership Board:** Minutes and actions shall be recorded for each Board meeting. Each Party shall report to its appropriate local authority committee or meeting as required by that Party's own governance arrangements.
- (b) **Programme Executive Group:** Minutes and actions will be recorded for each Executive Group meeting. Reports to the Borderlands Partnership Board shall be monthly or more frequently where necessary to align with Board meetings, based on the minutes from the Executive Group meetings and highlighting the following:
  - (i) Progress this period;
  - (ii) Issues being managed;
  - (iii) Issues requiring help (that is, escalations to the Borderlands Partnership Board); and
  - (iv) Progress planned next period.

the Programme Executive Group members shall be responsible for drafting reports into their respective local authority as required for review by the Executive Group before being issued.

- (c) **Programme Office:** Regular reports on day to day management and development of the Programme shall be provided to the Programme Executive Group at such intervals as align with the frequency of the Executive Group meetings.

#### 4.7 **Decision Making**

- (a) The Borderlands Partnership Board and the Programme Executive Group shall normally make decisions by consensus. Where it is necessary to take a vote, each Party shall have one vote and the matter will be decided by a simple majority of those Parties voting.
- (b) Any decisions which are required to be taken by the Programme Office shall be by consensus and, in the event that consensus is not reached, the decision shall be referred to the Executive Group.

### 5. **PRIORITISATION**

- 5.1 Projects to be included within the Deal will be assessed according to criteria that will be approved by the Board.
- 5.2 At its first meeting following the date of this MoU, the Programme Office shall agree:

- (a) The criteria against which each project will be assessed: and
- (b) To forward the criteria to the Board for approval.

5.3 As each business case is developed by the Programme Office, at the meeting at which the Programme Executive Group considers that business case, it shall:

- (a) Assess that particular project against the agreed criteria; and
- (b) Refer the business case and assessment to the Board for approval.

## 6. ROLES AND RESPONSIBILITIES

6.1 The Parties shall agree in each delivery plan the roles and responsibilities of each Party to deliver the Programme.

6.2 Particular roles and responsibilities to be allocated include:

- (a) **Lead:** the Party that has principal responsibility for undertaking the particular task, and that will be authorised to determine how to undertake the task. The Lead must act in compliance with the Key Objectives and Principles at all times, and consult with other Parties in advance if the other Parties are identified as having a role to Assure the relevant activity;
- (b) **Assure:** the Parties that will defer to the Lead on a particular task, but will have the opportunity to review and provide input to the Lead before they take a final decision on any activity. All assurance must be provided in a timely manner. Any objections raised must be limited to raising issues that relate to specific needs that have not been adequately addressed by the Lead and/or concerns regarding compliance with the Key Objectives and Principles.

## 7. ESCALATION

7.1 If any Party has any issues, concerns or complaints about the Programme, or any matter in this MoU, that Party shall notify the other Parties and the Parties shall then seek to resolve the issue by a process of consultation. If the issue cannot be resolved within a reasonable period of time, the matter shall be escalated to the Programme Executive Group, which shall decide on the appropriate course of action to take.

7.2 If any Party receives any formal inquiry, complaint, claim or threat of action from a third party (including, but not limited to, claims made by a supplier) in relation to the Programme, the matter shall be promptly referred to the Executive Group. No action shall be taken in response to any such inquiry, complaint, claim or action, to the extent that such response would adversely affect the Programme, without the prior communication of the inquiry, complaint, claim or threat to the Executive Group.

- 7.3 Where any request for information (being a request made under the Freedom of Information Act 2000, the Freedom of Information (Scotland) Act 2002, the Environmental Information Regulations 2004 or the Environmental Information (Scotland) Regulations 2004) is received in relation to the Programme, the matter will be referred to the Programme Executive Group (or its nominated representatives) for its views. Those views will be expressed to the Party receiving the request (**the Receiving Party**) forthwith so that the Receiving Party is able to comply with the request for information. The Receiving Party shall take into the account the views of the Programme Executive Group, in particular where the information requested is confidential information, but shall itself make the final determination, at all times acting in accordance with legislation and guidance, as to whether or not to release the information held.

## **8. INTELLECTUAL PROPERTY**

- 8.1 The Parties intend that, notwithstanding any secondment, any intellectual property rights created in the course of the Programme shall vest in the Party whose officer created them (or in the case of any intellectual property rights created jointly by employees of two or more Parties in the Party that is the Lead for the relevant part of the Programme) for the part of the Programme that the intellectual property right relates to.
- 8.2 Where any intellectual property right vests in a Party, in accordance with the intention set out in clause 8.1 above, that Party shall grant an irrevocable licence to the other Parties to use that intellectual property for the purposes of the Programme.

## **9. TERM AND TERMINATION**

- 9.1 This MoU shall commence on the date of signature by all Parties, and shall expire on completion of the Deal or when new governance arrangements are in place to deliver the Programme whichever is the earlier .
- 9.2 Any Party may withdraw from this MoU by giving at least one month's notice in writing to each of the other Parties and notifying the Programme Executive Group of such withdrawal. Any Party which withdraws shall have no future financial liability, other than in accordance with clause 10 below.

## **10. CHARGES AND LIABILITIES**

- 10.1 Except as otherwise provided, the Parties shall each bear their own costs and expenses incurred in complying with their responsibilities under this MoU.
- 10.2 The Parties agree to share the costs and expenses arising in respect of the Programme between them.

10.3 Each Party shall agree to commit such financial resources to the Programme as shall be approved by its relevant decision maker . In the event of that Party subsequently withdrawing from the MoU, those contributions already committed shall be retained by the remaining Parties to be spent on the Programme. At the date on which the Deal is signed by the Parties, any unspent funds shall be apportioned between the Parties on a pro rata basis and any Party which has already withdrawn shall be entitled to have those apportioned remaining funds returned to it.

10.4 All Parties shall remain liable for any losses or liabilities incurred by them due to their own or their employee's actions and no Party shall be liable for any loss suffered by the other Parties as a result of participating in this MoU.

## **11. STATUS**

11.1 This MoU is not intended to be legally binding, and no legal obligations or legal rights shall arise between the Parties from this MoU. The Parties enter into the MoU intending to honour all their responsibilities.

11.2 Nothing in this MoU is intended to, or shall be deemed to, establish any partnership or joint venture between the Parties, constitute any Party as the agent of the other Parties, nor authorise any of the Parties to make or enter into any commitments for or on behalf of the other Parties.

## **12. VARIATION**

This MoU, including the Annexes, may only be varied by written agreement of the Borderlands Partnership Board.

## **13. GOVERNING LAW AND JURISDICTION**

This MoU shall be governed by and construed in accordance with English law and, without affecting the escalation procedure set out in clause 7, each Party agrees to submit to the exclusive jurisdiction of the courts of England and Wales.

Signed for and on behalf of  
Carlisle City Council

Signature: .....

Name: .....

Date: .....

Signed for and on behalf of  
Cumbria County Council

Signature: .....

Name: .....

Date: .....

Signed for and on behalf of  
Dumfries and Galloway Council

Signature: .....

Name: .....

Date: .....

Signed for and on behalf of  
Northumberland County Council

Signature: .....

Name: .....

Date: .....

Signed for and on behalf of  
Scottish Borders Council

Signature: .....

Name: .....

Date: .....

## Annex A. Governance Structure Plan



# Economic Growth Scrutiny Panel

Agenda  
Item:

**A.4**

Meeting Date: 19 July 2018  
Portfolio: Economy, Enterprise and Housing  
Key Decision: No  
Within Policy and Budget Framework YES  
Public / Private Public

Title: OPTIONS FOR REPLACEMENT OF RIVERSIDE DIVISIONAL BOARD  
Report of: Corporate Director of Economic Development  
Report Number: ED 21/18

## Purpose / Summary:

Joint Management Team has invited feedback from Economic Growth Scrutiny Panel, regarding two options for replacing the Riverside Divisional Board:-

- Replacing the Divisional Board with a new Regional Liaison Group;
- Withdrawing from any formal board arrangements with Riverside.

A follow-up report will then be prepared for Executive.

## Recommendations:

It is recommended that the Panel considers the two options for replacement of the Divisional Board and provides feedback on both options to help inform Executive's decision regarding the direction of the Council's future strategic relationship with Riverside.

## Tracking

Executive:	20 August 2018
Scrutiny:	
Council:	

## 1. BACKGROUND

- 1.1 Carlisle City Council's housing stock was transferred to Riverside through a Large Scale Voluntary Transfer (LSVT) in December 2002. At that time the housing stock comprised approximately 7,500 properties; however, due to a large number of Right to Buy sales shortly after stock transfer, and selective demolition (particularly the regeneration of Raffles) Riverside's stock in the District is now nearer 6,000 homes.
- 1.2 In April 2018, the Riverside Group's Regional Director for the North Region formally wrote to the Council's Corporate Director of Governance and Regulatory Services, requesting the Council's approval to vary the stock transfer arrangement, by dissolving the Divisional Board, and replacing it with a new 'Regional Liaison Group'. Riverside's rationale is that due to a reorganisation of their internal governance arrangements, they no longer operate a Divisional Structure, and their stock in Carlisle has now been amalgamated within a larger North Region (covering an area including Gateshead in the North East and as far South as Hull). A copy of the letter from Riverside's Regional Director is included as *Appendix 1*, and Riverside's proposals for the proposed Regional Liaison Group, taken from a draft Deed of Variation provided by Riverside's solicitors, is included in paragraph 2.1.
- 1.3 Members of the Executive, together with the Senior Management Team, consider that there are two possible options for the Council's future strategic working relationship with Riverside:-
- Approve the replacement of the Divisional Board with a new Regional Liaison Group;
  - Withdraw from any formal board arrangements with Riverside;

Both options are considered in greater detail in section 2 of this report.

A third option, to re-instate the Divisional Board, was discounted, due to new measures recently introduced by the Government through: '*The Regulation of Social Housing (Influence of Local Authorities) (England) Regulations 2017*'. These updated protocols are particularly challenging for stock transfer Councils, such as Carlisle, as the new regulations:-

- Remove local authority voting rights at general meetings and any rights of veto over RP constitutional changes, whether in the rules or elsewhere; and

- Reduce the proportion of places on a board that a local authority can fill to a cap of 24% with some related consequential provisions.

The spirit and purpose of the new Regulations are to ensure that Social Landlords, such as Riverside, are truly independent organisations, free from Local Authority control.

## **2. PROPOSALS**

### **2.1 Replacement of the Divisional Board with a new Regional Liaison Group**

The following text has been provided by Riverside's legal team in respect of the proposed Regional Liaison Group:-

*“To establish a Regional Liaison Group, comprising a Regional Director for the Association (or such other officer as the Association deems appropriate from time to time) together with representatives of the Council to meet at least twice a year in the Council's offices to discuss issues and agree recommendations relating to the operation of the Association within Carlisle.*

*To provide the Council with a copy of the Association's complaints policy (as amended from time to time) and to work with the Council, primarily through the Regional Liaison Group or more directly where required due to the urgency of an issue, to address and resolve (in accordance with the Association's complaints policy and usual policies and procedures) any issues raised by residents within Carlisle or members of the Council.*

*To designate a named officer and deputy to act as the primary liaison officers of the Association with the Council, and to promptly notify the Council of any changes to the details of these officers (including their replacement officers) from time to time.*

*To ensure that a Regional Director (or other sufficiently senior officer) of the Association attends meetings of the Council's relevant Scrutiny Panel regularly, with the objective of updating the EGSP of developments relating to the Association and, where relevant, the wider social housing sector.*

*To consult with the Council on any significant proposals by the Association to change the services it provides to Qualifying Tenants and act reasonably in considering any representations made by the Council in relation to such consultation."*

in respect of the remit of the proposed Regional Liaison Group within Riverside's wider group structure, their Regional Director has confirmed the following:-

*"The Regional Liaison Group would not have a place in Riverside's governance structure because we wish to move to a 'business activity' based approach rather than a geographic approach. The group would be a two way means of communication to tackle shared issues, particularly those of our customers."*

## **2.2 Withdraw from any Formal Board Arrangements with Riverside**

Some councils have voluntarily decided to withdraw from the Board of their stock transfer landlords. Apart from Barrow, all of the district councils in Cumbria have transferred their stock to a Housing Association via a Large Scale Voluntary Transfer. The local authority or stock transfer landlord has been contacted in all four of these Districts, and only one retains seats on their stock transfer Housing Association's board. A summary of their responses is detailed below:-

Allerdale: Allerdale Borough Council's legal department have confirmed that: "ABC do not have any right to a seat on the board of Castles & Coasts". (Allerdale's stock transfer landlord, Derwent & Solway, merged with Two Castles in 2017 to form the new Castles & Coasts Housing Association).

Copeland: Copeland Borough Council's Housing Manager has confirmed that: "CBC are not on the Board of Home Group (stock transfer landlord) and our formal

transfer agreement has expired but we retain a framework of formal strategic meetings. We meet with them quarterly through a strategic partnership review meeting, attended by the Housing Portfolio Holder, Director and myself – other staff e.g. Environmental Health attend as and when required.”

Eden: The Chief Executive of Eden Housing Association (stock transfer landlord) has advised that: “Eden District Council decided it did not need to have places on our Board, over 10 years ago. We saw that as EDC having confidence in the governance and leadership of the organisation. We do though continue to have strong strategic links with EDC”.

South Lakeland: South Lakeland District Council’s Housing Strategy and Delivery Manager has confirmed: “We only had a 5-year post-LSVT agreement with South Lakes Housing which expired in 2017. In terms of governance we have two SLDC Members on their board (it used to be more but we agreed to reduce the number).”

This less formalised approach, reflecting the fact it is now over fifteen years since stock transfer, would still require a strong strategic relationship to be maintained between the Council and Riverside, including regular joint high level meetings. Riverside’s Regional Director has confirmed the following arrangements would still exist in the absence of a formalised group.

*“Our success depends on working with local authorities to understand and respond to their priorities and those of local residents and communities whether that’s formally or day to day as we do now.*

*A large amount of our stock and therefore assets are in Carlisle and so it is inconceivable that we would think that we don’t need to work with Carlisle City Council, whether we have a group or not. A strong strategic relationship and local contacts would still be maintained.”*

### **3. CONSULTATION**

- 3.1** A workshop for all Members, to discuss the Council’s future working arrangements with Riverside, was hosted by the former Community Overview and Scrutiny Panel (COSP) on 1 March 2017, with a follow-up report (ED 29.17) provided for its successor, the Economic Growth Scrutiny Panel (EGSP) on 5 September 2017. The minutes to the EGSP meeting indicated: “That the Panel agree in principle the proposals to vary the transfer agreement as detailed in report ED 29.17 subject to robust and strong Terms of Reference.” An extract from this report, comprising a

table summarising the key outcomes from the COSP workshop, including Riverside's responses, is included as *Appendix 3*.

- 3.2** Further discussion on some of these issues was held with Riverside's Regional Director at the April 2018 EGSP meeting. The Panel expressed a wish to be consulted on the final version of any proposal to vary the stock transfer agreement, which was approved through a Portfolio Holder decision notice.

#### **4. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

Members of the Panel are requested to consider the two potential options, and provide constructive feedback on each option, to help inform Executive's decision in respect of the direction of the Council's future strategic relationship with Riverside.

##### **4.1 Replace the Divisional Board with a new Regional Liaison Group**

This option would provide the opportunity to address shared issues through a formalised group structure, with clearly defined Terms of Reference (a proposed draft is set out in Appendix 2). However, it is worth noting, in respect of the new Group's powers and remit, that it would not be part of Riverside's governance structure.

##### **4.2 Withdraw from any Formal Board Arrangements with Riverside**

A number of stock transfer local authorities, including Allerdale, Eden and Copeland, no longer retain seats on the Board of their LSVT landlord. However, these Councils have verified that they maintain strong strategic links with these landlords, and Riverside have confirmed they would continue to work proactively with the Council to our mutual benefit, in the event this should be the Council's preferred approach.

It is also worth considering that it is now well over fifteen years since stock transfer, and the Council does not have any such arrangement with other larger Housing Associations operating in Carlisle District, such as Castles & Coasts or Home Group. Furthermore, the Council maintains a number of key strategic partnerships without operating any formal board arrangements.

## **5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

**5.1** “Address current and future housing needs to protect and improve residents’ quality of life.”

**Contact Officer:** Jeremy Hewitson

**Ext:** 7519

**Appendices attached to report:** *Appendix 1: Written Request from Riverside to vary the Stock Transfer Agreement (3 April 2018)*  
*Appendix 2: Regional Liaison Group (Draft) Terms of Reference*  
*Appendix 3: Summary of Outcomes from COSP Workshop, held 1 March 2017, reported to EGSP, 5 September 2017.*

**Note:** in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:

- None

### **CORPORATE IMPLICATIONS/RISKS:**

**LEGAL** – The Report references the Regulation of Social Housing (Influence of Local Authorities) (England) (Regulations) 2017 which remove local authority voting rights at general meetings and also any rights of veto over constitutional changes. The proportion of places on a Board that a local authority may fill is capped at 24%, which is lower than that which we have previously had. It is important to note that the LSVT contract does require that Riverside continue to work ‘in partnership’ with the Council and this obligation is not proposed to be changed by the proposals discussed in this report.

**FINANCE** – None.

**EQUALITY** – None.

**INFORMATION GOVERNANCE** – None.

## ***Appendix 1: Written Request from Riverside to vary the Stock Transfer Agreement***

Mark Lambert  
Corporate Director of Governance  
& Regulatory Standards  
Carlisle City Council  
Civic Centre  
Carlisle  
CA3 8QG

Riverside  
English Gate Plaza  
Botchergate  
Carlisle  
CA1 1RP

Sarah.paton@riverside.org.uk

3 April 2018

Dear Mark

### **Request to Vary Stock Transfer Agreement**

I am writing to formally request a variation to the stock transfer agreement entered into between Carlisle Housing Association Limited and the Council of the City of Carlisle (the “Council”) dated 9 December 2002 (the “Transfer Agreement”).

The Transfer Agreement was varied by way of a Deed of Variation dated 31 March 2009, to reflect the amalgamation of Carlisle Housing Association Limited into The Riverside Group Limited (“Riverside”). By virtue of that amalgamation, Riverside took on the obligations and rights of Carlisle Housing Association Limited under the Transfer Agreement.

This letter follows on from conversations between officers of Riverside and the Council over the last 14 months and relates, principally, to the requirement under the Transfer Agreement (as amended) for Riverside to continue to have a Carlisle Divisional Board.

### **Background**

Under the 2009 Deed of Variation, it was agreed that Riverside would maintain a separate operating division for Carlisle, which would operate under the Riverside Carlisle Divisional Board. The Carlisle Divisional Board was comprised of nominees of the Council, residents and independent persons.

Since 2009, Riverside has reorganised its operating structure and no longer operates a separate operating division for Carlisle.

In 2016, Riverside commissioned a review of governance arrangements. The outcome of this was a recommendation to move to a ‘business activity’ based approach rather than a geographic approach.

Whilst the benefits of the geographic approach to governance were recognised in terms of involvement of local stakeholders and local accountability, these were outweighed by the

advantages of consistency, fairness and value for money in the ‘business activity’ based approach.

In line with this, Riverside wishes to remove the obligation to have a separate Divisional Board in place in respect of the Carlisle operating division.

We remain committed to involving local stakeholders and local accountability and we want to continue to work with the Council in a way which allows effective and meaningful communication and contribution by both parties. The new proposals have been formulated to ensure involvement of the Council’s officers and members, and that the Council’s concerns about local accountability can be satisfied.

### **Changes requested**

Riverside therefore wishes to amend the Transfer Agreement, to remove the obligation to have a Carlisle Divisional Board, in order to reflect the revised operating structure for Riverside and to put in place a more meaningful structure through which the Council and Riverside can continue to engage about key issues in Carlisle.

A draft deed of variation has been provided to the Council, setting out the proposed changes to the Transfer Agreement. In summary these are:

- The removal of references to a separate operating division of Riverside, known as Riverside Carlisle, to reflect the changes to Riverside’s operating structure.
- The replacement of the obligation to operate a Carlisle Divisional Board with the requirement to establish and operate a Regional Liaison Group, which will comprise a Regional Director for Riverside (or another appropriate officer) together with representatives of the Council. The Regional Liaison Group will meet at least twice a year, to discuss issues and agree recommendations relating to the operation of Riverside within Carlisle.
- Riverside will enter into an obligation to consult with the Council in relation to any significant proposals by Riverside to change the services it provides to tenants which transferred from the Council, and to consider any representations made by the Council in relation to any such proposals.
- The replacement of the requirement to have a “divisional headquarters office” with an obligation to maintain an office within Carlisle. This office will operate as one of Riverside’s three “hub” offices nationally.

In order to address some specific concerns raised by the Council during discussions over the proposed variation to the Transfer Agreement, it is also proposed that:

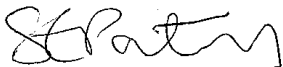
- Riverside is keen to work more closely with the Council to address and resolve any issues raised by customers or the Council. Riverside proposes to include an obligation that it will provide the Council with a copy of Riverside’s complaints policy and work with the Council (primarily through the Regional Liaison Group, but also more directly where required) to address and resolve issues raised by residents within Carlisle or by members of the Council.

- Riverside wants to build upon and grow its relationship with the Council – to this end it will designate a named officer and a deputy to act as primarily liaison officers in Riverside for the Council.
- To ensure the Council continues to be informed, Riverside will ensure that a Regional Director (or other appropriately senior officer) attends meetings of the relevant Scrutiny Panel when required, with the objective of updating the Panel of developments relating to Riverside and the wider sector. Riverside will also maintain arrangements for consulting with and involving local residents in relation to matters of management, repair and improvements of Riverside's properties within Carlisle.

### **Next steps**

I would be happy to address any queries or concerns in relation to this letter. I would be grateful if you could confirm if you are happy with the proposals contained within this letter, to allow us to finalise the Deed of Variation and put the new arrangements in place as soon as possible.

Yours Sincerely

A handwritten signature in black ink, appearing to read 'SPaton', written in a cursive style.

Sarah Paton  
Regional Director (North)

## **Appendix 2:**

### **Carlisle City Council and The Riverside Group**

#### **Regional Liaison Group**

#### **(Draft) Terms of Reference**

#### **The Purpose**

The establishment of a Regional Liaison Group, comprising representatives from Carlisle City Council (the Council) and The Riverside Group (Riverside), to discuss issues and solutions to current or topical housing-related issues in Carlisle, and make recommendations to Riverside, relating to its operations within Carlisle.

The Regional Liaison Group will replace the former Divisional Board and will have the remit set out below.

#### **Meetings and Membership**

- The Group will meet at least twice a year (more frequent meetings may be agreed if there are pressing issues that need to be addressed).
- Meetings will be held at the Council's offices.
- Agendas and minutes will be agreed between the Council and Riverside.
- Representation from the Council will consist of the Portfolio Holder with responsibility for Housing, three nominated additional Councillors, and supporting Officers.
- Representation from Riverside will comprise a Regional Director for the Association (and such other officer as the Association deems appropriate from time to time).
- In agreeing on recommendations, the Regional Liaison Group will seek to reach consensus. Any matter on which consensus cannot be reached shall not be presented to Riverside as a recommendation of the Regional Liaison Group.

#### **Remit**

The Regional Liaison Group will enable Riverside to hold meaningful consultation with the Council in respect of any significant proposals by Riverside to change the services it provides to qualifying tenants in Carlisle and allow Riverside and the Council to discuss any representations made by the Council in relation to such proposals.

Riverside will work with the Council, primarily through the Regional Liaison Group or more directly where required due to the urgency of an issue, to address and resolve (in

accordance with Riverside's complaints policy and usual policies and procedures) any issues raised by Riverside's qualifying tenants within Carlisle or members of the Council.

Riverside will designate a named officer and deputy to act as the primary liaison officers of Riverside with the Council, and to promptly notify the Council of any changes to the details of these officers (including their replacement officers) from time to time.

### **Areas of Operation**

The Regional Liaison Group will discuss and monitor a range of operational issues in relation to Riverside's operations in Carlisle including (but not restricted to) the following:-

- Tenant and resident consultation, participation and involvement
- Customer engagement, including complaints procedures
- Service standards
- Anti-social behaviour
- Neighbourhood plans
- Environmental issues
- Neighbourhood patch walks and inspections
- Promoting successful partnerships and opportunities for collaborative working.

### **Monitoring Progress**

Riverside will additionally ensure that a Regional Director (or other sufficiently senior officer) of Riverside attends meetings of the Council's relevant Scrutiny Panel regularly (as required), with the objective of updating the Panel of developments relating to Riverside and, where relevant, the wider social housing sector.

Minutes of meetings will be distributed to all Carlisle City Councillors and within Riverside, as appropriate.

### **Terms of Reference**

The Regional Liaison Group shall review these terms of reference at least once every three years, and amendments may be made by agreement of the Council and Riverside.

**The Regional Liaison Group will become operational from date to be confirmed.**

**Appendix 3: Summary of Outcomes from Community Overview and Scrutiny Panel Workshop, held 1 March 2017, reported in EGSP report ED 29.17, 5 September 2017**

<b>COSP Working Group Priorities</b>		<b>Riverside Proposals</b>	<b>Comments</b>
1.	Any new arrangement should be covered by a legal agreement	Riverside agree to a Deed of Variation to the existing stock transfer agreement, which Riverside will ask their solicitors to draft once the key points are agreed.	Will require approval from the Council's Legal Services team.
2.	The new Board (or alternative structure) should have genuine influence, and Riverside's national Board should discuss strategic plans for Carlisle with local representatives	<p>Proposal to establish a 'Regional Liaison Group' with the Regional Director or Riverside and Carlisle CC officers and elected Members to meet on an agreed frequency and with an agreed agenda and terms of reference.</p> <p>Riverside also undertake to consult Carlisle City Council on any significant changes in services to residents in Carlisle and consider any representations made by them in response.</p>	<p>The proposed Regional Liaison Group would provide a regular meeting structure and agreed terms of reference.</p> <p>This is a positive step as Councillors have previously complained about finding out about local changes affecting Carlisle in the local media.</p>
3.	A strong relationship between the Council and Riverside was required, with regular joint meetings including Riverside's Regional Director	See point 2 (above).	Regular joint meetings, enhancing a two-way information exchange would help to build stronger relationships.
4.	Local representation was important	Riverside will maintain a tenants' scrutiny panel or other arrangement for the same purpose locally to ensure that Carlisle residents can scrutinise and influence services.	COSP have previously stressed the importance they place on tenant involvement and participation, so this represents a welcome commitment from

		Riverside will make reasonable efforts to recruit residents in Carlisle to get involved in customer involvement opportunities – Riverside will engage with involved customers on any changes in services.	Riverside.
5.	Transparency/ clarity was needed re Riverside complaints procedure – local Board could investigate complaints	Riverside are keen to work with the Council to address and resolve any issues raised by customers or local Councillors. Riverside will supply them with a copy of the Group's complaints policy and keep people updated.	Transparency is essential in addressing complaints in a clear and open manner.
6.	It would be helpful if Riverside had a designated member of staff who could act as a Councillor Liaison Officer, and also a generic e-mail address for Councillor enquiries	Riverside will designate a named officer and deputy to receive enquiries from Council Members.	This proposal would be beneficial in respect of Councillor enquiries to Riverside regarding complaints.
7.	Regular updates from Riverside's Regional Director at COSP	The Regional Director will attend COSP regularly.	Regular attendance at COSP will help to keep the Panel up to date with the latest developments relating to Riverside and the Housing Association sector.
8.	Appropriate structures were needed to disseminate information – also necessary to look at this within the Council	Riverside are happy to agree arrangements to ensure communications reach the right people.	It is important that an appropriate information sharing protocol is in place so that the appropriate people in both organisations are kept informed.

# Economic Growth Scrutiny Panel

Agenda  
Item:

**A.5**

Meeting Date: 19 July 2018  
Portfolio: Economy, Enterprise and Housing  
Key Decision: No  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: St Cuthbert's Garden Village  
Report of: Corporate Director Economic Development  
Report Number: ED 22/18

## Purpose / Summary:

To inform the Panel of progress on masterplanning Stage 1 for the St Cuthbert's Garden Village, including the outcomes of the first round of public consultation, and to present the Panel with the Concept Proposals and Vision which are currently the subject of public consultation.

## Recommendations:

To note progress on the project and scrutinise the St Cuthbert's Garden Village Concept Proposals and Vision and to record any observations.

## Tracking

Executive:	
Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1** St Cuthbert's Garden Village was accepted into the Government's Garden Villages, Towns and Cities Programme in January 2017. It is the most northerly and the largest of the 14 garden villages nationally.
- 1.2** Inclusion in the programme brought initial capacity funding of £214 000 topped up by an additional £14 000. There is also ongoing support from Homes England (formerly the Homes and Communities Agency) from their masterplanning and delivery specialists. A subsequent (competitive) round of capacity funding secured an allocation of £275 000, topped up by an additional £45 000 at the end of March 2018. An invitation to bid for a third round of funding has very recently been issued, and we will be making a case for funding around delivery mechanisms, masterplanning stage 2, innovation and accelerating delivery.
- 1.3** An initial round of public consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 was undertaken between January and March of this year. This brought a fantastic response from a variety of consultation methods including public exhibitions (approx. 1000 people attending), an online questionnaire, and workshops with technical stakeholders, St Cuthbert Without Parish Council and Stoneraise Primary School. There were also individual meetings with landowners from within the area, and a developer and agent briefing session.
- 1.4** This first consultation was undertaken in tandem with the consultation on the proposed Carlisle Southern Link Road, the development of which is an integral part of the garden village proposals. The route announcement was made on Friday 22<sup>nd</sup> June, the chosen route being the most southerly 'green' route.

## **2. PROPOSALS**

- 2.1 Progress so far:** the Scoping and Visioning consultation which took place earlier this year sought views on the following:
- the scope of a St Cuthbert's Local Plan and the issues that it should seek to address;
  - the Sustainability Appraisal Scoping report;
  - what the vision for St Cuthbert's could be.
- 2.2** The broad variety of consultation methods focussed on engaging as many people as possible in giving their ideas about where within the indicative red line the garden village, or villages could be located, whether there should be one large village or a

number of smaller ones, and what creative ideas and views people had for how the garden village could look, develop and function.

**2.3 Outcomes of consultation:** a report has been made available which documents the outcomes of the public consultation – the Scoping and Visioning Consultation Feedback report  
[http://www.stcuthbertsgv.co.uk/LinkClick.aspx?fileticket=iPsQT\\_1k7xc%3d&tabid=89&portalid=0&mid=482](http://www.stcuthbertsgv.co.uk/LinkClick.aspx?fileticket=iPsQT_1k7xc%3d&tabid=89&portalid=0&mid=482)

**2.4** Headline feedback indicated that in general people preferred the concept of several smaller villages rather than one large one. In addition, the following came out strongly as being of the most importance to people:

- community facilities integrated from the beginning, in particular schools, local shops, community centres and local workspaces;
- a choice of house types and styles for all incomes;
- design and the desire to have something different to that provided by the volume housebuilders;
- the need for good quality retirement style houses with access to good health facilities;
- the importance of a range of green spaces, including cycleways and footpaths and spaces where there would be opportunities to grow your own food;
- access to good quality and frequent public transport; and
- reliable high speed internet access.

**2.5** Whilst in general the feedback has been positive, there were also a number of challenges and concerns raised as follows:

- where will all the people come from;
- where will the residents of St Cuthbert's go to work;
- will there be enough school places;
- will there be public transport;
- will the houses all look the same; and
- how will the infrastructure cope?

**2.6 Concept Proposals and Vision:** this document outlines the development of the vision, updates the emerging issues and opportunities and presents the emerging concept options (Appendix A). The vision has been informed by extensive consultation with stakeholders, council members, cross departmental council officers, St Cuthbert Without Parish Council, the public and the Members Advisory Group. It is the culmination of ideas and feedback that sought to identify what St

Cuthbert's could be and how it would develop its own identity. The vision is as follows:

*"St Cuthbert's will provide connected village living in stunning healthy landscapes within the world class setting of the Lake District National Park, the North Pennines Area of Outstanding Natural Beauty and Hadrian's Wall World Heritage Site. A cluster of distinct garden villages set in an attractive recreational, riverside and landscape setting will be well connected to Carlisle and the wider countryside. St Cuthbert's will actively promote healthy lifestyles providing integrated communities focussed around high quality homes, locally distinctive spaces and inclusive facilities. Innovation and technology will support attractive employment opportunities and exemplary low carbon living."*

**2.7** Nine guiding principles have been developed, taking reference from the acknowledged Town and Country Planning Association garden village principles. The principles take into account current best practice from across the UK and the wider world in the creation of successful living environments, but are also locally relevant. The principles are as follows:

- Start with the park;
- Locally distinctive;
- Quality homes and lifetime neighbourhoods;
- Community focussed;
- Innovative employment opportunities;
- Healthy environments;
- Smart and sustainable living;
- Integrated sustainable transport; and
- Exemplary delivery and stewardship.

**2.8** Village concept proposals: the vision and the exploration of issues and opportunities, together with the feedback from public consultation has informed the development of concept proposals (Appendix A). Each proposal is brought to life by a pen portrait which sets out how each place could function and what could make it locally distinctive.

**2.9** A landscape framework ties these different elements together, making the most of the exceptional landscapes within and around St Cuthbert's. These include the river valleys of the Caldew and the Petteril, small pockets of woodland, scenic undulating field systems and world class views to the Lake District and the North Pennines. A key feature of the landscape framework is the St Cuthbert's greenway,

a 10km linear park providing safe and accessible east-west walking and cycling links between the village centres, sports, education and community facilities.

### **3. RISKS**

- 3.1** The main risk is centred on the continued availability of adequate resourcing (in terms of both staff time and budgetary provision) for undertaking the technical work and further engagement needed to maintain momentum and progress. Risks continue to be managed.

### **4. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 4.1** The programme of work towards an adopted Local Plan for St Cuthbert's Garden Village is dependent on completing a masterplanning process in two stages. Stage 1 is the concept options and vision, whilst stage 2 will develop the detailed design frameworks for each settlement. Consultation across a range of audiences and using a variety of techniques is key to shaping the proposals for St Cuthbert's. It is important to regularly update members and scrutiny of these proposals is welcomed.

### **6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 6.1** St Cuthbert's Garden Village will have a significant influence in terms of shaping how Carlisle will grow and function long into the future. Accordingly it will have a significant, direct and positive impact on a number of Carlisle Plan priorities including:

- *“supporting the growth of more high quality and sustainable business and employment opportunities”* – through identifying new sites for development and opportunities to better balance the local economy;
- *“addressing Carlisle's current and future housing needs”* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;
- *“working more effectively with partners to achieve the City Council's priorities”* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

**6.2** The flagship status of the Garden Village programme is already (and will continue into the future) to ensure that Carlisle is promoted regionally and nationally, and therefore recognised as a place with ambitious and innovative aspirations.

**Contact Officer:**

Jillian Hale

**Ext:**

**7191**

**Appendices attached to report:** St Cuthbert's Garden Village : Concept  
Proposals and Vision

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- None

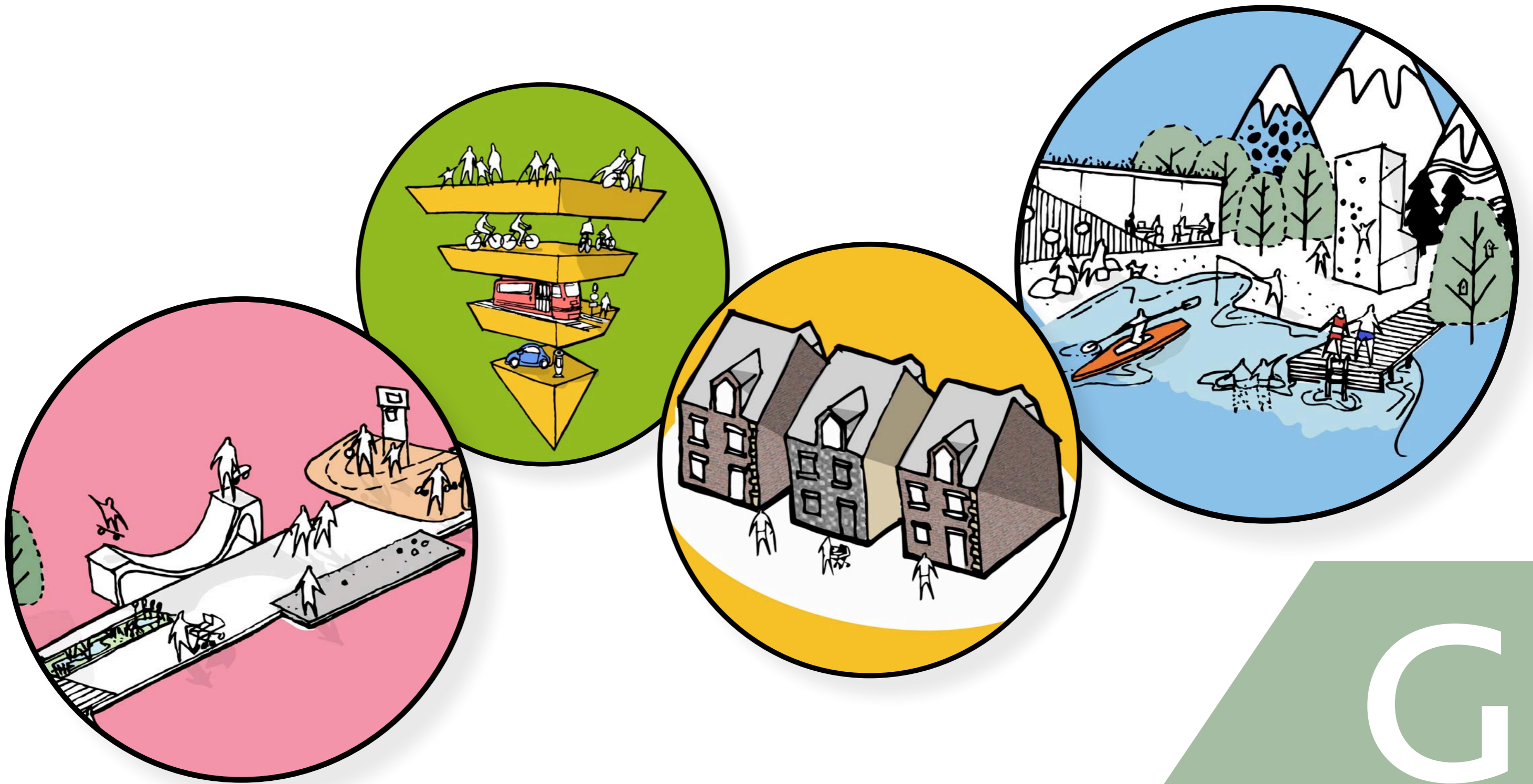
#### **CORPORATE IMPLICATIONS:**

**LEGAL** – the governance arrangements and decision making process were approved by Executive in May 2017. It is noted that any consultancy support will need to be procured in accordance with the Council's rules and that the legal section should be approached to prepare contracts as necessary.

**FINANCE** –

**EQUALITY** –

**INFORMATION GOVERNANCE** –



G



Lambert  
Smith  
Hampton



GILLESPIES HEMINGWAYDESIGN

# ST CUTHBERT'S GARDEN VILLAGE CONCEPT PROPOSALS AND VISION

REVISION NO:	ISSUE DATE:	PREPARED BY:	APPROVED BY:
02	28/06/18	DA/KH/RR	JF

CONTENTS

1. Introduction	4
2. Vision - Statement of Intent	6
3. Key Issues, Opportunities and Assumptions	22
4. Concept Proposals	27
5. Next Steps	31

1. INTRODUCTION

1.1 BACKGROUND

Earlier stages of work have explored issues and opportunities from a technical and stakeholder perspective. This earlier baseline report concluded with a draft vision, objectives, high level options thinking and land take estimates.

This options report in turn:

- Outlines the development of the vision into a statement of intent
- Updates the emerging issues and opportunities, drivers and assumptions
- Presents the emerging concept proposals.

Further options work will:

- Analyse the outcomes of ongoing engagement
- Assess the options – including the implications of the related link road and sustainability appraisal processes
- Provide conclusions to inform an emerging preferred concept.

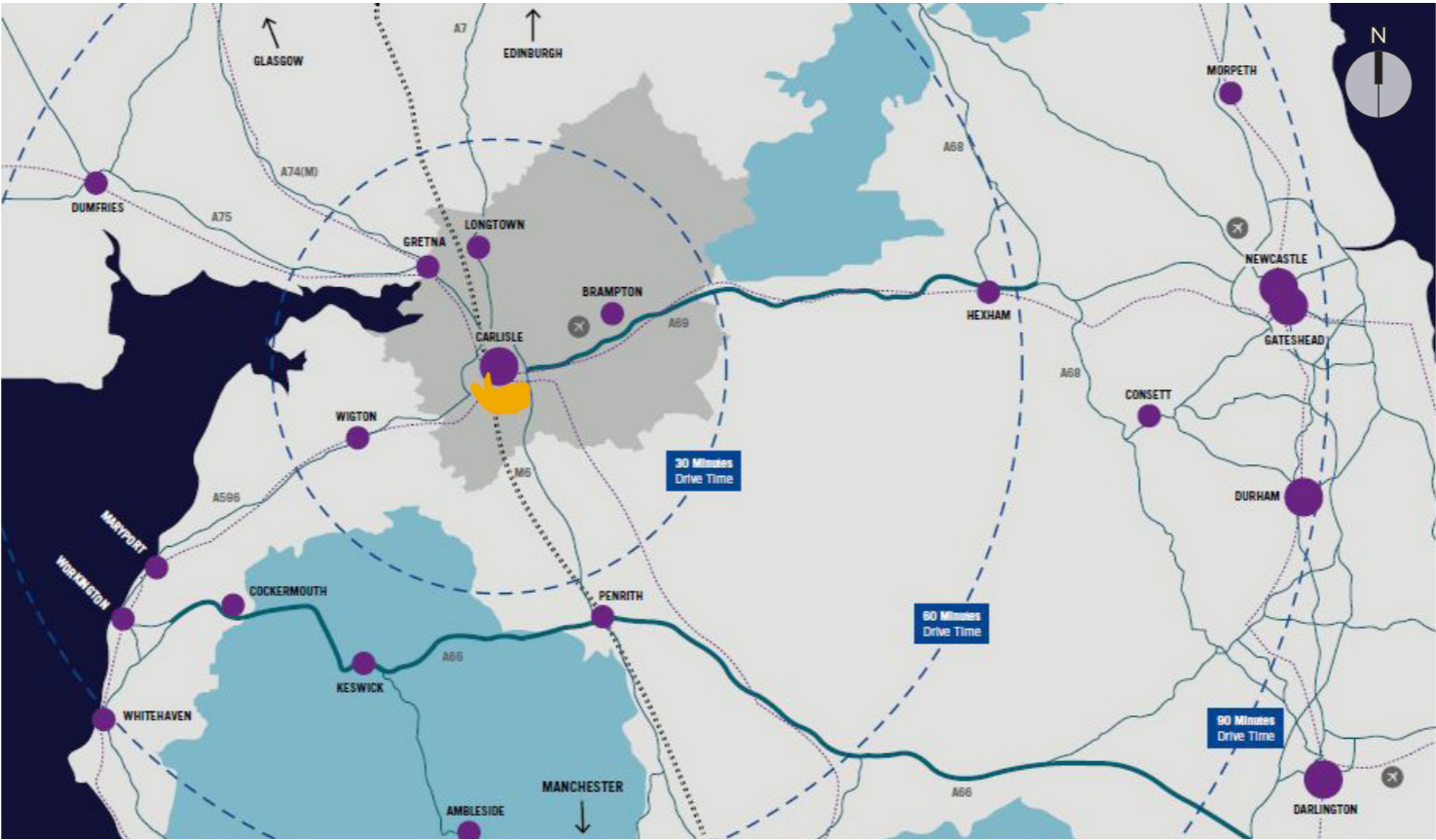


Fig. 1: Strategic Context Plan - taken from 'Carlisle Help us Build our Growing City', 2017.

KEY

- St Cuthbert's Garden Village
- Settlement
- Major Road
- Rail Line
- National Park
- Planned Highway Upgrades & Improvements
- Airport
- Carlisle District Boundary
- West Coast Mainline



Fig. 2: Local Context Plan (Aerial imagery provided by Carlisle City Council)

KEY

- Indicative Site Boundary



2. VISION - STATEMENT OF INTENT

THE ST CUTHBERT'S VISION

The St Cuthbert's Vision is informed by extensive consultation with stakeholders, professionals, council members and the general public. It is the culmination of ideas and visioning workshops that sought to identify what St Cuthbert's could be and how it would be different to anywhere else.

THE 9 GUIDING PRINCIPLES

9 guiding principles have been developed for the Garden Village. These principles will guide the future development of homes and neighbourhoods and outline what will make St Cuthbert's a unique, inspirational and desirable place to live, work and grow old in. The principles take into consideration current best practice and reference lessons learnt from across the UK and wider world in the creation of successful living environments. Ultimately, St Cuthbert's will enhance Carlisle's overall offer, making it an even more attractive place to choose to live, work or visit.

*'In the Garden Village let's start with the garden?'* - Wayne Hemingway

A key concept for the garden village is that of 'St Cuthbert's beads'. St Cuthbert was the patron saint of the north and decided to become a monk after experiencing a vision. Followers wore St Cuthbert's beads – necklaces made of local fossils. St Cuthbert's beads in the context of the emerging plans for the garden village sums up the potential 10km circular greenway linking the villages, the two rivers, proposed landscape attractions and existing Carlisle greenspaces such as Upperby Park. The concept also extends to incorporate the 9 guiding principles and the string of connected garden villages and communities south of Carlisle.



Fig. 3: Creating A Vision from the Stakeholder Visioning Workshop

## 9 GUIDING PRINCIPLES



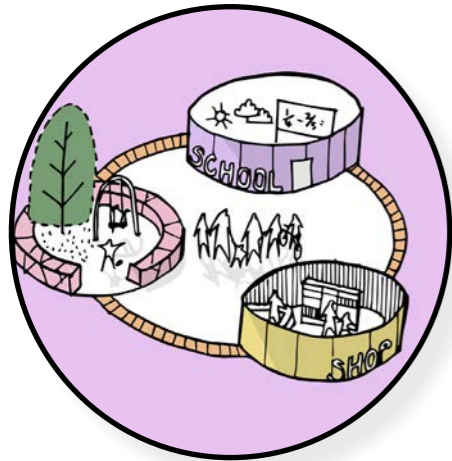
**PRINCIPLE 1: START WITH THE PARK**  
Deliver a landscape led masterplan that harnesses the rivers, world class views and woodlands to create a network of unique, high quality, active landscapes and new destinations.



**PRINCIPLE 2: LOCALLY DISTINCTIVE**  
Support locally distinctive, design of buildings, streets and spaces to create memorable and unique places to live.



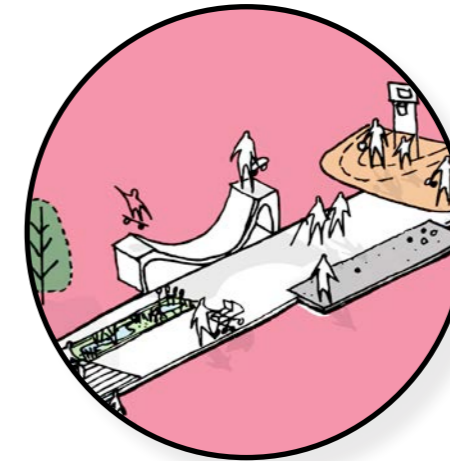
**PRINCIPLE 3: QUALITY HOMES & LIFETIME NEIGHBOURHOODS**  
Promote a mix of high quality homes in distinct and integrated lifetime neighbourhoods.



**PRINCIPLE 4: COMMUNITY FOCUSED**  
Focus inclusive communities around a hierarchy of excellent facilities clustered around village centres.



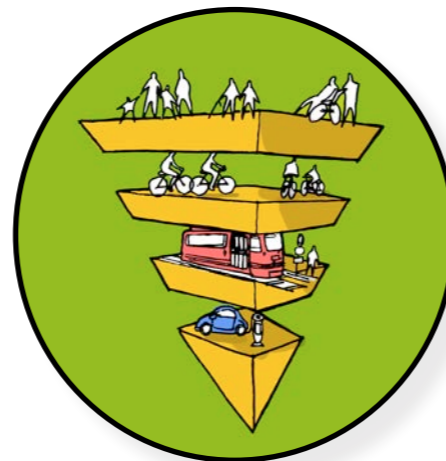
**PRINCIPLE 5: INNOVATIVE EMPLOYMENT OPPORTUNITIES**  
Support a variety of entrepreneurial and creative employment and skills opportunities.



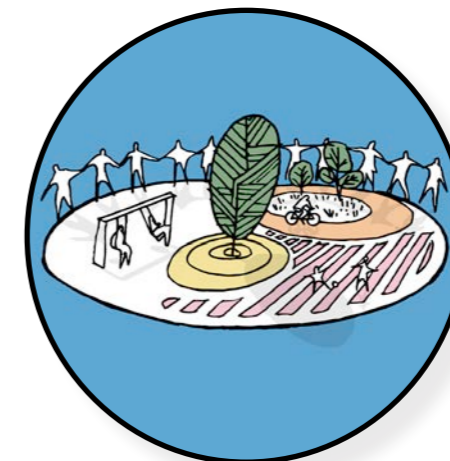
**PRINCIPLE 6: HEALTHY ENVIRONMENTS**  
Promote health and well-being through accessible facilities and healthy lifestyles for all ages.



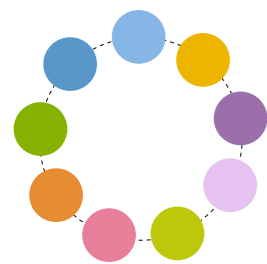
**PRINCIPLE 7: SMART & SUSTAINABLE LIVING**  
Support low carbon living through sustainable planning, transport and energy.



**PRINCIPLE 8: INTEGRATED SUSTAINABLE TRANSPORT**  
Provide excellent sustainable connections and environments that make walking, cycling and public transport the most attractive method of getting from A to B, making the most of the opportunities presented by the Carlisle Southern Link Road.



**PRINCIPLE 9: EXEMPLARY DELIVERY & STEWARDSHIP**  
Continue to positively engage a range of people and communities in design, delivery and stewardship.



St Cuthbert's Garden Village



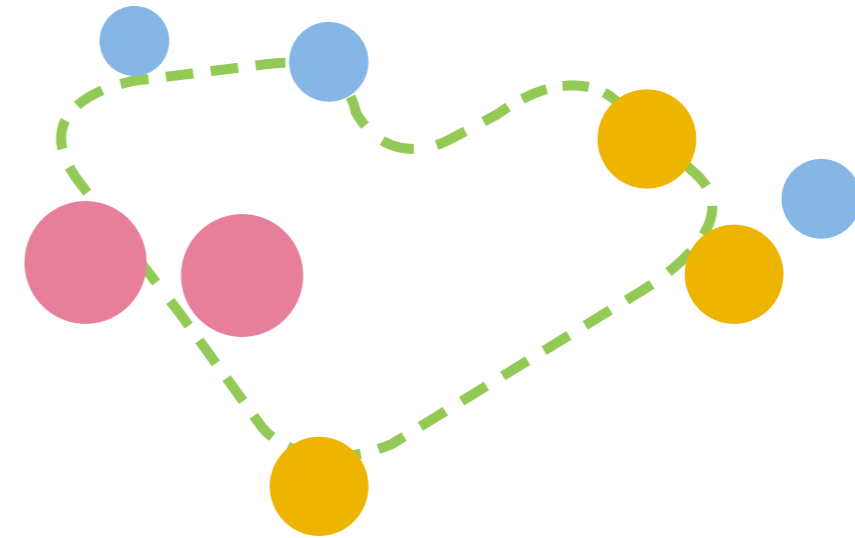
## PRINCIPLE 1: START WITH THE PARK

THE ST CUTHBERT'S GARDEN COMMUNITY WILL BE STRUCTURED AROUND EXISTING NATURAL ASSETS, THE RIVERS, WOODLANDS, COUNTRYSIDE AND GREEN CORRIDORS THAT MAKE ST CUTHBERT'S SPECIAL. AN ASPIRATIONAL LANDSCAPE VISION WILL ENHANCE GREEN INFRASTRUCTURE RESOURCES AND CREATE NEW DESTINATIONS AND INSPIRATIONAL NEIGHBOURHOODS UNLIKE ANYWHERE ELSE.



### 1 MAXIMISE LANDSCAPE ASSETS

Preserve and enhance river corridors, fields, farmlands and countryside. Use the retention of natural assets to guide placement of new settlements and existing water corridors for integration of a site wide Sustainable Drainage masterplan.



### 2 CONNECTED GREENSPACE

Open spaces to be connected via the St Cuthbert's Greenway: a green loop linking local communities and city visitors to a variety of recreational and leisure destinations.



Accordia, Cambridge

### 3 MULTI-FUNCTIONAL OPEN SPACE

Provide a range of open space that is inclusive, diverse and connected and that meets the needs of a vibrant and mixed community. Include a range of free-to-use, semi-private and paid facilities of varying scales, qualities and uses to create a matrix of attractive and accessible green infrastructure.



### 4 DESTINATION CREATION

Create new and exemplary landscape destinations that benefit local residents, the City and wider region. Use new destinations to drive interest in St Cuthbert's as a place to live, work, visit and promote the Garden Village.



### 5 INNOVATIVE GREEN INFRASTRUCTURE PROVISION

Explore innovative opportunities to fund green infrastructure through household and developer contributions, charitable partner funding and new business development. Early green infrastructure implementation and on site tree stock nurturing could help to ensure landscapes are established upon occupation.



Barking Riverside, London

### 6 ENVIRONMENTALLY SENSITIVE DESIGN

Enhance ecological value and microclimate and mitigate air and noise pollution and local flood risk by putting environmentally sensitive design at the heart of design and masterplanning.

St Cuthbert's Landscape Vision

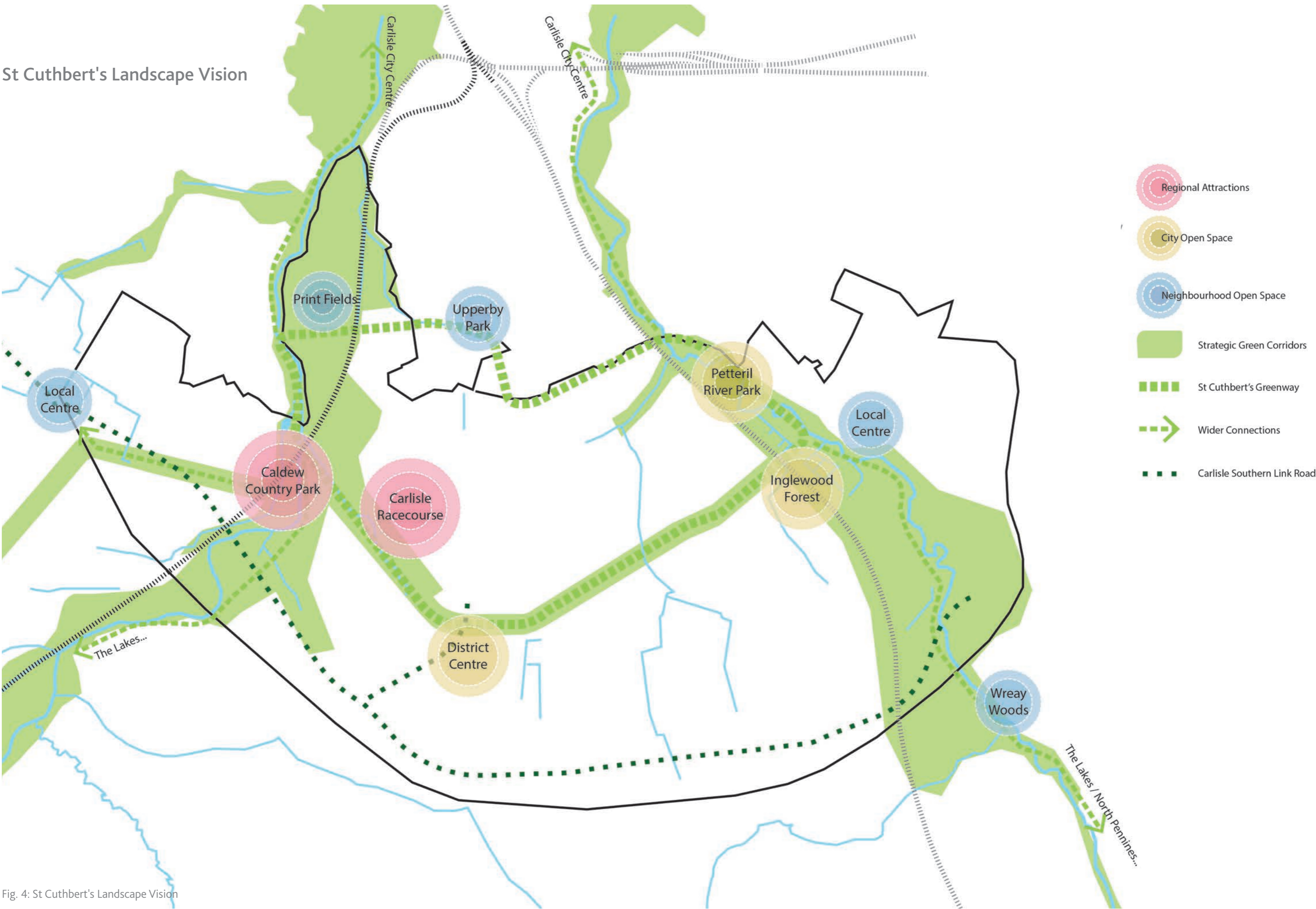


Fig. 4: St Cuthbert's Landscape Vision

## Key Green Infrastructure Projects

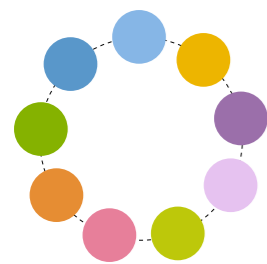
### CALDEW COUNTRY PARK

Create a new country park that provides a focus for leisure and recreation, servicing residents in St Cuthbert's and the south of Carlisle and creating a regional destination for visitors to the North Lakes.

#### Opportunities

- Country Park status;
- Cafe / visitor centre / toilets / gift shop;
- Party and venue hire;
- Potential riverside 'Boatel' to provide accommodation and cafe/restaurant facility;
- Extensive formal and informal play spaces;
- Key visitor hub situated on the network of national and regional walking trails and cycleways;
- Regional tourist attraction on the edge of the Lake District National Park;
- Educational outreach and teaching facilities;
- Local employment centre;
- Improve downstream flooding through integration of SUDs;
- Habitat creation and enhancement of the River Caldw SSSI / Wildlife Corridor;
- Wildlife watching features to include bird hides, vantage points, binoculars;
- Enhanced links to Dalston Hall Golf and Leisure Park;
- Strong connections to Cummersdale Mill and Cummersdale village centre;
- Opportunity to generate revenue to pay for St Cuthbert's' greenspace upkeep.





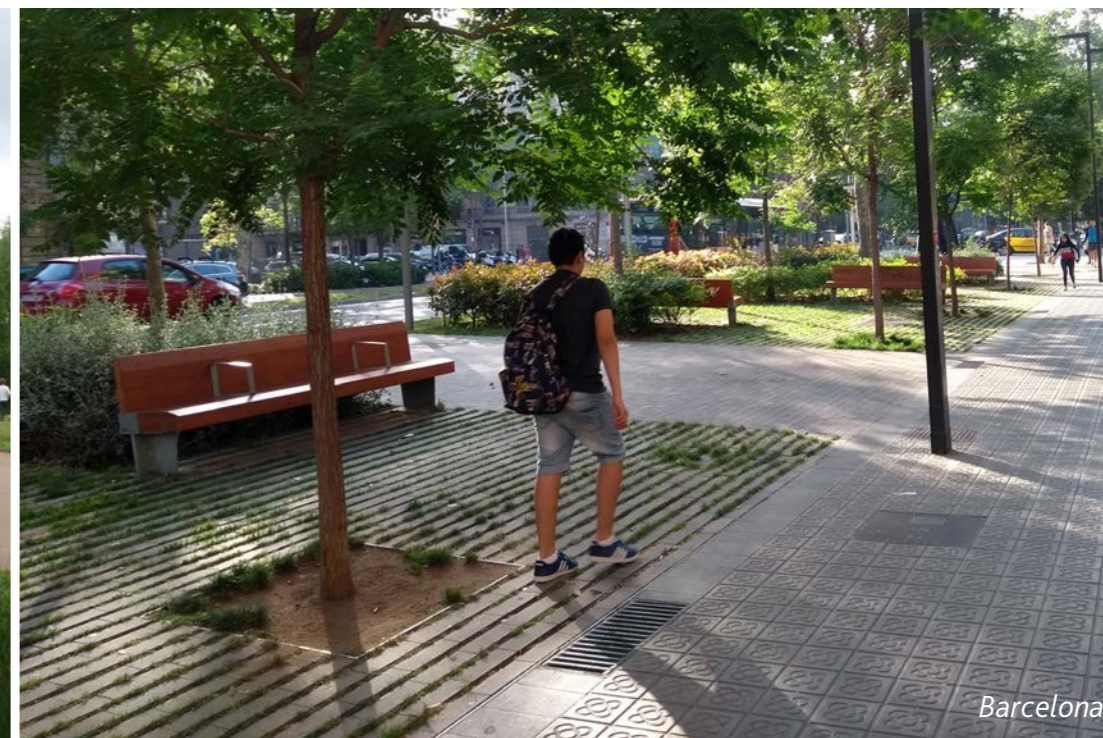
St Cuthbert's Garden Village

## ST CUTHBERT'S GREENWAY

Inspired by 'St Cuthbert's Beads', this 10km linear park will form the green spine of the St Cuthbert's community, providing safe and accessible east-west walking and cycling links between the village centres and sports, education and community facilities. The Greenway will facilitate large-scale Sustainable Urban Drainage Solutions (SUDS) creating an attractive green corridor between the River Caldew and River Petteril.

### Opportunities

- Cycle superhighway connecting residents east-west across St Cuthbert's, potentially running parallel to the CSLR and its links into villages;
- Safe and accessible walking links between neighbourhoods;
- Signage and wayfinding to clearly move people between village centres and destinations;
- Large scale SUDS integration to alleviate surface water run-off associated with new development;
- Shared community sports, health and fitness facilities linked directly to new schools and local health centres;
- Integrated activity trail / running route, linking sports and fitness facilities to enhance health and well-being;
- Potential world class multi-use sports facilities
- Doorstep community play parks and informal play opportunities;
- Green space overlooked and integrated with residential development;
- An educational resource serving local schools and colleges;
- Create strong connection to Carlisle Racecourse;
- Art trails to mark key gateways and define a unique identity for St Cuthbert's Garden Village.



Barcelona



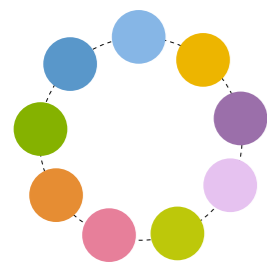
Accordia, Cambridge



Lightmoor, Telford (Gillespies)



Elephant Park, London

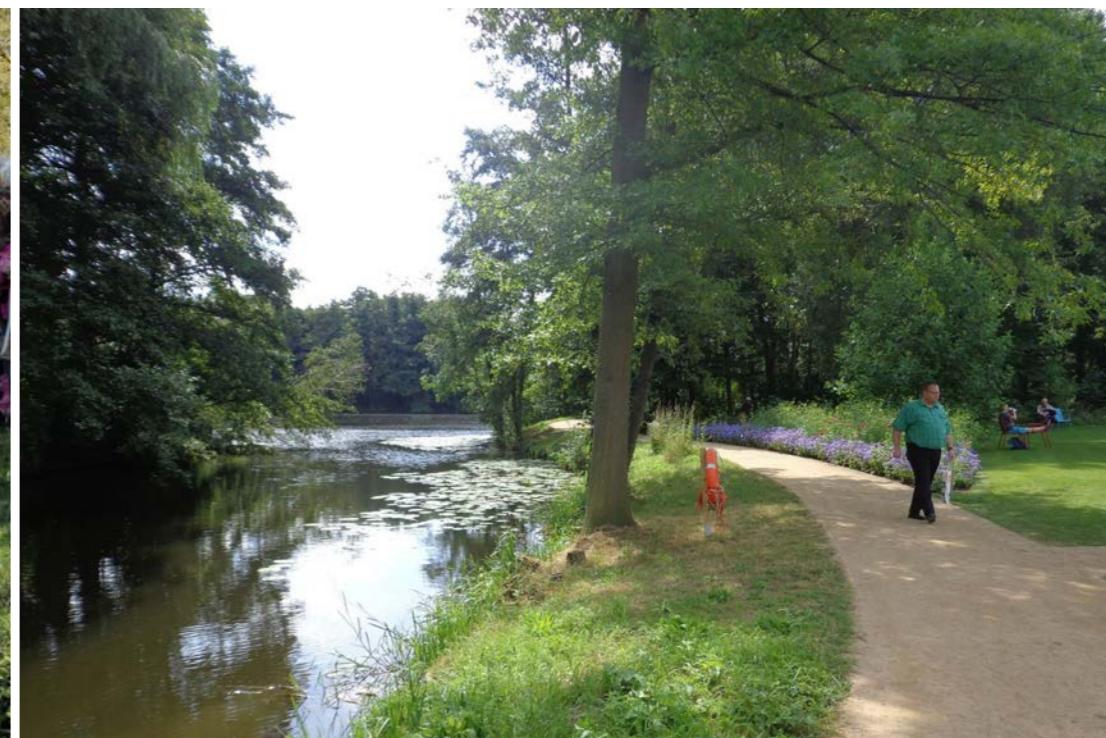


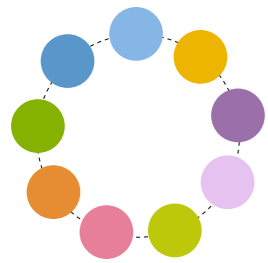
## PETTERIL RIVER PARK

Naturalistic river valley greenspace, enhanced for people and wildlife. New wetland and wet woodland environments to alleviate downstream and site flood risk and create more diverse habitats and play/leisure opportunities.

### Opportunities

- Diversification of existing habitats along the River Petteril Wildlife Corridor;
- Creation of wetlands and wet woodlands to attenuate flood risk;
- Substantial tree planting to extend valuable habitat and make links to Wreay Woods ancient woodland;
- Opportunity to fund and maintain woodland areas in conjunction with the Woodland Trust / other charitable bodies;
- Educational and community resource servicing residents of wider Carlisle;
- Informal and educational play;
- Potential wildfowl / bird centre incorporating education and retail / leisure facilities;
- Enhanced walking and cycling routes along the river corridor linking to the city centre and wider networks;
- Picnic areas / dog parks.





St Cuthbert's Garden Village

## INGLEWOOD FOREST

Recreate the historic Inglewood Forest on the edge of St Cuthbert's through expansive replanting of broadleaf and wet woodland along the River Petteril corridor.

### Opportunities

- Improved habitats and extension of Wreay Woods ancient woodland;
- Interpretation and historic storytelling of the Inglewood outlaws and Royal Forest;
- Improved footways / cycleways / bridleways connecting St Cuthbert's to the River Eden;
- Unique woodland camping / holiday accommodation;
- Natural burial / woodland cemetery facility;
- Forest living - residential development built into the river corridor / woodland environment;
- Forest School / Forest Nursery location;
- Educational / fitness resource for the local community.





## PRINCIPLE 2: LOCALLY DISTINCTIVE

ST CUTHBERT'S WILL BE UNLIKE ANYWHERE ELSE. IT WILL BE A DESIRABLE PLACE TO LIVE AND WORK AND OFFER A LIFESTYLE AND ETHOS THAT IS UNIQUE AND ASPIRATIONAL TO A DIVERSE RANGE OF PEOPLE. DRAWING UPON CARLISLE'S UNIQUE LOCAL CHARACTER, MATERIALS, CRAFTS AND TRADITIONS, NEW BUILDINGS, STREETS AND SPACES WILL BE DISTINCTIVE AND MEMORABLE HELPING TO CREATE A SENSE OF COMMUNITY AND BELONGING.



### 1 LOCALLY SOURCED

Locally sourced materials will create a distinctive character and sensitively integrate new development into its surroundings.



### 2 UNIQUELY CARLISLE

Earlier work explores the distinctive characteristics of neighbourhoods and villages south of Carlisle. Whilst not stifling quality contemporary design, this provides cues for locally responsive place making including village greens and squares, chequer-board brickwork and a subtle colour palette of warm brick, stone and render.



*Nieuw Leyden, Netherlands*

### 3 DIVERSITY & FREEDOM TO INNOVATE

A range of building types and build methods will help to create rich and vibrant streets and neighbourhoods.



*Barking Riverside, London*

### 4 SITE RESPONSIVE DESIGN

Innovative and distinctive homes and neighbourhoods are formed by responding to site character and local constraints. St Cuthbert's presents an opportunity to capitalise upon the waterside environment and develop innovative methods to reduce flood risk and deliver low-carbon sustainable communities.



*Lady Guifford's House, Carlisle*

### 5 INTEGRATION

The integration of new development with historic buildings and the rural landscape provide opportunities to create characterful and memorable neighbourhoods.



*Greenhills, Blackburn*

### 6 LOCAL OPPORTUNITIES

Find innovative ways to engage and support local builders, developers, suppliers and tradesmen to drive up quality and innovation whilst improving local employment and regional prosperity.



## PRINCIPLE 3: QUALITY HOMES & LIFETIME NEIGHBOURHOODS

HOMES AND COMMUNITIES OF THE HIGHEST QUALITY DESIGN AND MANAGEMENT WILL CREATE INTEGRATED LIFETIME NEIGHBOURHOODS. ST CUTHBERT'S WILL BE CO-CREATED WITH THE PEOPLE THAT LIVE AND WORK THERE THAT WILL GROW UP AND GROW OLD THERE. HOMES AND ENVIRONMENTS WILL ADAPT AND EVOLVE TO RESPOND TO LOCAL AND GLOBAL CHALLENGES.



### 1 QUALITY HOMES

Deliver quality homes, well-built and beautifully designed to the latest environmental best practice.



### 3 PRIDE & OWNERSHIP

Deliver neighbourhoods that encourage a sense of pride and ownership to ensure long term viability.



### 5 SUPPORTING SERVICES

Convenience retail, cafes and community spaces located in clusters will provide an accessible and convenient way to meet daily needs.



### 2 GREAT NEIGHBOURHOODS

Create accessible streets and neighbourhoods that foster social interaction and encourage sustainable transport use.



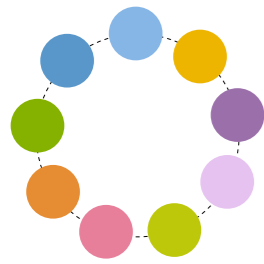
### 4 ACCESS TO GREENSPACE

Ensure everyone has access to green space. Provide a mix of private, semi-private and public space and places for play, quiet pursuits and active recreation.

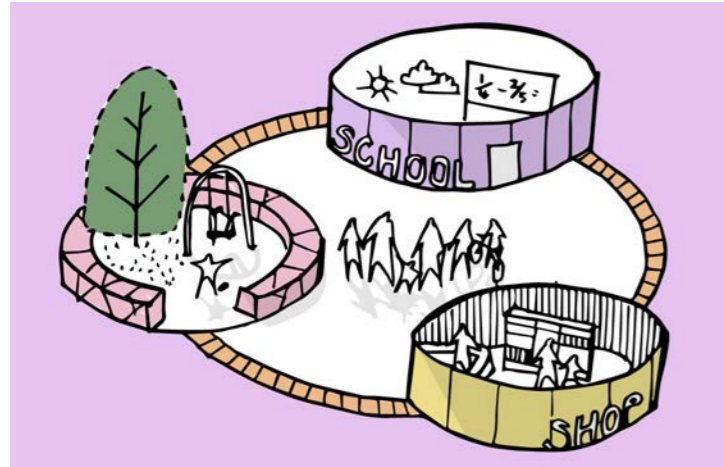


### 6 DIVERSITY

Create a mixed and balanced community by providing a variety of dwelling size, tenure, cost and housing types including self and custom build, lifetime, affordable and starter homes, inter-generational living, co-housing and private rented sector development.



St Cuthbert's Garden Village



## PRINCIPLE 4: COMMUNITY FOCUSED

FOCUS INCLUSIVE COMMUNITIES AROUND A HIERARCHY OF EXCELLENT FACILITIES CLUSTERED AROUND VILLAGE CENTRE(S). CREATE WALKABLE, SOCIABLE AND VIBRANT NEIGHBOURHOODS THAT PROVIDE HEALTH, EDUCATION, LEISURE, WORK, CULTURE AND SHOPPING WITHIN EASY WALKING DISTANCE.



Barcelona



Jubilee Square, Woking



University of Cambridge Primary School, Cambridge North West

### 1 WALKABLE NEIGHBOURHOODS

Walkable neighbourhoods will provide the building blocks for the new St Cuthbert's communities with high quality greenspace linking residents and visitors to a network of excellent facilities.



Cambridge North West



Derwenthorpe, York

### 3 WELL CONNECTED

Cycle and public transport corridors – including the Carlisle Southern Link Road with its associated walkway / cycleway – will move people between village centres and connect St Cuthbert's to Carlisle city centre and beyond.



Trumpington Meadows, Cambridge

### 4 ACCESSIBLE

Create accessible homes and neighbourhoods and facilities for respite and acute care that enable people to remain in their communities.



### 5 MULTI-FUNCTIONAL

Create landscapes that encourage social interaction, support public health, education and childhood development.

### 6 A PLACE FOR THINGS TO HAPPEN

Create streets and spaces that provide a platform for community events, a place where people can come together and where active building edges can spill out and animate the neighbourhood.



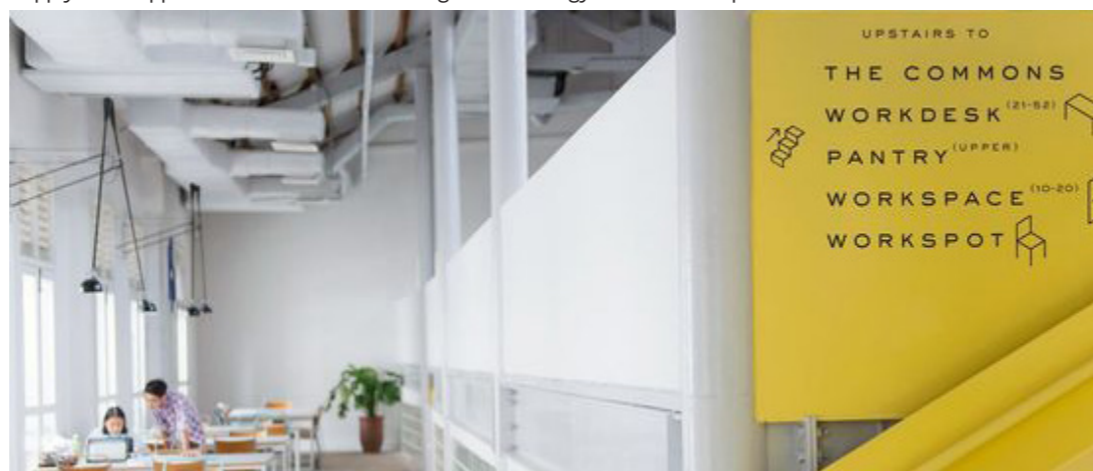
## PRINCIPLE 5: INNOVATIVE EMPLOYMENT OPPORTUNITIES

PROVIDE JOB OPPORTUNITIES TO CREATE AN ECONOMICALLY SUSTAINABLE LIVING MODEL AND DELIVER INNOVATIVE WAYS TO WORK WITHIN EASY REACH OF HOMES THAT ARE WELL CONNECTED TO THE CITY AND WIDER WORLD. ST CUTHBERT'S CAN ATTRACT AND GROW A WORKFORCE TO SUPPORT THE WIDER CARLISLE, CUMBRIAN AND BORDERLANDS ECONOMIES – THE GARDEN VILLAGE PROVIDES FLEXIBILITY TO RESPOND TO LONG-TERM ECONOMIC GROWTH.



### 1 ECONOMIC STRATEGY

Support an ambitious economic strategy to guide the delivery of jobs, training and education through construction to occupation and beyond. St Cuthbert's can complement Carlisle's employment sites offer, including strategic and supply chain opportunities associated with significant energy related developments in West Cumbria.



### 3 HIGH QUALITY WORK ENVIRONMENTS

Provide homes and office environments that support and foster innovative work including incubators units, live-work, home office and a mix of retail, office and manufacturing space.



### 5 WELL CONNECTED

Provide access to high quality sustainable transport and cutting edge digital infrastructure to ensure business can thrive and people can work from home or locally. Ensure residents can easily commute to Carlisle and other employment areas including through the Carlisle Southern Link Road.



### 2 DIVERSE EMPLOYMENT OPPORTUNITIES

Create a local employment base in retail, services, construction and manufacturing and provide diverse opportunities to work and do business in St Cuthbert's.



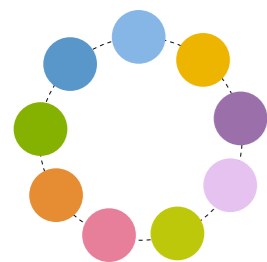
### 4 SOCIAL RESPONSIBILITY

Encourage a procurement approach and long-term economic strategy that creates opportunities targeted at low income, low skill households to increase the standard of living.

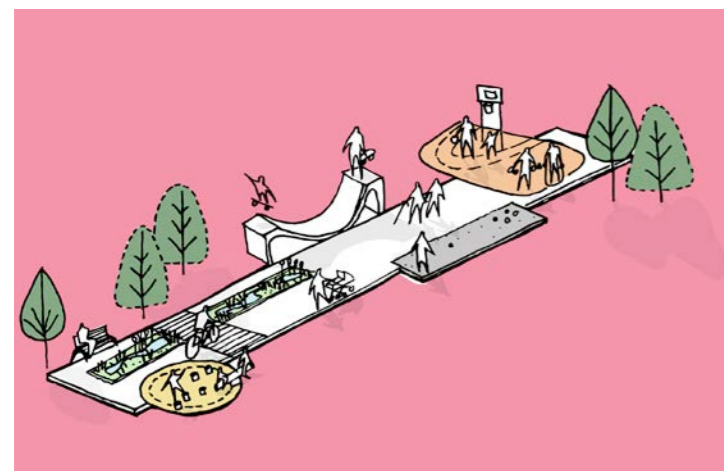


### 6 COMMUNITIES FOR THE THIRD AGE

Consider the work and skills training needs of an ageing population. Provide a mix of employment and training facilities on the doorstep; positively supporting people to make work possible for longer.

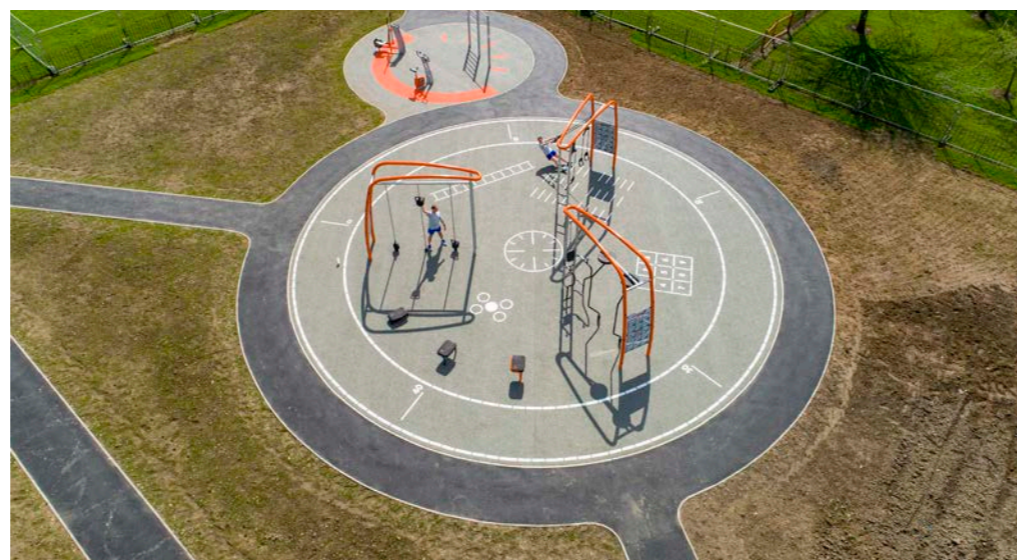


St Cuthbert's Garden Village



## PRINCIPLE 6: HEALTHY ENVIRONMENTS

PROMOTE HEALTH, WELL-BEING AND ENCOURAGE HEALTHY LIFESTYLE CHOICES BY PROVIDING SAFE, COMFORTABLE AND ACCESSIBLE FACILITIES FOR ALL AGES, INTERESTS AND ABILITIES. ENSURE OPEN SPACE, LEISURE DESTINATIONS AND COMMUNITY FACILITIES ARE WELL CONNECTED TO ENCOURAGE WALKING AND CYCLING WITHIN ST CUTHBERT'S AND BEYOND.



### 1 ACTIVE LIFESTYLES

Create landscapes that encourage social interaction, support public health, education and childhood development. The Masterplan will ensure walking and cycling is the key mode of getting from A to B.



### 2 AT ONE WITH NATURE

Embracing Carlisle's rivers, woods and farmland, providing access to the waterways, scenic walks and wildlife and maximising attractive rural views will positively contribute to health and well-being and create a unique, desirable living environment.



Accordia, Cambridge

### 3 FOOD ENVIRONMENT

Provide diverse food outlets including local farm shops, markets, allotment shops, cafes/restaurants and opportunities to grow your own, both in public and private spaces at home, school and work.



Kings Cross Pond Club

### 4 ENVIRONMENTS FOR LIFE

The Garden Village landscape should provide for all stages of life, offering play space for children, sports and active leisure for young adults, quiet recreation and health services for older generations and burial ground facilities.



Rivergate Centre, Barking

### 5 BUILDINGS AND NEIGHBOURHOODS

Construct high quality, human-scale buildings with healthy internal and external environments in neighbourhoods with accessible community and health infrastructure.

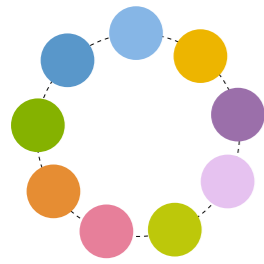


### 6 ECONOMIC SENSE

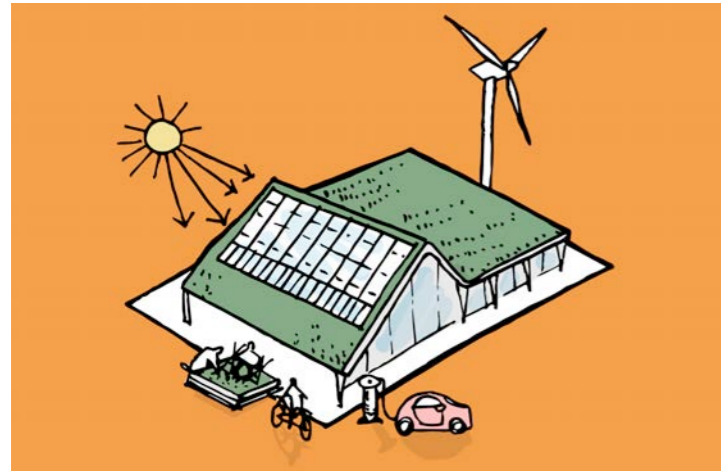
Research on behalf of the Town and Country Planning Association (TCPA) has shown that if health and well-being are considered at the earliest opportunity, developers can see increased values of between 5% and 50%. St Cuthbert's could be one of the first Garden Villages to put health and well-being at the heart of development, driving a renaissance as people move north for a better quality of life.



Accordia, Cambridge



St Cuthbert's Garden Village



## PRINCIPLE 7: SMART & SUSTAINABLE LIVING

BUILD SMART AND SUSTAINABLE HOMES AND FACILITIES THAT USE THE BEST TECHNOLOGY AVAILABLE TO PROVIDE LOW CARBON AND ENERGY SECURED LIVING.



Barking Riverside, London



Malmö, Sweden



Cambridge Northwest

### 1 ENERGY SECURITY

Create low energy homes and explore opportunities for renewable power generation to give fuel certainty and security and reduce the environmental impact of development.

### 2 SUSTAINABLE AND RESILIENT DESIGN

Create new neighbourhoods that embrace a full range of sustainable practices focused on climate change adaptation. The use of Sustainable Urban Drainage Systems focused along rivers and streams will help control surface water run-off and reduce downstream flood risk.



BedZED, Sutton, London



### 3 REDUCED COST OF LIVING

Create neighbourhoods that reduce the cost of living and increase quality of life, including renewable energy generation, local food production and access to sustainable and low cost transport.

### 4 FUTURE PROOF

Employ the best available technology to ensure homes can respond to changing lifestyles in the context of smarter service delivery by public and private sectors.



Barking Riverside experimental sustainability programme



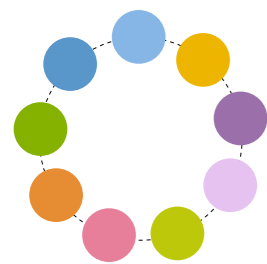
Bo01 'City of Tomorrow' Expo, Malmö, Sweden

### 5 INNOVATION AND EXPERIMENTATION

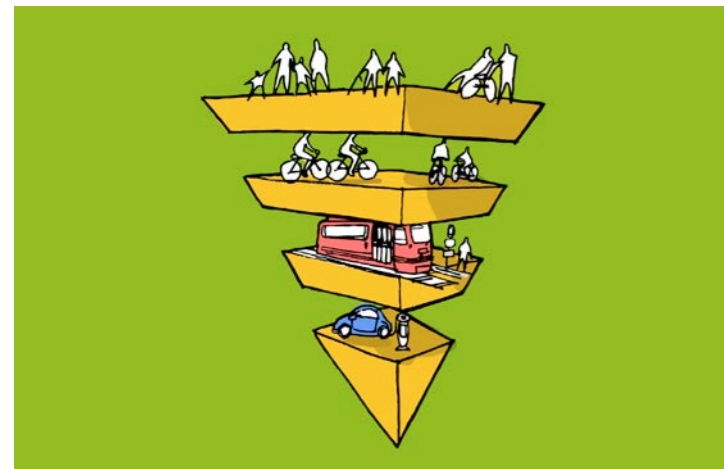
Encourage Knowledge Transfer Partnerships with academia, statutory and development agencies, local authority and local SME's to facilitate novel and experimental approaches to sustainability to ensure that St Cuthbert's is at the cutting edge of sustainable development.

### 6 GARDEN VILLAGE EXPO

New building, technologies and environmental practices could be exhibited and trialled for feedback from local residents. The St Cuthbert's Expo would become a visitor attraction and promotional tool, placing Carlisle at the forefront of construction innovation.



St Cuthbert's Garden Village



## PRINCIPLE 8: INTEGRATED SUSTAINABLE TRANSPORT

CREATE A WELL-CONNECTED COMMUNITY WITH ATTRACTIVE LOW CARBON TRAVEL CHOICES. PROMOTE SUSTAINABLE TRANSPORT INCLUDING WALKING, CYCLING AND PUBLIC TRANSPORT – INCLUDING STATE OF THE ART BUS PROVISION – SUPPORTED BY THE CARLISLE SOUTHERN LINK ROAD WHICH CAN ALSO EASE AND RE-IMAGINE CONNECTIONS INTO THE CITY CENTRE.



Bike share, London

### 1 DIVERSE TRAVEL CHOICES

Provide a range of low carbon travel choices including rail, bus, cycling, walking and car / bike share provision.



Cockermouth, Cumbria

### 2 WALKABLE NEIGHBOURHOODS

Locate key local services (primary schools, GP surgeries and convenience stores) within easy walking distance of every home. Create streets and spaces that place people first and environments that facilitate life beyond the motor vehicle.



Cambridge Northwest

### 3 LEGIBLE LANDSCAPES

Create easily navigatable and comfortable environments that make walking and cycling the preferred choice. Ensure vulnerable residents can easily get from home to community facilities.



### 4 ST CUTHBERT'S GREENWAY

St Cuthbert's Greenway will provide a cycle superhighway and a network of paths linking the village to local centres, the city centre, the Citadel Railway Station, leisure and recreation destinations and the wider cycle and footpath network.



Carlisle Northern Development Route

### 5 SOUTHERN LINK ROAD

Make the most of the opportunities presented by the CSLR to improve both local and strategic connectivity: walking and cycling along the adjacent cycle route and driving economic growth and inward investment. Maximise opportunities to drive local business, create thriving village centre(s) and connect people via a network of cycle and bus routes.



### 6 FUTURE PROOF

Consider the design and integration of car charging, car share and other sustainable travel modes to ensure St Cuthbert's is future proofed.



## PRINCIPLE 9: EXEMPLARY DELIVERY & STEWARDSHIP

USE INNOVATIVE ENGAGEMENT AND PARTNERSHIP METHODS TO DEVELOP EXEMPLARY METHODS OF DESIGNING, FUNDING, IMPLEMENTING AND THEN MANAGING AND MAINTAINING THE ST CUTHBERT'S GARDEN VILLAGE. LEARN LESSONS FROM BEST PRACTICE AND EXPERIMENT WITH NEW IDEAS TO ACHIEVE THE BEST GARDEN VILLAGE EXPERIENCE.



### 1 PARTNERSHIP

Bring developers, land owners, the public sector and financial institutions together to deliver development in a coherent and considered manner, promote the Garden Village concept and later manage the long-term legacy.



### 3 CRITICAL MASS

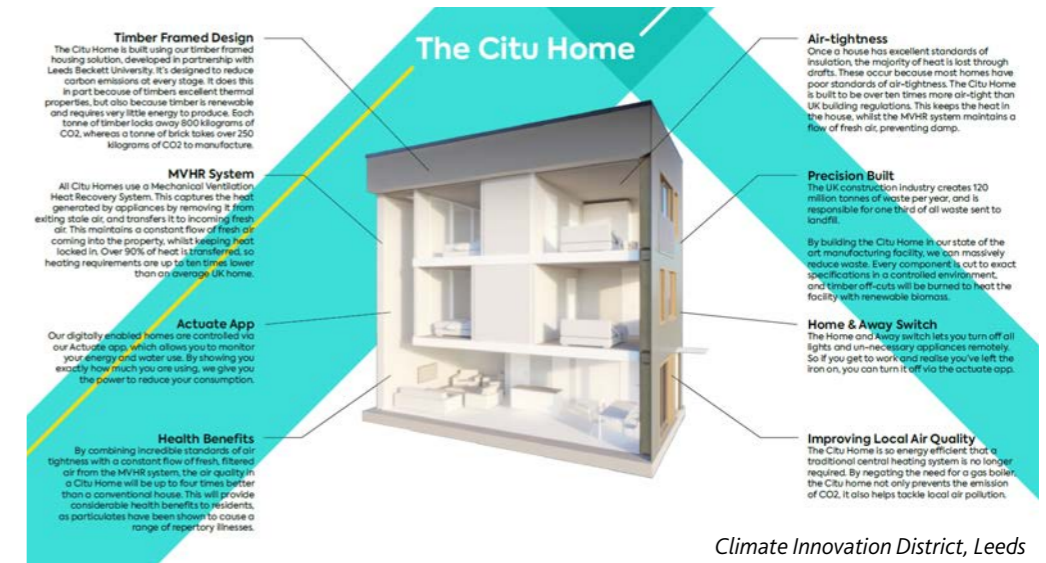
Use the critical mass of large development to secure the timely and upfront delivery of supporting services such as schools, neighbourhood centres, local services, facilities and commercial business space as well as digital and physical infrastructure.



Public Drop-in Event, Carlisle

### 5 ENGAGEMENT

Promote inclusive engagement from inception to completion and beyond. Citizens should be the Garden Village's co-creators, developing a shared vision and a place that people want to live, stay, grow up and grow old in.



Climate Innovation District, Leeds

### 2 INNOVATION

Employ innovative techniques in design, planning, implementation, management and long-term governance to ensure the Garden Village continues to inspire and delight new and future communities.



### 4 EFFICIENT DELIVERY

Create a masterplan that focuses on efficient use of physical infrastructure and an effective rate of delivery so that a critical mass is achieved and St Cuthbert's becomes successful and viable as quickly as practicable.



Climate Innovation District, Leeds

### 6 STEWARDSHIP

Establish a Stewardship Company to manage and maintain the Garden Village, control growth, continue consultation and engage in trading, commercial and fundraising activities to provide a secure base for ongoing stewardship.

3. KEY ISSUES, OPPORTUNITIES & ASSUMPTIONS

3.1 ISSUES AND OPPORTUNITIES

The setting south of Carlisle provides great place making opportunities, ranging from views and access to the nearby Lake District World Heritage Site to attractive local villages and riverside environments. Place making at this scale means that facilities such as schools, health services and open spaces can be designed in. A strong lead from the public sector ensures that quality and local character are at the forefront of design and development.

Constraints are summarised in the adjacent plan. Key implications for the concept proposals include:

- The positive incorporation of the east-west gas pipe easement into the plan as a much needed green connection – or greenway
- Avoiding development in the vicinity of overhead powerlines to the south-west of the area
- Designing around key flood risk zones and incorporating mitigation – such as new local and strategic planting and sustainable urban drainage
- Sensitive design on and around prominent higher ground in the context of viewpoints and sensitive villages and buildings.

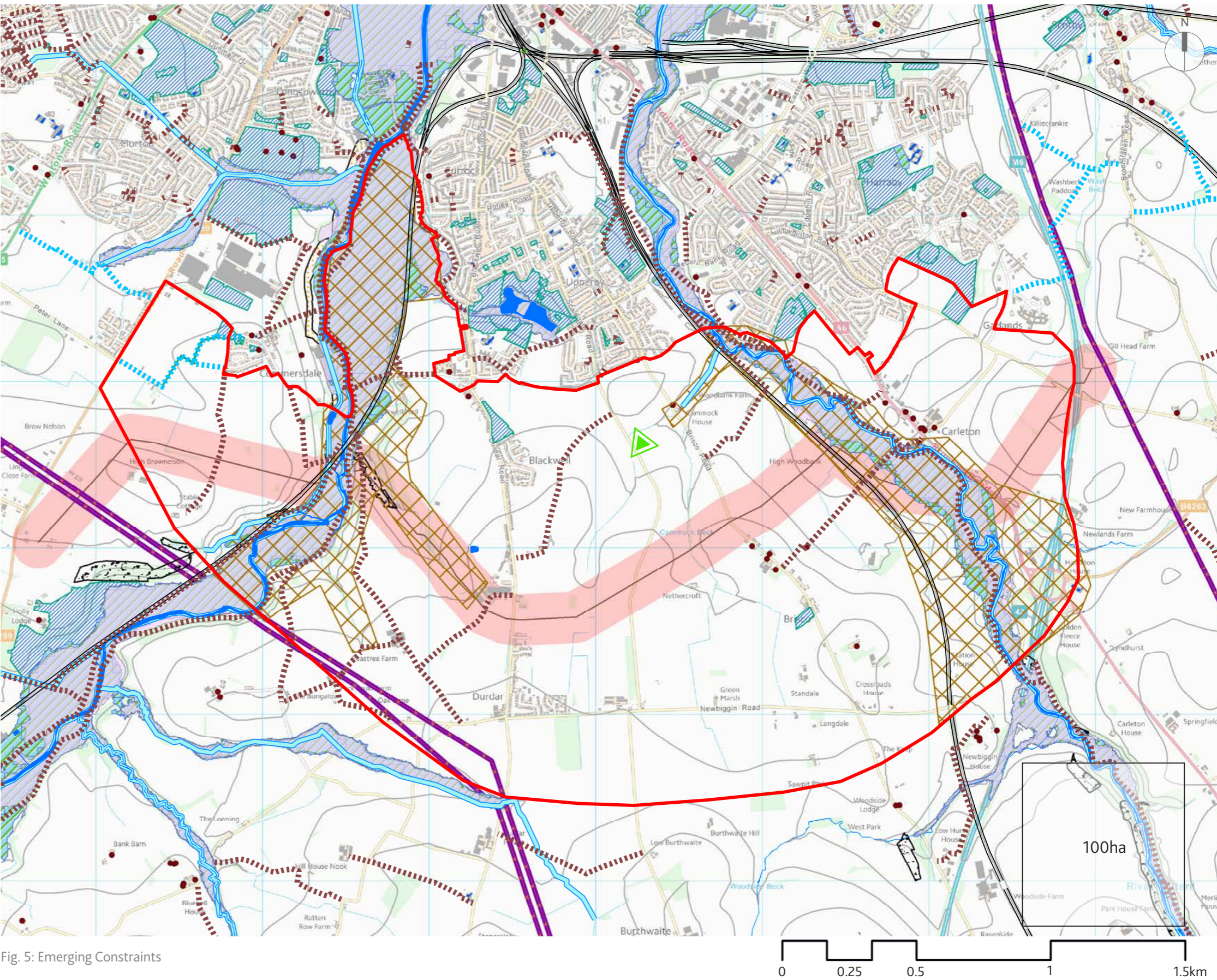
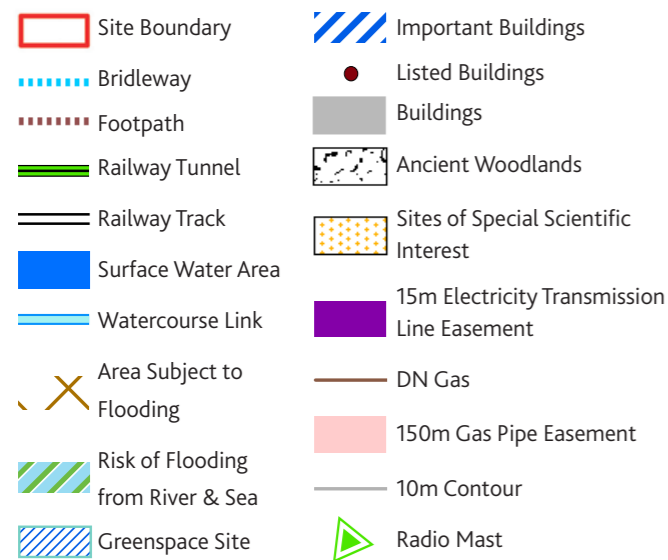


Fig. 5: Emerging Constraints

## 3.2 LINK ROAD & TRANSPORT

### Link Road and Transport

The Carlisle Southern Link Road (CSLR) is a new proposed 8 km link connecting the A595 (Newby West) to the M6 Junction 42 (Golden Fleece). Its role in enabling the development of the garden village is critical, in terms of both providing the capacity needed within the network to support growth and in giving rise to the enhanced strategic connectivity that will help attract people to the location. A segregated multi-user (cyclists and pedestrians) path on the north of the road also positively acts to improve sustainability and support the healthy lifestyle ambitions for St. Cuthbert's.

Following extensive consultation on two route options for the CSLR earlier this year, Cumbria County Council have now chosen what was referred to as the 'Green Route' as the preferred one. This decision, announced on the 22 June 2018, was based on a thorough assessment of evidence using a decision-making framework. The framework was applied to the two route options and considered the strategic objectives of the scheme, stakeholder feedback - including the results of the public consultation - and environmental, engineering, economic and deliverability assessments.

In summary the 'Green Route' was preferred because:

- The route better enables the delivery of the vision for St Cuthbert's Garden Village;
- It had significantly higher level of public support in the recent public consultation;
- It is considered easier to build with less impact on existing communities; and
- The route has a comparatively lower environmental impact.

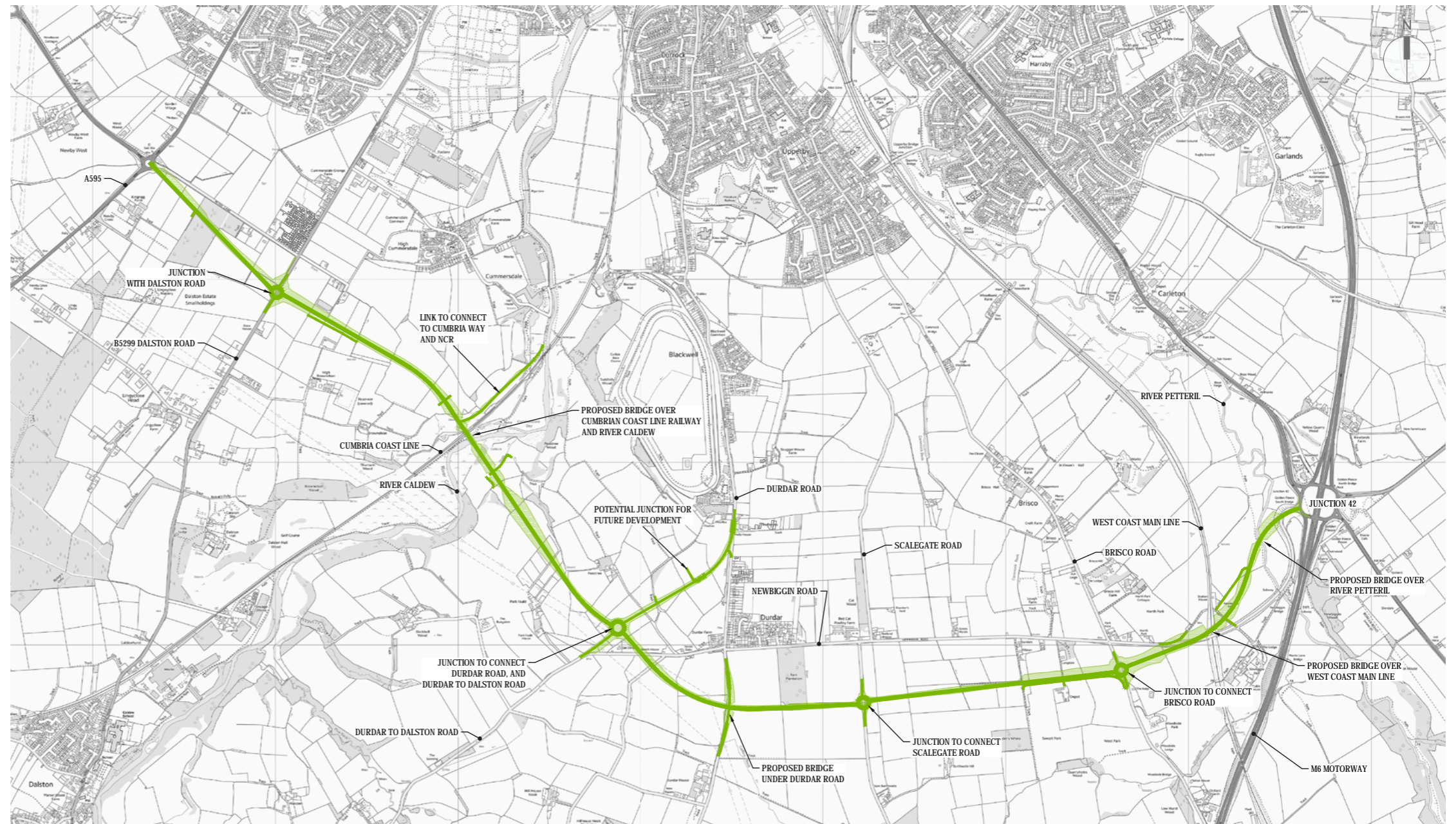


Fig. 6: Carlisle Southern Link Road Options (Source: Capita)

The CSLR is a key part of the broader sustainable transport strategy, directly supporting ambitions for enhanced public transport and a network of safe and attractive foot and cycle routes. Following confirmation of the route for the CSLR work can and will now start on understanding how existing arterial routes into the City Centre can support these ambitions for the benefit of existing as well as proposed new communities.

3.3 THE BROADER BRISCO AREA

The Brisco area including the historic village, hall and surrounding landscape is located on an area of raised lowland. The city council have commissioned heritage and landscape studies of the area to further explore these sensitivities and inform the options process.

3.4 LAND OWNERSHIP & VIABILITY

The city council has completed a land referencing exercise to identify and map landownership across the area. Meetings have taken place with major landowners to discuss the vision and objectives for St Cuthbert’s garden village, to provide an opportunity for any questions and to determine whether these owners support the emerging proposals. There was broad support for the proposed garden village and no outright objection from the major landowners.

In broad terms, housing led development at St Cuthbert’s appears to be viable. New build house prices are healthy and there has been historically high levels of development sustained at a number of residential

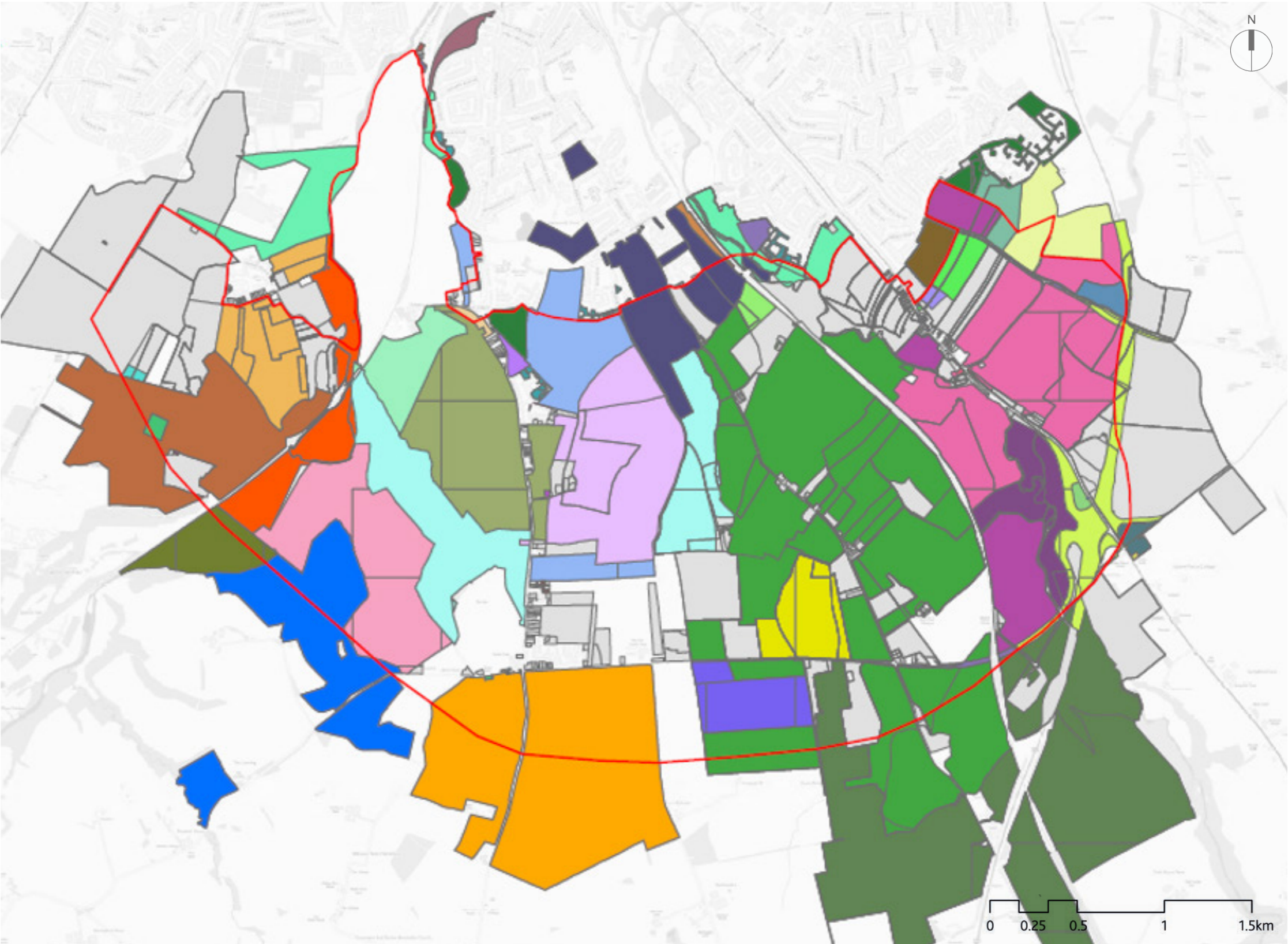


Fig. 7: Land Ownership (© Crown Copyright and Database Rights 2017 Ordnance Survey LA100024459)

outlets by a variety of housebuilders over the past few years. Critical viability considerations will include:

- The scale and phasing of infrastructure and policy requirements.
- Benchmark land value and managing land owner aspirations to ensure land value uplift to provide a contribution towards new physical, community and green infrastructure.

Carefully considered development phasing and potential public sector support towards major infrastructure items (i.e. the Carlisle Southern Link Road) or front loaded infrastructure delivery will be key tools towards maintaining development viability and cash flow. Equally, working closely with land owners to ensure ongoing support and collaboration to ensure that landowners share a reasonable return on their land interests, whilst sharing the land value uplift to provide a significant contribution towards new physical, community and green infrastructure.

**Cummersdale**

The area is owned by a number of smaller land owners and collaboration of landowners or land assembly will be key towards viable development.

**Durdar**

A small number of major landowners control the majority of this area. Their collaboration or land assembly will be key towards viable development.

**Brisco**

The great majority of the area is within the control of a single landowner, which could make delivery and development viability more straightforward.

**Carleton & Junction 42**

The great majority of the Carleton land is also within the control of a single landowner, which could again make delivery and development viability more straightforward. With direct access off the A6 and capacity in existing local community infrastructure, this site appears to offer potential for early / accelerated development delivery.

The Junction 42 area is controlled by a small number of landowners. Their collaboration or land assembly will be key towards maximising viable development. However, employment development is generally a more challenging development proposition with development generally in the margins of viability at best. Public sector intervention and support may be critical towards delivering employment land and premises.

**Other**

The existing gas pipe creates a potential green route to link various settlements within St Cuthbert’s (with the easements preventing new buildings on top or within the vicinity of the pipe) which could continue in agricultural use. It isn’t a given that the presence of the pipe will necessarily make use of this route as a green corridor easy to achieve, albeit it may be easier to secure a green corridor over this route easier than other land.

### 3.5 ENGAGEMENT

Stakeholders and local people have been consulted on the early stages of the work through drop-in exhibitions, online engagement and workshops. Key findings that have informed the development of the vision and options include:

- An overwhelming preference for a number of smaller well connected communities and centres, rather than one large new extension to the city
- The importance of the environment in its broadest sense and an active, productive and beautiful landscape in particular – the garden village should 'start with the park'
- Quality of life and healthy living is a point of differentiation for St Cuthbert's – and in attracting and retaining a broader demographic – given its setting
- Connectivity – both physical and digital – is critical to make the most of the host city, exceptional countryside and promoting an outward looking place and culture
- At this scale, variety and flexibility of housing is important – supporting lifetime communities
- Innovation, creativity and technology should underpin the vision, making St Cuthbert's relevant far into the future
- Jobs and skills are already available across the city and the broader area – St Cuthbert's should contribute to this at a number of levels from strategic employment locations, through business co-location around local centres and a finer grain of home and digital working in an attractive location
- Delivering quality is our challenge.

Further engagement is taking place over the summer of 2018.

### 3.6 LAND USE AND LAND TAKE

High level assessment of the broad land take for a range of place making and development 'ingredients' for St Cuthbert's are outlined below – in the context of the broad St. Cuthbert's area, could be in the region of over 1,300 ha:

- Up to 10,000 homes @ an average of 30dph = 333ha
- Employment
- District / local centres –  $3 \times 3.5\text{ha} = 10.5\text{ha} +$
- Education –  $(5 \times 2\text{ha}) + (1 \times 8.5\text{ha}) = 18.5\text{ha} +$
- Burial ground – 6.5ha
- Flood risk zones – 350ha
- Surface water attenuation – 12ha
- POS – 84ha
- Pitches – 43.5ha.

### 3.7 SUMMARY CONCEPT PROPOSALS, VISION AND BRIEF

The above issues and opportunities provide a broad brief for the emerging concept proposals:

- Designing with key constraints and opportunities in mind – including a broad east-west 'greenway'
- Utilising the opportunity presented by the CSLR and improved local and strategic west-to-east connectivity.
- Sensitive development and landscape treatment around Brisco
- Designing with positive landowner discussions in mind
- A healthy landscape framework that connects new and existing places to proposed and established open spaces
- A land use mix of homes and employment focused around local centres / facilities – locational options include those around Cummersdale, Durdar, Brisco and Carleton.



## 4. CONCEPT PROPOSALS

The creation of the vision for St Cuthbert's and the exploration of issues and opportunities has informed the development of concept proposals – summarised in the diagram overleaf. In conjunction with the vision outlined in section 2, the following paragraphs outline the potential place based concept proposals.

### Landscape Framework - Starting with the Park

The landscape in and around St Cuthbert's is exceptional – meandering accessible river valleys, a heritage of historic woodlands, scenic undulating field systems around Brisco and world class views to the Lake District. Existing communities and new garden villages would be set within an enhanced landscape framework including farmland, woodland, riverside / wetlands and the 10 kilometre St Cuthbert's greenway. The framework includes:

- Retained and enhanced farmland
- Views to the Lake District World Heritage Site, the North Pennines Area of Outstanding Natural Beauty, the Scottish hills and iconic city landmarks
- Enhanced riverside and wetland environments, and connections along the Rivers Petteril and Caldew
- Retained, enhanced and new woodland, including the reintroduction of Inglewood Forest starting as a green approach from Junction 42 and along the River Petteril – approached strategically, this could present opportunities for added flood mitigation benefits
- A potential new 'sports park' incorporating pitches
- The opportunity for Petteril 'river park' and Caldew 'country park'
- 'St Cuthbert's Beads' – a 10 kilometre greenway connecting the above landscape and recreational elements to both new and existing residents in a

loop around the garden village and the southern Carlisle neighbourhoods. This would also include connections to Upperby Park and Hammond Pond providing opportunities for further enhancement for the good of the whole of Carlisle.

### Durdar

Durdar garden village could be the larger of the St. Cuthbert's settlements acting as a 'district centre' and a hub for local communities:

- A potential village / district centre including a secondary school with enhanced multi-use community sports facilities. It is envisaged there would be shops, health / community facilities and related employment clustered around a village square with easy access through public transport, walking and cycling within and around the area and access to the proposed new link road
- The new school is related to the adjacent 'sports park' including pitches
- A scale of new homes and development sufficient to support the envisaged district level community infrastructure including a dedicated community hub and improved transport network. Homes could include a variety of type, tenure and density. The existing community of Durdar is incorporated through sensitively designed adjacent streets, gardens and spaces. The proposed link road provides a clear southern edge to the settlement
- The potential for new employment opportunities close to the proposed new link road and also a more fine grained offer within the proposed new settlement.

### Carleton / Junction 42

Carleton garden village – with views and access to the river - sensitively expands the existing settlement including a new village centre on the A6 Roman Road. Junction 42 of the M6 is a key gateway into Carlisle and St. Cuthbert's and provides an opportunity to provide a high quality strategic employment location:

- A village centre including shops, facilities and a primary school clustered around a village green - making the most of passing trade and new development around Junction 42
- The existing community of Carleton is integrated with the new garden village through sensitively designed adjacent streets, gardens and spaces
- Greenspace designed to reflect the parkland setting of the area and located to form a green gap between the existing urban edge of Carlisle and the proposed new village. There could be potential to link the green gap to the St Cuthbert's greenway
- Junction 42 – a potential new strategic employment location and key gateway to the city.

### Cummersdale

Cummersdale garden village could be developed around the junction of Dalston Road and the proposed link road:

- A village centre including shops, facilities and potentially a primary school making the most of passing trade and adjacent employment – facilities could also be expanded within the existing Cummersdale village and in the context of the planned nearby Morton district centre
- The garden village would be focused around the junction created by the proposed link road and Dalston Road - it would be linked to the existing settlement of Cummersdale but both would benefit

from a green buffer

- Fine grained employment uses would be integrated into the garden village including mixed use areas.

### Brisco

Brisco is a historic village – including Brisco Hall and a number of other listed buildings - in a prominent location on a ridge. The surrounding organic field pattern is lined with hedgerows and mature trees. The village has some potential for expansion between the proposed 'greenway' to the north and high ground to the south. This is unlikely to be of a scale that would support a local centre or shops:

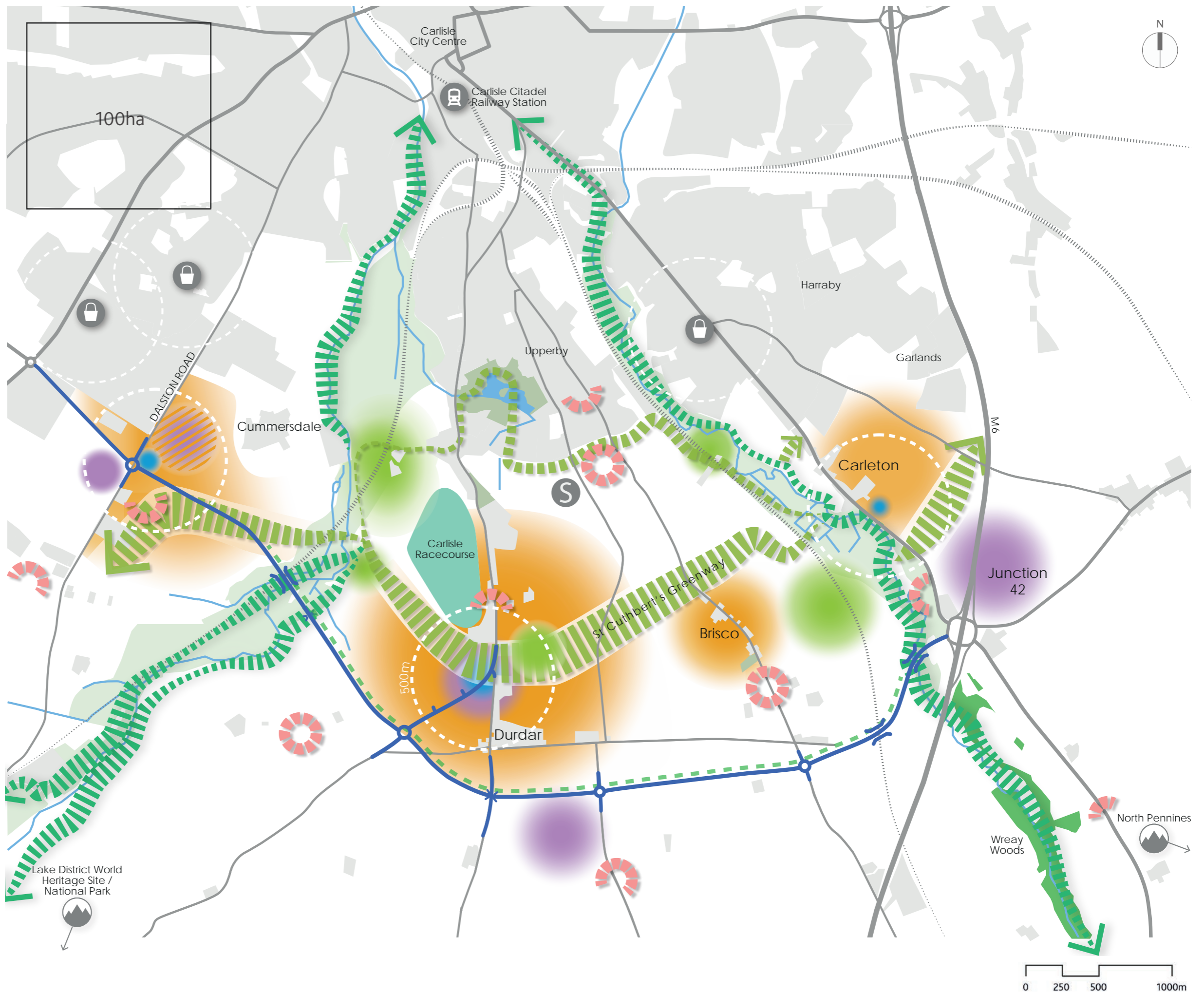
- Potential for expansion at an appropriate scale – sensitively designed to best integrate with historic Brisco
- Opportunity to enhance Brisco Common and link to the potential St Cuthbert's greenway
- Potential for enhanced walking and cycle routes into Carlisle.

### Movement Framework

The scale of St Cuthbert's requires significant infrastructure to support it in the context of movement around the city of Carlisle. The potential strategy is a sustainable one – arranging land uses to minimise the need to travel, reducing the use and impact of the private car and creating a pedestrian and cycle-friendly environment. Specific options include:

- Creating pedestrian friendly neighbourhoods including the introduction of 20mph streets and safe walking routes to schools in new communities
- Incorporating segregated cycle lanes along key routes, including the link road

- Designing in safe, attractive and convenient cycle and pedestrian routes around the potential St Cuthbert's greenway and riverside paths
- Introducing park and ride facilities
- Providing buses with greater priority on key routes, introducing new services, increasing frequencies and making the most of smart technology
- Locating bus stops within 400m of all residents
- Incorporating a clear street hierarchy across the garden village that supports the above sustainable transport approach.



# KEY

- Existing Built Form
- Carlisle Citadel Railway Station
- Existing Local Centre
- Watercourse
- Existing Parks
- Existing Green Corridors
- Railway
- Road
- Carlisle Southern Link Road
- Shared Footway / Cycleway
- St Cuthbert's Greenway
- Enhanced Public Green Infrastructure
- Potential Residential
- Potential Employment
- Potential Mixed Use
- Potential Local / District Centre
- Key View Point
- S Replacement Site for Newman School

Local Benefits

St Cuthbert’s garden village would have a significant degree of self-sufficiency and also be an integral part of Carlisle. It would be a prominent new gateway to the city, its services, parks and greenway will be widely accessible and the proposed link road would benefit the broader sub-region.

Key local benefits for existing Carlisle residents and communities include:

- Over 100ha of new greenspace connected by a 10km greenway
- New buildings, places and spaces that respect and take cues from local character
- Up to 10,000 new homes – providing a variety of housing options - in part satisfying demand across the city and the wider sub-region, supporting local businesses and helping promote a step change in the level and demographic of the population of Carlisle. The provision of new homes at this scale is fundamental to maintaining and increasing the workforce necessary to support the growing economy
- New schools and facilities to serve the garden village but also easing pressures on existing services
- The creation of jobs and opportunities for developing skills including employment sectors already identified by the city council and their partners
- Utilising green space, facilities and movement to support quality of life and healthy living for the benefit of all city residents
- Providing sustainable transport for all users – pedestrians, cyclists, public transport users and motorists – including the proposed link road to ease movement in, through and around the city

- Significantly enhanced local and strategic connectivity resulting from the CSLR, including sustainable modes with eased congestion and resultant improved air quality within the City Centre.
- Opportunity to pilot smaller ways of service delivery and information.



Rivergate Centre, Barking



Kings Cross Pond Club



Accordia, Cambridge

## 5. NEXT STEPS

This report outlines the basis for the emerging concepts and outlines the options themselves. Consultation on the options is taking place over the summer of 2018.

The concept proposals – focused on the landscape framework, transport and movement, Cummersdale, Durdar, Brisco and Carleton - will be assessed against criteria which are based on the 9 guiding principles from the vision:

- Landscape led
- Locally distinctive
- Quality homes and neighbourhoods
- Community focused
- Innovative employment opportunities
- Healthy environments
- Smart and sustainable living
- Integrated sustainable transport
- Exemplary delivery and stewardship.

This assessment will inform an emerging preferred concept option – supported by the vision for St Cuthbert's. This will provide the basis for future more detailed masterplanning and the phased design and delivery of St Cuthbert's garden village.

Follow progress and get involved via  
[www.stcuthbertsgv.co.uk](http://www.stcuthbertsgv.co.uk)



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