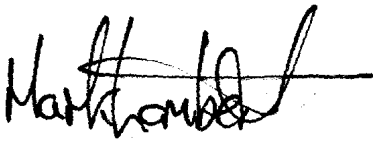


COUNCIL

SUMMONS

To the Mayor and Members of Carlisle City Council

You are summoned to attend the Meeting of Carlisle City Council which will be held on **Tuesday 26 April 2022 at 18:45** in the **Cathedral Room, Civic Centre, Carlisle CA3 8QG**



Corporate Director of Governance and Regulatory Services

AGENDA

1. The Mayor will invite the Chaplain to say prayers.
2. The Town Clerk and Chief Executive will open the meeting by calling the roll.
3. **Minutes**

The Council will be asked to receive the Minutes of the meeting of the City Council held 1 March 2022.

4. **Public and Press**

To determine whether any of the items of business within Part A of the Agenda should be dealt with when the public and press are excluded from the meeting.

To determine whether any of the items of business within Part B of the Agenda should be dealt with when the public and press are present.

5. **Declarations of Interest**

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

6. **Announcements**

- (i) To receive any announcements from the Mayor
- (ii) To receive any announcements from the Leader of the Council
- (iii) To receive any announcements from Members of the Executive
- (iv) To receive any announcements from the Town Clerk and Chief

7. **Questions by Members of the Public**

Pursuant to Procedure Rule 10.1, the Corporate Director of Governance and Regulatory Services to report that no questions have been submitted on notice by a member of the public.

8. **Presentation of Petitions and Deputations**

Pursuant to Procedure Rule 10.11, the Corporate Director of Governance and Regulatory Services to report that the following deputation has been submitted by members of the public.

“The Friends of Carlisle Victorian and Turkish Baths would like to present a deputation to the meeting of Carlisle City Council on 26 April 2022 the object of which is to make Councillors aware of the increased usage of the Carlisle City Council owned Turkish Baths, the proposals by the Friends Group for the creation of a Centre for Health and Wellbeing at the James Street Public Baths, how the Centre would support Carlisle's ambitions as a WHO Healthy City and the likely closure of the Turkish Baths in October this year.”

9. **Deputation from Friends of Carlisle Victoria and Turkish Baths**

7 - 168

To consider a report by the Deputy Chief Executive regarding the deputation from the Friends of Carlisle Victoria and Turkish Baths.

(Copy Report CS.19/22 herewith)

10. **Questions from Members of the Council**

Pursuant to Procedure Rule 11.2, the Corporate Director of Governance and Regulatory Services to report that the following questions have been submitted by Councillor Glendinning:

“1. Given the construction of the pools and new build at the Sands Centre is virtually on time and set to open as scheduled this autumn, are you yet in a position to give us the date for the demolition of James Street pools.

2. It is understood that there is a sum of money allocated from the Borderlands project for the construction of a new heating plant for the Victorian Baths Suite on James Street. Has a contractor been engaged and a date set for the construction to start.”

Pursuant to Procedure Rule 11.2, the Corporate Director of Governance and Regulatory Services to report that the following question has been submitted by Councillor Dr Tickner:

“My question relates to the newly created temporary seating and plastic grass area in the Greenmarket. At a time when Carlisle residents are having to deal with ever increasing cost of living increases and the highest taxation seen in over 70 years does the Executive accept that they have badly misread the feeling of the public in spending £50,000 on this feature? Could the executive please advise council of the level of consultation that was undertaken to inform the decision, the money spent to date on the project and the money yet to be spent on removing the feature?”

Pursuant to Procedure Rule 11.2, the Corporate Director of Governance and Regulatory Services to report that the following question has been submitted by Councillor Alcroft:

“The Friends of the Turkish Baths group are keen to work with the council to look at ways of saving, maintaining and developing the Turkish Baths on James St.

Can the executive confirm that they, and officers, will meet with the group as soon as possible to allow this to happen, and commit to meeting with the group on an ongoing basis?”

11. Minutes of the Executive

The Council will be requested to receive the Minutes of the meetings of the Executive held on 21 February 2022 and 21 March 2022 and ask questions of the Leader and Portfolio Holders on those Minutes.

12. Executive – Portfolio Holder Reports

The Council will be asked to receive reports from the following Portfolio Holders:

(i)	Culture, Heritage and Leisure	169 - 170
(ii)	Communities, Health and Wellbeing	171 - 174
(iii)	Environment and Transport	175 - 178
(iv)	Economy, Enterprise and Housing	179 - 182
(v)	Finance, Governance and Resources	183 - 184
(vi)	Leader’s Portfolio	185 - 188

and ask questions of the Leader and Portfolio Holders on those Reports.

(Copy Reports herewith)

13. Minutes

The Council will be asked to receive the Minutes of the meetings as detailed within Minute Book Volume 48(6); and ask questions of the Leader, Portfolio Holders and Committee Chairs.

For ease of reference the Minutes are:

Committee	Meeting Date
Health and Wellbeing Scrutiny Panel	17 February 2022
Business and Transformation Scrutiny Panel	24 February and 31 March 2022
Economic Growth Scrutiny Panel	3 March and 17 March 2022
Regulatory Panel	16 March 2022
Development Control Committee	23 February and 25 February 2022
Audit Committee	23 March 2022
Appeals Panel	8 February and 24 March 2022

14. **Scrutiny**

The Council will be asked to receive reports from the following:

- (i) Chair of the Health and Wellbeing Scrutiny Panel **189 - 192**
(Copy Report herewith)
- (ii) Chair of the Business and Transformation Scrutiny Panel **193 - 194**
(Copy Report herewith)
- (iii) Chair of the Economic Growth Scrutiny Panel **195 - 196**
(Copy Report herewith)

15. **Notice of Motions**

Pursuant to Procedure Rule 12, the Corporate Director of Governance and Regulatory Services to report that no motions have been submitted on notice.

16. **Proposed Change to Overview and Scrutiny Arrangements** **197 - 262**

Pursuant to minute BTSP.09/22, to consider a report of the Monitoring Officer following a request to amend the Constitution to revise the Council's overview and scrutiny arrangements.
(Copy Report GD.20/22 herewith)

17. **Scrutiny Annual Report 2021-22** **263 - 278**

To consider the Annual Report of the Scrutiny Panels for 2021/22 as required under Article 6 of the Council's Constitution.
(Copy Report OS.14/22 and Minute Extracts herewith / to follow)

18. Report of the Independent Remuneration Panel: Members' Maternity and Parental Leave Policy **279 - 288**

Pursuant to C.13/22, to consider a report of the Corporate Director of Governance and Regulatory Services setting out the recommendations of the Independent Remuneration Panel following a Motion from Council.

(Copy Report GD.25/22 herewith)

19. Report of the Independent Remuneration Panel: Members' Allowance Scheme **289 - 330**

To consider a report of the Corporate Director of Governance and Regulatory Services setting out the recommendations of the Independent Remuneration Panel following a review of the existing Member's Allowance Scheme.

(Copy Report GD.26/22 herewith)

20. Audit Committee Annual report 2021/22 **331 - 346**

Pursuant to AUC.08/22 to consider the Annual Report of the Audit Committee.

(Copy Report RD.74/21 and Minute Extract herewith)

21. Operation of the Provisions Relating to Call-in and Urgency **347 - 356**

Pursuant to Overview and Scrutiny Procedure Rule 15 (j), the Corporate Director of Governance and Regulatory Services to report on the operation of call in and urgency procedures over the past year.

(Copy Report GD.21/22 herewith)

22. Communications

To receive and consider communications and to deal with such other business as may be brought forward by the Mayor as a matter of urgency, in accordance with Procedure Rule 2.1(xv) to pass such resolution or resolutions thereon as may be considered expedient or desirable.

PART 'B'

To be considered in private

23. Proposals from the Executive in relation to the Council's Budget and Policy Framework

(i) Tullie House (Project Tullie, Phase 2)

357 - 379

The report is not for publication by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as the report contains exempt information relating to the financial or business affairs of any particular person (including the authority holding that information)

To consider a recommendation from the Executive on Tullie House (Project Tullie, Phase 2).
(Copy Report ED.14/22 herewith and Minute Extract to be tabled at the meeting)

Report details

Meeting Date:	26 th April 2022
Portfolio:	Culture, Leisure and Heritage
Key Decision:	No
Policy and Budget Framework	Yes/No
Public / Private	Public
Title:	DEPUTATION FROM FRIENDS OF CARLISLE VICTORIA AND TURKISH BATHS
Report of:	DEPUTY CHIEF EXECUTIVE
Report Number:	CS 19/22

Purpose / Summary:

The purpose of this report is to provide members of the City Council with relevant background information concerning the operation and future development of the Turkish Baths at James Street, Carlisle.

Recommendations:

That members of the City Council receive this information and consider relevant content in the debate following the Deputation from the Friends of Carlisle Victoria and Turkish Baths.

Tracking

Executive:	
Scrutiny:	
Council:	26 th April 2022

1. Background

1.1. The Pools – Victorian and Turkish Baths facilities overview

The current Pools facility (James Street) comprises of two distinct elements: a 1970's building containing the 25m pool and the historic James Street Baths building, which includes the 20m and 10m pools (1884) and the Edwardian Turkish Baths (1928). The Turkish Baths are of special historic interest and are Grade II listed as the original internal decorative tiling is of high quality and complete, rendering the building a rare example, with only around 20 remaining in England. These facilities have served the city well over the last four decades since the Pools facility opened.

In 2013 the Council's Sport Facilities Strategy confirmed the need to replace the James Street Pools as a priority and identified The Sands Centre as the most appropriate location for strategic, operational and financial reasons. At this point in the project (and during the planning application period) other potential sites were considered for viability.

Since 2013 the re-development of the Sands Centre has gone through a comprehensive project development and delivery process. The City Council approved the re-development project, 25th June 2019 and agreed a contract for construction with Wates Construction Limited, 13th October 2020.

Construction of the new Sands facilities is now entering the final phases of development. The sectional completion (hand over to GLL for their fit out and preparation for opening) is targeted for the end of July 2022. The final completion of the whole Sands project is targeted for October 2022.

GLL are currently preparing for the successful transition of swimming activities to the Sands Centre. The end of swimming activity at The Pools (James Street) will occur end of August / early September 2022. Final arrangements are under development via our established project programme meetings.

This departure will see the end of GLL operation of The Pools site, including the operation of the Turkish Baths.

1.2. Operation of the facilities – GLL contract position

GLL (and previously Carlisle Leisure) have been a long-term partner of the City Council. GLL are the largest leisure charitable social enterprise in the UK operating over 400 leisure facilities, including national facilities.

Following a full procurement exercise during 2016 the City Council approved GLL as our leisure provider (20th November 2017).

The current leisure contract commenced December 2017 and will run until end of November 2032.

The leisure contract has made provision for the transfer of services from The Pools site to the Sands Centre and this will remove the obligation on GLL to operate The Pools site once the new Sands facilities are opened. This leaves the Victorian and Turkish Baths without an operator from this point (targeted for September 2022).

1.3. Friends of the Victorian and Turkish Baths

The Friends of Carlisle Victorian And Turkish Baths are a group of volunteers that have been campaigning to protect and develop the Victorian And Turkish Baths as a health and wellbeing centre.

The Friends would like the Council to keep these facilities open after the Sands Centre decant has taken place and have been working with Council officers on their short- and longer-term plans for the site. These will be explained in the deputation presentation and have been well documented at the Health and Wellbeing Scrutiny Panel (17th February 2022).

The Friends have been provided with feasibility information (the Mott MacDonald report) and further site drawings and information to assist them in their plans. GLL have also worked closely with the Friends during this last period to deliver a repairs programme and promote the facilities via social and more traditional media.

At the Health and Wellbeing Scrutiny Panel (17th February 2022) the Friends put forward three recommendations for this panel to consider. These are documented in the minutes of the panel attached to this report at Appendix A.

The most immediate of these recommendations concerns the request from the Friends that the Victorian and Turkish Health Suite remains open after GLL depart for the Sands. This proposal raises several issues concerning safe operation of the facilities, procurement and also the required works for the Station Gateway demolition programme. These issues are outlined below.

1.4. Station Gateway Project & timeline / arrangements for demolition of The Pools

As members will recall the Station Gateway Project is a key part (£23.8M) of the Borderlands Inclusive Growth Deal and has now been through a series of public consultations and funding assessment exercises.

Cumbria County Council are the lead authority for this project, working with a range of key partners including the City Council.

The Station Gateway Project focuses on four key areas for improvement:

- Court Square - Partial pedestrianisation of Court Square and improved pedestrian connections to and from the station.
- Station Interior - Enhancements to the Court Square access, improved facilities for customers and an upgraded and welcoming entrance from George Square.
- George Square (Southern Gateway entrance) from James Street) - Public car parking being relocated to the Southern Gateway to reduce the vehicular traffic at Court Square together with drop-off and bus replacement services.
- Sustainable Transport and Junction Improvements - A focus on improving pedestrian and cycle connectivity

It is the George Square aspect of this project that is material to the debate relating to the Victorian and Turkish Baths.

At present the County Council is still to finalise arrangements for the George Square element of this major project, however the following represents an indication of the likely activity and timeline.

The first phase of demolition will be removal of the former Staples unit on the station retail park. This is due to commence in June 2022 and be completed by the autumn. The demolition of The Pools is currently scheduled to commence in January 2023. The procurement for this by the County Council is due to go out shortly. Once the timeline for the GLL decant to the Sands is confirmed there may be a potential to bring this forward if it aids the Station Gateway programme delivery.

It is not yet clear how long the demolition work and the work to make the Victorian and Turkish Baths a standalone facility will take; this timeline will be settled via the procurement process.

Likewise, there are still other unknowns relating to the impact of the wider Station Gateway project on the ability to access the Victorian and Turkish Baths building whilst other major public realm and highway works are taking place.

The period from the GLL decant will be used for intrusive pre-demolition surveys of demolition site and surveys of the Victorian and Turkish Baths side to establish it as a standalone building, include mechanical and electrical building services. This work will be carried out in the period between GLL decant and demolition and will require the whole property to be vacant.

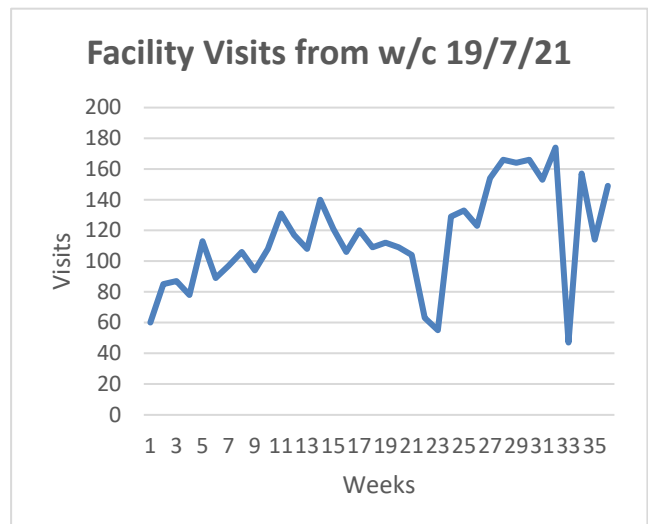
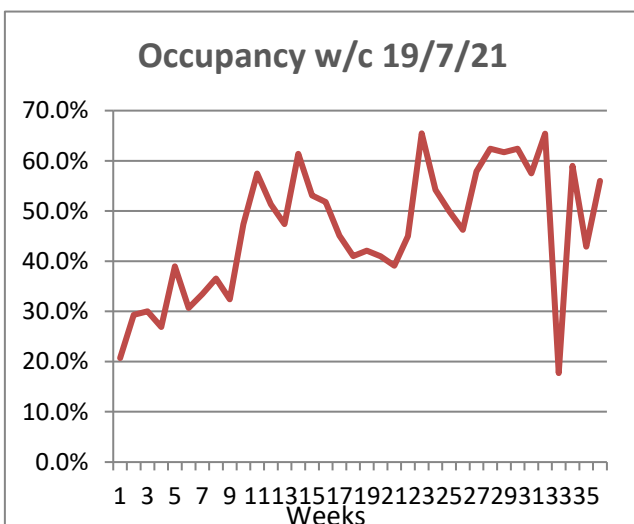
Therefore, the operation of the Victorian and Turkish Baths will have to cease once GLL vacate the building. Attempting to run the Turkish Baths and carry out pre-demolition surveys and intrusive surveys of the remaining property could lead to delays in the demolition project and consequently delay the Station Gateway project. Any delay could lead to additional expense on the Station Gateway project.

The current demolition plans are also looking to establish how the future access and egress will be managed from the standalone Victorian and Turkish Baths.

These preparatory, procurement and demolition / standalone works will all be undertaken in consultation with the Friends group and other relevant and interested parties.

1.5. Current usage and costs related to operation of the Victorian and Turkish Baths

The tables below outline the usage of the Victorian and Turkish baths since re-opening after Covid Restrictions in July 2021 in terms of percentage of maximum occupancy and total individual visits



GLL have carried out a cost analysis for the operation of the Victorian and Turkish baths from the re-opening during w/c 19 July 2021 through to the end of January 2022 (latest available expenditure figures)

Operating Costs Turkish Baths w/c 19th July to end January 2022

Income (customer receipts)	£12,694
Expenditure (Utilities, Staffing and Overheads)	£79,179
Surplus/Loss	-£66,485

2. Risks

2.1 There are no specific risks associated with this report as it is designed to give background information for the deputation. Any future reports on the future use of the Victorian and Turkish baths will provide detailed risk analysis.

3. Consultation

3.1 Not applicable in the context of a deputation background report

4. Conclusion and reasons for recommendations

4.1 That members of the City Council receive this information and consider relevant content in the debate following the Deputation from the Friends of Carlisle Victoria and Turkish Baths.

5. Contribution to the Carlisle Plan Priorities

5.1 The sustainable future use for the James Street Baths will support the successful implementation of the Borderlands-funded Station improvement project. This wider project will support the delivery of vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region.

5.2 The James Street Baths has the potential to contribute to the growth of the tourist and visitor economy of the city. Therefore, identifying a sustainable future use for the building will contribute to the priority of delivering inclusive and sustainable economic growth, by increasing visitor spend and making Carlisle a more attractive place for investment.

Contact details:

Contact Officer: Darren Crossley Ext: 7004

Appendices attached to report:

- Appendix A - Health and Wellbeing Scrutiny Panel (17th February 2022)

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

- None

Corporate Implications:

Legal - There are no legal implications arising from the report which is submitted to facilitate Members discussions following the deputation received earlier in the meeting, pursuant to Council Procedure Rule 10.11(c).

Property Services – The original business case for the new Sands swimming facilities envisaged that the original site would be disposed of once the new facilities were operational. Any commitment to retain the Victorian & Turkish health suite would need to consider how all property costs associated with the facility would be covered going forward.

Finance - As stated in the report, the operation of the Victorian and Turkish Baths is currently undertaken as part of the wider Leisure operation contract with GLL that was procured in 2017. The contract only provides for operation of swimming provision at James St up to the point the new swimming facilities at the Sands become operational.

Any requirement to maintain the provision of the Turkish Baths would require a procurement exercise to be carried out to award a service concession contract (in a similar way to the existing GLL contract).

The Council achieved significant savings in re-tendering the leisure operation contract in 2017 due to the fact that all indoor leisure activities were to be located on a single, fit for purpose site which allowed the leisure operator to reduce costs. Procuring a contract for the operation of the Turkish Baths would potentially require the Council to provide a subsidy to any successful bidder. As this would be a new contract, this would be a budgetary pressure on the Council that is not currently provided for.

As well as operational budgetary requirements, maintaining the building would also require financial support.

Equality –

Information Governance-



Carlisle City Council

Report to Health and Wellbeing Scrutiny Panel

Report details

Meeting Date: 17 February 2022
 Portfolio: Leaders
 Key Decision: No
 Policy and Budget Framework: No
 Public / Private: Public
 Title: James Street Baths and Turkish Health Suite Feasibility Study
 Report of: Deputy Chief Executive / Corporate Director of Economic Development
 Report Number: ED.01/22

Purpose / Summary:

The purpose of this report to give an overview of the key findings of the Feasibility Study for the James Street Baths and adjoining Grade II listed Turkish Health Suite that was commissioned for Carlisle City Council by Cumbria County Council. The study forms part of the ongoing project development work for the Borderland-funded Carlisle Station Improvements project, which is being led by Cumbria County Council.

This report identifies a number of potentially feasible uses for the building and from this, sets out four indicative / potential development schemes for the building, with incrementally greater levels of intervention and cost.

Recommendations:

- That Members of the Health and Wellbeing Scrutiny Panel review the reports provided and discuss the content and agree any recommendations to be made to the Executive.

Tracking

Executive:	
Scrutiny:	HWSP 17 February 2022
Council:	

1. BACKGROUND / SITUATION UPDATE

- 1.1 Carlisle City Council (“the Council”) are currently delivering the £27M Sands Centre redevelopment project. This project will combine the existing entertainment, and leisure facilities at the Sands Centre and existing swimming facility at The Pools sites, to provide an modern contemporary entertainment, leisure and swimming facility at a single location.
- 1.2 The current Pools facility (James Street) comprises of two distinct elements: a 1970’s building containing the 25m pool and the historic James Street Baths building (“the Building”), which includes the 20m and 10m pools and the Edwardian Turkish Baths. The Turkish Baths are of special historic interest and are Grade II listed as the original internal decorative tiling is of high quality and complete, rendering the building a rare example, with only around 20 remaining in England.
- 1.3 The new swimming facilities at The Sands are scheduled to open from late summer 2022. The decant from The Pools will take place around this time and will require a closedown of the pool plant and securing of the site.
- 1.4 Concurrently, with the construction of the Sands Centre, Cumbria County Council, in partnership with the Council, Network Rail and Avanti West Coast have secured £20M of funding through the Borderlands Inclusive Growth Deal for improvements to Carlisle Railway Station. Relevant to the Building is the proposed development of a southern station entrance. As part of this, it is planned that the 1970s building will be demolished to assist with the creation of a new public space. See (fig 1.) below.

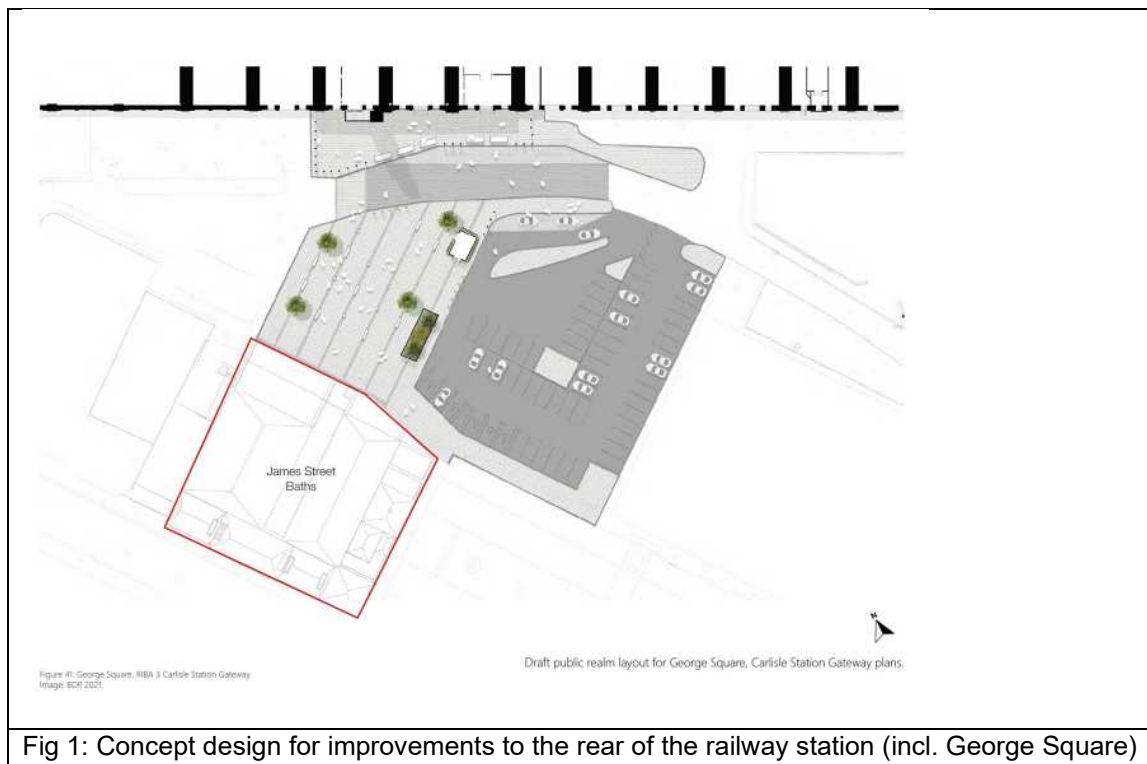


Fig 1: Concept design for improvements to the rear of the railway station (incl. George Square)

- 1.5 The future use of the Building falls outside the scope of the Borderlands project, however there is provision within budget for the demolition of the modern 1970's section of The Pools facility, making good the external elevations that will be revealed and ensuring that the building can be operated independently once it has been separated.
- 1.6 As part of the development of the Station project Cumbria County Council, in partnership with the Council, have started to prepare for the demolition. Specialist support is being sought for design, procurement and project management services. It is expected that the demolition will commence in early 2023.
- 1.7 At present the arrangements following GLL's vacation are still being discussed but will be governed by existing budget arrangements. Interim security arrangements will be implemented including regular inspections in line with insurers requirements.
- 1.8 During this time, it is anticipated that further intrusive pre-demolition surveys will be undertaken to prepare the site for demolition with the intention to handover the site to the demolition contractor at the earliest opportunity.
- 1.9 The demolition process will also include separation of the services to allow the Building to function as a standalone entity.

2. OVERVIEW OF FEASIBILITY STUDY

- 2.1 As part of the development of the Station project a feasibility study ("the Study") has been commissioned by Cumbria County Council, on behalf of Carlisle City Council, to explore the future potential of the Building.
- 2.2 Undertaken by Mott MacDonald and BDP, the Study is not intended to provide a definitive solution to the future of the Building. It investigates and evaluates the feasibility of potential uses of the site and proposes possible schemes for the Building of varying levels of intervention and cost. The Study should also be read in tandem with the Statement of Significance of the listed asset that was also commissioned to support the work.
- 2.3 To inform the potential uses, the Study has explored precedent projects across the country that have reinvigorated a Victorian and/or Edwardian Public Baths typology into a mixture of end uses, ranging from traditional swimming and leisure, to arts and gallery venues, cafes and public libraries. Each of these precedent studies have helped to test and demonstrate the appropriate scale and potential for the Building.
- 2.4 Following the review of these case studies, the Study identifies a number of potential feasible uses:

1. Private spa facility

A potential use could be for the Building to be used as a day spa, in keeping with the original use, to provide a health and wellbeing offer to residents and visitors. However, the potential for a spa development would need to be carefully considered within the context of a visitor economy offer which is growing in a different area of the city centre. Market assessments would need to be undertaken by any end user of such a facility to determine investment and potential returns.

2. Civic and public sector functions

Another potential use could be for the Building to be used to house small-scale civic and public sector functions, given its location near the railway station. However, this option would need to form part of a wider rationalisation of civic/public sector use in the city centre, possibly in the context of Local Government Reorganisation and take account of other developments such as the Citadel project.

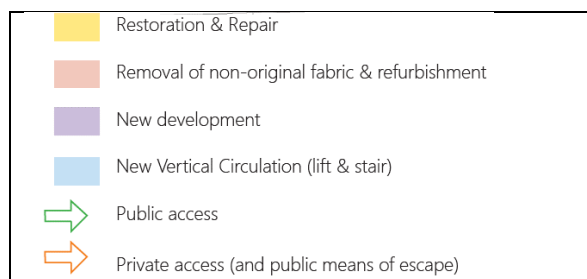
3. Events and conferencing space

An alternative potential use could be for the Building to be used for conferencing and events. This option would require a more detailed assessment of the potential demand for events space in this location, including other developments such as the Citadel project.

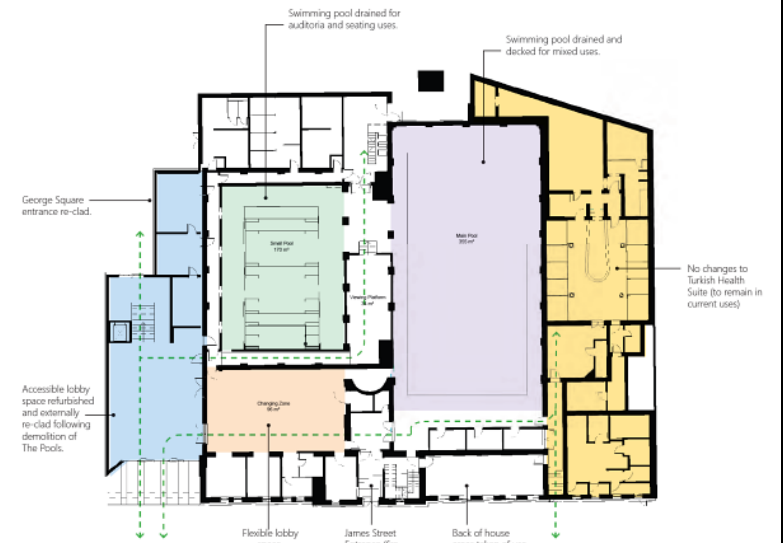
4. Community Asset Transfer (CAT) / Retention as a heritage asset

A further potential use could be for the Building to be used as a local heritage visitor attraction, with the Council transferring the management of the building to a registered charity through a CAT. The charity could in principle continue to operate the facility as a Turkish Baths with additional ancillary / complementary uses.

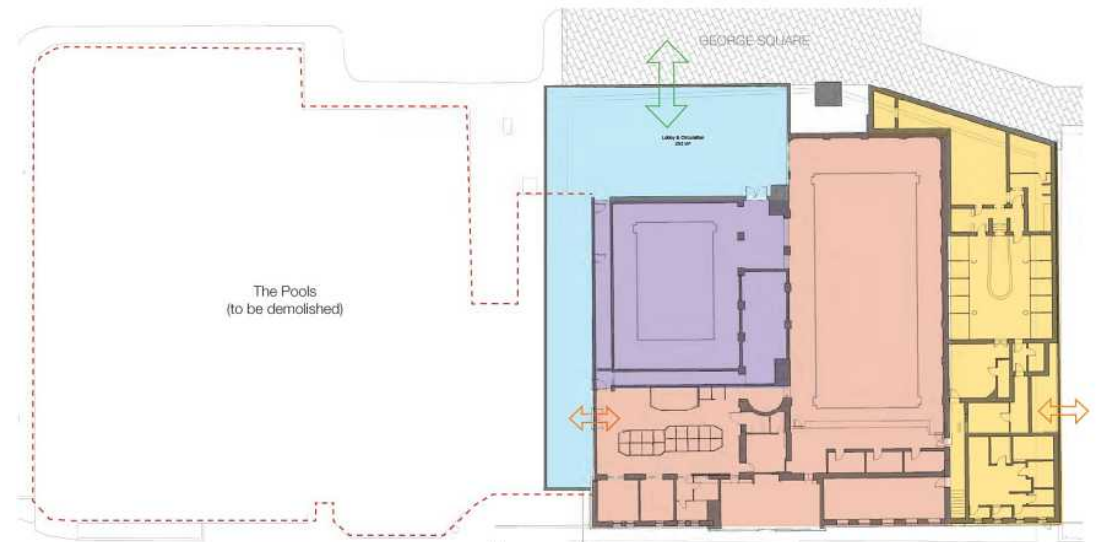
2.5 Mott MacDonald / BDP have developed four potential schemes for the building, with incrementally greater levels of intervention and cost. These are set out in Figure 2 below, which should be read in conjunction with the key below



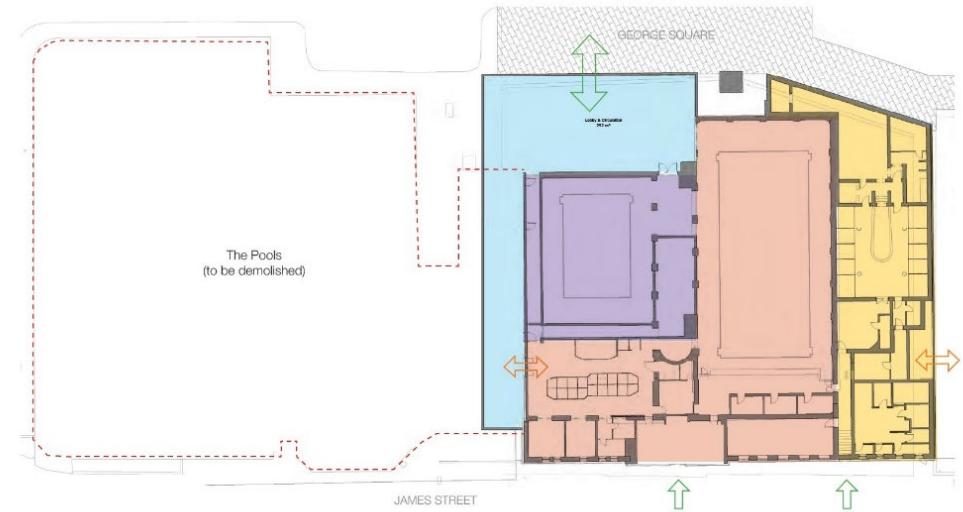
Do Something
'Scheme



Low Intervention
Scheme



Medium Intervention Scheme



High Intervention Scheme

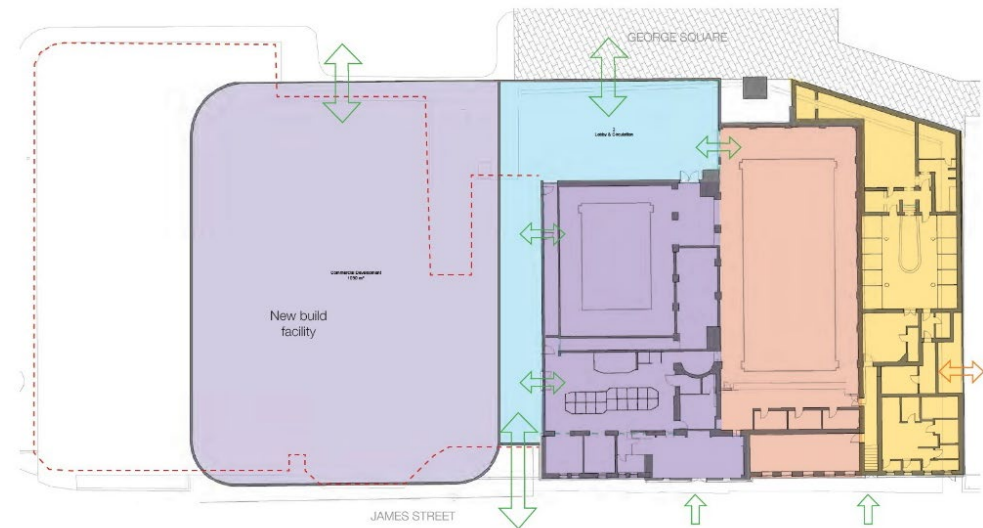


Figure 2: Mott MacDonald / BDP Proposed Scheme Layouts

2.6 Mott MacDonald / BDP have undertaken an appraisal has been undertaken on the three options, setting out the pros and cons of each

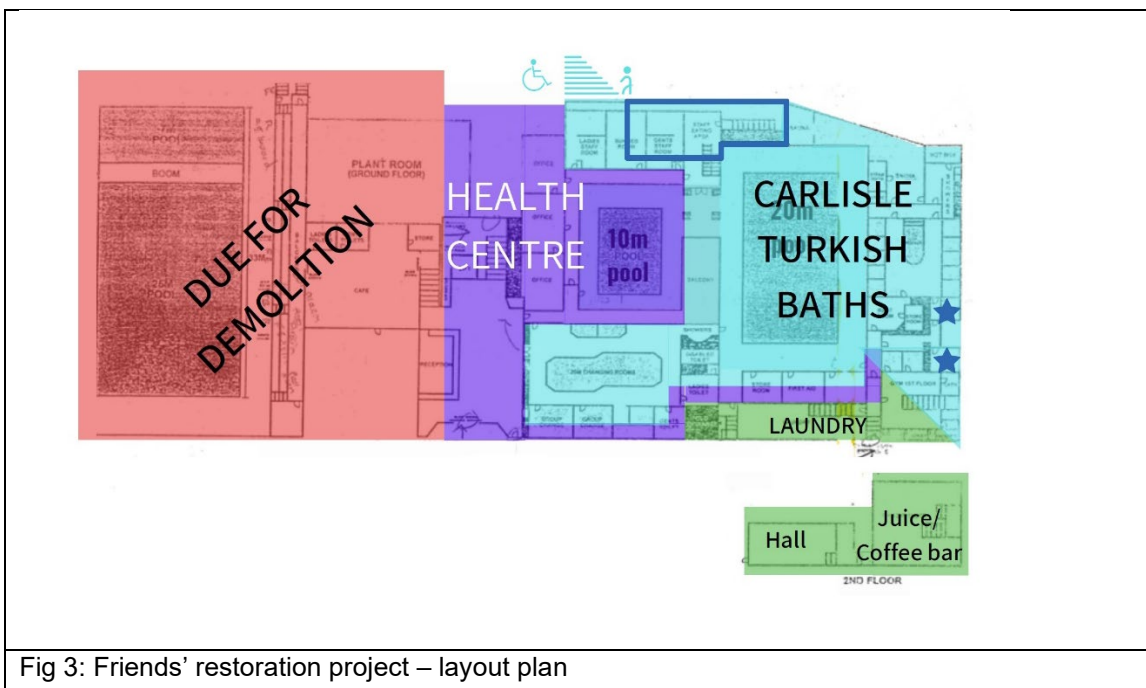
Option	Rough Order of Magnitude (ROM)	Pros	Cons
<p>‘Do Something’ Scheme</p> <ul style="list-style-type: none"> • Drain the water from the swimming pools and deck over. • Clad the existing tiled surfaces and remove the suspended ceiling in the swimming hall. • Refurbishment of existing entrance lobby 	<p style="text-align: center;">Circa £2.94m</p>	<ul style="list-style-type: none"> • A lower cost solution that is more deliverable. • Allows the space to be used flexibly but also enable the interventions to be reversed at a later date if required. 	<ul style="list-style-type: none"> • This proposal would not address the wider station masterplan or the surrounding development areas. • The retained entrance lobby will require significant refurbishment and re-cladding in high quality materials to appropriately uplift the space.
<p>Low intervention Scheme</p> <ul style="list-style-type: none"> • Retain part of the 1970’s extension (the entrance lobby) whilst refurbishing and restoring the original finishes throughout the Baths. • Creation of new circulation core within the existing walls and voids of the existing building. • Retains James Street as the primary entrance but reorganise access within the stair core space. • The rear of the Baths facing George Square (Station Gateway) remains as service access only. 	<p style="text-align: center;">Circa £7.40m</p>	<ul style="list-style-type: none"> • Access to the main James Street Baths staircase and secondary entrance to James Street is available via the double doors to the south elevation of the building, complete with decorative tiled surround. • A new lobby within the existing stair core / entrance is proposed to give level access (via a lift) to all levels of the building from James Street. • The existing entrance lobby (addressing the west elevation) can be retained and re-clad to overcome the sites issues with changing levels. 	<ul style="list-style-type: none"> • Facing primarily onto James Street, this proposal would not address the wider station masterplan or the surrounding development areas. • The retained entrance lobby will require significant refurbishment and re-cladding in high quality materials to appropriately uplift the space. • The ROM for this option requires substantial funding / investment which would take time to secure with delivery likely to be in phases.

<p>Medium Intervention Scheme</p> <ul style="list-style-type: none"> Remove non-original structures (walls) and finishes from the existing swimming pool halls to fit out for proposed uses and functions. Repair and restoration of the historic features of the Turkish Health Suite. Demolition of a small proportion of non-original existing structures to construct a new entrance extension. The extension would address the level change to the West elevation. 	<p>Circa £10.81m</p>	<ul style="list-style-type: none"> A new build extension building within the existing footprint would give level access (via a lift) to all levels of the building from George Square. Opportunity to tie in to proposed George Square landscaping, extending the paving alongside the new extension. 	<ul style="list-style-type: none"> This medium-level of intervention removes a portion of the existing building (although this is arguably one of the less important areas). The existing functional layout and working practices of James Street Baths are reorganised and rationalised The ROM for this option requires substantial funding / investment which would take time to secure with delivery likely to be in phases.
<p>High Intervention Scheme</p> <ul style="list-style-type: none"> Remove non-original structures and finishes from the existing swimming pool halls. Retain the large pool hall to a new use related to the Turkish Baths whilst converting the smaller pool hall to a function relating to the new use on the adjacent site. Repair and restoration the historic features of the Turkish Health Suite maintaining their future viability as a health and wellbeing suite. Demolition of a small proportion of non-original existing structures to construct a new entrance extension. 	<p>Circa £31.05m</p>	<ul style="list-style-type: none"> A new lobby within a new extension structure would give level access to all levels of the building from George Square. Large extension improves the future viability, development costs and overall usability of the existing building. Heritage positive - this option would not require any signification building fabric alterations within the existing building, with all new vertical circulation (lifts and stairs) proposed in new-build areas. 	<ul style="list-style-type: none"> Limitations will be placed on the scale, form and design of the new build facility due to its proximity to the listed building and conservation area setting. Design quality is crucial to achieving positive development that does not overshadow the significance and speciality of the existing building. Could preclude future proposals for the reuse of the footprint of the cleared Pools site, related to the enhancement of the Station (e.g., transport interchange)

<p>This extension would connect to the older structure via an atrium space.</p>			<ul style="list-style-type: none"> • The ROM for this option requires significant funding / investment which would take time to secure (over several years) with delivery likely to be in several phases.
<p>Table 1: Scheme assessment</p>			

3. FRIENDS OF CARLISLE VICTORIAN AND TURKISH BATHS PROPOSALS

- 3.1 The Friends of Carlisle Victorian And Turkish Baths are a group of volunteers that have been campaigning to protect and develop the Building as a health and well-being centre. The Friends have set out a vision; this proposes to create a new, fully accessible facility with its main entrance facing the improved the rear entrance to the station.
- 3.2 In order to realise the full potential of the Building, the Friends have proposed a restoration project with three elements. The first is to increase the capacity of the Turkish Baths by making the 20m pool and its changing rooms part of the offer and by creating a cafe bar and treatment rooms. The second is a new health centre that would include the existing 10m pool, which would be refurbished as a hydrotherapy pool. The third element is the creation of community hub and laundry service, that would operate as a charity or Community Interest Organisation. A proposed layout is indicated in Figure 3 below.



- 3.3 Full costs and funding for the delivery of the project have yet to be identified but the Friend have indicated that Heritage Lottery Fund funding would be sought to fund the restoration project.

4. NEXT STEPS

- 4.1 Once GLL have decanted preparation for demolition will commence with the intention of handing over possession of the building to the demolition contractor ASAP.

However, there will inevitably be a time delay between GLL vacating and demolition commencing with the associated costs, however at this stage they are unknown.

4.2 At present the arrangements following the GLL decant from The Pools are still being discussed but will be governed by existing budget arrangements. There is no budget assigned to the operation of the Turkish Baths when the new Sands Leisure centre starts operating.

4.3 There will be need for intrusive pre-demolition surveys to be undertaken to prepare the site for demolition and these would have an impact the ability to keep the Turkish Baths operational.

4.4 The next steps for the Council are to begin to work through the available options for the Building. These are:

- Market Testing

One option is to undertake some market testing in order to ascertain whether there is any market interest in the Building for the building to be managed and operated by the private sector. The feasibility study could be used inform and support this exercise.

- Community Asset Transfer (CAT)

Another option would be for transfer of the management and/or ownership of the Building to a community organisation at less than best consideration. As well as taking over the day to day running of the Building any group entering in to a CAT would also be responsible for its ongoing repairs, maintenance and management.

- Close down

If the market testing or CAT options are not fruitful and no new operator for the Building is identified, then the option to close down the facility may need to be considered.

5. CONCLUSION AND REASONS FOR RECOMMENDATIONS [ALL]

5.1 The Council are currently nearing completion on the £27M Sands Centre redevelopment that will combine the existing facilities at the Sands Centre and The Pools sites at a single location.

5.2 The Borderlands Inclusive Growth Deal is funding improvements to Carlisle Railway Station, including the development of a southern station entrance. As part of this, it is planned that the 1970s building of The Pools will be demolished to enable the creation of a new public space. Preparations for the demolition have begun and it is expected to commence in early 2023. The historic James Street Baths building, which includes the 20m and 10m pools and the Edwardian Turkish Baths are to be retained.

- 5.3 A feasibility study has been commissioned, which identifies a number of potential feasible uses for the James Street Baths building and from this, sets out a four indicative / potential development solution. The level of intervention and cost increases incrementally for each option, ranging from low intervention with an estimated cost of £2.9m rising to high intervention with a cost of £31m. All these require funding to be secured in order to be deliverable. An additional consideration is that more costly schemes of larger scale would require funding / phasing over a number of years.
- 5.4 The Friends of Carlisle Victorian And Turkish Baths are a group of volunteers that have been campaigning to protect and develop the Building as a health and well-being centre. The Friends have set out a vision that proposes to create a new facility that would include an expanded Turkish Baths offer, a new health centre and community hub and laundry service. that would operate as a charity or Community Interest Organisation. Funding has yet to be identified but the Friends have indicated that Heritage Lottery Fund funding would be sought.
- 5.5 The next steps for the Council are to begin to work through the available options for the Building. These are to progress a market testing exercise in order to ascertain whether there is any market interest in the Building for the building to be managed and operated by the private sector. Another option to explore is the potential to transfer of the management and/or ownership of the Building to a community organisation. If neither of these options provide a solution then the option to close down the facility may need to be considered.
- 5.6 On this basis, Members of the Health and Wellbeing Scrutiny Panel are asked to
- Note the latest updates set out in the report regarding the completion of the Sand Centre and the decanting of The Pools Facility.
 - Consider the Feasibility Report and Statement of Significance appended to this report and provide feedback on the potential solutions for the James Street Baths and adjoining Turkish Health Suite that have been prepared by Mott MacDonald and BDP.
 - Note the vision and proposals for the James Street Baths and adjoining Turkish Health Suite set out in the report that have been articulated by the Friends of Carlisle Victorian And Turkish Baths.
 - Note the next steps set out in the report and provide feedback on the options that have been proposed to be progressed.

6. Contribution to the Carlisle Plan Priorities

- 6.1 Identifying a sustainable future use for the James Street Baths will support the successful implementation of the Borderlands-funded Station improvement project.

This wider project will support the delivery of vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region.

- 6.2 The James Street Baths has the potential to contribute to the growth of the tourist and visitor economy of the city. Therefore, identifying a sustainable future use for the building will contribute to the priority of delivering inclusive and sustainable economic growth, by increasing visitor spend and making Carlisle a more attractive place for investment.

Contact details:

Contact Officer: Steven Robinson Ext: 7535

Appendices attached to report:

- Appendix 1: James Street Baths and Turkish Health Suite Feasibility Study
- Appendix 2: James Street Baths Statement of Significance

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

- None

Corporate Implications:

Legal	<p>(1) Section 2 of the Local Authorities (Land) Act 1963 gives the Council powers to develop land, combined with Section 111 of the Local Government Act 1972 which gives the Council power to do anything which is calculated to facilitate or is conducive or incidental to the discharge of any of its functions. These powers in combination should be sufficient to enable the Council to carry out the development and apply for any planning permissions which may be required.</p> <p>(2) The Turkish Baths is an Asset of Community Value and is registered on the Council’s Community Asset Register. This registration means that statutory procedures are to be adhered to when dealing with this land in relation to a future disposal.</p>
Property Services	<p>Carlisle City Council’s Asset Management Plan identifies three key principles for holding property; those required for operational service delivery, investment and economic development purposes. The James Street Baths and Turkish Health Suite were originally held as an operational asset. The Council decided to replace the facilities at James Street with a new purpose-built facility at The Sands Centre. As part of the business</p>

	<p>case for the development, valuation advice was obtained and at the time it was envisaged that the James Street assets would be disposed of.</p> <p>If the Council now wishes to retain the asset and repurpose it to support its Economic Development aspirations budget will need to be identified to cover not only the redevelopment costs and ongoing maintenance and potential running costs but also the immediate holding costs whilst proposals for future use are developed. Given the age and nature of the asset these could be significant as vacant buildings can rapidly deteriorate and become a magnet for vandalism and antisocial behaviour.</p> <p>Long term, unless a financially viable use can be found for the building it will remain a significant financial burden for the authority.</p>
Finance	<p>This report highlights various options from a feasibility study into solutions for the Turkish baths building once swimming provision is moved to the new Sands Centre. The report identifies various options that would require financial cost. These range from £2.9m to £31m for the highest intervention works.</p> <p>No provision is made in the Council's budget (both revenue and capital) for any ongoing financial requirement for the operation or investment in the building. Any proposed intervention would therefore have to be funded; capital works from borrowing and any ongoing revenue support from revenue reserves. The report does not make any indication of the ongoing revenue implications associated with the various options.</p>
Equality	<p>The James Street Baths was listed as an Asset of Community Value on 25 November 2021, under the Localism Act 2011.</p>
Information Governance	

James Street Baths and Turkish Health Suite

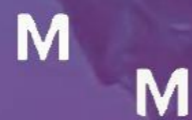
Feasibility Study

November 2021

Prepared by:
BDP
with Mott MacDonald
and BB Heritage Studio

On behalf of:
Cumbria County Council
Carlisle City Council

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Report Verification

Rev	Date Purpose	Created	Checked	Approved	Client Authorised	Client Signature
P01	21/07/2021 Draft Issue for Internal Review	Louise Taylor Architect	Peter Jenkins Architect Director	Peter Jenkins Architect Director	N/A -	N/A -
P02	05/08/2021 Draft update for Internal Review	Louise Taylor Architect	Peter Jenkins Architect Director	Peter Jenkins Architect Director	N/A -	N/A -
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P06	21/01/2022 Final draft for Client Review	Louise Taylor Architect	Peter Jenkins Architect Director	Peter Jenkins Architect Director	N/A -	N/A -

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1.0 Overview

The project brief from Carlisle City Council sets out the proposition to explore the future potential of the James Street Baths and adjoining Grade II listed Turkish Health Suite, whilst ensuring the significance, heritage and community value of the listed asset is protected.

Carlisle City Council are currently nearing completion on the ~£25 million Sands Centre redevelopment. The project will combine 'The Sands Centre' and 'The Pools' (currently on James Street) sites to provide first-class entertainment, leisure and swimming facilities at a single location for the City.

As a result, 'The Pools' on James Street will close to the public, and it is planned that the 1970s swimming block will be carefully removed from the site thereafter. James Street Baths sits in the shadow of the Grade II listed curtilage wall of Carlisle Railway Station (the station is Grade II*), with both assets within the Carlisle City Centre Conservation Area.

Cumbria County Council, in partnership with Carlisle City Council, Network Rail and Avanti West Coast have secured ~£20 million of funding through the Borderlands Inclusive Growth Deal for improvements to Carlisle Railway Station. Relevant to James Street Baths is the proposed development of a southern station entrance, improving on the current condition of the rear station access.

A new entrance facing James Street will positively reactivate the areas to the south of the railway line, and bring with it the opportunities for regeneration and growth. It is intended that the James Street Baths will remain at the centre of the redevelopment of the area.

The James Street Baths is currently owned and operated by Carlisle City Council and the scope of the study is to demonstrate a number of strategic approaches to reinvigorating and preserving the Baths for the future, along with testing the constraints and opportunities offered by the historic building context.

BDP have previous experience in developing similar scale historic buildings into award winning contemporary commercial, residential and culture destinations. Through this study we have also explored precedent projects that

have reinvigorated a Victorian and/or Edwardian Public Baths typology into a mixture of end uses, ranging from traditional swimming and leisure, to arts and gallery venues, cafes and public libraries.

Each of these precedent studies have helped to test and demonstrate the appropriate scale, and the strong potential, for the Grade II listed James Street Baths and Turkish Health Suite, in the hope that in the future the site can emulate the success already achieved by these other relevant projects.

In addition to illustrating the potential possibilities for activating the existing buildings, the output from this study is intended to allow an outline order of cost to be developed by a Quantity Surveyor, following on from the indicative cost estimate provided in the appendices of this report, thereafter facilitating decision making by Carlisle City Council to progress with developing, funding and implementing their preferred scheme.

It is not intended that this report will provide a complete solution to the development of the James Street Baths, however it will begin to investigate and evaluate the feasibility of a development project, and the potential of a the site and existing building, whilst proposing a way forward for the building.

This report should also be read in tandem with recent visual survey reports relating to the Building Services and Structural Engineering (completed by Mott MacDonald) of the existing building and the Statement of Significance of the listed asset (prepared by BB Heritage Studio), procured to support this study.

Currently, a proposed Project Timeline (subject to change):

Stage 1 -	Statement of Significance;
Stage 2 -	Feasibility Study (this report);
Stage 3 -	Community Consultation, Order of Costs and Economic Appraisal/ Outline Business Case;
Stage 4 -	Operator Engagement;
Stage 5 -	Project launch (RIBA Workstages 2-4);
Stage 6 -	Construction (RIBA Workstage 5).



Figure 1: The Turkish Health Suite, James Street Baths, Carlisle.
Image: <https://www.discovercarlisle.co.uk/See-Do/turkish-baths-and-victorian-health-suite>



Figure 2: Cornerstone of the Carlisle public baths, c.1883. Image: BDP, site visit, August 2021



Figure 3: Rear of the Carlisle public baths. Image: BDP, site visit, August 2021

2.0 Project Context & Objectives

2.1 Historic Context

The key point of this feasibility study is to identify an appropriate approach to the continued use of the James Street Baths and Turkish Health Suite, to align with the proposals to reinvigorate the surrounding 'Southern Gateway' areas to the south of the railway station.

England's first genuinely *public* baths were built as a result of the 1846 Baths and Wash-houses Act. The Industrial Revolution was at its height; workers were swarming into towns from the impoverished countryside to work in the nearby factories and railways, and living-conditions were poor. It was the spread of typhus and cholera that first prompted concern about public cleanliness on a regional scale. The poor were the most deprived of water; they lived in hastily-built and overcrowded houses, without proper plumbing, ventilation or drainage. Workers were given a helping hand when the 1846 Baths and Wash-houses Act was passed. This legislation was a response to the successful experiments in providing public baths in Liverpool and the Glasshouse Baths near London Docks.

The Baths and Wash-houses Act 1846 fixed the maximum fees bathers could be charged for entry. For a small price, users received clean water and the use of a towel. Higher fees were charged for the more superior facilities, which in a first-class private booth might include a carpet, chair, mirror, brush and comb.

The private baths were enclosed in a compartment and they were usually of the 'slipper' type. In many cases, there were no taps inside so the attendant controlled the temperature of the water from outside. In other baths, particularly first and second class ones, the bathers had taps inside the rooms. For those who could afford it, the ultimate in luxury was the Turkish Bath which were available in most large cities.

Prior to the construction of Carlisle Citadel Station the area to the south of the city was already dominated by a large number of mills and industrial complexes. The construction of the station in 1847 led to the formation of a new road layout to this area. The alignment of James Street was well established by this time, terminating in Mill Street which

then crossed the river. A parcel of land was formed at the junction of James Street and Wood Street which in 1868 remained unbuilt. This was to become the location for the public baths. The first phase of the James Street Baths, which contained the public swimming pools, was constructed circa 1883 (opened 1884) and therefore falls into the late Victorian period.

The baths consisted of a 1st class plunge pool, a 2nd class plunge pool both, with associated dressing boxes, 1st and 2nd class private baths. There were separate ladies facilities which consisted of a ladies waiting room, 1st and 2nd class private baths and a ladies plunge pool. At the rear was a laundry area with a workshop below and a storeroom above and a space reserved on the site for a Turkish Baths. On the James Street frontage the building contained a residence for the attendant which had a kitchen at basement level, office and lounge at ground floor, and bedrooms at first floor. The second phase of the James Street Baths which contained the Turkish Baths was opened in 1909 and therefore falls into the Edwardian period.¹

The Turkish baths were constructed set back from James Street leaving a parcel of land to the James street frontage. This was reserved for an extension to the public baths to provide more slipper baths. By the 1928 this extension had been completed and the James Street frontage infilled.

In recent times there are numerous examples of finding modern uses for these historic facilities. In addition to becoming hugely popular attractions in their own right, anecdotal evidence also suggests that these redevelopments can provide a significant catalyst for wider growth of local daytime and evening economies.



Figure 4: 'Teaching schoolboys to swim', Kensington, London - 1901.

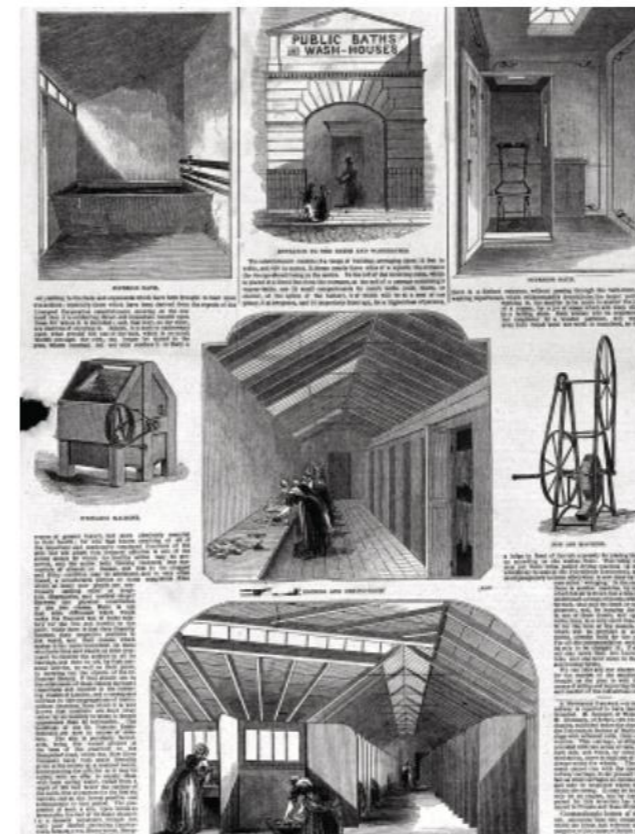


Figure 5: Details of St. Pancras Baths and wash houses, gazetteer references, 1846. Source: <https://wellcomecollection.org/works/qbdhqt3k>

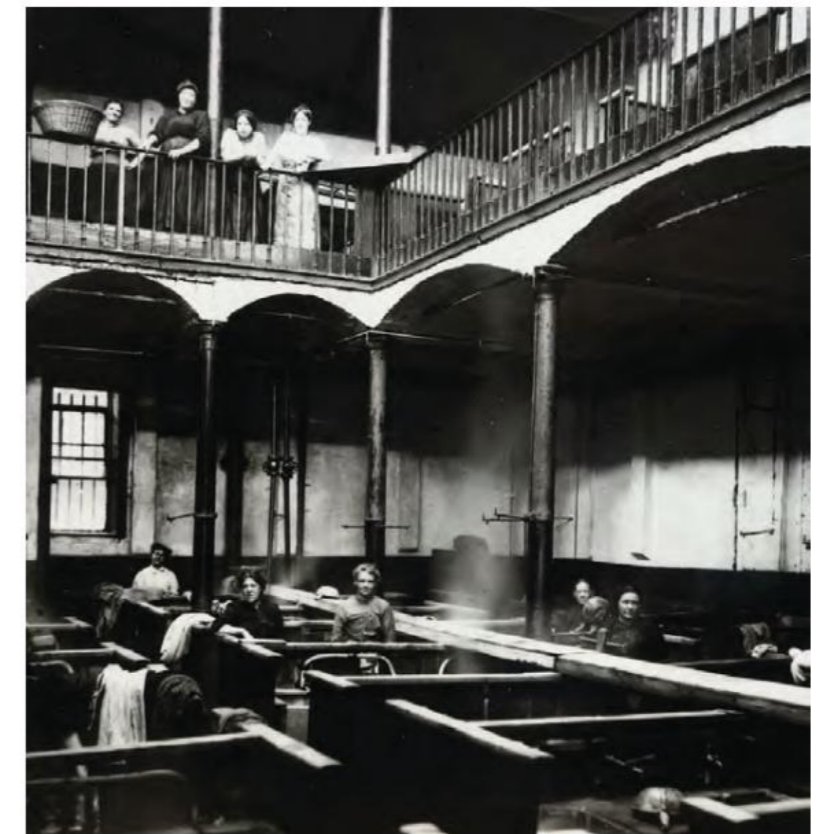


Figure 6: Upper Frederick Street Wash House, Liverpool, 1914. Source: <https://thereaderwiki.com/en/Bathing>

¹ James Street Baths, Statement of Significance, BB Heritage Studio (2021).



Figure 7: West elevation visible and foundations of the new Carlisle public baths, c.1974. Source: Cumbria Image Bank. ref: ct09040



Figure 8: Foundations of the new Carlisle public baths, c.1974. Source: Cumbria Image Bank. ref: ct08301



Figure 9: The Turkish Health Suite at James Street Baths, 1928. Official photograph for pageant. Source: Cumbria Image Bank. ref: ct15534



Figure 10: James Street Baths, c.1974. Foundations of new baths in foreground. Cumbria Image Bank. ref: ct08095



Figure 11: Corner of James Street / Wood Street c.1957, prior to construction of 1974 Pools building. Cumbria Image Bank. ref: ct48097



Figure 12: James Street Baths swimming pool, undated, Cumbria Image Bank. ref: ct40660

2.2 Physical Context - Setting

The set of Edwardian Turkish Baths constructed in 1909 are designated as a Grade II listed historic building. However, objects, structures and buildings affixed to a listed building or within its curtilage are often also protected by listing. This gives protection and due consideration to the 1848 Swimming Pools adjacent to the Turkish Baths. As in general, any pre-1948 structure that formed part of the land and was in the curtilage of the principal listed building at the date of listing and is ancillary to the principal building is considered to be part of the listing.

(A) James Street Baths Phase 1

The building, built in phases from 1884 onwards, was designed to accommodate publicly funded swimming facilities. The Turkish Health suite was added as a later addition in 1901. The site of the baths remained principally unchanged through to the 1960's. The building was then redeveloped in the 1970's as part of a regeneration process which would reservice the building and provide a large gala sized pool and fitness suite (gym) on the adjacent site.

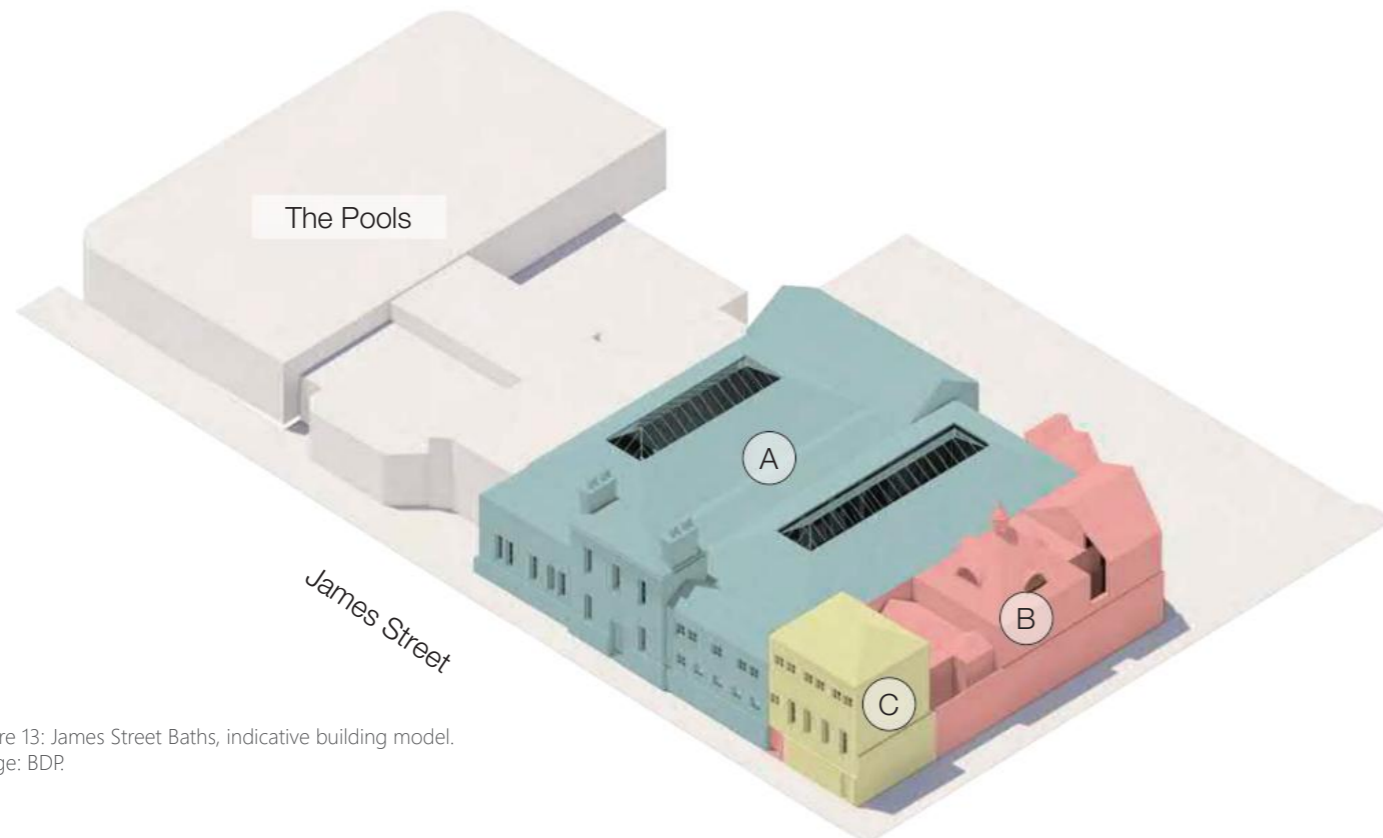


Figure 13: James Street Baths, indicative building model. Image: BDP.

(B) Turkish Health Suite Phase 2

The Turkish Baths, featuring floor to ceiling fine tiling, glazed faience work tiles and double-height vaults is a rare example of the British Turkish Baths typology and is praised for its completeness. This building is an increasingly rare example of a once common building form, of which only around 20 remain in England; it compares very favourably with the eight existing listed Turkish Baths.

(C) Circulation Phase 3

A final addition to the complex was constructed in phase 3, including an additional staircase with glazed roof vent light.



Figure 14: James Street Baths, photographed from James Street, 2021. Image: BDP.

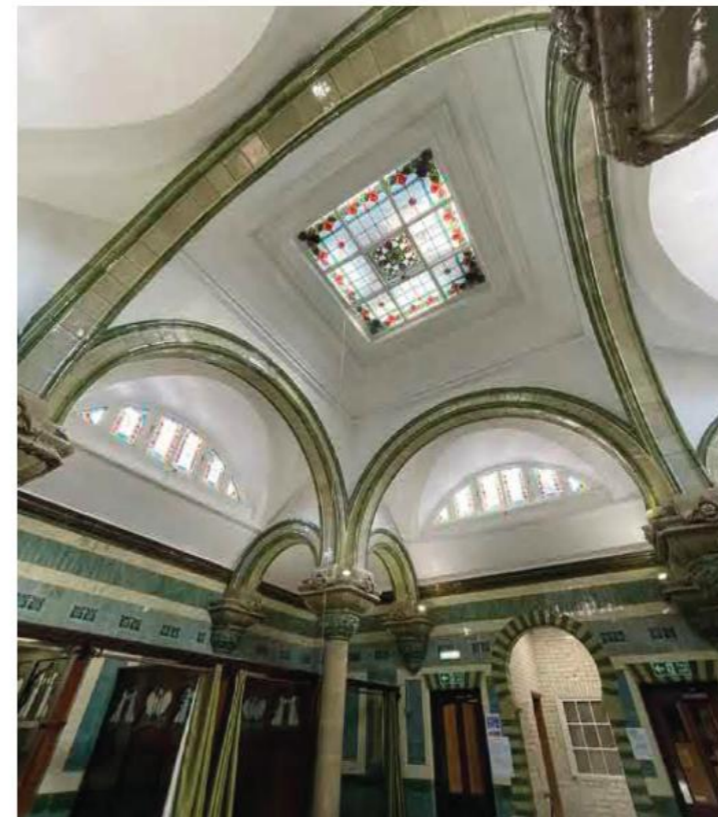


Figure 15: Turkish Baths Health Suite, inside James Street Baths, 2021. Image: BDP.

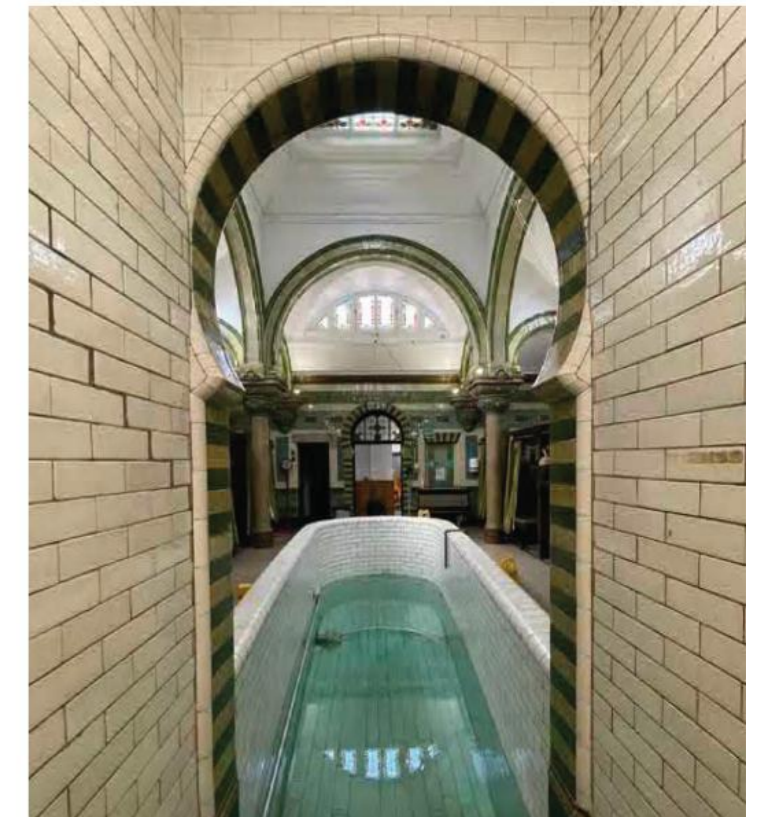


Figure 16: Turkish Baths Health Suite, plunge pool, 2021. Image: BDP.

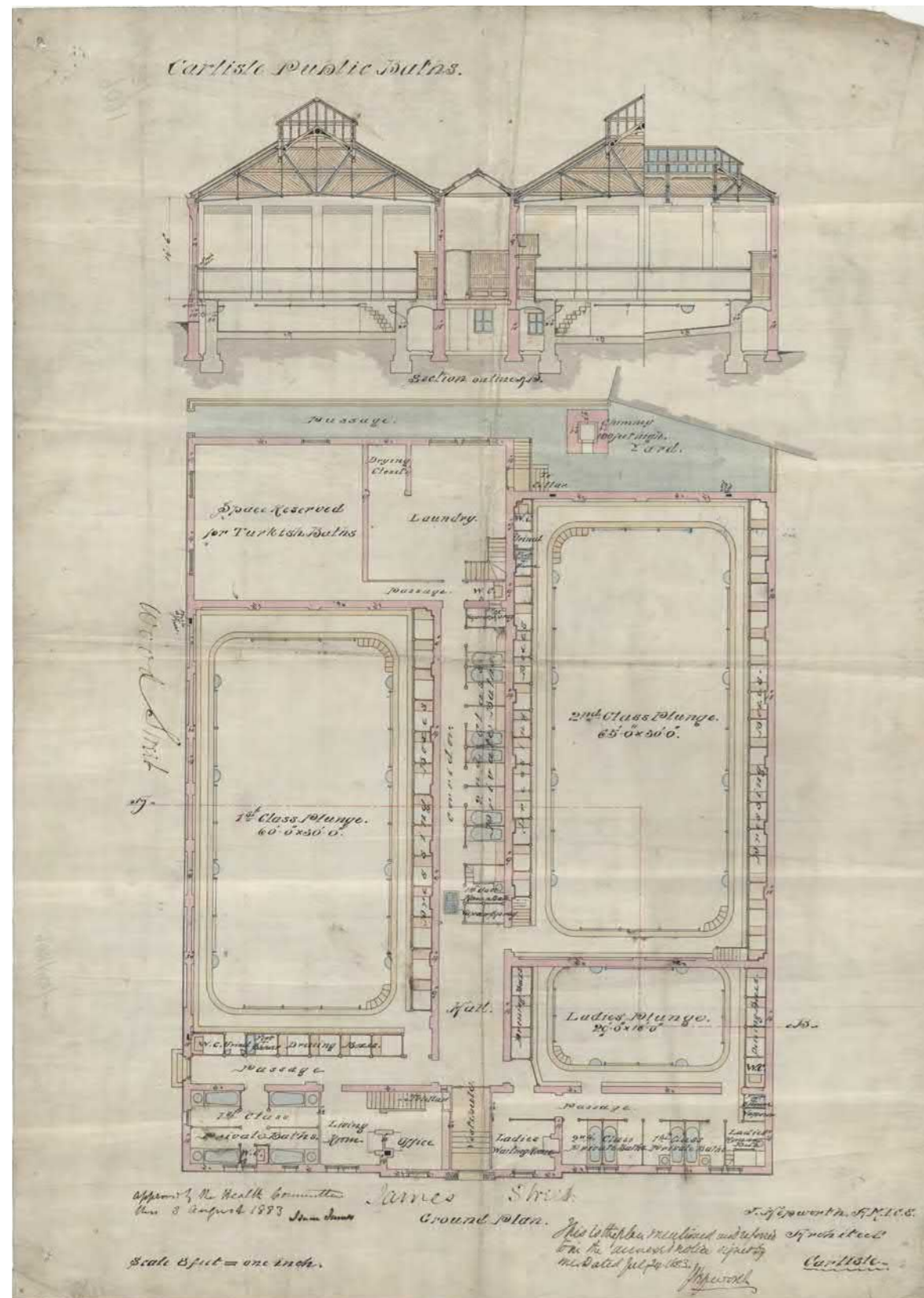


Figure 17: James Street Baths, architects plan (Pre-Turkish Health Suite addition), 1883.
Carlisle Archive Centre

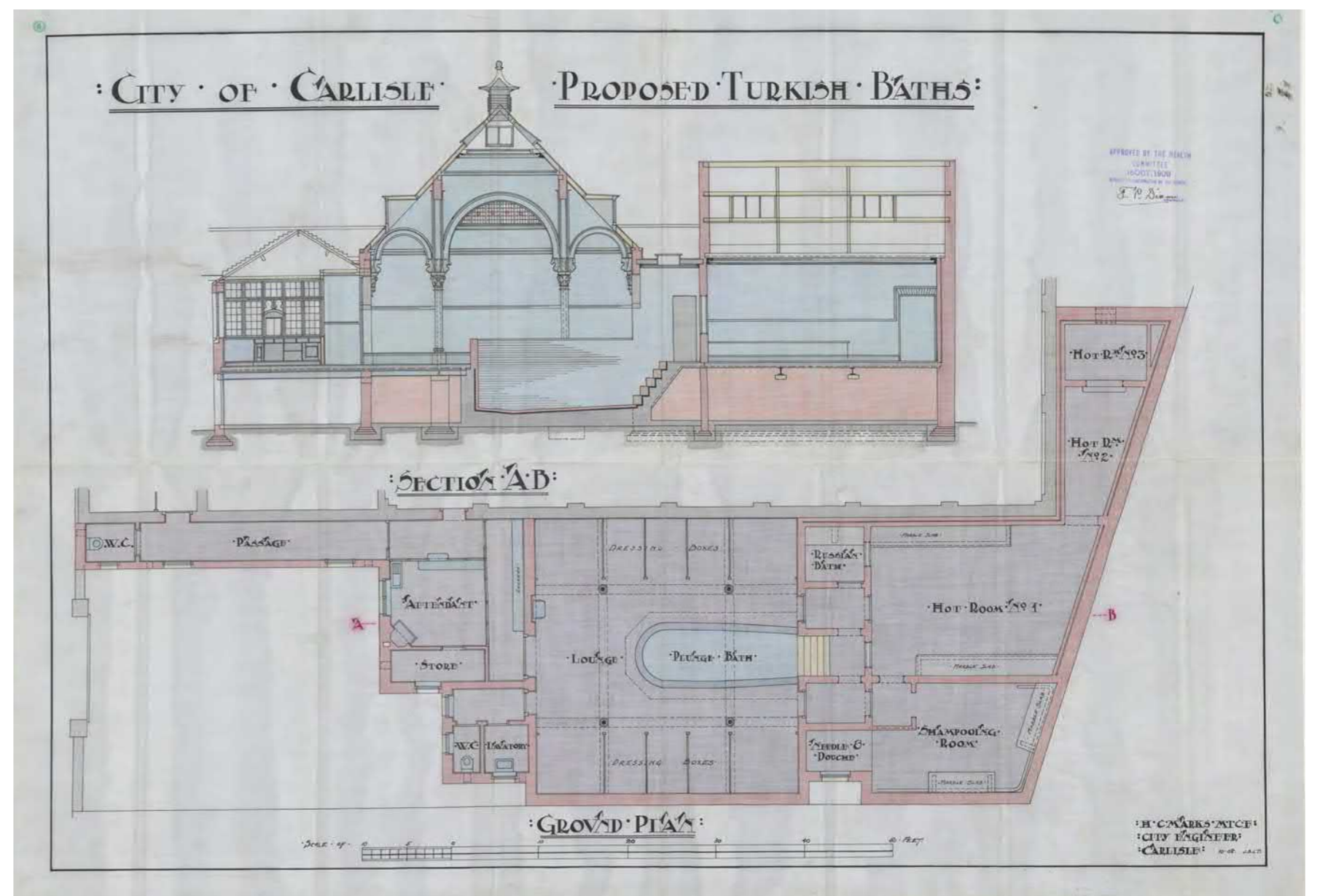


Figure 18: Turkish Health Suite, architects drawing, 1908.
Carlisle Archive Centre

2.3 Physical Context - Exterior

The most prominent south elevation consists of a later two-storey block with a hipped roof of slate incorporating the original access corridor (to the Turkish Baths) which is now entered through a plain entrance with a modern door from James Street.

To the east (viewed from existing Matalan carpark) the Turkish Health Suite can be seen as a double height, single-bay square building with a pyramidal roof containing four

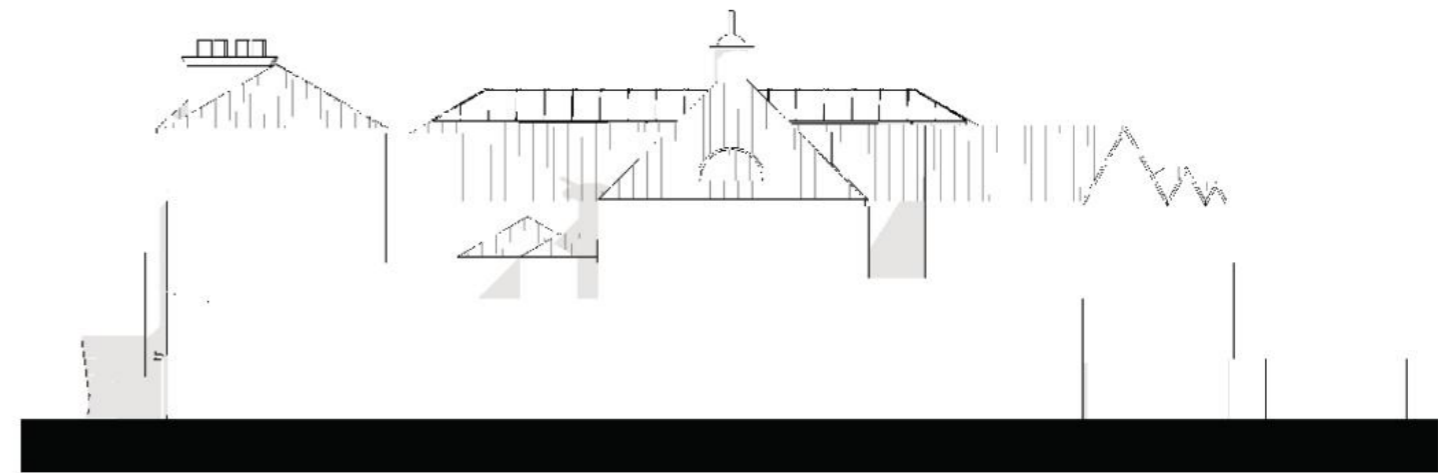
large thermal windows with mullioned frames and four rectangular roof lights; a decorative lantern surmounts the apex of the roof.

A small two-storey toilet block with a hipped roof projects to the left with the attendant's room, also hipped, to the rear. To the right are separate but linked plain L-shaped two-storey blocks with pitched roofs.

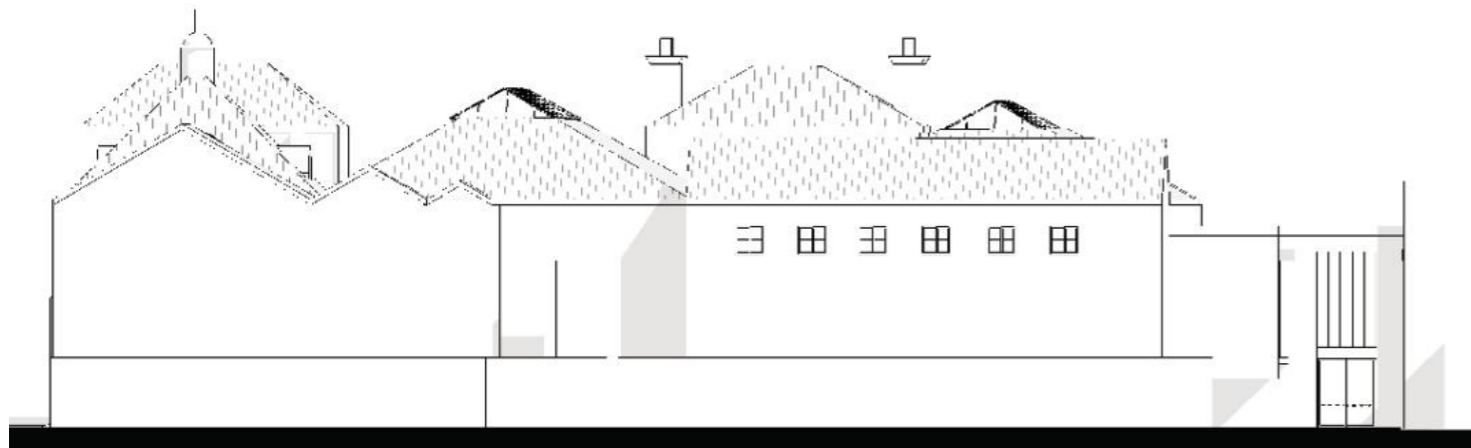


South Elevation

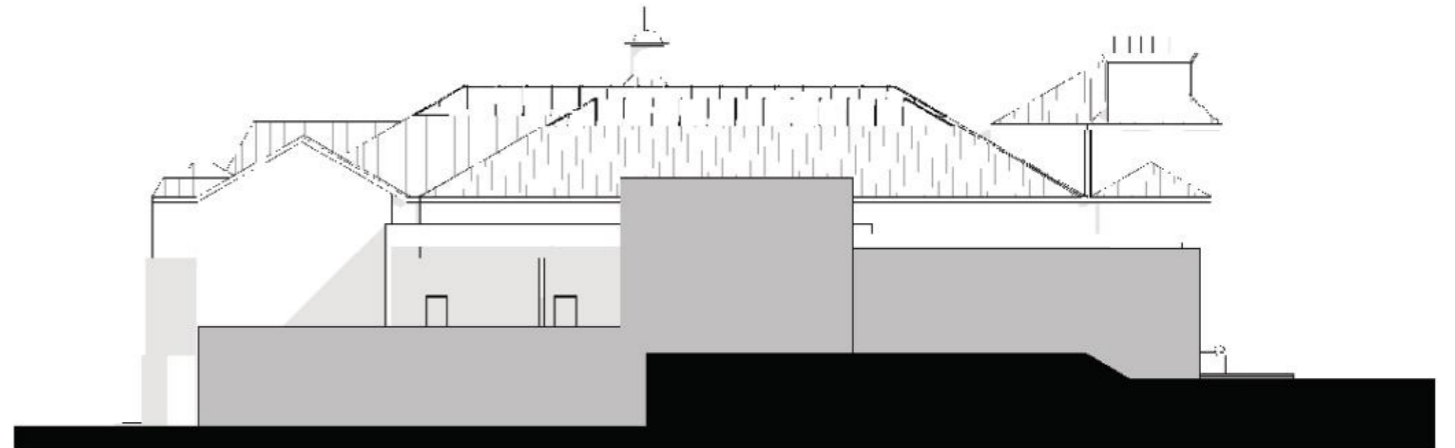
Turkish Health Suite existing entrance.



East Elevation



North Elevation



West Elevation

Figure 19: Turkish Baths Health Suite, indicative external elevations. Images: BDP.

2.3.1 Designation Record

TURKISH SUITE, THE POOLS

Heritage Category:	Listed Building
Grade:	II
List Entry Number:	1393755
Date first listed:	19-Feb-2010
Statutory Address:	Turkish Suite, The Pools, James Street

This set of Edwardian Turkish Baths constructed in 1909 have been designated for the following principal reasons:

- Decorative Scheme: the original internal decorative tiling and glazed faience work by the respected company Minton and Hollins of Stoke, notably in the cool room, is of good quality and complete.
- Intactness: alterations are few and the original plan of the baths remains intact which renders the Turkish Bathing process highly readable
- Rarity: this building is an increasingly rare example of a once common building form, of which only around 20 remain in England; it compares very favourably with the eight existing listed Turkish Baths.

Turkish Baths, 1909, by the County Surveyor WC Marks; built by William Johnstone of Carlisle with an interior tiled decorative scheme by Minton and Hollins of Stoke. All other work was carried out by local firms. Other parts of the James Street Baths are not of special interest.

- Materials: Red brick with roofs of slate; interior has glazed tiles and faience decorative scheme with terrazzo flooring and marble bench tops.
- Plan: a series of interlinked rooms with basements attached to the south-east side of a pre-existing public swimming baths. The west part is a single storey entrance block providing an access corridor and attendant's room with former waiting areas. This gives access to the main block forming a double height cooling room leading to a single storey block housing access to the plunge bath flanked by the shower

room and Russian vapour bath. The shampooing room is housed in a two-storey block beyond which gives access to similar blocks containing the three warm rooms.

- Exterior: west elevation (the only side of the building originally visible from the exterior): now obscured by a later two-storey block with a hipped roof of slate incorporating the original access corridor which is now entered through a plain entrance with a modern door from James Street. South Elevation: a double height, single-bay square building with a pyramidal roof containing four large thermal windows with mullioned frames and four rectangular roof lights; a decorative lantern surmounts the apex of the roof. A small two-storey toilet block with a hipped roof projects to the left with the attendant's room, also hipped, to the rear. To the right are separate but linked plain L-shaped two-storey blocks with pitched roofs.
- Interior: the entrance block comprises an access corridor with original doors, glazed fan and margin lights, and the attendant's room (now incorporating a former corridor with provision for waiting and lockers), with a corner fire breast, original store cupboard and plain cornicing. A horse-shoe arched entrance in the north east corner has a moulded architrave and an upper fan light of decorative stained glass which leads to the main cooling room. This is the centrepiece of the scheme and is complete with its original stepped plunge bath entered through a horse-shoe arched opening, flanked by rectangular doors, all of which have surrounds of alternating green and yellow tile. The plunge bath is of concrete construction faced with white glazed bricks. Flanking the north and south walls there are sets of five double and single changing rooms separated by polished wooden screens with art nouveau stained glass panels in their upper parts. Extensive use is made of fine tiling and glazed faience work with shades of pale green, pale blue and buff glazes; also incorporated at intervals are paired tiles of art nouveau design. The flooring throughout is of Terrazzo paving. This scheme, combined with the incorporation of horse-shoe arches carried on decorative columns with ornamental capitals, creates a strong Oriental atmosphere.

- History: The first Turkish baths to have been built in the British Isles was in 1857 in Blarney, County Cork and the first in England was in London was in 1860. Subsequently many hundreds were constructed, often as part of publicly funded swimming facilities although only around 20 examples remain in England today.
- Plans for the provision of Turkish baths in Carlisle occurred as early as 1884 when the existing public swimming baths were opened. The idea was resurrected in 1901 and agreed in 1902 although it was a further six years before plans were finally approved. The Turkish baths opened on the 20 September 1909 in a purpose built extension to the existing public baths building at a cost of £2500. The internal tiling and glazed faience work by Minton and Hollins Co. of Stoke, one of the leaders in the field of tile manufacture. The opening of the suite was celebrated in the local newspapers, which describes in detail a public inspection, although there was no formal opening. Entry cost between 1 and 2 shillings depending on the time and day of the week and bathing was expected to take c. 1.5 hours. The Turkish baths remain open and in use to the present time (2009).

Designation record source: <https://historicengland.org.uk/listing/the-list/list-entry/1393755>

2.3.2 Heritage Assets

James Street Baths sits within the southern boundary of the Carlisle City Centre Conservation Area and within close proximity to the River Caldew.

Conservation Areas are areas that have been designated as being of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention shall be paid in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area.

The Council has a duty to ensure that any development preserves or enhances the special character or appearance that has been identified in the designated area.

Therefore the setting of the James Street Baths is particularly important in its relationship to the Railway Station and the Public Baths. The Station Gateway scheme proposes a new public square directly to the rear of the Baths, which will enhance the setting of the listed assets whilst improving the overall context.

Future projects and interventions proposed by this report, and any subsequent design development, should be considered in the context of the City Centre Conservation Area, and any relevant Conservation Area Management Plans that are in force.

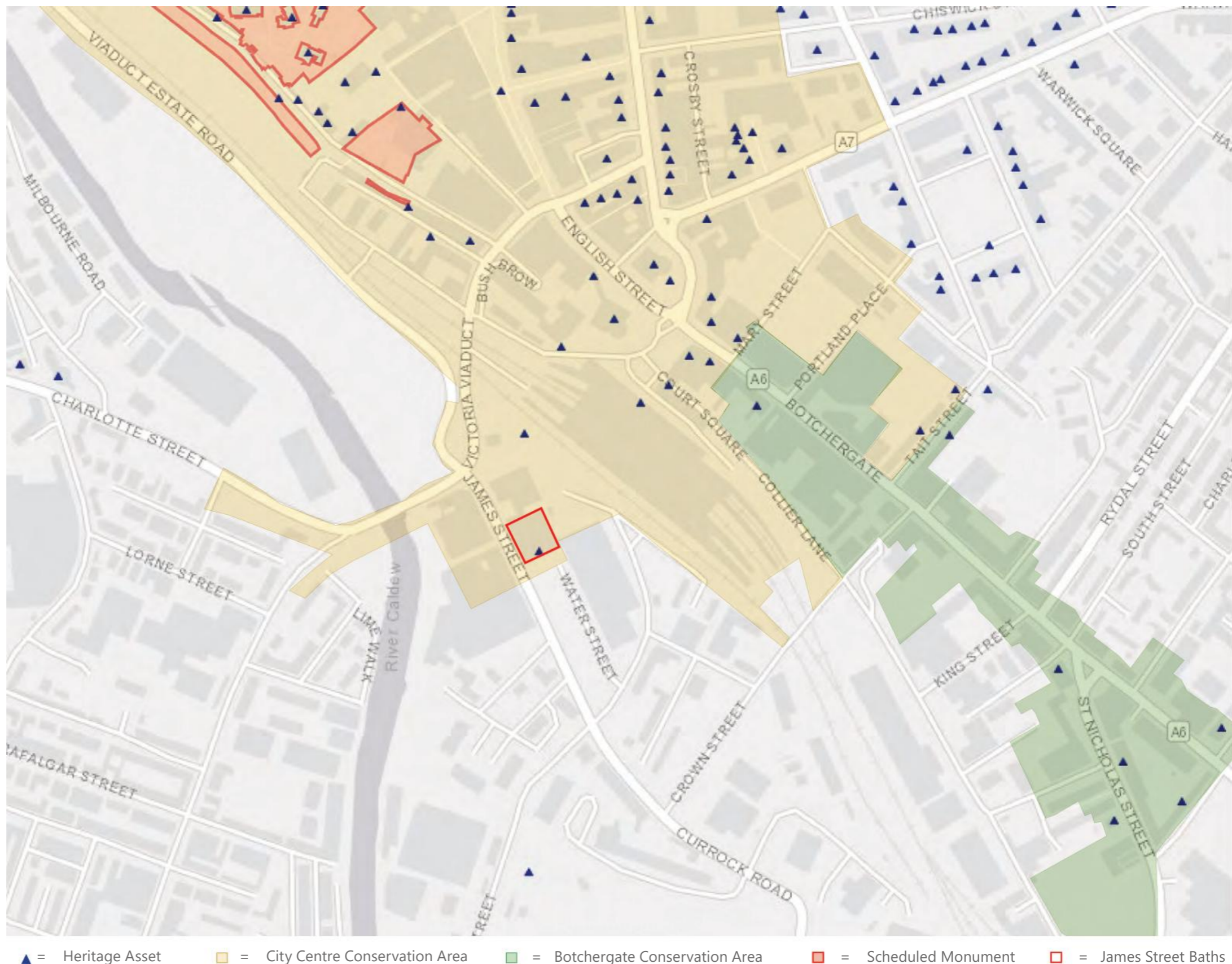


Figure 20: Heritage assets and conservation areas, Historic England.
 Source: <https://historicengland.org.uk/listing/the-list/map-search?clearresults=true#?search>
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Figure 21: The Citadel Railway Station and factories on James Street, Carlisle, 1928. Britain From Above, Historic England. ref: EPW025039. James Street Baths highlighted in red.



Figure 22: The Citadel Railway Station and factories on James Street, Carlisle, 1928. Britain From Above, Historic England. ref: EPW025040. James Street Baths highlighted in red.

2.4 Building Layout - As existing

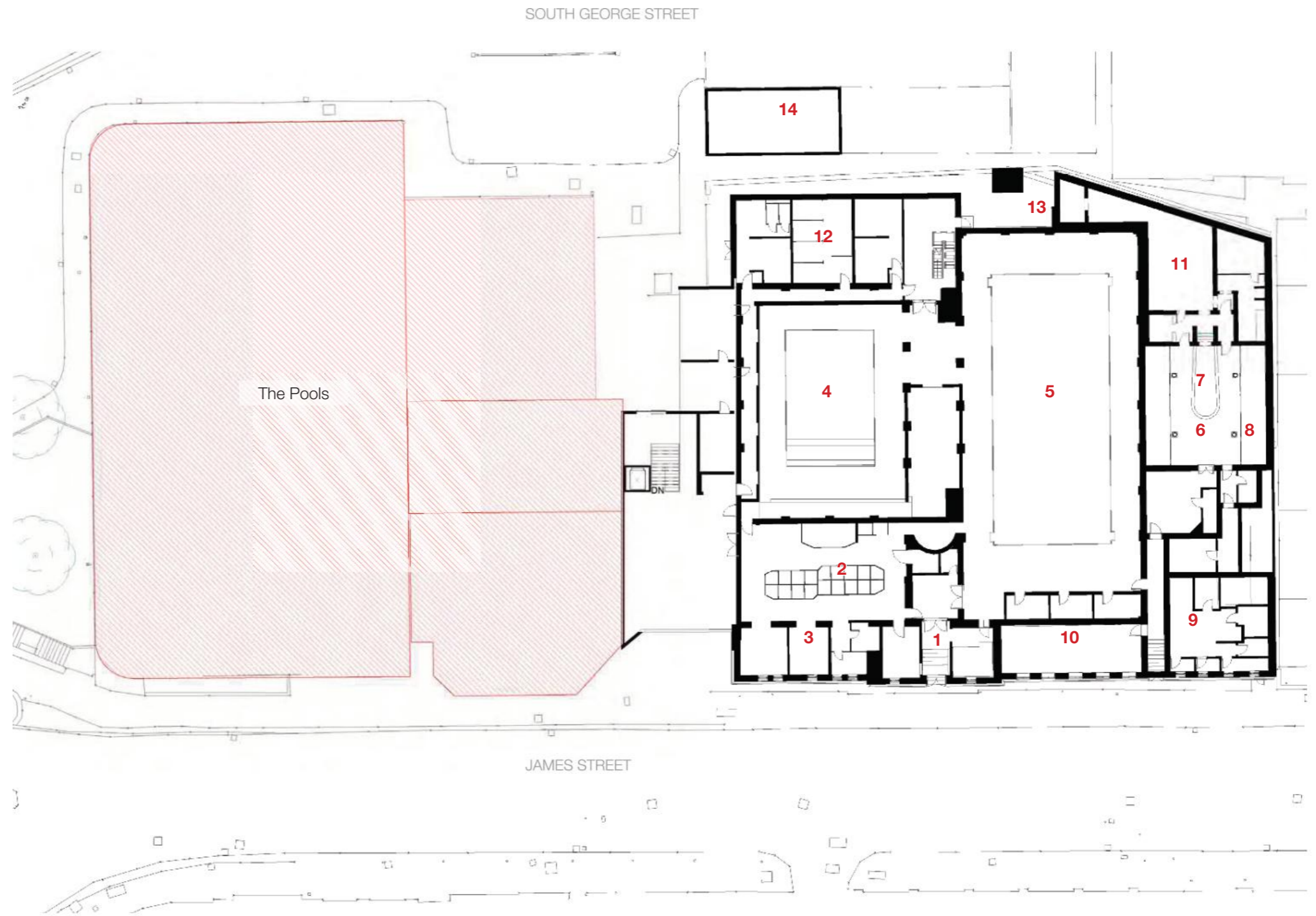
2.4.1 Spatial Qualities of the Site

There are limited remaining Victorian interiors of the James Street Baths, however the adjacent tiled room within the Turkish Health Suite are spaces of special historic significance within the original building.

Key interior features of the Turkish Health Suite include decorative glazed wall and column tiling, timber parquet and terrazzo flooring, decorative coffered plaster ceilings and cornices, original arched windows and timber doors, and a large plunge pool within the original building at Ground Floor level. These elements are amongst those identified in the building's Grade II listing.

Key areas:

1. Entrance lobby/ corridor. Step access stairs immediately upon entrance;
2. Swimming Pool changing area;
3. Toilets & showers;
4. Second class pool (childrens pool)
5. First class pool (large pool)
6. Cold water plunge pool;
7. Turkish Health Suite changing booths;
8. Changing booths;
9. Storage;
10. Wash room;
11. Sauna and hot rooms;
12. Storage and office space.



Indicative Ground Floor Plan
Level 01

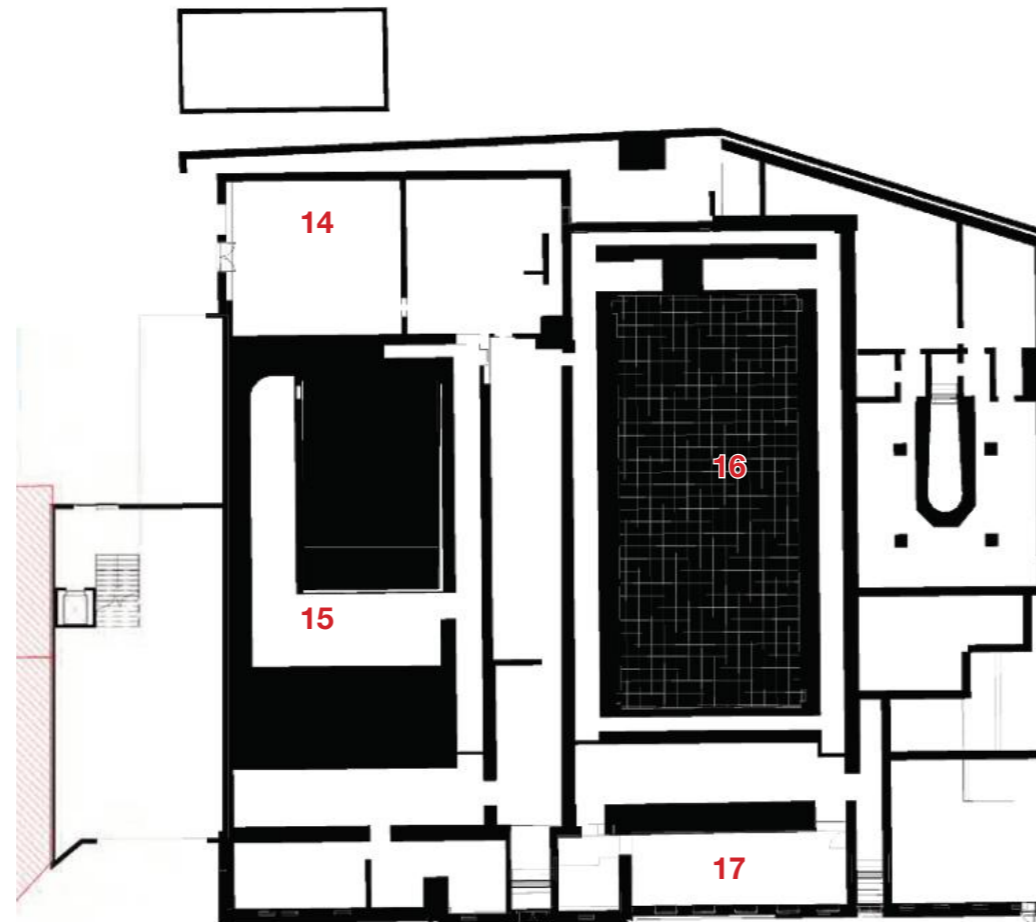
Figure 23: The James Street Baths & Turkish Health Suite are part of the 1841 phase of development

2.4.2 Key Interior Features

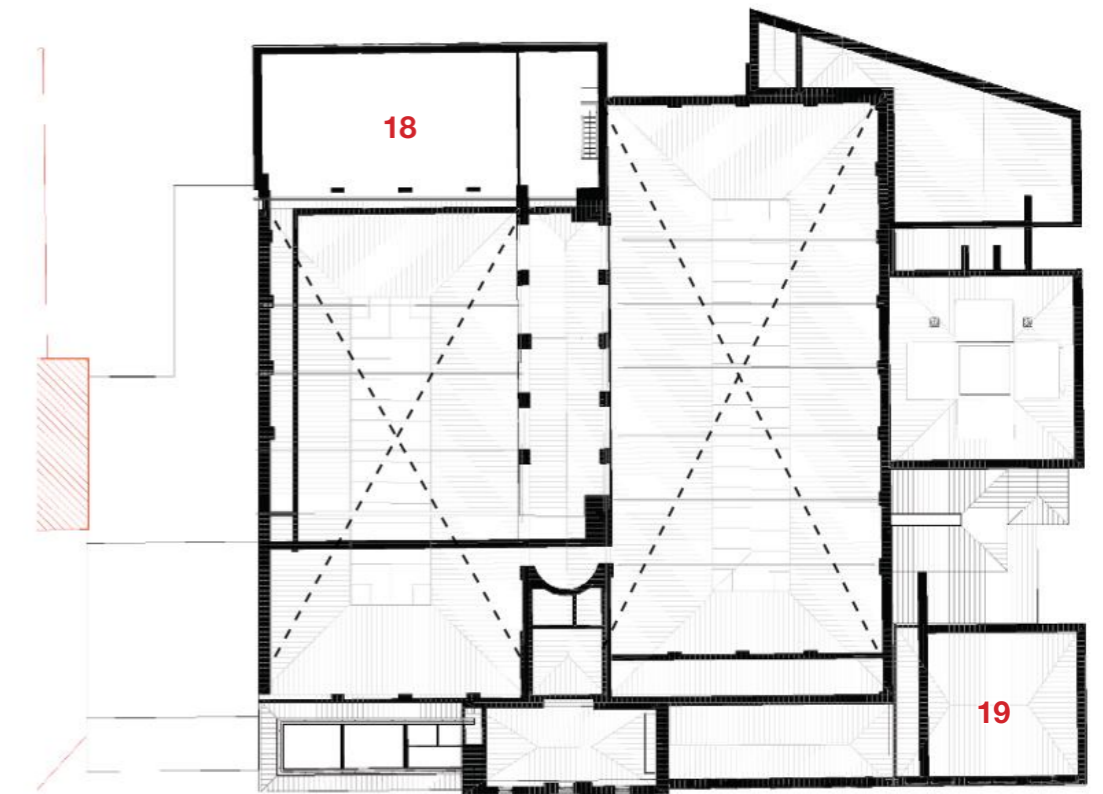
- Original internal decorative tiling and glazed faience work; the fine Victorian interiors of the Turkish Health Suite and adjacent tiled rooms are spaces of special historic significance within the James Street Baths building;
- Extensive use is made of fine tiling and glazed faience work with shades of pale green, pale blue and buff glazes; also incorporated at intervals are paired tiles of art nouveau design;
- The Turkish Baths Suite, combined with the incorporation of horse-shoe arches carried on decorative columns with ornamental capitals, creates a strong Oriental atmosphere;
- The flooring throughout is of Terrazzo paving.
- Within the Suite, flanking the north and south walls, there are sets of five double and single changing rooms separated by polished wooden screens with art nouveau stained glass panels in their upper parts.

Key upper and lower level areas:

- 14. Storage and plant space;
- 15. Small pool lower access;
- 16. Large pool tank;
- 17. Wash room/ Laundrette;
- 18. Offices;
- 19. Studio / storage.



Indicative Basement Plan
Level -1



Indicative First Floor Plan
Level 01

Image 1

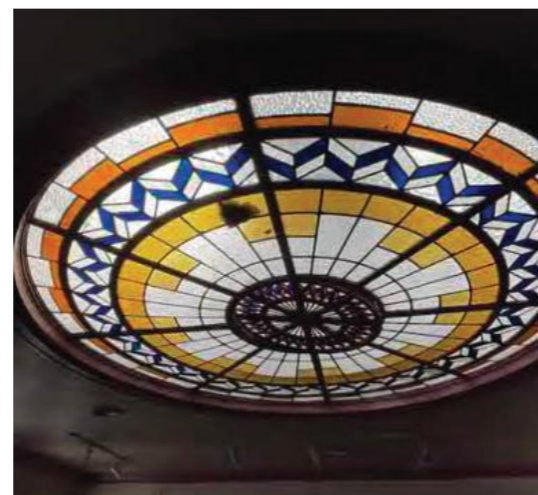


Image 2



Image 3



Image 4



Figure 24: Interior images of James Street Baths and Turkish Health suite. BDP, 2021.

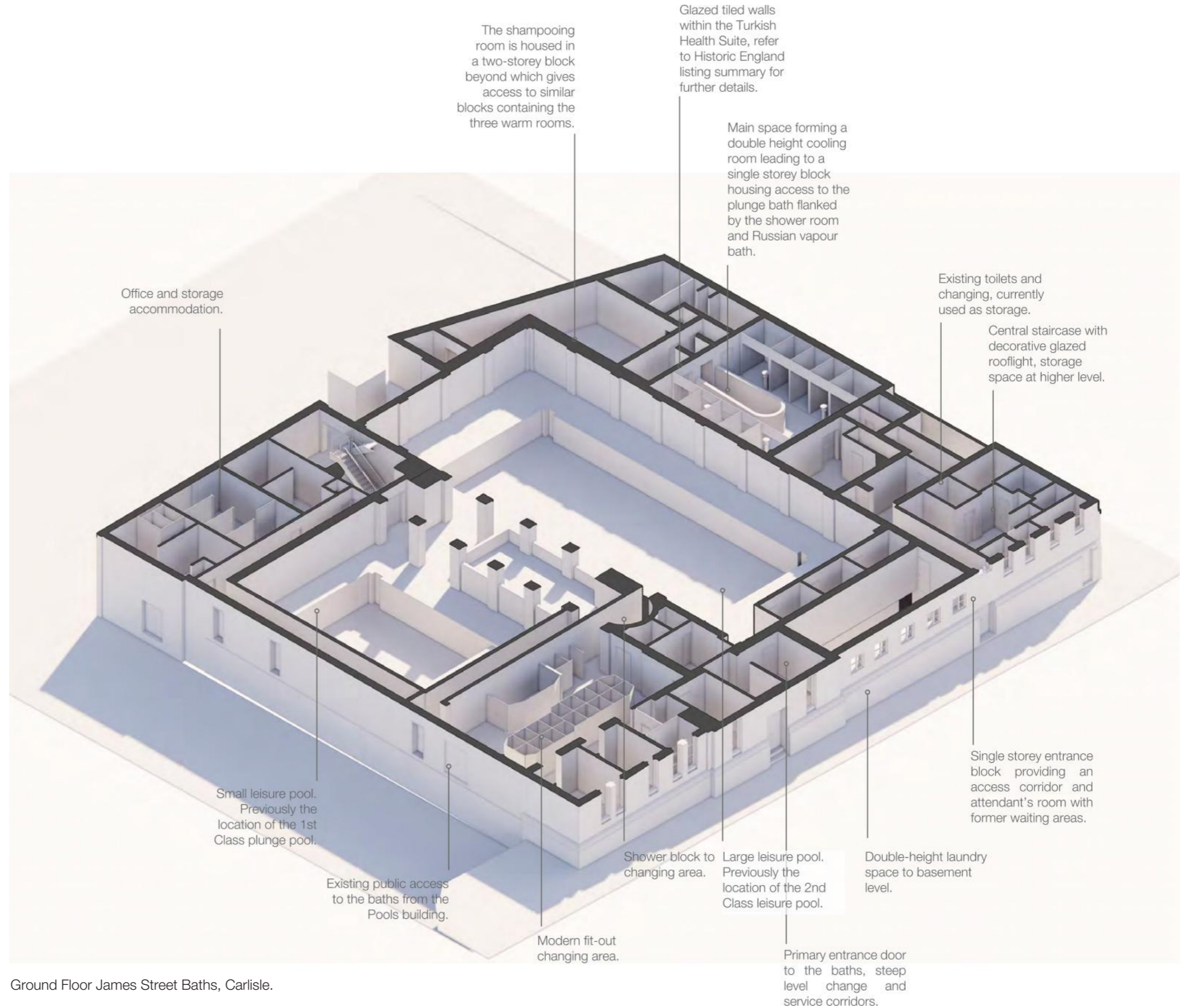
2.4.3 Key Areas

The information from the Historic England building listing description (Grade II) describes the key elements and features of the site, along with the extents of the demise.

This includes and specifically identifies The Turkish Health Suite Room space, the most spectacular interior space preserved within the original building. This spatial layout and the original internal decorative tiling, and glazed faience work by the respected company Minton and Hollins of Stoke, notably within the cool room, is of good quality and complete.

It is this intactness (alterations are few) and the original plan of the baths that remains intact which renders the Turkish Bathing process highly readable. The Baths are a vast double-height space embellished with highly decorated glazed tile walls and pillars which are retained and to a good standard.

Key areas and features of the baths include are identified on the following diagrams.

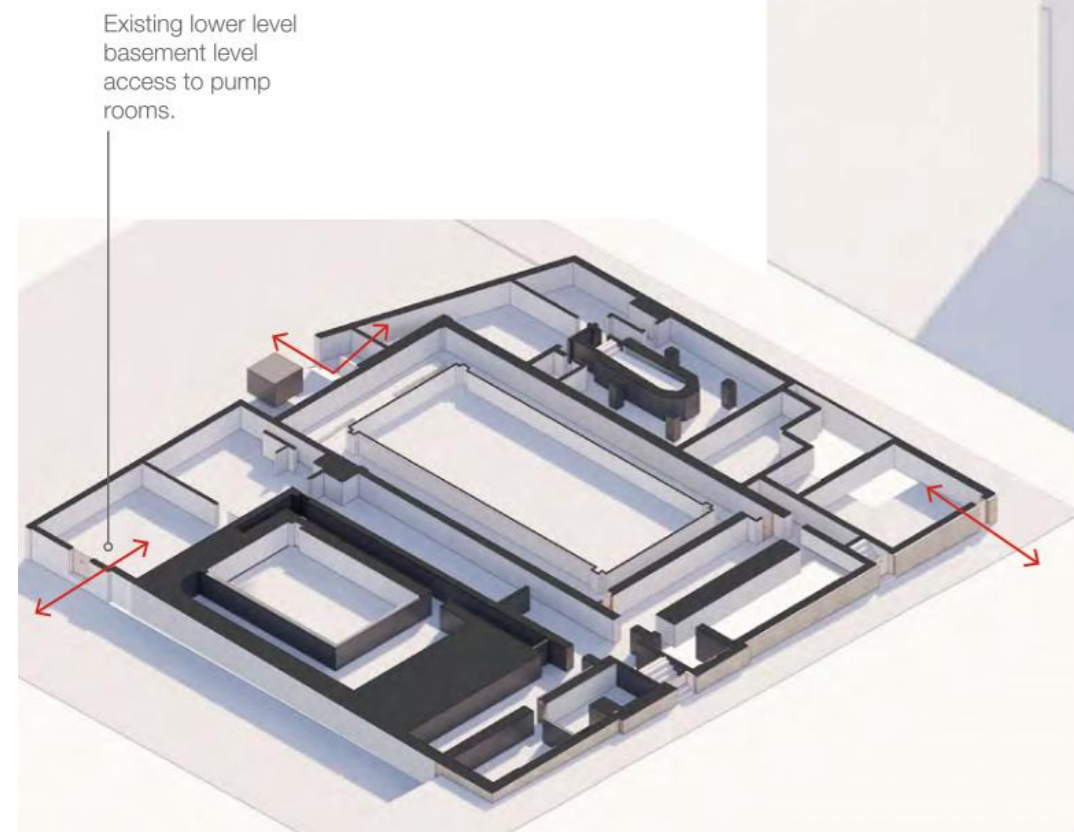


Ground Floor James Street Baths, Carlisle.

Figure 25: The James Street Baths indicative 3D model.

The existing building benefits from an expansive basement level, housing mainly the tanks for the two large pools. Areas are also used as level access from the lower level St George Street road, into the tank storage areas.

At first floor level the Baths has limited existing accommodation. With small areas of office space, the majority of the upper level is currently used as storage.



Basement Level James Street Baths, Carlisle.

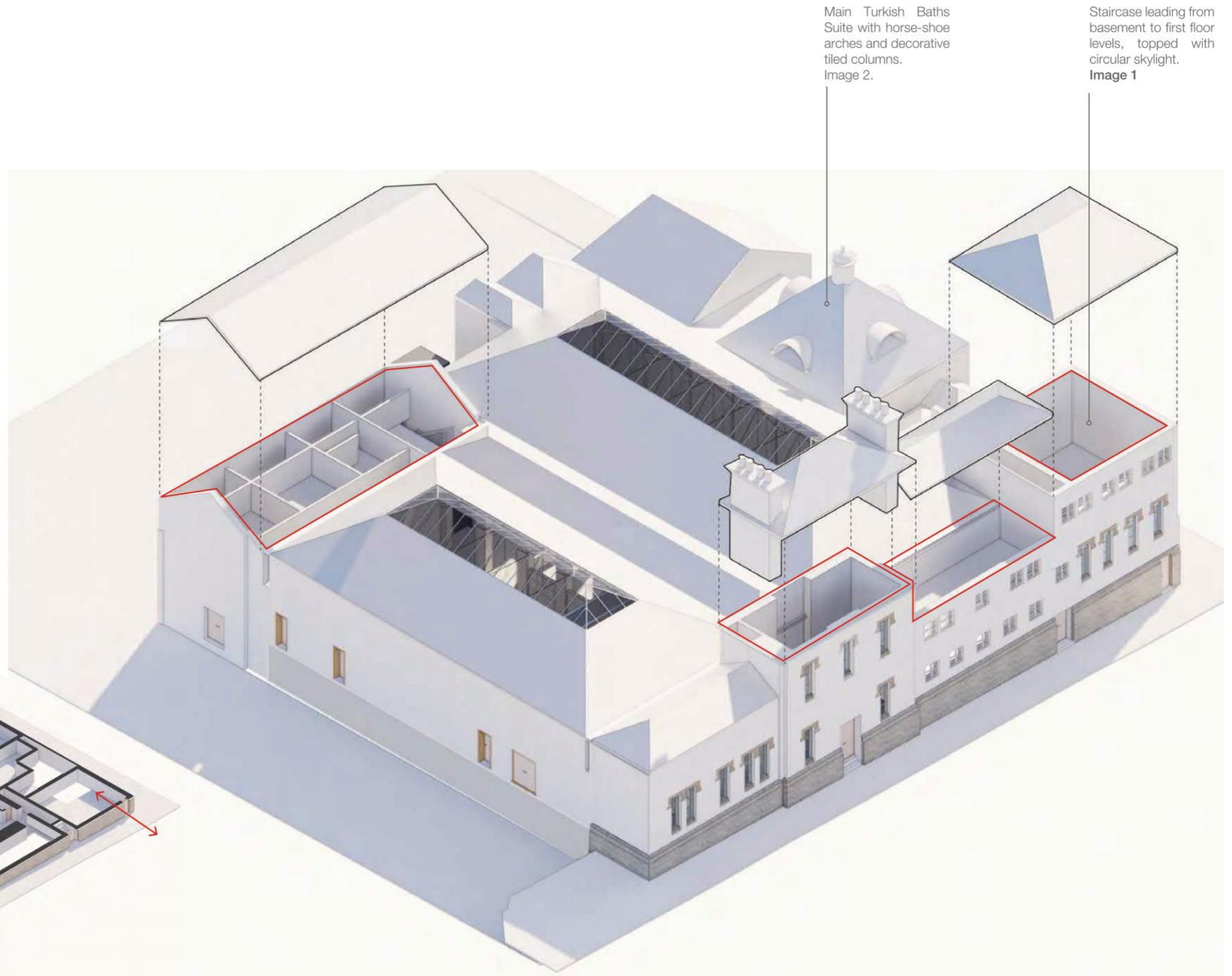


Figure 27: The James Street Baths indicative 3D model.

First Floor James Street Baths, Carlisle.

Figure 26: The James Street Baths indicative 3D model, basement.

2.4.4 Building Features

Image 5



Entrance corridor to Turkish Baths suite.

Image 6



Existing decorative changing room dividing screens and associated wall hung fixtures.

Image 7



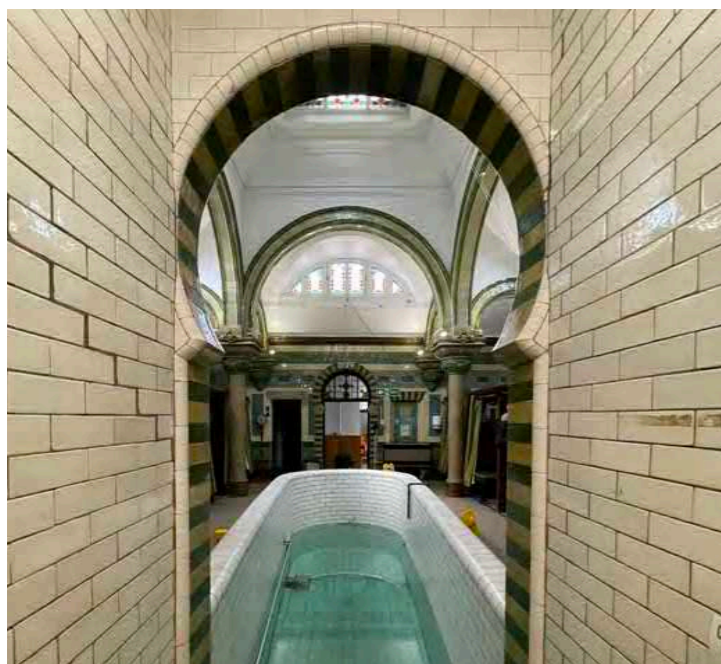
Decorative glazed wall tiling, corbels and arch features.

Image 8



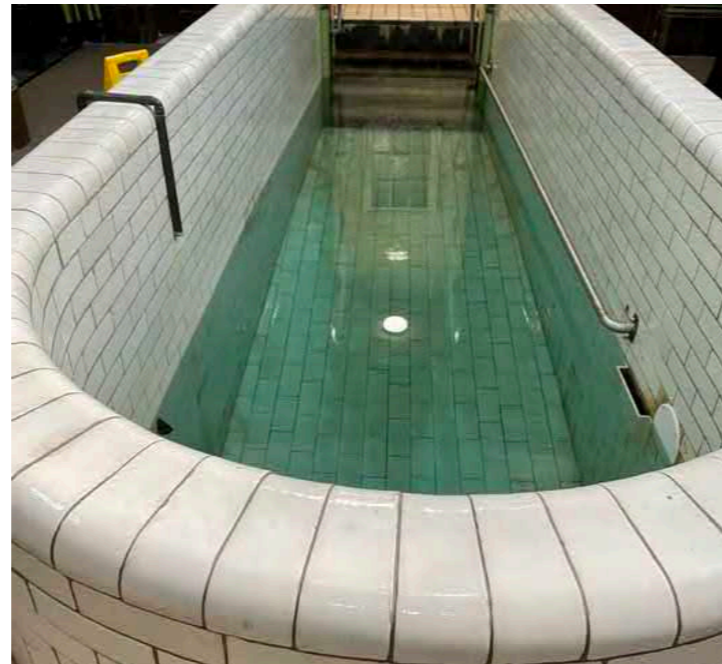
Decorative glazed wall tiling and arch features - looking towards the low-quality finishes of the entrance area and locker room.

Image 9



Decorative glazed wall tiling, corbels and arch features looking out towards the plunge pool into the vaulted arch space.

Image 10



Existing glazed tile cold water plunge pool, Victorian Health suite.

Image 11



Decorative glazed tiling to column shaft, base and capital heads within the Turkish Baths.

Image 12



Existing changing booths with poor quality and degrading floor finishes.

Image 13



Areas of existing glazed tiling. Sauna/ hot room areas lined within poor quality and degrading timber.

Image 14



Marble topped sauna bench. Low quality and degrading wall linings and floor tiling.

Image 15



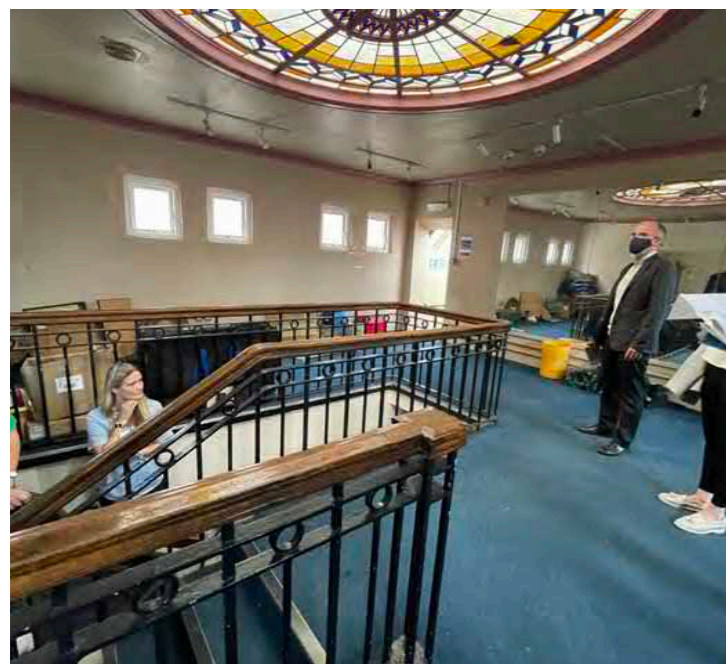
Areas of presumed original terrazzo flooring and glazed bricks, clad in poor quality timber coverings.

Image 16



Areas of presumed original terrazzo flooring.

Image 17



First floor storage areas.

Image 18



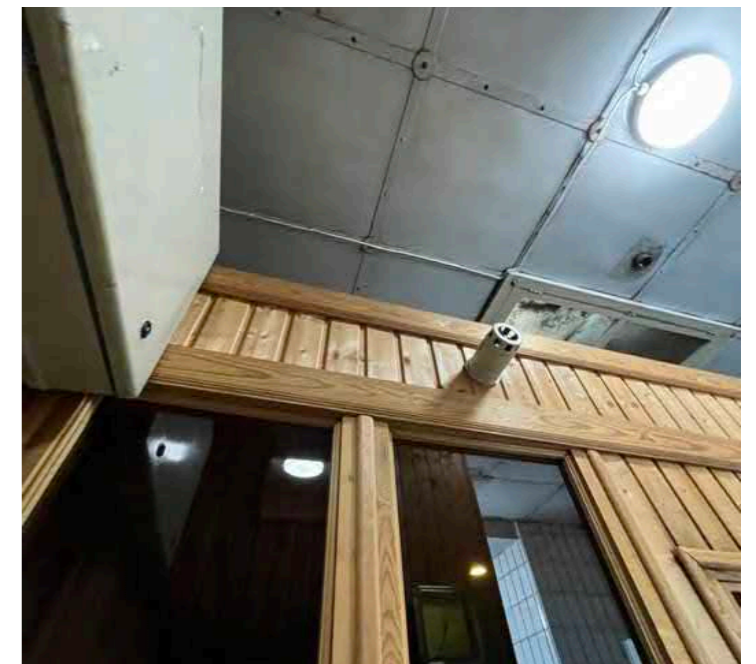
Sauna room, low quality fit-out materials, non original floor tiling.

Image 19



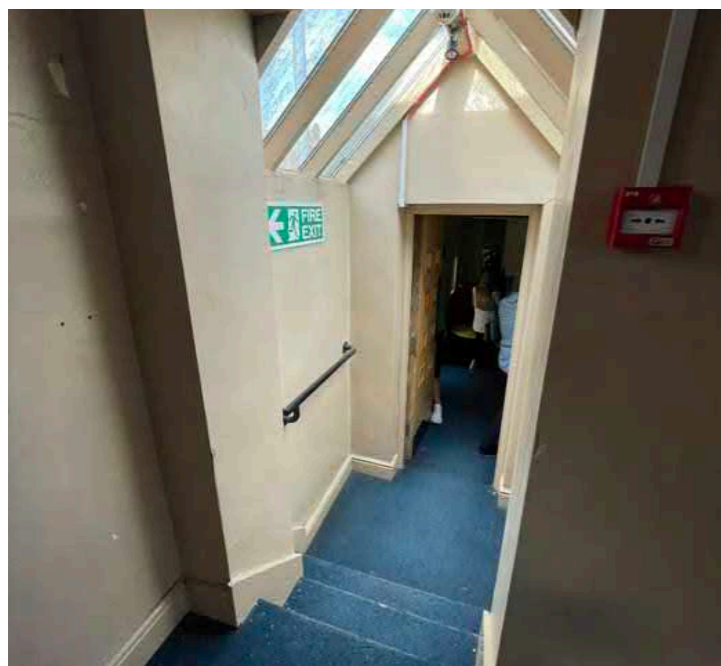
Sauna room, low quality fit-out materials showing signs of age and decay.

Image 20



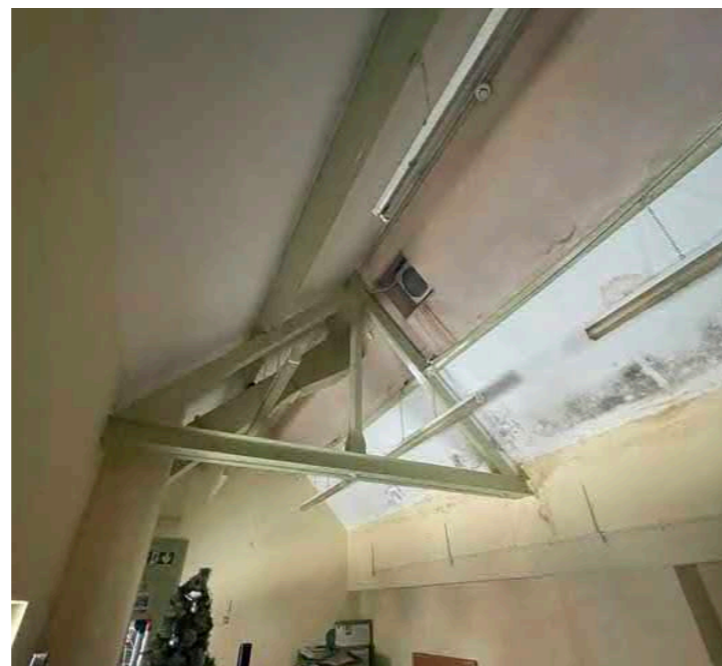
In-laid metal ceiling hosting large light fittings not inkeeping with the building.

Image 21



Level changes at upper level.

Image 22



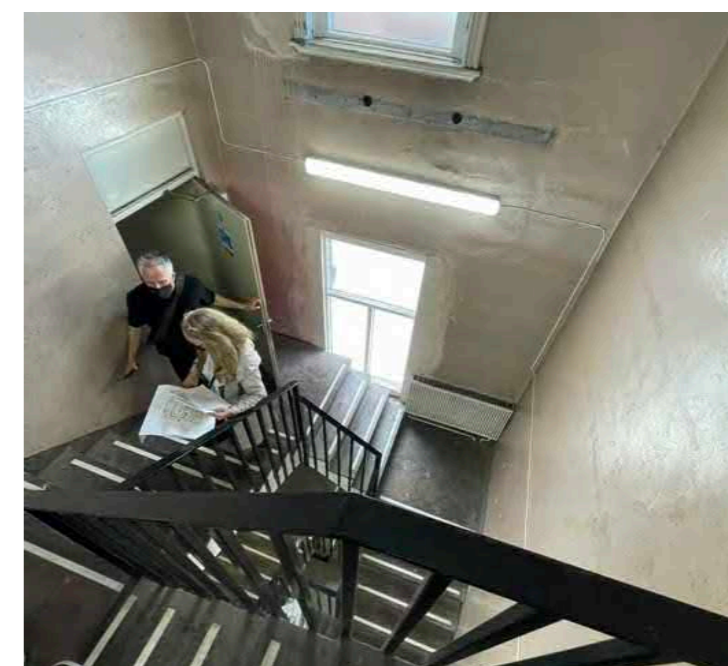
Areas of damp appearing at roof level in upper floors.

Image 23



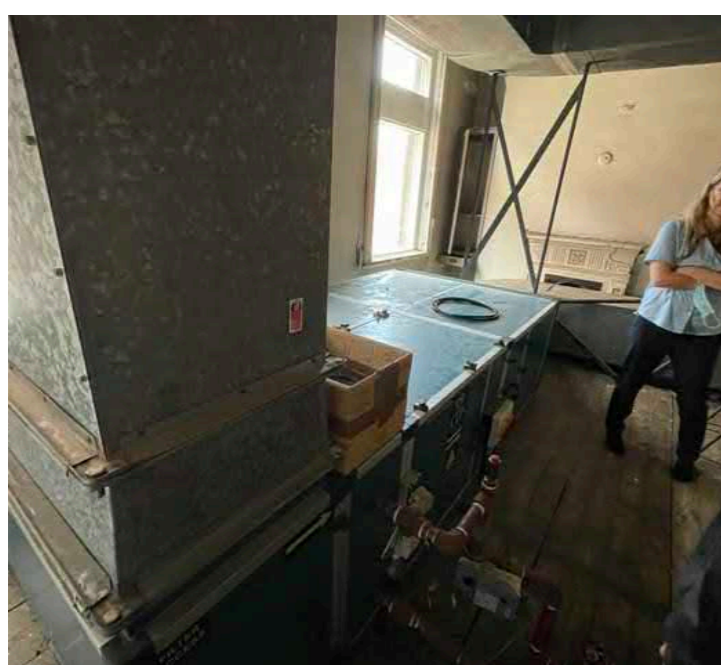
Masonry mouldings around the original entrance door. Noting building opening date of 1884 by the elected Mayor.

Image 24



Staircase above original entrance way.

Image 25



Swimming pool extract duct in upper floors.

Image 26



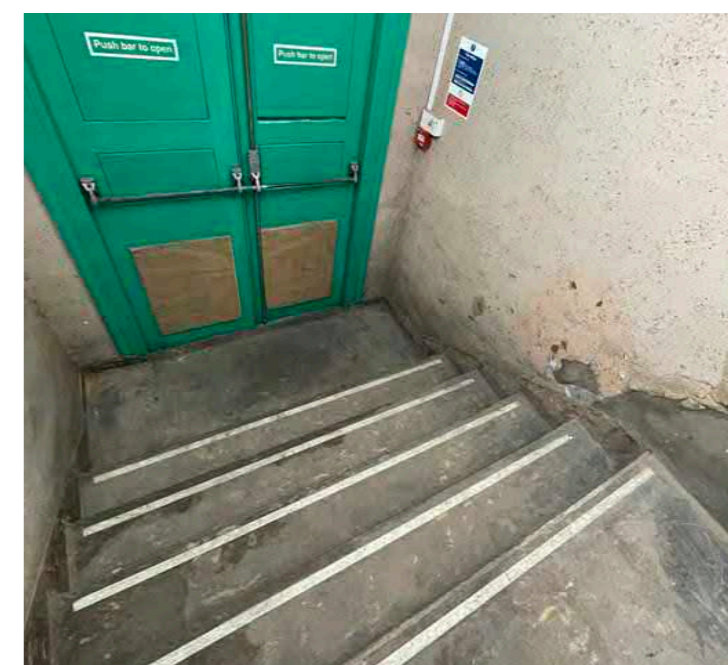
Duct work blocking original fireplace and hearth details.

Image 27



Poor quality roovescape additions, access hatches etc.

Image 28



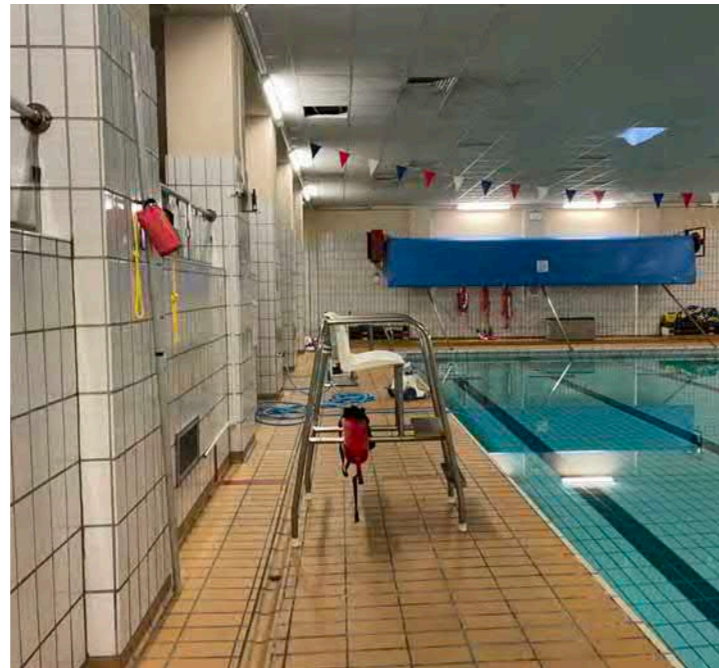
Original entrance to the Baths, multiple steps on approach.

Image 29



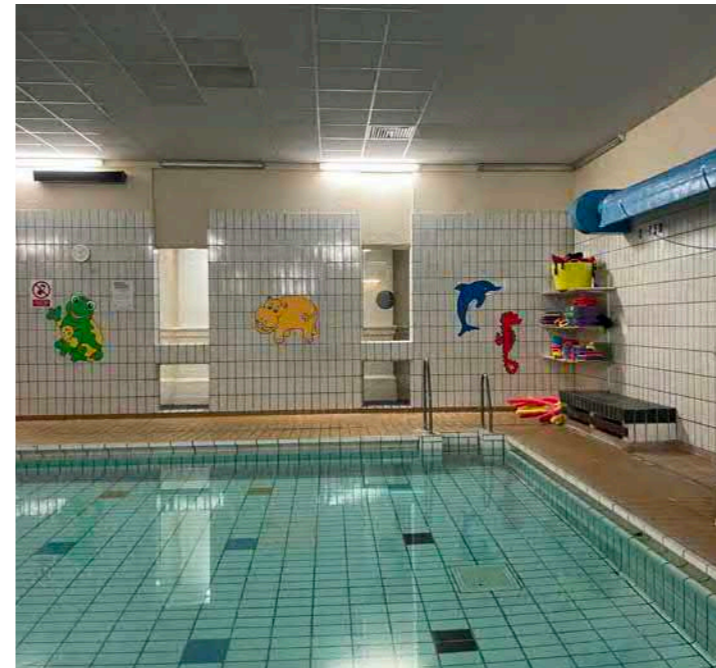
Large pool. Modern suspended ceiling, no evidence of visible historic finishes (ie. glazed brickwork, pool tiling).

Image 30



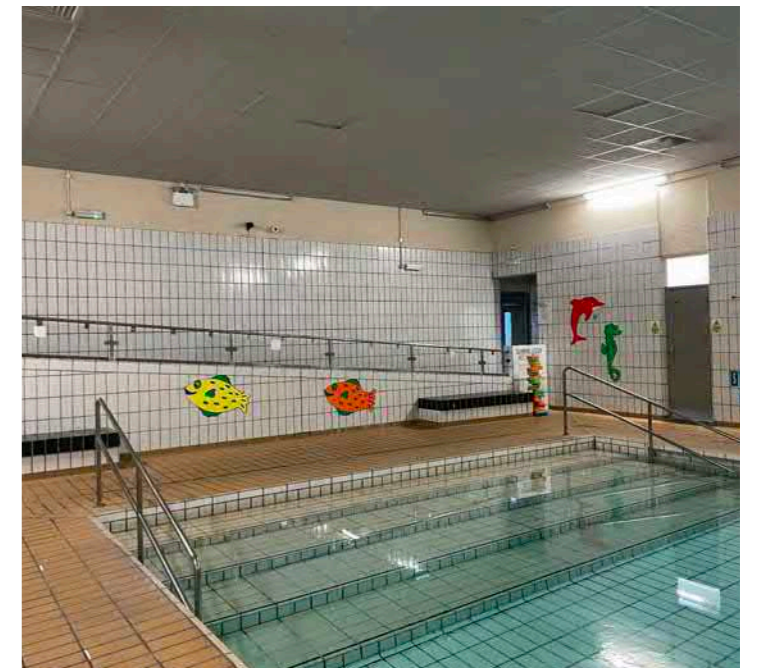
Large pool. Modern suspended ceiling, no evidence of visible historic finishes (ie. glazed brickwork, pool tiling).

Image 31



Small pool. Modern suspended ceiling and finishes, non-original access corridor shows signs of existing brickwork detailing.

Image 32



Small pool. Modern suspended ceiling and finishes, access ramping.

Image 33



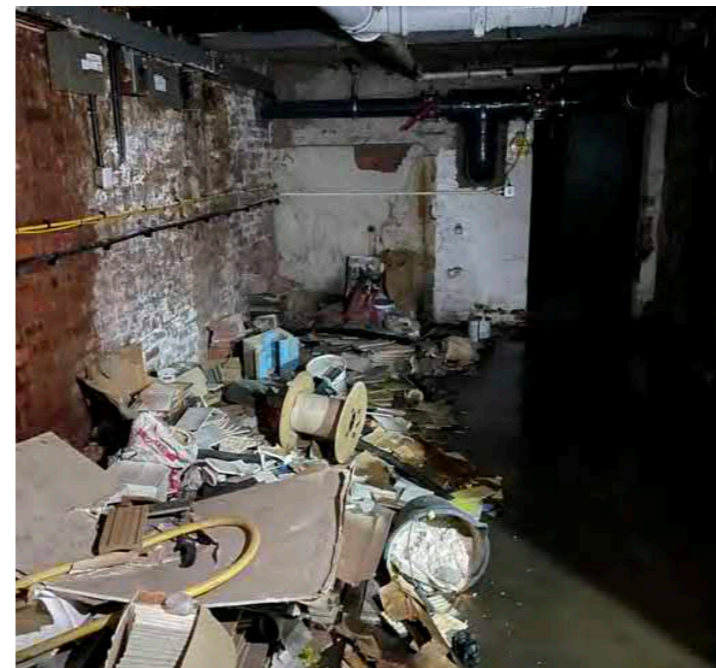
Poor quality roofscape additions, access gantries, security lighting.

Image 34



Double height wash room.

Image 35



Basement areas currently used as storage, significant leak present in the underground spaces.

Image 36



Timber clad access stair to roof / loft space from staff areas.

Figure 31: BDP images from James Street Baths site visit, 12/08/21.

3.0 Precedent Studies

3.1 Newcastle City Baths, Newcastle

Newcastle City Baths are Grade II listed and are recognised as being of high architectural, historic and communal interest as one of the first post-World War I public buildings in the city. Following the closure of the City Baths in 2013, the facilities were listed as an asset of community value.

The redevelopment aimed to sustain the heritage values and significance of the building, to restore and reinstate the fine architectural spaces and features, and to remodel the facilities to deliver a viable, contemporary version of the original intention and purpose of the buildings as a sport and leisure venue.

Key elements of the completed works are the restoration of the central pool hall; the conversion of the west pool hall to create a high-quality community health and fitness facility (comprising a large gym and multiple group exercise studios); the restoration of the Turkish Baths (plus the creation of a health suite in the adjacent basement area); the creation of a new food and drink outlet within the reception area; and improved facilities and access for all into and throughout the building.

The completed work has successfully redeveloped the existing buildings whilst maintaining their original character, restored elements of the historic fabric, and undertaken sensitive additions to the internal fabric.

Aspects of this scheme which are of particular interest:

- The carefully curated palette of understated and simple heritage colours.
- Reinstatement of roof-lanterns.
- Sensitive reactivation of a listed building.
- Introduction of improved customer facilities, food and beverage offering and improved access for all.
- The controlled palette of self-finished materials.



Figure 32: Newcastle City Baths.
Image source: <https://www.napperarchitects.co.uk/the-city-baths-newcastle/>

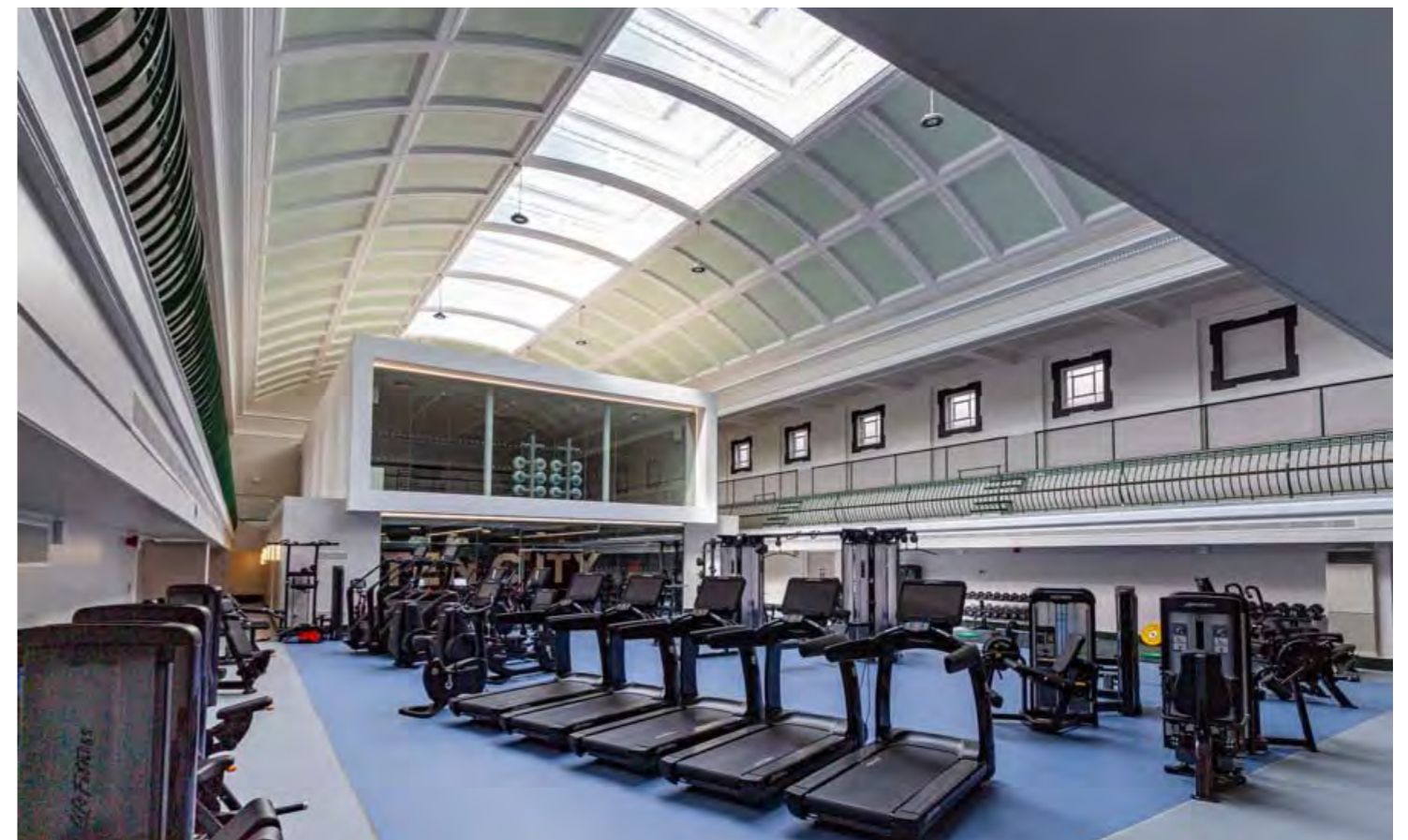


Figure 33: Newcastle City Baths.
Image source: <https://www.napperarchitects.co.uk/the-city-baths-newcastle/>

3.2 Ironmongers Row Baths, Islington

Ironmonger Row Baths were built in 1931 as a public baths and laundry at a time when few people in the locality had bathrooms in their homes. In 1937 a swimming pool and a small Turkish baths were added.

Architects were commissioned by Islington Council to transform the Baths, which were much loved but dilapidated, into a modern health and leisure centre.

After a ~£16m complex refurbishment project, Ironmonger Row Baths now contains modern pools, fitness studios and an expanded Turkish Baths and spa: state of the art facilities in a building which preserves the historic character of the handsome Grade II listed building.

Aspects of this scheme which are of particular interest:

- Similar scale building to James Street Baths.
- Re-purposing of dilapidated building into health and wellbeing suite.
- New entrance lobby created distinct from the fabric of the existing building, integrated signage and lighting into the facade.



Figure 33: Ironmonger Row Baths.
Image source: Tim Ronalds Architects <https://www.timronalds.co.uk/ironmonger-row-baths>

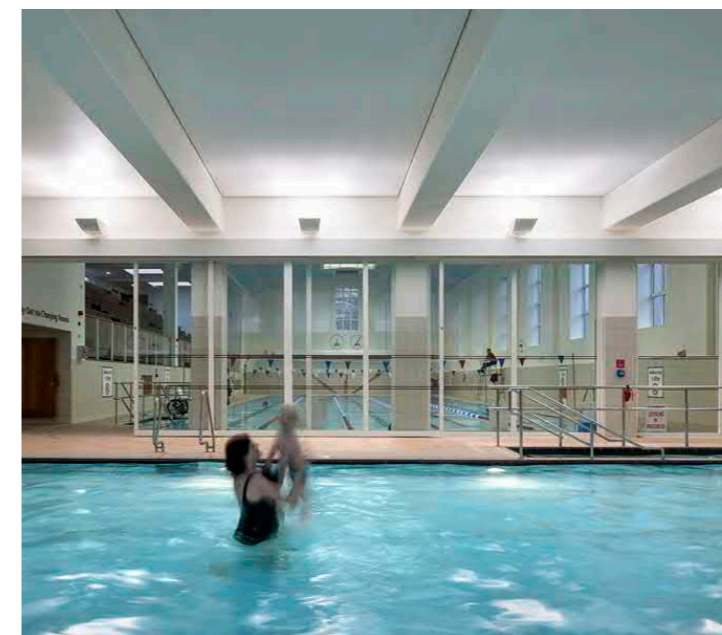
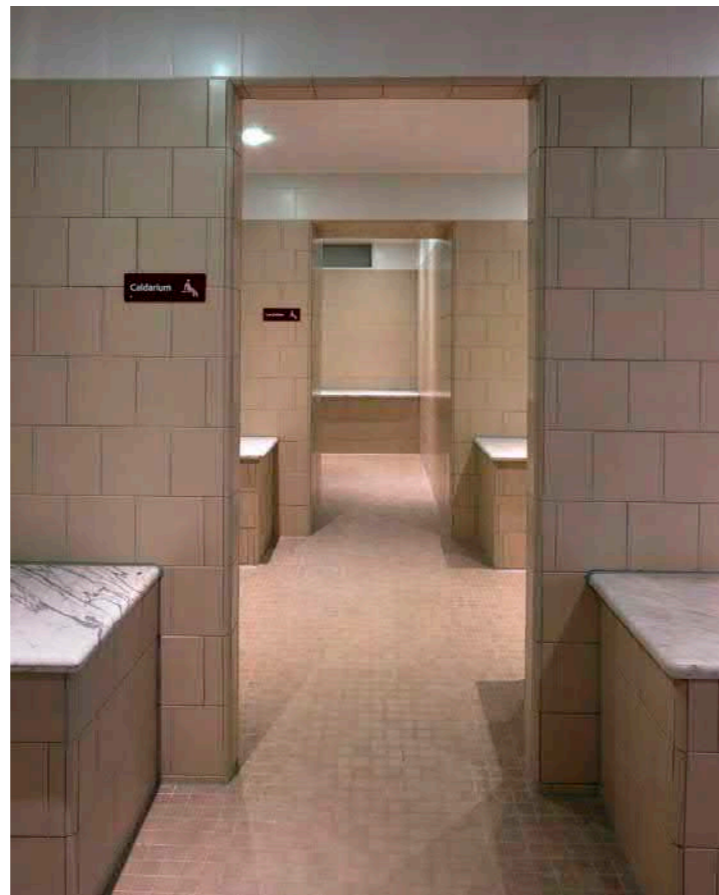


Figure 34: Ironmonger Row Baths.
Image source: Tim Ronalds Architects <https://www.timronalds.co.uk/ironmonger-row-baths>

3.3 Victoria Baths, Manchester

Victoria Baths is a Grade II* listed building in the Chorlton-on-Medlock area of Manchester. The Victoria Baths complex was designed by Manchester's first City Architect Henry Price, and opened in 1906. In their design and construction no expense was spared. The façade has multicoloured brickwork and terracotta decoration, the interior spaces are clad in glazed tiles and most of the windows have decorative stained glass.

A multimillion-pound restoration project began in 2007, which enabled the Victoria Baths Trust to intensify the meanwhile use of the building whilst delays to a full restoration project were quantified.

In 2007-08 the whole of the outside of the front block of the Baths was restored — this included re-slating the roofs, repairing rainwater goods, re-pointing brickwork and terracotta, replacing damaged terracotta and restoring every single window in this part of the building. Restoration Phase 1, which cost ~£3.8m, also included internal structural repairs to the Turkish baths suite and the mosaic entrance hall and reinstatement of glass block corridor.

Restoration Phase 1+ took place 2009-10 and comprised the renovation of the roof of the Males 1st Class pool, costing £1m.

Following these major phases, improvements were made to the visitor facilities at Victoria Baths — there is now a ramp providing full access to the ground floor of the building and there are new toilet facilities.

Heritage Lottery Fund and Historic England have been the major funders of the restoration work to date with other funders also contributing. Individual supporters have also made donations and work continues to take place most years, in particular to the building's stained glass windows.

Aspects of this scheme which are of particular interest:

- Sensitive conservation and repair of a previously derelict listed building.
- Reuse of the pool tanks as social events spaces.



Figure 35: Victoria Baths.
Image source: Tim Ronalds Architects <https://www.timronalds.co.uk/ironmonger-row-baths>



Figure 36: Victoria Baths.
Image source: Victoria Baths Trust <http://www.victoriabaths.org.uk/>

3.4 Turkish Baths, Harrogate

A £300,000 scheme to improve Harrogate's Grade II* Turkish Baths – once the haunt of European royalty – was completed in August 2015.

The borough council-led project was the result of months of design work and consultations with heritage bodies including Historic England and Harrogate Civic Trust.

Opened in 1897 the unique building features extravagant Moorish design, Islamic arches and elaborate painted ceilings, together with terrazzo floors and original fixtures and fittings. Of the seven 19th-century Turkish baths surviving worldwide, it is regarded as the most complete.

The Harrogate Turkish Baths attract around 40,000 visitors a year, who come to the council-owned facility, to follow the time-honoured "hammam" ritual of heating, cooling and cleansing in progressively warmer chambers, before cooling down in the plunge pool, visiting the steam room, or the frigidarium. The site also operates as a Health Spa, and has a cafe and small retail shop.

Aspects of this scheme which are of particular interest:

- Sensitive conversion of a previously decaying listed building.
- Use of a controlled palette of self-finished materials, including reclaimed glazed brick to counter frontages.
- Creation of a central reception space and social hub.
- Articulation of new interventions, which contrast and compliment the aesthetic of the existing building fabric.
- Simple but well controlled lighting, focussing light upon key surfaces and elements, creating an attractive, inviting atmosphere.

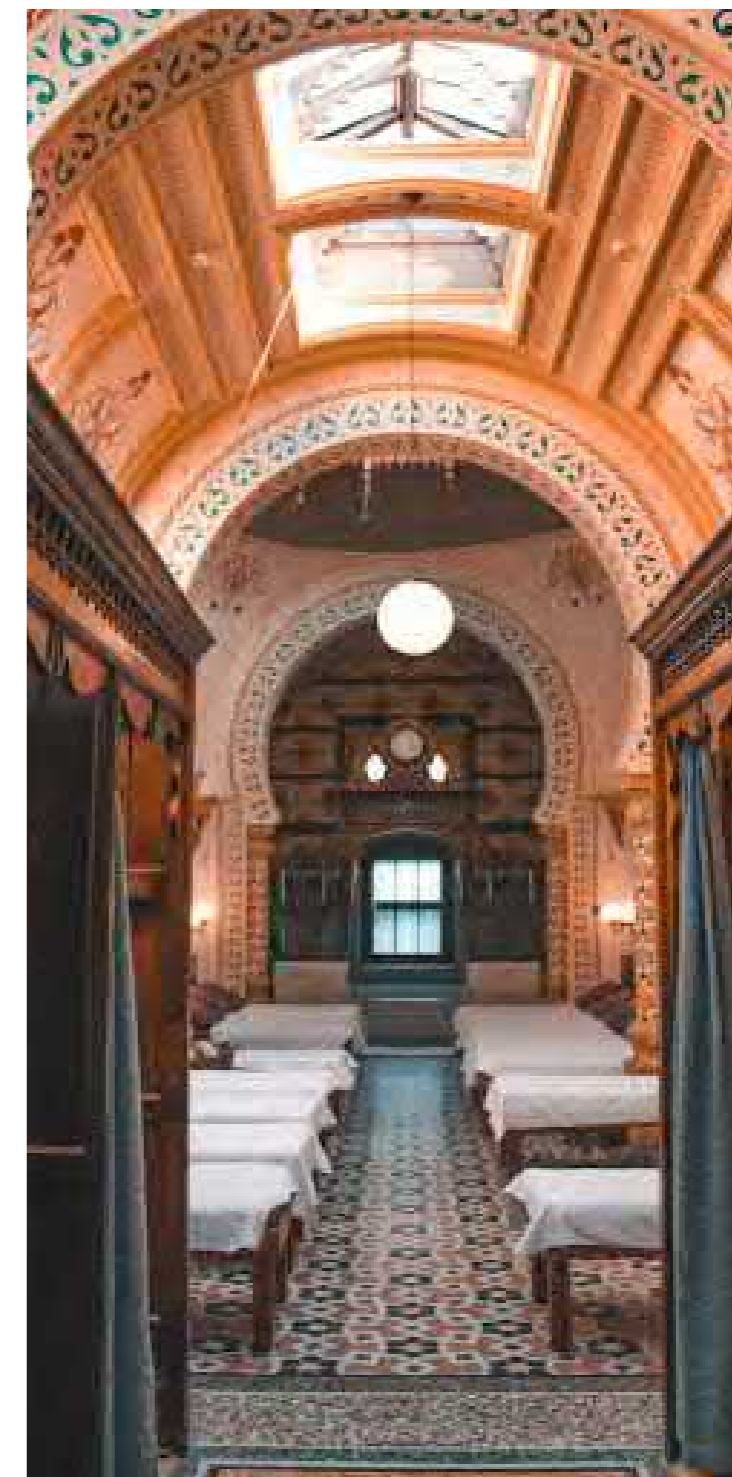


Figure 37: Harrogate City Baths. Image source: Turkish Baths Harrogate <https://www.turkishbathsharrogate.co.uk/>

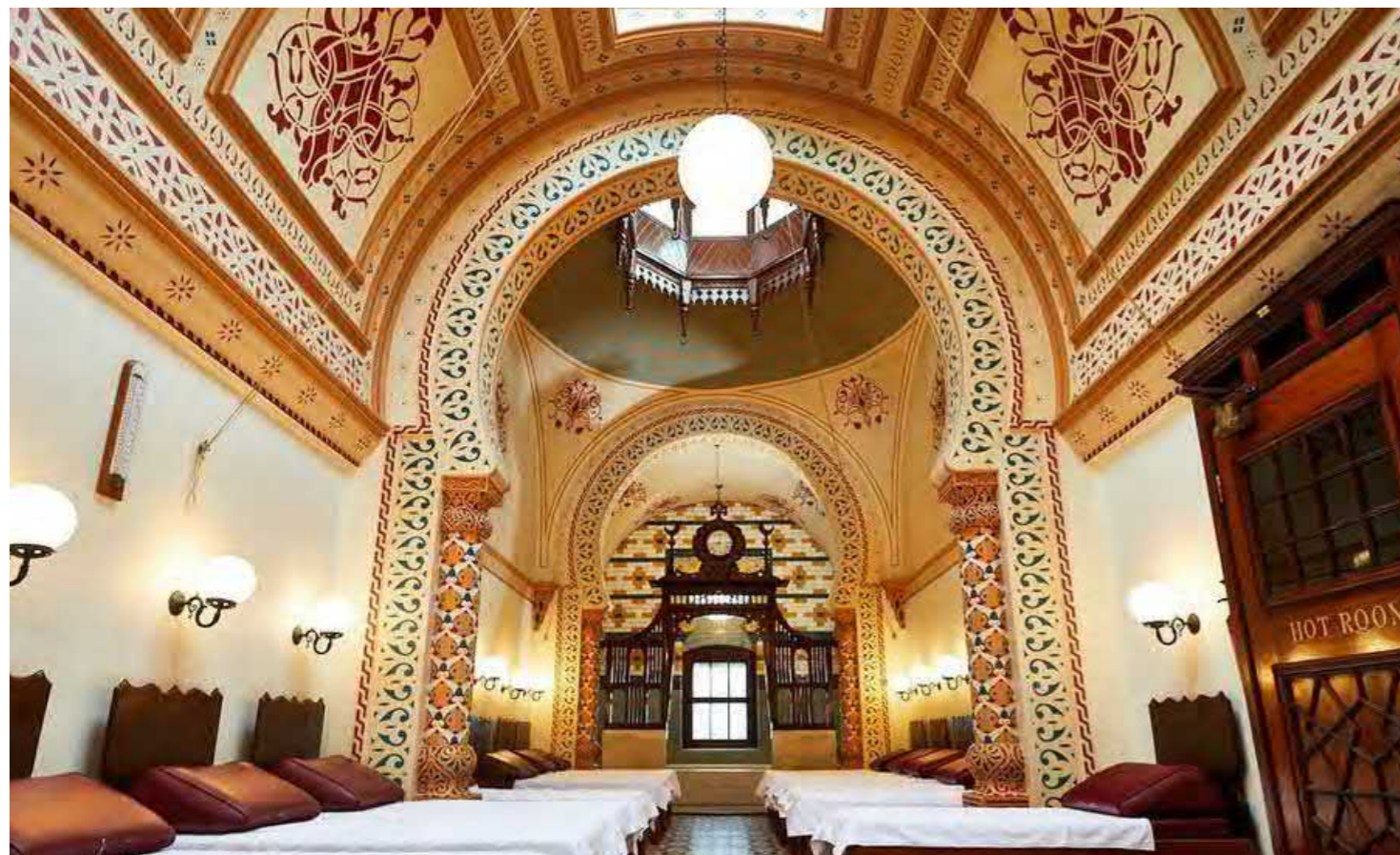
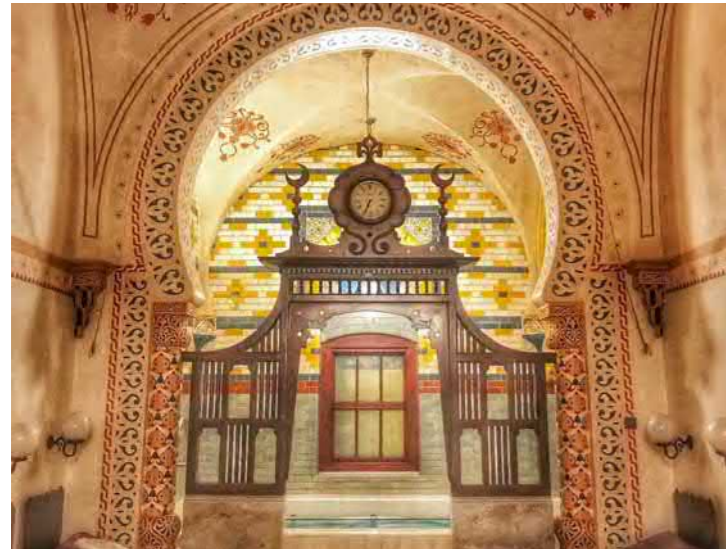


Figure 38: Harrogate City Baths.
Image source: Turkish Baths Harrogate <https://www.turkishbathsharrogate.co.uk/>

3.5 Alloa Speirs Centre, Scotland

The category A listed (Historic Scotland, Grade I equivalent) Speirs Centre first opened as a public baths and gymnasium in 1897. The project is now complete and forms a civic centrepiece for Alloa that accommodates a wide range of cultural and community based activities. These include museum displays, which are part of a new heritage trail, a modern library, a café, a Council customer services access point, the Council Registrar's office, community education programme facilities, business centre facilities, meeting rooms and a Tourist Information Centre.

The work included a comprehensive programme of internal and external conservation repairs; complete renewal of utilities and M&E services infrastructure; re-organisation of accommodation to create secure zones and support facilities for the principal activities; conversion of the original swimming pool to form a library; a contemporary extension housing reception and café and creating an accessible entrance; and improvements to accessibility, fire escape provision and fire compartmentation throughout.

The works to the existing building removed as many previous intrusive alterations as possible, particularly the fire partitions erected around the original entrance, to expose the outstanding spatial arrangement of the original design. All new elements were carefully considered to be light-touch, reversible interventions complementing the original Moorish and Oriental detailing.

A new accessible entrance and extension was added to the rear of the building. This location and design of the extension also acknowledged the way that the orientation of the town has changed since the Speirs Centre was first built by the creation of a new urban frontage facing towards Alloa's railway station.

Aspects of this scheme which are of particular interest:

- Clever use of simple, utilitarian materials.
- A very clear arrangement diagram which maximises unit frontage around an engaging central social space.
- Simple but carefully controlled lighting to create a captivating atmosphere.
- Flexibility of the central library and events space.



Figure 39: Alloa Speirs Centre. Image by David Mackenzie - Original image submission, CC BY-SA 3.0,

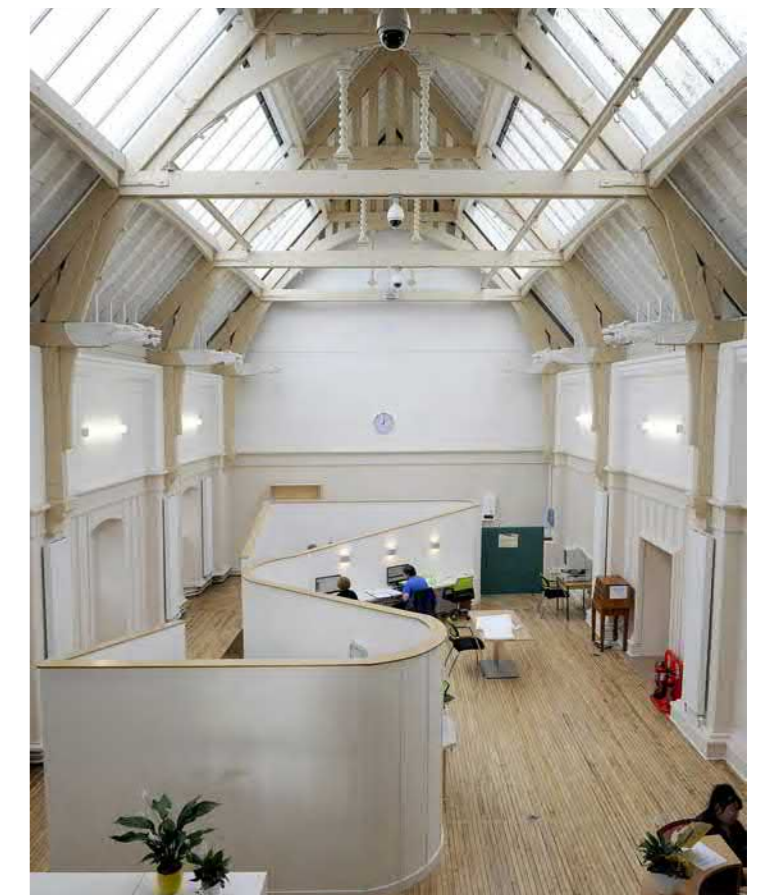


Figure 40: Alloa Speirs Centre.
Image by David Mackenzie - Original image submission, CC BY-SA 3.0,

4.0 Conceptual Approach

The redevelopment of the James Street Baths and Turkish Health Suite sits within the wider context of the Carlisle Station Gateway masterplan. The following points set out the scope of the Station Gateway project:

- Semi-pedestrianisation of Court Square;
- Improved ticketing and customer information;
- Improved commercial and hospitality opportunities within the station northern buildings (fronting Court Square);
- Redevelopment and improvements to the southern station entrance, including new vertical circulation;
- Rationalisation and simplification of the rail replacement buses procedure (relocating to proposed George Square);
- Cycle hub and storage;
- Demolition of the 1970's pools building (following opening of Sands Centre);
- Make good the façade between the 1970's pools and James Street Baths;
- Ensuring power/water connections into the building are isolated and contained;
- Development of George Square as a crucial parcel of public realm.

The feasibility options set out in this report fall outside the scope of the station scheme, however they demonstrate the simple adaptations of the existing Baths to make full use of the improvements proposed in the James Street area.

The following options refer to the access and accessibility constraints of the existing building, alongside the proposed level of development required for specific areas of the listed building. Proposed uses and functions of the spaces within the building are detailed in a later chapter.

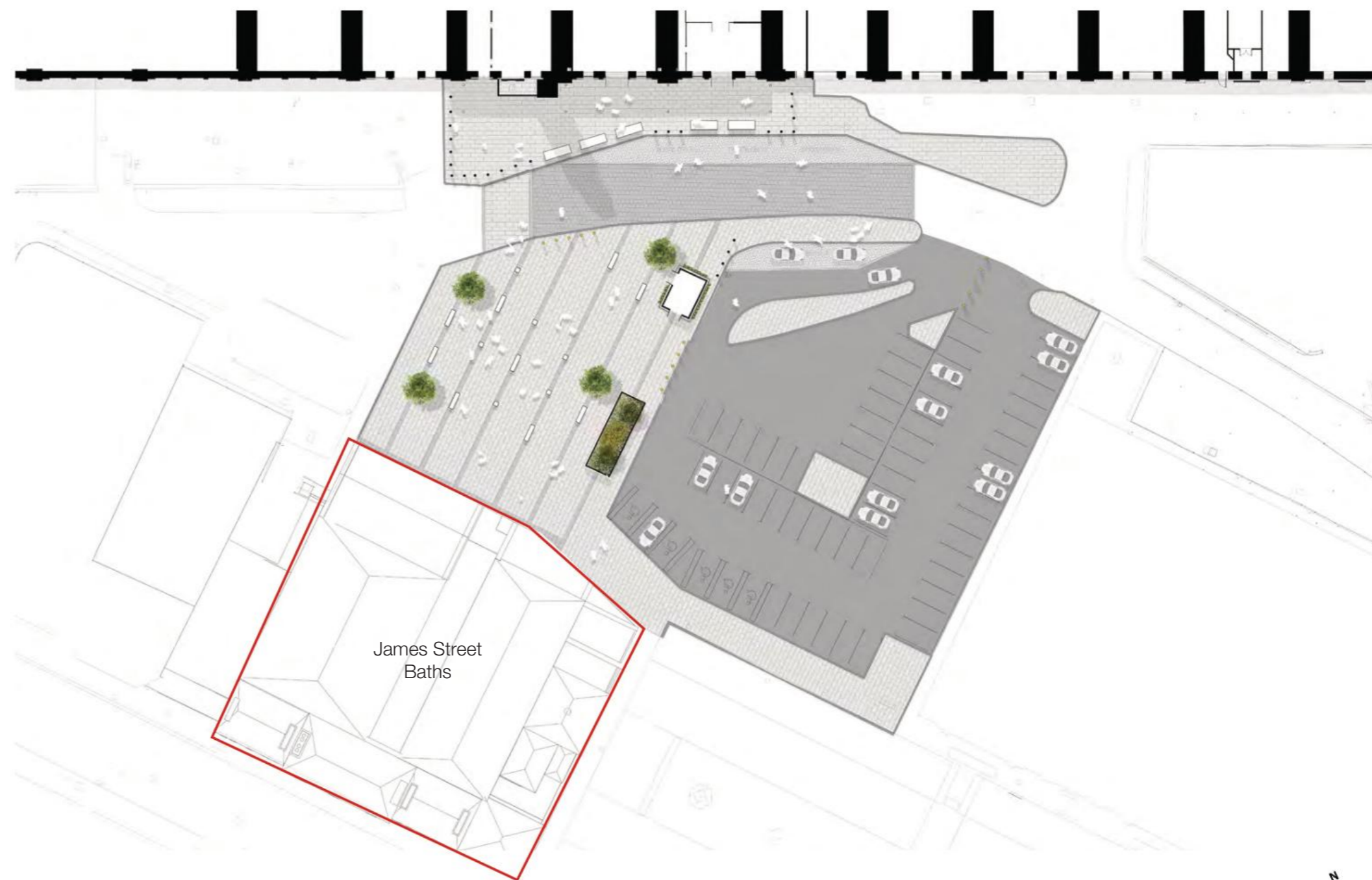


Figure 41: George Square, RIBA 3 Carlisle Station Gateway. Image: BDP, 2021.

Draft public realm layout for George Square, Carlisle Station Gateway plans.

4.1.1 Option 1

The proposed development for Option 1, a minimum intervention, is to retain part of the 1974 extension (the entrance lobby) whilst refurbishing and restoring the original (or replace non-original) finishes throughout the Baths. It proposes a new circulation core within the existing walls and voids of the existing building. Option 1 retains James Street as its primary entrance, but will reorganise access (ie. stairs and lift) as required, within the stair core space. The rear of the Baths facing George Square (Station Gateway) remains as service access only.

Pros

- Access to the main James Street Baths staircase and secondary entrance to James Street is available via the double doors to the south elevation of the building, complete with decorative tiled surround. A new lobby within the existing stair core / entrance is proposed to give level access (via a lift) to all levels of the building from James Street.
- The existing entrance lobby (addressing the west elevation) can be retained and re-clad to overcome the sites issues with changing levels.
- The developed design of the scheme and its facilities will give consideration to the disabled, to ensure a 'user-friendly' environment for both occupants and visitors and will comply with the current Part M of the building regulations.

Cons

- This low-level of intervention retains the existing functional layout and working practices of James Street Baths. Facing primarily onto James Street, this proposal would not address the wider station masterplan or the surrounding development areas more than is currently achieved by the building.
- The retained entrance lobby will require significant refurbishment and re-cladding in high quality materials to appropriately uplift the space, the lobby may also be retained temporality whilst a use is found for the adjacent site.

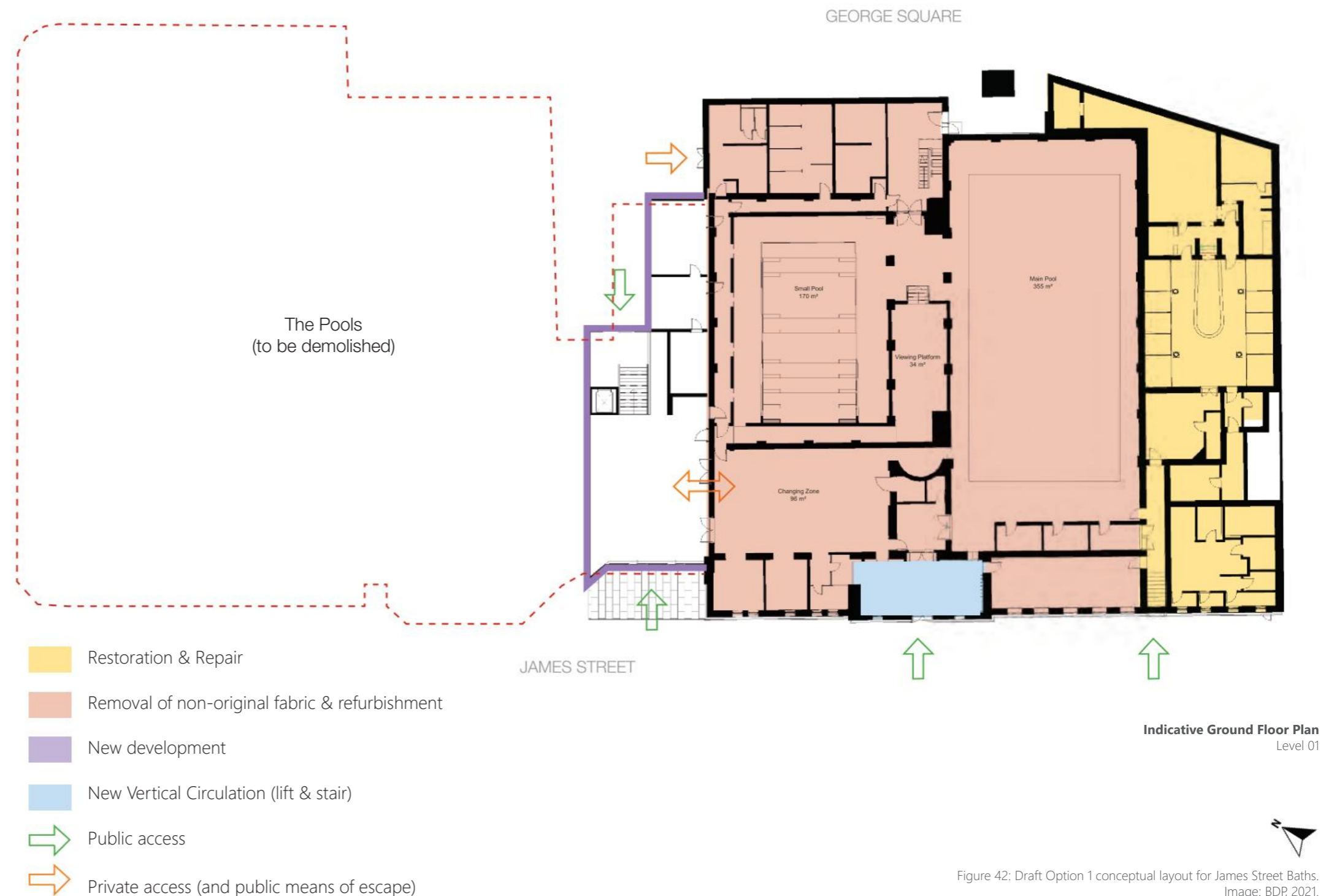


Figure 42: Draft Option 1 conceptual layout for James Street Baths. Image: BDP, 2021.

4.2.1 Option 2

The proposed development for Option 2, a light-touch intervention, is to remove non-original structures (walls) and finishes from the existing swimming pool halls to fit out for proposed uses and functions. Option 2 also proposes the repair and restoration of the historic features of the Turkish Health Suite. To address the accessibility of the building, Option 2 also proposes the demolition of a small proportion of non-original existing structures to construct a new entrance extension. This extension would also address the level change to the West elevation and offer an interesting contemporary design opportunity.

Pros

- A new build extension building within the existing footprint (replacing 1 shed building) is proposed to give level access (via a lift) to all levels of the building from George Square.
- The developed design of the scheme and its facilities will give consideration to the disabled, to ensure a 'user-friendly' environment for both occupants and visitors and will comply with the current Part M of the building regulations.
- Opportunity to tie in to proposed George Square landscaping, extending the paving alongside the new extension.

Cons

- This medium-level of intervention removes a portion of the existing building (although this is arguably one of the less important areas).
- The existing functional layout and working practices of James Street Baths are reorganised and rationalised.

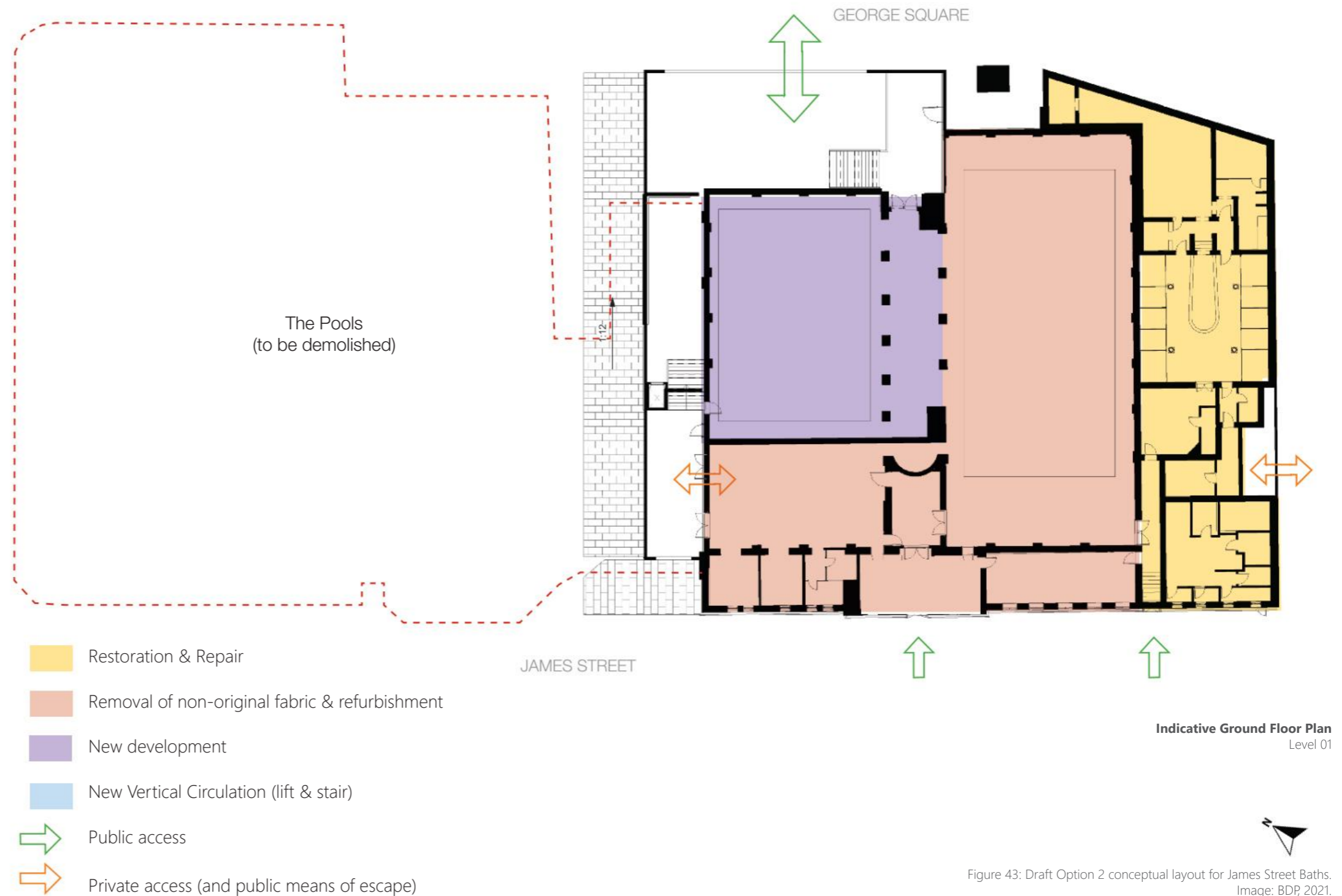


Figure 43: Draft Option 2 conceptual layout for James Street Baths. Image: BDP, 2021.

4.3.1 Option 3

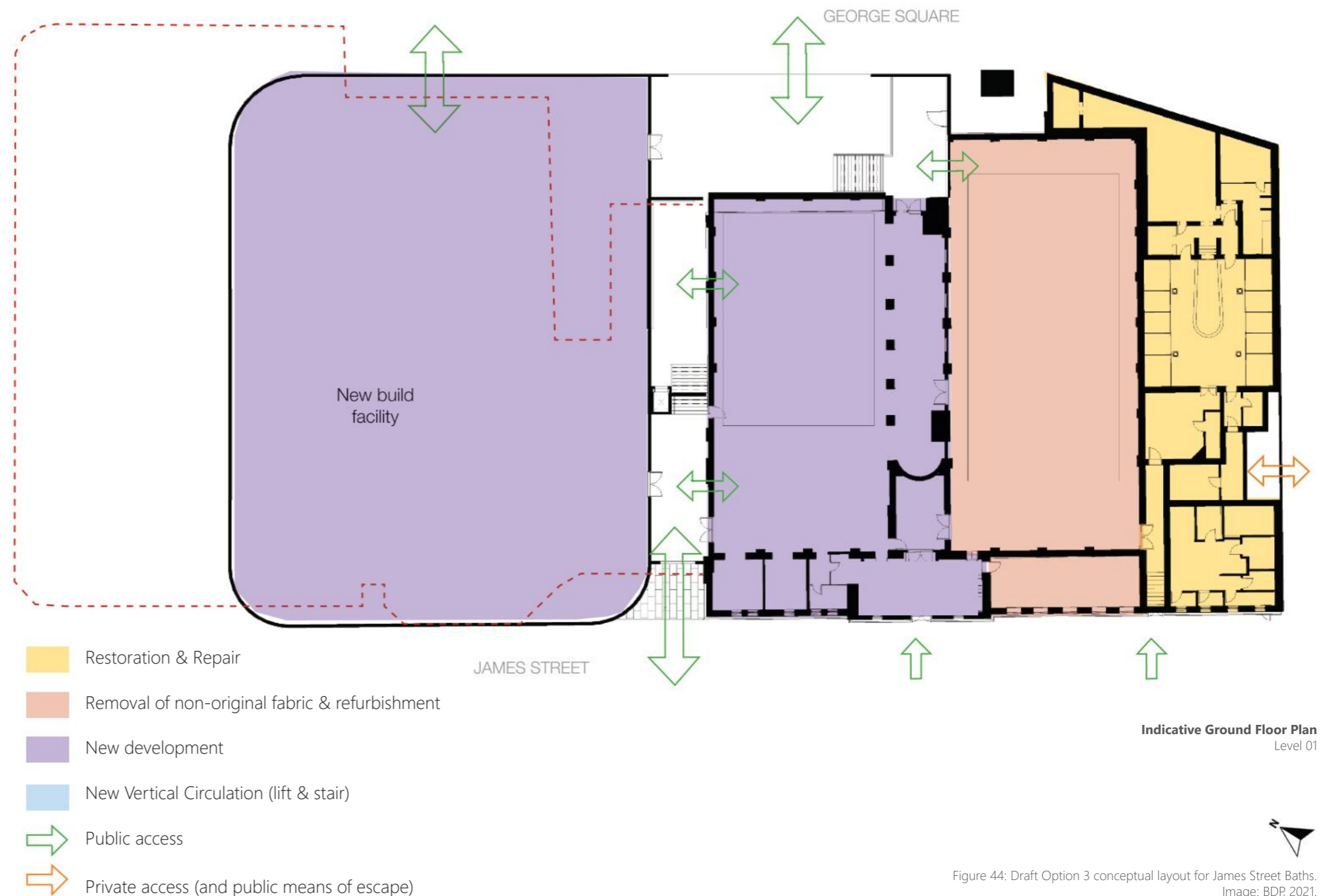
The proposed development for Option 3, significant intervention, is to remove non-original structures and finishes from the existing swimming pool halls. Retain the large pool hall to a new use related to the Turkish Baths (ie hydrotherapy or leisure pool), whilst converting the smaller pool hall to a function relating to the new use on the adjacent site. In addition, the option also proposes the repair and restoration the historic features of the Turkish Health Suite maintaining their future viability as a health and wellbeing suite. To address the accessibility of the building, Option 3 proposes the demolition of a small proportion of non-original existing structures to construct a new entrance extension. This extension would connect to the older structure via an atrium space and giving the listed building some 'breathing room' from the new build structure on the site of the demolished swimming pool building.

Pros

- A new lobby within a new extension structure proposed to give level access to all levels of the building from George Square.
- Large extension site improves the future viability, development costs and overall usability of the existing building.
- This option proposes an excellent design and architectural opportunity for the City.
- Heritage positive - this option would not require any signification building fabric alterations within the existing building, with all new vertical circulation (lifts and stairs) proposed in new-build areas.

Cons

- Limitations will be placed on the scale, form and design of the new build facility due to its proximity to the listed building and conservation area setting. Design quality is crucial to achieving positive development that does not overshadow the significance and speciality of the existing building.



Indicative Ground Floor Plan
Level 01

Figure 44: Draft Option 3 conceptual layout for James Street Baths.
Image: BDP, 2021.

5.0 Materials and Finishes

5.1 Materials & Finishes

Our conceptual approach to materials and finishes is to follow the guiding design principles below;

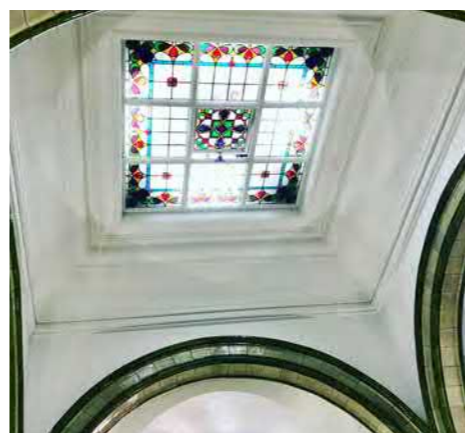
- Original finishes and materials will be exposed, expressed and reused wherever appropriate.
- New interventions will be clearly articulated to differentiate new and old finishes, thus celebrating their contrasting material characteristics.
- Robust, self-finished, long-life, low-maintenance materials will be utilised wherever possible.

The selection of images opposite, along with those interspersed throughout the rest of this document, provides an illustration of the range of materials, finishes and atmosphere within the Baths.

As the project develops, it will be crucially important that any new interventions, restoration or repair works are completely sensitively and do not over-shadow the intricate detailing of the existing fabric.

This strategic architectural approach focuses upon;

- Celebrating the finishes, materials and textures on display within the original Turkish Baths Suite building, leaving original surfaces visible within the overall composition wherever possible.
- Articulating the authenticity and contrast of new and old materials uses together to contrast and accentuate each others inherent qualities.
- Carefully controlling the use of colour, light and material texture of new interventions to complement original materials.
- Utilising authentic, self-finished, long-life, low-maintenance materials wherever possible.
- Avoiding historical pastiche which would distract from the original detailing and fabric.



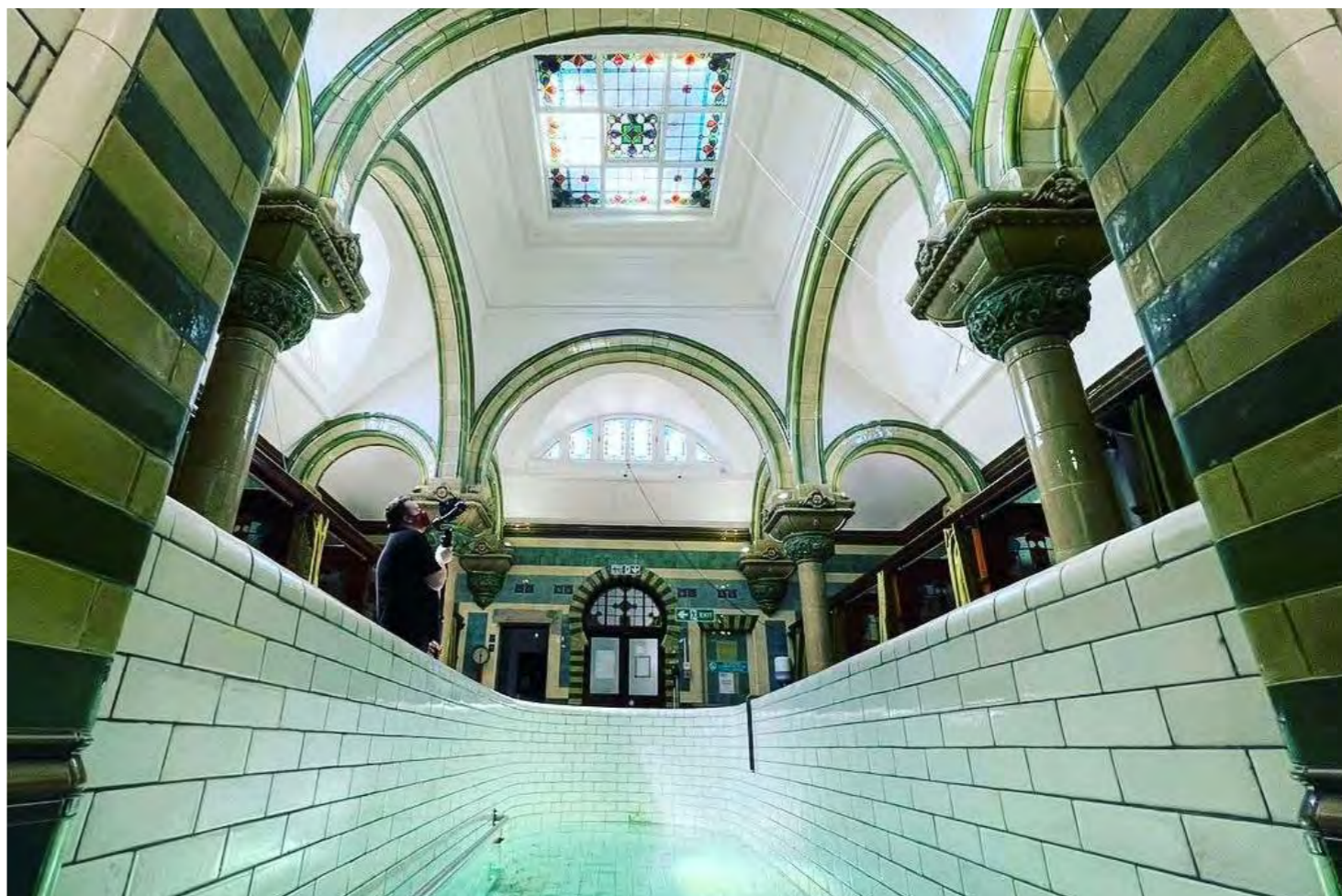
Stained glass roof light.



Glazed tiling.



Red brickwork to external facades



Plunge Pool

Figure 45: James Street Baths, Turkish Health Suite.
Image: <https://www.discovercarlisle.co.uk/See-Do/turkish-baths-and-victorian-health-suite>

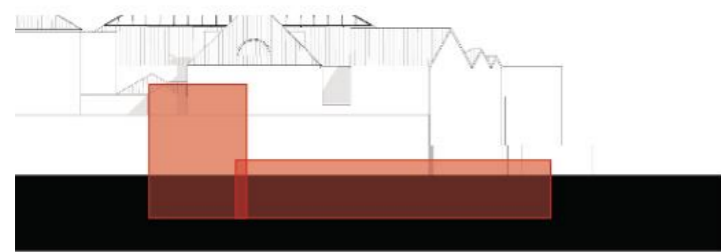
5.2 Artwork & Installations

The East elevation of the James Street Baths (facing towards the retail park carpark) has a recently lined blank gable wall. Rather than applying additional finishes or decorative linings to improve the visual attractiveness of this side of the building, the blank facade could be considered as a medium for bold painted murals or super-graphics which will enliven the area space, help reinforce the identity of the baths, and contribute to the external presence of the revitalised building from the carpark site and entrance elevation from James Street.

Street art is blossoming in the UK, with designated spots for cultural expression, these sites can become major tourist destinations and 'anchors' in themselves. Especially if included or contributing to an artwork 'trail' or treasure hunt.

The nature of painted artwork invites change and installed artwork does not have to be permanent. Contributing to the developing areas and forever changing contemporary landscape of Carlisle city centre.

The elevations below highlight the extents of the James Street Baths available for artwork installation, while the imagery opposite provides a flavour of what is possible.



Existing blank east elevation, potential canvas for wall murals.



Figure 46: Examples of murals on the end gable facades of existing buildings. Image: Varied.

Street artist murals, reflecting life in 2021. Images above shows collation of recent successful artist murals on existing historic buildings.

5.3 Signage & Wayfinding

Carlisle City Council spent a considerable amount of funding on new city centre wayfinding and directional signage in 2019. We believe the James Street Baths should be celebrated by tying into this existing infrastructure.

The site would also greatly benefit from an eye-catching new wayfinding and signage strategy, either building-fixed or amongst the adjacent areas of proposed public realm. In addition to this, increasing public awareness of the building, and the proposed/existing facilities, could be created through online campaigns and branding strategies.

The adjacent area of proposed public realm required by the Station Gateway project, George Square, provides opportunities to incorporate engaging and informative public art, signage and cycle storage opportunities which could benefit both the Station and James Street Baths.



Totem style wayfinding.



Heritage information incorporated into street furniture.



Heritage information incorporated into paving.



Wayfinding signage within the public realm, illuminated.



Cycle storage incorporated into planters.

Figure 47: Examples of signage and street furniture.
Image: Varied.



Illuminated and eye-catching signage.

5.4 Lighting

The Carlisle Town Deal programme includes an exciting new lighting project, alongside plans for the neighbouring Station Gateway project, which proposes a large new southern entrance. There is great potential to tie James Street Baths into a wider lighting strategy for the City.

Alongside this, a new illuminated entrance canopy and lighting scheme are proposed to up-light the large existing freestanding viaduct wall. An architectural lighting scheme is also planned for the pocket of public realm referred to as George Square.

The James Street Baths has the opportunity to tie into this positive regeneration by itself illuminating some of the beautiful existing features of the existing building. Either through lighting the external elevations in a calm and sophisticated approach, or in more playful interventions using colour. A well-designed, sensitively positioned lighting scheme will also contribute positively to the identity and promotion of the Turkish baths as a unique facility. Whilst also discouraging anti-social behaviour and crime through the activation and passive surveillance of the building.



Illuminated seating at Halifax Piece Hall.
Figure 48: Examples of fixed and freestanding lighting.
Image: Varied.



Muted use of texture and light to signify the entrance to the



Playful use of colour to light existing buildings.



Detail and grandeur of the historic buildings complimented by sensitive architectural lighting.

6.0 Facilities & Uses Comparison

6.1 Newcastle City Baths

The Grade II listed City Pool and Turkish Baths in Newcastle shut in 2013, remaining vacant until in 2016 the City Council granted a long term lease to charity leisure operator 'Fusion Lifestyle Limited'.

The City Pool and Turkish Baths building are not the original (1838) private baths on the site, the complex was rebuilt in 1928 with an Art Deco interior. The lifestyle centre shares a site with the City Hall Theatre in a central position within the civic centre of Newcastle.

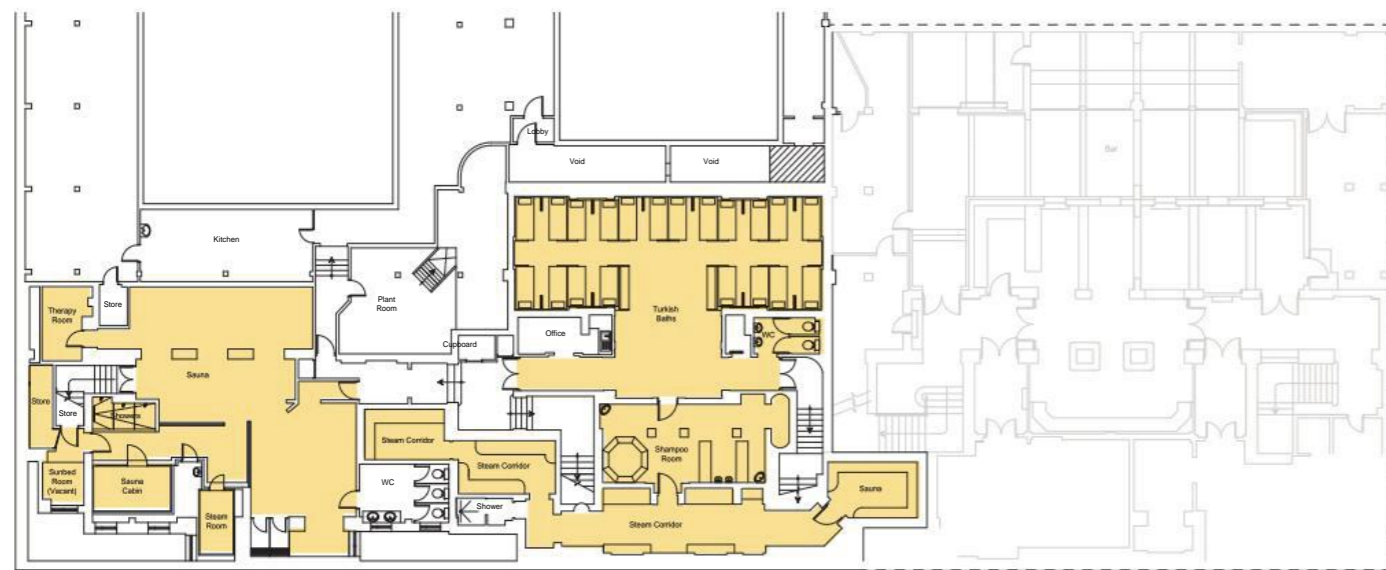
In 2016, Fusion Lifestyle commenced work on a restoration programme at a cost of ~£7.5 million, which involved converting the main swimming pool into a gym area with exercise rooms, while a second, smaller pool, was retained for swimming. The gym and swimming pool re-opened to the public in January 2020.

As the original Victoria Turkish Baths had already been lost, the restoration to the spa spaces within the complex were able to incorporate modern finishes.

The floor plans of Newcastle City Baths have been scaled to show the proportionate size of the facility against the scale of the James Street Baths.

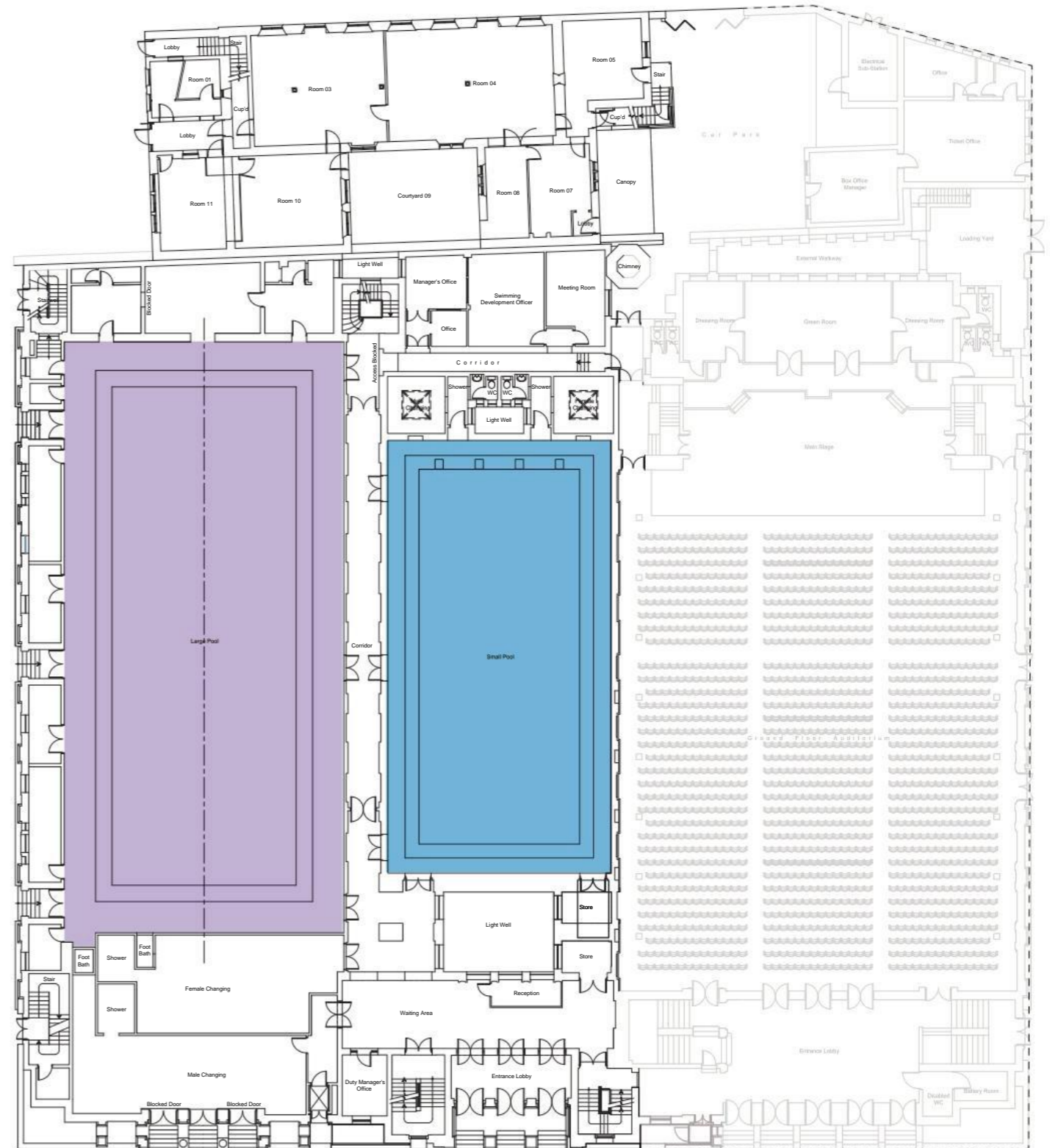
Key:

- Sports Hall**
Gym and training spaces.
- Swimming Pool**
Lane swimming.
- Turkish Health Suite**
Spa uses.



Newcastle City Baths Basement Plan Level-1

Figure 49: Newcastle City Baths existing plan. Image: Planning Portal.



Newcastle City Baths Ground Floor Plan Level 00

Figure 50: Newcastle City Baths existing plan. Image: Planning Portal.

Option 1 inspired by Newcastle City Baths

By taking the template of the successful Newcastle City Baths and applying its functions and uses to the site of James Street baths, we can test the viability of the spatial arrangement of the existing building, with a minimal intervention.

Therefore in this scenario, in addition to overall historic building repairs, option 1 may involve:

- Draining and boarding over of the larger swimming pool (reversible installation), this expansive space could then be utilised as a training and/or gym studio.
- The existing low-level suspended ceiling could be removed, revealing the original roof structure and bringing daylight into the space through the existing roof lantern.
- Where possible, non-original poor quality finishes could be removed and original finishes restored (if present).
- The large, flexible, usable space would create a usable facility for the local area. The pool hall could be used by community groups, sports groups and private hire etc.
- The smaller pool could be refurbished and non-original finishes removed and replaced by contemporary, high quality materials, improving the user experience of the swimming pool.
- The existing boiler house could be transformed into an attractive cafe/bistro, with views over the newly developed George Square area of public realm.
- The lobby area could be refurbished and externally re-clad, improving the external appearance of the 'extension' as connected to the curtilage listed building and in the context of the conservation area.
- The Turkish Baths could be repaired and restored, through the removal of poor quality later additions, being replaced with sensitive materials and high quality finishes.
- The changing and WC facilities of the Turkish baths could be refurbished and brought back into use, ensuring the continuation of appropriate changing facilities for the Turkish health Suite, independent of the adjacent leisure uses.

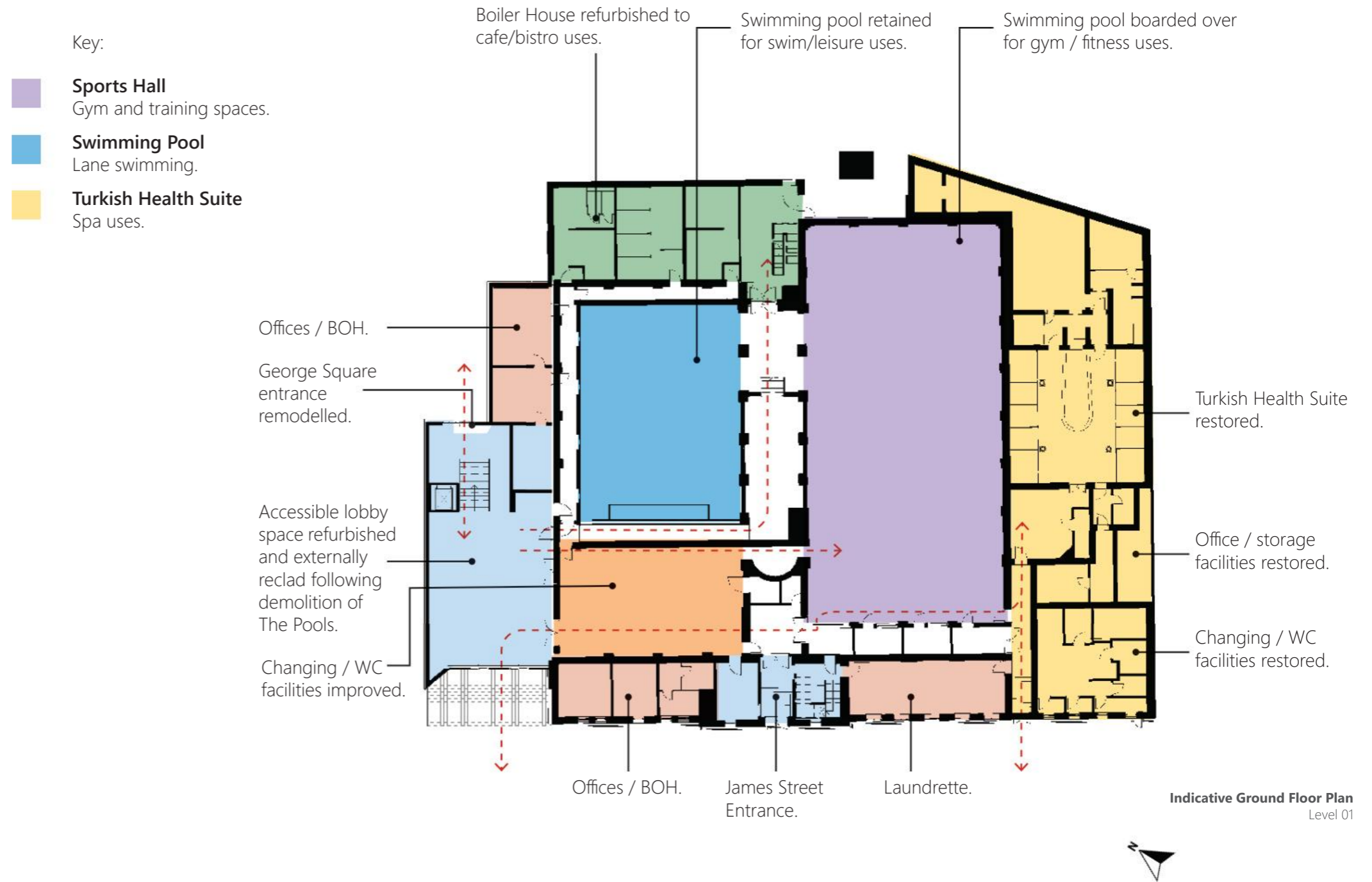


Figure 51: Ground Floor Plan, option 1, indicative use layout as proposed Level 00

6.2 Victoria Baths

The Grade II* listed Victoria Baths opened to the public in 1906, and were closed by Manchester City Council in 1993. The large complex is located in the Chorlton-on-Medlock area of Manchester, nearby to the heart of Manchester University Campus.

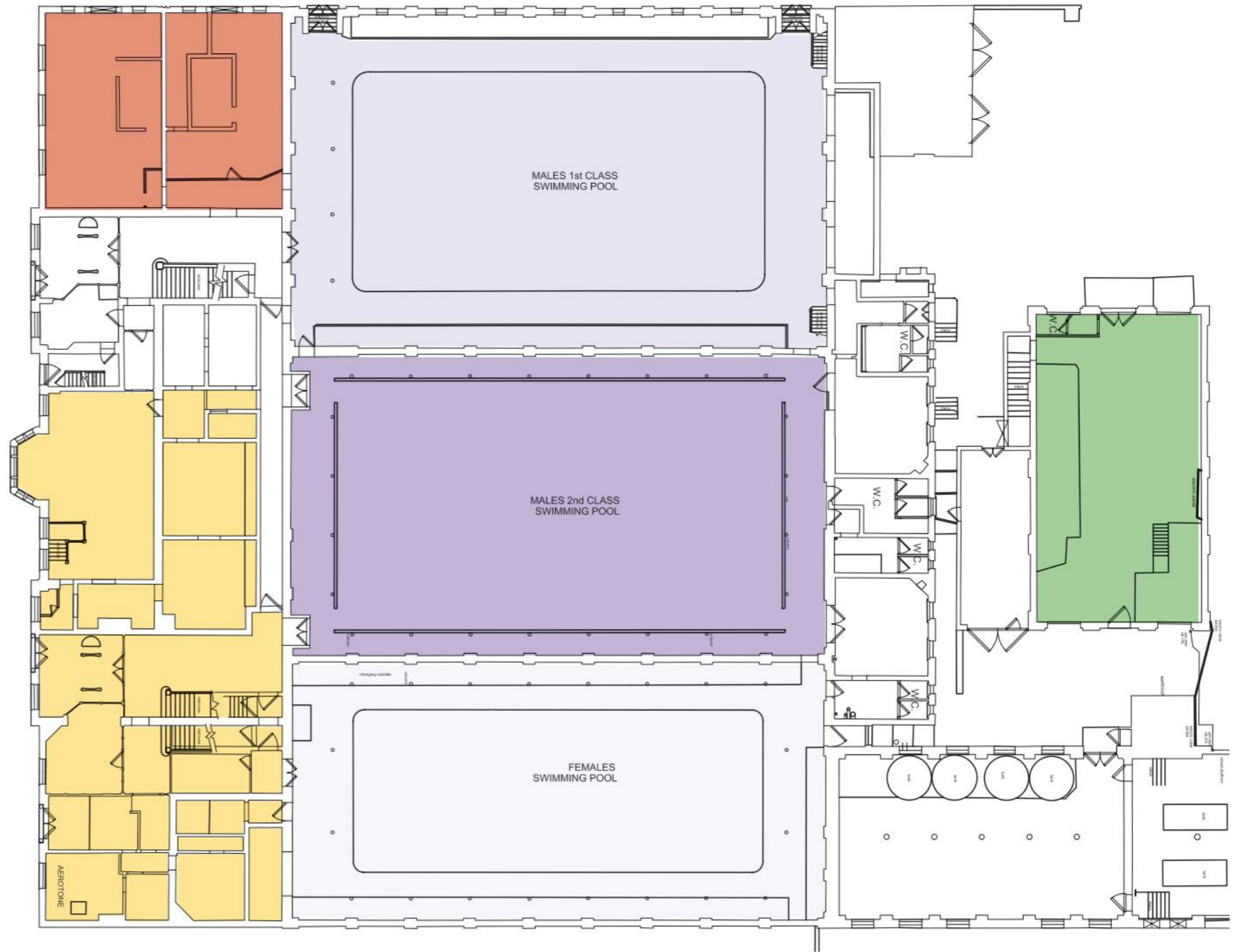
Following closure, the Friends of Victoria Baths local interest group was formed and began to investigate the possibility of running the Victoria Baths independently. The Manchester Victoria Baths Trust was then set up by local residents to pursue the aim of re-opening the Baths. In 2007, the Baths reopened after a multi-million pound refurbishment after being awarded Heritage Lottery Funding.

The decision was taken to drain the water from all three swimming pools to utilise the building for special events. Victoria Baths, is used today as a community resource, hosting events, such as food and drink festivals, weddings, cinema showings and as a filming location.

Recently, the Trust has partnered with Fusion Lifestyle to progress the next phase: which will see the re-opening of the Turkish Baths suite, the creation of a modern health suite of treatment rooms to operate independently on the site.

The floor plans of Victoria Baths have been scaled to show the proportionate size of the facility against the scale of the James Street Baths.

- Key:
- Sports Hall**
Events and function space.
 - Arts Space**
Community uses.
 - Turkish Rest Rooms**
Community uses.
 - Tea Rooms**
Cafe.
 - Gala Pool**
Events and function space.
 - Females Pool**
Events and function space.



Victoria Baths Ground Floor Plan (not to scale)

Figure 52: Victoria Baths existing plan. Image: Planning Portal.

Option 2 inspired by Victoria Baths

By taking the template of the successful Victoria Baths and applying its functions and uses to the site of James Street baths, we can test the viability of the spatial arrangement of the existing building, with a minimal intervention.

Therefore in this scenario, in addition to overall historic building repairs, option 3 may involve:

- Draining and boarding over of the smaller swimming pool (reversible installation), this expansive space could then be utilised as a training and/or gym studio.
- Draining the larger swimming pool for mixed uses.
- The existing low-level suspended ceilings could be removed from both pools, revealing the original roof structure and bringing daylight into the space through the existing roof lanterns.
- Where possible, non-original poor quality finishes could be removed and original finishes restored (if present).
- These large, flexible, usable spaces would create a usable facility for the local area. The pool hall could be used by community groups, sports groups and private hire etc.
- The existing boiler house could be removed to construct a contemporary extension to overcome accessibility issues and the sites level changes.
- Within the extension could be an attractive cafe/bistro, with direct access to the newly developed George Square area of public realm.
- The Turkish Baths could be repaired and restored, through the removal of poor quality later additions, being replaced with sensitive materials and high quality finishes.
- The changing and WC facilities of the Turkish baths could be refurbished and brought back into use, ensuring the continuation of appropriate changing facilities for the Turkish health Suite, independent of the adjacent mixed uses.
- The Turkish Baths could operate less frequently as a spa (however still retaining the ability to be used as a Turkish Baths), and instead be utilised as an alternative events space and filming location.

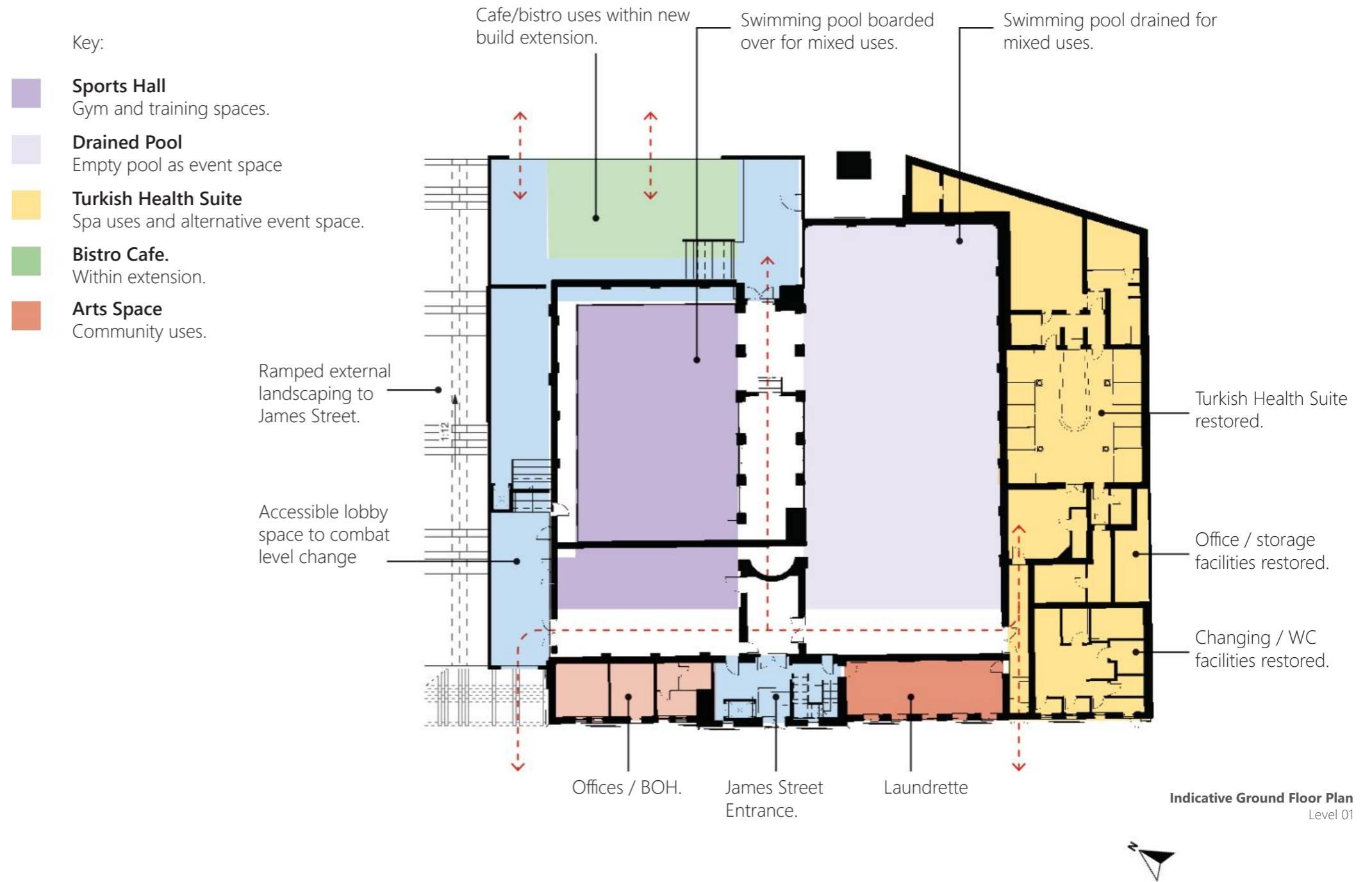


Figure 53: Ground Floor Plan, option 2, indicative use layout as proposed Level 00

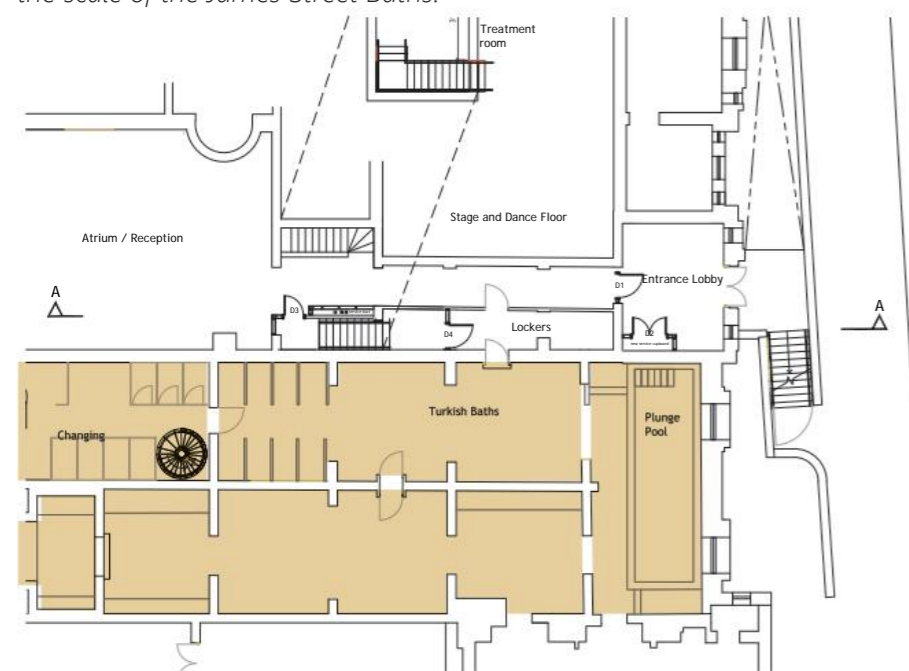
6.3 Harrogate Turkish Baths

The Harrogate Turkish Baths are the most complete example of 19th Century Turkish Baths in England. Opened in 1897, The Harrogate Royal Baths offered a wide variety of spa treatments and hydrotherapy uses, however the site has no leisure swimming pool uses.

The venue sits at the bottom of Parliament Street and faces the Crescent Gardens. The Royal Baths building was redeveloped in 2004 and subdivided into a mixed use complex. The building now hosts the Harrogate Tourist Information centre, a pub, and a number of bars and restaurants. The highly decorative and intact Turkish Baths is all that is left of the original spa uses of the building.

The Turkish Baths operate as a stand alone unit, the site is owned and operated by the Local Authority, with visitors completing the sequential bathing process around the ornate spaces.

The below floor plan of Harrogate Turkish Baths have been scaled to show the proportionate size of the facility against the scale of the James Street Baths.



Harrogate Turkish Baths Ground Floor Plan (not to scale)



Key:

Turkish Rest Rooms
Spa uses.

Food & Beverage
Hospitality uses.

Tourist Information
Community uses.

Aerial plan of Harrogate Royal Baths showing mixed use on the site. (not to scale)

Figure 54: Harrogate Turkish Baths aerial plan. Image: Google earth.

Key:

Lettable Units
Size and scale tbc.

Turkish Health Suite
Spa uses and alternative event space.

Arts Space
Community uses.

Option 3 inspired by Harrogate Turkish Baths

By taking the template of the successful Harrogate Turkish Baths and applying the rationale of the complex to the site of James Street baths, we can test the viability of the spatial arrangement of the existing building, with a minimal intervention.

Therefore in this scenario, in addition to overall historic building repairs, option 3 may involve:

- Draining and boarding over both swimming pools (reversible installation), this expansive space could then be independently leased to a tenant.
- The existing low-level suspended ceilings could be removed from both pools, revealing the original roof structure and bringing daylight into the space through the existing roof lanterns.
- Where possible, non-original poor quality finishes could be removed and original finishes restored (if present).
- These large, flexible, usable spaces would create a number of lettable units for the local area (ie. Food and beverage units).
- The existing boiler house could be removed to construct a contemporary extension to overcome accessibility issues and the sites level changes, whilst acting as a lobby for the complex.
- On the footprint of the 1970s demolished Pools Building, a new structure could be constructed to provide additional lettable space for the development.
- The Turkish Baths could be repaired and restored, through the removal of poor quality later additions, being replaced with sensitive materials and high quality finishes.
- The changing and WC facilities of the Turkish baths could be refurbished and brought back into use, ensuring the continuation of appropriate changing facilities for the Turkish health Suite, independent of the adjacent mixed uses.
- The Turkish Baths could operate less frequently as a spa (however still retaining the ability to be used as a Turkish Baths), and instead be utilised as an alternative events space and filming location.

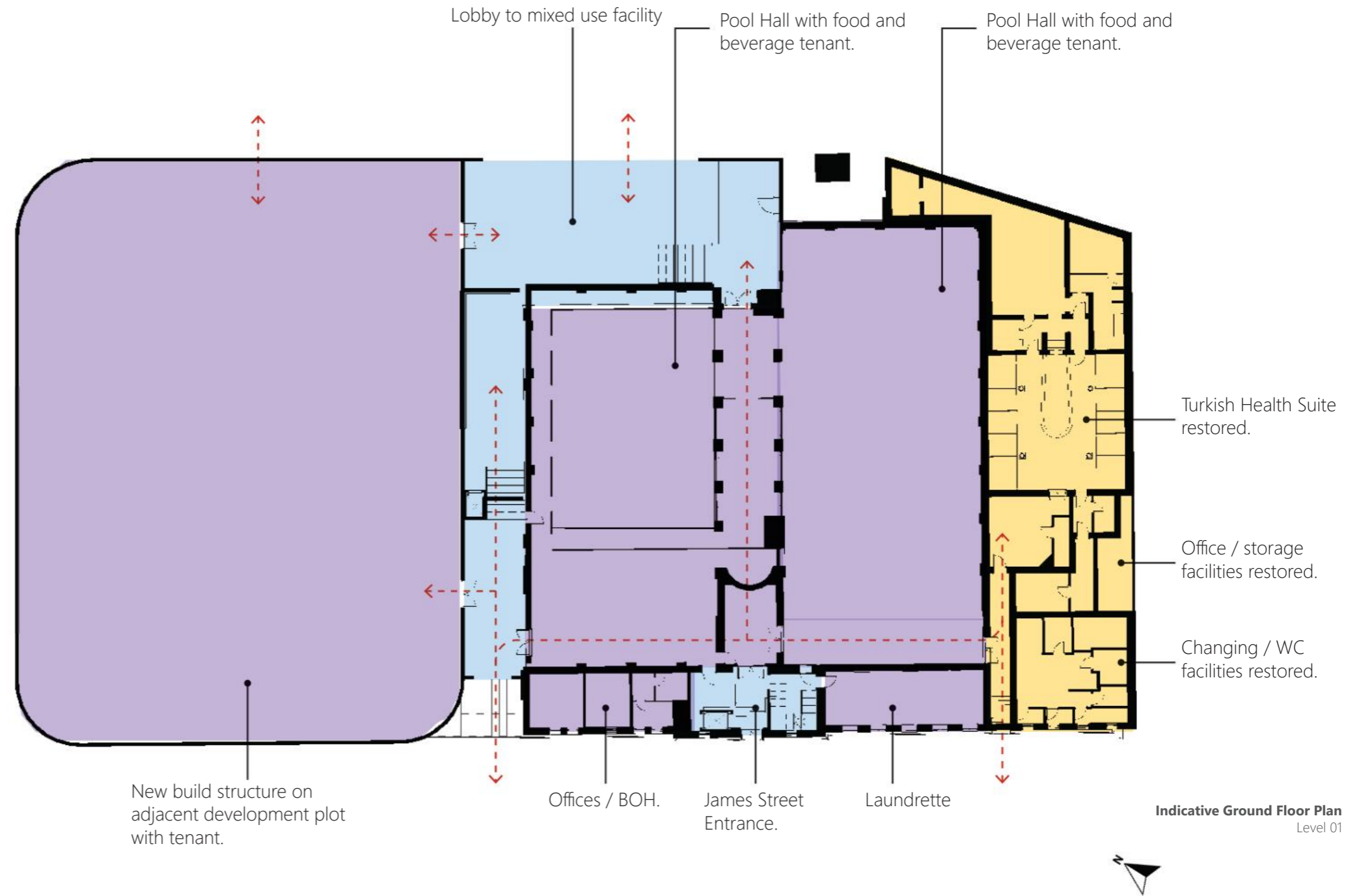


Figure 55: Ground Floor Plan, option 3, indicative use layout as proposed Level 00

7.0 Commercial Assessment

7.1 Commercial Viability

As part of the overall feasibility study in to potential redevelopment options for the James Street Baths a high-level commercial assessment of the potential options under consideration has been undertaken by Mott MacDonald.

The assessment work undertaken includes for:

- i. An overview of current commercial activity and arrangements at James Street baths.
- ii. An overview of ongoing and future complimentary activity in Carlisle city centre.
- iii. A literature review of commercial activity at comparable facilities.
- iv. An analysis of commercial requirements for the different options.

Potential future uses for the baths complex have been developed following discussions with Carlisle City Council, a review of existing case studies for similar facilities that have been subject to regeneration/refurbishment projects elsewhere in the country and the design options put forward as part of the wider feasibility work undertaken.

Several uses have also been discounted at this stage, as these are deemed to be un-viable options for the Council in the long-term. These are detailed within the assessment output.

Given the early-stage nature of the feasibility work undertaken at this time the assessment concludes with suggested 'next steps' to be taken by Carlisle City Council and stakeholders in further developing and assessing the potential future use of the building, including further assessment of potential demand and commercial viability.

The full assessment can be found at Appendix A.

7.2 Indicative Cost Estimate

A high level indicative cost estimate has been completed by Mott MacDonald to quantify the three options to redevelop the James Street Baths as assessed by this feasibility report.

In order to cost the three options, the estimator has applied the functions/uses of the three example projects (Newcastle, Victoria and Harrogate Baths, as discussed in chapter 6) into the spaces available at James Street Baths to estimate the scope of works required to the existing building in order to facilitate these uses. These works, alongside the site-relevant works to the existing building are summarised in the table opposite.

The estimate and summary can be found at Appendix B.

PROJECT NAME	James Street Feasibility Study	ESTIMATE NUMBER	1		
RIBA STAGE	RIBA Stage 0	PRICE BASE DATE	4Q21		
Summary of Group Element Costs					
Group Element		Option 1	Option 2	Option 3	Comments / Assumptions
Direct Costs (cost basis excl preliims)		2,373,725.15	2,377,432.80	2,244,055.28	
Direct Costs (cost basis incl preliims)		732,113.00	2,392,037.00	12,436,617.62	Rates derived from BCIS incl preliims at base
DIRECT CONSTRUCTION WORKS COSTS (A)		3,105,838	4,769,470	14,680,673	
Preliminaries, overheads and profit					
Preliminaries	0.25	593,431.29	594,358.20	561,013.82	Added to these direct costs that excl preliims
Contractor Overheads and profit	0.1	369,926.94	536,382.80	1,524,168.67	
INDIRECT CONSTRUCTION WORKS COSTS (B)		963,358	1,130,741	2,085,182	
CONSTRUCTION COST (C)		4,069,196	5,900,211	16,765,855	
Project / Design Team Fees and Other Project Development Costs					
Design @ 7% of Direct Construction Works Total (A)	0.07	217,408.67	333,862.89	1,027,647.10	
Project Development Team @ 10% of Direct Construction Works Total (A)	0.1	310,583.82	476,946.98	1,468,067.29	
Other Project Costs: Environmental Mitigation	0.01	31,058.38	47,694.70	146,806.73	
EMPLOYER INDIRECT COSTS (D)		559,051	858,505	2,642,521	
POINT ESTIMATE Construction + Development Cost (E)		4,628,247	6,758,715	19,408,377	
Risk					
Risk @ 60% of Point Estimate Total	0.6	2,776,948.35	4,055,229.22	11,645,025.91	
ANTICIPATED FINAL COST Cost limit excluding inflation (F)		7,405,196	10,813,945	31,053,402	
Inflation					
Inflation		-	-	-	Excluded as program not confirmed
TOTAL INFLATION ALLOWANCE (G)		-	-	-	
Anticipated Final Cost - AFC TOTAL COST LIMIT (H)		7,405,196	10,813,945	31,053,402	

Figure 56: Mott MacDonald outline cost estimate summary table. Image: Mott MacDonald, 2021.

8.0 Next Steps

8.1 Refining the Design

We hope that this feasibility report has successfully captured the fantastic potential for developing the James Street Baths.

Once the financial and social value appraisals have been completed and the framework for progressing with implementation of the project has been agreed, the next step in moving the project forward will involve formation of a design team to work collaboratively with project stakeholders including the client, the end user operator, and relevant statutory bodies, to develop the details of the design and materials specification through the RIBA work stages to a level of detail where consents can be agreed, costs can be firmed up, and operators can engage with and shape the intervention to meet their technical and operational requirements.

8.2 Statutory Consents

In accordance with the requirements of the listed building, the design, fit-out, management and operation of the James Street Baths will be subject to close liaison and development in collaboration with a number of statutory consultees, including the Planning Team, Conservation Officer, Building Control and the Fire Service.

8.3 Operator Liaison

In tandem with developing the design to greater levels of detail it will be imperative to engage at an operational and technical level with all end user management and all concession unit operators to understand their technical requirements and integrate them into the evolving detail of the design. This input early in the next stages of design will be critical in refining and coordinating the design of the proposals to create a successful operational environment.

8.4 Procurement

Once the design and capital cost assessment has been coordinated and developed to a sufficient level of detail, the final step of the implementation process will be to identify to most appropriate and effective method of procurement to engage a main contractor to undertake the works. There are many different options available, each with advantages and disadvantages. However, because of the importance and heritage value of the Turkish Health Suite and adjoining spaces, along with the bespoke technical content of a high quality restoration, it will be of great importance to select a construction partner with an appropriately high level of experience and sensitivity across both of these areas of expertise.

9.0 Short Term Interventions

9.1 Assessment of Existing Building

As part of the feasibility study into potential long term redevelopment options for the James Street Baths, an interim solution has been prepared. This proposal provides a short-term strategy for retaining building activity whilst a viable future use is sought.

This option can be considered in line with Option A presented earlier in this report, however the level of redevelopment and refurbishment is limited to minimal, reversible, interventions.

The following pages of this report summarises an outline temporary scheme proposed order to avoid abortive costs later on in the building's redevelopment.

The assessment work undertaken includes for:

- i. Removal of poor quality fittings, ceilings and furniture.
- ii. Capacity assessment, including assessment of existing fire strategy and toilet facilities.
- iii. Accessibility and the entrance lobby
- iv. Potential modifications to building services

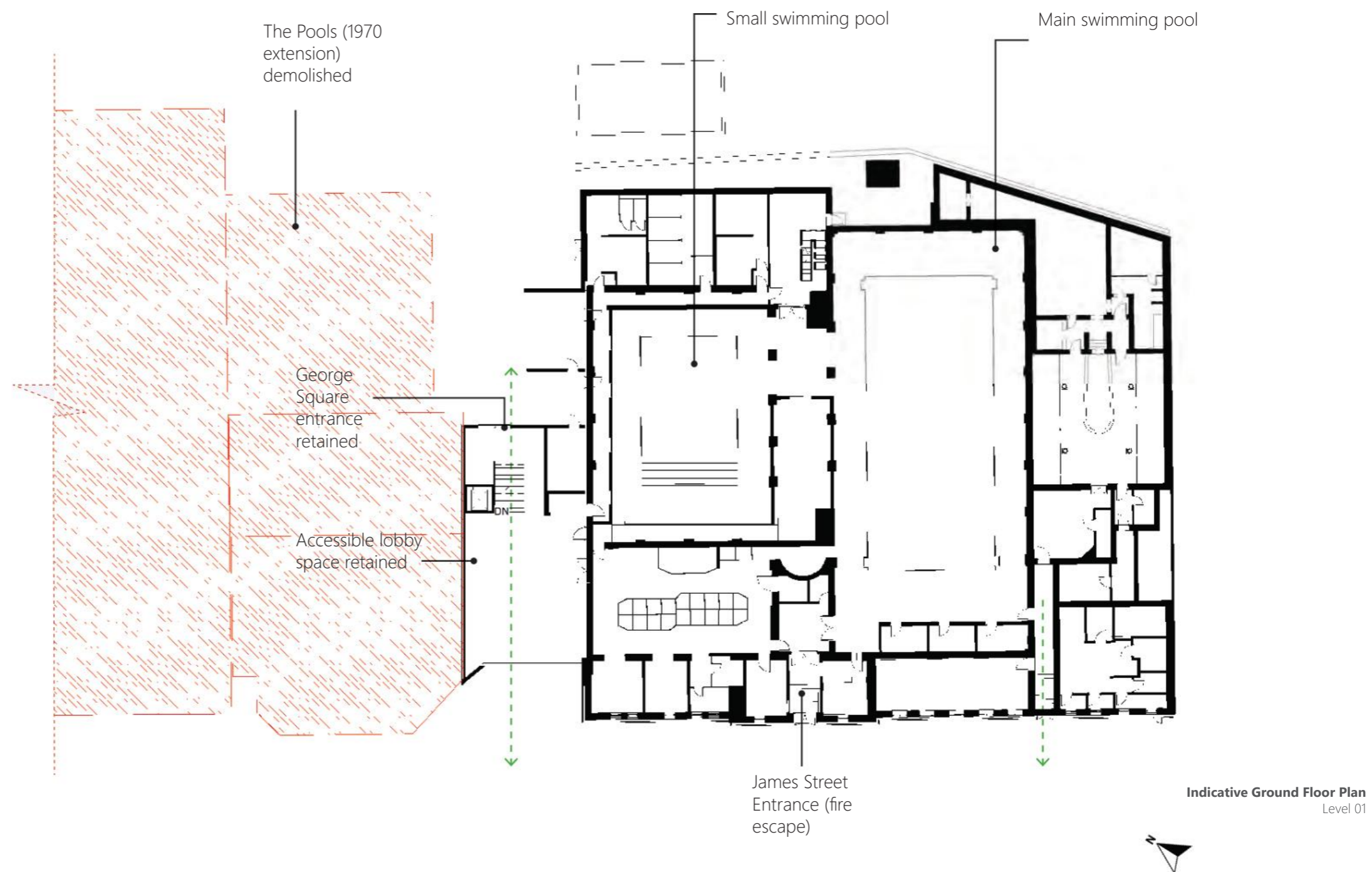


Figure 57: Ground Floor removals plan, meanwhile option

9.2 Swimming Pool Change of Use

Retaining the existing layout of the James Street Baths is beneficial to the temporary reuse of the building whilst a long-term development solution and/or operator is sourced. The adjacent indicative design suggests a temporary / meanwhile option for the building that retains the existing swimming pools in situ. Draining the water from the swimming pools and covering the existing tiled surfaces with temporary, largely timber, installations will allow the space to be used flexibly but also enable the interventions to be reversed at a later date if required.

The large pool hall, once decked to provide a safe and level usable surface, could host various community uses, making use of the building and adding to the redevelopment and regeneration of the southern gateway area.

It will need to be considered whether the proposals would result in a change from one Use Class to another, and hence whether planning permission will be required. It might also be necessary for planning permission and Listed Building Consent to be sought (given the adjacent Grade II listed Turkish Health Suite; however no temporary / meanwhile works are proposed to the suite itself).

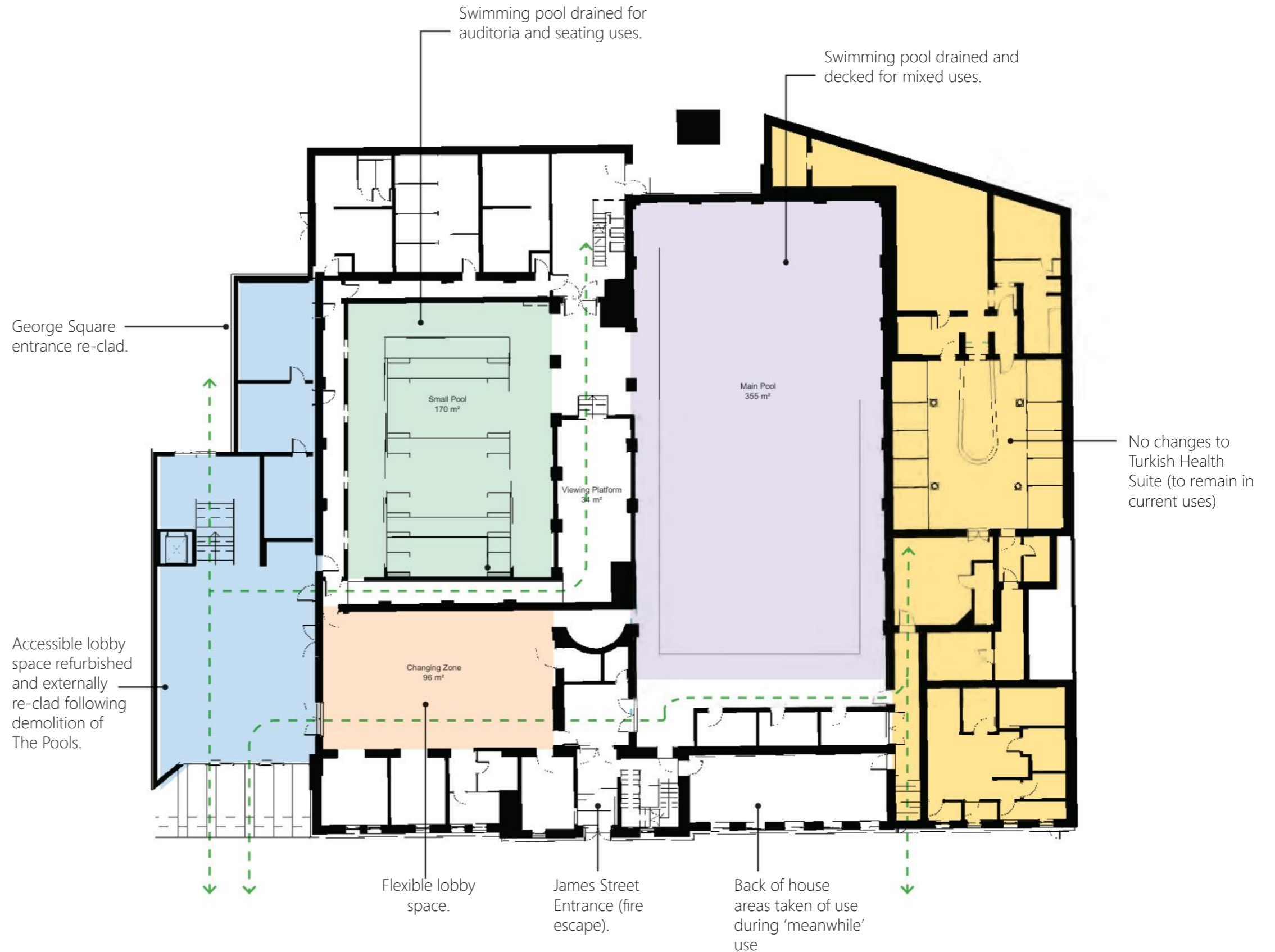


Figure 58: Ground Floor proposed plan, meanwhile option

Indicative Ground Floor Plan
Level 01

9.3 Suspended Ceiling Removal

The two existing pool halls within the James Street baths complex have suspended lay-in grid ceilings. The ceilings conceal mechanical ventilation (inset air grilles are visible). However the pool halls are currently lit from lamp fittings attached to the perimeter walls of the space.

When considering any interventions to the existing building reference should be made to *The Pools Asbestos Reinspection Report 22nd August 2018*.

Removing the suspended ceiling over the pools will transform the user experience and usability of the space through the reintroduction of natural light. The pool halls benefit from their existing Victorian pitched roof construction with large skylights which appear to be in good condition.

As the pools will cease to operate as water filled swimming pool, the tanks should be appropriately drained and cleaned.

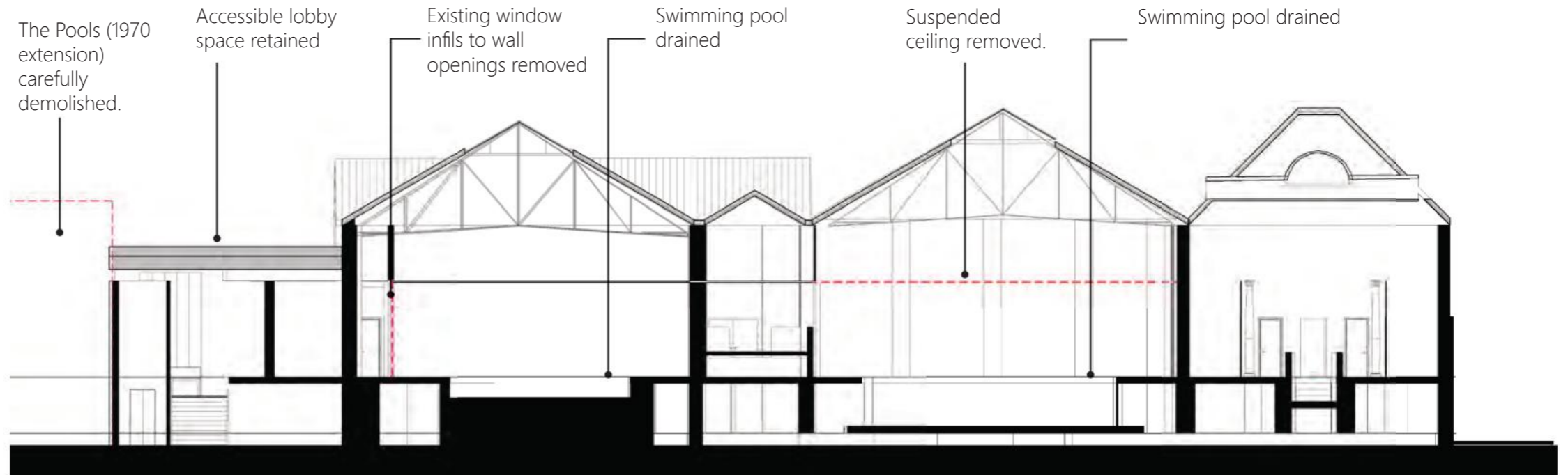
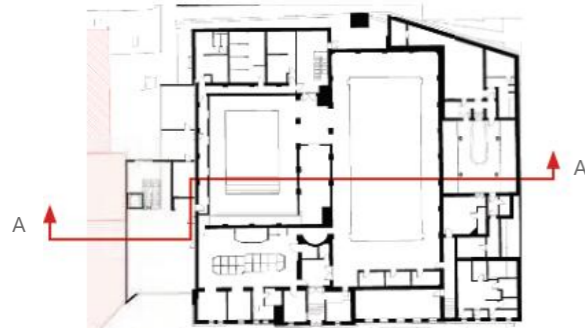
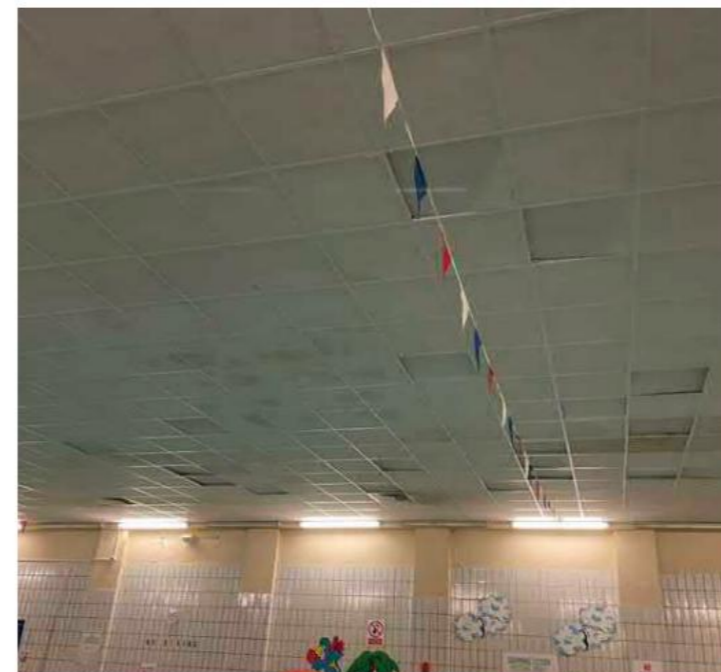


Figure 59: Approximate existing section A-A, meanwhile option as proposed.



Suspended grid in-lay ceiling above the small (10m) pool showing signs of wear and deterioration



Suspended grid in-lay ceiling above the large/main (20m) pool showing signs of age



Suspended grid in-lay ceiling above the large/main pool ceiling tiles missing or damage/ lifting

Removing the suspended lay-in grid ceilings from over the main swimming pool will immediately change the experience and usability of the halls. It is not known what condition the soffit of the existing pitched roof or roof lights are in, however the building appears to be weather-tight, with limited staining on the visible face of the existing ceiling. At roof level the glazed roof lights appear to have had relatively recent refurbishment works.

To increase the usability of both pool halls, the main 20m pool is proposed to be decked over with a steel and timber frame. We also propose the construction of a temporary terrace structure, including seating, to the smaller 10m pool.

This mitigates the cost of decking the small pool as the shallow depth of the swimming tank (0.75m) can be utilised as seating and an alternative usable space within the complex. It is proposed that the ceiling above the small 10m pool should be retained to reduce removal costs (prioritising the main pool hall) and provide space for a wider range of uses if this area of the complex does not have daylight penetration from above (ie. film screenings, presentations, etc.).

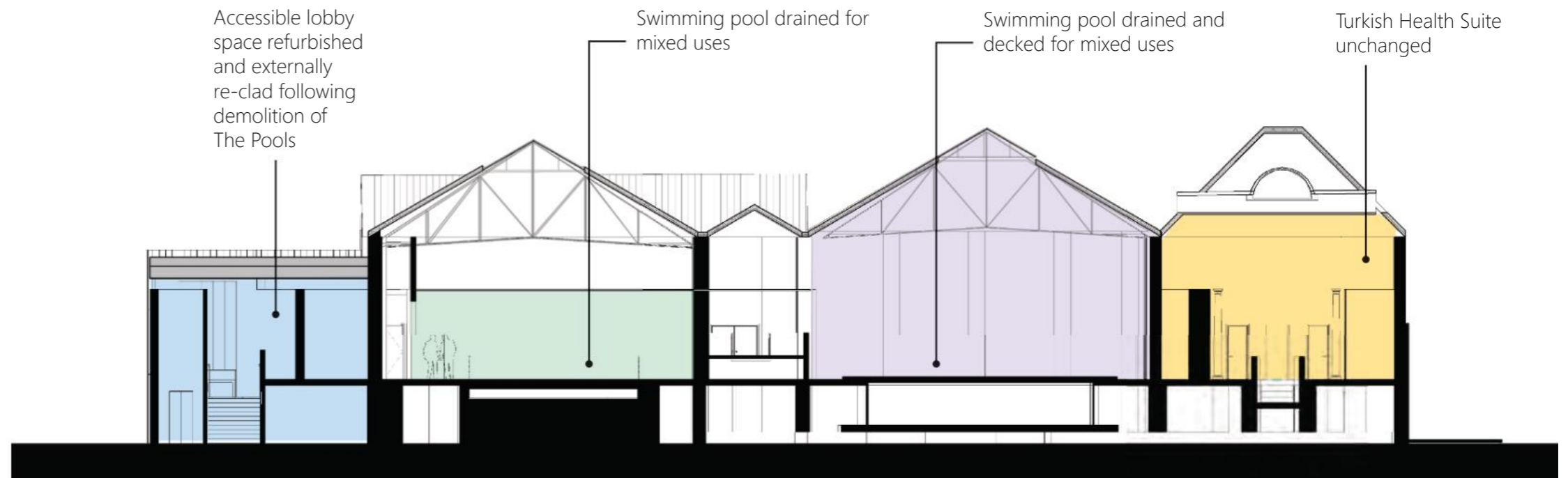


Figure 60: Approximate existing section A-A, meanwhile option as proposed.

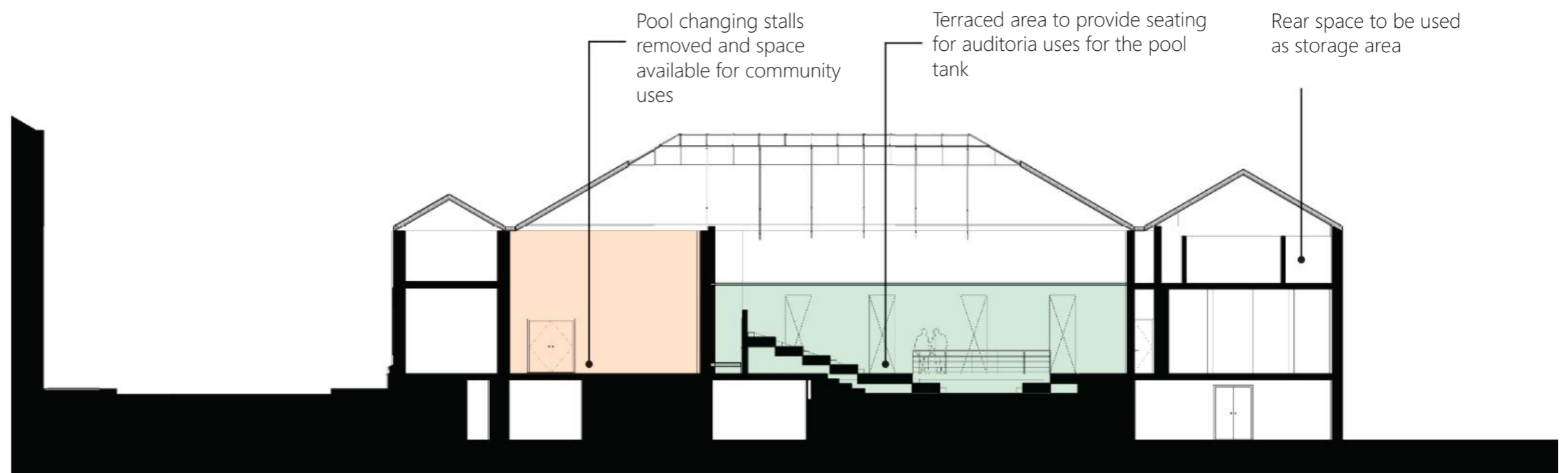
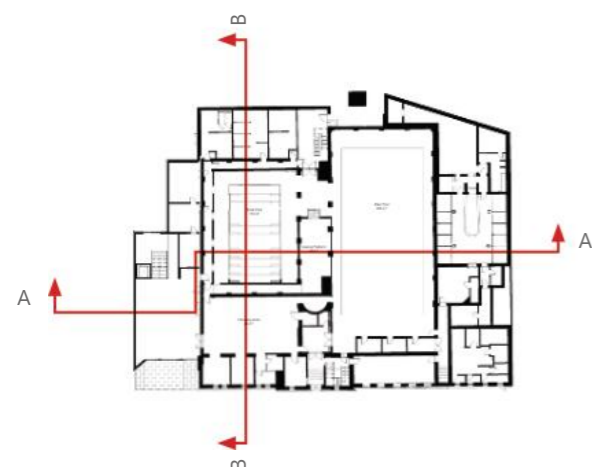


Figure 61: Approximate existing section B-B, meanwhile option as proposed.



9.4 Finishes

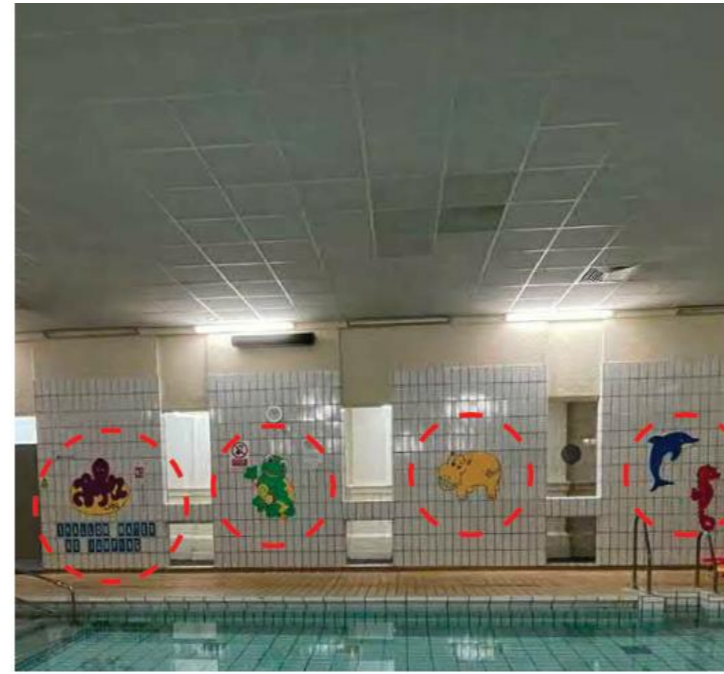
It is proposed that the majority of the interior finishes within the pool halls will be retained during the temporary occupation / meanwhile use of the building, with exception of the existing suspended ceiling over the main pool.

Signage and graphic decals on the existing wall fixed tiles should be removed and the tiles cleaned where appropriate. The un-tiled areas below the ceiling could also be repainted white if the budget permits. The power supplies to the existing pool hall lighting could be retained with replacement luminaires fitted. Existing joinery (doors, window frames etc.) should be cleaned and repainted.

As the pool halls have sloping tiled pool surrounds to provide drainage to the wet-areas around the swimming pools, these should be levelled off with a continuous surface finish across the decked pools. Marginally raising the floor level of the pool halls in this manner could be accessed through local ramping at required door thresholds. Tiles and drains should remain in situ. It is proposed that a timber batten system could adequately raise the floor level, to be coordinated with the proposed steel-deck system to board over the main pool tank. All proposals are indicative and subject to further development and detailed design.



1. Suspended ceiling removal over 20m main pool.



2. Graphic decals, stickers and adhered signage to be removed from tiled surfaces.



3. Draining floors to be made level and covered in suitable slip resistant fire retardant surface.



4. Wall hung lighting to be replaced.



5. Changing room fixtures to be removed.



6. Existing doors and joinery to be cleaned and repainted.

Small Pool Hall

A bespoke timber joinery insertion of raked large scale seating and balustrades around the small 10m pool tank will create a useful and extremely versatile space for community hire.

Existing fluorescent lighting, luminaires replaced.

Existing ceiling retained in situ and repaired where appropriate.

Proposed timber seating to pool hall.

Existing fluorescent lighting, luminaires replaced.

Existing pool hall white vertical bond tiles.



Figure 62: Existing small pool hall.

Figure 63: Indicative image of proposed reuse of the small pool hall.

Proposed fire retardant timber floor lining to level out pool floor surfaces.

Large Pool Hall

Boarding over the main pool will provide a fantastic mixed use flexible facility within the southern gateway regeneration zone. The majority of works required to the main pool involved removing the suspended ceiling and levelling / boarding the floor areas. Retaining the pool void beneath the decked floor surface retains the possibility for the building to reopen as a swimming pool in the future, whilst reducing the costs of completely removing the tank and associated finishes.

Existing fluorescent lighting, luminaires replaced.

Existing pool hall pitched soffits cleaned and repainted.

Existing pool hall glazed roof light.

Condition of existing walls and soffits above ceiling unknown hence scope of work for cleaning / new finishes unknown.

Any existing duct work to be assessed and retained where appropriate.

Existing pool hall white vertical bond tiles.

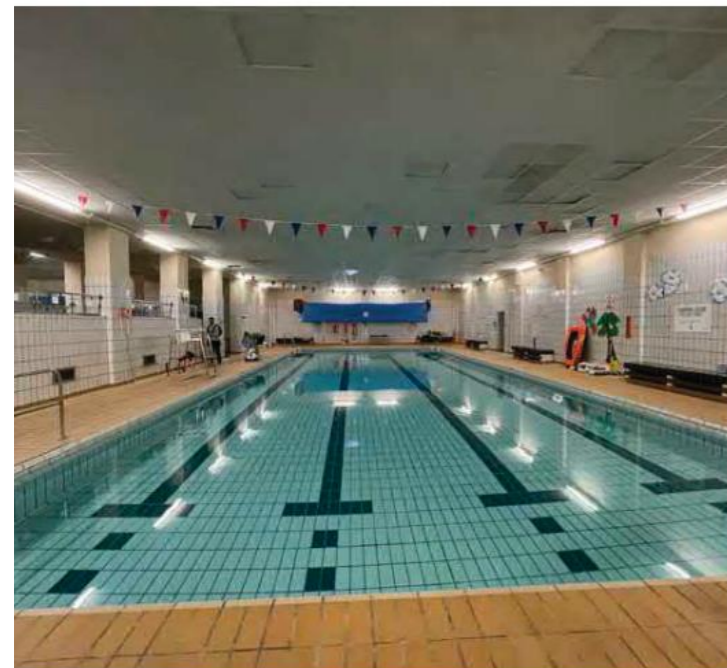


Figure 64: Existing main pool hall.



Figure 65: Indicative image of proposed reuse of the large pool hall.

Proposed fire retardant timber floor lining to level out pool floor surfaces.

9.5 Capacity and Facilities

The building regulations Approved Document B2, 'Fire safety: Buildings other than dwelling-houses', defines the occupant capacity of a room, storey, building or part of a building as:

The maximum number of persons it is designed to hold; or
 The number calculated by dividing the area of room or storey(s) (m²) by a floor space factor (m² per person) such as those given in Table C1 of the approved document for guidance.

Use of room or floor	m ² per person
Standing spectator areas, bar areas (within 2m of serving point) similar refreshment areas.	0.3
Assembly hall, bingo hall, club concourse, dance hall, venue for music concert and like occasion, queuing area and bar areas without fixed seating.	0.5
Committee room, common room, conference room, dining room, lounge or bar (other than in 1 above), meeting room, reading room, restaurant, staff room or waiting room.	1.0
Exhibition room or studio (radio, film, television, recording).	1.5

Figure 66: Extract of Table C1 of Approved Document B2, 2010.

Proposed temporary / meanwhile uses of the James Street Baths pool halls should be subject to the appropriate capacity figures estimated in the table above. There are also a number of existing toilet locations throughout the James Street Baths building. It is proposed that these locations are to be retained and facilities maintained as present.

 Existing toilet facilities (TBC)

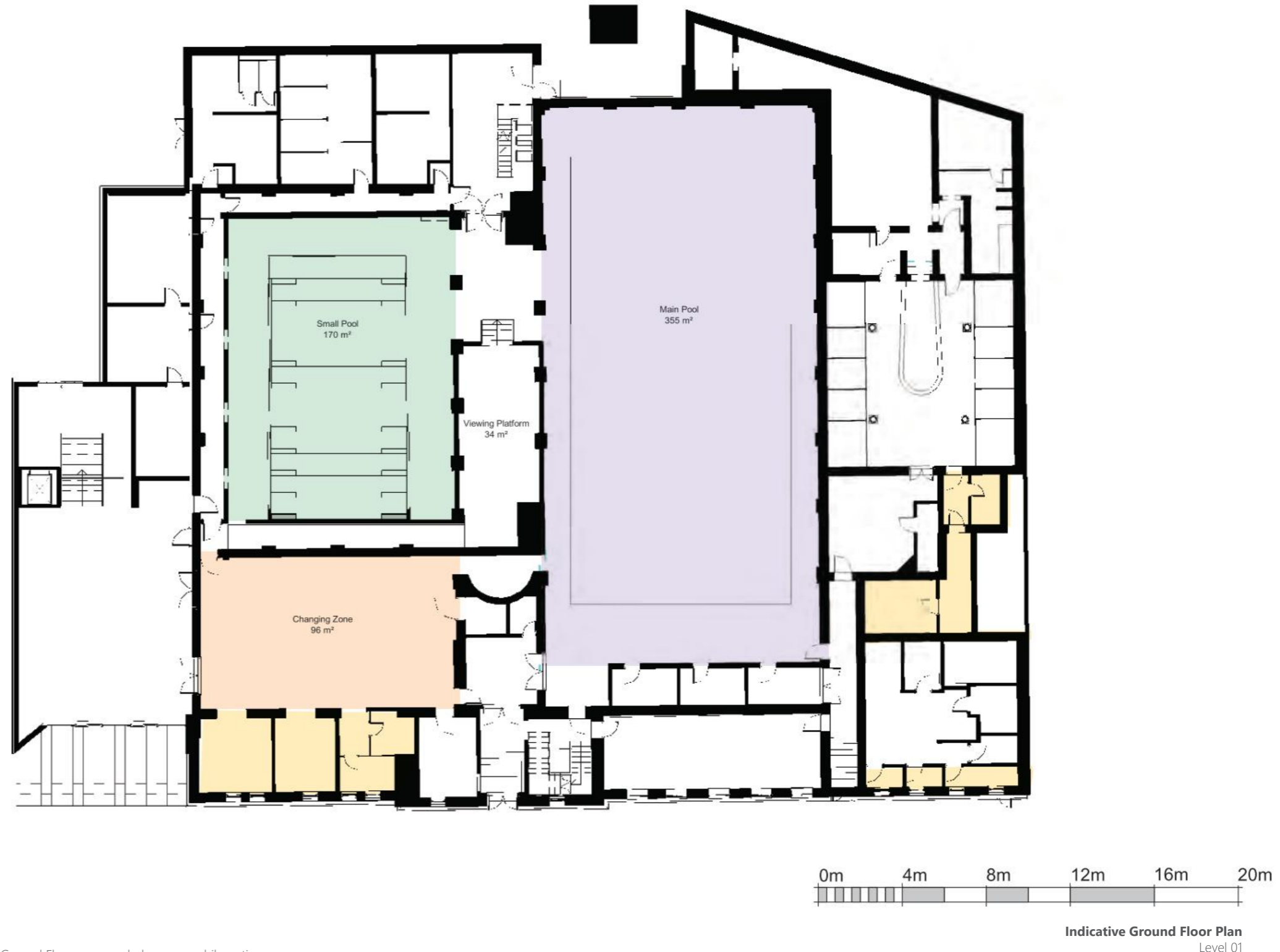






Figure 67: Ground Floor proposed plan, meanwhile option

9.6 Fire

The building currently has multiple points of emergency escape and a fire escape protected stairwell. As the proposals do not extend, alter or reorganise the existing plan of the building the fire strategy should remain unchanged - subject to fire engineer assessment and detailed design.

A large increase in capacity / occupancy will require reassessment from a qualified fire professional.

Key

-  Existing fire escape (stepped access)
-  Existing fire escape (level access)
-  Escape routes
-  Existing fire escape protected stair

Maximum number of persons	Minimum number of escape routes / exits
60	1
600	2
More than 600	3

Figure 68: Extract of Table 2.2 of Approved Document B1, 2010.

Number of escape routes	Minimum escape distances
Where more than one route is provided	25m high risk area 45m normal risk area 60m low risk area
Where only a single escape route is provided	12m high risk area 18m normal risk area 25m low risk area

Figure 69: Extract of Table 2.1 of Approved Document B1, 2010.

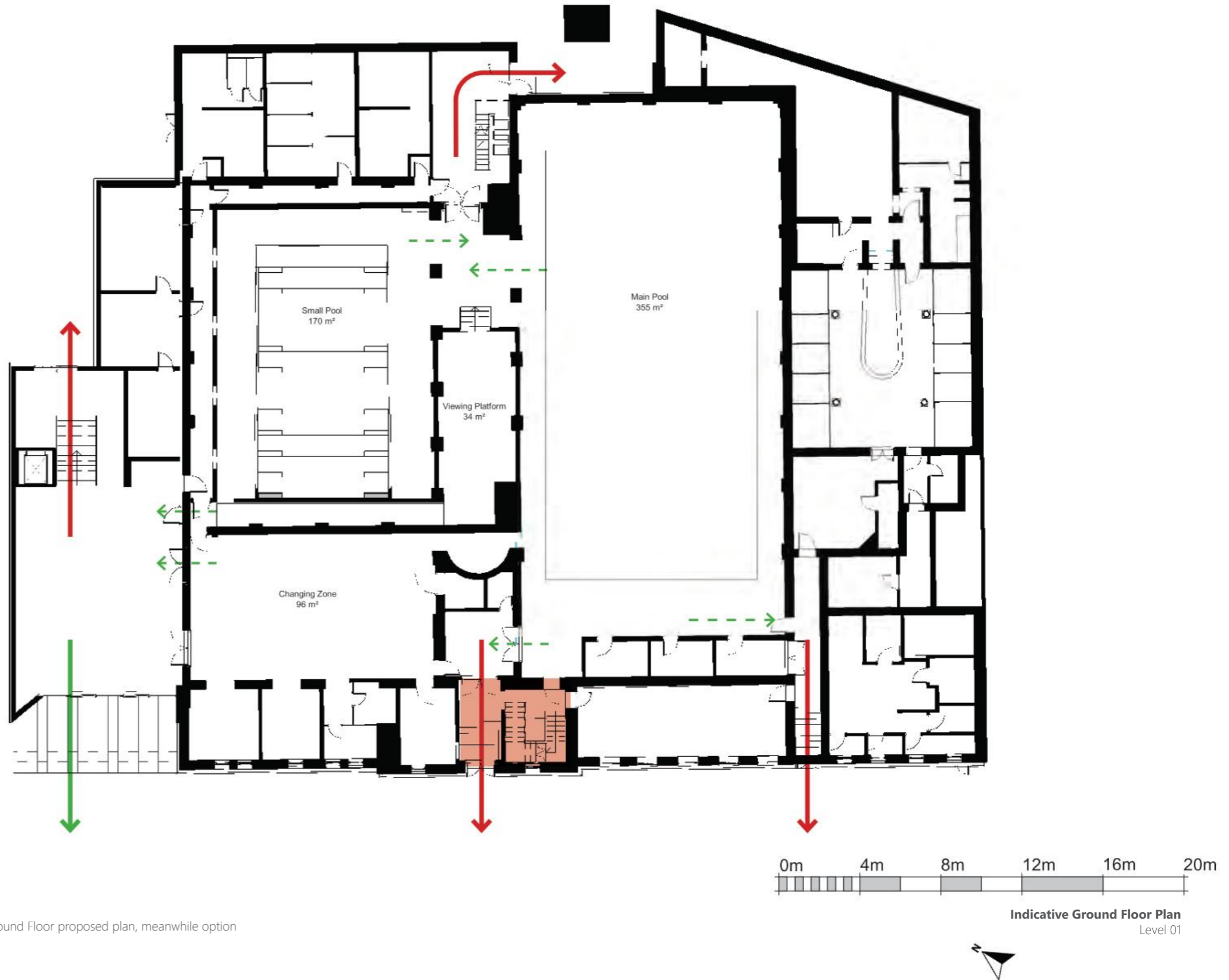


Figure 70: Ground Floor proposed plan, meanwhile option

9.7 Entrance Lobby Remodelling

Coinciding with the planned demolition of the 1970's pool hall adjacent to the Victorian James Street Baths, it is proposed that, as an intermediary solution to the lack of step-free access to the James Street Baths, the 1970's lobby (currently connecting the two buildings) should be retained.

The lobby in its current state provides access to the ground level of the baths from the lower South George Street entrance (proposed George Square) through a short-distance lift and single run of stairs.

The lobby could be re-clad in a sympathetic but contemporary material palette relevant to the historical James Street Baths building adjacent, to improve its external appearance. The adjacent image shows an indicative teal-toned copper alloy rainscreen cladding. Material, colour and cladding layout subject to design development, client-led brief and costing exercises.



Figure 71: Existing South George Street elevation of the James Street Baths.



Figure 72: Indicative image of proposed reuse of the small pool hall.

George Square redevelopment works as part of the Station Gateway scheme.

James Street Elevation

An important area for consideration of any proposed cladding to the 1970's extension lobby must take into account the proportions of the James Street Baths along its principal elevation (James Street). As the baths are relatively domestic in scale, with the existing lobby significantly recessed from the building line, new interventions should follow a similar language and form.

Cladding should be high quality and sustainably sourced where possible. The colour palette of any new cladding could be inspired (as shown in the image adjacent) by the metal work, joinery and rainwater goods of the existing building. This is an opportunity to refresh the primary public facing elevation and reinvigorate public perception of the whole Victorian building, not only the Grade II listed Turkish Health Suite (which benefits from it's own entrance).

Any related signage or branding should be proportionate to the scale of the new entrance and well designed, the entrance should be illuminated to promote evening usage.



Figure 72: Existing 1970's lobby and principal elevation of the James Street Baths.



Figure 73: Indicative image of proposed cladding of the 1970's lobby.

9.8 Building Services Assumptions

Building services investigations are required to understand the capability of the existing systems to serve the proposed change of use and activities within the pool halls and further existing building.

The pool halls have visible ceiling ventilation panels, presumably circulating and controlling the air flow in the chlorinated pool environment. The system should be assessed to understand the adjustments required to the existing air flow rates to provide adequate air circulation in a 'community hall' use. It would be budget beneficial if existing building services could be modified to serve the proposed new use in situ.

It is understood that by removing the suspended ceiling any duct work would become visible.

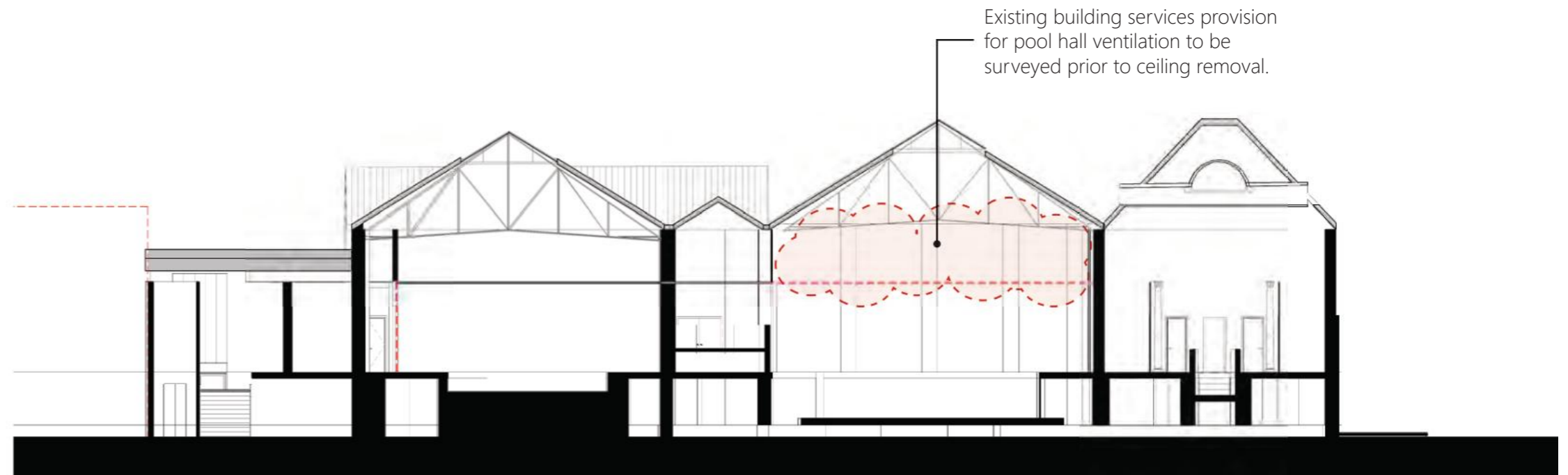


Figure 74: Approximate existing section A-A, meanwhile option as proposed.

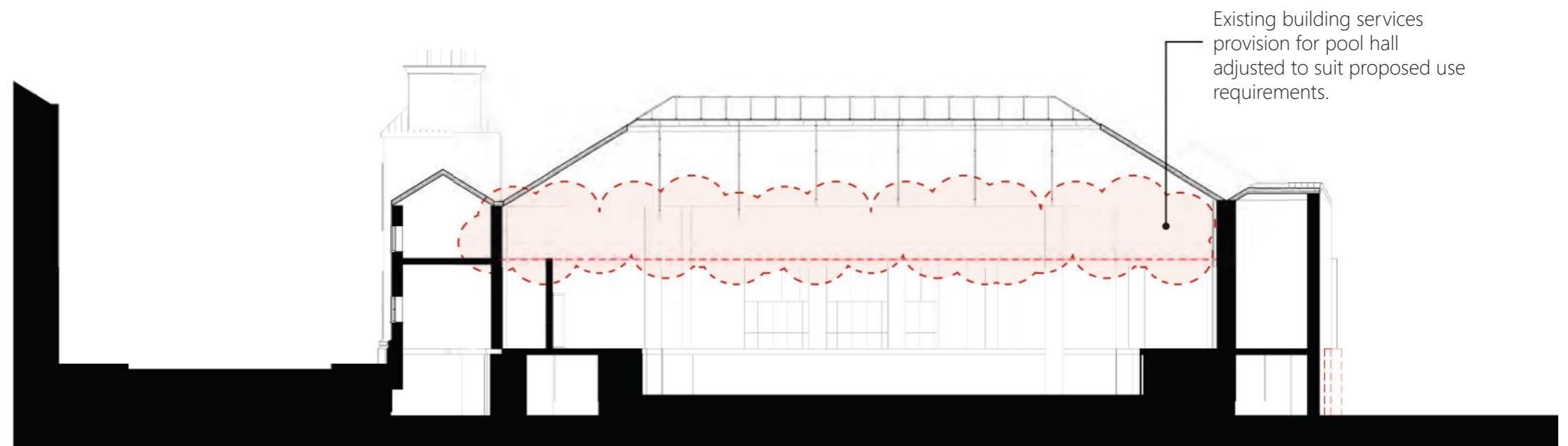
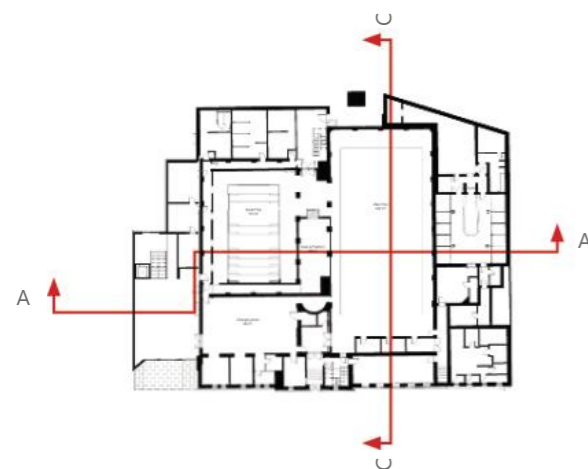


Figure 75: Approximate existing section C-C, meanwhile option as proposed.



10.0 Appendices

A Commercial Assessment (Mott MacDonald)

B Indicative Cost Estimate (Mott MacDonald)

Project:	Carlisle James Street Baths Feasibility Report		
Prepared by:	Anna Wallin	Date:	5 November 2021
Approved by:	Mark Basting	Checked by:	Oliver Steele
Subject:	Commercial Assessment		

1 Introduction

1.1 Document purpose

The purpose of this document is to provide a high-level commercial assessment of the potential options under consideration for the James Street baths in Carlisle, to support the James Street Baths Feasibility Report:

1. Overview of current commercial activity and arrangements at James Street baths.
2. Overview of ongoing and future complimentary activity in Carlisle city centre.
3. Preparation of a literature review of commercial activity at comparable facilities.
4. Undertaking an analysis of commercial requirements for the different options.

1.2 Project overview

Carlisle City Council are currently nearing completion on the £25 million Sands Centre redevelopment. The project will combine The Sands Centre and The Pools (currently on James Street) sites to provide first-class entertainment, leisure and swimming facilities at a single location. As a result, The Pools on James Street will close to the public, and it is planned that the 1970s swimming block will be carefully removed from the site thereafter.

The current pool building on James Street adjoins the Grade II listed Turkish Health Suite. This building, built in phases from 1884 onwards, was designed to accommodate publicly funded swimming facilities, following the introduction of the Baths and Wash-houses Act in 1878. The Turkish Health suite was added as a later addition in 1901. The site of the baths remained principally unchanged through to the 1960s.

Following the future closure of the Pools, which will follow the opening of the Sands Centre redevelopment, a new use for the Turkish Health Suite will need to be found, which ensures the significance, heritage and community value of this listed asset is protected.

2 Current activity

The existing Pools Swimming and Health Centre has three swimming pools (which are 25m, 20m and 10m in length respectively) and are used for a variety of sessions and lessons. The gym and health suite offers 30 stations of equipment, as well as the Victorian Health Suite. The facilities include a sauna, steam room and three heated rooms with an ornately tiled relaxation lounge featuring a cold plunge pool. The facility is commonly referred to as the Turkish Health Suite, or Turkish Baths. because of its style which was inspired

by Turkish baths popular throughout the Middle East, which creative Victorian designers wanted to replicate in the UK. Pre COVID19, the Turkish Baths were attracting approximately 5,300 visits a year. Annual visitor numbers for the past few years are set out on the table below.

Table 2.1: Annual visitor numbers for Turkish Baths

Year	2018	2019	2020	2021 (to October)
Visitors	5,219	5,423	814	1,460

Closed due to COVID19 restrictions March 2020 - June 2021

Source: Carlisle City Council

Admission to the Turkish Baths is currently priced at £7.10 for an adult and £5.10 for an adult concession¹. Assuming a 50:50 split between adult and adult concession entrants, annual revenue in 2019 (immediately before the pandemic) was approximately £33,000, assuming no ancillary revenue sources.

3 Ongoing and future complimentary development in Carlisle

3.1 Borderlands Inclusive Growth Deal

The Borderlands Growth Deal was published in March 2021 and was developed by the Borderlands Partnership, made up of five Local Authorities on both sides of the England-Scotland border and funded by both the Scottish and UK Governments. There are four main themes in the Deal: enabling infrastructure, improving places, supporting business, innovation and skills, and encouraging green growth. Five high profile projects anchor the Deal: Borders Railway, Berwick Theatre, Carlisle Station Gateway, Chapelcross and Mountain biking project.

The Carlisle Station Gateway project is being led by Cumbria County Council in partnership with Carlisle City Council, Network Rail and Avanti West Coast and has secured £20 million of funding through the Deal for improvements to the station. Relevant to James Street Baths is the proposed development of a southern station entrance, improving on the current condition of the rear station access. A new entrance facing James Street will positively reactivate the areas to the south of the railway line and bring with it the opportunities for regeneration and growth. It is intended that the James Street Baths will remain at the centre of the redevelopment of the area.

3.2 Future High Streets Fund projects

The Future High Streets Fund business case was submitted in 2020 and Carlisle City Council was subsequently awarded £9.1m. The projects seek in combination to deliver a distinctive, coherent, and inclusive city centre that will improve the perception of the city, support growth and economic performance. The interventions comprise four distinct but interrelated projects: repurposing the 6-24 Castle Street properties; preparing the Central Plaza site for redevelopment, reimagining Market Square as Carlisle's events space; and the pedestrian enhancement of Devonshire Street.

The Central Plaza site, located on the other side of the railway station to James Street baths, is anticipated to be redeveloped for hotel use, strengthening Carlisle's visitor economy and hotel offering (with only 11 hotels in Carlisle, the accommodation offer for visitors is currently relatively weak).

3.3 Towns Fund projects

Carlisle secured £19.7m from the Government's Towns Fund in March 2021. Among the projects supported with the funding is the addition of 9,558 sq ft of space at the Citadels for business interaction and accommodation, which is linked to the University of Cumbria's campus development. Other projects

¹ Better 'The Pools Activity Prices' available at: <https://www.better.org.uk/leisure-centre/carlisle/the-pools/prices>

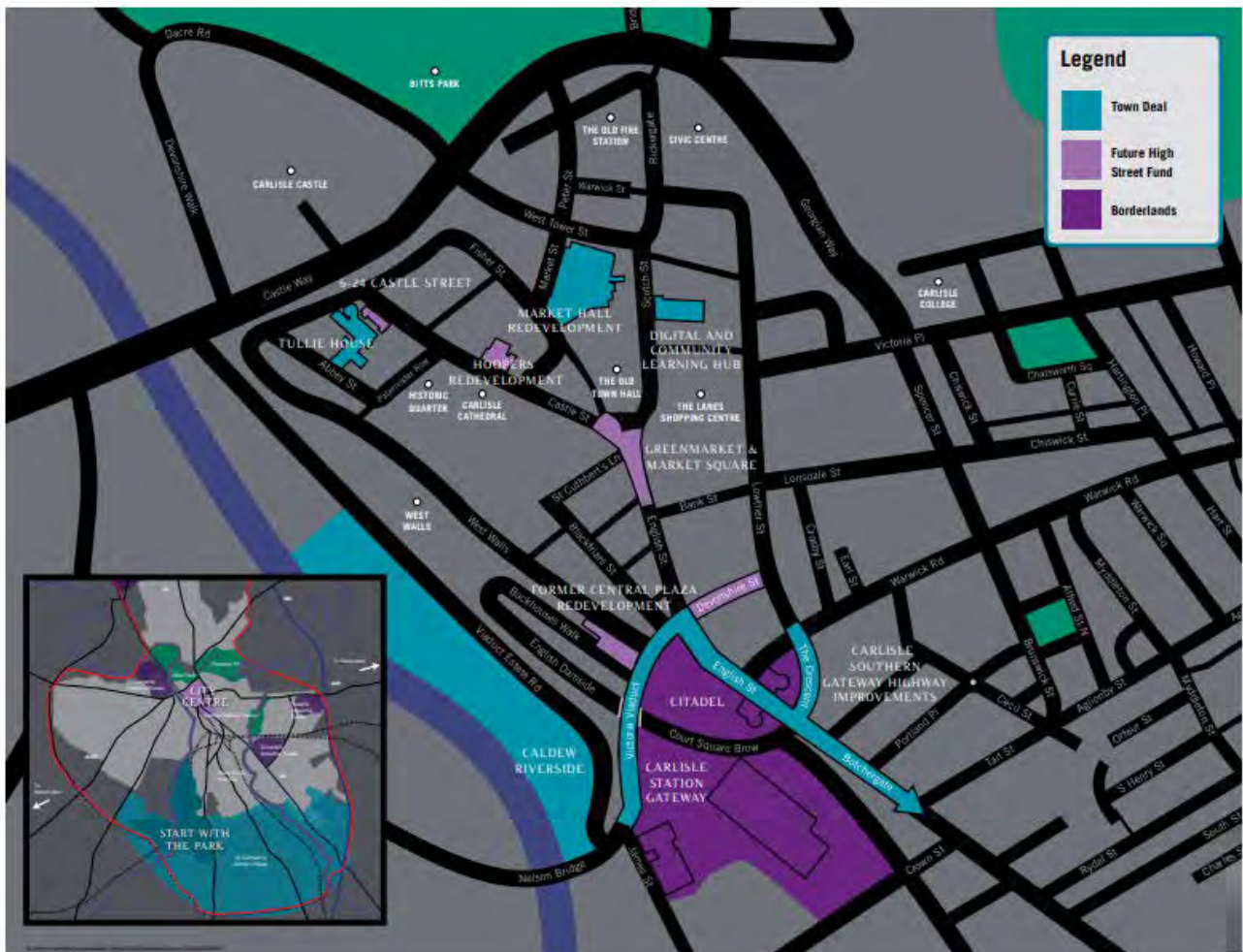
receiving funding include the Carlisle Market Hall's infrastructure improvement (which expands the city's food and beverage offer and creates an additional events space), Tullie House Museum's new entrance on Castle Street, investment in digital lighting equipment to support an expanded and transformed events programme through the Lighting Up Carlisle project, and the City Centre Library's digital and community learning hub refurbishment.

Carlisle will also designate £2m to provide a multi-modal green travel corridor connecting the key St Cuthbert's Garden Village development with the city centre. Closest to the James Street Baths, the Southern Gateway project will provide £6.6m for improvements to sustainable travel in its Southern Gateway area (which comprises the station, the Citadels, Devonshire Street and the Central Plaza site).

3.4 Additional complimentary development

Carlisle City Council is currently nearing completion on the £25 million Sands Centre redevelopment. The project will combine The Sands Centre and The Pools (currently on James Street) sites to provide first-class entertainment, leisure and swimming facilities at a single location to the north of the city centre. As a result, The Pools on James Street will close to the public, and it is planned that the 1970s swimming block will be carefully removed from the site thereafter.

Figure 3.1: Key developments in Carlisle city centre



Source: Carlisle Town Investment Plan

4 Literature review - key findings

A number of Victorian bathhouses have been repurposed and redeveloped across the UK. Four examples are set out below.

4.1 Newcastle City Baths, Newcastle

Newcastle City Baths are Grade II listed and are recognised as being of high architectural, historic and communal interest as one of the first post-World War I public buildings in the city. Following the closure of the City Baths in 2013, the facilities were listed as an asset of community value. Key elements of the completed works are the restoration of the central pool hall; the conversion of the west pool hall to create a high-quality community health and fitness facility (comprising a large gym and multiple group exercise studios); the restoration of the Turkish Baths (plus the creation of a spa in the adjacent basement area); the creation of a new food and drink outlet within the reception area; and improved facilities and access for all into and throughout the building.

The £7.5m refurbishment was carried out by Fusion, a leisure charity that also led the renovation of Brockwell Lido in south London in 2007 and then Brighton's Saltdean Lido 10 years later. In addition to restoring the baths, they refurbished one of the swimming pools and installed new fitness studios.

Newcastle City Baths now runs as a private gym, with membership packages ranging from £30 to £81 a month. One-off sessions for the gym, swimming pool and Turkish Baths can also be purchased. The City Baths Spa is onsite which offers a range of treatments.

4.2 Ironmonger Row Baths, Islington

Ironmonger Row Baths were built in 1931 as a public baths and laundry at a time when few people in the locality had bathrooms in their homes. In 1937 a swimming pool and a small Turkish baths were added. After a £16m complex refurbishment project, Ironmonger Row Baths now contains modern pools, fitness studios and an expanded Turkish Baths and spa: state of the art facilities in a building which preserves the historic character of the handsome Grade II listed building. The facility operates numerous programs, including a branch of the Tom Daley Diving Academy.

The Baths have been managed by Greenwich Leisure Limited (GLL) since the 2012 refurbishment. GLL is a charitable social enterprise, set up in 1993 after Greenwich Council identified a need for a new approach to run its leisure centres due to public spending cuts. In 1996, it began expanding outside Greenwich and now runs community services and spaces across the UK - including the Sands Centre and Pools Swimming in Carlisle.

4.3 Turkish Baths, Harrogate

Built in 1897 and renovated several times since, the Turkish Baths Harrogate is a well-known spa experience in North Yorkshire. Major works were carried out on the Turkish Baths in 2003 with a £1.5m scheme backed by the Heritage Lottery Fund and additional restoration work costing £300,000 was undertaken in 2018. In addition to the Turkish baths, visitors can enjoy a number of spa treatments including facials, massages and beauty treatments, and visitor numbers now exceed 40,000 annually.

Harrogate Council retains ownership of the Harrogate Turkish Baths, which also has a café and a shop onsite in addition to the spa and baths. Adjacent to the Turkish Baths are a number of complimentary businesses and services, including the Royal Baths Champagne Bar, Harrogate Tourist Information Centre and the Royal Baths Chinese Restaurant.

4.4 Alloa Speirs Centre, Scotland

The category A listed (Historic Scotland, Grade I equivalent) Speirs Centre first opened as a public baths and gymnasium in 1897. Following extensive renovation, it is now a civic centrepiece for Alloa that accommodates a wide range of cultural and community-based activities. These include museum displays, which are part of a new town heritage trail, a modern library, a café, a Council customer services access point, the Council Registrar's office, community education programme facilities, business centre facilities, meeting rooms and a Tourist Information Centre.

4.4.1 Victoria Baths, Manchester

Victoria Baths is a Grade II* listed building in the Chorlton-on-Medlock area of Manchester. The Victoria Baths complex was designed by Manchester's first City Architect Henry Price and opened in 1906. The façade has multicoloured brickwork and terracotta decoration, the interior spaces are clad in glazed tiles and most of the windows have decorative stained glass.

A multimillion-pound restoration project began in 2007, which enabled the Victoria Baths Trust to intensify the meanwhile use of the building whilst delays to a full restoration project were quantified. Heritage Lottery Fund and Historic England have been the major funders of the restoration work to date with other funders also contributing. Individual supporters have also made donations and work continues to take place most years, in particular to the building's stained glass windows.

Today, the space regularly hosts conferences, wedding receptions, photoshoots, staff training events, film screenings, food and drink festivals, and a variety of arts performances and exhibitions. There are a number of rooms and venues for hire, accommodating between 50 and 500 people.

5 Overview of potential uses

Based on discussions with Carlisle City Council, a review of the case studies presented above and potential design options, a number of uses have been set forward for consideration. Several uses have also been discounted at this stage, as they are unviable options for the Council in the long-term. The results of this analysis is set out below.

5.1 Uses under consideration

5.1.1 Spa facility

Similar to Newcastle City Baths and the Turkish Baths in Harrogate, a potential use for the site is as a day spa, in keeping with the original use of the building to provide a health and wellbeing offer to Carlisle's residents and visitors. While the wellness industry has been one of the hardest hit sectors by COVID-19, in the long-term it is anticipated that this sector will be in high demand, with many people looking for places that offer respite for mind and body². A study by McKinsey & Company, a management consultancy, estimates the global wellness market at more than \$1.5 trillion, with a rise in both consumer interest and purchasing power presenting significant business opportunities, particularly as spending on personal wellness rebounds after stagnating during COVID-19³.

Guidance from Mindbody, a provider of support services to the wellness sector, highlights a number of key considerations for a potential new spa facility:

² Forbes (May 2020) 'Feeling Positive: How The Spa And Wellness Industry Is Reacting Now... And Planning For The Future' <https://www.forbes.com/sites/angelinavillaclarke/2020/05/18/feeling-positive-how-the-spa-and-wellness-industry-is-reacting-now-and-planning-for-the-future/?sh=3b7588031c3a>

³ McKinsey & Company (April 2021) 'Feeling good: The future of the \$1.5 trillion wellness market' available at: <https://www.mckinsey.com/industries/consumer-packaged-goods/our-insights/feeling-good-the-future-of-the-1-5-trillion-wellness-market>

- **Location.** When starting a spa or beauty salon, the location is crucial to success. If a spa is not located near potential customers and is sited away from ancillary shops and facilities, it will struggle to attract customers. Passing footfall is important – this is evidenced by the site selection of Champneys' city spas. Champneys, a major UK spa operator, has day spas in a number of inner-city locations, all of which are located in areas with high footfall - on high streets, in shopping centres or precincts and close to transport services⁴. Pure Spa has a similar operating model across Scotland and England, targeting time-starved individuals by combining spa and beauty treatments in urban locations, with late opening hours and close to other amenities (such as gyms, shopping centres and offices).
- **Population.** It is important to locate a spa in an area where people live, work and visit. The service offering of the spa should also reflect the demographic of the local population – considering factors such as age, gender and estimated income bracket. With an aging population, a potential new spa in Carlisle might focus on anti-aging services (although appealing to a growing student population and visitor economy may also influence service offerings).
- **Competition.** There are a number of spas which already operate in the area, set out below:
 - **The Winter Spa Carlisle** is situated in the Halston Aparthotel, with easy access from Warwick Road. Adjacent to the hotel is a 55-space public car park with a private entrance. The Aparthotel and Spa are serviced by all forms of public transport and is a short walk from Carlisle train station. Within the Aparthotel, there is a public bar and restaurant, and waiter service is also available for food and drinks to be made available to the Spa. The Winter Spa is open six days a week.
 - **Elysée Beauty & Aesthetics**, located on St Cuthbert's Lane, offers a range of spa services, including massages, pedicures and manicures, facials, laser hair removal, and various non-surgical face and body treatments. Semi-permanent cosmetic and medical tattooing, facial contouring and frown treatments are available.
 - **Rickerby Retreat** is located to the north-east of Carlisle city centre and has amenities including five treatment rooms, a 2-person pedicure room, nail bar areas, pool, steam room, sauna, jacuzzi and outdoor and rooftop terraces for dining.
 - **The Rooftop Retreat** is located on Ashley Street, outside of the city centre boundary and close to Carlisle Infirmary. It is approximately a 20-minute walk from the James Street baths. It offers a range of spa services, including massages, pedicures and manicures and facials.
 - **Bannatyne Health Club & Spa Carlisle** is located in the northern outskirts of Carlisle with free parking. A range of membership options is available with the choice to commit to a 12-month contract, pay on a monthly basis or buying a one-off day pass. There is a gym, pool and spa onsite.
 - There are also multiple hair and nail salons in the city centre, some of which offer a range of services including facials and massages.
- **Transport links.** A new salon should be accessible in terms of public transport and driving/parking – many customers are unlikely to want a significant journey time following treatment. While the site is adjacent to Carlisle station, the main entrance is on the other side of the tracks from where the existing James Street baths are located. There is currently car parking provision, but development in the area (e.g. Caldew Riverside) may remove some of this.
- **Building.** Industry guidance suggests 1,500 to 2,500sq ft is a good target size for a new spa or salon⁵. There are no set building requirements for a new spa facility, as this is dependent on the manner of treatments which will be offered.

In addition, potential demand for a spa facility is a key consideration. Successful examples elsewhere (such as Harrogate) have integrated the Turkish Baths as part of a wider tourism offer. Giving visitors multiple reasons to visit a destination (which might include a heritage, cultural, events and food & beverage facilities) creates a holistic offer which attracts tourists. Improving Carlisle's perception as a visitor

⁴ Champneys 'Champneys City Spa' available at: <https://www.champneys.com/city-spa/>

⁵ Mindbody 'Impactful Design Considerations for a New Salon or Spa Space' available at: <https://www.mindbodyonline.com/business/education/blog/impactful-design-considerations-new-salon-or-spa-space>

destination is already a key priority for the Council – the Town Investment Plan notes that Carlisle has untapped potential as a visitor destination, boasting a wealth of cultural and heritage assets. There is a growing domestic tourism market, boosted by growth in ‘staycations’ as a result of COVID-19, so investing in visitor assets may boost visitor numbers and spending, which would support economic growth and job creation.

Nevertheless, many interventions are already planned to encourage more visitors to Carlisle (Lighting Up Carlisle, the Market Hall and Project Tullie as part of the Towns Fund; reimagining Market Square as Carlisle’s events space and the pedestrian enhancement of Devonshire Street as part of the Future High Streets Fund (FHSF); as well as additional events such as the 1900th anniversary of Hadrian’s Wall in 2022). These are centred around the city’s historic core and link to Carlisle’s Roman and Medieval history. It is not immediately obvious how a new spa facility would fit into this offer - by contrast, Harrogate’s identity is linked to its history as a spa town while Carlisle’s existing and emerging visitor offer is linked to its past as a Roman fortification, medieval castle and status as a Borderlands city. *As such, the potential for a spa development at the James Street baths to support the visitor economy should be carefully considered within the context of a visitor economy offer which is growing in a different area of the city centre, along different themes and objectives.*

5.1.2 Civic and public sector functions

A strong public sector presence in Carlisle is driven by Carlisle City Council and Cumbria County Council, both based in the city, as well as in the law courts and at the Rural Payments Agency. Further civic functions in the city centre include Carlisle Library and Carlisle Tourist Information Centre, while the Registry Office is located outside the city centre.

One longer-term action which could be considered is the reallocation and rationalisation of public sector space in the city centre. Given the significant presence of the public sector in the city, a holistic approach might be considered to how these organisations might best make use of existing and future developments (e.g., repurposing Carlisle Northern Quarter). This might involve sharing facilities such as conference spaces and meeting rooms, enabling closer collaboration and more efficient use of space. As such, Carlisle could become a model for hosting an effective and efficient public sector, which may in turn attract other public sector agencies and related third party organisations to relocate to Carlisle (linking to the Government’s Estates Strategy, which will move thousands of public sector jobs out of London by 2030), for example other agencies from the Department for the Environment, Food and Rural Affairs or trade unions. Carlisle’s good transport links and growth ambitions are well-placed to support such an action. Strategic marketing of Carlisle to regional and central government could lead to greater opportunity for the area. Leaders within the council have the ability to showcase Carlisle’s strengths to encourage investment in the city.

It is unlikely under this option that the baths would remain operational in their current use; precedent examples show how the heritage aspects of this facility could be retained for other uses, although this would need careful consideration and public handling. This option would also require major investment, although this would be expected to be led by the end user or a related investor (given the favourable lease terms of public-sector tenants).

As such, they may be the opportunity to include the James Street baths in a wider plan for the rationalisation of Carlisle’s public services offer. Its location near the station and connection to the city’s heritage mean it could represent a good opportunity to have various civic and public sector functions. However, this option would need to form part of a wider rationalisation of civic/public sector use in the city centre, as well as requiring investment to refurbish it.

5.1.3 Events and conferencing space

As demonstrated by Victoria Baths in Manchester, former bathhouses can be repurposed for conferencing and events spaces. Events facilities are able to generate revenue both through renting space and related

services to organisations, as well as providing ancillary services (e.g. café and leisure). As noted below, Victoria Baths, for example, provides a highly diversified offer to a variety of customers.

While there are multiple venues in the city centre that offer the flexibility of both large and small events spaces, in addition to ancillary services (the Crown & Mitre hotel, the Halston hotel, the Sands Centre, Carlisle Racecourse, Tullie House, People First Conference Centre, University of Cumbria), the events market had been growing rapidly prior to Covid-19⁶ and there is increasing evidence of interest in hosting events at less conventional, creative venues which have their own identity⁷. While outside of the immediate city centre, the site is arguably better located than many of the existing events venues in Carlisle, offering immediate access to the railway for visitors.

However, this option would likely require significant investment; it is unlikely that the current pools could be reconfigured for this use and the existing Turkish Baths are too small to work as an events space. A new connected facility would likely need to be built. The baths would also not be expected to continue in its current use under this option.

If this option wishes to be considered, a more detailed assessment of the potential demand for events space in this location should be undertaken, taking account of market size, local competition, and the expectations of potential users.

5.1.4 Retention as a heritage asset

Should no commercially viable option of the building be identified (either for private or public sector use), a potential option would be for Carlisle City Council to transfer the management of the building to a registered charity. The charity could in principle continue to operate the baths, although given the likely ongoing subsidy requirements, repurposing the Turkish Baths as a local heritage visitor attraction may be more viable. In principle a charitable trust could also operate the baths as a spa facility or events space.

This model would be based on Manchester Victoria Baths Trust, a registered charity, which manages Victoria Baths on behalf of Manchester City Council. The charity is dependent upon volunteers and donations to be open to the public. The benefits of this approach are that it reduces operating costs and aligns the future of the baths with those members of the community most interested in its development. A trust may be better placed to identify alternative funding sources (e.g., from crowdsourced fundraising) than under the current commercial model for the baths, which is based on operations being outsourced to the private sector by City Council. A charitable trust structure would also remove liability for the facility from the City Council.

A similar model could be adopted to Manchester Victoria Baths, which is open to the public on set days throughout the year, when guided tours are provided, with an option for refreshments. Specialised photography group tours and education/ school visits are also held upon demand.

This option would require the establishment of a dedicated charitable structure to take over management of the baths. The community group, 'Friends of Carlisle Turkish Baths' may wish to take on this role, and the Council could consider this with them further.

5.2 Uses considered unviable

As part of this study, a number of potential uses have been discussed and discounted, following engagement with Carlisle City Council and other experts. These options – and the rationale for discounting them – are set out below.

⁶ Conference News (9 March 2021) 'Venues report 294% increase in event enquiries as confidence grows' available at: [Venues report 294% increase in event enquiries as confidence grows | Conference News \(conference-news.co.uk\)](https://www.conference-news.co.uk/venues-report-294-increase-in-event-enquiries-as-confidence-grows/)

⁷ Top Banana (2017) 'Purpose-built venues... a thing of the past?' available at: <https://top-b.com/purpose-built-venues-a-thing-of-the-past/>

Table 5.1: Uses considered unviable

No.	Description	Rationale
1	Retaining the James Street baths as a public swimming pool	The provision of swimming facilities at the redeveloped Sands Centre in the city (which will combine entertainment, leisure and swimming facilities on a single site) will be the principal leisure, sports and community hub in the city centre. It is not considered feasible for Carlisle City Council to operate and maintain two community swimming pools in the city centre, nor would there be adequate demand to encourage private developer interest. A "rule of thumb" used in the UK. swimming pool business is that pools will apply equally to an urban or rural location and should aim to serve a catchment population of 15,000 - 25,000 ⁸ - with a population of approximately 75,000 people in Carlisle and three other public pools (the Sands Centre, Trinity Leisure Centre and Moreton Leisure Centre) as well as numerous private pools associated with gyms (such as Bannatyne) it is not considered there is sufficient demand to support an additional pool. Furthermore, guidance from Sport England states that even the best designed public pools are likely to be run on a subsidised basis ⁹ .
2	Hotel use	As part of the FHSF funding package, Carlisle City Council has secured funding to redevelop the Central Plaza site, close to Carlisle station. It is envisaged that this site will be used for a hotel development. It is not likely that there is sufficient demand for hotel accommodation to support two new hotel developments in such proximity.

6 Next steps

Depending on the views of Carlisle City Council and stakeholders as to the potential use of the building, a detailed assessment of the potential demand and commercial viability should be undertaken. This would include stakeholder engagement with relevant parties, and engagement with potential developers and/or partners. Under most options identified above, it is likely there would be an investment cost as well as some degree of ongoing subsidy requirement to the Council.

Consideration will also be needed as to the most appropriate commercial structure, whether using the charitable trust structure described in section 5.1.4, or a more conventional operator or concession structure.

⁸ Department of Arts, Sport and Tourism 'Local Authority Swimming Pool Programme - Value for Money and Policy Review Report' available at: <https://assets.gov.uk/22816/30ae956a83ff40f4ac86d678cff6f673.pdf>

⁹ Sport England (2013) Design Guidance Note' available at: <https://sportengland-production-files.s3.eu-west-2.amazonaws.com/s3fs-public/swimming-pools-dgn-2013.pdf?VersionId=uGFhoEkDP9PILA6D4psW9SPUYFHv21mv>

Drawings & Documents / Assumptions / Exclusions**Overview**

Explore the future of the James Street Baths and adjoining Grade II listed Turkish Health Suite. Three options apply the functions/uses of 3 example projects Newcastle, Victoria and Harrogate Baths into the spaces available at James Street Baths.

Drawings and Documents Used

210927 James Street Baths - BDP Draft Feasibility Study_P03

211025 James Street Baths - BDP Draft Feasibility Study_P04_p40-45

CSG-BDP-10-00-SK-A1001-Option 1-Level 0

CSG-BDP-10-00-SK-A1001-Option 2-Level 0

CSG-BDP-10-00-SK-A1001-Option 3-Level 0

General

- A1 Turkish Health Suite - Replace floor coverings with 400x400x33mm anti-slip terrazzo tiles slim-line sandstone. Allowance for refurbishment to wall linings, ceilings, existing fixtures and fittings, & M&E.
- A2 Turkish Baths Office / Storage facilities - Replace floor coverings with 400x400x33mm anti-slip terrazzo tiles slim-line sandstone. Allowance for refurbishment to wall linings, ceilings, existing fixtures and fittings, & M&E.
- A3 Turkish Baths Changing / WC facilities - Replace floor coverings with 400x400x33mm anti-slip terrazzo tiles slim-line sandstone Allowance for refurbishment to wall linings, ceilings, existing fixtures and fittings, & M&E.
- A4 Large Swimming Pool - Suspended ceiling removed and existing soffit cleaned and repaired where necessary. Strip out and replace M&E
- A5 Small Swimming Pool - Suspended ceiling removed and existing soffit cleaned and repaired where necessary. Strip out and replace M&E. Non-original finishes removed and replaced by contemporary, high quality materials
- A6 Changing / WC facilities - Refurbished
- A7 Removal of existing boiler house and refurbishment for café/ bistro use
- A8 Offices / Back of House. - Existing wall coverings paint stripped and repainted. Non- slip vinyl floor covering inc coved skirting. Ceiling finishes; Plasterboard ceiling - Plasterboard and skim; painted. Strip out and replace M&E - New lighting
- A9 Lobby area - Refurbished. Break out existing stairs, formation of new staircases, installation of passenger lift within lightwells - 3 storeys including basement
- A10 External Cladding - Supply and Install TECU Patinated Sheet Metal Cladding. Allow for remedial works to the existing structure before applying the new cladding.
- A11 James Street Entrance - Refurbish entrance area. Break out existing stairs, formation of new staircases, installation of passenger lift within lightwells - 3 storeys including basement
- A12 Studios - Refurbish for Studio/ Art Space area
- A13 Refurbish Circulation Areas
- A14 New Build Extension - Glazed link type structure. Air conditioned. 2 storeys. Rate uplifted 50% on a basic glazed structure to provide a higher specification to accommodate listed building status
- A15 New build structure on adjacent development plot - 3 storey, air conditioned office building. Rate uplifted 50% on basic office building to provide a higher specification to suit adjacent listed building status
- A16 Swimming Pools to be covered with a mild steel interlocking frame with a 27mm thick deck panel with an anti-slip finish. The decks would be finished in a dark brown phenolic board and moisture resistant. The frames will be finished in a silver passivated finish and will have adjustable feet to the legs touching the pool floor.
- A17 Percentages applied for Indirect Cost's as per previous RIBA Stage 3 estimate for Carlisle Station
- A18 Risk at 60% applied to Point Estimate Total

Exclusions

- E1 Optimism Bias
- E2 VAT
- E3 3rd party compensation costs
- E4 Planning and approval charges
- E5 Land purchase or rental
- E6 Costs associated with Statutory Fees (e.g. HMRI, Local Authority, fees, taxes, levies and licences)
- E7 Costs associated with changes in legislation and any form of applicable standards

- E8 Capital Allowance costs, finance charges etc.
- E9 Allowances for unforeseen ground conditions / provisions for ground stabilisation unless specifically identified
- E10 Christmas, Easter and Bank Holiday working
- E11 Archaeological digs
- E12 Listed Building Consents
- E13 Utilities diversions, relocation and protection in excess of £50K allowance in the estimate
- E14 Re-location of affected businesses
- E15 Inflation in excess of allowed rates
- E16 Asbestos removal
- E17 Disposal of contaminated materials unless stated otherwise
- E18 Gymnasium fit out and fit out for community groups/ sports groups / private hire / food and beverage tenants to the Swimming Pool areas
- E19 Inflation excluded as no programme confirmed.

PROJECT NAME	James Street Feasibility Study	ESTIMATE NUMBER	1
RIBA STAGE	RIBA Stage 0	PRICE BASE DATE	4Q21

Summary of Group Element Costs						
Group Element		Option 1	Option 2	Option 3	Comments / Assumptions	
Direct Costs (cost basis excels prelims)		2,373,725.15	2,377,432.80	2,244,055.28		
Direct Costs (cost basis inclcs prelims)		732,113.00	2,392,037.00	12,436,617.62	Rates derived from BCIS incl prelims at base	
DIRECT CONSTRUCTION WORKS COSTS (A)		3,105,838	4,769,470	14,680,673		
Preliminaries, overheads and profit						
Preliminaries	0.25	593,431.29	594,358.20	561,013.82	Added to these direct costs that excl prelims	
Contractor Overheads and profit	0.1	369,926.94	536,382.80	1,524,168.67		
INDIRECT CONSTRUCTION WORKS COSTS (B)		963,358	1,130,741	2,085,182		
CONSTRUCTION COST (C)		4,069,196	5,900,211	16,765,855		
Project / Design Team Fees and Other Project Development Costs						
Design @ 7% of Direct Construction Works Total (A)	0.07	217,408.67	333,862.89	1,027,647.10		
Project Development Team @ 10% of Direct Construction Works Total (A)	0.1	310,583.82	476,946.98	1,468,067.29		
Other Project Costs: Environmental Mitigation	0.01	31,058.38	47,694.70	146,806.73		
EMPLOYER INDIRECT COSTS (D)		559,051	858,505	2,642,521		
POINT ESTIMATE Construction + Development Cost (E)		4,628,247	6,758,715	19,408,377		
Risk						
Risk @ 60% of Point Estimate Total	0.6	2,776,948.35	4,055,229.22	11,645,025.91		
ANTICIPATED FINAL COST Cost limit excluding inflation (F)		7,405,196	10,813,945	31,053,402		
Inflation						
Inflation		-	-	-	<i>Excluded as program not confirmed</i>	
TOTAL INFLATION ALLOWANCE (G)		-	-	-		
Anticipated Final Cost - AFC TOTAL COST LIMIT (H)		7,405,196	10,813,945	31,053,402		



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APPENDIX 2

Statement of Significance

James Street Baths, Carlisle

Doc No: P0203_REP006-Baths-SoS
Issue: For Comment
Rev: -
Date: FEBRUARY 2021

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1.0 INTRODUCTION / PURPOSE OF DOCUMENT

- 1.1 This Statement of Significance for the James Street Baths in Carlisle has been prepared by BB Heritage Studio on behalf of Cumbria County Council and Carlisle City Council. It has been produced as part of the studies being undertaken for the Borderlands Growth Deal for Carlisle Station Gateway. This report focuses on the James Street Baths (refer to site location plan below), a separate report has been produced for the Station site.

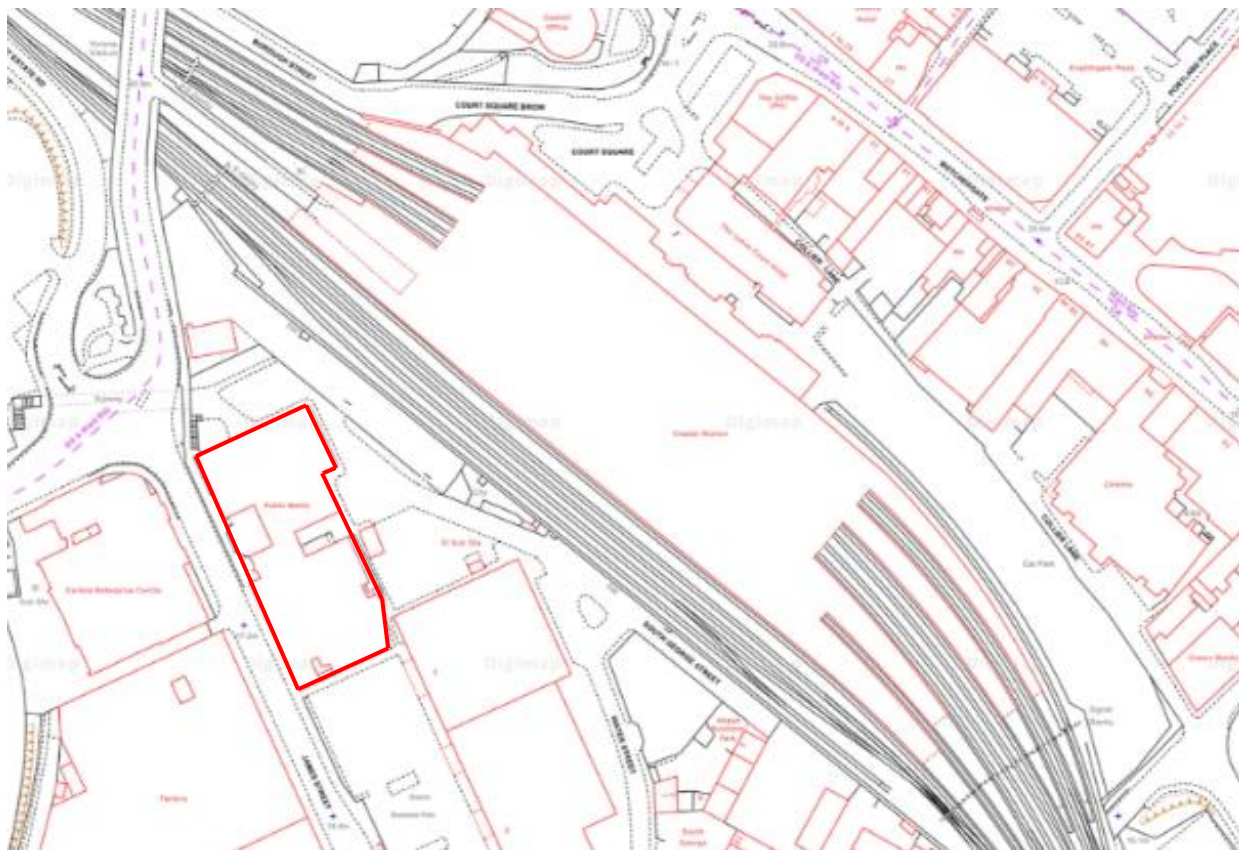


Fig 01: James Street Baths Site location plan Site Outlined in Bold Red

- 1.2 BB Heritage Studio provides built heritage advice and consultancy services. It is led by Bernadette Bone who is a qualified architect with 20 years experience of designing in historic environments. Bernadette is an RIBA Accredited Conservation Architect (RIBA CA) and has a Post Graduate Diploma in Building Conservation (GradDiplConsAA).
- 1.3 The James Street Baths complex currently contains a number of phases of construction including the Edwardian Turkish Baths constructed in 1909 and Grade II listed. The Baths are located within the Carlisle City Centre Conservation Area and adjacent to several designated and non-designated heritage assets.
- 1.4 This assessment has been carried out using analysis which has included desk top research, site visits (conducted in 2019 & then in detail on 11th December 2020) and professional judgement guided by established methodologies for appraising special interest. We have requested relevant information from the Historic Environment Record, and the local archives and undertaken consultation with the Local Authority Conservation Officer. Consideration has been given to a variety of factors which have contributed to the identification and understanding of the special interest of the structure. These include the historical development of the site area and the development of the building typology nationally.

- 1.5 This report consists of eight parts. Following this introduction the second section 'Understanding the Site' describes the historic development of the site. The third part describes the development of the James Street Baths site, and is followed by the fourth part which describes the site today. The fifth part contains an assessment of the heritage values. The sixth part identifies the statutory requirements and relevant conservation policies and guidance, this is followed by the seventh part which discusses managing change. The eighth part contains the conclusions.

2.0 UNDERSTANDING THE SITE

2.1 HISTORIC BACKGROUND

2.1.1 This section provides an overview of the historic development of Carlisle starting with the early origins and highlighting key events through to the present day. The outline of the early history of Carlisle provides the context for the later development including the growth of the town and subsequent phases of development at the site of the James Street Baths.

Early History

2.1.2 The early origins of Carlisle can be identified as the Roman settlement of *Luguwallium* which began in A.D.72, the site was the northern most city of the Roman Empire. The settlement occupied a strong position set on high ground and protected by the River Eden and its tributaries Caldew and Petteril. The timber fort occupied the northern portion of the settlement to the south of the extant castle with three stone forts subsequently built during the 3rd Century. The Roman occupation continued until the early 5th Century with the town covering over 75 acres expanding south of the fort, between the fort and the main road which is now represented by Botchergate, Scotch Street and Rickergate¹.

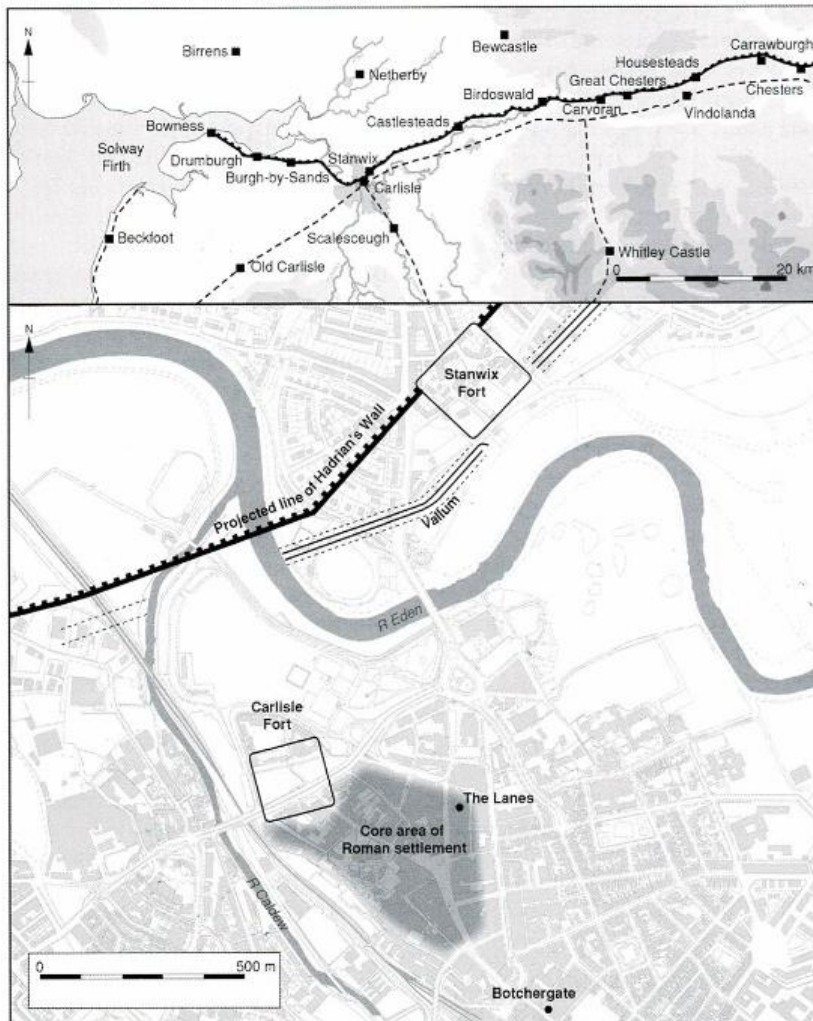


Fig.02: Map of Roman Carlisle and its position on the Northern Frontier ²

¹ Hyde, M & Pevsner, N (2010) *The Buildings of England: Cumbria*

² Image: Brennand, M & Stringer, J, K (2011) *The Making of Carlisle; from Romans to Railways*.

2.1.3 Following the 9th Century Viking raids John of Worcester tell us of Carlisle remaining unoccupied, this changed in the 11th Century when the region was invaded by William Rufus and incorporated into England. During the 12th Century the Castle, Walls and an Augustinian priory were established in the town, with the priory elevated to a Cathedral by Henry I although the building was vacant for several years due to an insufficient endowment. The town charters recorded several sieges by the Scots which allowed the corporation to maintain the city walls against future attacks. The castle was occupied by Edward I during the 14th Century as a northern base against the Scots.



Fig.03: Map of the city and castle of Carlisle of c.1560³

17th Century

2.1.4 The 17th Century saw the union of England and Scotland with the creation of Great Britain and Carlisle was no longer a border city, the last significant siege occurred in 1745 during the Jacobite risings. Carlisle maintained its military position with the castle retained as an army barracks⁴ however military activity decreased as industry took over in the city.

³ Image: Brennand, M & Stringer, J, K (2011) *The Making of Carlisle; from Romans to Railways*.

⁴ <https://www.english-heritage.org.uk/visit/places/carlisle-castle/history/>



Fig.04: Smith's Map, dated 1746 ⁵



Fig.05: Carlisle, mid-18th Century ⁶

⁵ Image from: Carlisle Library Local Studies Centre

⁶ Image from: <https://digital.nls.uk/jacobite-prints-and-broadsides/archive/75242348#?c=0&m=0&s=0&cv=417&xywh=-139%2C-124%2C2777%2C2019>

18th Century

2.1.5 The industrial rise in Carlisle began in the later part of the 18th Century, this was initiated in the 1750's when the Military Road to Newcastle was constructed allowing good to be transported by large carts that had previously been reliant on pack horses. This encouraged factory scale production in Carlisle initially with linen and woollen cloth and later with cotton. Brewing, bread and biscuit making, hat making and engineering also developed from the late 18th century. On Smiths Map of 1746 (Fig.04) we can identify several mills built adjacent to the aqueduct which served them.

19th Century

2.1.6 Britain's industrialisation in the early 19th century further transformed Carlisle, the town's prominent geographical situation and transport connections greatly assisting it's success. This began in 1823 when the Carlisle Canal was constructed, at 11 miles long the canal was accessed via a sea-lock at Port Carlisle and could accommodate small sea-going vessels linking the Port with the basin which was located to the west of the City centre. We can identify the area which became the site of the James Street Baths on the 1805 plan of Carlisle, occupied in proximity to dispersed mill buildings. At this time the topography would have fallen from Botchergate down to the River Caldew with the Citadel being very dominant in the landscape.



Fig.06: Map, dated 1805 ⁷

⁷ Image from: Carlisle Library Local Studies Centre



Fig.07: Wood's Map, dated 1821 (Image from: Carlisle Library Local Studies Centre)

2.1.7 On the 1821 map the concentration of mills along Water Gate Lane has increased along with the size of the mill complexes.



Fig.08: Tithe Map, dated 1848 (Image from: Carlisle Library Local Studies Centre)

2.1.8 The construction of the station in led to changes in the street layout to the south side. The positioning of the station resulted in the loss of Water Street and Browns Brow with their associated properties. What was to become James Street is shown laid out to the Tithe Map dated 1848



Fig.09: Asquith's Map, dated 1855 (Image from: Carlisle Library Local Studies Centre)

2.1.9 Asquith's Map identifies further development around the station. James Street is noted to this map and the development of the area to the south-west of the station can be seen to be predominantly industrial.



Fig.10: Fig.30: 1st edition OS Map, dated 1865 ¹

2.1.10 On the first OS Map dated 1868 the increase of Carlisle's industrial development can be seen to the land south-west of the station including mills, breweries, bread & biscuit manufacturing and iron & marble works. The corner of James Street and Wood Street, that became the site of the Public Baths, is a stone yard at this time.



Fig.11: OS Map, dated 1868



Fig.12: OS Map, dated 1901

2.1.11 Development continued through into the 20th century, with the footprint of the Public Baths on this OS map. This map shows the large extension of the station that was undertaken in 1881.

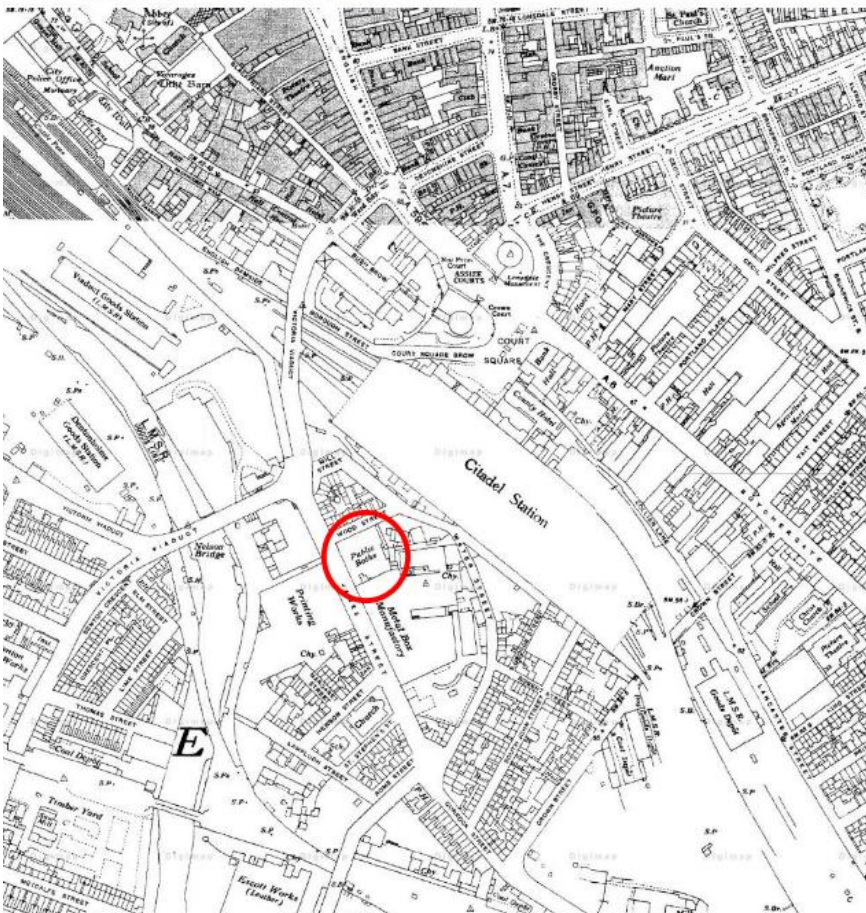


Fig.13: OS Map, dated 1930's

2.1.12 In the mid-late C20th large scale manufacturing and works still occupied the land to the south-west of the station. By this time the baths had been extended with the addition of the Turkish Baths plus a further extension to the public baths (detailed further to section 3).



Fig.14 Above: Aerial from Britain from Above of the Railway Station & Factories on James Street 1928, (ref: EPW025039)

Fig.15 Below: Aerial from Britain from Above of the Railway Station & Factories on James Street 1928, (ref: EPW025040)



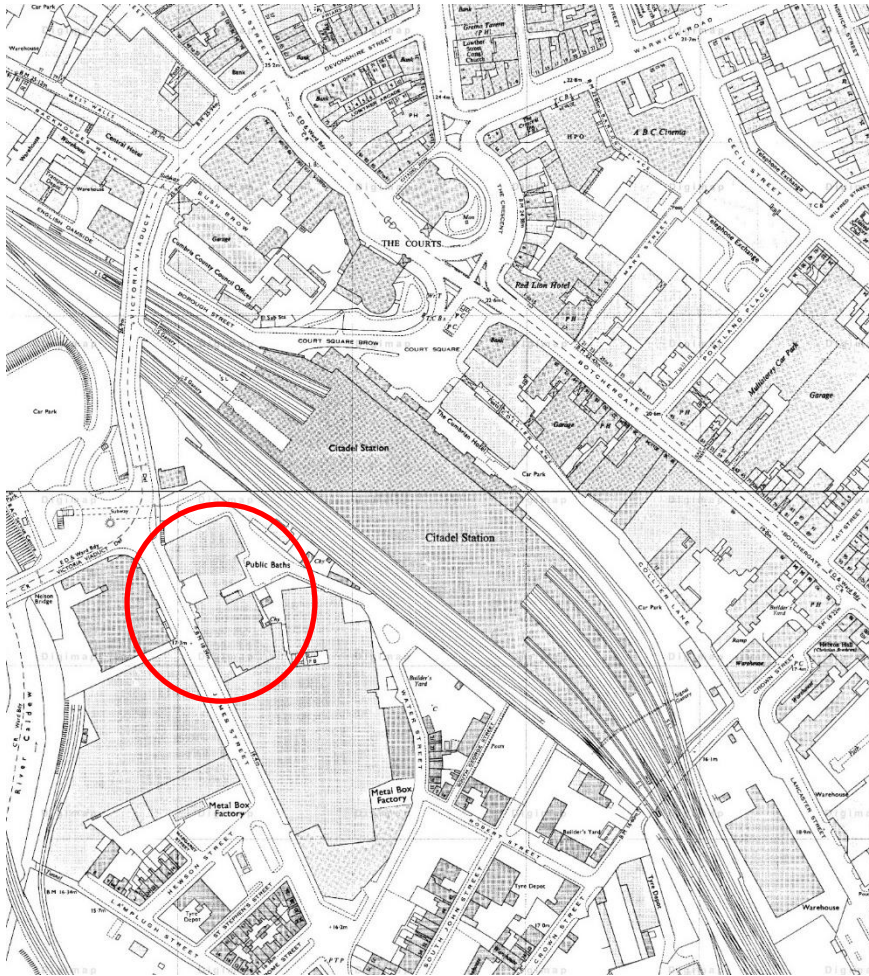


Fig.16: OS Map, dated 1970's

2.1.13 Erosion of the fine-grained residential and industrial character of the area to the south-west of the station starts to occur from the later C20th onwards. The smaller buildings & properties along Water Street, South John Street and Crown Street have been demolished. A large extension to the public baths was constructed at this time requiring the demolition of earlier built form.

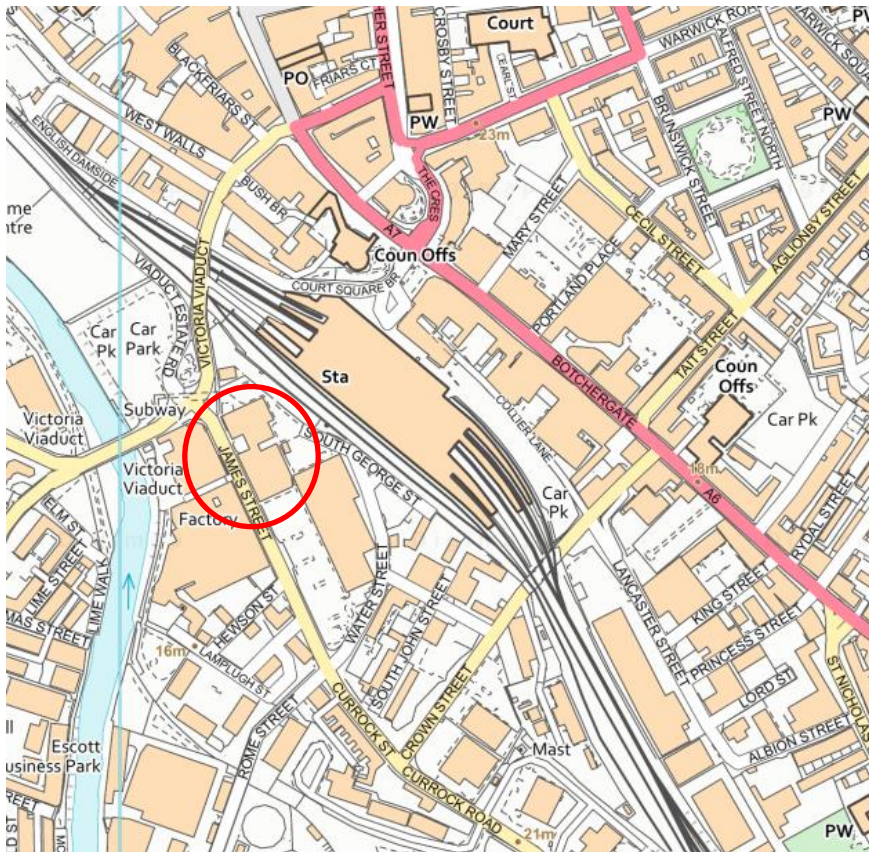


Fig.17: Current OS Map

2.1.14 The current OS map shows that the principle characteristics of the townscape around the station frontage and Court Square remain as established by the C19th and retain the evidence of the medieval origins of the urban grain. To the south of the station along James Street the urban grain has changed considerably with the loss of the industrial buildings.

2.2 CONSERVATION AREA & HISTORIC TOWNSCAPE

2.2.1 The James Street Baths complex is located within the City Centre Conservation Area which was designated in October 1986 and amended in September 2009 (see Fig 18 below for the full boundary).

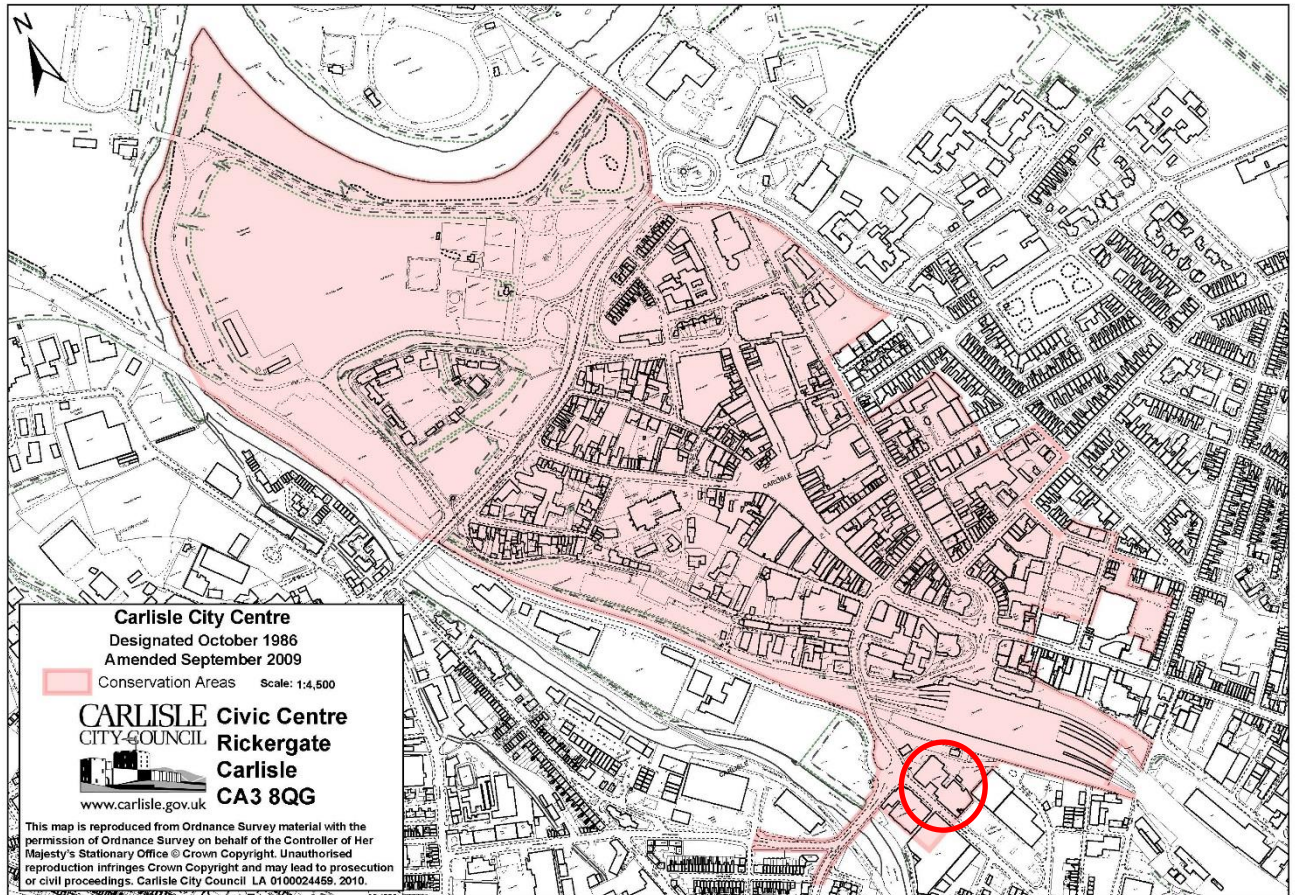


Fig.18: Carlisle City Centre Conservation Area Boundary

CITY CENTRE CONSERVATION AREA

2.2.2 There isn't currently a formal Conservation Area Appraisal which corresponds to the City Centre Conservation Area boundary. There is an appraisal for the historic core which was undertaken in 2007 as part of the Carlisle Historic Core Development Strategy (*Carlisle Historic Core Conservation Area Appraisal*). This appraisal focuses its analysis on the area around the castle and the cathedral, includes Court Square and the station frontage in the study of the wider context but provides limited commentary on the southern side of the station.

2.2.3 In its assessment of special interest the appraisal states;

Survival of historic townscape and landscape qualities: *The City Conservation Area's historic associations are clearly manifest within its surviving urban fabric and plan form. Four key locations predominate. These form focal or nodal points within the medieval street system.*

The four key locations include the Castle, the Cathedral, the Market Place and the Citadels.

For the Citadels 'defining location', the appraisal highlights the station frontage and adjacent listed buildings (including the Citadels, adjacent hotels and the Crescent) as being 'Areas of special quality' and Court Square as

being a place with a strong sense of enclosure. It states that the Citadels are an imposing fortified gateway reflecting the fact that they occupy the site of the medieval gateway through the town walls from the south (English Gate) and about Court Square states;

At the entrance to the 'gateway' is Court Square and the city's Victorian railway station, also in Gothic style and giving expression to the importance of the railways to the city's economy during the C19 and first half of C20. Together, the Citadel and station enclose a 'civic space' and clearly mark an arrival point to the old town.

2.2.4 In its assessment of the setting of the historic core the appraisal states;

To the south west the low lying land alongside the River Caldew is occupied by railway track, car parking and industrial sites. The visual quality is poor.

TOWNSCAPE ANALYSIS

2.2.5 As previously highlighted and noted within the Carlisle Historic Core Conservation Area Appraisal, the phases of historic development of the townscape around the Station site are clearly seen within its surviving urban fabric and plan form. This provides a richness and importance to the townscape in and around the Station site.

2.2.6 The area between the Detached West Wall of the Station and the River Caldew was historically densely industrial. The townscape qualities of this area have been gradually eroded over the later C20th and C21st. The Turkish Baths and the former Electric Lighting Station building which line James Street provide evidence of the historic characteristics of this area.

2.2.7 The Detached West Wall is a dominant visual element in the townscape. Although of heritage significance in its own right and providing important evidence of the development of the station, the wall does provide a visual and physical barrier to this side of the station. Some glimpsed views of the Citadels and historic core are achieved from adjacent to the Detached West Wall from Victoria Viaduct but these are not considered to be key views.

2.2.8 In the area between the Detached West Wall and James Street there has been erosion of the historic built form and alterations to the ground levels to this side of the station which mean that the historic plan form of the urban grain is no longer fully legible. Important remaining elements are the Turkish Baths and the Electric Lighting Station. These do not currently define key views but are important elements of the historic urban grain and could become positive contributors.

HERITAGE CONTEXT: ADJACENT HERITAGE ASSETS

2.2.9 There are a number of designated and non-designated heritage assets located within the context of the James Street Baths as identified below, those in the immediate setting of the baths are noted to the following key and the listing notices for the designated assets are included.

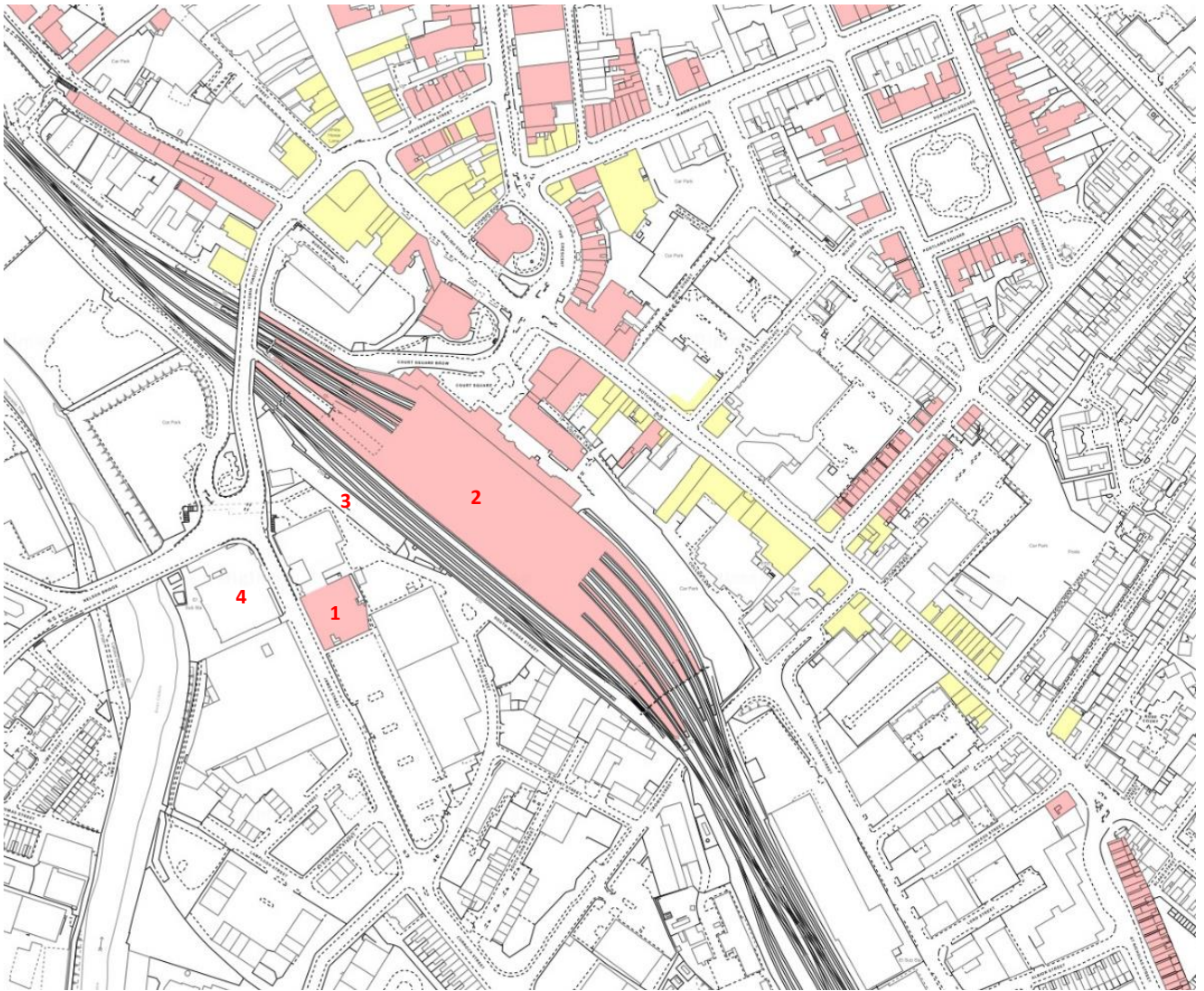


Fig.19: James Street Baths including location of adjacent designated and non-designated heritage assets.

- Listed Buildings
- Locally Listed Buildings

KEY

- 1: Turkish Suite, The Pools (Grade II Listed)
- 2: Citadel Station (Grade II*)
- 3: Detached West Wall of Citadel Station (Grade II Listed)
- 4: The former Electric Lighting Station building, James Street (non-designated heritage asset)

2.2.10 HERITAGE ASSET LOCATION REF: 1

Name: Turkish Suite, The Pools
Grade: II
List entry Number: 1393755
Location: James Street, Carlisle
Date first listed: 19-Feb-2010

List entry description:

Turkish Baths 1909 by the County Surveyor WC Marks; built by William Johnstone of Carlisle with an interior tiled decorative scheme by Minton and Hollins of Stoke. All other work was carried out by local firms. Other parts of the James Street Baths are not of special interest.

MATERIALS: Red brick with roofs of slate; interior has glazed tiles and faience decorative scheme with terrazzo flooring and marble bench tops.

PLAN: a series of interlinked rooms with basements attached to the south-east side of a pre-existing public swimming baths. The west part is a single storey entrance block providing an access corridor and attendant's room with former waiting areas. This gives access to the main block forming a double height cooling room leading to a single storey block housing access to the plunge bath flanked by the shower room and Russian vapour bath. The shampooing room is housed in a two-storey block beyond which gives access to similar blocks containing the three warm rooms.

EXTERIOR: west elevation (the only side of the building originally visible from the exterior): now obscured by a later two-storey block with a hipped roof of slate incorporating the original access corridor which is now entered through a plain entrance with a modern door from James Street. South Elevation: a double height, single-bay square building with a pyramidal roof containing four large thermal windows with mullioned frames and four rectangular roof lights; a decorative lantern surmounts the apex of the roof. A small two-storey toilet block with a hipped roof projects to the left with the attendant's room, also hipped, to the rear. To the right are separate but linked plain L-shaped two-storey blocks with pitched roofs.

INTERIOR: the entrance block comprises an access corridor with original doors, glazed fan and margin lights, and the attendant's room (now incorporating a former corridor with provision for waiting and lockers), with a corner fire breast, original store cupboard and plain cornicing. A horse-shoe arched entrance in the north east corner has a moulded architrave and an upper fan light of decorative stained glass which leads to the main cooling room. This is the centrepiece of the scheme and is complete with its original stepped plunge bath entered through a horse-shoe arched opening, flanked by rectangular doors, all of which have surrounds of alternating green and yellow tile. The plunge bath is of concrete construction faced with white glazed bricks. Flanking the north and south walls there are sets of five double and single changing rooms separated by polished wooden screens with art nouveau stained glass panels in their upper parts. Extensive use is made of fine tiling and glazed faience work with shades of pale green, pale blue and buff glazes; also incorporated at intervals are paired tiles of art nouveau design. The flooring throughout is of Terrazzo paving. This scheme, combined with the incorporation of horse-shoe arches carried on decorative columns with ornamental capitals, creates a strong Oriental atmosphere.

HISTORY: The first Turkish baths to have been built in the British Isles was in 1857 in Blarney, County Cork and the first in England was in London was in 1860. Subsequently many hundreds were constructed, often as part of publicly funded swimming facilities although only around 20 examples remain in England today.

Plans for the provision of Turkish baths in Carlisle occurred as early as 1884 when the existing public swimming baths were opened. The idea was resurrected in 1901 and agreed in 1902 although it was a further six years before plans were finally approved. The Turkish baths opened on the 20 September 1909 in a purpose built extension to the existing public baths building at a cost of £2500. The internal tiling and glazed faience work by Minton and Hollins Co. of Stoke, one of the leaders in the field of tile manufacture. The opening of the suite was celebrated in the local newspapers, which describes in detail a public inspection, although there was no formal opening. Entry cost between 1 and 2 shillings depending on the time and day of the week and bathing was expected to take c. 1.5 hours. The Turkish baths remain open and in use to the present time (2009). SOURCES

<http://www.carlislehistory.co.uk/carlislehistoryj.html> accessed on 24 Sep 2009 Carlisle Journal 17.09.1909 p5 Carlisle Patriot 04.01.1901 p4f (Turkish Baths for Carlisle) Carlisle patriot 10.09.1909 p5a (Description of the building) 'Original plans for Carlisle Turkish Baths', 1908, Carlisle Archives, CA/E4/13945

<http://www.victorianturkishbath.org/> accessed on 24 Sep 2009 Ian Gordon and Simon Inglis, Great Lengths: the historic indoor swimming pools of Britain (2009) SPAB 'Taking The Plunge-The Architecture of Bathing' 16

REASONS FOR DESIGNATION DECISION: *This set of Edwardian Turkish Baths constructed in 1909 is designated for the following principal reasons:*

** Decorative Scheme; the original internal decorative tiling and glazed faience work by the respected company Minton and Hollins of Stoke, notably in the cool room, is of good quality and complete * Intactness: alterations are few and the original plan of the baths remains intact which renders the Turkish Bathing process highly readable. * Rarity: this building is an increasingly rare example of a once common building form, of which only around 20 remain in England; it compares very favourably with the eight existing listed Turkish Baths.*

2.2.11 HERITAGE ASSET LOCATION REF: 2

Name: Citadel Station
Grade: II*
List entry Number: 1196969
Location: Citadel Station, Court Square, Carlisle
Date first listed: 13-Nov-1972

List entry description:

Railway station. 1847-8 for a Joint Station Committee, by Sir William Tite; extended 1879-80. Calciferous sandstone ashlar on chamfered plinth with stepped buttresses, eaves cornice and solid parapets. Graduated greenslate roofs with coped gables; some skylights and gabled roof dormers; ashlar ridge and end chimney stacks. Glazed overall roof behind the main facade covering the running lines. Tudor Style. Main facade is of 2 storeys, numerous bays in a long continuous row of differing roof levels. Central port-cochere of 5 bays, each pointed arch divided by a buttress carried up as a finial. Over each arch are coats-of-arms; central Royal arms flanked by those of Lancaster & Carlisle Railway and Caledonian Railway, remaining panels intended for Maryport & Carlisle Railway and Newcastle & Carlisle Railway left blank. Over, and in the offices to the right, are mullioned and transomed windows mostly of 3-lights. Between the entrance and offices is a clock tower which is octagonal on a square base. The single-storey former waiting and refreshment rooms (at the left) have a series of facing gabled projections with various mullioned and canted bay windows. Under the glazed roof, which is supported on a series of hooped trusses, is a central footbridge of crossed girders linking with the island platforms. The island buildings are also of 2 storeys, numerous bays in a continuous row; doorways and windows in restrained Tudor style. INTERIOR: Numerous stone fireplaces in Tudor style, some in former refreshment rooms are inscribed and dated, see Bonavia (1987), for an illustration of one. For further details and removal of part of roof in 1957-8, see Robinson (1986). Detached wall for demolished roof is listed separately. The building by Tite is among the most important early major railway stations in Britain. (Bonavia MR: Historic Railway Sites in Britain: 1987-: P.139; Robinson PW: Rail Centres, Carlisle: 1986-).

2.2.12 HERITAGE ASSET LOCATION REF: 3

Name: Detached West Wall of Citadel Station
Grade: II
List entry Number: 1209674
Location: Detached West Wall of Citadel Station, Court Square, Carlisle
Date first listed: 11-Apr-1994

List entry description:

Detached wall for Citadel Station extension, formerly joined to the main buildings by an overall roof. 1879-80. Calciferous sandstone ashlar on red sandstone base. Broad pilasters have between each of them 3 recessed panels with pointed heads. Linked to the main buildings by a series of arched tunnels which are partly visible on the west side. Some of the arches have been let as industrial units. Overall roof was removed 1957-8.

3.0 DEVELOPMENT OF THE JAMES STREET BATHS

3.1 Introduction / Brief Context of the Building Typology

3.1.1 The following sections consider the phasing of the site of the James Street Baths in more detail to enable an assessment of significance.

3.1.2 To understand the heritage significance of the James Street Baths it is useful to understand the development of the building typology nationally. The Listing Selection Guide for Sports and Recreation Buildings produced by Historic England includes a section on 'Buildings for swimming' which provides a useful overview, it states;

*'England's first genuinely public baths were built as a result of the 1846 Baths and Wash-houses Act. These concentrated on providing laundries, slipper baths (for individual bathing) and, for the lowest admission fee, small plunge pools for communal bathing. Such was the popularity of the plunge pools, however, for swimming as much as for bathing, that as the nineteenth century wore on local authorities provided ever larger and more sophisticated swimming pools to help subsidise the loss-making slipper bath and laundry facilities. An 1878 amendment to the Act recognised this trend, and, furthermore, to save fuel costs, allowed local authorities to close the pools during the winter and use the pool halls for dry sports and communal events. By 1914 municipal baths had evolved into sophisticated and elaborate complexes. There were often first and second class pools for men, and a separate, usually smaller, pool for women, although T W Aldwinckle's St Pancras Baths of 1901 in Kentish Town, London Borough of Camden (listed Grade II) had first and second class pools for women also. Some gala pools that were fitted out to serve as public halls in wintertime also had their own entrances, circulation areas and sometimes even stages and proscenium arches.'*⁸

3.1.3 The history of public baths is described in more detail in *Taking the Plunge: The Architecture of Bathing* produced by SAVE in 1982, from the Roman public baths through to current day.

It describes the provision of water and baths in middle-class homes in the 18th century explaining that;

There was a good reason for this lack of baths in town houses in the lack of bath water; most houses were not plumbed into a mains water supply, and those that were only received water for a few hours a day. ...

The poor were the most deprived of water; they neither had the money to make supplying them with water a commercial proposition, nor the resources or security of tenure to make feasible the installation of cisterns to store the irregular supply of water if it had been available.

The Industrial Revolution was at its height; workers were swarming into towns from the impoverished countryside. They lived in hastily-built and overcrowded houses, without proper ventilation or drainage.

It was the appalling living-conditions of the poor, as revealed by the investigations stimulated by the spread of typhus and the new scourge of cholera that first prompted concern about their cleanliness ... Washing or drying clothes was extremely difficult, when it had to be carried out in the single room that a whole family lived, ate and slept in ...

It was thus the lack of either water or the facilities to use it that prompted the movement to provide both public baths and wash-houses at prices the poor could afford. There had already been some pioneers in the field. In Liverpool in 1832, a labourer's wife called Kitty Wilkinson was moved by a cholera epidemic to make her own copper available in an out-house for washing clothes and to rig up clothes-lines for drying, so creating the first

⁸ Sports and Recreation Buildings, Listing Selection Guide, Historic England

*communal wash-house. ... In 1842 Liverpool Corporation opened the Frederick Street Baths, in which anyone in need could obtain a warm or cold bath of fresh water, and the use of a tub for washing clothes.*⁹

The Acts introduced in 1846 / 47 were purely voluntary and as such progress was slow, *by 1865 they had been adopted by only nine London parishes and by twenty-five boroughs, partly because those that had opened baths found it difficult to run them as going concerns, before the 1878 Act allowed greater takings from the more popular swimming-baths.*¹⁰

3.1.4 The development of the typology is also explained in *Great Lengths: The historic indoor swimming pools of Britain* and considered in the following phases;

- Before 1846 (and the Baths and Wash-houses Act)
- Early Victorian 1846-1870
- Late Victorian 1870-1901
- Edwardian 1901-1918
- Inter War 1918-1945
- Post War 1945-1970
- Post 1970

3.1.5 The first phase of the James Street Baths which contained the public baths was constructed circa 1883 (opened 1884) and therefore falls into the late Victorian phase, which is described as follows in *Great Lengths*;

By the 1870s it was evident that where properly designed and managed, public baths and wash houses were yielding the health and welfare benefits that had been promised, even if, in the absence of any detailed studies, those benefits were measured mainly in terms of user statistics and anecdotal evidence.

But equally clear to local authorities was that in order to keep their debt repayments to within the oft-quoted 'penny in the pound' limit they had promised ratepayers, the income derived from swimming was critical.

After a relative lull in the construction of baths during the 1860s, the remaining years of Queen Victoria's reign were therefore characterised by three main trends.

Firstly, there was a great leap forward in the number of baths around the nation generally. In 1865 there were around 50 public baths in England. By 1885 this figure had doubled, and by 1901 it had doubled again to some 210 establishments.

Secondly, this building boom included a surge in the number of baths that featured larger and more sophisticated swimming pools, and also Turkish baths, vapour baths, showers and the like, all designed to raise standards and attract more middle class and female users.

*Thirdly, by tapping into the public's seemingly insatiable appetite for entertainment and sporting activity, baths of the late 19th century evolved into multi-purpose event venues.*¹¹

3.1.6 It also goes on to state that philanthropy continued to play a pivotal role during this period with roughly ten percent of public baths built between 1870 and 1901 benefitting wholly or in part from philanthropic gifts.¹²

⁹ *Taking the Plunge, The Architecture of Bathing* by SAVE Britain's Heritage

¹⁰ *ibid*

¹¹ Dr Ian Gordon & Simon Inglis, *Great Lengths, The historic indoor swimming pools of Britain*, English Heritage, 2009, p.51

¹² *ibid*

- 3.1.7 The second phase of the James Street Baths which contained the Turkish baths was opened in 1909 and therefore falls into the Edwardian phase, which is described as follows in *Great Lengths*;

During the Edwardian era, it could be said, public baths well and truly came of age. They were built in numbers and at a rate that outstripped all efforts during the previous century, and in certain quarters reached levels of opulence that, some would argue, is unlikely to be matched again.

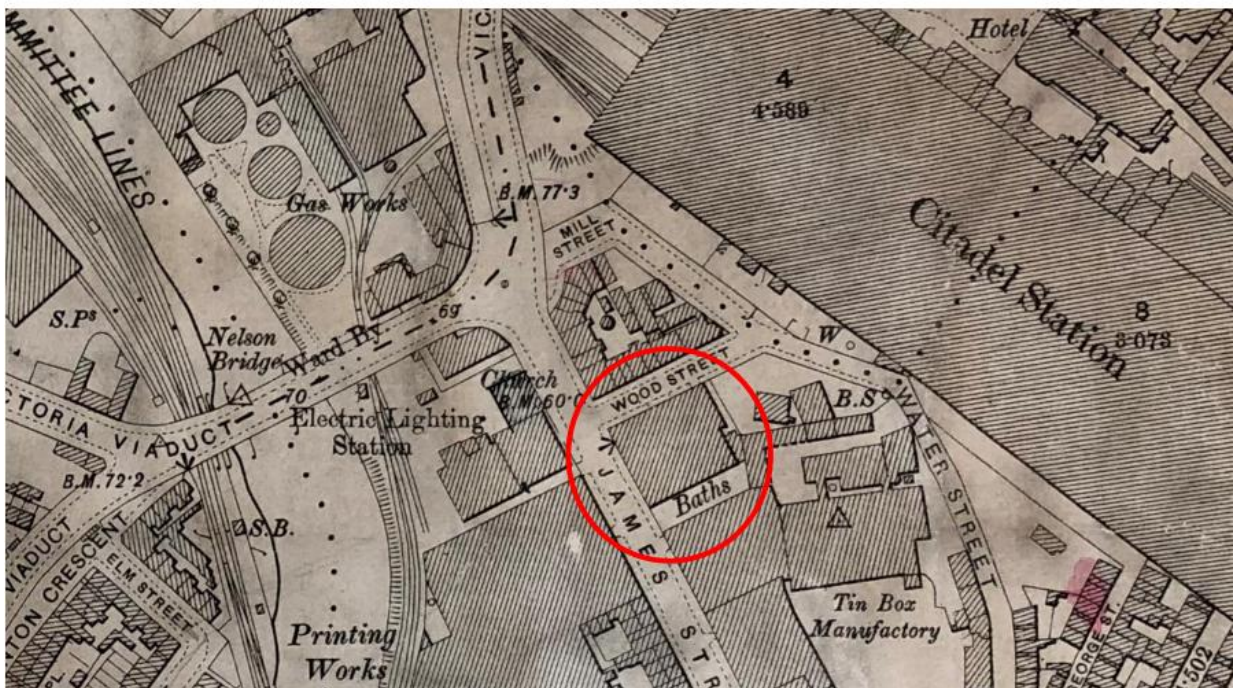
3.2 Phase 1: c1883 - Public Baths Construction

3.2.1 As previously noted, prior to the construction of the Citadel Station the area to the south was already dominated by a large number of mills and industrial complexes. The construction of the station in 1847 led to the formation of a new road layout to this area and the 1868 below map shows this most clearly with the road names noted. The alignment of James Street was well established by this time, terminating in Mill Street which then crossed the river. A parcel of land was formed at the junction of James Street and Wood Street which in 1868 remained unbuilt. This was to become the location for the public baths opened in 1884.



Fig.20 Above: 1868 Map Prior to Construction of the Public Baths

Fig 21 Below: 1899 OS Map Showing the Footprint of the Public Baths



3.2.2 Fig's 23 – 25 show the historic plans that are held within Cumbria Archives for the Public Baths dated 1883. The basement plan (Fig. 23) also shows the site plan with the built form located on the junction of James Street and Wood Street and abutting the existing buildings to the rear.

The baths consisted of a 1st class plunge pool, a 2nd class plunge pool both with associated dressing boxes, 1st and 2nd class private baths. There were separate ladies facilities which consisted of a ladies waiting room, 1st and 2nd class private baths and a ladies plunge pool. At the rear was a laundry area with a workshop below and a storeroom above and a space reserved for Turkish Baths.

On the James Street frontage the building contained a residence for the attendant which had a kitchen etc at basement level, office & lounge at ground floor and bedrooms at first floor. The following advertisement for 'a man and his wife to attend the new public baths' was posted in The Leeds Mercury in 1884.

<p>Mercury-office. HOUSE, in distance of</p> <hr/> <p>two acres of ann. Address</p> <hr/> <p>for Hosier or Ecc.</p> <hr/> <p>good BEER- Mercury-office.</p> <hr/> <p>for drapery or Address B 63,</p> <hr/> <p>ing accommoda- ry-office.</p> <hr/> <p>to RENT or Apply W. B.</p>	<p>COPPERSMITHS.—Two good GENERAL HANDS wanted, at the Victoria Copper Works, Northgate, Halifax. Constant employment.</p> <hr/> <p>CARLISLE PUBLIC BATHS.—Wanted, a Man and his Wife to attend to the New Public Baths, Carlisle. Persons having had previous experience of a similar kind will be preferred. The duties to be performed and any further particulars may be obtained from the undersigned. House, coals, gas, and water will be provided free. Applicants must state their ages and the wages required, and must forward application, with testimonials as to character and fitness, on or before June 20th, 1884, endorsed "Bath Attendant," to be addressed to the "Chairman of the Baths Committee," Gasworks, Carlisle. J. HEPWORTH. The Gas and Water Works, Carlisle, June 6th, 1884.</p> <hr/> <p>WANTED immediately, at the Harrogate Hydropathic Establishment, an active young man as BATHMAN. One with a knowledge of Turkish baths preferred. Address, stating age, wages, references, and former experience, to Dr. Veale.</p> <hr/> <p>WANTED, a steady, sober man, as ENGINE and FIRE MAN. One who can do his own repairs preferred. Apply Wm. Yates, Paper Mills, Pool, near Leeds.</p>	<p>V V 203, B</p> <p>A Respecta 15. Ap</p> <hr/> <p>W ANTEI No. 8</p> <hr/> <p>W ANTEI Mrs.</p> <hr/> <p>W ANTEI . Regen</p> <hr/> <p>W ANTEI 4, Oal</p> <hr/> <p>W ANTEI Canal</p> <hr/> <p>W ANTEI andra</p> <hr/> <p>W ANTEI famil</p> <hr/> <p>W ANTEI Appli</p>
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Fig 22: Advertisement, The Leeds Mercury, Saturday June 14 1884

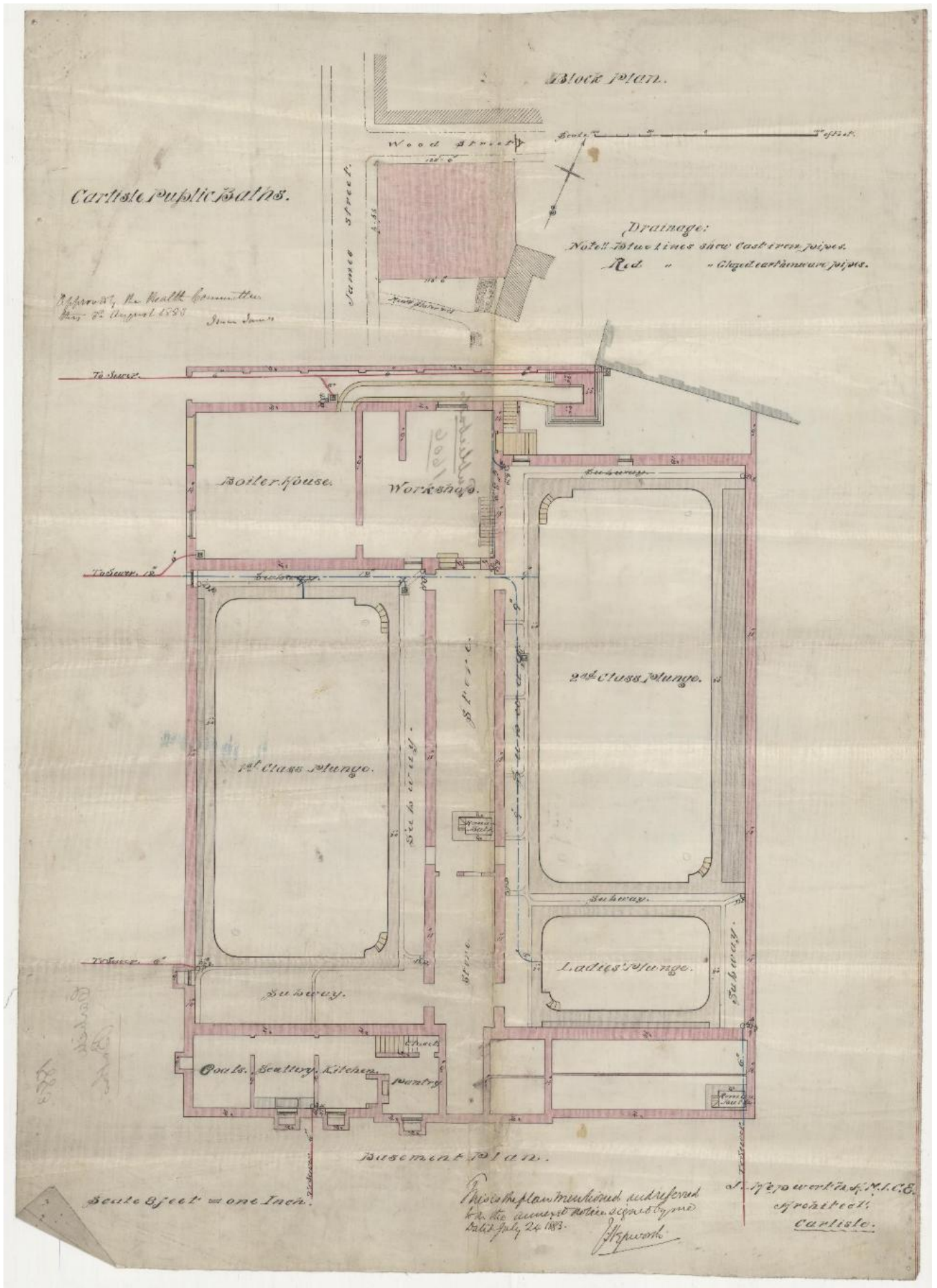


Fig.23 Above: Public Baths Basement Plan 1883 (Cumbria Archives)

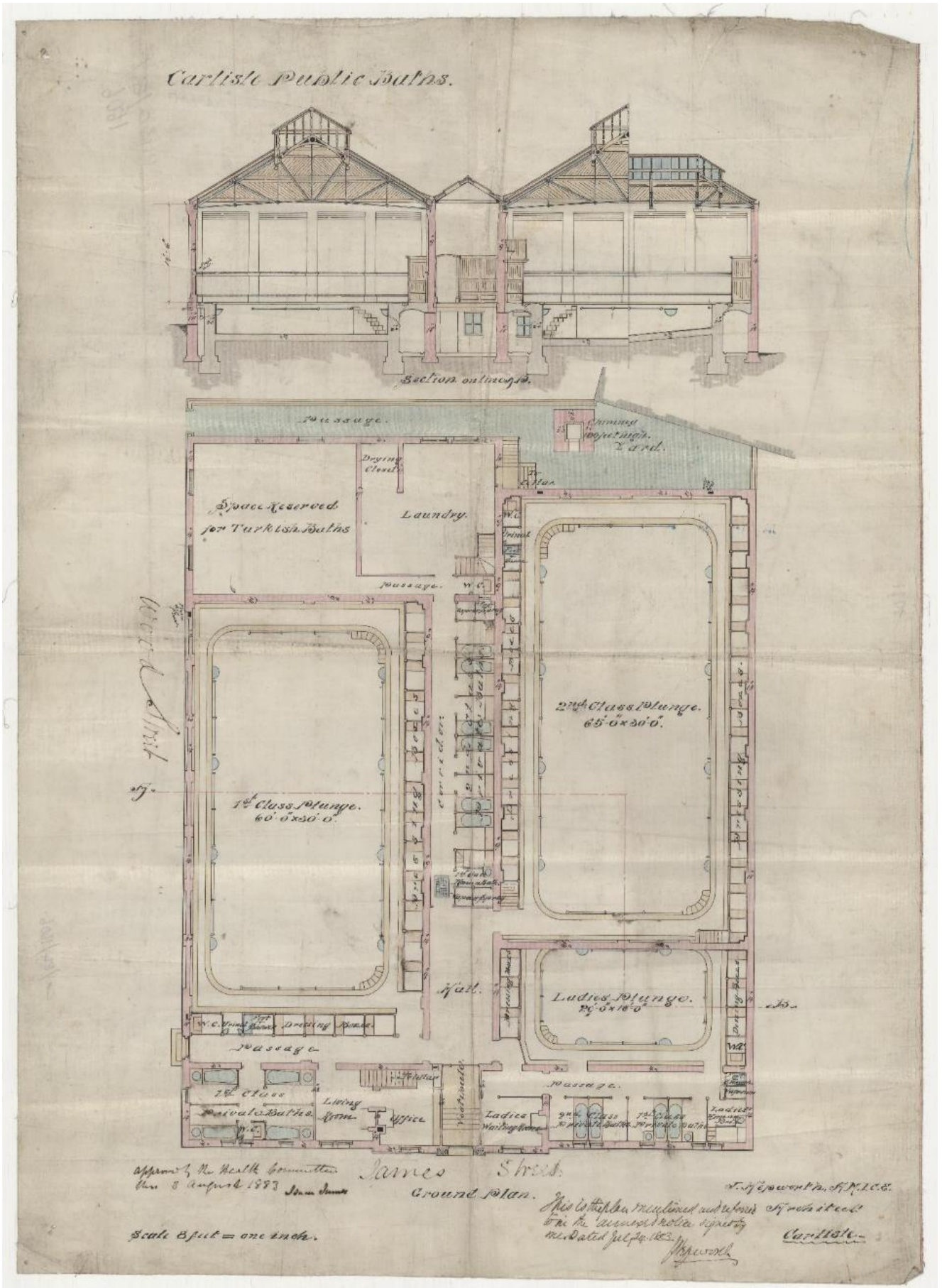


Fig.24 Above: Public Baths Ground Plan 1883 (Cumbria Archives)

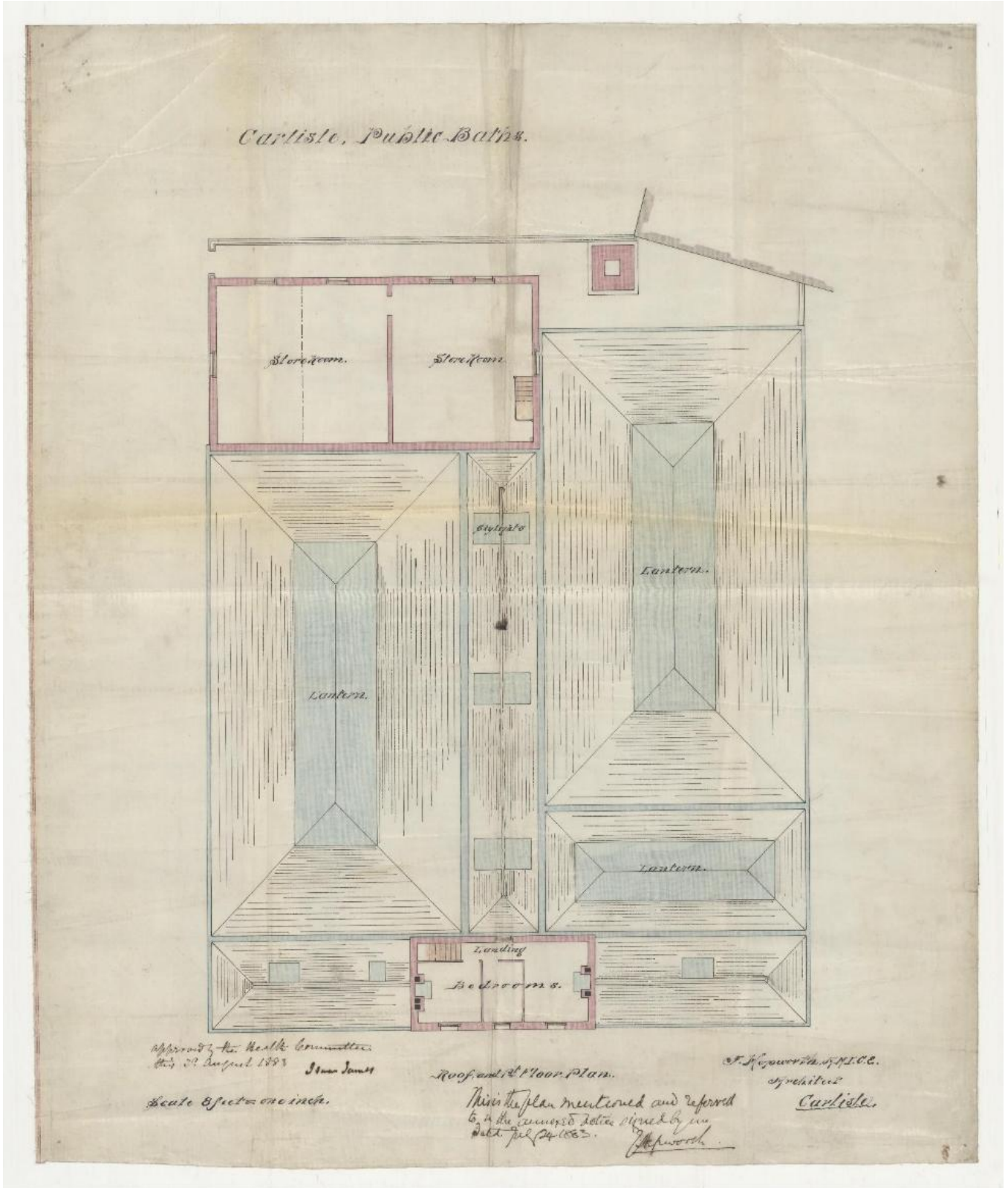


Fig.25 Above: Public Baths First Floor & Roof Plan 1883 (Cumbria Archives)

3.3 Phase 2: c1908 – Turkish Baths Construction

- 3.3.1 An article in the Carlisle Journal, Friday 15th February 1901, describes the proposals for the Turkish Baths;

TURKISH BATHS FOR CARLISLE

It appeared from the minutes of the Baths Committee that the Engineer had submitted plans and elevation of Turkish Baths in connection with the Public baths: and that the Committee had adopted the same and instructed the Engineer to prepare the necessary working drawings, have the quantities taken out and advertise for tenders for the work. They had also requested the Town clerk to make application to the Local Government Board for sanction to borrow the sum of £1,985, the estimates cost thereof.

Mr. Corbett called attention to the plans and moved their adoption and also the confirmation of the instructions to the Town Clerk to apply for sanction to borrow the sum required for carrying them out. He said the Corporations some time ago purchased a piece of ground from Messrs. Hudson Scott and Sons with the intention of erecting Turkish Baths upon it. The piece of ground adjoined the existing baths, and it was proposed to use half of it – the far half – for the Turkish Baths, leaving the other half for extensions to the ordinary baths, a work which would have to be undertaken by and by, as people often complained of having to wait some time before being able to get their bath. The existing baths chimney would be utilized for taking away the smoke from the furnaces of the Turkish baths, and the hot water and steam would be obtained from the boilers now in use. The baths would consist of two hot rooms, a shampooing room, a plunge bath, a cooling room, needle and shower baths. When finished they would be a unique suite of Turkish baths for the city, built of the best materials, provided with appliances of the most modern type for getting up heat and for ventilation, with the walls of the hot rooms lined with glazed bricks, and the interiors generally so constructed as to enable them to be easily kept clean, airy, and dry. The main entrance to the baths would be the existing one: but they would be reached by two separate ways after getting through the present hall, one from the ladies slipper baths for ladies, and the other from the gentlemen's second-class swimming bath for gentlemen. Turkish baths might be erected for less money than the estimated cost, but what was worth doing was worth doing well. The present baths were built out of the profits of the gas works. There were no such profits now to be devoted to this purpose, and they would have to borrow the money.

Mr. Coulthard seconded the motion and it was agreed to.¹³

- 3.3.2 The Turkish Baths were completed and opened some years later in 1909. The footprint of the Turkish Baths extension can be seen to the 1920's OS map (Fig. 26) and to the block plan to Fig. 28. Contemporary descriptions of the Turkish Baths are contained within the local newspapers, extracts of which are included to the following paragraphs.

¹³ *Carlisle Journal*, Friday 15th February 1901

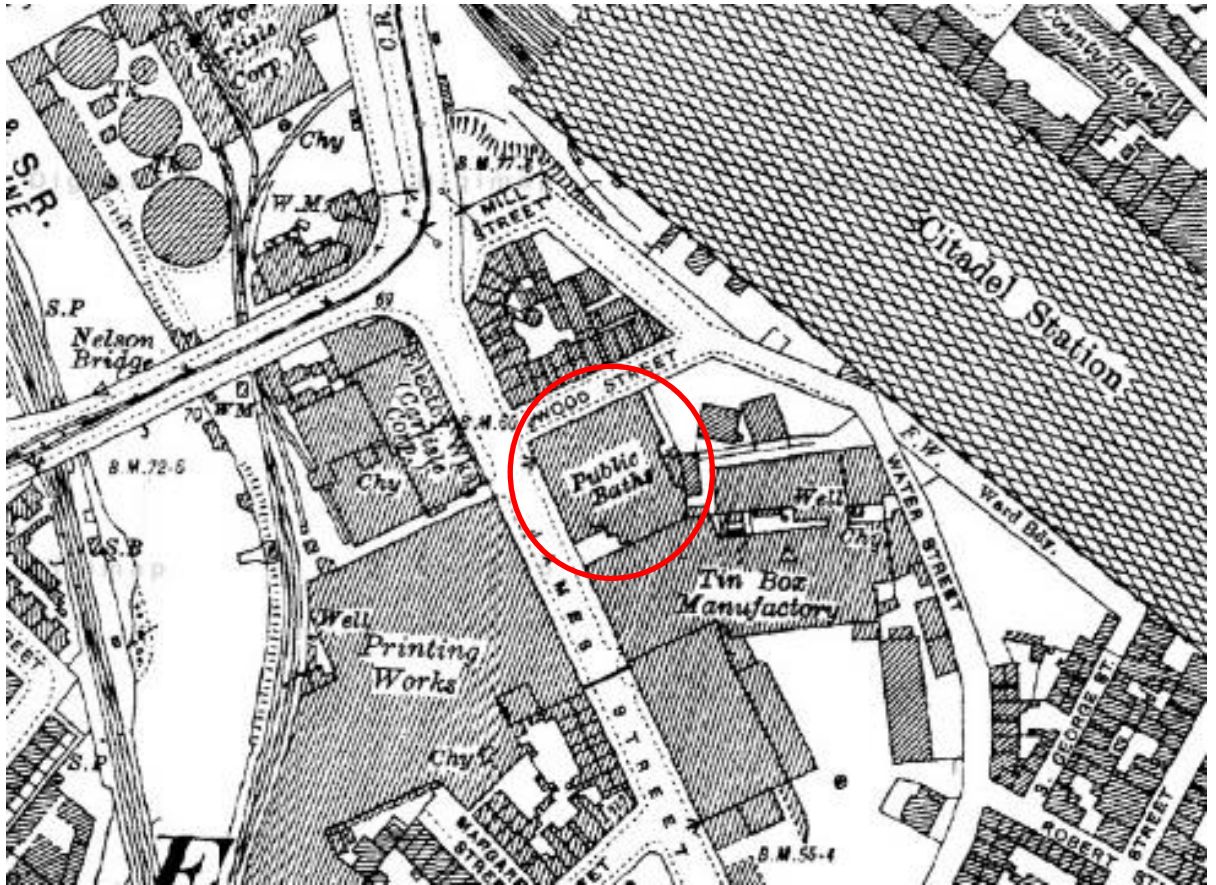


Fig.26 Above: 1920's OS Map

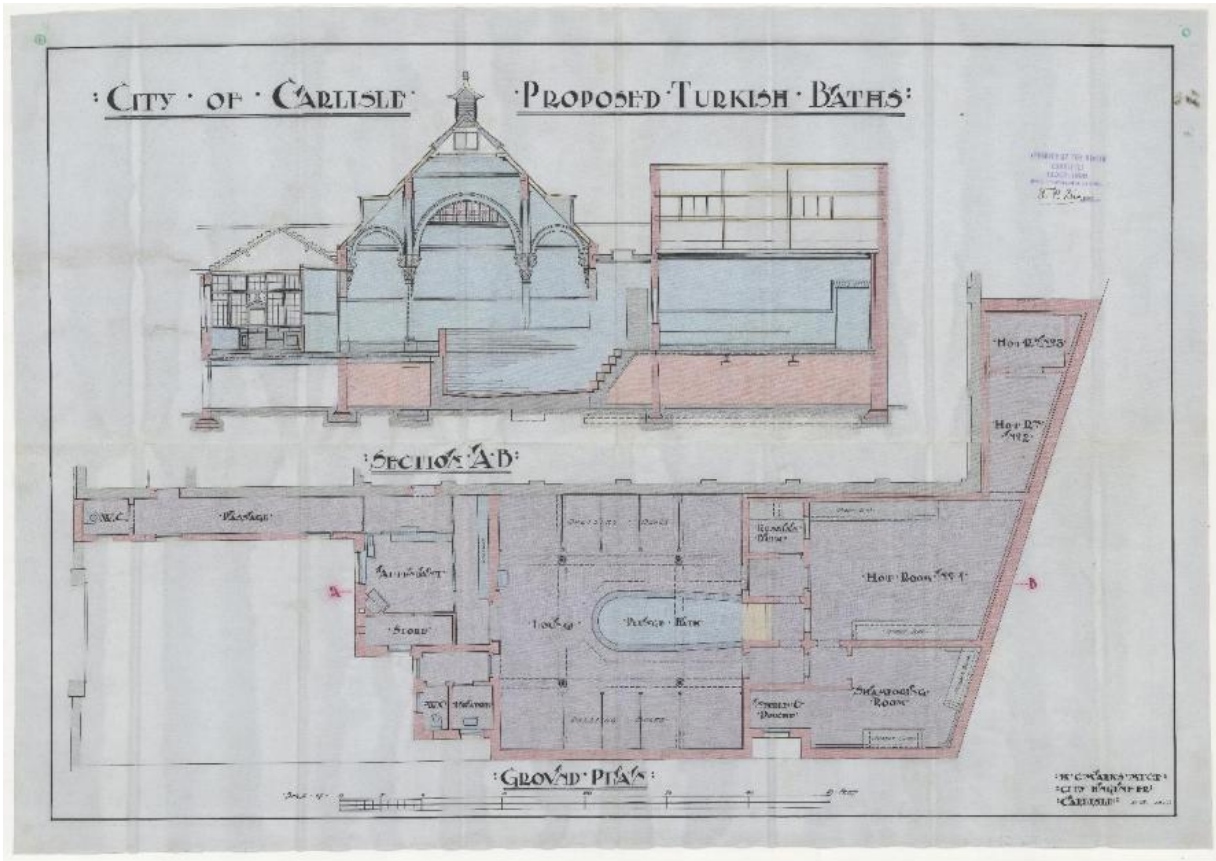
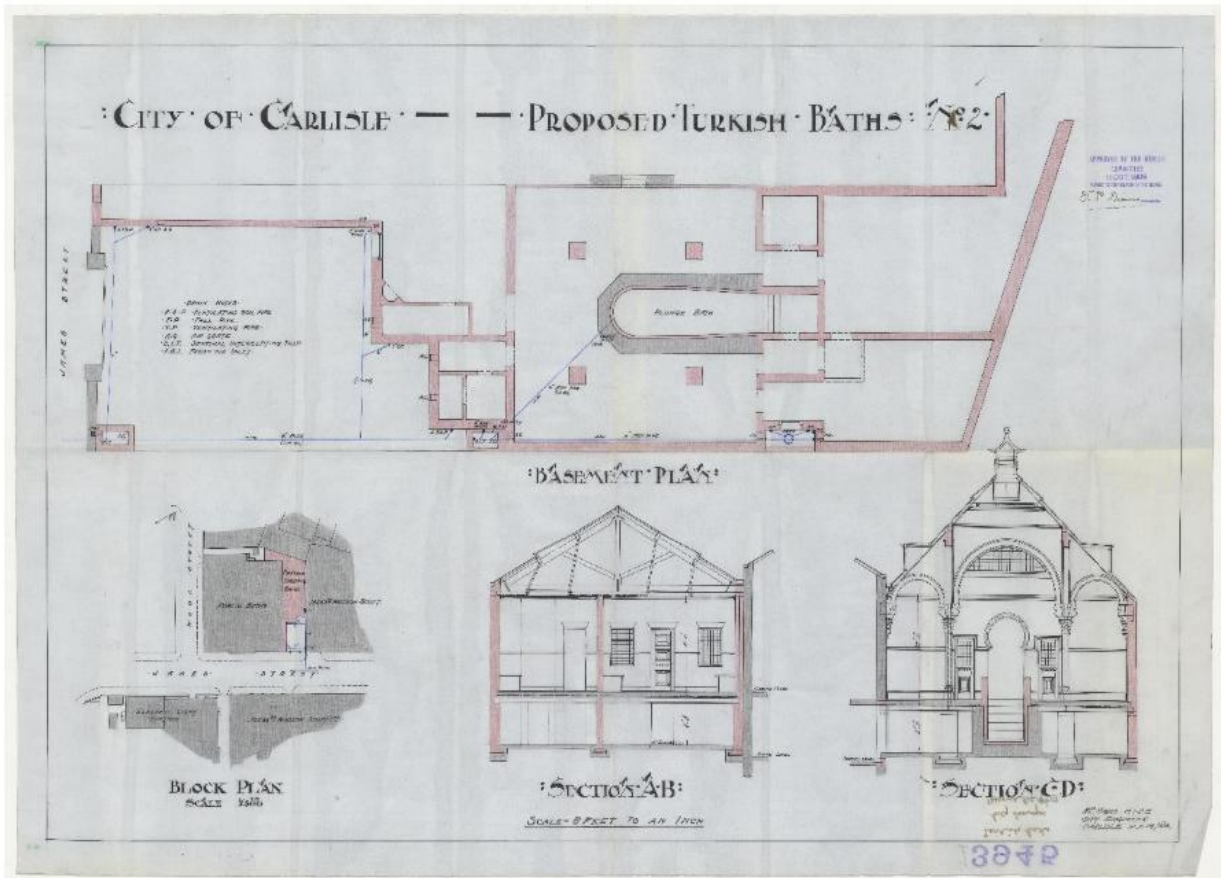


Fig.27 Above: Turkish Baths Section & Ground Floor Plan (Cumbria Archives)

Fig.28 Below: Turkish Baths Block Plan, Sections and Basement Plan (Cumbria Archives)



3.3.3 An article in the Carlisle Journal, 17th September 1909, describes the Turkish Baths;*THE TURKISH BATHS – INSPECTION BY THE PUBLIC*

Yesterday the new Turkish baths were opened to public inspection, and they were visited by a large number of people interested in this important addition to the means existing in the city of enabling the inhabitants to secure and preserve the purity of their bodies and this promote their happiness and health. The scheme which has just been completed in James Street was inaugurated 25 years ago, when out of the profits of the Gas Works the Town Council of that day set apart a sum for the erection of Turkish baths, but owing to the trouble that arose in connection with the Geltsdale scheme the project was deferred, although the necessary powers had been obtained from the Local Government Board, and it was only last year, after somewhat heated controversy, that the Town Council determined to take advantage of their powers before they lapsed.

The Turkish baths, which have now been completed, are up to date in every way, and capable of affording the citizens as good an opportunity of making full use of the Oriental method of following the injunction of cleanliness as any institution of the kind in England. They are entered from the front door of the existing baths. Males pass into it by the second class swimming bath and females from their own department. In a corridor, which is first reached, and which is provided with a door which enables the ladies' department to be shut off on all days excepting those when the baths are reserved for the use of the gentler sex, namely, Tuesdays. In the corridor there is a window at which the bather obtains his ticket from the ticket office. Having obtained his ticket, the customer sits down in a corridor near the door of the lounge, and there he takes off his boots and puts on a pair of felt slippers. In the ticket office he may leave his watch and other valuables. Arrangements are made to supply tea, coffee, or aerated waters for the bather's refreshment after he has completed his bath. On leaving the entrance corridor, the bather proceeds to the lounge or cooling room, where he undresses and leaves his clothes. This chamber is provided on each side with double and single cubicles, furnished with couches, &c., for 14 bathers. In the centre of the lounge is a plunge bath which bathers may use after the undergoing the process of shampooing on leaving the hot chamber; and here also there is a weighing machine for use if desired by the bather both before and after the bath. The lounge or cooling room has been tastefully carried out in tiles and glazed faience work. The room is of Moorish design with horseshoe arches on pillars with ornamental capitals. The prevailing colours are pale green, pale blue and buff, the shades so blended as to produce a restful effect. The partitions of the cubicles are formed with polished wood with stained glass panels in the upper portions. The floors of all the rooms have been laid with terrazzo paving, which with the whole of the tiling and faience work has been done by Messrs. Minton, Hollins, and Co., of Stoke. The plunge bath has been constructed with concrete and laid with white glazed bricks. Lavatory accommodation has been provided in connection with the lounge.

There are three hot chambers of varying temperatures up to 250 degrees. The temperature of the first room is hot enough to take the visitor's breath away on first entering, but it is nothing to the temperature of the second room, and still less to be compared with that of the third chamber. In these three rooms the bather undergoes the heating or baking process of the Turkish bath. In the first room there is provided a drinking fountain from which a drink of fresh water may be obtained. If the heat of the third room should be insufficient to make the perspiration come the bather may go into a Russian or vapour bath, which is heated with steam, and there the perspiration will be effectually started and without loss of time. After the bather has succeeded in starting the perspiration he re enters the hottest room and remains there a sufficient time for his purpose. He then proceeds into an adjoining room, the temperature of which is sensibly lower, and there he undergoes the process of shampooing by the attendant. With this object two marble slabs, hot and cold water and shampooing apparatus, including needle, shower and douche baths are provided. Means under the control of the attendant is provided for varying the temperature of the water used to any degree desired by the bather. On leaving the shampooing room the bather returns to the lounge and has his plunge bath, and then proceeds to his couch on which he can recline until he cools down. Before leaving he may regale himself with coffee, tea, &c. It is while he is on the couch that the bather experiences the full enjoyment of the bath which he has been taking. The feeling which comes over him has been described, "like being born anew. An inexplicably delicious sensation of comfort pervades the body, and soon ends in a sweet sleep." The bath generally takes about an hour and a half or two hours. It should not be hurriedly taken, and, of course, care must be observed not to leave the premises too quickly, less a cold should be the result.

The hot rooms and shampooing room, as already indicated, have concrete floor finished in terrazzo marble paving. The walls are lined with white glazed bricks, and the ceiling finishes in white enamelled iron. Ample provision is made for the extraction of foul air and efficient ventilation.

Cleanliness in the materials used in Turkish baths is an important desideratum, and simple laundry accommodation already provided in connection with the previously existing baths will enable this to be easily and amply secured.

The vapour or Russian bath is a small room between the lounge and the hot rooms. It is heated with live steam under the control of the attendant.

Mr. Ormston, the attendant who has been engaged, is a man who has had a large amount of experience at Newcastle-on-Tyne and elsewhere. He has been highly recommended, and has a good knowledge of his business.

It is intended to work the hot rooms at the following temperatures:- 130, 160 and 200 degrees. The temperature of the shampooing room will be kept at 110.

The baths have been erected according to plans prepared by the City Surveyor. The estimated cost was £2,500 and that was the amount sanctioned by the Local Government Board, but the whole of the work has been done within the estimate. Mr. William Johnstone, of Blencowe Street, was the sole contractor, and his sub-contractors were as follows:- Tiling and flooring, Messrs. Minton, Hollins and Co. Stoke; joiner's work, Mr. Dowell, Botchergate; heating and ventilating, Messrs. Constantine, Manchester; plumbing, Messrs. Sharp, Corporation Road, Carlisle; slating, Mr. Hewitson, Carlisle; iron work, Messrs. Porter Brothers, Denton Street; painting and electric lighting, Messrs. R. M. Hill and Co., Castle Street; plastering, Mr. Ferguson, Denton Street.

The whole of the baths will be under the superintendence of Mr. Call, who has been for so many years superintendent of the Public Baths in James Street.

The charges for the use of the Turkish baths will be less than those generally made in different parts of the country. Two shillings will be the fee payable before 5.30 excepting on Thursdays and Saturdays, and 1s. after 5.30. On Thursdays and Saturdays the fee will be 1s. from mid-day.

The heating apparatus of the Turkish baths is absolutely separate from that provided for the other baths; and the efficiency of the foul air flues is guaranteed by the fact that they are connected to the large chimney stack of the general building.

The baths will be open for general use on Monday morning next. There will be no formal opening.

3.4 Phase 3: c1920-1930 – Public Baths Extension

3.4.1 As noted in the previous newspaper article from the Carlisle Journal (15th Feb 1901), the Turkish baths were constructed set back from James Street leaving a parcel of land to the James street frontage. This was reserved for an extension to the public baths to provide more slipper baths. By the 1928 this extension had been completed and the James Street frontage infilled. The complete built form is seen to the aerial photos of the time (see Fig.'s 14 & 15 earlier). The Metal Box Manufactory was immediately adjacent to the baths and as such the south elevation was blank abutting this built form. To the north terraced housing remained on the block formed by James Street / Wood Street and Mill Street.

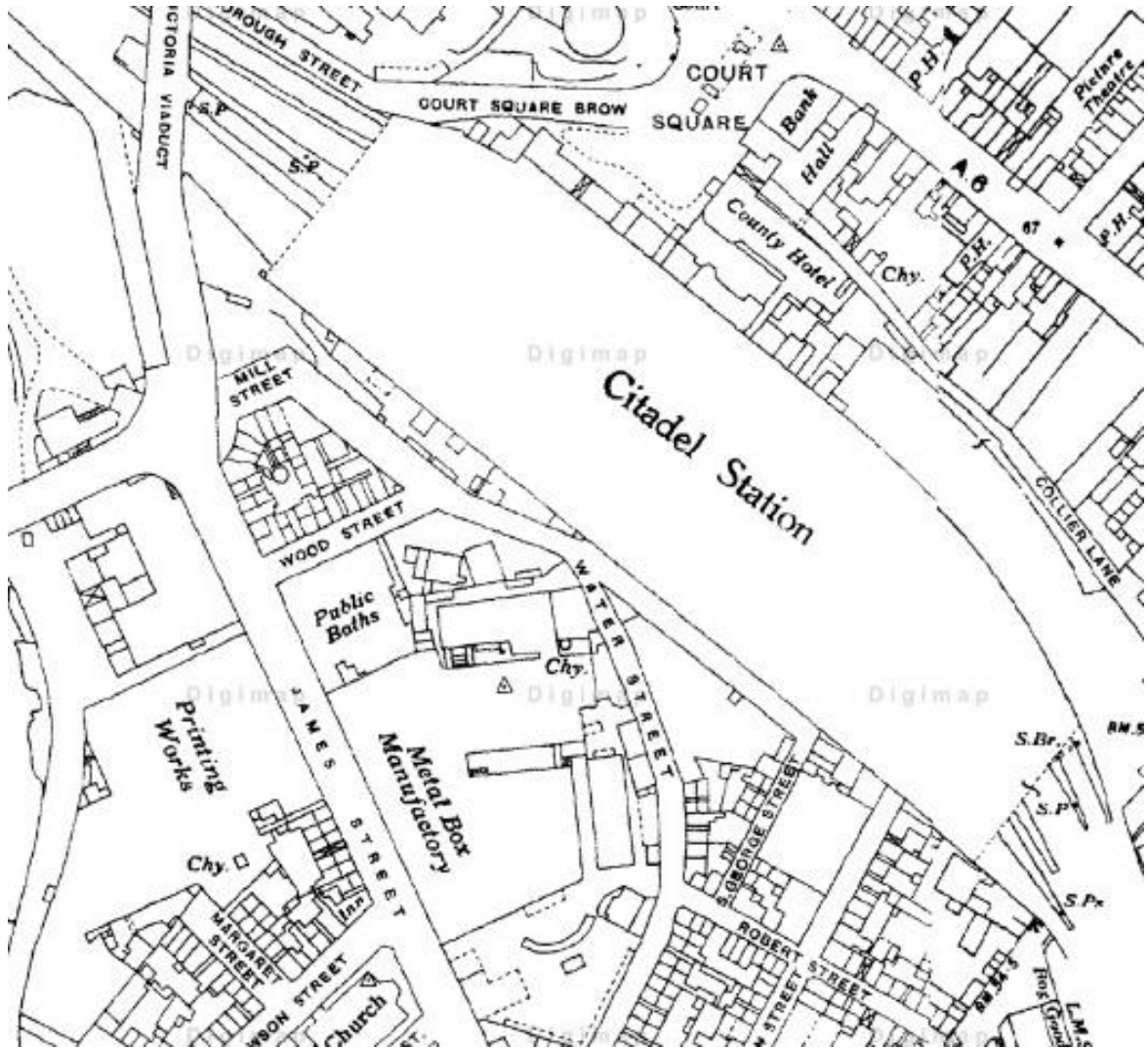


Fig.29: 1930s OS Map

3.5 Phase 4: c1970 – Further Public Baths Extension

- 3.5.1 The site of the baths remained principally unchanged through to the 1960's then followed a large extension to the north, as seen to Fig. 32 & 33. At this time the metal box manufactory remained which was demolished later into the 20th century. The Wood Street terraces were demolished prior to the 1960's and replaced with a depot building but this was then also demolished to provide the site of the public baths extension and Wood Street built over.
- 3.5.2 Photos taken at the time of construction of the new baths show the original Wood Street elevation. They also show the impact on that elevation in having to negotiate between the lower level of Wood Street and the upper level of James Street as it joins the end of the Victoria Viaduct (see Fig.'s 30 & 31).



Fig.30 Above: Photo circa 1970 looking towards James Street



Fig.31 Above: Photo circa 1970 looking towards the original Wood Street elevation of the public baths

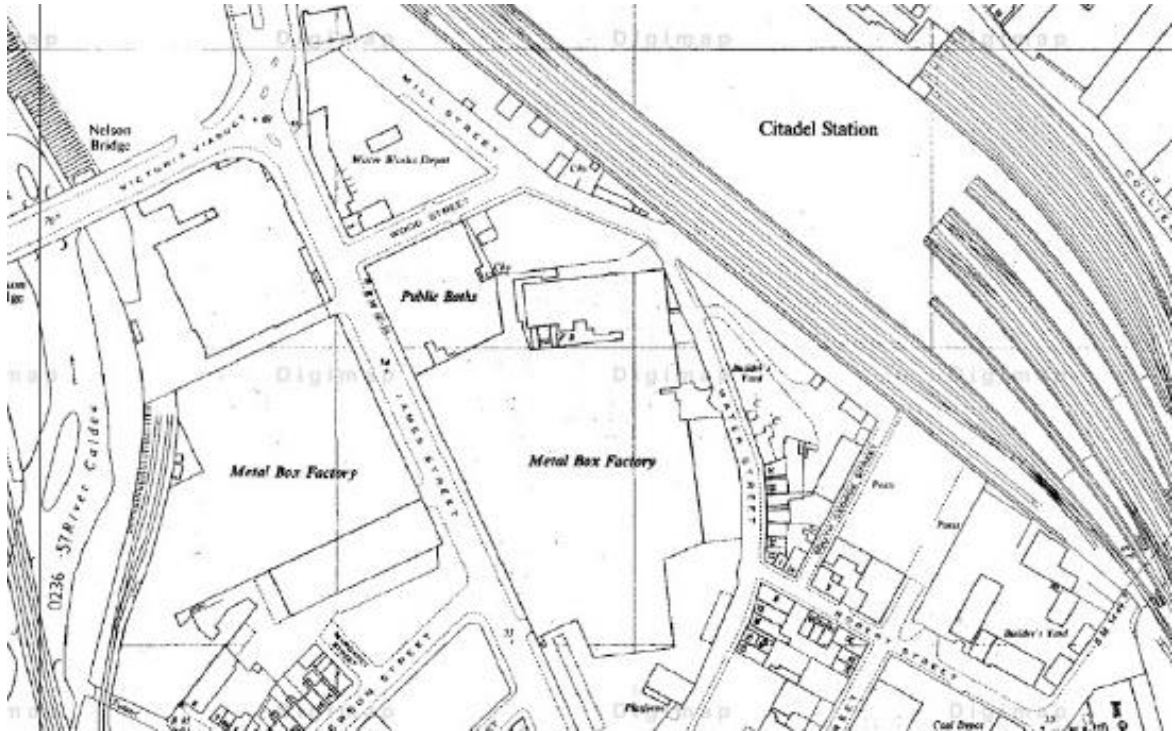
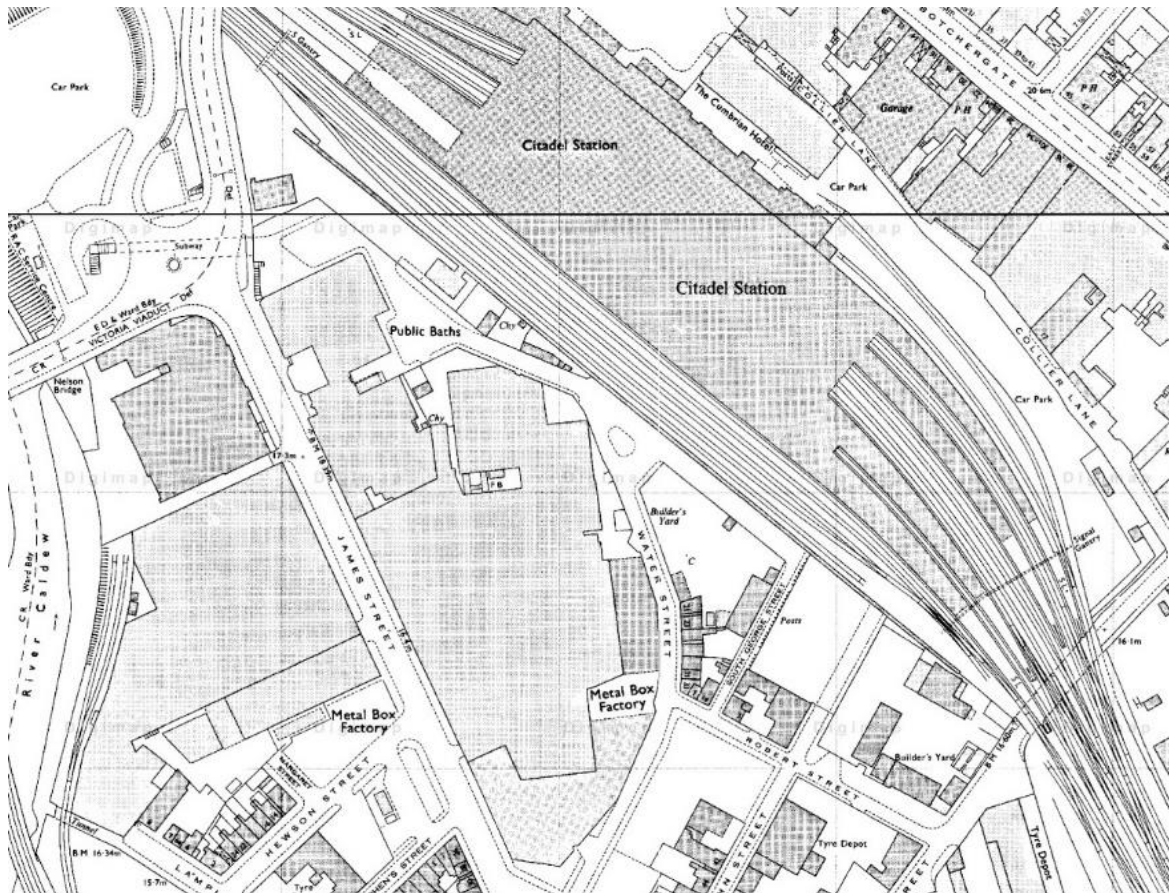


Fig.32 Above: 1960s OS Map
Fig.33 Below: 1970s OS Map



4.0 JAMES STREET BATHS TODAY

4.1 Current Buildings

4.1.1 The current buildings which form the James Street Baths remain as developed by the 1970's and consist of the 4 phases of construction previously described

Phase 1: 1884 Public Baths

Phase 2: 1909 Turkish Baths

Phase 3: 1920's Public Baths Extension

Phase 4: 1970's Public Baths Extension

4.1.2 Phase 1: 1884 Public Baths

The original plan form of the public baths remains partly legible but has been significantly altered. The existing secondary pool appears to retain the location of the original second class plunge pool although altered with new tiling and squared corners and enlarged towards James Street with the removal of the ladies plunge pool. The dressing boxes to the perimeter of the second class plunge pool have been removed completely, these would have been partly altered in 1909 to provide the link for gentlemen to access the Turkish baths. The structural wall line between the second class pool and first class pool has been opened up leaving just masonry piers (see Fig.36).

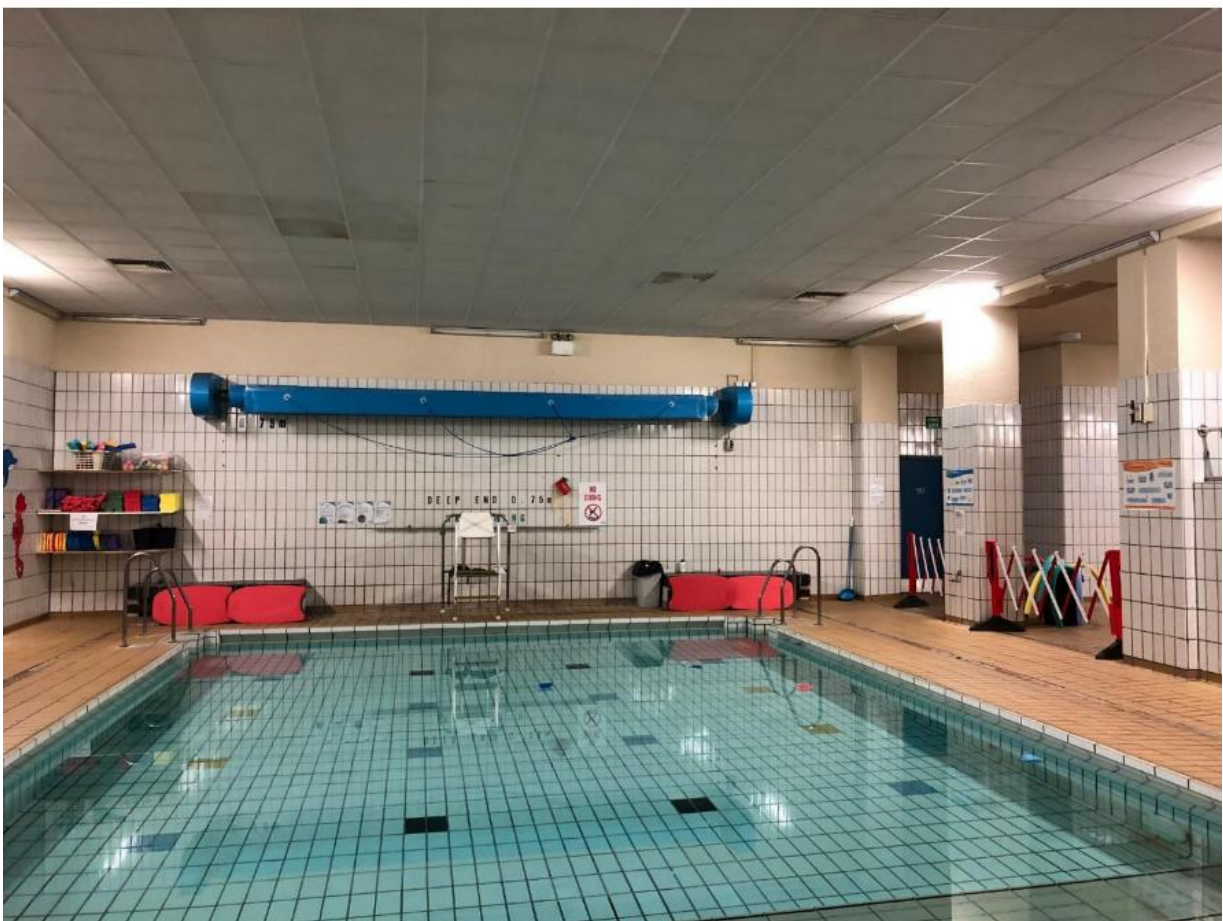
The first class plunge pool has been significantly reduced in size to provide the existing smaller family pool. Again all of the dressing boxes have been removed and the reduction of the size in the pool has provided an area for larger modern changing facilities which has also blocked off the previous entrance and hall. None of the partitions which formed the private slipper baths remain. Within the corridor that runs parallel with the former line of Wood Street to the north side of the building (adjacent to the existing family pool) there is evidence that historic finishes, such as glazed tiles, may remain beneath later finishes. It is known that the roof lanterns have all been replaced although glazing does remain in the roofs over the 2 pools. As such there is some potential for evidence of the former Public Baths to remain although this has been significantly diminished by the later alterations.



Fig.34 Left & Fig.35 Right : Interior of the existing corridor showing evidence of historic finishes



Fig.36 Above: Interior of the Former Public Baths
Fig.37 Below: Interior view of the Family Pool



4.1.3 Phase 2: 1909 Turkish Baths

As noted within the listing description (para 2.2.10) the original plan form of the Turkish baths remains highly legible. There have been some alterations, the first of which were a result of the extension to the Public Baths in the 1920's. This obscured the external elevation facing James Street and also potentially changed the entrance sequence from the adjacent public baths.

The glazed timber screens that enclosed the attendant's office and the waiting area have been removed although the lines of these are evident in the downstand and cornice lines to the ceiling (see Fig. XX).

The lounge is substantially intact retaining the glazed timber screens which separate the dressing boxes and all the decorative detailing to the glazed tiles and faience. The terrazzo flooring is not visible so it is not known if this has been retained beneath the existing floor finishes and what condition that is in.

The first hot room (the largest of the 3) has been altered with the addition of a steam room. The walls have been lined with t&g boards and the floor is now a tiled floor not terrazzo as noted within the newspaper article of 1909. These alterations do affect the characteristics of the space.

Similarly hot room no. 2 has more recently been re-lined out with t&g, again the flooring is now tiles not terrazzo, both of which affect the character of the space. The terrazzo is visible to the floor of hot room no. 3 and the steps up to this room.

What was originally the shampooing room has been altered with the addition of a sauna built into the space.

Some of the doors have been replaced with modern timber doors



Fig.38: Interior of the lounge within the Turkish baths



Fig.39: Interior showing the plunge pool & doors from the hot rooms



Fig.40: Interior showing the plunge pool & doors from the entrance



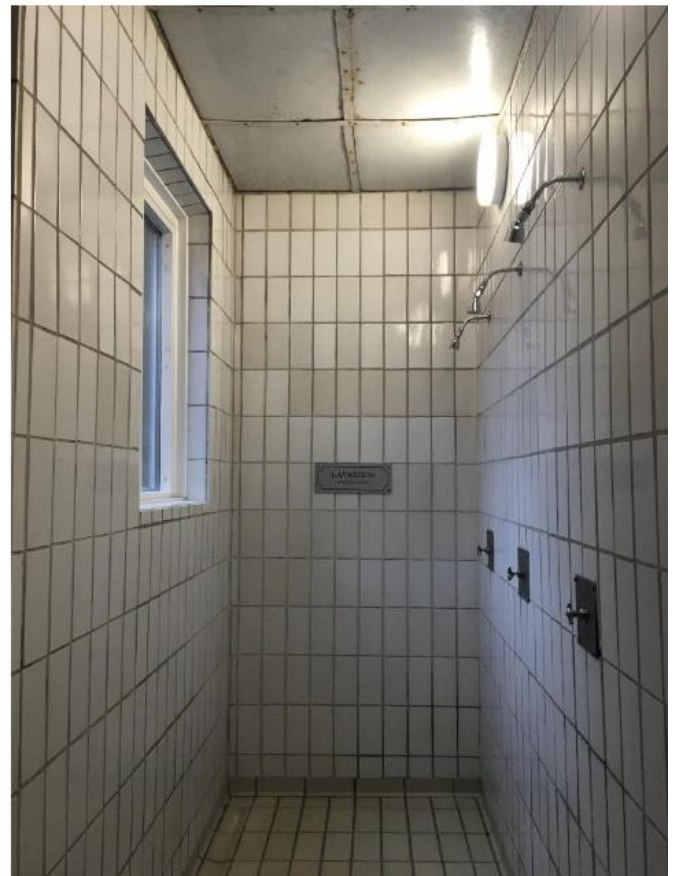
Fig.41: Interior showing the dressing boxes



Fig.42: Interior showing hot rooms no. 2 and no. 3 (dated 2019 before the timber t&g was replaced)



Fig.43 Above Left & Fig.44 Above Right: Interior showing hot room no. 1
Fig.45 Below Left & Fig.46 Below Right: Interior former shampooing



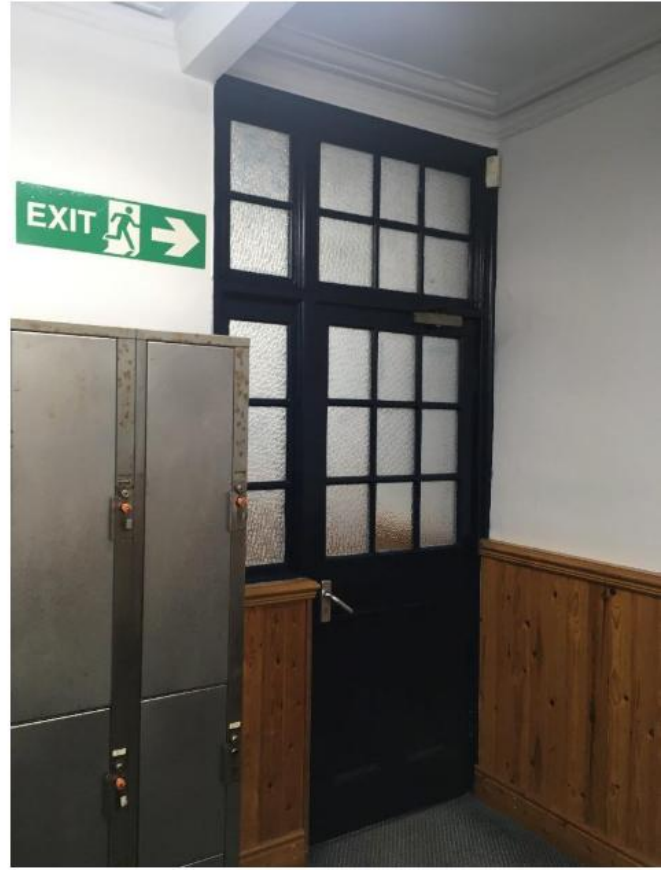


Fig.47 Above Left & Fig.48 Above Right: Doors into former attendants area
Fig.49 Below Left: Downstands showing previous plan layout & Fig.50 Below Right: Entrance from baths



4.1.4 **Phase 3: 1920's Public Baths Extension**

There is visible evidence for the historic plan form of the 1920's extension. This two storey addition has a central staircase with a circular stained glass rooflight over. The first floor space is open plan. The ground floor is subdivided providing evidence of the additional private slipper baths that were provided. As these types of facilities are no longer provided there is historic interest in the plan form and aesthetic interest in the retained finishes.

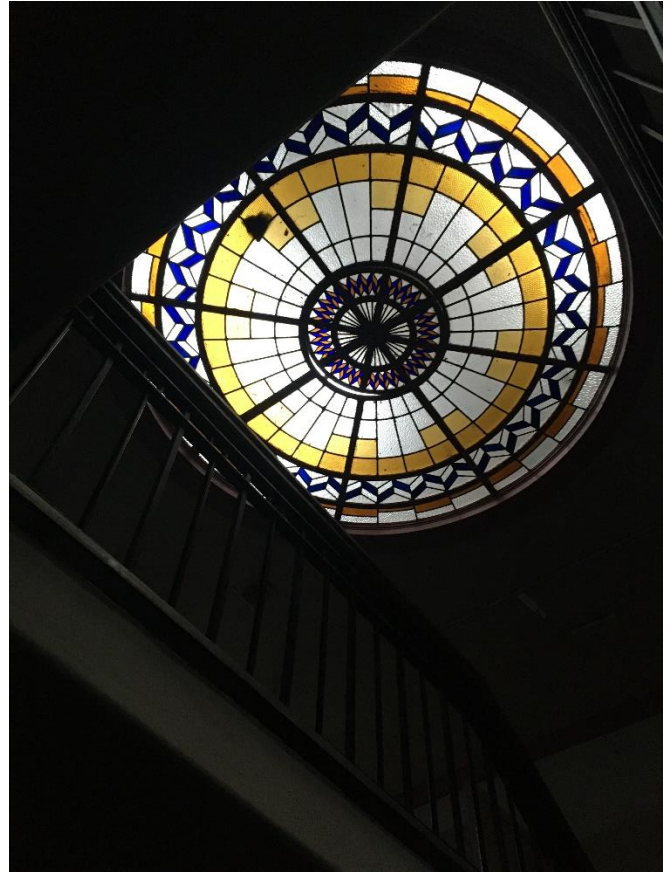
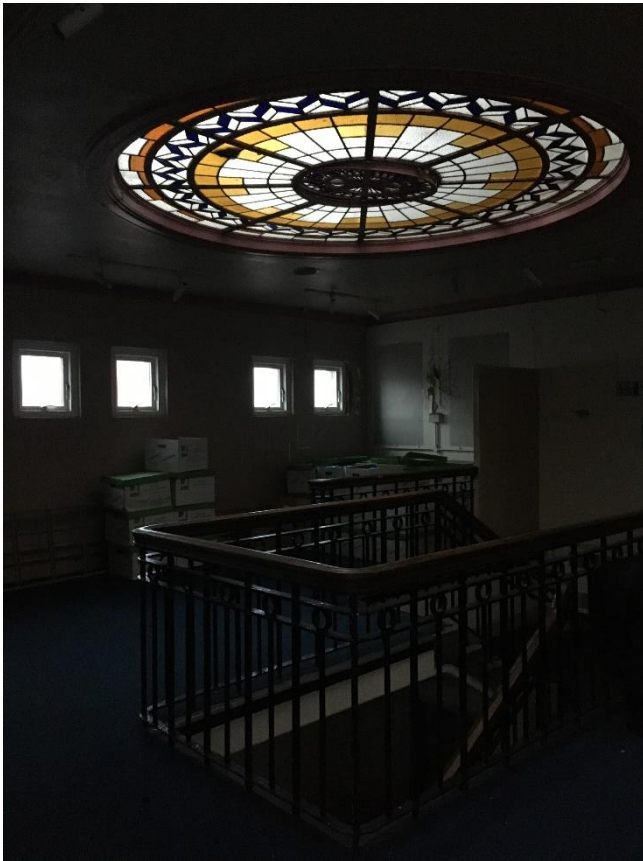


Fig.51 Above Left & Fig.52 Above Right: Staircase & circular rooflight to extension

4.2 Current Condition

4.2.1 An outline assessment of the fabric condition was undertaken as part of the site visit on 11th December 2020. It consisted of a visual inspection only from ground level externally and of the key internal spaces. Full access including any access at roof level was not gained. It is recommended that a full condition survey be undertaken as part of any future viability assessment. Regular maintenance works should also be continued to ensure that the fabric does not deteriorate.

4.2.2 The outline assessment uses the following categories of description of condition (as noted in the Architectural Heritage Fund application guidance);

Good: Structurally sound, weather-tight and with no significant repairs needed (but at risk for other reasons).

Fair: Structurally sound but in need of repair (e.g. some window frames decayed, gutters blocked, pointing partly eroded, needing rehabilitation to meet current standards.

Poor: Roof in poor repair. Fabric generally deteriorating (e.g. leaking roof, deteriorating masonry, all gutters badly defective, window frames decayed, pointing eroded). Partial fire damage, rot outbreaks, severely damp, un-modernised.

Very Bad: Not weatherproof: roofless or roof severely damaged, windows broken. Structurally unstable: foundations shifting, walls bulging, joists rotten etc. Badly penetrated by wet/dry rot and / or rising damp, major fire damage, uninhabitable and wholly un-modernised.

4.2.3 Overall the external condition of the areas of historic interest can be considered to be fair but there are isolated areas which are deteriorating towards poor condition.

Areas of vegetation growth can be seen to the perimeter of the building (and are therefore also likely to be evident to the depth of the plan). To the rear this is starting to cause deterioration of the masonry which should be addressed as a priority before this deteriorated further (see Fig. 54 & 55).

The gutters and valleys to the roof areas should be regularly checked and maintained to ensure that the rainwater disposal remains active to avoid any water ingress into the interiors. Water ingress, particularly into the decorative lounge area of the Turkish baths, would be highly damaging.

4.2.4 Internally the exposed historic finishes are in good condition. There are areas where historic finishes, such as the glazed wall tiles and terrazzo floors, have been covered over and as such the condition of these areas is not known. The metal ceiling and areas above require a thorough inspection (currently limited by possible asbestos).



Fig.53 Above: James Street frontage

Fig.54 Below Left & Fig.55 Below Right: Vegetation growth





Fig.56 Above: Former Wood Street elevation
Fig.57 Below: Rear





Fig.58 Above: East and South Elevations

Fig.59 Below: South elevation which formerly abutted the metal box manufactory





Fig.60 Above: James Street frontage & original public baths entrance
Fig.61 Below: James Street frontage & original public baths entrance



5.0 HERITAGE VALUES

5.1 An assessment of significance is a requirement for any planning application that affects a heritage asset. This section of the report provides an assessment of the heritage merit of the application site. The assessment has been carried out with reference to the heritage values as defined in the English Heritage document *Conservation Principles, Policies and Guidelines* which can be summarised as follows;

- Evidential value – the potential of a place to yield evidence about past human activity (i.e. archaeological interest)
- Historical value – the ways in which past people, events and aspects of life are connected through a place.
- Aesthetic value – the ways in which people draw sensory and intellectual stimulation from a place (i.e. architectural and artistic interest)
- Communal value – the meanings of a place for the people that relate to it.

5.2 A statement of significance follows which uses the following ‘grades’ of significance

- Exceptional – the elements of the heritage asset which are of exceptional value (equivalent to Grade I)
- High – the elements of the heritage asset which are of high value (equivalent to Grade II*)
- Considerable – the elements of the heritage asset which are of moderate value (equivalent to Grade II)
- Some – the elements of the heritage asset which are of some value (equivalent to local listing status)
- Neutral – the elements of the heritage asset which have neutral value
- Negative – the elements of the heritage asset which have a negative impact or are visually intrusive
- Undefined – any elements which could be of heritage value but have yet to be determined due to lack of available information

5.3 Evidential Value

Evidential values are those that derive from the potential of a place to yield evidence about past human activity (Conservation principles para 35). These values will usually comprise physical remains inherited from the past and tend to be primarily archaeological in form. Consequently, the ability to understand and interpret the evidence is diminished in proportion to the extent of its removal or replacement (Conservation Principles para 36).

The extant historic fabric of all 3 phases of historic construction which form part of the James Street Baths has potential to yield evidential value. However this has been significantly diminished to the first phase and the construction of the public baths. The alterations that have been undertaken mean that the historic plan form is no longer legible. There is however potential for historic finishes and construction details to be concealed.

The second phase construction of the Turkish baths has considerably more evidential value with the plan form, and construction remaining predominantly intact. The third phase is also little altered and therefore these parts of the building hold considerable evidential value.

5.4 Historical Value

Historical values derive from the ways in which people, events and aspects of life can be connected through a place to the present day (Conservation Principles para 39).

As with the assessment of evidential value, the alterations that have occurred to the public baths phase have significantly reduced the historic value. The Turkish Baths and later extension hold considerable historical value in the retention of the historic plan form and their use of materials. They also hold historic value for being rare survivors of the typology. The complex as a whole (not including the later 1970’s extension) has historic interest for providing evidence for the development of this area of Carlisle and with the Electric Lighting building opposite being the only historic built form now remaining.

5.5 Aesthetic Value

Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place (Conservation Principles para 46), in particular architectural and artistic interest.

As with many public baths of the time, the first phase of construction followed the convention to limit external architectural adornments. Although not architecturally decorative the buildings do have aesthetic value externally not only in being representative of how the building typology was expressed at the time but also providing evidence for the historic characteristics of this area of Carlisle. The current external appearance is impacted by the fact that the buildings were never designed to have exposed elevations to the east and south and due to the level changes that have occurred to what was previously a frontage elevation onto Wood Street.

Internally however the Turkish baths, in particular the lounge area, have high aesthetic value due to the considered internal plan layout and use of materials, principally the Minton and Hollins decorative tiles.

5.6 Communal Value

Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory (Conservation principles para 54).

As a communal building that has been in continual use since the late 1800's the James Street baths hold considerable communal value. There will be a significant number of people for whom this group of buildings figures in their experience or memory.

6.0 STATUTORY REQUIREMENTS

6.1 It is important that the historic value of the James Street baths site is respected, retained and enhanced in the future. Best practice architectural conservation principles should be followed when considering alterations. Conservation principles for works to the buildings should also be sufficiently flexible to achieve an appropriate balance between the need to protect the significance of the buildings and the need for them to be used. This does not mean that changes cannot be made, in fact some changes will be desirable. However the changes should be based on sound understanding.

6.2 In addition to following best practice guidance, any proposals for change will need to meet the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework (NPPF) and Local Planning Policy.

- Legislation
- National Planning Policy and Guidance
- Local Plans & Policy

6.3 PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

6.3.1 Section 16 of the Act requires that;

(1) the local planning authority may grant or refuse an application for listed building consent and, if they grant consent, may grant it subject to conditions.

(2) in considering whether to grant listed building consent for any works the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

(3) Any listed building consent shall (except in so far as it otherwise provides) ensure for the benefit of the building and of all persons for the time being interested in it.

6.3.2 Section 66 of the Act requires that;

(1) in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

6.3.3 Section 72 requires that;

(1) in a conservation area special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

6.4 NATIONAL PLANNING POLICY FRAMEWORK (NPPF) February 2019

6.4.1 Section 16 (paras 184 - 202) of the NPPF is specific to conserving and enhancing the historic environment.

6.4.2 Para 192 states *'In determining planning applications, local planning authorities should take account of:*

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation*
- *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- *the desirability of new development making a positive contribution to local character and distinctiveness.'*

- 6.4.3 Para 200 states: *'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.'*

6.5 LOCAL PLANNING POLICY CONSIDERATIONS

- 6.5.1 Carlisle City Council's local policies for conservation areas and heritage assets are contained within the 'Carlisle District Local Plan' which was adopted in November 2016. Within section 9 of the plan are policies pertaining to the historic environment with the objective;

'To conserve, enhance and promote Carlisle's heritage and important historic landscapes whilst ensuring that development proposals respect and enhance Carlisle's historic assets'.

- 6.5.2 Policy HE3 'Listed Buildings' states;

'Listed buildings and their settings will be preserved and enhanced. Any harm to the significance of a listed building will only be justified where the public benefits of the proposal clearly outweighs the harm.'

Applications for works to listed buildings including alterations or extensions, changes of use, or new development within the curtilage and/or its setting must have regard to;

- 1. the significance of the heritage asset, including its intrinsic architectural and historic interest and its contribution to the local distinctiveness and character of the District;*
- 2. the setting of the asset and its contribution to the local scene;*
- 3. the extent to which the proposed works would result in public benefits;*
- 4. the present or future economic viability or function of the heritage asset; and*
- 5. the preservation of the physical features of the building, in particular scale, proportions, character and detailing (both internally and externally) and of any windows and doorways.*

Development within the locality of a listed building should preserve or enhance its character and setting, and be sympathetic in scale, character and materials.

The demolition or total loss of the significance of a listed building will only be permitted in exceptional circumstances where it can be clearly demonstrated that the tests set out in national policy can be met. Such proposals must also be accompanied by clear details of the proposed redevelopment.'

- 6.5.3 Policy HE7 'Conservation Areas' states;

'Any new development and/or alterations to buildings in conservation areas should preserve or enhance the special character and appearance of the conservation area and its setting. Specifically proposals should;

- 1. seek to harmonise with their surroundings and be sympathetic to the setting, scale, density and physical characteristics of the conservation area;*
- 2. preserve or enhance features which contribute positively to the area's character or appearance, in particular the design, massing and height of the building should closely relate to adjacent buildings and should not have an unacceptable impact on the townscape or landscape;*
- 3. not have an unacceptable impact on the historic street patterns/ boundaries, roofscape, skyline*

and setting of the conservation area, important open spaces or significant views into, out of and within the area;

- 4. not, other than as a last resort, result in demolition and redevelopment behind retained facades;*
- 5. wherever practicable, draw on a local pallet of materials to reinforce the distinctiveness of an area;*
- 6. retain individual features of interest e.g. doorways, windows, shopfronts, garden walls, railings, cobbled or flagged forecourts, sandstone kerbs, trees and hedges etc. Where this is not possible or practical any replacement should match the original; and*
- 7. not generate a significant increase in traffic movements, heavy vehicles or excessive parking demands where these would be prejudicial to the character of the conservation area.*

Proposals to utilise vacant land for car parking for interim or longer term use within conservation areas, will be resisted except in exceptional circumstances.

Development which would result in harm to a public or private open space that contributes positively to the character of a conservation area will be permitted only where this harm is outweighed by the public benefits of the proposals.

There will be a presumption in favour of the retention of buildings and/or features which make a positive contribution to the special character and appearance of a conservation area. Demolition or other substantial loss of these assets will only be permitted where it can be clearly demonstrated that the tests set out in national policy can be met. Such proposals must also be accompanied by clear details of the proposed redevelopment.'

7.0 MANAGING CHANGE

- 7.1 In July 2019 the leaders of the Borderlands Council and UK and Scottish Government Ministers signed an agreement setting out the framework, projects and programmes that are included in the Borderlands Inclusive Growth deal. One of these projects is 'Carlisle Station Gateway and Citadels'. It aims to create a new high-profile gateway development for Carlisle centred around the Railway Station, the Citadel buildings and Caldew Riverside. It aims to boost economic prosperity by attracting people to live, study and work in the area.
- 7.2 Carlisle Railway Station is a key part of the national rail network. It accommodates more than two million passengers every year and acts as a major interchange for the entire Borderlands region providing access to branch-line services from the West Coast Mainline to the Cumbrian Coast, Tyne Valley, Settle to Carlisle and Glasgow and South Western lines. The plan for the proposed investment is to improve connectivity and access for Carlisle and the Borderlands. By improving access, shops and cafes, facilities and onward travel options at the station, it will boost the appeal of the city centre and support passenger growth.
- 7.3 The Carlisle Station Gateway Project provides the opportunity to ensure that improvements are made at the station that will preserve and enhance the heritage significance of the site whilst bringing underused areas back into active viable use. The first phase of the project will be the improvements at Carlisle Railway Station which will include improvements to the south side of the station to create a more significant entrance and improved vehicle circulation. These improvements will be within the setting of the James Street Baths and there is potential for the James Street Baths to contribute positively to these improvements and also to be enhanced by them.
- 7.4 Alongside these changes there are also proposals to close the pools complex and demolish the 1970s extension to the baths. This section of the building is not of any heritage significance and the demolition will retain the 3 historic phases of construction (ie Phase1: 1884 Public Baths, Phase 2: 1909 Turkish baths and Phase 3: the 1920's public baths extension) which form the distinct elevation fronting James Street.
- 7.5 The three phases of construction which form the historic footprint have varying degrees of heritage significance as have been described in the earlier sections of this report. They are therefore capable of differing degrees of change. The 1884 public baths have been significantly altered and therefore are capable of a higher degree of change than the more significant Turkish baths phase. Within the footprint of the 1884 public baths there is still potential for some historic finishes to be retained and concealed beneath the later alterations and therefore any proposals for alterations should first ensure that careful exploratory investigation work has been undertaken to understand this. It should also be noted that although this part of the building is significantly altered there are still important elements to the plan layout which signify the earlier plan form which should be respected and retained. However alterations to this part of the building (with retention of the James Street elevation) could help support the viability of the retention of the Turkish baths with little alteration.
- 7.6 Therefore it is recommended that a Feasibility Study is undertaken which considers alternative models / uses for the site. A best practice conservation led approach should be followed for the feasibility study such as that recommended by the Architectural Heritage Fund.
- 7.7 Comparable sites have attracted public funding through the National Lottery Heritage Fund and similar. These include the Turkish Baths, Harrogate; Victoria Baths, Manchester; Withington Baths, Manchester
- 7.8 Other interesting precedents include Bristol Lido; Thames Lido.
- 7.9 Further recommendations relating to the proposed demolition of the 1970s extension are provided within Appendix A.

8.0 CONCLUSIONS

- 8.1 The James Street Baths today consist of three phases of development which have seen varying levels of alteration. The first phase of 1884 which consists of the public baths has been very heavily altered whereas the following phases which include the Turkish baths of 1909 and the extension to the public baths facilities in the 1920's are retained predominantly intact.
- 8.2 The retention of the plan form of the Turkish baths allows the Turkish bathing process to be highly readable. The original decorative scheme, notably in the lounge area, is of good quality and complete and this is an increasingly rare example of the typology, of which at the date of listing around only 20 remained in England. These are the principal reasons for the Grade II listing.
- 8.3 As the 1884 public baths have been significantly altered they are capable of a higher degree of change and alterations to this part of the building, with retention of the James Street elevation, could help support the viability of the retention of the Turkish baths with little alteration.
- 8.4 It is therefore recommended that a Feasibility Study is undertaken which follows a best practice conservation led approach and considers alternative models / uses for the site

APPENDIX A: DEMOLITION METHODOLOGY GUIDELINES

C20 DEMOLITION / FABRIC REMOVAL METHOD STATEMENT

100 INTRODUCTION

110 DESK STUDY / SURVEY

Prior to the commencement of any demolition works a series of opening up works / intrusive investigations will be undertaken as detailed to the structural engineers information. The opening up works should be undertaken in accordance with the guidance to clause 200.

Before starting any works, the contractor should examine all available information and carry out;

- A review of the scope of works as detailed to this method statement and the drawing package.
- Ensure that the necessary agreements / consents are in place regarding works to listed buildings.
- A review of the access requirements / limitations of the site and surrounding area.
- A review of the access arrangements for the works and restrictions due to the existing fabric.
- A review of the fabric condition and areas which may be unsafe due to the deterioration of the fabric.
- Ensure a photographic survey of all areas subject to fabric removal / opening up works is undertaken by the contractor.
- The contractor should ensure that he/she is thoroughly familiar with the historical and archaeological importance of the site and its structures and the specific requirements that this places on the methods of working.
- The contractor should ensure that he is familiar with the location of the services.
- The contractor should review the form and location of any flammable, toxic or hazardous materials and provide statements on the proposed methods of removal and disposal where required.
- The contractor should review the Asbestos Survey Information.

The contractor should then report and provide method statements describing;

- Proposed programme of work, including sequence and methods of investigations and fabric removal.
- Arrangement for protection of personnel and the general public, including exclusion of unauthorized persons.
- Access arrangements for internal areas.
- Arrangement for control of site transport and traffic.
- Proposals for protecting the historic fabric.
- Methods for careful removal and disposal of fabric removed.

120 ASBESTOS SURVEY

TBC

130 FEATURES TO BE RETAINED & PROTECTED

All existing elements which are not specifically noted to be removed are to remain. Extreme care is required to ensure that no damage is caused to the existing listed fabric and this will require necessary protection works to the existing fabric. Specific areas known to require protection include (but are not limited to) internal and external masonry walls, slate roofs, glass rooflights. Following the initial opening up works this list will be reviewed and amended to include any items required to be retained.

200 OPENING UP WORKS / INTRUSIVE INVESTIGATIONS

- The scope and locations for the intrusive investigations has been agreed with the structural engineer.
- The aim of the intrusive investigations is to open up in a series of locations along the join of the 1970s extension to the 1884 public baths building. This is to establish the construction build up and the nature and condition of the 1884 fabric which is currently concealed.

- Prior to undertaking any fabric removal for the intrusive investigations ensure that the areas have been photographed and the locations clearly recorded on plans / sections / elevations.
- The intrusive investigations should be undertaken with care to ensure that no damage is caused to the historic fabric (ie the concealed wall of the 1884 phase of construction). This will require small areas of opening up works to establish the connection to the adjacent materials and the overall construction build up. No fabric should be forced away as this may cause damage to adjacent historic fabric.
- Ensure adequate temporary support is provided at each stage to prevent the risk of uncontrolled materials falling which can also cause damage to adjacent historic fabric.

210 INTRUSIVE M&E INVESTIGATIONS

- Intrusive M&E investigations will be required prior to the full scope of the demolition works. These should ensure that the fabric within the historic footprint is not disturbed.
- Significant damage can be caused to historic interiors through poorly maintained and / or altered M&E systems. It is essential that any works required to the M&E systems as part of the demolition of the 1970s extension ensures that no damage is caused to the historic interiors.

300 ROOF LEVEL

- The condition of the roof, both of the 1970s pool extension and the 1884 public baths is not known. A high level inspection of the roof should be undertaken prior to any fabric removal to determine the requirement for any opening up works and any remedial works to the roof / eaves of the 1884 public baths on removal of the 1970s extension, including reinstatement of rainwater goods.

310 EXTERNAL MASONRY WALLS

- Fig. 30 shows the former Wood Street elevation of the 1884 public baths prior to the construction of the 1970s extension. The aim is to reveal and repair this elevation including the recessed masonry panels if possible. The opening up works / intrusive investigations may provide sufficient information to determine if this is possible. If not the requirement for additional opening up works or careful staged demolition should be established prior to commencing the full scope of demolition works.
- The opening up works should establish the locations where fabric which is required to be removed as part of the demolition of the 1970s extension is tied into the masonry of the 1884 public baths building. At all these locations the demolition works should seek to ensure that no damage is caused to the historic masonry. This will include, but may not be limited to the door openings between the 1970s extension and the 1884 public baths where the 1970s fabric appears to have been built up to or tied into the 1884 fabric.
- Allowance should be made to infill the door openings between the 1970s extension and the 1884 public baths. Provisionally this is proposed to be undertaken in brickwork, bedded in lime based mortar. This may include the requirement for localised areas of breaking out to the ground floor slab / removal of plaster finishes to walls and provision of sections of dpc's to ensure that the external masonry façade provides the necessary weatherproofing.

320 INTERMEDIARY FLOOR AT GROUND LEVEL

- The ground floor of the 1970s extension is a suspended ground floor structure over the basement. It is not known if this is tied into or adjoins the 1884 public baths in anyway. Localised opening up should be undertaken at the junction of the ground floor structure to the former Wood Street elevation to determine if they are connected.

330 SUB-GROUND FLOOR & FOUNDATIONS

- It is not known if the sub-ground floor or the foundations are separated or adjoining to the 1884 public baths in anyway. Localised opening up should be undertaken at the junction of the sub-ground floor structure to the former Wood Street elevation to determine if they are connected.

400 REMEDIAL REPAIRS

The scope of remedial repairs should be confirmed through additional staged inspections, following the opening up works and during the demolition works. At this stage allowance should be made for the following remedial repair works to the Wood Street elevation;

- Making good to the slate roof including lead flashings at the junction with the 1970s extension.
- Making good to the eaves including the provision of a replacement gutter and downpipes at the junction with the 1970s extension.
- Making good to the masonry where the roof of the 1970s pool building abutted the 1884 public baths, including cleaning to the face of the brickwork, replacement of damaged brickwork, repointing in lime based mortar.
- Assuming a cavity was maintained between the external Wood Street elevation of the 1884 public baths and the 1970s extension, allow for cleaning of the exposed Wood Street elevation of the 1884 public baths and repointing.
- Carefully dismantle the 1970s masonry at each connecting door location and remove later finishes to isolated areas around each connecting doorway to enable these to be bricked up.
- Assuming that the ground floor slab does not directly abut the former Wood Street elevation of the 1884 public baths and that it is not continuous, allow for localised areas of removal of the ground floor slab at each door location to enable these to be bricked up. Allow for isolated areas of dpc. Allow for making good of the existing masonry at these connection points.
- Assuming that the sub-ground floor slab and foundations do not directly abut the former Wood Street elevation of the 1884 public baths allow for cleaning of the masonry, patch areas of brick repairs and repointing.
- Vegetation removal, masonry repairs and repointing works to the other elevations as established by a detailed condition survey.
- Vegetation removal and repairs at roof level as established by a detailed condition survey.

EXCERPT FROM THE MINUTES OF THE HEALTH AND WELLBEING SCRUTINY PANEL HELD ON 17 FEBRUARY 2022

HWSP.17/22 JAMES STREET BATHS AND TURKISH HEALTH SUITE FEASIBILITY STUDY

The Chair welcomed Ms Minns, Mrs Yeates and Mr Yeates as representatives of The Friends of Carlisle Victorian Baths and Turkish Baths (The Friends) to the meeting. A presentation was delivered covering: The Friends' aim for the facility; the Vision and Need for the Health Suite in the context of heritage, community value, significance; proposals to extend the facility to include the 10m and 20m pools to ensure the long term viability by extending the offer at the site to include hydrotherapy, treatment rooms, retail space, a community launderette and a new reception; the potential of the facility in relation to tourism, economic growth and health and wellbeing; a low to medium intervention for the suite; partnership working' Borderlands funding.

The Friends suggested that the Panel consider making the following recommendations:

1. Recommend to the Executive that the Friends Group be allowed 8 - 10 months to complete an AHF funded feasibility study and business Plan (RIBA Stage 1) before the Council progresses to Community Consultation, Order of Costs and Economic Appraisal/Outline Business Case.
2. Recommend that budget be allocated to enable the Turkish Baths to continue to operate until the 1970 pool is scheduled for demolition.
3. Recommend to the Executive that Officers work with the Friends Group to explore a Community Asset Transfer and progress options for the James Street Public Baths; and provide an update to the August meeting of the Health and Wellbeing Scrutiny Panel.

In considering the presentation, Members raised the following questions and comments:

- A Member congratulated the group on securing AHF funding to conduct a feasibility study and noted that the Friends had a lot of work to do in relation to it, he asked for further detail on the timeline for that work.

Ms Minns responded that the given timeline for the feasibility study was rather conservative and it was anticipated that the work would be complete in 4-5 month, hence the proposed recommendation 3, as the Friends anticipated being able to submit an update to the Panel in August 2022. The Council needed to advise what would happen to the health suite in the interim following demolition of the 1970s pool and provide budget funding to enable the facility to remain open.

- From its reopening in July 2021 to January 2022 the health suite's had generated an income of £12,694, for the same period of time operational costs were £79,179; what kind marketing plans and costs were in place for post Covid operation of the facility?

Ms Minns noted that the operational costs had not been referenced in the report to the Panel. The Friends' presentation was not a business plan rather it was a Vision for the health suite. The current size of the facility restricted its total visitor capacity at any one time and therefore meant it had limited viability. On that basis, the Friends proposal was to expand the site with the inclusion of the 10m and 20m pools to increase the available space and services offered. The structural work required to implement those changes would be minimal. The

proposed update to the Panel in August 2022 would include details relating to marketing, and it was hoped that if the proposals were agreed that the facility would provide a new visitor attraction to the city.

- A Member asked the Leader and Deputy Chief Executive what the impact of approving the Friends' proposals would be given that a contract to demolish The Baths had already been entered into?

The Leader stated that it was well understood that the Business Case for the Sands Centre Redevelopment was predicated on the demolition of the existing pools site. The Council had no budget available to fund its continued operation, as such the Pools would close when the Sands Centre came into operation in the autumn. It was a challenge for the Council to spend 6.5 times more on operating the Turkish Baths than was generated in income. The Borderlands funding for the demolition and making good works at The Pools would only become available ownership of those facilities had transferred to that organisation. Therefore, a period of closure of the Turkish Baths would be required to enable the demolition of the 1970 pool to be carried out.

Ms Minns responded that the Officer report made clear that the transfer of GLL staff from the existing pools site to the Sands Centre would commence in summer and was expected to complete in September 2022. The demolition of The Pools was scheduled for early 2023 which meant that the Turkish Baths would be closed for a number of months. Emptying the pools in the Turkish Baths would cause them to deteriorate and leave the site open to vandalism. The closure of the Turkish Baths had not been included as an assumption in the Sands Centre Redevelopment Business Case, as such Council had not voted to approve it, nor had the public been advised of it. People had been advised that increased use would guarantee the future of the facility not funding.

The Deputy Chief Executive noted that in relation to the Borderlands Station Gateway project there remained work to do in relation to technical matters, and further clarity was needed in respect of the works required at the Turkish Baths and Victorian Health Suite. It was also unclear who would operate the facilities at the Turkish Baths going forward. GLL would not be present at the site (having moved to the Sands Centre) and it may not be inclined to do so. It was noted that the Friends envisaged a different market for the site than for the Sands, and the Deputy Chief Executive indicated that Officers would be happy to work with The Friends going forward, but considered that there were many difficult issues in relation to the demolition of the existing 1970s pool and the transition of the Turkish Baths site.

Mrs Yeates commented that the Council's plans to close the 1970 pool facility had been in place for 5 years, she expressed disappointment that the future of the Turkish Baths had not been developed earlier.

Regarding the Friends' suggested recommendation 2, the Leader gave an overview of the formal processes in relation to Local Government Reorganisation which would impact the Council's control of its budget: following the inception of a Joint Committee in mid-March / early April 2022, Carlisle City Council would cede control of its budget to the Joint Committee. From then on budgetary allocations would need to be ratified by the Joint Committee. Therefore, it was necessary to broaden any development of the Turkish Baths over a longer timescale. The Leader emphasised that he was not seeking to close the door on the project, but merely sought to highlight the landscape in which decisions would be made, he noted that monies, although a factor, would not be the principal determinant in whether the site remained open, but rather the progression of matters outlined by the Deputy Chief Executive above. In terms of the suggested recommendations 1 and 3 he considered them to be feasible.

In considering the Friends' presentation, Members raised the following questions and comments:

- A Member thanked The Friends for their presentation and noted that it presented a different offer for the site's future. In relation to increased usage figures she felt caution was needed as they were likely still impacted by Covid 19 restrictions or concerns. She expressed disappointment that the report did not recommend that the matter be referred to the Executive for a decision.

The Vice Chair advised any referral to the Executive would be considered when Members determined the Panel's recommendations.

The Deputy Chief Executive submitted an overview of the key findings of the Feasibility Study for James Street Baths and adjoining Grade II listed Turkish Health Suite that had been commissioned for Carlisle City Council by Cumbria County Council.

The study formed part of the ongoing project development work for the Borderland funded Carlisle Station Improvements project, which was being led by Cumbria County Council. The report identified a number of potentially feasible uses for the building and set out four indicative / potential development schemes for the building, with incrementally greater levels of intervention and cost.

In considering the Feasibility Study Members raised the following comments and questions:

- In relation to the Corporate Implications Property Services section of the report, a Member commented that it was not accurate to say that following valuation advice it was envisaged that the James Street assets would be disposed of; Council had indicated that it needed to identify a solution for the Turkish Baths.

The Deputy Chief Executive responded that the section of the report served to note that a valuation had been undertaken and that the site would become a non-operational asset. The default position of the Council's Asset Management Plan was to dispose of non-operational assets, the Deputy Chief Executive understood that the reference had been included on that basis, he emphasised that it did not indicate the direction of travel for Council.

- At its July 2021 meeting, Council agreed a motion to pledge that "Subject to a sustainable business plan that can show the viability of the Victorian/Edwardian health suite, the council will retain the building for the health and well-being purposes it was originally intended." Was that still the intention?

The Leader affirmed the intention that the site be retained for health and wellbeing use. It was not yet known whether such a use was feasible in the long term but it remained the preferred option.

The Member welcomed the Leader's response, he further asked: what level of engagement was taking place between Officers and The Friends in terms of asset transfer, and the level of engagement between Mott MacDonald and The Friends?

Moreover, he commented that The Friends' proposals may offer the best opportunity for the site, which he did not wish to see in circumstances similar to those of the Central Plaza. He sought assurance that the Council would seek ever closer working relationship with The Friends and other relevant partners.

The Leader acknowledged the Member's concerns regarding the Central Plaza and set out

the differences between that site and the Turkish Baths in terms of ownership and Listing status. Proposals for a Community Asset Transfer seemed logical, but as yet no direct talks on the matter had taken place. The biggest challenge to taking the site forward was Local Government Reorganisation and the City Council's loss of budget sovereignty. The principal aim for the site was for it to remain as a public facility, at the current stage of proposal development, however, that outcome could not be guaranteed, but it was one the Leader was prepared to work towards.

The Deputy Chief Executive added that in terms of working with The Friends, Mott MacDonald had not been requested to do so as part of its study which was the first stage of options development. Officers had met with The Friends a number of times, including a site visit and he reiterated his willingness for that to continue.

In response the Member commented that the securing of granting funding to conduct a Feasibility Study and develop a Business Plan, demonstrated the funder's confidence in The Friends' proposal. Regarding the Mott MacDonald Feasibility Study he made the following observations:

- In respect of the examples included in the Study of similar facilities in other areas, those which had been closed had been the most costly to return to use;
- The Turkish Baths would not be in competition with the facilities at the redeveloped Sands Centre;
- Any future pricing structure for use of the Turkish Baths was not likely to be cost prohibitive as there were a number of existing examples in the district of privately operated spa facilities.
- The transfer of the 1970s pool site to Borderlands presented an issue for the running of the Turkish Baths site, what options were open to prevent deterioration of the Turkish Baths?

The Deputy Chief Executive advised that regarding dilapidation of the site, its precise construction was not known versus the cost of refurbishment. The comments on cost of use had not meant to give the impression people would not pay more to use the facility in future, rather they related to the potential impact of use if prices were to be increased with the site remaining in its current condition: other uses would be needed to attract users paying a higher fee.

The Sands Centre redevelopment, through the closure of the 1970s pool site had been a trigger for the development of the Station Gateway project which would see works undertaken to the front and rear of the Station site including the Victorian Health Suite car park. Those works would be carried out with a phased approach, the precise timeline of which was still to be determined; the Deputy Chief Executive undertook to provide the Panel with the timeline for those works when they became available.

The Member responded that were there to be a period of months between the closure and demolition of the 1970s pool that all options to keep the Turkish Baths open, including exploring whether GLL was prepared to continue to operate the site be considered.

- Had any discussions with social prescribers to identify funding to assist The Friends taken place?

The Deputy Chief Executive noted that The Friends had been successful in securing grant funding. The Council supported such groups and the Funding Officer was able to provide advice on available pots of funding.

The Panel gave consideration to The Friends suggested recommendations and agreed to take 1 and 3 forward.

In relation to recommendation 2, a Member commented that they wished to see that taken forward also, he proposed an amended version of The Friends suggested recommendation as follows: That the Executive consider options and potential operators for keeping the Turkish Baths open after the new Sands pool opens until such time demolition begins and identify a budget to enable that to happen.

The Leader noted the necessity of the recommendation on the basis that, were an appropriate option / potential operator to be found, budget may be identified at that time. It was anticipated that the level of budget required would be a de minimis sum that may be authorised via a Portfolio Holder decision.

The proposal was put to the vote, but was not accepted.

RESOLVED - 1) That the Panel had reviewed report ED.45/21 and the Mott MacDonald Feasibility Study.

2) That the Panel recommend to Executive that the Friends Group be allowed 8-10 months to complete the AHF funded feasibility study and business plan (RIBA Stage 1) before Council progresses to Community Consultation, Order of Costs and Economic Appraisal/Outline Business Case.

3) That the Panel recommend to Executive that Officers work with the Friends Group to explore a Community Asset Transfer and progress options for the James Street Public Baths; and provide an update to the August meeting of the Health and Wellbeing Scrutiny Panel.

4) That the Deputy Chief Executive circulate to the Panel, when available:
- the timeline of works for the 1970s pool demolition; and,
- details of the design and procurement stages for the Borderlands Station Gateway Project.

The Panel adjourned at 12:10 and reconvened at 12:22.



Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Culture, Heritage & Leisure Portfolio Holder's Report –
Councillor Stephen Higgs**

DISCOVER CARLISLE

The 2022 Carlisle – Places to Visit is out now. The leaflet has been supported by Tullie House, English Heritage, Cumbria's Museum of Military Life, Carlisle Cathedral, The Lanes, Solway Aviation Museum and Talkin Tarn. 100,000 copies will make their way into circulation and will be distributed nationwide to Tourist Information Centres. The leaflets will also be distributed widely within a 2½ hour drive time to Hotels and B&Bs, Visitor Attractions, Supermarkets, Service Stations and Garden Centres.

The Discover Carlisle Team attended the Lakes Hospitality Show in partnership with the Carlisle Ambassadors on 9th and 10th March. This is the largest industry event of its kind in the North West of England and attracts a wide range of businesses in the tourism and hospitality sector as well as the supply chain.

GREENING THE GREENMARKET

Works to install a temporary pop-up park in the Greenmarket area of Carlisle have recently been completed. The Council received funds from the UK Government's Welcome Back Fund, backed by the ERDF, to complete the project. This aims to provide an inviting and relaxing outdoor space for people to eat, drink and socialise. The surfacing, street furniture and planting will all be repurposed elsewhere when the feature is removed in late Autumn.

SANDS CENTRE REDEVELOPMENT

The work on the redevelopment project is progressing at pace with the project in week 75 of 98 (w/c 25th April 2022). The Events Centre reopened at the beginning of March with a packed programme through to the end of July.

OLD FIRE STATION (OFS)

In September 2021 Greystone Leisure Limited took on the running of the Old Fire Station on behalf of Carlisle City Council. From September to January there has been 29 music performances, 11 comedy nights, 7 theatres shows, 5 community events and 3 local artist exhibitions with 9,053 visitors in this period.

ROCKET THEATRE GROUP

Rocket Theatre Group is a Youth Theatre Group for students aged 5 - 18 years. We provide high quality tuition in singing, dance and acting and produce two productions a year as well as other ad hoc performances for video and special performances. It has been a busy six months since we opened our doors to our newly refurbished studios based at Carlisle Castle. We now run classes over three evenings and a Saturday morning and have recently recruited our 100th member. This has seen us return to the numbers we were at prior to Covid.

Over the Easter Holidays we are delighted to be running a HAF Easter Camp for 24 students who will enjoy workshops based on the hit Disney Musical "Encanto". We are also thrilled to be able to put on live productions this Summer for all of our students, working with University of Cumbria, we will be hiring Stanwix Arts Theatre for our productions in May and July this year.

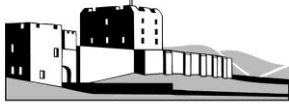
TULLIE HOUSE

Uncovering Roman Carlisle – the exhibition of the Carlisle Cricket Club Roman Bathhouse excavation is displaying a selection of the finds, alongside photos, video and the words of the community of archaeologists and local volunteers who discovered them. This partnership between Carlisle City Council, Carlisle Cricket Club, Wardell Armstrong and Tullie House has really captured people's attention, reinvigorating interest and discussion about Carlisle's relationship with Hadrian Wall. The exhibition, which has so far welcomed 1,700 visitors, is funded by the National Lottery Heritage Fund.

To the Edges of Empire – the complementary exhibition celebrating the 1900th anniversary of the commencement of the building of Hadrian's Wall, brings together 11 spectacular objects, many on loan from major national museums. The exhibition explores different aspects of empire, provoking discussion and thought about the nature of the Roman Empire. Already 1,000 school pupils have taken part in a Roman School Focus Day in celebration of Hadrian's Wall 1900th and focusing on the Uncovering Roman Carlisle excavation.

CUMBRIA'S MUSEUM OF MILITARY LIFE

We will be open seven days a week for the summer season from Friday, 1st April 10.00 a.m. -5.00 p.m. and we will be holding our first Military History Festival on Friday/Saturday 3rd & 4th June, with a talks programme on the Saturday (visit <https://www.cumbriasmuseumofmilitarylife.org/product/04-06-2022-cumbrias-military-festival-talks-tickets/> for programme & tickets



Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Communities, Health and Wellbeing Portfolio Holder's Report –
Councillor Elizabeth Mallinson**

DEFENCE EMPLOYER RECOGNITION SCHEME AND THE ARMED FORCES COVENANT

Carlisle City Council hosted an Armed Forces Covenant partnership event on 7th March 2022 to encourage local organisations to sign the Covenant. The Council signed the Cumbrian Armed Forces Covenant in 2013, and reconfirmed its support by re-signing the Covenant at this event.

Attendees included Armed Forces representatives Lieutenant Colonel NT Kennon, Commanding Officer 4th Bn The Duke of Lancaster's Regiment and Captain P Reynolds, 4th Bn The Duke of Lancaster's Regiment. Lucy Lamb from the Forces Link Project presented details of the work they undertake to help increase opportunity and support for the local ex-service community and their families. Council staff who have served in the Armed Forces or are reservists were also invited to attend the event to recognise their contribution and the Council's support for staff. 20 partner organisations attended the event and six signed the Covenant with us. This has increased the number of Covenant signees in the Carlisle area by approximately 60%.

Partner organisations and businesses from across Carlisle that signed the Covenant to demonstrate their support were:

- Story Contracting (Emma Porter, Managing Director)
- Forces Link (Lucy Lamb, Forces Link Project Officer)
- William Howard School (Lizzie McGaffin, Forces Liaison Officer)
- Carlisle College (Sarah McGrath, Principal)
- Cumbria CVS (Alison Phillips, Operations Manager)
- Clark Door Limited (Antonette Cullen, HR Manager)

This event formed part of the Council's advocacy work and action towards achieving the Gold Award of the Defence Employer Recognition Scheme. The scheme recognises employer organisations that pledge, demonstrate or advocate support to defence and the armed forces community, and align their values with the Armed Forces Covenant. The Gold Award application has been submitted, with feedback on the outcome expected later this Summer.

HOMELIFE

Applications for 2021/22 were completed at a value of £640,513. These Discretionary Housing Grants, permitted through the City Council's Housing Renewal Assistance Policy, include Safe & Warm, Hospital Discharge, Energy Efficiency and Dementia Friendly Grants. The grants assisted people to return to and live safely at home. The most common works completed included: 53 new central heating systems; 47 house clearances; 47 boiler and gas safety works, and 28 electrical safety works.

CUSTOMER SERVICES

Customer Services have been working from the Civic Centre since September 2021, operating normal opening times for the Contact Centre.

Whilst initially footfall was approximately 50% of pre-pandemic levels, from February we have seen a significant increase in Contact Centre footfall to roughly pre-pandemic levels. This is, in part, due to main billing of Council Tax. However, over 70% of that contact is for Council Tax and Benefits queries that are either complex or the customer has limited digital resource. This justifies our decision to have our face-to-face services available at the earliest opportunity, providing much needed support to our more vulnerable residents.

Customer Services are continuing to work closely with all Departments to provide advice on business grants payments and £150 Council Tax rebate.

ACTIVE SPACES

Public consultations to determine residents' preferred types of new play equipment at Briar Bank and Esk Road (Belah and Kingmoor) and Yewdale Park and Morton West (Sandsfield and Morton West) have been completed and this has informed the specifications for appropriate new equipment which are out for tender.

Work to improve the surface of the BMX track at Hammond's Pond (Currock and Upperby) was completed in April. The track, which was created with the help of residents more than 20 years ago, has been widened, levelled and resurfaced with asphalt at a cost of approximately £17,500.

HEALTH WALKS

The fortnightly Health Walks within Carlisle and District have continued and we have welcomed several new members recently to the walks. Planning of the new Spring/Summer programme of Health Walks is underway.

The Team have been working in partnership with Active Cumbria on the launch of the new Ramblers Wellbeing Walks within Carlisle.

FOOD CARLISLE

The partnership has been working alongside Harraby Community Centre to deliver a Veg Cities Project. This is now underway with both Team and financial support from the authority. A group of volunteers are leading on the community growing space side of this project.

Food Carlisle has also been involved with the evaluation of National Sustainable Food Places which has been undertaken by the University of West of England to determine the role of Food Partnerships in terms of food resilience.

COMMUNITY SAFETY PARTNERSHIP

A productive meeting of the North Cumbria Community Safety Partnership was held 31st March 2022. The agenda focused on the future of Community Safety Partnerships post Local Government Reorganisation in Cumbria, the development of a local authority led Local Focus Hub for Carlisle, work undertaken to reduce anti-social behaviour in Carlisle city centre, the launch of the Carlisle Safer Streets project and an update on current domestic homicide reviews in the county.

The meeting was also an opportunity to express our gratitude to Sergeant Chris Blain of Cumbria Police, who is about to retire. Chris has been at the heart of the Carlisle Local Focus Hub and led the development of this work in the city. The partners presented Chris with a small gift and wished him well in his retirement.



Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Environment & Transport Portfolio Holder's Report –**

Councillor Nigel Christian

REGULATORY SERVICES

The Food & Public Protection Team are actioning the Food Standards Agency's **Food Safety** COVID Recovery Plan which prioritised Carlisle's food safety inspections up until 31st March 2023. I am pleased to report that good progress is being made by Authorised EHOs. A total of 226 visits have been made by Officers since 1st April 2021, with all high-risk premises inspected. A further 526 food businesses will be inspected by March 2023, which equates to approximately 44 inspections per month. I have been assured that the Team are confident of meeting this target. A progress report has been sent to the Food Standards Agency who monitor food safety controls undertaken by Local Authorities. There were initial concerns that standards in premises may have slipped during the pandemic, with limited unannounced inspections being made. However, feedback from Officers indicate that a high percentage of Carlisle food businesses have maintained good standards, with only a small number of Food Businesses having their Food Hygiene rating score reduced.

NEIGHBOURHOOD SERVICES

Parking and Enforcement

The new free parking offer for weekends in Council City Centre Car Parks started on 1st April 2022 and will run for one year designed to support recovery of the high street and the visitor economy. This is complemented by a reduced parking offer mid-week of £1 for the first hour of parking.

I am pleased to report that there is an improving picture in fly-tipping at recycling sites over the Christmas and New Year period, with a year on year reduction in the amount of waste dumped at this time. Clear signage is deployed at the sites and the Council has deployed additional CCTV to record incidents. Action to date includes 51 formal investigations resulting in 23 Fixed Penalty Notices for litter and fly-tipping and 28 warning letters issued, with no repeat offenders from previous years.

The Courts are working hard to work through the backlog of cases with recent successful prosecutions including:

- Failing to attend a PACE interview fined £660, and ordered to pay costs of £408.45 with surcharge of £66
- Failing to produce a waste transfer note fined £660, with Victim Surcharge of £66 and costs of £85
- Failing to get a dog microchipped fined £440 together with costs of £408.47 and victim surcharge of £44
- Failing to attend a PACE interview fined £660, costs of £374.16 and £66 victim surcharge

Access for waste services vehicles

Over the next few weeks, the Waste Services Team is testing out a new approach to address problems of access in a number of locations due to parked cars. New bins are being offered to residents at key locations, displaying highly visible signage asking motorists to keep clear – access needed for Refuse Collection Teams. If successful, the bin sticker idea will be rolled out to other areas with messages adapted as necessary, for example, highlighting fly-tipping or dog-fouling etc.



Electric vehicle charge-points

The City Council is supporting a single, joint bid for Government funding, coordinated by the County Council on behalf of a number of partners across the region, to support the installation of electric vehicle charge-points and encourage motorists to make the shift to electric vehicles. The Energy Saving Trust, responsible for assessing bids for EV Charge-point funding under the Government's £multi-million scheme welcomed the submission of a single coordinated, strategic bid on behalf of a number of partners seeing the potential benefits of scale, efficiencies in procurement and project management and building on the success of other schemes such as the recent SOSCI bid which saw the installation of charge-points at locations across Carlisle. The project is currently looking at appointing a Project Manager to drive this work forward and more information will be provided to Members when available.

GREEN SPACES AND GROUNDS MAINTENANCE

Works to significantly improve the access infrastructure at Hammond's Pond are progressing well following commencement at the end of February. The works completed

so far are resurfaced paths in the western area of the park with new kerbing and asphalt and replacement of an end-of-life timber boardwalk on the island with a new asphalt path. The work currently underway is upgrading paths and path drainage in the eastern area of the park.

Old timber edging to the pond has been removed and is being replaced with rock rolls – medium sized angular stones contained within long netting bags, which dissipate wave action before it strikes the pond bank. Smaller areas are being restored with natural coir rolls, which will be planted with native aquatic plants later in the year.



Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Economy, Enterprise & Housing Portfolio Holder's Report –
Councillor Marilyn Bowman**

REGULATORY SERVICES

Green Homes Grant Scheme

Due to an unprecedented number of applications for the Green Homes Grant (LAD2) Scheme in Cumbria, the scheme has now reached its target. Eon will inform applicants whether they have been accepted onto the scheme and will be progressing their application.

Those that met the criteria for the Green Homes Grant Scheme but have not been able to make an application to Eon can now apply to the forthcoming Sustainable Warmth Grant Scheme which is also available in Carlisle.

Sustainable Warmth Cumbria

The City Council, through its Homelife HIA, are currently taking expression of interest forms for funding for Sustainable Warmth Grant Scheme. The £20million scheme is for low-income owner-occupied and privately tenanted homes. The forms are now on the Homelife website and can be emailed or posted to Homelife Carlisle HIA. Please note that it may be a few months before applicants are contacted.

Rise In Hoarding, Filthy and Verminous Complaints

In the last quarter we have seen an increase in the number of hoarding and filthy and verminous property complaints to the Environmental Health Department. The Department would deal with around five severe cases of household hoarding a year, this has seen a significant increase over the last two years. In 2021/22 we received 50 complaints that have been recorded as filthy and verminous, in comparison to 39 in 2019/2020. The properties where hoarding is occurring isn't necessarily profiled to single individuals but is linked to families as well, the majority are owner occupied properties. Typically, where we deal with hoarding there will also be other housing standard issues and issues around mental health and general wellbeing.

The Department work alongside Homelife to support households to access grant funding to assist with house clearances and deep cleans.

TOWN DEAL

Business Case Development

Good progress continues to be made on the £19.7m Carlisle Town Deal.

- Six business cases have been completed and underwent independent assurance. An internal due diligence process was undertaken by the Programme Management Office and recommendations made to the Town Deal Board. The Town Deal Board met on 17th March 2022 and endorsed all six business cases
- The Executive met on 21st March and gave approval for the business cases to be submitted to Government for consideration by the deadline of 24th March 2022
- The seventh business case is being progressed for the Market Hall Project with an extension for submission to Government agreed

CITY CENTRE BUSINESS GROWTH GRANT

This grant is a pilot scheme provided by the City Council which is aimed at businesses looking to occupy vacant premises within the defined City Centre boundary. The grant has a fixed budget of £35,000 and will support businesses in the form of a cash grant up to £2,500 which can be extended to £5,000 for particularly strong cases. In order to qualify for the grant businesses must meet key criteria and provide the necessary evidence to support their claim to ensure business viability and sustainability.

The total spend against the grant is currently £26,500 which has been spread across six businesses and has been used for various purposes such as signage, renovation and equipment purchase which is vital to the running of the business.

ST CUTHBERT'S GARDEN VILLAGE

Work on the St Cuthbert's Local Plan continues at pace with the evidential commissions due to report between Spring and early Summer.

The main works on Carlisle South Relief Road were due to commence this Spring. However, the decision by the County Council to award the Stage 2 contract was deferred on 17th March 2022 and will be discussed at a future Cabinet meeting. This reflects the increasing financial risks and market uncertainty associated with supply chains, labour and material shortages as well as rising energy costs which are now exacerbated by the recent events in Ukraine. The County Council remains committed to addressing these challenges and is in regular dialogue with ourselves and Homes England to make progress with the scheme.

In the meantime we have now been informed that we are one of 25 areas selected by Government as one of its Design Code 'pathfinders'. Using the £120,000 awarded to us, we will be working with our communities over the next 12 months to work up more specific design standards for St Cuthbert's. It has also been confirmed by Homes England that

after a competitive process, we have been awarded £250,000 through its annual Garden Communities Funding Allocation. This funding will help us to continue moving forward with the project in terms of being able to access the specialist support needed to support the emerging Local Plan.

Work continues on preparing the business case for a long-term delivery vehicle and we will shortly be appointing the specialist legal and financial advice.

RURAL STRATEGY

- The Council is progressing the development a rural strategy for the District working jointly with Eden District Council
- This will involve developing a strong evidence base for Carlisle, which is developed in line and supported by strong stakeholder engagement – and the creation of a Rural Strategy with clear issues / opportunities identified and recommended actions
- Specialist support is being procured to support the production of the strategy. Members will be engaged in the development of the strategy, with a workshop session planned in the coming weeks

Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Finance, Governance & Resources Portfolio Holder's Report –
Councillor Gareth Ellis**

FINANCIAL SERVICES

The last budget for Carlisle City Council was set in February and Council Tax approved in March. Work is now underway to closedown the 2021/22 Accounts with the aim of achieving a draft Statement of Accounts by late May / early June.

Work continues to be undertaken on supporting the LGR process with various work packages having a financial impact in addition to those concentrating solely on the Financial Services functions.

The Internal Audit Plan for 2022/23 was approved by the Audit Committee on 23rd March.

HR & PAYROLL

- **LGR:** Updates on progress of the various workstreams associated with LGR activity are provided to stakeholders on a regular basis through the dedicated Communications group
- **COVID-19:** The team has continued to support staff and Managers with Covid needs including supporting communications through updated FAQs and guidance documents
- **Returning to the Civic Centre:** The team has been actively supporting the Civic Centre to once again become the main place of work taking account of Government guidance. Rates of return to work in the office had been steadily increasing however this has been impacted by the recent increase in infection rates. We anticipate the transition back to the Civic will continue to increase as the infection rate drops
- **Kickstart:** Two Kickstart employees joined the team in November to help create some capacity to support the iTrent implementation and a Data Retention Project. The Kickstart's will be employed for a six-month period and the programme is being accessed via Cumbria Chamber. The Kickstart's are over four months into their contract and are contributing well, particularly in relation to data retention activity

- **Special Severance Payments Guidance Consultation:** Consultation closed on 13th August 2021. We await the Government's response to the consultation which will inform the approach for both Carlisle City Council and the new Cumbrian authorities. There is no update on this at the current time

ICT UPDATE

- Work on the Revs & Bens services move to Hosted eClaim and Forms for Carlisle, Copeland and Allerdale is now complete and live
- Presented the ICT workload and priorities to SMT and highlighted areas that we can engage with third parties to provide services, focusing on security as a priority. Working with third parties for costs which have been passed to Finance
- Windows 10 upgrade to 20H2 – rollout to Windows 1909 (interim step) now complete on end user laptops and rollout of 20H2 now commencing
- 2008 servers – IKen (Legal System) upgrade now completed and live. Civica Lalpac (Licensing) migration to new servers has started with Test System now in place. System will go live at the end of April
- LGR – regular meetings are scheduled and work processing to establish requirements

ELECTORAL REGISTRATION

The Elections Team are busy preparing for the Cumberland Council election on 5th May. Nominations close on 5th April at 4.00 p.m. and the venues are all booked and confirmed and staff appointed.

Carlisle City Council also has a by-election in Longtown & the Border Ward, which will be held on 5th May also. The counts for both Elections will be held at 10.00p.m. on 5th May in the Civic Centre.

LEGAL SERVICES

Key agreements have been completed to allow Cumbria University to draw down Borderlands funding to begin the new development at the Citadels and move to a key first stage in the Council's involvement in assisting with the site assembly work to deliver the scheme.

Earlier this year, Lawyers dealt with a licensing appeal following revocation of an animal breeding licence. A prosecution ensued on animal welfare charges and breaches of licence. The defendant received a suspended sentence, was banned from owning or controlling animals and was ordered to pay our costs. Those costs have now been paid. Also in court, lawyers have dealt with a number of prosecutions for littering, failing to microchip dogs, fly tipping and failing to attend PACE interviews. We also work closely with the Police and internal teams on antisocial behaviour matters and enforcement.

We have had seven applications to hold street parties for the Queen's Jubilee so far but expect more following the publication of information on our website.

Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Leader's Portfolio Holder Report –
Councillor John Mallinson**

BORDERLANDS INCLUSIVE GROWTH DEAL

Carlisle Projects

Good progress continues to be made on Carlisle Projects - Carlisle Station and Citadels:

Carlisle Station

- Site surveys, highway modelling and masterplan review are underway. This work will ensure that this project links with the Future High Street and Town Deal proposals for Carlisle, to achieve consistency of design
- Planning applications for the scheme are imminent

Citadels

- Intrusive surveys agreed with the local planning authority to investigate existing structures of the Citadels site
- Planning application for the scheme has been received by the City Council Development Management Team, the application is currently being validated

Hadrian's Wall project

- Projects in the Destination Borderlands theme are making good progress through the business case development process, including the Hadrian's Wall project which is now developing outline business cases to take forward relevant elements of the Hadrian's Wall 10-Year Investment Plan

Longtown Place Programme

- The Borderlands Place Programme's aim is to recognise the importance that smaller rural markets have to the local economy of the Borderlands and help revitalise these towns across the Borderlands region through the delivery of local capital projects that will drive the economy of the area. There are 21 towns that have selected for participation in the Borderlands Place Programme across the growth deal area – each

with up to £3 million Borderlands funding available for capital projects that meet the economic objectives of the Place Programme

- Through a selection process including analysis of socio-economic data and meeting of key selection criteria, Longtown was selected to be included in the Programme, this decision was approved by the Councils' Executive. The next stage in the process is for Longtown to produce a Borderlands Place Plan through a community-led approach that will identify potential projects that fit the funding criteria. Throughout this year there will be extensive community engagement in Longtown to ensure that the eventual projects match the needs and ambitions of the local community
- The Council has appointed Prosocial Place to assist in the production of a Place Plan for Longtown, chosen due to their extensive experience in community led regeneration planning including smaller scale market town projects in Bakewell, Halton Lea and Clay Cross

Great British Railway Expression of Interest

- On Wednesday, 16th March 2022, Carlisle City Council submitted its expression of interest to host the new Great British Railways Headquarters. Great British Railways is the successor institution to Network Rail and will serve as a single accountable public body for Britain's Railways
- The bid attracted support from the County Council, Cumbria LEP, Scottish Borders Council, University of Cumbria and Story Contracting among others
- The Council awaits the outcome of the expression of interest with the shortlist expected to be announced in May 2022

CARLISLE AMBASSADORS

Since the successful meeting of Carlisle Ambassadors, who met on 1st March 2022 at the Halston Aparthotel, membership has continued to grow with the number of businesses now at 363.

The theme of business growth showcased our local businesses' success stories. Several businesses reported positive results from networking at the meeting with orders and new clients being secured. Of particular interest on the agenda was the presentation by Jane Meek, Corporate Director of Economic Development, which included a privileged viewing of plans for the new University of Cumbria campus at the Citadels in the City Centre.

The next meeting of Carlisle Ambassadors will take place on Thursday, 7th July 2022 in the Cathedral Room of the Civic Centre. The theme will be Cultural Experience and Visitor Economy.

LAKES HOSPITALITY ASSOCIATION (LHA)

Carlisle Ambassadors and Discover Carlisle attended the 45th LHA Trade Show in Kendal on 9th and 10th March 2022. The event took place at Kendal's Rural Auction Centre, J36 and attracted over 1,400 delegates to what was a very busy two days of showcasing the best of Cumbria's visitor economy businesses.

Our Carlisle showcase stand and team was supported by Carlisle Ambassador members who provided giveaways and taster products which were conversation starters. Delegates visiting the Carlisle stand were provided with packs of information promoting our Carlisle offer to potential visitors, local businesses and supply chain supporting the visitor economy.

ENGLAND'S HISTORIC CITIES CONSORTIA

The consortia held a forward strategy meeting on Thursday, 17th March 2022. The Discover England Funded project 'England Originals' January 2020 stakeholder report was discussed and it was noted that this is currently being updated and would be available for the next meeting of the Consortia in May.

The detailed and costed England Originals Action Plan 2022/23 agreed by the Consortia will ensure delivery of legacy activity to support domestic as well as international trade recovery of the visitor economy. Delivery is now underway with activity to be carried out across all our Historic cities as part of the cross-marketing plan, alongside the strategic trade engagement activity.

Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Health & Wellbeing Scrutiny Panel Chair's Report – Councillor
Christine Finlayson**

LOCAL HUB DEVELOPMENT COMMUNITY SAFETY

This Report came to Scrutiny on 17th February 2022.

The Panel were given an update on the work of the Carlisle Local Focus Hub and shared the proposals for establishing the Hub within the City Council by appointing a fixed term Hub Manager.

Sgt Blain, Cumbria Constabulary, gave an overview of how the Hub operates in terms of working with partners, data sharing arrangements and taking into account the impact of Local Government Reorganisation.

Visits have been undertaken to the districts of Allerdale and Copeland where the Hubs are provided in-house by the local authority, which works very well.

It is hoped that this will be agreed which will allow this important proposal time to be implemented and embedded for the new Council next year.

JAMES STREET BATHS AND TURKISH HEALTH SUITE FEASIBILITY STUDY

Carlisle City Council are currently delivering the £27million Sands Centre Redevelopment Project.

This will combine the existing entertainment and leisure facilities at the Sands Centre providing a modern, contemporary entertainment, leisure and swimming facility at a single location.

The new swimming facilities at the Sands are scheduled to open from late summer 2022.

The decant from the Pools will take place around this time and will require a close down of the Pools plant and securing of the site.

This is in preparation for the Borderlands improvements to the Carlisle Railway Station.

The Pools building will be secured and all external walls will be made good in order that the building can be operated independently thereafter.

JAMES STREET BATHS AND TURKISH HEALTH SUITE FEASIBILITY STUDY

The Health & Wellbeing Scrutiny Panel welcomed the Representatives of the Friends of Carlisle Victorian Baths and Turkish Baths

A presentation was given to the Health and Wellbeing Scrutiny Panel to consider the Friends aim for the facility, their vision and need for the Health Suite in the context of heritage, amongst other factors.

The Friends asked that the Panel agree that the Friends Group be allowed 8 - 10 months to complete the AHF funded Feasibility Study which the Friends have already secured, which has been agreed.

The Deputy Chief Executive submitted an overview of the key findings of the Feasibility Study for the James Street Baths and adjoining Grade II listed Turkish Health Suite which has been commissioned for Carlisle City Council.

The study formed part of ongoing project development work for the Borderlands funded Carlisle Station improvements project which was being led by Cumbria County Council.

The report by Mott McDonald identified a number of potential uses and set out four indicative potential development schemes over a period of time with greater levels of interventions and costs.

It has been proposed and recommended that the Executive Officers work with the Friends Group to explore a Community Asset Transfer.

The Council supports such groups and the Funding Officer was able to provide advice on available funding pots.

LOCAL ENVIRONMENTAL CRIME ACTION AND ENFORCEMENT STRATEGY UPDATE ON RECENT ACTIVITY

The Local Environmental Crime and Enforcement was approved in June 2021 which brought together an extensive range of services and activities provided by street cleaning, parking and enforcement teams in support of local priorities.

The report provides an update on recent activity and highlights progress of the Council's Civic Enforcement Officer and street Cleaning Teams and provided further information on enviro-crime enforcement, court outcomes, fly tipping at recycling sites over Christmas

and New Year, engine idling, new enforcement vehicles, verge clearance, litter strategy and success stories.

There were many questions for the Panel to which the Officer was able to demonstrate the efficiency, effectiveness and good working practice of the whole team.

QUARTER 3 PERFORMANCE REPORT

The Policy and Performance Officer submitted the Quarter 3 Report 2021/2022 performance against the current Service Standards and a summary of the Carlisle Plan 2021/2023 actions as defined in the Plan.

Service Standards are the measure judged to be the most important in the community and most likely to influence the overall satisfaction of the Council's Performance.

The current overview gives the Scrutiny Panel an indication of what the Service Standards are achieving by way of a dashboard which measures all the actions taken. To date they are very efficient and mostly on target.

OVERVIEW REPORT

The current Workplan has seen some changes recently to accommodate further work to progress on a few items in order to streamline and combine some items for Scrutiny.

Full details of the discussions are to be found within the Minute Book.

Cllr Christine Finlayson
Chairman



Meeting Date: 26th April 2022

Public/Private*: Public

Title: **Business & Transformation Scrutiny Panel Chairman's Report –
Councillor James Bainbridge**

24th February

We received a Report on the present management of Talkin Tarn, and its future operation opportunities. Members agreed to undertake a future meeting in the form of a workshop to progress these issues in more detail. The Sands Centre Monitoring Report highlighted the continued collaborative and progressive capital project taking shape at the Sands Centre. Project costs have been held so far in check, though given the inflationary pressures within the supply of materials and building projects there is pressure within the project in this area. The Council successfully pre-bought a lot of material to ensure supply chain flow, which has helped, as it has reduced our exposure in this area, but not completely removed it.

Sickness and Absence monitoring sadly showed a regressive trend, the Panel agreeing that a future Report would focus on mental health aspects of sickness and absence, which is the largest reason behind the present figures.

The Capital and Revenue Monitoring Reports were accepted following questioning. Within Part B we discussed the Management of Kingstown Industrial Estate and other exciting projects in formation withing Property Services at this time. Members interested in this area can request a copy of the Report through Member Services.

31st March

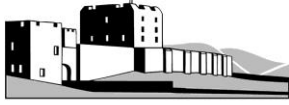
On 31st March the Panel held a meeting considering the status of corporate projects and the six-monthly review of the Corporate Risk Register. With continued economic inflationary pressures and the movement towards Vesting Day, a degree of additional risk and increased risk had been assessed and reflected in the Report. Members were able to ask a series of focussed questions on these issues, receiving reassurance that the Council was actively monitoring and reacting to these challenges.

We were able to receive a further briefing of squad working, which was positively received by the Panel and we are more content with the introduction of this system into project working within the Council.

After formally agreeing the input into the Annual Scrutiny Report we received an update from ITC Services as a Part B agenda item.

Full details of the discussions are to be found within the Minute Book

Cllr James Bainbridge
Chairman



Meeting Date: 26 April 2022

Public/Private*: Public

Title: **Economic Growth Scrutiny Panel Chair's Report – Councillor Lisa Brown**

Since my last report we have had two EGSP meetings, our normal panel and a special one at which members received details of the business plans that were due at Executive before being sent to Government.

At the first meeting in March, the panel was pleased to have a presentation from Jo Lapping from Cumbria Local Enterprise Partnership. This was the second time Ms Lapping had presented in my time as Chair, and it was inspiring and encouraging to see her confidence and knowledge of such a broad range of work streams that the LEP has ongoing.

The Panel was particularly keen to hear more about the work that CLEP had been doing to encourage young people through the Future Forum. Ms Lapping reported that the Forum usually had 16-18 young people involved to populate the structure. The Forum had a mix of business, public sector and representatives of the community, the age range was 18 - 35 years.

Ms Lapping also outlined some of the work undertaken with younger children to develop skills. The skills, labour supply and employment readiness of young people was a real concern for the CLEP. The pandemic and social media had eroded face to face confidence and the ability to work in teams for young people. In addition, the mental health and wellbeing of young people had been seriously impacted. All of these issues also impact the economy and the CLEP was working to equip young people to be able to contribute effectively in work.

There is real value from the panel in receiving presentations from outside bodies and I would thank everyone who takes time out of their undoubtedly busy lives to come along and speak to us, it really is appreciated.

Next item on the agenda saw the Head of Regeneration update us on the Economic Development Programme Management Office (ED.02/22). He reminded the panel of the Carlisle Projects and Programmes that had received funding. The City Council would act as the accountable body for the Future High Street Fund, Town Deal and St Cuthbert's Garden Village Programmes. In order to undertake this role, the Council established a Programme Management Office (PMO) for an initial three-year period.

The two main areas of activity for the PMO in the current financial year had been to support the delivery of the Future High Streets Fund and the Town Deal Programmes. The next steps for the PMO were to support the process that would enable the Town Deal Business Cases to be submitted to government by 24 March 2022 as detailed in the report. As mentioned earlier these would be brought to the panel at a later meeting in March for comment before going to Executive.

As we head into the start of the Shadow Authority year, how this affects our processes is always a key question from panel members, who also wondered if these posts had been filled yet. The Corporate Director of Economic Development confirmed that the appointment process was taking place. The posts would be appointed for a three-year term and would be transferred to the new authority. In response to a further question the Corporate Director responded that it was likely that the PMO would be extended after the initial three years as more funding streams were becoming available that the authority could bid for.

Moving onto the special meeting held later in March, the panel received the Business Cases as a part B item. The meeting was short, but the panel was given full assurance on many of the questions it had, and full details can be found in the minutes for the special meeting.

Cllr Lisa Brown
Chair – Economic Growth Scrutiny Panel

Report details

Meeting Date:	26 April 2022
Portfolio:	
Key Decision:	Finance, Governance and Resources
Policy and Budget Framework	Yes
Public / Private	Public
Title:	Proposed Change to Overview and Scrutiny Arrangements
Report of:	Monitoring Officer
Report Number:	GD.20/22

Purpose / Summary:

Following work by a task and finish group, the Business and Transformation Scrutiny Panel have requested an amendment to the Constitution to revise the Council's overview and scrutiny arrangements. This report brings the matter before Council for a decision.

Recommendations:

That Council:

1. Endorse and approve the changes set out in the Report;
2. Approve the amended Article 6 to the Constitution set out in Appendix 3;
3. Approve the revised Table 1 of the Overview & Scrutiny Procedure Rules of the Constitution set out in Article 4; and
4. Authorise the Monitoring Officer to make any further consequential amendments to the Constitution;

OR

5. Reject the changes set out in the Report.

Tracking

Executive:	N/A
Scrutiny:	BTSP 6 January 2022
Council:	26 April 2022

1. Background

1.1. On 6 January 2022, the Business and Transformation Scrutiny Panel (BTSP) received a report from its task and finish group which recommended changes to the Council's Overview and Scrutiny arrangements. For ease of reference, report reference O&S.01/22 is attached as Appendix 1.

1.2. The proposals are set out at paragraph 2.1 of Appendix 1 and were to the effect that the Council operate two primary panels, one called the 'Place Panel' and another called the 'People Panel'. There would be a further ad hoc panel called the 'Resources Panel'.

1.3. BTSP resolved (BTSP.09/22 – Appendix 2):

RESOLVED - That the Monitoring Officer be recommended to make changes to the Carlisle City Council Constitution that would allow Scrutiny to move to a two scrutiny Panel arrangements, as outlined in the proposals set out in report OS.01/22.

1.4. Article 15.02 of the Constitution states that "[o]ther than changes made in accordance with paragraph (b), changes to the Constitution will only be approved by the full Council after consideration of the proposal by the monitoring officer and after receipt of a report from him/her on the proposal. The monitoring officer will also consider and report to the full Council on any proposals for changes to the Constitution received in writing from any Councillor."

1.5. In this context the resolution of BTSP has been regarded as a proposal for change received in writing.

2. Proposals

2.1 Should Council wish to implement the recommended change the advice given to BTSP remains unaltered. The proposed amended is achieved by amending the existing Panels as follows:

Existing Name	Revised Name
Economic Growth Scrutiny Panel	Place Panel
Health and Wellbeing Scrutiny Panel	People Panel
Business and Transformation Scrutiny Panel	Resources Panel

2.2 Under the revised arrangements the Resources Panel will meet fewer times than BTSP would ordinarily do and the recommendation of BTSP is that there will be three scheduled meetings.

2.3 All panels remain with eight members each. The BTSP task and finish report requested that the membership of the Resources Panel be equally split from the membership of the People and Place panels (i.e. four from each panel). Seat allocation such as this is within the gift of the Group Leaders when allocating their available seats on the panels, but it is not possible for the Council to specify to political parties who should take up allocated seats. Choice of membership is a political group decision with the wishes of the groups put into effect by the Council.

2.4 Appendix 3 sets out proposed revisions to Article 6 of the Constitution (an overview of the panels) and Appendix 4 is a suitably revised set of Overview and Scrutiny Procedure Rules which at Table 1 set out the revised remits of the proposed panels. There will be other consequential amendments elsewhere in the Constitution should Members approve the proposal and it is recommended that the Monitoring Officer is given delegated authority to implement these changes should Council agree BTSP's recommendation.

3. Comments from the Deputy Chief Executive

3.1 The Deputy Chief Executive has responsibility for the Council's Overview and Scrutiny Function and his analysis of the proposal is as follows:

Advice from Deputy Chief Executive on the merits of these proposals

As the responsible Director for Overview and Scrutiny, I was involved in the Task and Finish Group, established by BTSP, that considered future scrutiny arrangements for the City Council.

Benefits of these proposals

- The grounds for the reorganisation of our scrutiny arrangements and a move to two Panels had been recommended by Corporate Peer Challenges in both January 2020 and November 2020, albeit before announcements on Local Government Reorganisation (LGR).
- The proposed revised Panel remits offer greater clarity on which issues should be dealt with by each Panel. This ought to deliver a reduced potential for duplication of work.
- The proposed Panels require a maximum of 16 Members to be involved in our Scrutiny arrangements, compared to the current 24. This may reduce the workload on some Members and may be of

assistance in the coming year when some Members may also have Shadow Authority duties.

- These proposals are likely to generate a schedule of 18 scrutiny meetings per year, compared to the current 24. This may be of benefit to officer and Member resource during the Shadow Authority year when there are likely to be additional resource requirements from LGR.

Disadvantages of these proposals

- In response to feedback from the Peer Challenges, Scrutiny Chairs and Officers have looked at several areas for improvement and many of the points in the Peer challenges have been addressed. This means that scrutiny is already in a stronger position than it was at the time of the peer challenges. This may make the pressure for changing panel structures less urgent.
- 2022/23 will be a very unusual and potentially challenging final year for the City Council as we navigate the LGR process and our working relationship with the Shadow Cumberland Council. The role that Scrutiny can play in this year is potentially very important and reducing the number of scheduled meetings may present difficulties – either in being able to get timely scrutiny input or in terms of requiring additional scrutiny activity (additional meetings, Task and Finish Groups etc) of fewer Scrutiny Members.

In summary, officers had expressed reservations about the timings of these proposals, given Local Government Reorganisation. The Task and Finish Group and Business and Transformation Scrutiny Panel have both considered these comments and they were reflected in the approach that the Task and Finish Group took in their work. Now that we are at the point of presenting full proposals to Council, the reservations about timing of this work carry less weight.

I am happy to advise that these proposals are suitable for meeting the scrutiny requirements of Carlisle City Council for its final year of activity.

4. Risks

- 4.1 The risk to the Council is that less scrutiny is given to those topics previously scrutinised by the existing BTSP. However, this risk has been mitigated by the proposed reallocation of panel topics as suggested in the revised panel remits.

5. Consultation

5.1 Consultation is as set out in Report reference O&S 01/22 (appendix 1, paragraph 4).

6. Conclusion and reasons for recommendations

6.1 The Council is able to endorse the BTSP recommendation and approve the changes proposed or it may reject the recommendation. If Council wished to do something else then it would be sensible to bring a further report back before Members.

7. Contribution to the Carlisle Plan Priorities

7.1 The Council is required to have appropriate overview and scrutiny arrangements to assist in the development of policy and to hold the Executive to account. These important aspects ensure that the Council is best able to deliver its Carlisle plan priorities.

Contact details:

Contact Officer: Mark Lambert

Ext: 7019

Appendices attached to report:

- Appendix 1 – BTSP report O&S 01/22
- Appendix 2 – BTSP Minute ref BTSP.09/22
- Appendix 3 – Revised Article 6 of the Constitution
- Appendix 4 – Revised Overview and Scrutiny Procedure Rules.

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

- BTSP Report reference O&S 01/22 (appended hereto)

Corporate Implications:

Legal – The legal comments are incorporated within the body of the report.

Property Services – N/A

Finance – The BTSP report O&S 01/22, at paragraph 2.4, sets out the remit and frequency of the proposed Resources Panel; however, if LGR is implemented in Cumbria based upon the current timeline, then the City Council will not be setting a budget for 2023/24 and therefore will not have any budget proposals, nor MTFP, AMP and Capital Investment Plans, to scrutinise during 2022/23. The Scrutiny panels have, in effect, scrutinised the last budget for Carlisle City Council at their meetings in November and December 2021. These Policies, including the Treasury Management Strategy Statement, will all fall under the responsibility of the new Cumberland Council.

However, if there is any delay in the process (which now seems unlikely), the Resources panel can meet at the times stipulated in the report to address the Budget Strategy documents (July) and scrutiny of the detailed budget proposals (November – January) in line with the governance arrangements already in place.

Other financial matters such as Financial Performance Management (scrutiny of the quarterly budgetary position for Revenue and Capital), Insurance, Procurement, Risk Management and all matters relating to Revenues and Benefits will fall under the remit of the People Panel during 2022/23.

The financial performance management work will be fundamental to ensure the financial sustainability of the new Cumberland Council post April 2023.

The distinction between the scrutiny provided by the existing panels and the role of the Audit Committee (assurance) must be recognised and clearly understood by Members with due consideration given before any financial management issues are transferred between committees.

Equality - There are no equality implications arising from the proposal.

Information Governance- There are no information governance implications arising from the proposal.



Carlisle City Council

Report to

Report details

Meeting Date:	06/01/2022
Portfolio:	Cross cutting
Key Decision:	
Policy and Budget Framework	
Public / Private	Public
Title:	Future Scrutiny Task and Finish Group Report
Report of:	Deputy Chief Executive
Report Number:	O&S 01/22

Purpose / Summary:

This report summarises the work of the Future Scrutiny Task and Finish Group and sets out its findings for BTSP to consider and make recommendations on.

Recommendations:

BTSP are asked to recommend that the Monitoring Officer makes changes to the Carlisle City Council Constitution that will allow scrutiny to move to a two Scrutiny Panel arrangements, as outlined in the proposals of this report.

Tracking

Executive:	
Scrutiny:	BTSP 06/01/2022
Council:	

1. Background

1.1. In 2018 BTSP established a Task and Finish Group to consider changed to scrutiny arrangements at Carlisle City Council as part of a review into efficiencies of the Council's Governance Structures. This Task and Finish group was very thorough and produced a considerable body of evidence that was presented to BTSP at a special meeting on 22 February 2019. The report recommended a move to two Scrutiny Panels, however, following discussion and a vote by the Panel it this recommendation was not taken forward by BTSP. The decision not to take forward recommendations appears to have turned on the timing of the report and lack of consensus. The full 2018/19 Task and Finish Group report is included in Appendix 3 and has provided a considerable foundation for the proposals in this report.

1.2. In January 2020 the Council invited an LGA Corporate Peer Challenge to consider its performance. Following useful findings of this in relation to governance and decision making, an LGA Peer Support review was requested. This took place in November 2020 and focussed on governance models, scrutiny and decision making. This second report made several recommendations that were specific to scrutiny:

- Provide Chairs of Scrutiny with further dedicated support
- Officers working with Scrutiny and Chairs of Scrutiny are encouraged to speak to colleagues elsewhere to share learning
- Support and training for members of scrutiny
- Identifying a clear senior scrutiny champion
- Consider the structure of scrutiny and look again at options for reducing the number of committees.
- Have a scrutiny improvement plan in place

Both of these LGA Peer Reviews pre-date the decision around Local Government Reorganisation (LGR) in Cumbria and do not reflect its impacts on Council priorities or resources. However, some improvements that were identified had already been made and will benefit Members and officers in the coming months, such as an improvement plan and senior officer support for scrutiny. Other comments, such as those around strategic scrutiny agendas, are an area for continued improvement that will offer good use of resources during the period until Vesting Day.

Detail on the findings of these reports on scrutiny are given in Appendix 2.

1.3. Scrutiny Improvement Work

The 2018/19 Task and Finish Group noted that more training should be offered to Scrutiny Members. The Peer Challenge and LGA Peer Support (Jan and Nov 2020) also noted a number of actions that could improve scrutiny work at the City Council. LGA Peer Support (Nov 2020) noted that some improvement work had been undertaken since the Peer Challenge (Jan 2020).

Recent improvement activity includes:

- Training for scrutiny members offered at the start of each council year
- Meeting times are now varied between 10am and 4pm starts to encourage engagement by a wider range of Members in scrutiny.
- Chairs have an increased focus on robust work planning and have renewed support from Senior Management Team to do this.
- Scrutiny Improvement Action Plan developed in response to LGA Peer Support (Nov 2020) and progress monitored at Scrutiny Chairs meetings by Chairs and the senior officer Scrutiny Champion (Darren Crossley).
- Increased sharing of briefing notes and training materials during the year for Scrutiny Members.

1.4. BTSP resolved to establish a Task and Finish group, that included Members of other Panels at their meeting of 15 July 2021 to consider scrutiny structures, in response to the LGA Peer Review (Nov 2020). HWSP and EGSP both considered this invitation and nominated Members to join this Task and Finish Group, which took place during November and December 2021.

This report sets out the recommendations of this Task and Finish Group for BTSP to consider and make recommendations on.

1.5. The recommendations that BTSP are being asked to consider in this report differ from the recommendations that they were asked to consider in February 2019 as they include additional evidence, from two Peer reports. Also, this report's recommendations focus on a specific two-panel structure that is set out in detail in the "Proposals" section.

1.6. If BTSP chose to take forward the recommendations of the Task and Finish group, the pathway and timescales for delivering these recommendations are set out below.

Action	Progress/ timescale
O&S Chairs meet and agree a lead panel so as to avoid all three panels receiving reports on the same issue	Done BTSP to lead – June 2021
Panel BTSP meets and resolves to set up a task and finish group which will include members from all three O&S Panels.	15 July 21
Task and Finish Group gathers evidence and drafts a report	November/ December 2021
Task and Finish Group gathers evidence and presents a report to BTSP	T&F group report to BTSP 06 Jan 2022
BTSP, if it wishes to endorse T&F group proposals, makes a recommendation to the Monitoring Officer	06 Jan 2022
Monitoring Officer drafts changes to the Constitution and refers to Leader for comments	Jan 2022
Monitoring Officer presents draft changes to the Constitution to full Council for a decision	1 March 2022
If Council agrees changes to Constitution, civic calendar is changed and goes to full Council for agreement	26 April 2022
First post elections full Council meeting, council nominated Members and Chairs to Place and People Panels.	May 2022

2. Proposals

2.1 The Future Scrutiny Task and Finish group are proposing a two-panel structure, with a “Place Panel” and a “People Panel”. This structure includes an ad-hoc “Resources Panel” that is serviced by Members of the Place and People Panels and considers budget matters.

2.2 Place Panel

Membership: 8 Members

Meets: 8 times per year

Chairing: Chair and Vice Chair elected at Annual Council

This Panel considers matters that contribute to the physical environment of Carlisle. They also consider how the physical environment is communicated and perceived in order to draw in more physical and economic benefits to the city (the “place offer”).

Examples of key work streams that will fall within the remit of Place Panel include:

- Infrastructure (Capital projects, regeneration, pathways, lighting)
- Council assets (fleet, buildings, CCTV)
- Environment (Environment Strategy, environmental improvements, regulatory activity, environmental health, enforcement, conservation)
- Amenities (green spaces, leisure centres, parks, Tullie House)
- Housing (development, improvements, empty homes, housing needs, social housing)
- Economic development/ regeneration (Borderlands, Towns Deal, High Street)
- Planning
- Local identity (marketing, tourism, events, heritage)
- Physical and digital connectivity

2.3 People Panel

Membership: 8 Members

Meets: 8 times per year

Chairing: Chair and Vice Chair elected at Annual Council

This Panel considers matters impact upon local people, communities and the Council’s workforce. It considers matters that impact upon social relationships, quality of life and health.

Examples of key work streams that will fall within the remit of Place Panel include:

- Partnerships (professional, community groups, funding bids)
- Workforce (HR, payroll, workforce development, equalities)
- Customers (service provision/ performance, consultation, data, FOI)
- Culture/ arts (Cultural Strategy, arts development)
- Community support/ organisations (community centres, volunteering)
- Health and wellbeing (GLL contract, sports development)
- Emergency planning

- Communications (PR, media)
- Homelessness

2.4 Resources Panel

Membership – 4 Members of Place Panel (including 1 Chair or vice Chair), 4 Members of People Panel (including 1 Chair or vice Chair)

Meets: 3 times per year. Meetings in November and January for budget process. Meet in July for MTFP, Asset Management Plan and Capital Investment Strategy.

Chairing: Chair and Vice Chair elected from panel members at first meeting of the year.

This Panel focuses on budget and key finance strategies.

- Budget
- Capital Strategy
- MTFP

The Finance comments in the “Corporate Implications” section later on in this report contain comments that are specifically relevant to the establishment of a Resources Panel.

2.5 Advantages of these proposals:

- Reduced duplication in the Panels work, compared to the current structures. For example, BTSP and HWSP currently consider different aspects of the Sands Centre project. This is demonstrated in the example workplans that are outlined in Appendix 1.
- Place and People reflect the two workstreams themes that have been identified to structure work for LGR.
- Reduces the number of Members that are required to be involved in scrutiny to 16. This reduction is aligned to recommendations in Peer Challenges and reflects the fewer number of Members, compared to when the current three-Panel structure was established. The current structure offers 24 Member places, but five Members are on more than one Panel, so the City Council currently has 19 Scrutiny Members.
- If LGR progresses as currently planned, the budget setting role of Resources Panel may not be required in 2022/23.

2.6 In recent years a number of local authorities have responded to austerity by reorganising their directorates into two: People and Place. A number of councils

also seem to be using a people/ place approach to their scrutiny panels (examples include East Sussex, Southend, Dorset, Redbridge). Some councils also seem to be keeping budget work out of these Panels, either using a less frequently meeting Resources Panel or giving budget work to Audit Committee.

2.7 Limitations of these proposals:

- These proposals will make changes to the way that scrutiny operates at Carlisle City Council. Under the current LGR timescales, Carlisle City Council will operate until April 2023, we will undertake scrutiny activity up until Vesting Day. Carlisle City council scrutiny activity will focus on work of the City Council, which will need to provide a service to residents up to Vesting Day.
- There will be elections to the Cumberland Shadow Council in May 2022. A Shadow Executive will form and it is anticipated that Shadow Scrutiny arrangements will be put in place. The Shadow Council and then Cumberland Council will make their own decisions about governance and scrutiny arrangements.

3 Risks

3.1 There is a risk that BTSP may recommend changes to the Constitution in order to change City Council scrutiny arrangements that are not supported at Full Council. There has been lack of consensus among Members on this matter in the past; however impacts of this risk are minimal.

4 Consultation

4.1 The BTSP resolution to form this Task and Finish Group and seek engagement from other Panels was discussed by both HWSP and EGSP at their meetings of 14 October 2021 and 21 October 2021 respectively. Both Panels nominated Members to participate in this Task and Finish Group.

4.2 Scrutiny Chairs Group considered the findings of the LGA Peer Support (Nov 2020) at their meeting in April 2021 and scoping work around what a two-panel structure could look like for Carlisle. This scoping work has formed the basis for the proposed People-Place arrangement that is set out in this report. Scrutiny Chairs also invited group leaders, Cllr Mallinson and Cllr Tickner, to their June 2021 meeting to discuss next steps on future scrutiny arrangements and the People-Place draft structure.

5 Conclusion and reasons for recommendations

5.1 BTSP are asked to recommend that the Monitoring Officer makes changes to the Carlisle City Council Constitution that will allow scrutiny to move to a two Scrutiny Panel arrangements, as outlined in the proposals of this report.

6 Contribution to the Carlisle Plan Priorities

6.1 Overview and scrutiny of items that are prioritised within the Carlisle Plan contributes to ongoing policy development and service improvement. Improving scrutiny arrangements has the potential to improve the delivery of Carlisle plan priorities.

Contact details:

Contact Officer: Rowan Jones Ext: 7257

Appendices attached to report:

- Appendix 1: Detail on draft Place-People Workplans
- Appendix 2: Key Points from Corporate Peer Challenge (Jan 2020) and LGA Peer Support (Nov 2020)
- Appendix 3: Report of 2018/19 Task and Finish Group

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

- None

Corporate Implications:

Legal – There has not been any legal/governance input into the task and finish group's report but commenting on the proposal:

- i. The TFG proposals may be conveniently achieved by renaming the three existing panels, refining their remits and reducing the number of meetings of BTSP/"Resources".
- ii. The Group Leaders may be invited to appoint Resource members that are on the People and Place panels but it is a matter for them whether they do so or not. Council currently appoints the Chair/Vice Chair of each panel so that will require a constitutional amendment if that is what is desired.

- iii. Members should consider whether it is appropriate to make these changes at this time given the impending Local Government Reorganisation and the need for scrutiny (likely BTSP or “Resources”) to be involved in that from early next year, onwards. The current proposals remove convenient meetings for this purpose from the calendar.

Property Services –

Finance - The report, at paragraph 2.4, sets out the remit and regulatory of the proposed Resources Panel; however, if LGR is implemented in Cumbria based upon the current timeline, then the City Council will not be setting a budget for 2023/24 and therefore will not have any budget proposals, nor MTFP, AMP and Capital Investment Plans, to scrutinise during 2022/23. The Scrutiny panels have, in effect, scrutinised the last budget for Carlisle City Council at their meetings in November and December 2021.

However, if there is any delay in the process, the Resources panel can meet at the times stipulated in the report to address the Budget Strategy documents (July) and scrutiny of the detailed budget proposals (November – January) in line with the governance arrangements already in place.

The report does not refer to which panel will take responsibility for the scrutiny of the quarterly budgetary position for Revenue and Capital, which will still be a key requirement during 2022/23. This work will be fundamental to ensure the financial sustainability of the new Cumberland Council post April 2023.

The distinction between the scrutiny provided by the existing panels and the role of the Audit Committee (assurance) must be recognised and clearly understood by Members with due consideration given before any financial management issues are transferred between committees.

Equality – None

Information Governance - None

Appendix 1: Detail on draft Place-People Workplans

People Panel – Example workplan based upon 2021-22 workplans for current Panels

Meeting month	Item	Type of Scrutiny	Current panel
June	End of Year Performance Report	Monitoring	HWSP
	Financial Update on the Impact of Covid-19	Monitoring	BTSP
	Outturn Reports	Monitoring	BTSP
	Sickness Absence - end of year report 2020/21	Monitoring	BTSP
July	Draft Carlisle Plan	Policy Devel'pt	HWSP
	Sustainable Food Places - Food Carlisle	Policy update	HWSP
	Update on IT projects	Monitoring	BTSP
	Business Rates Outturn 2020/21	Monitoring	BTSP
	Draft Carlisle Plan	Policy Devel'pt	BTSP
Sept	Sands Centre Project Monitoring Report	Monitoring	BTSP
	Sickness Absence Q1	Monitoring	BTSP
	External Audit Report - Action Plan and recommendations	Monitoring	BTSP
	Annual Equality Report	Policy update	HWSP
	Performance Report - Q1	Monitoring	HWSP
	Covid-19 Recovery Update	Policy update	HWSP
	Sands Centre Redevelopment - planning programmes	Policy update	HWSP
	Commercialisation Strategy T&F group report	Policy Devel'pt	BTSP
Oct	Zero Carbon Partnership	Partnership	HWSP
	Budget monitoring Q1 2021/22	Monitoring	BTSP
	Emerging agile working policy/ staff survey	Policy Devel'pt	BTSP
Nov	Cumbria Choice - accessibility and performance	Policy update	HWSP
	Performance Report - Q2	Monitoring	HWSP
	Draft Healthy city Strategy - post Covid re-build	Policy update	HWSP
	Sickness Absence Q2	Monitoring	BTSP
	Budget monitoring Q2 2021/22	Monitoring	BTSP
Jan	Carlisle Partnership - Place project & External funding project	Policy update	HWSP
	Strategic framework for Culture in Carlisle	Policy update	HWSP
	Local Hub developments (Community Safety)	Policy Devel'pt	HWSP
	Performance Report - Q3	Monitoring	HWSP
Feb	Community centre update	Policy update	HWSP
	GLL	Partnership	HWSP
	Sickness Absence Q3	Monitoring	BTSP
April	Homelessness - update on delivery of Strategy	Policy update	HWSP
	Local Government reorganisation	Policy Devel'pt	HWSP
	Scrutiny Annual Report	Policy Devel'pt	HWSP
	Emergency Planning - Community Engagement	Policy update	HWSP
	Budget monitoring Q3 2021/22	Monitoring	BTSP
	Corporate Projects	Monitoring	BTSP
	Corporate Risk Register	Monitoring	BTSP

Place Panel – Example workplan based upon 2021-22 workplans for current Panels

Meeting month	Item	Type of Scrutiny	Current panel
June	Local Environment (Climate Change) Strategy	Policy Devel'pt	HWSP
	End of Year Performance Report	Monitoring	EGSP
	Sands Centre Project Monitoring Report	Monitoring	BTSP
July	Cumbria Coastal Strategy and Shoreline Management Plan	Policy update	HWSP
	Draft Carlisle Plan	Policy Devel'pt	EGSP
	Events - planned events and city centre vitality	Policy update	EGSP
	High Street Task Force - quick wins for City Centre	Policy Devel'pt	EGSP
Sept	Civic Centre Re-instatement and Development	Monitoring	BTSP
	Covid-19 Recovery Update - focus on Economic Growth	Policy update	EGSP
	Economic Strategy Action Plan - performance	Monitoring	EGSP
	Economic Development PMO	Policy update	EGSP
	Performance Report - Q1	Monitoring	EGSP
Oct	Local Air Quality Action Plan	Policy update	HWSP
	Housing Assistance Grants - DFGs, repair assistance and empty property grants	Policy update	HWSP
	Delivering SCGV - ensuring the right resources and skills	Policy Devel'pt	EGSP
	Making best use of existing housing stock (private sector housing)	Policy update	EGSP
	Tourism - delivering this strand of the Economic Strategy	Policy Devel'pt	EGSP
Nov	Tullie House Business Plan	Partnership	HWSP
	Cycling Walking Infrastructure Plans (CWIPS)	Policy Devel'pt	HWSP
	Performance Report - Q2	Monitoring	EGSP
	Infrastructure for connectivity	Policy Devel'pt	EGSP
	High Street Task Force - quick wins for City Centre	Policy Devel'pt	EGSP
	Sands Centre Project Monitoring Report		BTSP
Jan	Diversifying the City Centre	Policy Devel'pt	EGSP
	Kingmoor Park Update	Partnership	EGSP
	Performance Report - Q3	Monitoring	EGSP
Feb	Enforcement Strategy - update on recent activity	Policy update	HWSP
	Active spaces - update on plan	Policy update	HWSP
	Sands Centre Project Monitoring Report		BTSP
	LEP - Partner Update	Partnership	EGSP
	Economic Development PMO	Policy update	EGSP
	Scrutiny Annual Report	Policy Devel'pt	EGSP
April	End of Year Performance Report	Monitoring	EGSP
	Riverside - regeneration of existing stock	Partnership	EGSP
	Economic Strategy Action Plan - performance	Monitoring	EGSP
	Flood Risk Management	Partnership	EGSP
	Corporate Projects	Monitoring	BTSP
	Corporate Risk Register	Monitoring	BTSP

Resources Panel – Example workplan based upon 2021-22 workplans for current Panels

Meeting month	Item	Type of Scrutiny	Current panel
August	Medium Term Financial Plan	Policy Devel'pt	BTSP
	Asset Management Plan and Annual Property Survey Report	Policy Devel'pt	BTSP
	Capital Investment Strategy	Policy Devel'pt	BTSP
Dec	Budget Setting	Budget	BTSP
Jan	Budget Setting (Including Treasury Management Strategy Statement)	Budget	BTSP

Summary of Work plan breakdown by Panel (based upon 2021-22 workplans)

Panel – current 3 Panels	Items covered per year (based upon 2021/22 workplans)	Number of meetings in year
BTSP	33	8
EGSP	24	8
HWSP	30	8
Panels – People/ Place		
People	39	8
Place	38	8
Resources	5	3

Appendix 3: Key Points from Corporate Peer Challenge (Jan 2020) and LGA Peer Support (Nov 2020)

Summary of Corporate Peer Challenge 1 (January 2020) findings on scrutiny - synopsis

The main recommendation from the Corporate Peer Challenge with regard to scrutiny was:
“Review current arrangements for scrutiny and consider alternative options. This should enable more focused scrutiny of performance, implementation of decisions and contribution to the development of policy in priority areas. It should consider how to support more timely decision making and take account of the reduction in the number of councillors since the 2018 boundary review.” (page 3, CPC)

Further detail from within the report suggested that:

“Scrutiny activity should be re-focused on major issues and areas where input into policy development is being particularly sought or where scrutiny can make a positive difference to communities and the delivery of Council priorities.” (page 10, CPC)

Scrutiny of budget proposals and performance were both highlighted as areas where scrutiny had the potential to add greater value. There were also comments around process driven consideration of reports leading to missed opportunities for influence and added value.

LGA Peer Support (November 2020) findings on scrutiny – extracts of text

“Explore the potential role of Scrutiny further, building on the good will and appetite for increased impact and focus.

There is a consistent view that Scrutiny would be much more impactful in Carlisle if it balanced more of its work towards deeper, more focussed items of most critical importance to the district. The use of working groups in Carlisle are frequently cited as the examples where wider member engagement has created particularly insightful input into strategy and policy development. Examples of this can be seen in relation to the St Cuthbert's Programme and around the Equality Policy.

There is clear support and encouragement from the Executive to have more considered insight of this nature, particularly where the work is focussed at a meaningful depth and is time limited (to help avoid drift/loss of focus). The open, supportive and challenging balance here will remain important.

In pockets there is a clear understanding of ‘the art of the possible’ in terms of the various different ways in which Scrutiny could choose to operate. Widening this understanding can

have a role in helping Scrutiny to provide the type of insight, input and challenge that the Executive are keen to see.

- **Recommendation 5** – *provide Chairs of Scrutiny with further dedicated support*. This can take the form of training, such as in deciding agendas which focus more on the key strategic issues and avoiding the overly operational. It can also help in shaping strong, meaningful recommendations. This offer of support, would also include the type of informal, open relationship Chairs of Scrutiny have with the Leader and Executive. It also includes the type of support officers provide them with.
- **Recommendation 6** – *officers working with Scrutiny and Chairs of Scrutiny are encouraged to speak with colleagues in councils elsewhere to share further learning in regards to the different ways of operating Scrutiny* – which can include the methods that can be adopted by working groups, as well as other ways of engaging key 'expert witnesses'. The LGA are happy to connect the Council with colleagues elsewhere who would be happy to help with this.
- **Recommendation 7** – *further support and training for members of scrutiny, including for asking questions and the different methods of providing scrutiny*. This can help to give members of Overview and Scrutiny further confidence in their roles and the value of this role.
- **Recommendation 8** – *whilst the role of scrutiny should be an important consideration for all senior officers, identifying and communicating a clear senior officer champion for Scrutiny can help to drive this agenda*. This senior lead can help to progress the actions and improvements identified in relation to scrutiny, be a senior officer voice for the role of scrutiny and can support scrutiny officers to challenge both officers and members in relation to the role of scrutiny and how to engage with it. Having this can also help further empower scrutiny in deciding its own agenda, breaking down any obstacles that may present themselves (as appropriate).

The Council currently operates with three Scrutiny committees, which is the same model the Council had in place before the LGBCE boundary review which reduced the number of members from 52 to 39 in May 2019. The Scrutiny committees have different, dedicated chairs, one from the Conservative group, one from the Labour group and the third being an Independent member. This reflects the tight political balance of the Council.

Members and officers across the Council are familiar with a debate about whether this three committee structure remains the most effective structure for Overview and Scrutiny. In the spirit of giving an honest reflection back based on what the team heard, we found almost no member or officers who were particular fans of the current model.

Almost everyone the team asked, preferred a model with fewer committees to allow for a more concentrated use of the skills available to the Council. Efforts have been made in the past to move from this model, which have been delayed due to the amount of time left before the Annual General Meeting.

- **Recommendation 9** – *consider the structure for Scrutiny and look again at the options for reducing the number of committees.* In light of the Council's wishes for improvement in Scrutiny, and in light of the reduction in the number of seats in May 2019, it is the view of the peer team that the Council would be well served by moving to a model with one committee. Building and brokering agreement on any alternative structure may need the support of the CEX but having these discussions can be important to the improvements you are trying to achieve. Equally, should agreement be found on this, ensuring this is implemented and not restricted by a date set for the AGM will avoid this debate repeating again.

As a 'half-way house' should the Council arrive at a decision to reduce the number of Scrutiny committees to two for example, ensuring there is a clear distinction between the committees and that they are aligned to the new Carlisle Plan will be important. When required, shared items can take place through joint working groups. This can help to avoid duplication of member and officer effort and a more rounded set of recommendations for the Executive.

- **Recommendation 10** – *all of the above is multi-faceted, involving a number of people and actions. Having a specific Scrutiny improvement plan in place that brings this all together will aid progress.*

Business & Transformation Scrutiny Panel

Task & Finish Group Report

An efficiency and efficacy review of the current governance structures of the Council

Part 1: A review of scrutiny arrangements

Version: 1.2

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Recommendations

1. The Task & Finish Group consider a move to 2 panels as preferable, but would like more evidence on the likely efficiencies and improvements, in particular the need for mandatory training in Overview & Scrutiny skills
2. The panels are made up of between 8 and 10 members
3. The panels meet every 6 weeks

Introduction

The Business & Transformation Scrutiny Panel Task & Finish Group has been established to scrutinise the governance arrangements for the Council. The tasks will be tackled in the following order:

- Overview and Scrutiny
- Statutory and other Committees / Panels

This report sets out the first part of the review, Overview & Scrutiny. The report sets out the background to the review, the methodology and analysis. The current arrangements, recent reviews and key areas of discussion are included, most notably:

- Parliamentary Review of Local Authority Scrutiny Function
- The Local Government Boundary Commission Review
- Task & Finish Groups
- Frequency and time of meetings
- Cross-cutting issues

The report summarises the current scrutiny arrangements for groups of similar selected Councils. In addition, three Councils are reviewed in more detail. An overview of all governance arrangements is included for context, this will form the second part of the review.

The report draws conclusions and presents three recommendations.

Background

The Business & Transformation Scrutiny Panel resolved at their meeting on 18 October that a Task & Finish Group be established to scrutinise the governance arrangements for the Council. The Task & Finish Group would include the Chairman and Vice Chairman of the Business & Transformation Scrutiny Panel, Councillor Ellis, Councillor Alcroft and Councillor Allison. Relevant Members and Officers would also be invited to take part in the Task Group work. Councillor Alcroft was, subsequently, replaced by Councillor McDonald.

Through the 2017/18 Annual Scrutiny Report it was agreed that in the new civic year, the Scrutiny Chairs Group will continue to review the number, frequency and remits of the three panels alongside the Local Government Boundary Commission Review. The Scrutiny Chairs Group planned to consult with the three panels throughout 2018/19.

The Scrutiny Chairs Group met on 16 August and discussed the future structure of the scrutiny function. It was resolved that the best way forward would be to establish a Cross Party Working Group to determine an appropriate and efficient future structure.

Subsequent advice from the Corporate Director of Governance & Regulatory Services was to the effect that, if Members wished to have such a Task and Finish group then it should

come under the ambit of the Business and Transformation Scrutiny Panel as the Chairs' Group did not have a remit for this type of action.

On the 18 October The Business & Transformation Scrutiny Panel was asked to consider:

- Whether the scope of any review should be around Scrutiny, or a more broadly-based review of governance structures.
- Whether a separate Task and Finish Group should be established to take this matter forward.
- In the event that the Panel agreed to limit any review to the scrutiny function, to agree what additional information from the Overview and Scrutiny Officer was needed to allow a decision to be made.

The Task & Finish Group met on 18 October 2018 and agreed:

- The work should be completed swiftly so that any recommendations from the Task & Finish Group could be tabled as an agenda item at the January Panel meeting or a special meeting.
- The objective, if a consensus is reached is to debate the new proposals at Council in March 2019 for implementation in the Civic Year 2019/20.

The Task & Finish Group met again on 29 November 2018 and agreed the methodology set out in the report. In addition, the Corporate Director of Governance & Regulatory Services (Monitoring Officer) was asked to prepare a timetable for consultation that ensured that any agreed changes could be put to Council in April for implementation in the Civic Year 2019/20.

This timetable was circulated on the 30 November and agreed by the Chair, the first deadline being the Business & Transformation Scrutiny Panel 3 January 2018. The timetable is presented in Table 4.

The Task & Finish Group met on 13 December 2018 and agreed some additional information for the report, to be signed off by the Chair and Vice Chair. At this meeting Councillor Alcroft attended in place of Councillor McDonald.

The Economic Growth Scrutiny Panel and the Health & Wellbeing Scrutiny Panel (Special) were consulted on this report, their views will be part of the agenda for the Special Business & Transformation Scrutiny Panel meeting on 22 February 2019.

The Scrutiny Chairs Group met on 24 January and discussed the review and report.

The Task & Finish Group met on 14 February 2019 and agreed some minor amendments and additional evidence for the report. These changes had been incorporated into this version.

Methodology

It was agreed that the review will include the following elements:

- 1) A description and analysis of the current arrangements. This will include the broad metrics of the current structures but will also include comments from relevant members and key officers, around strengths, weaknesses and opportunities for improvement. Group leaders will be invited to comment as part of this exercise.

The timetable agreed in table 4 will enable consultation around the scope for improvement. At each meeting Members and key officers will be consulted on the strengths, weaknesses and opportunities for improvement.

- 2) An analysis of possible drivers for change. This will follow from (1) above and will include:
 - Any new guidance from Government, especially around Overview and Scrutiny arrangements.
 - The expected reduced number of Councillors from May 2019.
 - The need to continue to improve the efficiency and cost effectiveness of the Council's governance arrangements.
 - The need to consider, in terms of scrutiny, a growing number of 'cross cutting' issues, which would be better managed in a more streamlined scrutiny approach.
- 3) A material part of the work will be to compare the structural arrangements in this Council with those in similar sized second tier Councils.
- 4) The review will also take account of any relevant national guidance and / or principles or examples of good practice, where possible.

Whilst a review of any one part of the governance structure needs to be undertaken in the context of possible commitments in the other parts, it is suggested that the work be undertaken in the following priority order: -

- Overview and Scrutiny
- Statutory and other Committees / Panels

Current arrangements

Scrutiny operates through three panels: Business & Transformation Scrutiny Panel; Economic Growth Scrutiny Panel and Health & Wellbeing Scrutiny Panel.

There are eight non-Executive members on each panel and each panel is politically balanced (i.e. the proportions of each political party on the panel are the same as on the Council as a whole). Individual Councillors are selected by their political parties to sit on the scrutiny panels. Each panel has a work programme and meets on a 6-weekly cycle. The link to the detailed procedure rules and remits for each panel is presented in [Appendix A](#).

The use of substitutes for meetings is a common occurrence, it is rare for a panel meeting not to include a substitute. This occurrence highlights that it is a challenge to sustain full attendance for the nominated panel members throughout the year. This can have an impact on the panel's ability to build expertise and knowledge. Additionally, with many substitutions occurring very close to panel meetings, substitutes are often placed in a difficult position by not having time to prepare properly for meetings.

The three work programmes are developed to fulfil the current arrangements, three panels need three work programmes and a 6-weekly cycle needs at least one item per meeting. On average, panel agendas have 3 agenda items per meeting.

Initial feedback on changing the current arrangements has been received from Economic Growth Scrutiny Panel and the Chair of the Health & Wellbeing Scrutiny Panel. This feedback is presented in [Appendix B](#).

Parliamentary review of the Local Authority Scrutiny Function

The Communities and Local Government Select Committee completed a review of the Local Authority Scrutiny Function in December 2017. The recommendations of the Committee and the subsequent response by Government (in March 2018) is presented in [Appendix C](#). The Government has promised to issue new guidance later this year to replace the current guidance, which was issued in 2006. An update on progress has been posted on the Centre for Public Scrutiny website: <https://www.cfps.org.uk/an-update-on-the-scrutiny-guidance/>

The new guidance will not be prescriptive. The decision on how to undertake the scrutiny role rests with individual Councils. It is the Government's view that each council is best placed to decide which arrangements best suit its own individual circumstances.

The Local Government Boundary Commission Review (LGBCE)

The review has been completed and the finalised recommendations are:

- Carlisle should be represented by 39 councillors, 13 fewer than there are now.
- Carlisle should have 13 wards, nine fewer than there are now.
- The boundaries of all wards should change; none will stay the same.

The LGBCE concluded that decreasing the number of councillors by 13 would still ensure that the Council can carry out its roles and responsibilities effectively. The recommendations must now be approved by Parliament and the new electoral arrangements will come into force at the local elections on 2 May 2019.

Applying the 39 members to current arrangements could mean that 24 (3x8) members will be on scrutiny panels. A more likely outcome is that continuing with the status quo will require a greater reliance on a smaller number of members and subsequently a continued use of substitutes.

Table 1 below, illustrates the reduction and its impact on availability of members for scrutiny.

Table 1: Estimated percentage of members on scrutiny

Item	2018-19	2019-20
Total membership	52	39
Executive	6	6 (assumed)
Mayor	1	1
Available for scrutiny	45	32
Needed for scrutiny	24 (53%)	3 panel – 24 (75%) 2 panel – 16 or 20 (50 – 63%) 1 panel - 8 or 10 (25 – 31%)

Effective scrutiny is crucial to the Council carrying out its roles and responsibilities. Appointment to scrutiny is not just a simple numeric apportionment but rather a search for special skills capable of undertaking the scrutiny role. It is critical that scrutiny with a politically balanced membership.

Task & Finish Groups

Members have commented that the less formal, more flexible, Task & Finish Group approach to a work programme can be more interesting. A Task & Finish Group allows members to bring their expertise to bear on a priority in a more dynamic setting than a formal panel meeting. The Member Learning Group has recently undertaken a survey of members to develop a pool of members willing to share their expertise through Task & Finish Groups.

The current approach to Task & Finish Groups ensures that the Council's reputation for transparency is maintained through regular reporting back to the parent panel. The Overview Report provides the panel, the Council and the public with a regular update on progress made in any active Task & Finish Group. This approach has been proven to work well in recent years, most notably in the Community Asset Transfer Task & Finish Group.

The group is clear that:

- Task & Finish Groups should be open to all members, thereby ensuring the greatest opportunity for Member engagement in policy development.
- Task & Finish Groups should only be convened when there is a clear need, they are not a substitute for scrutiny panels.

A decision to reduce the number of panels will likely lead to internal efficiencies which could be redirected to increase the amount of task & finish group work undertaken.

Frequency and time of meetings

The group has discussed the options around the frequency and timing of the panel meetings. The Council meets on an 8-weekly cycle and Executive meets on a 6-weekly cycle. It would therefore be prudent to retain the 6-weekly cycle of Overview and Scrutiny in 2019/20. This will give the panel(s) the flexibility to respond to emerging issues and ensure a timely completion of 'call-ins'.

A discussion on the frequency of the panel meetings included the time of day. It was appreciated by the group that the morning meetings often excluded participation from members in employment. A consideration should be given to moving the meetings to the afternoon and it was noted that Executive met at 4 pm.

'Cross-cutting' issues

The experience of recent joint scrutiny panels and budget scrutiny has highlighted the challenges of 'cross cutting' issues. A more co-ordinated scrutiny process would present the following benefits:

- Avoid a duplication of member and officer effort.
- Avoid duplication of lines of inquiry by the three panels.
- Allow more in-depth scrutiny of the key issues.

The three major projects identified in the Carlisle Plan, Borderlands Inclusive Growth Deal, St Cuthbert's Garden Village and the Sands Centre Redevelopment, all have cross-cutting issues relating to economic growth, health, wellbeing and finances. An effective scrutiny will

be forward looking, scrutinising the most corporate and strategically cross-cutting of Council planned activity.

The performance report is presented at three panels every quarter, this an example of a cross-cutting issue divided into three separate reports. The risk management report, corporate programme report and finance monitoring reports are examples of cross-cutting issues that are only currently reported to a single panel.

Any changes arising from this review should clarify how these cross-cutting issues will be coordinated within the new arrangements. This will be considered alongside the work on panel name(s) and remits.

Comparison to the groups of similar authorities

Several groupings consisting of similar sized District Councils have been analysed to compare scrutiny arrangements. There are 4 groups: Cumbria Districts, Nearest Neighbours (from the previous Audit Commission grouping), Historic Cities and South Lakeland District Council's (SLDC) comparator group. The details of each of these groups are presented in [appendix D](#).

Each of the groups are summarised in Table 2, Carlisle is only included in the Cumbria Districts Group and is excluded from the counts for each of the other groups.

Table 2: Summary of comparison groups (count of panels)

Group	Number of scrutiny panels				Total
	1 Panel	2 Panels	3 Panels	4 Or 5 Panels	
Cumbria Districts	4	1	1	0	6
Nearest Neighbours	4	5	3	3	15
Historic Cities	6	4	1	0	11
SLDC comparator group	12	0	1	0	13
Totals	26	10	6	3	45

The most frequent scrutiny arrangement within each of these groups is 1 or 2 panels.

Members should note that the number of panels is a rather basic comparator and doesn't itself show how industriously those panels undertake their duties. For that reason, the appendices also show the number of meetings held in a financial / civic year. That information ([Appendix D](#)) is summarised in table 3.

Table 3: Summary of comparison groups (count of meetings)

Authority grouping	Annual count of meetings		
	Low	High	Average
Cumbria	7	24	11
Nearest Neighbour	8	25	15
Historic Cities	4	24	13
SLDC Comparator Group	5	18	9

These figures, probably more than the more basic comparator based on the number of panels, demonstrate Carlisle's position as a relative outlier, with amongst the highest number of meetings from the 45 councils used in the comparative analysis.

Selected District Councils

Three District Councils have been selected to provide more detail on scrutiny arrangements with 2 or 1 panel(s). The three are Lancaster City Council, St. Edmundsbury Borough Council and Erewash Borough Council.

Comparison with Lancaster City Council (LCC)

LCC has undergone a LGBCE Review with the changes coming in May 2015 elections. The review concluded that the number of members remained at 60. LCC also underwent a Local Government Association Peer Review in 2015 which included an action to consider how to make best use of Overview & Scrutiny. The current arrangements are as follows:

Budget and Performance Panel

The purpose of this panel is to scrutinise the Council's arrangements and performance in relation to financial planning, including budget and target setting. The panel has a membership of 9 members and meets on a 9-week cycle, approximately, the meetings are in the evenings either at 6pm or 6:10pm.

Overview and Scrutiny Committee

The Overview and Scrutiny Committee has overall responsibility for the performance of all Overview and Scrutiny functions on behalf of the Council. The Overview and Scrutiny Committee can create Task Groups and sets their Terms of Reference. The Committee has moved towards a more informal way of working which tends to deliver results more quickly. Looking back at 2017/18, as reported in the Scrutiny Annual Report 2017/18, the Committee had the following:

- Customer Service and Future Complaints Policy Informal Task Group
- Digital Lancaster Informal Task Group
- Resilience Commission Informal Task Group

The Late-Night Economy in the Lancaster District Informal Task Group recommendations were reported to Cabinet and Council in 2017/18.

The Committee has a membership of 9 members and meets on a monthly cycle. The meetings are in the evenings either at 6pm, 6:10pm or 6:45pm.

Comparison with St. Edmundsbury Borough Council (SEBC)

In May 2018, Parliament authorised the creation of a new local authority called West Suffolk Council. This council will replace the existing authorities of Forest Heath District Council and St Edmundsbury Borough Council. The LGBCE is now carrying out an electoral review of the new council. St Edmundsbury Borough Council has 45 elected members.

SEBC has its own scrutiny arrangements for 2018/19 Civic Year and currently operates the following scrutiny committees arrangements:

Overview and Scrutiny Committee

The Overview and Scrutiny Committee covers the key scrutiny functions, holding the Cabinet to account. The Committee has 14 members and meets a 6-weekly cycle, approximately, with the meetings held at 4pm. They have on average one task & finish group a year. This year they have had two joint task and finish groups with Forest Heath District Council:

- West Suffolk Information Strategy

- Review of Bury St Edmunds Christmas Fayre

Performance and Audit Scrutiny Committee

The Performance and Audit Scrutiny Committee scrutinises how well the Council's services are performing by considering a range of information such as performance indicators and reports from external inspectors and by monitoring action plans. The Committee has 10 members, meets on a quarterly corporate planning and budgetary cycle and the meetings are held at 5pm. The Committee does not carry out reviews but may recommend that a review is carried out by the Overview and Scrutiny Committee.

Comparison with Erewash Borough Council (EBC)

EBC underwent an LGBCE Review with the changes, a reduction of 4 councillors, made in May 2015. EBC has 47 elected members and a single Overview and Scrutiny Committee with 17 members. The Committee meets on a 6-weekly cycle, meeting at 6:30pm. The Committee has active Task & Finish Groups working on:

- Out of Hours Task and Finish Group
- Progress of the Implementation of Universal Credit
- Review of Kerbside Collections and Recycling Services Task and Finish Group
- Task and Finish Group on Safeguarding
- Task and Finish review of Water Safety

Overview of all other governance arrangements

There are prescribed arrangements for some of the statutory committees, including the range of members who can sit on them. There is therefore less scope to alter these arrangements and to improve their efficiency. This is the primary reason for leaving this task until a review of scrutiny has been completed.

A summary of the governance arrangements is presented in [Appendix G](#) to provide context for the review of scrutiny and a shared understanding for the next phase of the review. The Task & Finish Group will consider the wider governance arrangements once the recommendations for scrutiny have been shared for consultation, at the earliest this will be in January 2019.

Table 4: Summary of meetings and timetable for consultation

Date	Meeting	Activity
18 October	Business & Transformation Scrutiny Panel	Task & Finish Group established
18 October	Task & Finish Group Meeting	Initial meeting
22 November	Economic Growth Scrutiny Panel	Panel discussed change and provided feedback
29 November	Business & Transformation Scrutiny Panel	Panel discussed change and provided feedback
29 November	Task & Finish Group Meeting	Agree methodology and set timescale
13 December	Task & Finish Group Meeting	Agree draft report
3 January	Business & Transformation Scrutiny Panel	Approve report for consultation
7 February	Special Health & Wellbeing Scrutiny Panel	Consider report and recommendations
7 February	Special Economic Growth Scrutiny Panel	Consider report and recommendations
22 February	Business & Transformation Scrutiny Panel	Approve for Council via Monitoring Officer
11 March	Executive	Executive have four weeks to consider the report before it goes to Council
30 April	Council	Council decision
20 May	Council	Annual Council implementation

Conclusions

The majority of scrutiny panel members agree that the current arrangements should be reduced from 3 panels.

The reduction of members from 52 to 39 for Civic Year 2019/20 is a key consideration, the function of scrutiny can be delivered with 39 members. How the scrutiny function is delivered is a decision for Council.

Nationally, work is underway to update the guidance for Overview & Scrutiny. The review found that the most significant factor in determining whether scrutiny committees are effective is the organisational culture of a council. The new guidance will not prescribe a scrutiny arrangement as this is a decision for each council.

Arrangements for cross-cutting issues should be considered once a recommendation for Council has been finalised. Historically, this issue has been resolved through discussions at the Scrutiny Chairs Group.

Carlisle has more scrutiny panels, meeting more frequently than any other District Council in Cumbria. It is increasingly rare to find any District Council operating three panels on a 6-weekly cycle, most have reduced the number of panels.

Any future work programmes for the new scrutiny arrangements will be developed with cognizance of the member and officer resources available. Prioritisation within the work programmes will ensure effective and efficient scrutiny.

To illustrate a 2-panel arrangement the following working titles and summary work themes ([Appendix E](#)) are suggested:

- Internal Overview & Scrutiny Panel with an inward-looking set of remits
- External Overview & Scrutiny Panel with an outward-looking set of remits

An analysis of the agenda items ([Appendix E](#)) confirms that a 2-panel structure would be practical, with an average of 5 items per panel meeting.

Recommendations

4. The Task & Finish Group consider a move to a 2-panel structure as preferable, but would like more evidence on the likely efficiencies and improvements, in particular the need for mandatory training in Overview & Scrutiny skills
5. The panels are made up of between 8 and 10 members
6. The panels meet every 6 weeks

Appendices:

A: Current scrutiny procedures and remits

Link: [Constitution Panel Remits](#)

Health & Wellbeing Scrutiny Panel Pages: 56-58

Business & Transformation Scrutiny Panel Pages: 59-61

Economic Growth Scrutiny Panel Pages: 62-63

B: Initial feedback

As part of the process of reviewing the number of Scrutiny Panels, Chairs of the current three panel were asked for their views. These would ultimately be fed into the wider Task and Finish group review and reflected in any final proposals. The views put forward are set out below: -

Economic Growth Scrutiny Panel

The Chair of EGSP canvassed views at the meeting of the panel on 22 November 2018. A summary of the views of the panel is set out below: -

- One member thought that fewer panel members, but more panels would be a better way forward, with more clarity about the panel remits.
- It was recognised that changing panel numbers had been looked at previously, but there was now added focus, because of the reduction in councillor numbers expected in 2019. In that context, when taking account of the requirements to source (i) an executive and (ii) a number of statutory type committees, there would only be a small pool of councillors remaining, which led to the conclusion that a reduction was needed, to a maximum of 2, or perhaps a single overarching panel.
- There was a thought that maybe a reduction to a single panel would create too great a workload.
- Other views included: -
 - being more flexible around timing of meetings (evenings perhaps) - although other members saw this as potentially problematic, as they had a number of parish council commitments in the evenings.
 - Looking to improve the process of scrutiny could well be part of the solution (by doing things differently).
- In conclusion, the consensus appeared to be that a change was needed, and that a movement to two panels might be the best way forward at this stage.

Health and Wellbeing Scrutiny Panel

The chair of the panel provided the following feedback..... 'I feel that with the number of tasks we have to do on Scrutiny, it would be wise to keep it at the three panels, otherwise two would end up being swamped.'

C: Parliamentary review of the Local Authority Scrutiny Function

1. Effectiveness of Local Authority Overview and Scrutiny Committees; a report by the House of Commons Communities and Local Government Department:

<https://publications.parliament.uk/pa/cm201719/cmselect/cmcomloc/369/369.pdf>

2. Government response to the Communities and Local Government Committee first report on the effectiveness of Local Authority Overview and Scrutiny Committees:

<https://www.parliament.uk/documents/commons-committees/communities-and-local-government/2017-19-Correspondence/Government-Response-to-the-Communities-and-Local-Government-Committee-First-Report-on-the-effectiveness-of-local-authority-overview-and-scrutiny-committees.pdf>

D: Comparison groups

Cumbria's District Councils

Authority	Population (Mid-2016 estimates)	No of Panels / Committees	Frequency of meetings	Total meetings
Allerdale	97,000	1	6-weekly	8
Barrow	67,300	1	6-weekly	7
Copeland	69,300	1*	6-weekly	10
Eden	52,600	2	10-weekly	10
South Lakeland	103,300	1	8-weekly	7
Carlisle	108,400	3	6-weekly	24

*A sub-committee also exists.

<https://www.allerdale.gov.uk/en/council-and-democracy/scrutiny-committee/>

<https://barrowbc.gov.uk/about-the-council/barrow-council/council-minutes-agendas/overview-and-scrutiny-committee/>

<https://copeland.moderngov.co.uk/mgListCommittees.aspx?bcr=1>

<https://democracy.eden.gov.uk/mgListCommittees.aspx?bcr=1>

<http://democracy.southlakeland.gov.uk/mgListCommittees.aspx?bcr=1>

Carlisle City Council – Nearest Neighbour Scrutiny arrangements

Authority	Population	No. of Panels / Committees	Frequency of Meetings	Total meetings
East Staffordshire	117,600	2	6 weekly	14
Wyre Forest	100,700	1	10 per year	10
Cannock Chase	99,100	4	Quarterly	16
Bassetlaw	116,300	1	Monthly	12
South Kesteven	141,700	5	5 per year	25
Mansfield	108,600	3	6 weekly	24
Newcastle under Lyme	129,000	3	Quarterly	12
Tamworth	75,600	3	6 weekly	24
Chesterfield	104,600	2	2 monthly	12
Erewash	115,300	1	6 weekly	8
St Edmundsbury	113,700	2	6 weekly	16
Nuneaton and Bedworth	128,700	4	Quarterly	16
Kettering	100,300	2	5 per year	10
Lancaster	142,500	2	Monthly + 5 per year	17
Taunton Deane	117,400	1	6 weekly	9
Carlisle	108,300	3	6 weekly	24

<http://www.eaststaffsbc.gov.uk/council-democracy/committees>

<http://www.wyreforest.gov.uk/council/committees/com193.htm>

<https://www.cannockchasedc.gov.uk/council/council-committees/schedule-memberships-cabinet-committees-and-other-bodies>

<http://data.bassetlaw.gov.uk/browse-the-catalogue/council-agendas-and-minutes/overview-scrutiny-committee.aspx>

<http://moderngov.southkesteven.gov.uk/mgCommitteeDetails.aspx?ID=496&J=8>

<http://www.mansfield.gov.uk/scrutiny>

<https://moderngov.newcastle-staffs.gov.uk/ieDocHome.aspx?Categories=>

<http://democracy.tamworth.gov.uk/mgListCommittees.aspx?bcr=1>

<https://www.chesterfield.gov.uk/your-council/the-council/overview-and-scrutiny.aspx#>

<https://moderngov.erewash.gov.uk/mgCommitteeDetails.aspx?ID=327>

<https://democracy.westsuffolk.gov.uk/ieListMeetings.aspx?Committeed=130>

https://www.nuneatonandbedworth.gov.uk/info/20050/council_elections_and_meetings/309/overview_and_scrutiny/1

https://www.kettering.gov.uk/info/20007/councillors_mps_and_decision_making/12034/council_and_committees/2

<https://committeeadmin.lancaster.gov.uk/ieListDocuments.aspx?CId=298&MId=7233&Ver=4>

<https://www.tauntondeane.gov.uk/democratic/council-meetings-minutes-agendas/>

Carlisle City Council - Historic Cities – Scrutiny Arrangements

Authority	Population	No of panels	Frequency	Total meetings	T&F Groups (17/18)
Mansfield	108,600	3	6 weekly	24	(3) 2
Lancaster	142,500	2	Monthly + 5 per year	17	(3) 2
Ipswich	138,500	1	6 weekly	8	(4) 2
Gloucester	129,100	1	Monthly + budget	13	Requested
Eastbourne	103,300	1	Quarterly	4	Requested
Dover	158,800	2	Monthly	24	(0) 0
Cheltenham	117,100	1	6 weekly	8	Requested
Boston	68,500	2	6 weekly	14	Requested
Bedford		Excluded on basis that it is a unitary authority			N/A
Bassetlaw	116,300	1	Monthly	12	Requested
Amber Valley	125,900	1	2 Monthly	6	Requested
St Edmundsbury	113,700	2	6 weekly	16	2 (2)
Swale	146,700	1	6 Weekly	8	Requested
Carlisle	108,300	3	6 Weekly	24	(2) 1

Information on current and 2017/18 Task & Finish Groups have been requested. The responses are recorded in the 'T&F Groups (17/18)' column. The number in brackets is the count for 2017/18.

<http://www.mansfield.gov.uk/scrutiny>

<https://committeeadmin.lancaster.gov.uk/ieListDocuments.aspx?CId=298&MId=7233&Ver=4>

<https://democracy.ipswich.gov.uk/ieListMeetings.aspx?Committeed=136>

<https://democracy.gloucester.gov.uk/ieListMeetings.aspx?Committeed=408>

<http://democracy.lewes-eastbourne.gov.uk/mgCommitteeDetails.aspx?ID=128>

www.dover.gov.uk/Council--Democracy/Scrutiny/Committees.aspx

<https://democracy.cheltenham.gov.uk/ieListMeetings.aspx?CId=267&Year=0>

<http://moderngov.boston.gov.uk/ieDocHome.aspx?Categories=>

<http://data.bassetlaw.gov.uk/browse-the-catalogue/council-agendas-and-minutes/overview-scrutiny-committee.aspx>

<https://www.ambervalley.gov.uk/council/committees-and-meetings/>

<https://democracy.westsuffolk.gov.uk/ieListMeetings.aspx?Committeed=130>

<https://services.swale.gov.uk/meetings/mgCalendarAgendaView.aspx?XXR=0&M=1&DD=2017&ACT=Go&WN=1&CID=139&OT=R&MR=1&>

South Lakeland DC nearest neighbour comparator councils

Authority	Population	No. of Panels / Committees	Frequency of Meetings (pa is per annum)	Total meetings
Wealden	158,900	1	6	6
South Hams	85,300	1	10pa	10
Teignbridge	131,400	1	10pa	10
East Devon	142,300	1	12	12
Cotswold	87,500	1	5	5
West Dorset	102,100	1	8	8
Chichester	120,200	1	6	6
Wychavon	125,400	1	9	9
Hambleton	90,700	1	8	8
New Forest	179,600	3	6	18
Lewes	102,300	1	6	6
Stratford upon Avon	125,200	1	12	12
Suffolk Coastal	129,000	1	12	12
Carlisle	108,300	3	6 weekly	24

Links not included.

E: Suggested 2 panel scrutiny arrangement, working titles and summary work themes

Any changes arising from this review should clarify how cross-cutting issues will be coordinated within the new arrangements. This will be considered alongside the work on panel name(s) and remits.

Items in bold text have featured on the work programmes for 2018/19, remits that have not featured as agenda items are covered by the budget scrutiny and quarterly performance report.

External Overview & Scrutiny Panel

To fulfil all the functions and have all the powers and responsibilities of a Crime and Disorder Committee under the provisions of section 19 of the Police and Justice Act 2006 and any relevant regulations or guidance.

Bereavement Services 3	Environmental Strategy 1/3	Performance Monitoring 2
Business Support 4	Events 1	Public Realm 3
Car parking 3	Food Safety 3	Regeneration 4
City Centre 3	Greenspaces 3	Sport and leisure 6
Community development 5	Health and Wellbeing 5	Strategic partnerships 1
Community Safety 5	Heritage 4	Tourism 6
Cultural Strategy 6	Homelessness Strategy 4	Town Twinning 1
Disabled Facilities Grants 5	Housing Strategy 4	Tullie House Trust 6
Economic development 4	Inward Investment 4	Waste and recycling 3
Emergency Planning 1	Local Plans and planning 4	Welfare and advice 4
Environmental Health and Protection 3	Neighbourhoods 3	Youth engagement 1

Internal Overview & Scrutiny Panel

Asset Management 2	Financial Monitoring 2	Organisation Development 2
Budget Framework 2	Governance Framework 2	Performance Management Framework and Performance Monitoring 2
Business continuity 1	Health & Safety (internal) 2	Procurement 2
Communication and marketing 1	Human Resources 2	Property (strategic) 2/4
Corporate Plan 1	ICT 2	Revenues and Benefits 2
Corporate Programme and Projects 2	Information Governance 2	Risk Management 2
Customer contact & care 5	Insurance 2	Service Reviews 2
Efficiency Plans 2	Internal Audit 2	Strategic Finance 2
Electoral Registration 2	Legal, Licensing and Regulation 2	Treasury Management 2
Equality Policy 5	Medium Term Financial Plan 2	Workforce Development 2
External Funding 2	Member training and development 2	

Portfolio Holder Key:

1	Leader
2	Finance, Governance & Resources
3	Environment & Transport
4	Economy, Enterprise & Housing
5	Communities, Health & Wellbeing
6	Culture, Heritage & Leisure

F: Analysis of Overview & Scrutiny agenda items

Year 2018/19 (based on initial work programme and actual meetings)

Panel	Number of meetings	Agenda items	Average
Business & Transformation	8	30	3.8
Economic Growth	8	23	2.9
Health & Wellbeing	8	23	2.9

Year 2017/18

Panel	Number of meetings	Agenda items	Average
Business & Transformation	8	31	3.9
Economic Growth	8	23	2.9
Health & Wellbeing	8	27	3.4

Year 2016/17

Panel	Number of meetings	Agenda items	Average
Resources	8	39	4.9
Economy	8	27	3.4
Community	8	25	3.1

For a 3-panel structure this averages 3 items per agenda for each panel
(284 items/72 meetings)

For a 2 -panel structure this averages 5 items per agenda for each panel
(248 items/48 meetings)

Please Note:

Panel names and remits were changes during 2017-18

Analysis is for normal business and therefore excludes special meetings and task and finish group meetings

G: Summary of current governance structure:
COMMITTEES AND PANELS (TO BE APPOINTED BY COUNCIL)

Name	Frequency	Current	Minimum	Maximum	Legislation and notes
Appeals Panel (3)	As required	3 plus 3 subs – 18 members in total			A Member cannot hear a complaint if: They know the Complainant The Complainant resides in their ward They were involved in the decision i.e. Planning Permission
Audit Committee	Nominally quarterly, but in the last few years an additional meeting has been held in July to agree the sign off accounts	7 plus 7 subs			No member of the Executive and no Chair of Scrutiny Panels will be eligible to be a Member of the Audit Committee
Development Control Committee	6 weeks	12 plus 7 subs			Training to attend these committees is mandatory
Employment Panel	As required	6 plus 6 subs			One Executive Member must be a member of the Employment Panel
Licensing Committee	Quarterly –meetings coincide with Regulatory Panel	12 plus 7 subs	10	15	Licensing Act 2003. Committee can delegate to sub-committees (see over). No need for political balance. Training to attend these committees is mandatory
Regulatory Panel	6 weekly	12 plus 7 subs			Council has decided on same membership as Licensing Committee Training to attend these committees is mandatory
Scrutiny Panels (3)	6weeks	8 – plus 7 subs* for each Panel except BTSP which has 6			Executive Members cannot be members of Scrutiny Panels Local Government Act 1972. Guidance advises that Panels should meet frequently and be cross cutting. Must be politically balanced.
Standards Committee	As required	7 – plus 7 subs			Must be politically balanced. May contain non-voting Members – S104 LGA '72

COMMITTEES / GROUPS NOT APPOINTED BY COUNCIL: The following Sub-Committees are appointed by the Licensing Committee:

Name	Frequency	Current	Minimum	Maximum	Legislation and notes
Licensing Sub-Committee (4)	As required	3 – plus 3 subs per Cmttee = the 12 substantive members of the licensing Committee and its substitutes			No need for political balance. Training to attend these committees is mandatory Members who attend the meeting must not be the relevant Ward Member

COMMITTEES / GROUPS NOT APPOINTED BY COUNCIL – APPOINTMENTS MADE BY THE LEADER OR BY OTHER COMMITTEES/GROUPS

Name	Frequency	Current	Minimum	Maximum	Legislation and notes
Executive	4 weeks	6	Leader + 2 cannot include Mayor or Deputy Mayor	10	Local Government Act 2000 Appointment by the Leader
Joint Consultative Group					Appointment by the Leader
Market Management Group	Bi-annual	3			Appointed by the Leader's Scheme of Delegation so are Executive Members Appointment by the Leader

<http://intranet.carlisle.gov.uk/yourcouncil/dirser/legal/demserv/Documents/Committee%20Membership%202018-19%20-%20Annual%20Council%2021%2005%2018.doc>

*Consideration should be given to establishing a bank of named substitutes which could attend any of the three Scrutiny Panels.

EXCERPT FROM THE MINUTES OF THE ECONOMIC GROWTH SCRUTINY PANEL HELD ON 17 JANUARY 2019

EGSP.08/19 TASK AND FINISH GROUP REPORT – AN EFFICIENCY AND EFFICACY REVIEW OF THE CURRENT GOVERNANCE STRUCTURES OF THE COUNCIL

The Policy and Communications Manager submitted OS.01/19 – Business and Transformation Scrutiny Panel Task and Finish Group Report: An efficiency and efficacy review of the current governance structures of the Council. The two principal drivers which had precipitated the review were: the Local Government’s Boundary Commission for England’s Review of electoral wards in the district and its recommendation that the number of Elected Members at the authority be reduced from 52 to 39 and; recent national government’s guidance on local authority scrutiny function.

Communications had been sent to each of the Political Groups and Group Leaders to inviting their views. The Policy and Communications Manager emphasised that the report was a working document which would be adapted as a result of input into the process. The Health and Wellbeing Scrutiny Panel were scheduled to consider the matter at a special meeting on 7 February 2019 and the Business and Transformation Scrutiny Panel would consider the matter on 22 February 2019.

In considering the report Members raised the following questions and concerns:

A Member commented that the report was useful to a degree, particularly the comparison data with other local authorities. However, he felt that the report had not addressed the issues of efficiency and efficacy. In his view scrutiny was an important function, and whilst it was reasonable to consider the number of Panel, memberships, frequency of meetings, the issue of effectiveness was a more important consideration.

The Member noted that the report referred to a Parliamentary Review of Local Authority Scrutiny Function which outlined a number of metrics for assessing the effectiveness of scrutiny, he suggested that it be used as a template for further evidence gathering for the review into the Council’s current governance arrangements.

The Policy and Communications Manager acknowledged the Member’s comments, the Parliamentary Review had placed a significant emphasis on organisational culture, accordingly, such an approach would require the gathering of Member and Officer views. Developing a methodology to judge effectiveness in a valid way, required the comparison of activity against identified standards, of which there were none.

The Policy and Communications Manager indicated that the effectiveness of scrutiny was a judgement for Members to make, and that they may wish to consider the following as standards: the number of Panel resolutions which had impacted on Executive decision making; the number of Call-ins; number of Members involved in policy development through Task and Finish groups.

The Member appreciated the Officer’s comments but reiterated his view that the methodology used in the Parliamentary Review constituted a useful template for the Council employ in its review.

The Chairman commented that it was a difficult issue and noted that there had been a review of scrutiny in the previous Municipal Year which had changed Panel remits. The current review had essentially provided an options exercise which questioned the sustainability of the number of Panels going forward. He felt that the proposed reduction in the number of Councillors was not the prerequisite for change, rather a consideration of the effectiveness of the function.

A number of Members supported the view that an assessment of the effectiveness of scrutiny should come before a review of the number of Panels and frequency of meetings. Moreover, it was important that a sufficient body of evidence was compiled to enable Members to meaningfully consider the issues.

A Member considered that policy development was an important aspect of the scrutiny function and that the low number of call-ins was a result of that. Consequently, such activity was important for involving Members in the Council's work. In terms of the proposals contained in the report he welcomed greater use of Task and Finish Group work and indicated that he felt able to support a proposal for 2 Panels, going forward.

Another Member noted that there had been one Task and Finish Group in the current Municipal year, and two in the preceding year. In the context of the review, she did not support the proposal of reducing the overall number of Panels as a vehicle for increasing Task and Finish Group work. Additionally, she felt that in assigning work to Task and Finish Groups there ought to be a checklist used to identify suitable items.

The Chairman sought Member's agreement that the Panel supported the resolution of the Business and Transformation Scrutiny Panel on 3 January *"That the Task and Finish Group continue to gather further evidence to be submitted to the Business and Transformation Panel at its special meeting along with feedback from consultation with the Groups and other Scrutiny Panels"*, (Minute excerpt BTSP.09/19 (2) refers).

A Member commented that there would be a new Council in May, which may or may not be supportive of the recommendations of the Task and Finish Group, therefore it was important that there was a body of valid evidence for the organisation to consider whether its scrutiny function was effective.

RESOLVED – 1) That report OS.01/19 – Business and Transformation Scrutiny Panel Task and Finish Group Report: An efficiency and efficacy review of the current governance structures of the Council be received.

2) That the Panel supported the resolution of the Business and Transformation Scrutiny Panel on 3 January *"That the Task and Finish Group continue to gather further evidence to be submitted to the Business and Transformation Panel at its special meeting along with feedback from consultation with the Groups and other Scrutiny Panels"*, (Minute excerpt BTSP.09/19 (2) refers).

EXCERPT FROM THE MINUTES OF THE HEALTH AND WELLBEING SCRUTINY PANEL HELD ON 7 FEBRUARY 2019

HWSP.11/19 TASK AND FINISH GROUP REPORT – AN EFFICIENCY AND EFFICACY REVIEW OF THE CURRENT GOVERNANCE STRUCTURES OF THE COUNCIL

The Policy and Communications Manager submitted OS.02/19 – Business and Transformation Scrutiny Panel Task and Finish Group Report: An efficiency and efficacy review of the current governance structures of the Council. The report outlined the stages and timetable for the review with the overall report having been approved by the Business and Transformation Scrutiny Panel Task and Finish Group as a suitable consultation document for the Panels to consider.

The Policy and Communications Manager stated the review was a work in progress and drew Members' attention to the report recommendations, the Economic Growth Scrutiny Panel had discussed the matter on 17 January, its comments and issues raised therein had been considered at the Scrutiny Chairs Group on 24 January. The purpose of the work was to develop an informed evidenced based report for the Business and Transformation Scrutiny Panel Task and Finish Group to consider and determine the next steps for the review.

In discussion the following points were raised:

- Referring to the report recommendations, that future Panels be made up of between 8 and 10 Members, was that number prescribed?

The Policy and Communications Manager responded that he had looked at legislation regarding the make-up of Council Panels and that there was no stipulation on the numbers required to make up a scrutiny panel. The Local Government Boundary Commission for England, who had recommended a reduction in the overall number of Councillors at the authority, indicated that the scrutiny function was sustainable going forward.

In terms of the recommendation of 8 – 10 Members the Policy and Communications Manager advised that level of membership had been proposed on the basis of a reduction in the number of Panels and was aimed at sustaining the level of Member participation in the scrutiny function.

- The Chairman sought clarification that the report proposed an internal facing Panel and external facing Panel for the future.

The Policy and Communications Manager responded that the Council had previously conducted a review of its scrutiny function which had created the current Panels' remits. Appendix E of the report, which illustrated a two Panel model had been a consideration during that earlier review.

The Chairman responded that, in his view, a reduction to two Panel would mean that the workload for those Panels would be too vast and would lead to excessively lengthy meetings.

Another Member commented that he felt there were pros and cons to each model, he considered that a single Panel would be a workable format, although it would require a higher number of seats than any of the current individual Panels.

A Member stated that he considered scrutiny was an important function within the authority however, he felt the matter ought to be determined by the Council in the new Civic Year. He further indicated that he was supportive of three Panels with the chairmanships being allocated as follows: 1 Conservative, 1 Labour, and 1 Independent.

Responding to a question from a Member regarding the capacity to amend the timetable for the review, the Policy and Communications Manager noted that the report recommendations requested comments on that point. Were Members minded to amend the timetable to enable any decision on the scrutiny function to be taken in the forthcoming Civic Year, that was an important issue to feedback to the Task and Finish Group. In his view there were 2 aspects to the review: the number of Panels and their remits and; the timetable for making a decision, both of which were matters for Members.

- Who would decide whether recommendations on the future governance arrangements for scrutiny would be submitted to Council?

The Policy and Communications Manager advised that the Special meeting of the Business and Transformation Scrutiny Panel on 22 February 2019 would decide how the review would be progressed, including whether any recommendations were to be made to Council.

A Member indicated, that were the Panel to vote on any agreement of principle in relation to the review, he would abstain, as he felt the matter ought to be determined in the new Civic Year.

The Chairman stated that he felt his interests were conflicted due to his chairmanship of the Panel. He reiterated that he considered three Panels to be the most appropriate system going forward, but stated that he would leave Members to decide the matter.

A Member sought clarification that the Panel was not required to vote on the matter, but to provide comments to the Task and Finish Group for their consideration.

The Policy and Communications Manager confirmed that the Panel was required to provide comments on the report recommendations. The minutes of the meeting would record the Panel's view, but it was not necessary for a consensus to be achieved.

A Member moved that a 2 Panel system be adopted with an increased number of seats on each. It was a matter for the Business and Transformation Scrutiny Panel to decide how to progress the issue. The proposal was seconded and put to the vote. The vote was carried.

BTSP.09/22 FUTURE SCRUTINY TASK AND FINISH GROUP REPORT

The Overview and Scrutiny Officer submitted report OS.01/22 which summarised the work of the Future Scrutiny Task and Finish Group and set out its findings for the Panel to consider. The Task and Finish Group had been established by the Panel to reconsider Scrutiny arrangements within the Council. The Task and Finish Group proposed a two Panel structure, with a "Place Panel" and a "People Panel". The structure included an ad-hoc "Resources Panel" that would be serviced by Members of the Place and People Panels and would consider budget matters. The Panels would continue to be made up of 8 Members and the People and Place Panels would meet 8 times a year.

The Corporate Director of Governance and Regulatory Services had not been involved in the work of the Task Group, however, he indicated that the proposed change to the Panels would be relatively straightforward. He clarified that the Panel could not stipulate the Membership of the new Resources Panel. As a formal committee of the Council the Panel would be subject to the same proportionality rules as the other Panels and the seat allocations were a matter for each Group.

The Panel debated the proposals. Some Members felt it was not the appropriate time to create additional work for Members or Officers. The impact of the Local Government Reorganisation was unknown but he felt that two Panel may struggle to keep up with the workload.

Some Members spoke in support of the proposals. A change to Scrutiny had been discussed for many years, the proposals gave clear direction for the responsibility of the new Panels and reduced duplication of work.

The Corporate Director of Governance and Regulatory Services commented that, although the changes to the Panels would be a relatively straightforward process, he felt it was a misplaced use of resources given that the City Council would only be operational for a further 18 months. The proposed changes retained three Panels, each with 8 Members and a slightly reduced number of meetings. He clarified that, if the Panel supported the recommendations of the Task Group, they would be recommending that he, as Monitoring Officer, write a report to Council making recommendations to change the Scrutiny arrangements. The recommendation he would make to Council would differ from the Task and Finish Group recommendations as the membership of the new Resources Panel could not stipulated.

Following voting it was

RESOLVED - That the Monitoring Officer be recommended to make changes to the Carlisle City Council Constitution that would allow Scrutiny to move to a two scrutiny Panel arrangements, as outlined in the proposals set out in report OS.01/22.

Article 6 – Overview and Scrutiny Committees 6.01**Terms of reference**

The Council will appoint the overview and scrutiny committees (which will be called Overview and Scrutiny Panels) set out in the left hand column of the table below to discharge the functions conferred by section 21 of the Local Government Act 2000 in relation to the matters set out in the right hand column of the same table.

Panel	Scope
People Scrutiny Panel	<p>To fulfil all the functions of an overview and scrutiny committee as they relate to Community Activities, Health and Wellbeing and Culture and Recreation and miscellaneous Financial and Regulatory matters as more particularly described in the Table appearing at the end of the Overview and Scrutiny Procedure Rules set out in Section 3 of this Constitution.</p> <p>To fulfil all the functions and have all the powers and responsibilities of a Crime and Disorder Committee under the provisions of section 19 of the Police and Justice Act 2006 and any relevant regulations or guidance.</p>
Resources Scrutiny Panel	<p>To fulfil all the functions of an overview and scrutiny committee as they relate to Budgetary matters as more particularly described in the Table appearing at the end of the Overview and Scrutiny Procedure Rules set out in Section 3 of this Constitution.</p>
Place Scrutiny Panel	<p>To fulfil all the functions of an overview and scrutiny committee as they relate to Economic Development, Regeneration, Infrastructure, Environment, Transport, Property Management, Waste and</p>

	Recycling as more particularly described in the Table appearing at the end of the Overview and Scrutiny Procedure Rules set out in Section 3 of this Constitution.
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6.02 **General role**

Within their terms of reference, overview and scrutiny committees will:

- (i) review and/or scrutinise decisions made or actions taken in connection with the discharge of any of the Council's functions;
- (ii) make reports and/or recommendations to the full Council and/or the executive and/or any joint or area committee in connection with the discharge of any functions;
- (iii) consider any matter affecting the area or its inhabitants; and
- (iv) exercise the right to call-in, for reconsideration, decisions made but not yet implemented by the executive and/or any area committees.

6.03 **Specific functions**

(a) **Policy development and review.**

Overview and scrutiny committees may:

- (i) assist the Council and the executive in the development of its budget and policy framework by in-depth analysis of policy issues;
- (ii) conduct research, including community and other consultation in the analysis of policy issues and possible options;
- (iii) consider and implement mechanisms to encourage and enhance community participation in the development of policy options;
- (iv) question members of the executive and committees and chief officers about their views on issues and proposals affecting the area;
- (v) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working; and
- (vi) carry out best value reviews of the Council's services within their areas of responsibility and make recommendations to the executive and the Council.

Overview and Scrutiny Procedure Rules

1. What will be the number and arrangements for overview and scrutiny committees?

The Council has overview and scrutiny committees (which will be called Scrutiny Panels) with the terms of reference and functions set out in Article 6 and whose scope is more particularly described in the Table to these Rules and will appoint to them as it considers appropriate from time to time. Such committees may appoint sub-committees. Overview and Scrutiny committees may also be appointed for a fixed period, on the expiry of which they shall cease to exist.

2. Membership of overview and scrutiny committees

All councillors except members of the executive may be members of an overview and scrutiny committee. However, no member may be involved in scrutinising a decision with which they have been directly involved. Each overview and scrutiny committee shall comprise eight Members and shall be politically balanced.

3. Co-optees

Each overview and scrutiny committee or sub-committee shall be entitled to recommend to Council the appointment of a number of people as non-voting co-optees.

4. Meetings of the overview and scrutiny committees

There shall be at least one ordinary meeting of the People and Place overview and scrutiny committee every six weeks and at least three meetings of the Resources overview and scrutiny committee on a schedule approved by the Council. In addition, extraordinary meetings of the overview and scrutiny committees may be called from time to time as and when appropriate. Any overview and scrutiny committee acting as the Council's Crime and Disorder Committee under the Police and Justice Act 2006 shall meet no less than once every twelve months (or otherwise as legislation may require) to discharge the Council's functions and responsibilities under the said Act. An overview and scrutiny committee meeting may be called by the chair of the relevant overview and scrutiny committee, or by the proper officer if he/she considers it necessary or appropriate.

5. Quorum

The quorum for an overview and scrutiny committee shall be as set out for committees in the Council Procedure Rules in Section 3 of this Constitution.

6. Who chairs overview and scrutiny committee meetings?

Chairs and vice chairs of overview and scrutiny committees/sub-committees will be drawn from among the councillors sitting on the committee/sub-committee, and subject to this requirement, will be appointed at the Annual Council meeting. The Council requires that each of the two largest political groups has one overview and scrutiny chair and one vice-chair (on separate committees where possible) to be decided in discussion by the leaders of the two largest political groups and, in the absence of agreement, then the Council will decide the appointments in such manner as it determines. The remaining Chair and Vice-Chair appointments to be decided by the Council in such manner as it determines.

7. Work programme

The overview and scrutiny committees/sub-committees will, subject to any requests from the Council, be responsible for setting their own work programme and in doing so they shall take into account wishes of members on that committee who are not members of the largest political group on the Council.

8. Agenda items

Any member of an overview and scrutiny committee or sub-committee shall be entitled to give notice to the Proper Officer that they wish an item relevant to the functions of the committee or sub-committee to be included on the agenda for the next available meeting of the committee or sub-committee. On receipt of such a request the Proper Officer will ensure that it is included on the next available agenda.

Any six members of the Council who are not members of an overview and scrutiny committee may give written notice to the proper officer that they wish an item to be included on the agenda of a relevant overview and scrutiny committee. If the proper officer receives such a notification, then he/she will include the item on the first available agenda of the relevant overview and scrutiny committee for consideration by the committee.

Any member of the Council who is not a member of an overview and scrutiny committee may give written notice to the proper officer that he/she wishes an item in respect of any "local government matter" (as defined in section 21A of the Local Government Act 2000) relevant to the Committee's functions to be included on the agenda of a relevant overview and scrutiny committee. If the proper officer receives such a notification, then he/she will include the item on the first available agenda of the relevant overview and scrutiny committee for

consideration by the committee who shall deal with the matter in accordance with section 21A of the said Act.

Any member of the Council who is not a member of the authority's crime and disorder committee may give written notice to the proper officer that he/she wishes an item in respect of any "local crime and disorder matter" (as defined in section 19 of the Police and Justice Act 2006) to be included on the agenda of the crime and disorder committee. If the proper officer receives such a notification then they will include the item on the first available agenda of the committee for consideration by the committee who shall deal with the matter in accordance with the said Act or any relevant regulations or guidance. This will include making a report or recommendations to the Council with respect to any local crime and disorder matter which might be raised by a member of the Council in accordance with these provisions.

The overview and scrutiny committees shall also respond, as soon as their work programme permits, to requests from the Council and if they consider it appropriate the executive to review particular areas of Council activity. Where they do so, the overview and scrutiny committees shall report their findings and any recommendations back to the executive and/or Council. The Council and/or the executive shall consider the report of an overview and scrutiny committee within one month of receiving it.

9. Policy review and development

- (a) The role of the overview and scrutiny committees in relation to the development of the Council's budget and policy framework is set out in detail in the Budget and Policy Framework Procedure Rules.
- (b) In relation to the development of the Council's approach to other matters not forming part of its policy and budget framework, overview and scrutiny committees or sub-committees may make proposals to the executive for developments in so far as they relate to matters within their terms of reference.
- (c) Overview and scrutiny committees may hold enquiries and investigate the available options for future direction in policy development and may appoint advisers and assessors to assist them in this process. They may go on site visits, conduct public surveys, hold public meetings, commission research and do all other things that they reasonably consider necessary to inform their deliberations. They may ask witnesses to attend to address them on any matter under consideration and may pay to any advisers, assessors and witnesses a reasonable fee and expenses for doing so.

10. Reports from overview and scrutiny committees

- (a) Once they have formed recommendations on proposals for development, the overview and scrutiny committees will prepare a formal report and submit it to the proper officer for consideration by the executive (if the proposals are consistent with the existing budgetary and policy framework), or to the Council as appropriate (e.g. if the recommendation would require a departure from or a change to the agreed budget and policy framework).
- (b) If an overview and scrutiny committee cannot agree on one single final report to the Council or executive as appropriate, then up to one minority report may be prepared and submitted for consideration by the Council or executive with the majority report.
- (c) The Council or executive shall consider the report of the overview and scrutiny committee within one month of it being submitted to the proper officer.

11. Making sure that overview and scrutiny reports are considered by the executive

- (a) Once an overview and scrutiny committee has completed its deliberations on any matter it will forward a copy of its final report to the proper officer who will allocate it to either or both the executive and the Council for consideration, according to whether the contents of the report would have implications for the Council's budget and policy framework.
 - (i) If the proper officer refers the matter to Council, he/she will also serve a copy on the leader with notice that the matter is to be referred to Council. The executive will have 4 weeks in which to respond to the overview and scrutiny report, and the Council shall not consider it within that period. When the Council does meet to consider any referral from an overview and scrutiny committee on a matter which would impact on the budget and policy framework, it shall also consider the response of the executive to the overview and scrutiny proposals.
 - (ii) If the Proper Officer refers the matter to the Executive it shall be included on the agenda of the next available meeting of the executive unless the matter which is the subject of the report is scheduled to be considered by the executive within a period of 4 weeks from the date the report was adopted by the overview and scrutiny committee. In such cases, the report of the overview and scrutiny committee shall be considered by the executive when that matter is scheduled to be considered by the Executive. If for any reason the executive does not consider the overview and scrutiny report within 4 weeks then the matter will be referred to Council for review, and the proper officer will call a Council meeting to consider the report and make a recommendation to the executive.
- (b) Where an overview and scrutiny committee or sub-committee prepares a report for consideration by the executive in relation to a matter where the leader has delegated decision making power to another individual member of the executive,

then the overview and scrutiny committee will submit a copy of their report to that individual for consideration. At the time of doing so, the overview and scrutiny committee shall serve a copy on the proper officer and the leader. If the member with delegated decision making power does not accept the recommendations of the overview and scrutiny committee then he/she must then refer the matter to the next available meeting of the executive for debate before exercising his/her decision making power and responding to the report in writing to the overview and scrutiny committee. The executive member to whom the decision making power has been delegated will respond to the overview and scrutiny committee within 4 weeks of receiving it. A copy of his/her written response to it shall be sent to the proper officer and he/she will attend a future meeting to respond.

12. Rights of overview and scrutiny committee members to documents

- (a) In addition to their rights as councillors, members of overview and scrutiny committees have the additional right to documents, and to notice of meetings as set out in the Access to Information Procedure Rules in Section 3 of this Constitution.
- (b) Nothing in this paragraph prevents more detailed liaison between the executive and overview and scrutiny committees as appropriate depending on the particular matter under consideration.

13. Members and officers giving account

- (a) Any overview and scrutiny committee or sub-committee may scrutinise and review decisions made or actions taken in connection with the discharge of any Council functions. As well as reviewing documentation, in fulfilling the scrutiny role, it may require any member of the executive, the head of paid service and/or any senior officer as defined below to attend before it to explain in relation to matters within their remit:
 - i) any particular decision or series of decisions;
 - ii) the extent to which the actions taken implement Council policy; and/or
 - iii) their performance.

and it is the duty of those persons to attend if so required.

For the purposes of this paragraph 13(a) the expression "senior officer" means any officer who is employed by the Council at not below Principal Officer level and shall not normally be below the level of Director unless he/she has a particular expertise or knowledge which is of assistance to the overview and scrutiny committee or sub-committee.

- (b) Where any member or officer is required to attend an overview and scrutiny committee under this provision, the chair of that committee will inform the proper officer. The proper officer shall inform the member or officer in writing giving at least 5 clear working days' notice of the meeting at which he/she is required to attend. The notice will state the nature of the item on which he/she is required to attend to give account and whether any papers are required to be produced for the committee. Where the account to be given to the committee will require the production of a report, then the member or officer concerned will be given sufficient notice to allow for preparation of that documentation.
- (c) Where, in exceptional circumstances, the member or officer is unable to attend on the required date, then the overview and scrutiny committee shall in consultation with the member or officer arrange an alternative date for attendance.

14. Attendance by others

An overview and scrutiny committee may invite people other than those people referred to in paragraph 13 above to address it, discuss issues of local concern and/or answer questions. It may for example wish to hear from residents, stakeholders and members and officers in other parts of the public sector and shall invite such people to attend.

15. Call-in

- (a) When a decision is made by the executive, an individual member of the executive or a committee of the executive, or a key decision is made by an officer with delegated authority from the executive, or an area committee or under joint arrangements, the decision shall be published, including where possible by electronic means, and shall be available at the main offices of the Council normally within 2 working days of being made. Chairs of all overview and scrutiny committees will be sent copies of the records of all such decisions within the same timescale, by the person responsible for publishing the decision.
- (b) That notice will bear the date on which it is published and will specify that the decision will come into force, and may then be implemented, on the expiry of 5 clear working days after the publication of the decision, unless an overview and scrutiny committee objects to it and calls it in.
- (c) During that period, the Proper Officer shall call-in a decision for scrutiny by the committee if so requested by the chair or any three members (including substitute members) of the committee, and shall then notify the decision-taker of the call-in. They shall call a meeting of the committee on such date as they may determine, where possible after consultation with the chair of the committee, and in any case within 10 clear working days of the decision to call-in unless it is agreed by all relevant parties that the decision which has been called in may be

scrutinised at the next scheduled meeting of the overview and scrutiny committee.

- (d) If, having considered the decision, the overview and scrutiny committee is still concerned about it, then it may refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns or refer the matter to full Council. If referred to the decision maker they shall then reconsider within a further 7 clear working days, amending the decision or not, before adopting a final decision.
- (e) If following an objection to the decision, the overview and scrutiny committee does not meet in the period set out in paragraph (c) above, or does meet but does not refer the matter back to the decision making person or body, the decision shall take effect on the date of the overview and scrutiny meeting, or the expiry of that further 7 clear working day period, whichever is the earlier.
- (f) If the matter was referred to full Council and the Council does not object to a decision which has been made, then no further action is necessary and the decision will be effective in accordance with the provision below. However, if the Council does object, the Council will refer any decision to which it objects back to the decision making person or body, together with the Council's views on the decision. That decision making body or person shall choose whether to amend the decision or not before reaching a final decision and implementing it. Where the decision was taken by the executive as a whole or a committee of it, a meeting will be convened to reconsider within 7 clear working days of the Council request. Where the decision was made by an individual, the individual will reconsider within 7 clear working days of the Council request.
- (g) If the Council does not meet, or if it does but does not refer the decision back to the decision making body or person, the decision will become effective on the date of the Council meeting or expiry of the period in which the Council meeting should have been held, whichever is the earlier.
- (h) Where an executive decision has been taken by an area committee, then the right of call-in shall extend to any three members of another area committee if they are of the opinion that the decision made but not implemented will have an adverse effect on the area to which their committee relates. In such cases, those

three members may request the proper officer to call-in the decision. He/she shall call a meeting of the relevant overview and scrutiny committee on such a date as he/she may determine, where possible after consultation with the chairman of the committee, and in any case within seven clear working days of the decision to call-in. All other provisions relating to call in shall apply as if the call in had been exercised by members of a relevant overview and scrutiny committee.

Call-In and Urgency

- (i) The call-in procedure set out above shall not apply where the decision being taken by the executive is urgent. A decision will be urgent if any delay likely to be caused by the call in process would seriously prejudice the Council's or the public's interests. The record of the decision, and notice by which it is made public shall state whether in the opinion of the decision making person or body, the decision is an urgent one, and therefore not subject to call-in. The chairman of the Council must agree both that the decision proposed is reasonable in all the circumstances and to it being treated as a matter of urgency. In the absence of the chairman, the vice-chair's consent shall be required. In the absence of both, the head of paid service or his/her nominee's consent shall be required. Decisions taken as a matter of urgency must be reported to the next available meeting of the Council, together with the reasons for urgency.
- (j) The operation of the provisions relating to call-in and urgency shall be monitored annually, and a report submitted to Council with proposals for review if necessary.

16. The party whip

"The Party Whip" means *"Any instruction given by or on behalf of a political group to any councillor who is a member of that group as to how that councillor shall speak or vote on any matter before the Council or any committee or sub-committee, or the application or threat to apply any sanction by the group in respect of that councillor should he/she speak or vote in any particular manner"*.

When considering any matter in respect of which a member of an overview and scrutiny committee is subject to a party whip the member must declare the existence of the whip, and the nature of it before the commencement of the committee's deliberations on the matter. The declaration, and the detail of the whipping arrangements, shall be recorded in the minutes of the meeting.

17. Procedure at overview and scrutiny committee meetings

- (a) Overview and scrutiny committees and sub-committees shall consider the following business:
 - i) minutes of the last meeting;
 - ii) declarations of interest (including whipping declarations);
 - iii) consideration of any matter referred to the committee for a decision in relation to call in of a decision;
 - iv) responses of the executive to report of the overview and scrutiny committee; and

- v) the business otherwise set out on the agenda for the meeting.
- (b) Where the overview and scrutiny committee conducts investigations (e.g. with a view to policy development), the committee may also ask people to attend to give evidence at committee meetings which are to be conducted in accordance with the following principles:
 - i) that the investigation be conducted fairly and all members of the committee be given the opportunity to ask questions of attendees, and to contribute and speak;
 - ii) that those assisting the committee by giving evidence be treated with respect and courtesy; and
 - iii) that the investigation be conducted so as to maximise the efficiency of the investigation or analysis.
- (c) Following any investigation or review, the committee/sub-committee shall prepare a report, for submission to the executive and/or Council as appropriate and shall make its report and findings public.

18. Matters within the remit of more than one overview and scrutiny committee

Where an overview and scrutiny committee conducts a review or scrutinises a matter which also falls (whether in whole or in part) within the remit of another overview and scrutiny committee, then the committee conducting the review shall invite the chair of the other committee (or his/her nominee) to attend its meetings when the matter is being reviewed.

Table 1

Terms of reference for Overview and Scrutiny Committees

1. PEOPLE SCRUTINY PANEL

1.1 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Community Activities and in particular, but not limited to:

The relationship of the Council with its citizens; the corporate plan objectives of supporting diverse communities and reducing crime and the fear of crime; community involvement; neighbourhood working; regeneration and social inclusion, including Government, Equality, Neighbourhood Renewal/Regeneration, Consultation, Area Based Plans, Crime and Disorder.

1.2 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Health and Wellbeing and in particular, but not limited to:

The development of personal, environmental and physical wellbeing of local people and the Council's key objectives to promote healthy lifestyles; the wellbeing and fulfilment of personal potential; Cultural Strategy, Environmental Protection/Health Policy and Bereavement Policy.

1.3 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Culture and Recreation including, but not limited to:

The development of cultural activity; the objective within the Carlisle Vision to promote healthy life styles; the wellbeing and fulfilment of personal potential; and Cultural Strategy.

1.4 To act as the Council's crime and disorder committee and to fulfil all the functions and responsibilities and have all the powers of a Crime and Disorder Committee under the provisions of section 19 of the Police and Justice Act 2006 and any relevant regulations or guidance.

1.5 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to a variety of financial and regulatory matters including but not limited to:

The monitoring of the budget and its related framework; financial performance management; corporate planning; data management/freedom of information; information technology; human resources and organisational development; internal audit; procurement; risk management and other tasks more specifically set out in the remit below.

1.6 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Corporate Resources and in particular, but not limited to:

The management, organisation and performance of the Authority relating to the Council's corporate objective of being perceived as relevant and of value to the local community and region; Council strategies including Communications.

People Panel Remit

Allotments
Borderlands Inclusive Growth Deal
Building control
Building maintenance
Business support and development
Car parking
CCTV
City Centre Management
Climate Change
Conservation
Countryside
Crematoria & Cemeteries
Economic Development
Economic Development - external funding
Enterprise Centre
Environment (Climate Change) Strategy
Environment Agency/ DEFRA
Environmental Health
Environmental Protection & Enforcement
Estates and Property Management
Events
Fair Trade
Fleet Operations
Food Standards
Green Spaces
Historic Carlisle

Homelessness (strategy, hostels, prevention)
Housing – empty properties, standards and improvements
Housing advice and support
Housing Delivery (all tenures)
Housing Partnerships and Policies (including choice based lettings, registered providers)
Infrastructure Development
Inward Investment
Land Charges
Licensing and Regulatory
Local Enterprise Partnership
Marketing Carlisle
Planning Policy
Play Areas
Private Sector Relationships (including Cumbria Chamber)
Public Conveniences
Recycling
Refuse Collection
Regeneration Projects
Rural Strategies
Street Cleaning
Street Lighting
Streetscene
Tourism
Town Twinning
Transport - strategies, partnerships and development
Tullie House

2. RESOURCES SCRUTINY PANEL

2.1 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Finance and in particular, but not limited to:

The policies relating to and the management of the Council's financial resources both internal and external. It relates to the Council's corporate objective to spend the community's money wisely and Council's strategies including the Asset Management Plan and Financial Strategies.

Resources Scrutiny Panel Remit

Asset Management Plan
Budget development and framework
Capital Investment Strategy
Corporate Charging Policy
Medium Term Financial Plan
Strategic Finance
Strategic Financial Planning Group
Treasury Management Strategy Statement

3. PLACE SCRUTINY PANEL

3.1 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Economic Development and Regeneration and in particular, but not limited to:

The City Vision objective of promoting the economic wellbeing of the area, Economic Development and related Marketing and Promotion, Tourism and External Relations.

3.2 To fulfil all the functions of an Overview and Scrutiny Committee as they relate to Infrastructure Environment and Transport and in particular, but not limited to:

The infrastructure and transport of the area and its sustainability; the promotion and improvement of the environment in a sustainable way; the Transport Plan; Waste Management; Local Plan and Local Environment (Climate Change) Strategy.

Place Panel Remit

Allotments
Borderlands Inclusive Growth Deal
Building control
Building maintenance
Business support and development
Car parking
CCTV
City Centre Management
Climate Change
Conservation
Countryside
Crematoria & Cemeteries
Economic Development
Economic Development - external funding
Enterprise Centre
Environment (Climate Change) Strategy
Environment Agency/ DEFRA
Environmental Health
Environmental Protection & Enforcement
Estates and Property Management

Events
Fair Trade
Fleet Operations
Food Standards
Green Spaces
Historic Carlisle
Homelessness (strategy, hostels, prevention)
Housing – empty properties, standards and improvements
Housing advice and support
Housing Delivery (all tenures)
Housing Partnerships and Policies (including choice based lettings, registered providers)
Infrastructure Development
Inward Investment
Land Charges
Licensing and Regulatory
Local Enterprise Partnership
Marketing Carlisle
Planning Policy
Play Areas
Private Sector Relationships (including Cumbria Chamber)
Public Conveniences
Recycling
Refuse Collection
Regeneration Projects
Rural Strategies
Street Cleaning
Street Lighting
Streetscene
Tourism
Town Twinning
Transport - strategies, partnerships and development
Tullie House

(b) **Scrutiny.**

Overview and scrutiny committees may:

- (i) review and scrutinise the decisions made by and performance of the executive and/or committees and Council officers both in relation to individual decisions and over time;
- (ii) review and scrutinise the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
- (iii) question members of the executive and/or committees and chief officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects;
- (iv) make recommendations to the executive and/or appropriate committee and/or Council arising from the outcome of the scrutiny process;
- (v) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the overview and scrutiny committee and local people about their activities and performance; and
- (vi) question and gather evidence from any person (with their consent).

(c) **Scrutiny of Crime and Disorder matters.**

The People Scrutiny Panel will be the Council's Crime and Disorder Committee under the provisions of section 19 of the Police and Justice Act 2006 and shall be responsible for carrying out all the functions and have all the powers of a crime and disorder committee under the said Act and any related regulations or guidance.

- (d) **Finance.** Overview and scrutiny committees may exercise overall responsibility for the finances made available to them.
- (e) **Annual report.** Overview and scrutiny committees must report annually to full Council on their workings and make recommendations for future work programmes and amended working methods if appropriate.
- (f) **Officers.** Overview and scrutiny committees may exercise overall responsibility for the work programme of the officers employed to support their work.

6.04 **Proceedings of overview and scrutiny committees.**

Overview and scrutiny committees will conduct their proceedings in accordance with the Overview and Scrutiny Procedure Rules set out in Part 4 of this Constitution.

Meeting Date: 26th April 2022

Portfolio: Cross-cutting

Key Decision: No

Policy and Budget
Framework

Public / Private Public

Title: Scrutiny Annual Report 2021-22

Report of: Overview and Scrutiny Officer

Report Number: OS.14/22

Purpose / Summary:

The Overview and Scrutiny Annual Report 2021-22 summarises the role of Scrutiny at Carlisle City Council and reports on the work of the Scrutiny Panels during 2021-22.

Recommendations:

That the Council formally accept this report.

Tracking

Executive:	N/A
Scrutiny:	Business and Transformation Scrutiny Panel 31/03/2022 Health and Wellbeing Scrutiny Panel 07/04/2022 Economic Growth Scrutiny Panel 14/04/2022
Council:	26/04/2022

1. BACKGROUND

1.1 The Constitution: Article 6 – Overview and Scrutiny Committees, 6.03 Specific functions [c] states that:

***Annual report.** Overview and scrutiny committees must report annually to full Council on their workings and make recommendations for future work programmes and amended working methods if appropriate’.*

1.2 The Overview and Scrutiny Annual Report 2021-22 summarises the role of Scrutiny at Carlisle City Council and reports on the work of the Scrutiny Panels during 2021-22.

2. RECOMMENDATIONS

2.1 That Council formally accept the report.

Contact Officer: Rowan Jones

Ext: 2757

Appendices attached to report: Scrutiny Annual Report 2021-22

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

- None

CORPORATE IMPLICATIONS:

LEGAL – There are no legal implications arising from the Report

FINANCE – None

EQUALITY – None

INFORMATION GOVERNANCE – None

Overview and Scrutiny Annual Report 2021/22



Scrutiny in Summary

Active



panel meetings



1 special meeting



94 agenda items scrutinised

Pro-active



1 call in



1 joint panel site visit



2 task and finish groups

Engaged

Partners engaged with:

Tullie House, GLL, Police, Carlisle Partnership, LEP, Environment Agency, Zero Carbon Partnership, Friends of Carlisle Victorian & Turkish Baths



Introduction

Carlisle City Council has three scrutiny panels:

- Business and Transformation Scrutiny Panel
- Economic Growth Scrutiny Panel
- Health and Wellbeing Scrutiny Panel

Over the course of the year each Panel has run a full and varied workplan, reflecting aspects of the City Council's function that fall within that Panel's remit. Members have looked carefully at their work programmes, working with council officers to ensure that their scrutiny activity is targeted at the most important issues and decisions that are facing the City Council as Carlisle continues to recover from the COVID-19 pandemic, prepares for Local Government Re-organisation in Cumbria and builds upon the many opportunities that are open to us.

What is Scrutiny and why is it important?

Scrutiny is a process to ensure that decisions taken by the Council reflect the needs and priorities of communities in Carlisle. Scrutiny is carried out by Councillors who understand and promote the concerns of the people who elected them, connecting decision makers to local communities.

Council decisions can be made by Council Officers, by the Council's 'Executive' (the political leadership) and by full Council (all Councillors).

Scrutiny Panels are made up of Non-Executive Councillors who work together, across political parties, to understand why decisions are made and how the Council is performing to deliver the best possible outcomes for Carlisle and its people. Scrutiny Panels do not have decision-making powers; their role is to challenge and make recommendations that influence decision makers.

Comment from Leader of the Council, Councillor John Mallinson

This year has again been difficult with the ongoing issues arising from COVID-19 but we have turned a corner and life is getting back to normal with face to face Council and Scrutiny meetings.

We are now heading towards a new unity council, Cumberland, made up of the former councils of Carlisle, Allerdale, Copeland and Cumbria. There is a lot of work.

needed before April 2023 when the new Cumberland Council becomes into being. Therefore, the work of Scrutiny in the coming months will be very important not only in holding the Executive to task but looking at the new functions of the new Cumberland Authority as they start to emerge.

Many of the major projects mentioned last year are going ahead with huge investment into the city. The Station Gateway and Citadels project, the Borderlands Deal and large investment into Carlisle with the Towns Deal and Future High Street Fund to name just a few.

Scrutiny has looked at the GLL and Tullie House contract and business plans as part of their work programme and continue to monitor these and other projects so adding value to the work done by both officers and the Executive.

Portfolio holders and myself attend Scrutiny meetings and I know that we are grateful to the input and recommendations from scrutiny into our Forward Plan.

I would just like to thank all Chairs and vice Chairs of the various panel and to all members who serve on the Scrutiny Panels for their hard work and dedication to the valuable work that they do.



Public engagement in Scrutiny

Scrutiny Panels are open to the public to attend at the Civic Centre. Agendas, report and minutes from Scrutiny Panel meetings are available on the City Council website. Members of the public can also submit questions for meetings; these need to be submitted 11 full days before the Panel Meeting.

For more information on these meetings or on how to engage with the Scrutiny process, please contact: scrutiny@carlisle.gov.uk.

Local Government Re-organisation

In May 2023 Carlisle City Council will become part of a new Cumberland Council under Local Government Re-organisation (LGR) in Cumbria. Over this year, 2022-23, a Shadow Cumberland Authority will exist, which will run its own shadow scrutiny arrangements. A unique challenge for Scrutiny Panels at Carlisle in this coming year

will be developing a constructive approach to working efficiently in tandem with shadow scrutiny arrangements. Good communication and robust work-planning will be key to this.

Future Scrutiny Arrangements for 2022 – 23

During 2021-22 a cross panel working group was established to consider future scrutiny arrangements for the final year of activity at Carlisle City Council. A proposal has been made for a move to a two-panel system, this will be considered by Council on 26th April 2022.

Scrutiny will be well prepared and in a strong position for its final year of activity at Carlisle City Council, regardless of the outcome on the two-panel decision. During this current year there has been a focus on continuous improvement through a Scrutiny Improvement Plan.

Scrutiny Improvement Plan

A Scrutiny Improvement Plan was developed in response to feedback on scrutiny from two Corporate Peer Challenges that took place in 2020, before the announcement on Local Government Re-organisation. Twelve actions address five recommendations for improvement:

- Provide Scrutiny Chairs with further dedicated support.
- Officers working with scrutiny seek and share further learning on different ways of operating scrutiny.
- Identify a senior officer champion for scrutiny.
- Consider the structure of scrutiny and options for reducing the number of panels.
- Have a scrutiny improvement plan in place.

Progress against this scrutiny plan has been reported to Scrutiny Chairs at quarterly meetings. At their final meeting of the year in March 2022, Scrutiny Chairs were satisfied that delivery of this plan has been achieved.

Business and Transformation Scrutiny Panel (BTSP)

Chair's Report, Councillor James Bainbridge

Our year in Business and Transformation can be seen in two parts:

The first, whilst still under lockdown restrictions, was observing an enormous period of unknown in the Council's financial structures. It should be remembered that whilst the Council worked to keep the show on the road in the pandemic, and succeeded in doing so, it was administering several cycles of grants and support for the second year of the pandemic. In reports that came to Scrutiny, we could see the accountability of the process and work that was done.



Secondly, we had a number of intensive capital and infrastructure projects whose financial accountability we regularly monitored. With the refurbishment of the Civic Centre ground floor complete and the Sands Centre nearing completion, it has been refreshing to see project delivery in difficult circumstances being achieved. Our thanks should go to officers who have kept us informed and updated throughout the year.

Moving into the new civic year there are issues which will carry on. We have continued to keep a close watch on IT Services, given the macro-pressures that are occurring in this sector. I feel that Members of the Panel have realised and dutifully discharged our fiduciary responsibilities as best we could.

Can I thank Rowan for her assistance in the scrutiny process and her work in researching and themes and policies in scrutiny, which have assisted the panel in their work, and their task and finish work. As a Panel we have worked for the vast majority of time in unison, but naturally with some areas of disagreement such as with the Old Fire Station tenure and the intended future panel changes. However, I would hope that a casual observer if seeing our differences of opinion would consider that we have been professional in our conduct.

Can I lastly thank Members, both past and present, for their work.

Comment from Councillor Gareth Ellis, Portfolio Holder for Finance, Governance and Resources

I would like to thank the three panels for their support and scrutiny of the Executive. I have sensed a positive change from bringing information to the Panels at an earlier stage allowing for decision making to be smoother, and for the Panels to not feel like they're just making comments on completed policies and decisions.

The final budget of the Council was scrutinised with professionalism by the three Panels and we should all feel confident that whatever the challenges of the new Cumberland Authority moving forward, Carlisle City Council will have handed over a positive financial position, a solid Medium Term Financial Plan and a very healthy asset base.



Potential items for Scrutiny in 2022 - 23

The following items are topics that Business and Transformation Scrutiny Panel have identified are likely to have significance in 2022-23:

- Supporting ICT Performance.
- Talkin Tarn Management Arrangements – potential for a Task and Finish Group.
- Sickness Absence.

Economic Growth Scrutiny Panel (EGSP)

Chairs Report, Councillor Lisa Brown

As we have cautiously returned to normal after the pandemic disrupted the first half of last year, it has as always been a pleasure to Chair the EGSP. My thanks go to Cllr Mellor as Vice Chair for stepping in whilst I had a brief period away from duties over Christmas to give birth to my daughter Ellie-Jayne. We had a few changes to Members of the Panel this year and I hope that they all felt that they had lots of opportunities to get to grips with responsibilities we have as Scrutiny Members to be a critical friend to the Executive.



With large investment coming into the city, I would like to praise the officers involved in the bids for their hard work and success in the processes. The majority of items coming to the Panel are the many key projects for across the city. Our focus has really been to look at these in a new light as we try to ensure Carlisle recovers quickly from the Coronavirus pandemic.

The Panel received a report on the draft Economic Strategy. Members explored the scope of the plan and raised many questions on whether it met the challenges posed by the COVID-19 pandemic, as well as opportunities for the future and priorities for coming years.

We also focused a lot on tourism and events this year. It is vital that we see an increase in visitor numbers post-pandemic and it is pleasing that many events are returning the city centre.

We must use all the tools available to reduce poverty and improve quality of life for each person living in the urban or rural parts of the district. It is clear that the council benefits from some dedicated and experienced members of staff; their ambition for Carlisle is obvious when reading the reports to the Panel.

As Chair I have found great value in the meetings with Senior Management Team to develop our work programme. These meetings have helped focus our agendas and avoid duplication, making the EGSP work programme efficient and effective and giving Members more time to ask important questions.

The Panel has had one extra meeting this year, receiving the Towns Deals business cases before they went to Executive and then Government. Throughout there were many questions on how Local Government reorganisation could affect the Towns Deal. The Panel felt assured that these challenges had already been looked and planned for.

We are in the final year of Carlisle City Council, and at the time of writing scrutiny may look different in a few short weeks. Whichever form next year's Panels take we look forward to seeing Carlisle evolve into a blossoming city, attracting more investment to create well paid jobs and a vibrant local economy.

Comment from Councillor Marilyn Bowman, Portfolio Holder for Economy, Enterprise and Housing



Over the past year Economic Growth Scrutiny Panel (EGSP) have considered a number of strategically important and high-profile matters including St Cuthberts Garden Village, Carlisle's economic recovery from COVID-19 and regeneration projects. Work to revitalising the City Centre has been a particularly strong theme for EGSP this year. The City Council has significant plans and funding in place to deliver a revitalised city centre; I look forward to continuing to work with Scrutiny on achieving the best possible outcomes.

Economic growth is important for Carlisle because it impacts the opportunities for good jobs and good homes for local people. Scrutiny work on economic growth is important because it connects planners and decision makers with the needs of local communities, it can bring a new perspective and challenges us all to continue performing well. As a Member of the Executive, I appreciate this input from Scrutiny members.

EGSP have also been important in supporting the City Council's relationship with key partners through their engagement with the Cumbria Local Enterprise Partnership (LEP) and Environment Agency flood risk management teams. Scrutiny work helps to connect partners with the issues that matter to local people in Carlisle.

Potential items for Scrutiny in 2022 - 23

The following items are topics that Economic Growth Scrutiny Panel have identified that are likely to have significance in 2022-23:

- Continued oversight of major economic development projects and implications of LGR for these.
- Engagement with strategic partners such as LEP and Riverside.
- Events, tourism, high street vitality.

Health and Wellbeing Scrutiny Panel (HWSP)

Chairs Report, Councillor Christine Finlayson

And so, another year has passed that has achieved much progress in our City Council and its surrounding district and communities. In our recovery from COVID-19, over the last year, a good many of the councils' projects have come together very well.

Sustainable Food Places

Sustainable Food Places for 2022 has been secured by £10,000 to be match funded by the City Council. Another £5,000 grant has been secured for "Veg City" to support the work of Food Carlisle.



Performance

The City Council has a Performance Report that monitors internal and external services. Regular monitoring of the Council's performance helps to drive continuous improvement and protects against financial or organisational issues that may arise, which makes it a very important role for scrutiny.

Sands Centre Redevelopment

By 20th January 2022 the project was in week 60 of 98 for the main works. At this time, construction was 2-3 weeks behind schedule due to issues in the supply chain, a direct result of COVID-19. Issues have included shortages of HGV drivers, electronic chips and site staff isolating at home.

There were many other items on the Scrutiny Agenda such as:

- The Zero Carbon Partnership.
- Housing Assistance Grants.
- Site visit to the Victorian Baths and Health Suite.
- Tullie House Business Plan.
- Cycling and Walking Infrastructure Plans.
- Local Air Quality Action Plan.

Along with many others a bit too numerous to mention.

I'm sure you will see it has been a very busy year, and all achieved by the amazing staff and partners. These people take their work very seriously and take great pride in their work for the benefit of residents and communities as a whole. All this work makes Carlisle, city and district, an outstanding place to live, work and thrive.

During this year Cllr Jack Paton retired from his role as HWSP Chair and as a Member of the City Council. We thank him for his commitment to these roles and wish him the best for the future.

Finally, I would like to recognise the loss of Cllr Valerie Tarbitt, a valued Member of our Panel, who passed away this year.

**EXCERPT FROM THE MINUTES OF THE
HEALTH AND WELLBEING SCRUTINY PANEL
HELD ON 7 APRIL 2022**

HWSP.28/22 SCRUTINY ANNUAL REPORT 2021/22

The draft Health and Wellbeing Scrutiny Panel section for the Scrutiny Annual Report 2021 - 22 had been circulated (OS.11/22).

The Panel had been asked to consider the final section of the report 'Potential items for Scrutiny 2022-23'. The following suggestions were set out in the report:

- Cycling and Walking Infrastructure Plans, linked to St Cuthbert's Garden Village
- Empty property and housing grant work
- Local Hub developments
- GLL contract activity
- Community Resilience and CVS Project
- Turkish Baths
- Social Prescribing and Mental Health
- Project Tullie
- Homelessness Strategy update
 - Environment Agency Phase 3 flood management (Within the remit of Economic Growth Scrutiny Panel)

RESOLVED - That the Panel had considered and commented on the draft Health and Wellbeing Scrutiny Panel section for the Scrutiny Annual report 2021-22 (OS.11/22).

**EXCERPT FROM THE MINUTES OF THE
BUSINESS AND TRANSFORMATION SCRUTINY PANEL
HELD ON 31 MARCH 2022**

BTSP.35/22 SCRUTINY ANNUAL REPORT 2021-22

The draft Business and Transformation Scrutiny Panel section for the Scrutiny Annual Report 2021 - 22 had been circulated (OS.09/22).

The Panel had been asked to consider the final section of the report 'Potential items for Scrutiny 2022-23'. The following suggestions were set out in the report:

- Sickness absence and staff wellbeing
- Local Government reorganisation
- Talkin Tarn Management Arrangements - site visit / potential for a Task and Finish Group.

The Panel asked that the paragraph on public engagement in scrutiny be changed to past tense as virtual meetings were no longer allowed to be used for formal meetings.

RESOLVED - That the Panel had considered and commented on the draft Business and Transformation Scrutiny Panel section for the Scrutiny Annual report 2021-22 (OS.09/22).

Comment from Councillor Elizabeth Mallinson, Portfolio Holder for Communities, Health and Wellbeing

We saw our meetings come back to Face to Face after virtual meetings held due to COVID-19 and it was great to be back into the Civic Centre and into our new Council Chamber.

Health and Wellbeing Scrutiny Panel over the last year has looked at a number of items some that fall into this Portfolio but other that are cross cutting items shared with other Portfolio Holders but have an impact on Health and Wellbeing:

- Updates on work regarding COVID-19 in our communities.
- Annual Equality Report and Action Plan.
- Armed Forces Covent and how it affects every Portfolio area of work and what we are doing to make our work-place Armed Forces veteran friendly.
- Police Hub and their work.
- Turkish Baths.

I would like to thank the Chair, Vice Chair and the Panel for all the work that they have done these last 12 months and to officers who have brought their reports to this Panel.

Future Items:

- Healthy activities through leisure activities
- Police Hub update when it is brought in-house.
- Report on the application to the World Health Organisation (WHO).



Potential items for Scrutiny in 2022 - 23

The following items are topics that Health and Wellbeing Scrutiny Panel have identified are likely to have significance in 2022-23:

- Cycling and Walking Infrastructure Plans, linked to St Cuthbert's Garden Village.
- Empty property and housing grant work.
- Local Hub developments.
- GLL contract activity.
- Community Resilience and CVS Project.
- Turkish Baths.
- Social Prescribing and Mental Health.
- Tullie House Business Plan and Project Tullie.
- Homelessness Strategy update.
- Environment Agency and future flood risk management, Phase 3.

Report details

Meeting Date: 26 April 2022
 Portfolio: Cross Cutting
 Key Decision:
 Policy and Budget Yes/No
 Framework
 Public / Private Public

Title: REPORT OF THE INDEPENDENT REMUNERATION PANEL:
 MEMBERS' MATERNITY AND PARENTAL LEAVE POLICY
 Report of: Corporate Director of Governance and Regulatory Services
 Report Number: GD.25/22

Purpose / Summary:

The Independent Remuneration Panel was requested, by Council, to investigate the adoption by Council of a maternity and parental leave policy for Councillors. This report presents to the Council the report and recommendations of Carlisle City Council's Independent Remuneration Panel.

Recommendations:

It is recommended that Council, having had regard to the report of the Independent Remuneration Panel, thank the Panel for their Report and resolve one of the following options:

- a. approve for implementation the Maternity & Parental Leave Policy for Members as attached at Appendix A which covers maternity, paternity, adoption and shared parental leave.
- b. to not accept the recommendation and have no Maternity & Parental Leave Policy for Members
- c. to propose and agree an alternative

Tracking

Council:	26 April 2022
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1. Background

1.1 Council, at its meeting on 4 January 2022, agreed the following motion:

"This council agrees to investigate the issue of adopting a maternity and paternity leave policy. However rather than at this stage accepting a preprepared policy from the LGA, it will refer the matter to Carlisle City Council's Independent Remuneration Panel, as established through The Local Authorities (Members Allowances) (England) Regulations of 2003. It will request that they investigate the following:-

To adopt a maternity and parental leave policy to give all councillors an entitlement to parental leave after giving birth or adopting; either through the adoption of LGA guidance, or through establishing our own policy as other Councils have done. To ensure that Councillors with children are supported as appropriate, whilst wishing that as a result of any changes, Councillors do not receive a more advantageous maternity and paternity policy than is presently available to employees of Carlisle City Council."

1.2 The Carlisle City Council Independent Remuneration Panel (the Panel) was established in accordance with the Local Authorities (Members' Allowances) (England) Regulations 2003.

1.3 The Panel has now produced its report and recommendations for consideration by the Council and this is appended to this report.

2. Options for the Council

2.1 The options available to the Council once it has had regard to the report of the Independent Remuneration Panel are as follows:

- a. approve for implementation the Maternity & Parental Leave Policy for Members as attached at Appendix A which covers maternity, paternity, adoption and shared parental leave.
- b. to not accept the recommendation and have no Maternity & Parental Leave Policy for Members
- c. to propose and agree an alternative

Contact details:

Contact Officer: Rachel Plant

Ext: 7039

Appendices attached to report:

- Report of the Independent Remuneration Panel

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

- None

Corporate Implications:

Legal – There are no direct legal implications from this report other than to highlight that Council authorisation is required in circumstances where a Member does not attend a meeting of the authority for a period of six months. The proposed policy contains this requirement. Any required approval must be given before the expiry of the six months (section 85, Local Government Act 1972).

Property Services – N/A

Finance – Any additional costs incurred as a result of adopting this Members' Maternity and Parental Leave Policy can be accommodated within the Democratic Representation budget and specifically Members Allowances, which has a history of underspending.

Equality – Pregnancy and maternity are protected characteristics under the Equality Act 2010.

Information Governance- N/A

Report to: CARLISLE CITY COUNCIL

From: The Independent Remuneration Panel

Title: Members' Maternity & Parental Leave Policy

INTRODUCTION

1.1 At the Council Meeting on 4 January 2022 the Independent Remuneration Panel (IRP) was requested to investigate the following:

a) To adopt a maternity and parental leave policy to give all Councillors an entitlement to parental leave after giving birth or adopting; either through the adoption of LGA guidance, or through establishing our own policy as other Councils have done and

b) To ensure that Councillors with new children are supported as appropriate, whilst wishing that as a result of any changes, Councillors do not receive a more advantageous maternity and paternity policy than is presently available to employees of Carlisle City Council .i.e. does not extend to other aspects of childcare within family friendly employee schemes such as child related illness, school events, family holiday time etc.

METHODOLOGY

2.1 The IRP reviewed the Local Authorities (Members' Allowances) (England) Regulations 2003/1021 - specifically regulation 21 re recommendations of Panels - in respect of its statutory role and duties.

2.2 The IRP undertook a literature review of the current position i.e., LGA parental leave policy guidance, Carlisle City Council employee policy dated September 2016 and a range of existing such policies in other comparative Local Authorities in England in order to identify best practice.

RECOMMENDATION

The Council is recommended to approve for implementation the Maternity & Parental Leave Policy for Members as attached at Appendix A which covers maternity, paternity, adoption and shared parental leave.

APPENDIX A: MEMBERS 'MATERNITY & PARENTAL LEAVE POLICY

INTRODUCTION

This Policy sets out Members' entitlement to maternity, paternity, shared parental and adoption leave and relevant allowances.

The objective is to ensure that in so far as possible Members are able to take appropriate leave at the time of birth or adoption, that both parents are able to take leave, and that reasonable and adequate arrangements are in place to provide cover for portfolio holders and others in receipt of Special Responsibility Allowances (SRA's) during any period of leave taken.

Improved provision for new parents will contribute towards increasing the diversity of experience, age and background of local authority councillors. It will also assist with retaining experienced councillors-particularly women- and making public office more accessible to individuals who might otherwise feel excluded from it. The Parental Leave Policy constitutes best practice but will require regular review on an ongoing basis.

1. Leave periods

Maternity Leave

1.1 Members giving birth are entitled to up to 6 months maternity leave from the due date, with the option to extend up to 52 weeks by agreement if required.

1.2 In addition, where the birth is premature, with agreement, the Member is entitled to take leave during the period between the due date of the birth and the due date in addition to the 6 months period. In such cases any leave taken to cover prematurity of 28 days or less shall be deducted from the total 52-week entitlement.

1.3 In exceptional circumstances, and only in cases of prematurity of 29 days or more, additional leave may be taken by agreement, and such exceptional leave shall not be deducted from the total 52-week entitlement.

Paternity Leave

1.4 Members shall be entitled to take a minimum of 2 weeks paternity leave if they have or expect to have responsibility for the child's upbringing, are the biological father or the

mother's husband or partner, or nominated carer of their partner/spouse following the birth/adoption of their child(ren).

Shared Parental Leave

1.5 A Member who has made Shared parental leave arrangements through their employment is requested to advise the Council of these at the earliest possible opportunity. Every effort will be made to replicate such arrangements in terms of leave from the Council.

1.6 Where both parents are Members, leave may be shared up to a maximum of 24 weeks for the first 6 months and 26 weeks for any leave agreed thereafter, up to a maximum of 50 weeks. Special and exceptional arrangements may be made in cases of prematurity.

Adoption Leave

1.7 A Member who adopts a child through an approved adoption agency shall be entitled to take up to 6 months adoption leave from the date of placement, with the option to extend up to 52 weeks by agreement if required.

Leave Arrangements

1.8 Any Member who takes maternity, shared parental or adoption leave is still required under the Local Government Act 1972 to attend a meeting of the Council within a 6-month period unless the Council Meeting agrees to an extended leave of absence prior to the expiration of that 6-month period.

1.9 Any Member intending to take maternity, paternity shared parental or adoption leave will be responsible for fully ensuring that they comply with the relevant notice requirements of the Council, both in terms of the point at which the leave starts and the point at which they return.

1.10 Any Member taking leave should ensure that they respond to reasonable requests for information as promptly as possible, and that they keep their Group Leader (if applicable) and Corporate Director of Governance and Regulatory Services informed and updated in relation to intended dates of return and requests for extension of leave.

2. Basic Allowance

2.1 All Members shall continue to receive their Basic Allowance in full whilst on maternity, paternity, shared parental or adoption leave.

3. Special Responsibility Leave

3.1 Any Member entitled to a Special Responsibility Allowance (SRA) shall continue to receive their allowance in full in the case of maternity, paternity, shared parental or adoption leave.

3.2 Where a replacement is appointed to cover the period of absence that person shall receive an SRA on a pro rata basis for the period of the temporary appointment.

3.3 The payment of Special Responsibility Allowances, whether to the primary SRA holder or a replacement, during a period of maternity, paternity, shared parental or adoption leave shall continue for a maximum period of 6 months; or until the date of the next Annual General Meeting of the Council; or until the date when the Member taking leave is up for election (whichever is soonest). At such point, the position will be reviewed, and will be subject to a possible extension for a further 6 month period.

3.4 Should a Member appointed to replace the Member taking maternity, paternity, shared parental or adoption leave already hold a remunerated position, the ordinary rules relating to payment of more than one Special Responsibility Allowance shall apply.

3.5 Unless the Member taking leave is removed from their post at an Annual General Meeting of the Council whilst on leave, or unless the Party to which they belong loses control of the Council during their leave period, they shall return at the end of their leave period to the same post, or to an alternative post with equivalent status and remuneration which they held before the leave began.

4. Resigning from Office and Elections

4.1 If a Member decides not to return at the end of their maternity, paternity, shared paternity or adoption leave they must inform the Council at the earliest possible opportunity. All allowances will cease from the effective resignation date.

4.2 If an election is held during the Member's maternity, paternity, shared paternity or adoption leave and they are not re-elected, or decide not to stand for re-election, their basic allowance and Special Responsibility Allowance if appropriate will cease from the Monday after the election date when they would technically leave office.

5. Practical Arrangements

5.1 A Member intending to take parental leave must in the first instance inform their Group Leader (if applicable) and the Corporate Director of Governance and Regulatory Services in writing. Members are asked to provide notice of their intention to take parental leave in accordance with the timescales set out below:

- a) Pregnant mothers should give notice no later than 28 days before they want to commence their maternity leave, confirmation of the pregnancy and the expected week of childbirth is usually via a MAT B1 certificate (a form given to a woman by their doctor or midwife after the 20th week of pregnancy and shows the expected date of childbirth). As soon as practicable after the birth they should notify the same of the baby's date of birth in writing.
- b) A Member who is a primary adopter should give notice within 7 days of being told they have been matched with a child and provide confirmation of the adoption through the provision of a matching certificate, and the child is to be placed with the Member.
- c) For paternity leave a Member should give notice by the 15th week before the expected week of childbirth.
- d) A Member who is intending to take Shared parental leave must advise of their intention at least 8 weeks before.

5.2 Any Member taking leave for more than a 2-month period must meet with the Corporate Director of Governance and Regulatory Services and Group Leader (if applicable) to discuss practical issues including how to keep in touch and about expected dates of return.

5.3 The Corporate Director of Governance and Regulatory Services will ensure that business support and payroll are informed of arrangements to ensure that allowances are paid in accordance with the Policy.

5.4 Any requests for special or exceptional circumstances, or an extension in line with the policy will be agreed by the Corporate Director of Governance and Regulatory Services in consultation with the Leader of the Council, and the Group Leader (if applicable)

5.5 For multi - Member wards it will be the responsibility of the Group Leader to allocate another Member to undertake the 'caretaking role' to ensure that local casework is covered, following consultation with the Corporate Director of Governance and Regulatory Services.

5.6 If a Member is an independent and not part of a group, the Corporate Director of Governance and Regulatory Services will liaise with that member and any other independent Members as to who is best placed to take on the 'caretaking' role and ensure that local casework is covered.

Report details

Meeting Date:	26 April 2022
Portfolio:	Cross Cutting
Key Decision:	
Policy and Budget Framework	Yes/No
Public / Private	Public
Title:	REPORT OF THE INDEPENDENT REMUNERATION PANEL: MEMBERS' ALLOWANCE SCHEME
Report of:	Corporate Director of Governance and Regulatory Services
Report Number:	GD.26/22

Purpose / Summary:

In accordance with the Local Authorities (Members Allowances) (England) Regulations 2003, this report presents to the Council the recommendations of Carlisle City Council's Independent Remuneration Panel following a review of the existing Members' Allowance Scheme.

Recommendations:

It is recommended that Council, having had regard to the recommendation of the Independent Remuneration Panel, thank the Panel for their review and resolve one or more (as appropriate) of the following options:

- a. To accept the recommendation of the Independent Remuneration Panel and confirm that the existing scheme be used unaltered from 1 April 2022 onwards;
- b. To confirm, or otherwise, the application of section 15 of the Scheme in respect of the index linking of the allowances to the agreed pay award for staff, the consistency of travel and subsistence with staff rates, and the dependent carer's allowance increasing in line with the national living wage;
- c. To propose and agree an alternative.

Tracking

Executive:	
Scrutiny:	
Council:	26 April 2022

1. Background

- 1.1 The Carlisle City Council Independent Remuneration Panel (the Panel) was established in accordance with the Local Authorities (Members' Allowances) (England) Regulations 2003. The rules relating to the Panel and Allowance Scheme are set out in detail in section 3 of this Report. This report presents the Panel's recommendations for the financial year 2022/2023.
- 1.2 The Panel reviewed the Council's Members' Allowance Scheme and made the following recommendation:

The Panel concluded that with the current focus on Local Government Reorganisation (and with the recent creation of new Joint IRP which had already begun work on preparing a Members' Allowance Scheme for the proposed new Shadow Authorities) that there was limited benefit in proposing any new changes as the existing Council would cease to exist on 1 April 2023. Therefore, the Panel unanimously proposed no changes to the current Scheme of Members' Allowances which was approved by Council at its meeting on 2 March 2021.

2 The Options for the Council

- 2.1 The options available to the Council once it has had regard to the recommendation of the Independent Remuneration Panel are as follows:
- a. To accept the recommendations of the Independent Remuneration Panel and confirm that the existing scheme be used unaltered from 1 April 2022 onwards.
 - b. To confirm, or otherwise, the application of section 15 of the Scheme in respect of the index linking of the allowances to the agreed pay award for staff, the consistency of travel and subsistence with staff rates, and the dependent carer's allowance increasing in line with the national living wage;
 - c. To propose and agree an alternative.

3. The Allowance Scheme and Role of the Independent Remuneration Panel

- 3.1 The Local Authorities (Members' Allowances) (England) Regulations 2003 provides that the Council must make a scheme in accordance with the regulations and the scheme must provide for the payment of a "basic allowance" in respect of each year to each member. The amount of basic allowance must be the same for each member. Where the term of office begins or ends otherwise than at the beginning or end of a year, the allowance must be paid pro rata to the number of days served in office. The Scheme is to run for a period of 12 months ending on March 31. The

scheme may specify that where a member is suspended or partially suspended from his responsibilities or duties as a member in accordance with Pt 3 of the 2000 Act or regulations made thereunder, the part of basic allowance payable in respect of the period for which he is suspended or partially suspended may be withheld by the authority.

3.2 The scheme may provide for the payment for each year for which that scheme relates a “special responsibility allowance” to such members as have such special responsibilities in relation to the authority as are specified in the scheme and are within one or more of the categories specified in the regulations. The specified categories are:

- (a) acting as leader or deputy leader of a political group within the authority (i.e. a group constituted in accordance with reg.8 of the Local Government (Committees and Political Group) Regulations 1990);
- (b) acting as a member of an executive where the authority is operating executive arrangements under Pt 2 of the 2000 Act;
- (c) presiding at meetings of a committee or sub-committee of the authority, or a joint committee of the authority and one or more other authorities, or a subcommittee of such a joint committee;
- (d) representing the authority at meetings of, or arranged by, any other body;
- (e) acting as a member of a committee or sub-committee of the authority which meets with exceptional frequency or for exceptionally long periods;
- (f) acting as the spokesman of a political group on a committee or subcommittee of the authority;
- (g) acting as a member of any committee or sub-committee that deals with any functions arising under any enactment authorising the authority to license or control the carrying on of any activity;
- (h) carrying out such other activities in relation to the discharge of the authority’s functions as required of the member an amount of time and effort equal to or greater than would be required of them by any one of the activities mentioned

in (a) to (g), whether or not that activity is specified in the scheme.

- 3.3 Any scheme providing for special responsibility allowances must specify the amount of each such allowance, which need not be the same. It must provide that where members are divided into at least two political groups and a majority of members belong to the same group (“the controlling group”), a SRA must be paid to at least one person who is not a member of the controlling group and has special responsibilities described in (a) to (f) above. It must also provide that where a member does not have throughout the whole of a year such special responsibilities as entitle them to a SRA, the entitlement is to be pro rata according to the number of days they have such responsibilities. The scheme may provide for SRA to be withheld during a period of suspension or partial suspension from the relevant responsibility or duties.
- 3.4 A scheme may provide for the payment to members of “dependants’ carers’ allowance” in respect of such expenses of arranging for the care of their children or dependants as are necessarily incurred in attendance at any of a series of specified meetings (including meetings of the council, executive, committees and subcommittees and the performance of other specified duties).
- 3.5 A scheme made by an authority may provide for the payment of “travelling and subsistence allowance”, including an allowance in respect of travel by bicycles or by any other non-motorised form of transport. This is an allowance in respect of travelling and subsistence undertaken in connection with or relating to such duties as are specified in the scheme and are within one or more of the categories set out in the regulations. These categories include attendance at meetings of the council, executive, committees and sub-committees of the authority, or of any other body to which the authority makes appointments or nominations, and the performance of other specified duties. The scheme may specify that the allowance may be withheld during periods of suspension or partial suspension from the relevant responsibilities or duties. For the purpose of this regulation, a member of a committee or subcommittee of an authority is to be treated as a member of an authority.
- 3.6 The scheme may provide for the payment of a “co-optee’s allowance” for each year to a person who is not a member of the authority but who is a member of a committee or sub-committee of an authority, in respect of attendance at conferences and meetings. The scheme must specify the amount of entitlement by way of co-optee’s allowance in respect of any year to which it relates and provide for payment pro rata where a person holds office for part of a year. It may provide that the allowance may be withheld during periods of suspension or partial suspension from the relevant responsibilities or duties.
- 3.7 Before the beginning of each year, an authority must make the required scheme for the payment of basic allowance. The scheme must also provide for any or all of the

other forms of allowance if it intends to make such payments in respect of the year. The scheme may be amended at any time but may only be revoked from the beginning of a year, except that a scheme may be revoked at any time, following a report of an independent remuneration panel, once a council has begun to operate executive arrangements in place of alternative arrangements, or vice versa, or different executive arrangements involving a different form of executive.

- 3.8 A scheme may provide for an annual adjustment by reference to such index as may be specified by the authority and, where the only change made to a scheme in any year is such an annual adjustment, the scheme is deemed not to have been amended. An index cannot be relied upon for longer than four years without a further recommendation from the independent remuneration panel on the application of an index to the authority's scheme. Amendments affecting an allowance payable for the year in which the amendment is made can be applied with effect from the beginning of the year. A scheme may provide that the authority may require repayment of allowance already paid in respect of any period during which the member is suspended or partially suspended, ceases to be a member of the authority or is in any other way not entitled to receive the allowance in respect of the period. Where a scheme is revoked, a further scheme must be made before the revocation takes effect for the period between the date the revocation takes effect and the end of the year. A scheme must make provision to ensure that where a member of an authority is also a member of another authority, that member may not receive allowances from more than one authority in respect of the same duties.
- 3.9 A scheme must set out which members are to be entitled to pensions in accordance with a scheme made under s.7 of the Superannuation Act 1972, and whether the basic allowance, the special responsibility allowance or both are to be treated as amounts in respect of which such pensions are payable.
- 3.10 The scheme must provide that a person may, by notice in writing to the proper officer, elect to forgo his entitlement or any part of his entitlement to allowances. It must specify a time limit for claims to dependants' carer's allowance, travelling and subsistence allowance and co-optee's allowance, although this does not prevent an authority from making a payment where it is not claimed within the specified period. It may provide for payments to be made at specified times.
- 3.11 An authority must keep a record of payments made in accordance with a scheme and the record must be available for inspection at all reasonable times by relevant local government electors. As soon as reasonably practicable after the end of a year, an authority must make arrangements for the publication within its area of the total sum paid by it in the year to each recipient in respect of each allowance.

- 3.12 An authority must, as soon as reasonably practicable after the making or amendment of a scheme, make arrangements for its publication by ensuring that copies are available for inspection by members of the public, and publishing specified particulars in one or more local newspapers. A copy of the scheme must be supplied to any person on request on payment of such reasonable fee as the authority may determine.
- 3.13 Before the Council makes or amends a scheme it must have regard to the recommendations made to it by the Independent Remuneration Panel. Each panel must produce a report in relation to the authority or authorities in respect of which it was established, making recommendations:
- (a) as to the responsibilities or duties in respect of which, special responsibility, travelling and subsistence and co-optee's allowance should be available;
 - (b) as to the amount of such allowances and of basic allowance;
 - (c) as to whether dependants' carer's allowance should be payable to members of an authority, and as to the amount of such an allowance;
 - (d) as to whether payment of allowance may be backdated following an amendment;
 - (e) as to whether adjustments to the level of allowances may be determined according to an index, and if so which and how long that index should apply, subject to a maximum of four years before it is reviewed;
 - (f) as to which members are to be entitled to pensions; and
 - (g) as to treating basic or special responsibility allowance or both as superannuable.

4. THE INDEPENDENT REMUNERATION PANEL'S RECOMMENDATION

4.1 "[I]n respect of the Members' Allowances Scheme we have concluded that with the current focus on LGR (and with the recent creation of a new Joint IRP which has already begun work on preparing a Members' Allowance Scheme for the proposed two new Shadow Authorities) that there is limited benefit in proposing any new changes as the existing Council will cease to exist on 1 April 2023. Therefore, we unanimously propose no changes to the current Scheme of Members' Allowances which was approved by the Council at its meeting held on 2 March 2021."

4.2 The Council's existing Scheme of Allowances is attached as Appendix 2.

5. CONCLUSION

5.1 In setting its Scheme of Allowances the Council must have regard to the recommendations of the Independent Remuneration Panel.

Contact details:

Contact Officer: Rachel Plant

Ext: 7039

Appendices attached to report:

- Appendix 1 – Panel Terms of Reference
- Appendix 2 – Members' Allowances Scheme 2021/22

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

- None

Corporate Implications:

Legal – Contained within the report.

Property Services – Not applicable

Finance – There is £299,500 within the 2022/23 revenue budget to cover Members' Allowances including the Basic Allowance, Special Responsibility Allowance, National Insurance and provisions for transport related costs and subsistence. .

Equality -

Information Governance-

CARLISLE CITY COUNCILINDEPENDENT REMUNERATION PANELTERMS OF REFERENCE OF THE PANEL

1. To consider relevant information and statutory guidance relating to schemes for the payment of Members' Allowances.
2. To propose a scheme of allowances for Carlisle City Council which ensures that Members receive reasonable recompense for the time they spend on Council activities and encourages Members not to be deterred from seeking election to the Council by financial considerations.
3. The proposed scheme should fully recognise the roles, duties and responsibilities of Members in managing the City Council, in particular the Panel should take account of:
 - the roles, duties and responsibilities of Members, both as decision makers and as community representatives
 - the additional duties and responsibilities which apply to Leading Members (e.g. Leader, Deputy Leader Portfolio holders, Chairs of overview and Scrutiny, chairs of Regulatory Committees, Opposition Group Leader)
4. When proposing a revised scheme of members allowances the Panel should:
 - consider how (and to what extent) the current scheme for the payment of Members Allowances should be revised to reflect the changed roles and responsibilities of the new political management structure.
 - consider relevant guidance, if legislation permits, whether Members Allowances should be pensionable
 - consider what other allowances should be paid
 - make such other recommendations as it considers necessary.
5. In addition, the Panel should take into account the following:
 - the scheme should be easy to understand and operate
 - the proposed scheme should recognise the difficult financial pressures on local authorities (although not with a view of constraining the panel to a particular overall budget) and take into account appropriate benchmarking data.



Elected Members' Allowances Scheme

2021/22

CARLISLE CITY COUNCIL

CARLISLE CITY COUNCIL MEMBERS' ALLOWANCES SCHEME 2021/22

Carlisle City Council, in exercise of the powers conferred by the Local Authorities (Members' Allowances) (England) Regulations 2003, hereby makes the following Scheme.

1. This Scheme may be cited as the Carlisle City Council Members' Allowances Scheme, and shall have effect for the period set out in ***Schedule 1 to this scheme, until amended or revoked.***
2. In this Scheme, 'Councillor' means a Member of the Carlisle City Council who is a Councillor.
3. Duties of Councillors, Executive Members & Portfolio Holders are set out in the ***Guidance Notes at Appendix 1*** which accompany this scheme.
4. **Independent Remuneration Panel (IRP)**
 - The Council is required by the Local Authorities (Members Allowances) (England) Regulations 2003 to establish and maintain an Independent Remuneration Panel (IRP), which will broadly have the functions of providing the Council with advice on its scheme and the amounts to be paid.
 - The IRP will make recommendations about the level of basic allowance for all Councillors, a recommendation about the special responsibilities for which a special responsibility allowance should be paid and the levels of those allowances.
 - The IRP will make recommendations about childcare and dependent carer's allowance and the level of this allowance.
 - The IRP will make decisions regarding Pension arrangements for Elected Members, and which Members are eligible to join the Local Government Pension Scheme (LGPS).
 - The IRP will make recommendations regarding which aspects of a Members Remuneration i.e. Basic & Special Responsibility Allowances are subject to Pension contributions.
 - The IRP will make recommendations about the rates of travel & subsistence allowances which Members can claim when undertaking Official Council business.
 - The IRP will make recommendations in respect of allowances to be paid to co opted members of committees and the levels of those allowances.

Any decision of the Council to amend, revoke or replace their scheme of allowances, and to make a new annual scheme must be taken having regard to the recommendations of the IRP. The function of agreeing and adopting a scheme is the function of the full Council.

The decision by the Council to amend or revoke recommendations made by the IRP, does not extend to the issue of Pensions for Elected Members. The Council can only approve admission to the LGPS in respect of those Members explicitly recommended by the IRP.

5. Basic Allowance

Subject to paragraph 12, a Basic Allowance shall be paid to each Councillor **at the annual rate specified in Schedule 1 to this Scheme**. The allowance shall be paid in monthly instalments on the 15th day of each month.

6. Special Responsibility Allowances

Subject to paragraph 12, a Special Responsibility Allowance shall be paid **at the annual rate specified in Schedule 1** to those Councillors who hold the special responsibilities in relation to the City Council as are specified in that Schedule. The allowance shall be paid in monthly instalments on the 15th day of each month. No Councillor shall be entitled to be paid more than one Special Responsibility Allowance at any one time and in the event that a Councillor undertakes more than one Special Responsibility at a time, then the entitlement shall be to the Special Responsibility Allowance of that Councillor's choice.

SRA ceases to be payable as at the day immediately prior to the Annual Council meeting. Chair's re elected at the Annual Council meeting will receive SRA payable effective from that date. Where a committee does not sit until some time after the Annual Council meeting, SRA will not be payable to the outgoing Chair after the day before the Annual Council meeting, and will only be payable from the date the committee sits and the Chair is elected or re elected.

7. Telephone Provision / Miscellaneous expenses

No separate provision shall be paid in respect of line rental, telephone calls or other miscellaneous expenses associated with being a Councillor except as provided within this scheme. All such costs are to be met from the annual amount of Basic Allowance identified in *Schedule 1*.

8. Dependant Carer's Allowances

A Dependant Carer's Allowance shall be payable based upon a reimbursement of actual receipted costs of **up to the rate per hour specified in Schedule 1** to any Councillor who incurs expenditure in respect of the care of their children or dependent relatives, whilst undertaking the qualifying duties specified in **Schedule 1**.

9. Subsistence Allowances

Subsistence Expenses shall be reimbursed in accordance with **the scales detailed in Schedule 1**, in respect of the qualifying duties specified in that Schedule by reference to the period of absence from home or place of work as appropriate

10. Travel Arrangements

Members should travel by Public Transport where reasonably possible. Where Members travel by rail, they shall be entitled to travel at Standard Class rates, and tickets for the journey can be organised through your member support officer.

Where a Member undertakes a journey by car then reimbursement shall not exceed **the mileage rates specified in Schedule 1**.

Travel by Air will only be authorised and paid on the conditions and rates set out *in Schedule 1*.

11. Travel Abroad

When travelling beyond the United Kingdom, the Member in consultation with the organising department and the Corporate Director of Finance & Resources should ensure as far as practical that the arrangements are made for accommodation to be provided on a fully inclusive basis as a direct charge to the City Council. Where this is not practical, the Corporate Director of Finance & Resources will determine an appropriate scale of allowance having regard to the nature of the event, the location, and the published scales relating to Senior Civil Servants undertaking duties abroad in the location concerned.

12. Town Twinning

When Members visit Flensburg or Slupsk or participate in other approved activities beyond the United Kingdom in circumstances when no other entitlement to a Conference Attendance or full Subsistence Allowance arises, then an **out of country** expense allowance as specified in *Schedule 1* will be payable.

13. Part Year Entitlements

- (i) The provisions of this paragraph regulate the entitlement of a Councillor to a Basic or Special Responsibility Allowance, where, in the course of a year, this Scheme is amended, or a Councillor becomes or ceases to be a Councillor, or accepts or relinquishes a Special Responsibility in respect of which a Special Responsibility Allowance is payable.
- (ii) If an amendment to this Scheme changes the amount to which a Councillor is entitled by way of a Basic Allowance or a Special Responsibility Allowance, or if a Councillor accepts or relinquishes a Special Responsibility Allowance, then the entitlement to the allowance shall be in proportion to the number of days entitlement to each allowance relative to the number of days in that year.
- (iii) If an amendment to this Scheme changes the amount payable by way of a Conference, Dependant Carer's or Subsistence Allowance or to the rates of travel entitlement, the entitlement to such an allowance or payment shall be to the amount under the scheme as it has effect when the duty was carried out.
- (iv) Where the term of office of a Councillor begins or ends otherwise than at the beginning or end of a year, the entitlement of that Councillor to a Basic or Special Responsibility Allowance shall be in proportion to the number of days of his term of office, relative to the number of days in that year.

14. Renunciation

A Councillor may by notice, in writing given to the Deputy Chief Executive, forego any part of his entitlement to an allowance under this Scheme.

15. **Annual Review of Allowances**

The Basic Allowance, Special Responsibility Allowance and Dependent Carer's Allowance shall be index linked to the Council's annual salary increase for staff and submitted annually for approval by Council.

Travel and Subsistence rates will also be index linked to the Council's annual increase for staff and submitted annually for approval by Council.

16. **Claims and Payments**

- (a) A claim for Dependant Carer's or Subsistence Allowance or to reimbursement of travel expenses under this Scheme shall be made in writing within **two months** of the date of the meeting in respect of which the entitlement arises.
- (b) A claim for Dependant Carer's or Subsistence Allowance or to reimbursement of any travel expenses, shall be on the form provided by the Corporate Director of Finance & Resources and shall include a statement by the Councillor making the claim that he or she is not entitled to receive remuneration, reimbursement or any allowance claimable from another body in respect of the matter to which the claim relates, otherwise than under this Scheme.
- (c) Where a payment of the amount specified in this Scheme in respect of a Basic Allowance or a Special Responsibility Allowance would result in a Councillor receiving more than the amount to which he or she is entitled, the payment shall be restricted to such an amount as will ensure that no more is paid than the amount to which he or she is entitled. In the event of a Councillor no longer holding a Special Responsibility, or ceasing to be a Councillor, the amount of any allowance that has been overpaid will be recovered.

17. **Chief Officers**

Chief Officers shall be subject to the same terms and conditions in respect of subsistence as relate to Members.

18. **Elected Members' Pensions**

The Local Authorities (Members' Allowances) (England) Regulations 2003, allow the Council to provide Pension arrangements for any Elected members explicitly recommended by the IRP.

The IRP has recommended that no Members should be entitled to currently participate in the Pension Scheme.

The IRP will reconsider this matter with a view to making a further recommendation to Council.

19. **Co Opted Members Allowances**

The Local Authorities (Members' Allowances) Regulations 2003, allow the Council to pay Co-opted members of committees an annual allowance in respect of their attendance at meetings.

The City Council will pay each Co-Opted Member of the Standards Committee an amount per annum in full recompense for their time & involvement on the committee. **See Schedule 1**

20. **Guidance Notes**

Guidance Notes which are produced to assist Councillors, and which do not form part of the regulations are set out in **Appendix 1** to this document.

1. Basic and Special Responsibility Allowances (SRA)

The following are specified as the **Basic and Special Responsibility Allowances** which shall be payable at the **Annual** rates specified below *for the period commencing 6th May 2021 until revoked or amended: -*

	BASIC £	SRA £	TOTAL £
Leader of the Council	4,887	17,967	22,854
Deputy Leader	4,887	11,229	16,116
Executive Portfolio Holder	4,887	6,735	11,622
Chair Development Control Committee	4,887	4,497	9,384
Chair of Regulatory Panel	4,887	1,128	6,015
Chairs of Appeals Panel (3)	4,887	1,128	6,015
Chair of Chief Officers Panel	4,887	0	4,887
Chair of Audit Committee	4,887	4,497	9,384
Chairs of Overview and Scrutiny Panels (3)	4,887	4,497	9,384
Minority Group Leaders:			
- Less than 5 members	4,887	0	4,887
- 5 to 9 members	4,887	2,247	7,134
- 10 to 14 members	4,887	3,375	8,262
- Over 14 members	4,887	4,497	9,384
All other Council Members	4,887	0	4,887
Co opted members of Standards Committee			
Chair	0	510	510
Member	0	255	255

Notes

(i) **No separate provision shall be paid in respect of line rental, telephone calls or other miscellaneous expenses associated with being a Councillor, except as provided within this scheme. All such costs are to be met from the annual amount of Basic Allowance identified above**

(ii) No Councillor shall receive more than one Special Responsibility Allowance.

2. Dependant Carer's Allowances

A carer's allowance of **£8.91** per hour (alignment with the National Living Wage) and up to a maximum of £2,000 per annum will be paid for care of dependents whether children, elderly person's or people with disabilities, to those Members representing the Council on approved duties (see paragraph 5). The maximum period of the entitlement will be the duration of the approved duty and reasonable travelling time. The allowance will not be payable where the care is provided by a member of the claimant's own household or if a member already receives a carers' allowance.

3. Travel

Members should travel by Public Transport where reasonably possible.

Rail Travel – the amount of the ordinary Standard Class fare at the cheapest rate available for the journey wherever possible.

Taxi Cab - in cases of urgency or where no other form of public transport is reasonably available the amount of the actual fare and any reasonable gratuity paid - in any other cases the amount of the fare for travel by appropriate public transport.

Private Motor Vehicle – the rates approved by Council, for the cubic capacity of the car used for the journey up to 120 miles round distance.

Any distances paid over 120 miles will be reimbursed at the petrol element.

The current rates (effective from 1st Sept 2012) are:

Rate for 1st 120 miles		Rate payable for each additional mile	
Up to 999c.c	= 46.9p	9.406p	per mile
1000c.c and over	= 52.2p	10.366p	per mile

Air - the rate for travel by air shall not exceed the rate applicable to travel by appropriate alternative means of transport together with an allowance equivalent to the amount of any saving in subsistence allowance consequent on travel by air. Where the saving in time is so substantial as to justify payment of the fare for travel by air, the amount paid shall not exceed:

- a) The ordinary fare or any available cheap fare for travel by regular air service, or
- b) Where no such service is available or in the case of urgency, the fare actually paid by the member

Other Costs - The rates detailed above may be increased by not more than the amount of any necessary expenditure incurred on tolls, ferries or parking fees including overnight garaging, however where possible receipts should be submitted with claims.

4. Subsistence

No subsistence will be payable for carrying out approved duties in the City of Carlisle area.

Where expenditure on subsistence is necessarily incurred in the performance of an 'approved duty' out with the Carlisle area, an allowance not exceeding the following maximum rates (effective from 1st April 2009) may be claimed as set out below:

- (a) Breakfast allowance (more than 4 hours away from normal place of residence before 11 a.m.) **£6.34**
- (b) Lunch allowance (more than 4 hours away from normal place of residence including the period between 12 noon and 2 p.m.) **£8.71**
- (c) Evening meal allowance (more than 4 hours away from the normal place of residence ending after 6 p.m.) **£14.21**
- (d) In the case of an **absence overnight** from the usual place of residence,

Accommodation should be pre-arranged through Carlisle City Council. However, where a member **makes their own accommodation arrangements** reimbursement of hotel bills will be limited to the following maximum rates.

Non-London Hotel - **£71.00 plus VAT**

* London Hotels - **£92.00 plus VAT**

- (e) In addition, for each night that a member is away from their usual place of residence, an Out of Pocket Allowance is payable at a rate of - **£5.00 per night. This is the maximum allowable by HMRC in respect of personal incidental expenditure.**
- (f) Out of Country expenses allowance - **£35.00** per 24-hour period on foreign soil.

* For the purposes of this, London means the City of London and the London Boroughs of Camden, Greenwich, Hackney, Hammersmith and Fulham, Islington, Kensington and Chelsea, Lambeth, Lewisham, Southwark, Tower Hamlets, Wandsworth and the City of Westminster.

5. Qualifying Approved Duties

(i) For payment of Travel and Subsistence and Dependent Carer's Allowance:

- Attendance at any meeting of the Council, Executive, Committee, Sub Committee, Panel or Working Group to which the Member has been appointed in an official capacity.
- Attendance as the Council's appointed representative on any public body, charity, voluntary body or other organisation formed for a public purpose (and not for the benefit of the Member).
- Attendance at a Group meeting preceding any meeting of the full Council.
- Attendance by the Chair, Vice Chair or Executive Member for the purposes of a briefing prior to a meeting of any meeting of the Council, Executive, Committee, Sub Committee, Panel or Working Group.
- Attendance at Parish Council meetings within the City Councillor's Ward (Travel only).
- Attendance at a properly organised and advertised surgery for the Councillor's own Ward (Travel only).

GUIDANCE NOTES –CARLISLE CITY COUNCIL MEMBERS' ALLOWANCES SCHEME

These notes are produced to assist elected Members in submitting their claims and do not form part of the regulations.

1. ALLOWANCES FROM MORE THAN ONE AUTHORITY OR BODY

Membership of more than one authority or body may involve the Member in attendance at separate meetings of or the performance of other approved duties, for more than one such authority or body during the course of any 24-hour period.

If a Member who is a member of more than one authority or body attends a qualifying meeting then any claim for a Conference Allowance, Carer's Allowance or Travel and Subsistence, shall be made only against the authority nominating their attendance.

2. PAYMENT OF ALLOWANCES

One-twelfth of the basic allowance and/or the special responsibility allowance shall be paid monthly on the pay date on or preceding the 15th of each month, in respect of that calendar month.

Claims for Dependent Carers' Allowances should be made **within two months** of the date of the meeting and be submitted to the Payroll and i-Trent Supervisor by the 2nd of the month for payment on the 15th of that month directly into a Member's bank account.

An advice note detailing the amount of each payment and the cumulative position during the fiscal year to date will be available to view and download through i-Trent.

Payment will be made each month

3. PAYMENT OF DEPENDENT CARER'S ALLOWANCE

Expenditure incurred by a Councillor for the care of their children or dependent relatives whilst undertaking particular duties shall be reimbursed to a maximum amount **detailed in Schedule 1**, for such reasonable period of the absence giving rise to the claim including reasonable travelling time to and from the meeting.

- (i) Each Councillor who wishes to claim a Dependent Carer's Allowance will register their intention to do so (on a form designed for that purpose available from the Payroll and i-Trent Supervisor), together with the broad details of the circumstances and dependents giving rise to the claim. This initial registration must be approved by the Deputy Chief Executive and can be undertaken at any time during a Councillor's membership of the Council.
- (ii) Thereafter, each individual claim will be made on a Dependent Carer's Allowance Claim form and submitted to the Payroll Team.
A valid invoice must accompany all claims.

4. **TRAVELLING ALLOWANCES**

Claims for reimbursement of travelling costs should be made **within two months** of the date of the meeting and be submitted to the Payroll and i-Trent Supervisor by the **2nd** of the month for payment on the **15th** of that month directly into a Member's bank account.

Please note that Receipts must be provided for fuel, Public Transport fares and other expenses in order to negate any tax/NI liability and allow VAT to be reclaimed by the City Council.

Councillors should note that if they use their own vehicle for the purpose of Council business (including attendance at Council meetings), they should ensure that they are fully covered for business purposes on their motor vehicle insurance policy, their vehicle is roadworthy and covered by a current MOT certificate (see also section 11). And that they hold a valid UK driving licence.

5. **VAT RECEIPTS FOR MILEAGE CLAIMS**

Members who submit mileage claims for reimbursement must request and submit VAT receipts for the purchase of fuel to support their claim. This procedure is necessary to allow the Council to recover VAT from HM Revenue & Customs (HMRC).

Receipts are not required to substantiate every journey. A single (or a few) VAT receipts from the start of the period to the end of the period of the claim would be acceptable.

6. **SUBSISTENCE ALLOWANCES**

Claims for subsistence should be made **within two months** of the date of the meeting and be submitted to the Payroll and i-Trent Supervisor by the **2nd** of the month for payment on the **15th** of that month directly into a Member's bank account.

Receipts must be retained in order to negate any tax/NI liability and allow VAT to be reclaimed by the City Council.

7. **SUSPENSION OF ALLOWANCES**

Payment of all Allowances will be suspended where a Member is suspended, or partly suspended, under Part 3 of the Local Government Act 2000, is adopted.

Subject to the outcome of any investigation, any amount suspended or recouped may be reimbursed.

8. **MISCELLANEOUS PROVISIONS**

The Council also provides the following services for Members;

- i. Visiting Cards, letter headed paper & compliment slips
- ii. Reimbursement of costs personally incurred by Members in hiring accommodation for surgeries
- iii. A Members' Development framework for the learning and development of all Elected Members

- iv. The provision of home-based computer facilities to assist Members in the performance of their role as Councillors and in representing and assisting their constituents.
- v. Office stationery & IT consumables

9 INCOME TAX ON BASIC, SPECIAL RESPONSIBILITY AND CONFERENCE ALLOWANCES

- 9.1 Allowances are taxed under Schedule E. Deductions will be made from attendance allowances in accordance with the Members' tax code: A Member will then be able to claim tax allowances from HM Revenues and Customs in respect of expenses incurred and not re-claimed from the Council.
- 9.2 In determining the liability to tax, allowances will be made for expenses agreed between the Member and the HM Revenues and Customs. Basic Allowance is designed to include an element for miscellaneous expenditure on postage, telephones etc.
- 9.3 Members should take up the question of allowable expenses with HM Revenues and Customs.
- 9.4 Council Members liable to pay income tax at the higher rate should advise the Payroll and i-Trent Supervisor accordingly, in order that a correct notice of coding can be obtained from HM Revenues and Customs.
- 9.5 All taxation matters relating to allowances are centred at Bootle and any queries should be referred to the following address, quoting **tax reference No. 083/100**:

Bootle Merseyview
Taxpayer Service Office
The Triad
Stanley Road
Bootle
Merseyside L75 2YY
Tel. No. 0300 200 3300

9.6 INCOME TAX ON MILEAGE

All business miles will be reported to HM Revenues and Customs at the end of the tax year and may incur a tax liability.

10.0 NATIONAL INSURANCE MATTERS INCLUDING THE EFFECT OF RECEIVING ATTENDANCE ALLOWANCES ON RETIREMENT AND OTHER BENEFITS

- 10.1 Unless otherwise instructed, the Council is required to deduct Class 1 National Insurance contributions from allowance payments above the Primary Threshold.
- 10.2 A Member over minimum state retirement pension age need pay no contribution, whether they are receiving a pension or not, but must obtain a certificate of age-exemption to pass to the Payroll and i-Trent Supervisor.
- 10.3 If you do not fall into any of these categories, then the Department for Works and Pension (DWP) strongly advise that you contact them to establish your position. They say that because of the large variety of individual circumstances it is difficult to set out

everybody's position. They also stress that the National Insurance regulations put the onus on each individual to find out his/her position.

- 10.4 The DWP have requested that Members be reminded that the receipt of attendance and dependent carers' allowances may affect any benefit that they are receiving, and amounts received must be declared to the local office. If Members elect to forego any part of their entitlement to an allowance, this will be disregarded when calculating entitlement to many benefits and the Member is treated as still in receipt of the Allowance. Again, it means a visit to your local Job Centre Plus office if you are affected.
- 10.5 The level of reimbursement currently payable for business mileage may incur a NI liability.
- 10.6 Council Members who currently pay National Insurance up to or over the Upper Earnings Limit in an employed position should apply to the DWP in order that they are subjected to correct NI payments on their Council earnings. This may need to be done on an annual basis.**

11 **METHOD OF CLAIMING**

- 11.1 National Insurance contributions will be calculated on a monthly basis and it would be helpful if Members could complete claims for travel and subsistence so that each calendar month is entered on a separate claim.
- 11.2 National Insurance is calculated by reference to the date and payment period in which payment is made. Members should therefore try to ensure that they submit a claim for payment each month. Failure to submit claims on a monthly basis may result in the Member paying more National Insurance than they would otherwise, i.e. receiving a large payment covering a period of several months may result in a higher liability arising.

12 **STATUTORY SICK PAY**

- 12.1 Members who are required to make National Insurance contributions in respect of Allowance payments are entitled to receive Statutory Sick Pay (SSP).
- 12.2 Members who are exempt from paying National Insurance contributions are not eligible for SSP.
- 12.3 SSP is payable only if average 'monthly' earnings (i.e. Allowances and NI'able mileage) are above the lower earnings limit at which National Insurance contributions become payable. If a Member does qualify then the entitlement on average earnings of **£521.40** per month and above would be **£151.97** per week of sickness.
- 12.4 Any SSP entitlement paid by the City Council is quite independent of any entitlement a Member may have from any other employment. SSP is payable for the first 28 weeks of sickness and is subject to income tax and National Insurance contributions.
- 12.5 The entitlement (if any) of an individual Member will depend on a number of factors/calculations. SSP is payable only on the production of medical evidence.
- 12.6 Members under the State Retirement Pension Age who are subject to National Insurance deduction from their allowances and who are ill for a period of four consecutive days

(including Saturday, Sunday and Bank Holidays) are therefore advised to contact **Mrs Anne-Marie McKeown on 01228 817075** no later than the fourth day. They will be advised as to whether or not they will be entitled to SSP and if so the procedures that they are required to follow. Any delay in notification may affect the entitlement.

13 INSURANCE COVER FOR COUNCILLORS IN UNDERTAKING THEIR DUTIES

13.1 The basic level and details of the insurance cover provided by the Council for Members in undertaking their duties are as detailed below. Members are covered by the Council's insurances whilst undertaking their official Council duties (whether those duties qualify as Approved Duties or not). However, as with any other insurance policy, various conditions and exclusions apply to each policy. If Members require any further details or guidance, they should contact **Steven Tickner, Financial Services Manager on 817280**.

(i) Employers Liability

Limit of Indemnity £30,000,000

(ii) Public Liability

Limit of Indemnity £25,000,000

Libel and Slander included within this cover but with a reduced limit of indemnity of £1,000,000

(iii) Professional and Officials Indemnity (including Outside Bodies Cover)

Limit of Indemnity £5,000,000

NB. Exclusions on this policy include:

Liability in respect of surcharge by the External Auditor or other competent body.

Other Criminal Acts

(iv) Personal Accident

Employees - Capital Sum Benefit Only (3 times Annual Earnings)

Members - Capital Sum Benefit - £100,000

Temporary Total Disablement - £200 per week

Temporary Partial Disablement - £100 per week

(v) Outside Bodies Cover

Contingency insurance cover is provided for Councillors appointed by the Council to serve as the Council's representative on Outside Bodies. This cover will come into effect in the event that claims are made against the Council in the absence of the Outside Body having insurance cover.

A list of the Outside bodies currently covered can be found on the Council's website using the link below:

<https://carlisle.cmis.uk.com/OutsideBodies.aspx>

14.	<u>SOURCES OF HELP</u>	<u>Telephone</u>
	Jason Gooding – Town Clerk & Chief Executive	817009
	Community Services	
	Darren Crossley - Deputy Chief Executive	817004
	Anne-Marie McKeown – Payroll & i-Trent Supervisor	817075
	Governance & Regulatory Services	
	Mark Lambert – Director	817019
	Finance and Resources	
	Alison Taylor – Director	817290
	Economic Development	
	Jane Meek - Director	817190

HM Revenues and Customs

All queries should be referred to the following address, quoting **reference 083/100**:

Bootle Merseyview
Taxpayer Service Office
The Triad
Stanley Road
Bootle
Merseyside L75 2YY

Tel. No. 0300 200 3300

To help Councillors have a clearer idea of what is involved in the various Councillor roles, the Council has designed a set of Role Descriptors for all of the main Councillor functions. These are not strict 'role descriptions' but are created to guide and inform.

Role descriptors exist for the following roles and a copy of each one is provided for your information:

- Core Councillor
- Council Leader
- Deputy Leader
- Group Leader
- Portfolio Holder/Executive Member
- Mayor
- Overview & Scrutiny Chair
- Overview and Scrutiny Member
- Committee Chair
- Committee Member
- Audit Committee Chair
- Regulatory Panel And Licensing Committee Or Sub-Committee Chair

1. CORE COUNCILLOR - ROLE DESCRIPTOR

Council Duties

- To represent their electors and the people of Carlisle by acting as effective advocates, campaigners and representatives.
- To promote the economic, social and environmental well-being of their electorate and the City as a whole, and to act in accordance with the highest standards of probity in public life, seeking to serve the community without personal gain.
- To attend Full Council, its committees as necessary and contribute effectively.
- To undertake other official duties or act as representatives of the City Council on outside bodies to which they have been appointed.
- To participate in setting a budget and the forming the Council's policy.
- To monitor performance against targets in all areas of the Council's direct and indirect activity.
- To co-operate with other agencies to the benefit of people.
- To promote and represent the City Council in the local community.
- To liaise with other levels of government, agencies or bodies which influence the well-being of the City and local area.
- To Chair Committees, Panels, Working Groups and other meetings as required.
- To undertake appropriate development necessary to carry out their role(s) or designated responsibilities.

Community duties

- To promote the economic, social and environmental well-being of the community.
- To find ways of effectively and regularly communicating with their constituents.
- To be an advocate with whom constituents can raise issues of importance or personal concern.
- To explore new ways of being accountable to the constituents.
- To actively campaign for measures that will secure strong, safer communities.
- To help access funding from different sources for the benefit of the community.
- To liaise with other levels of government, agencies or bodies which influence the well-being of their constituency.

2. LEADER – ROLE DESCRIPTOR

Key duties

- To represent the City at local, regional and national levels, acting as ambassador and leading the development of key strategic partnerships with local communities, outside agencies and key stakeholders to deliver the Council's corporate objectives and provide quality services to residents.
- To provide clear political leadership for the Council, relating to all Members, citizens, staff and stakeholders.
- To act as the Council spokesperson on all key corporate issues, consistent with the overall policy and budgetary framework agreed by the Council.
- To lead the development of local and regional policies which fulfil the Council's corporate policy objectives as stated in the Best Value Performance Plan.
- To lead on the Council's effective decision-making processes and supporting administration.
- To lead the budget making processes of the Council, closely linked to performance management.
- To lead the Council's public participation activities, encouraging local people to take part in the Authority's decision making processes.
- To lead on all regional affairs.
- To Chair all Executive meetings.

The above activities are in addition to the responsibilities set out in the Core Councillor, Group Leader and Portfolio Holder Role Descriptors.

3. DEPUTY LEADER - ROLE DESCRIPTOR

Key duties

- To deputise for the Leader of the Council in his/her absence.
- To chair Executive meetings in the absence of the Leader of the Council.
- To act as the Council's spokesperson on all key corporate issues, consistent with the Council's overall policy and budgetary framework, in the absence of the Leader.
- To hold and lead on any Portfolio which the Council may allocate.
- To undertake specified delegated/ designated Leader duties.

The above activities are in addition to the responsibilities set out in the Core Councillor and Executive/Portfolio Holder Role Descriptors.

4. GROUP LEADER - ROLE DESCRIPTOR

Key duties

- To provide clear political leadership for the party represented absence.
- When in opposite, to provide credible checks and balances, challenges and alternatives to the ruling party.
- To canvas a range of views within the party in the formulation of policy.
- To integrate and represent party policy at a local level.
- To co-operate with other groups where appropriate, particularly in matters of a non-party political nature.
- To chair and/or attend meetings where appointed to a representative role within the council.
- To liaise with other local and regional representatives of the party.
- To monitor the performance of the council against its budget, policy and performance plan.

. The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor

5. PORTFOLIO-HOLDER/EXECUTIVE MEMBER - ROLE DESCRIPTOR

Executive duties

- To work at meeting the Council's corporate objectives, as set out in the Best Value Performance Plan.
- To encourage performance improvement in all services, consistent with Best Value principles and within the policy and budgetary framework agreed by the Council. This includes responding appropriately to statutory reports on external inspections and service reviews, together with all Best Value Review Action Plans.
- To facilitate and encourage public participation in the Council's activities by engaging key stakeholders in the Authority's decision-making processes. Overseeing the publication of consultation papers on key issues and appropriate public consultation.
- To consider budget priorities and actions on the delivery of Council services within the overall policy and budgetary framework agreed by the Council.
- To consult with Overview and Scrutiny Committees on matters relating to the development and formulation of policy.
- To consult with Area Committees and local Ward Members about policy developments or service initiatives which have a specific relevance to their areas.
- Support positive relationships and practices through co-operative working with Officers and unions.
- To oversee the investigation of and responses to all Local Authority Ombudsman reports, including any findings of maladministration.
- To commission research, studies or the collection of information relating to policy issues or service delivery.

Portfolio holding duties

- To provide pro-active political leadership for the designated function/service of the Council set out in the allocated Portfolio.
- To initiate and promote policies and programmes in the allocated Portfolio within the Council and externally.
- To present and consult on the Council's policies in the allocated Portfolio with the public, directly and through appropriate media.
- To engage actively and represent the Council in appropriate local, regional and national groupings involved with the service areas set out in the allocated Portfolio.
- To make recommendations about the implementation of policies within the allocated

Portfolio.

- To report to the Council on decisions made, actions taken and progress achieved within the allocated Portfolio.
- To consult with and report as required to the Executive Committee and the Overview and Scrutiny Committee of the Portfolio.
- To commission and consider reports from appropriate Officers as required for the efficient discharge of the Portfolio Holder's duties/responsibilities.
- To keep abreast of national best practice/new initiatives in the areas covered by the Portfolio to help ensure high local service standards and provision.
- To consider and act on performance data and reports from the Executive Committee and the Scrutiny Committee.
- To contribute to the corporate development of the Council's policies and objectives through active engagement of the Executive Committee.
- To work closely with relevant Senior Officers of the Council to support the efficient management of the authority and to uphold high standards of performance and conduct in enabling Officers to exercise any powers delegated to them.
- To attend meetings of the Overview and Scrutiny Committee as and when required.

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

6. MAYOR – ROLE DESCRIPTOR

Key duties

- As the city's first citizen, the main role of the Mayor is to act as the non-political, Civic and Ceremonial Head of the city.
- To Chair meetings of the Full Council.
- To maintain the historical and ceremonial traditions of the Office of Mayor.
- To promote the Council locally, nationally and internationally.
- To promote, liaise and link with private and voluntary sector organisations in the city.
- To participate in and help initiate activities which enhance the economic, social, cultural and environmental well-being of the city and its residents.
- To act as patron/president to local organisations.
- To act as host to official visitors to the city.
- To attend annual civic events and local community activities.
- To represent the city at ceremonial events.
- To act as the city's representative on other occasions determined by Council.
- To carry out all duties in a manner appropriate to the status and tradition of the Office.

The Deputy Mayor will on occasions, also perform this role

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

7. OVERVIEW & SCRUTINY CHAIR - ROLE DESCRIPTOR

Key duties

- To undertake the functions of a Councillor whilst also leading and co-ordinating the relevant scrutiny activities of the Council to ensure that transparency and accountability are of priority.
- To Chair a Scrutiny Committee.
- To work with the Vice-Chair and Overview and Scrutiny Manager to co-ordinate the activities and the work programme of the Scrutiny Committee.
- To foster and maintain a disciplined approach by the Members involved in Scrutiny having regard to high standards of behaviour and ethics.
- To monitor the Council's decision-making processes, ensuring that such decisions are consistent with Council policy.
- To scrutinise the activities of the Executive.
- To invite Members of the Executive, Officers and others to attend meetings of the Scrutiny Committee to answer questions.
- To own and present the reports of the Scrutiny Committee to the relevant bodies with the Council.
- To organise Committee Members input into the Council's Best Value processes and to advise the Council on its approach to Best Value.
- To act as a focus for liaison between the Council and communities and partners in the scrutiny function.

Deputy Chair will on occasions, also perform this role

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

8. OVERVIEW & SCRUTINY COMMITTEE MEMBER - ROLE DESCRIPTOR

Key duties

- To scrutinise Executive decisions, to assess how these contribute to effective service delivery and help to achieve the Council's Corporate Plan/Best Value Performance Plan and whether they are in accordance with the agreed budgetary and policy framework.
- To review individual policies and projects to evaluate their effectiveness and success and consult with all relevant stakeholders in this process.
- To monitor how the Council is meeting its agreed corporate objectives, as set out in the Corporate Plan/Best Value Performance Plan.
- To facilitate and encourage participation in the Council's activities by effectively engaging local residents, businesses, outside agencies and other key stakeholders in the committee's work as appropriate.
- To check that the Council continues to improve performance in all services within the policy and budgetary framework agreed by the Council and recommend areas for improvement and change.
- To undertake Best Value reviews of the Council's services and make recommendations which positively contribute to improving service delivery.

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

9. COMMITTEE CHAIR - ROLE DESCRIPTOR

Key duties

- To enable the smooth and orderly conduct of business within the Standing Orders and Terms of Reference of the Council.
- To ensure an orderly debate or deliberation of the business in hand.
- To report on the workings of the Committee, Sub-Committee, Panel or working Group to the full Council and to present, where appropriate, recommendations to the Council.
- To ensure that there is proper consideration of any item.
- To bring, where appropriate, the views of co-opted Members (if any) to the attention of Council.
- To liaise with Officers in formulating Agenda and to attend any meetings with Officers to discuss matters relevant to the business of the Committee, Sub-Committee, Panel or Working Group.
- Where appropriate, to liaise with other interested parties in establishing co-opted membership, and topics for consideration.
- Where applicable, to liaise with other tiers of local government and to contribute to any other joint working arrangement.
- Where applicable, to lead such site visits that may assist Members arriving at a considered decision.
- To attend training necessary and appropriate to the role and to remain fully updated on relevant changes in legislation and Government practice.

Deputy Chair will on occasions, also perform this role

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

10. COMMITTEE MEMBER - ROLE DESCRIPTOR

Key duties

- To participate in service committee discussions.
- To give proper consideration to items before and during meetings.
- To offer opinions based upon an understanding of the legal requirements of the subject discussed.
- To inform the committee of constituent opinion.
- To take into consideration a range of views and issues when reaching a decision.
- To conduct oneself with dignity and decorum when offering views at variance from other Members.
- To undertake appropriate site visits.
- To undertake specific training including updates in the law pertaining to the work of the committee.

The above activities are in addition to the responsibilities set out in the Core Councillor Role Descriptor.

Introduction to the Skills and Knowledge Requirements for the Various Member Roles

A set of skills and knowledge requirements which correspond to the Member Role Descriptors have also been created.

These should be viewed not as hard and fast list of prerequisites but as a suggestion of the sorts of skills and knowledge likely to be required.

There has not been a direct linking of skills against each element of the Role Descriptor but instead a focus on the key requirements.

It was felt that it was more useful to provide an essential condensed version rather than an exhaustive list.

1. Core Councillor - Skills and Knowledge

This may be considered in conjunction with any other roles that the Councillor may take on within the council.

Knowledge

- Council constitution
- Standing orders
- Council policies
- Council services
- Who to contact to pursue enquiries
- Relevant legislation
- Ethics, standards and legal responsibilities
- Community groups within the ward
- Social and economic initiatives affecting the council

Skills

- Running a surgery
- Working with groups
- Relationship building, developing trust
- Diplomacy and influencing
- Public speaking
- Dealing with the media
- Contributing to meetings
- Pursuing case work resulting from ward consultations
- Personal organisational skills
- Analysing information
- Basic computer literacy

2. Council Leader - Skills and Knowledge

To be viewed in conjunction with the Core Councillor Role and Group Leader and Portfolio Holder

Knowledge

- Broad local and national political issues
- Economic and regeneration initiatives and opportunities
- Strategic planning
- Social and business aspirations and concerns within the city and rural environs
- Thorough understanding of political, budgeting and legal processes within the council

Skills

- A high level of media and personal presentation skills
- Chairing meetings
- Analysing considerable and varied complex information
- Decision making
- Leadership and the ability to gain support
- Relationship building, particularly with key players inside and outside of the council
- Strategy development
- Personal planning, prioritisation and delegation
- Highly developed negotiation and influencing skills
- The ability to act as a role model as the figurehead of the council

3. Deputy Leader - Skills and Knowledge

The skills and knowledge for this role need to cover all of the areas outlined in the Core Councillor role, portfolio holder and the leader role but in the latter not to the same depth.

Additionally, the Deputy needs to be skilled in:

- Flexibility and responsiveness
- Interpreting and enacting the views and actions of the leader
- If agreed, developing specific skills in designated, delegated Leader responsibilities

4. Group Leaders - Skills and Knowledge

To be viewed in conjunction with the Core Councillor role. Reference to aspects of the Council Leader Skills and Knowledge may also be helpful.

Knowledge

- A thorough understanding of political, budgetary and legal processes within the council.
- A detailed knowledge of party rules
- An awareness of and the ability to interpret party politics at national and local levels.

Skills

- Ability to manage and co-ordinate varying views within the party
- Influencing, negotiating and mediation skills
- Presenting arguments and alternatives persuasively
- Chairing meetings
- Decision making
- Leadership and team-building
- Managing complex information

5. Portfolio Holder/Executive Member – Skills and Knowledge

Knowledge

- Excellent practical knowledge of the constitution, council policies and procedures
- A good working knowledge of the issues and legal requirements of the services for which the Portfolio Holder has responsibility.
- An understanding of the lines of authority as they relate to individual as they relate to individual responsibility
- An understanding of CPA, Best Value and Performance Indicators, particularly relating to areas of responsibility

Skills

- The ability to take a broad, objective overview for the areas for which they have responsibility
- Excellent communication skills and the ability to engage with people individually and collectively
- The ability to contribute to wider strategic discussions and decisions
- The ability to chair meetings where appropriate and maximise their effectiveness
- Well developed analytical skills and the ability to evaluate services against a range of quality standards
- Good relationship building skills in working with officers, other parties and agencies

6. Mayor – Skills and Knowledge

To be viewed in conjunction with the Core Councillor Role

Knowledge

- Thorough understanding of Standing Orders and Council Chamber procedures
- Knowledge of Mayoral protocols and appropriate behaviours in a variety of public situations
- Appropriate forms of address for public and religious dignitaries
- A credible knowledge of local and civic history

Skills

- Excellent media skills
- Well developed personal presentation
- Conversational skills and the ability to engage quickly and effectively with a wide variety of people
- The ability to deliver prepared speeches and where necessary ad-hoc speeches
- Commanding respect and order in Full Council meetings
- Chairing meetings
- To be able to be diplomatic and professional at all times

These requirements are likely to be also expected of the Deputy Mayor

7. Overview and Scrutiny Chair – Skills and Knowledge

To be viewed in conjunction with the Core Councillor Role

Knowledge

- Thorough understanding of the purpose and process of Overview and Scrutiny and how this relates to Executive decisions
- An understanding of the parameters of the powers of Overview and Scrutiny
- A knowledge of analytical and evaluation processes
- A knowledge of the particular type of chairing required for an O&S meeting
- A knowledge of Best Value and performance management criteria

Skills

- How to prepare for an overview and scrutiny meeting
- Chairing skills which encourage participation
- The ability to analyse and evaluate detailed and complex information
- Team building along cross part lines
- The ability to offer direction and process skills to O&S members
- The encouragement of creative approaches to evaluation
- Policy development

These requirements are also likely to be expected of Deputy Chair.

8. Overview and Scrutiny Member – Skills and Knowledge

To be viewed in conjunction with the Core Councillor Role. Reference to the Skills and Knowledge requirements for O&S Chair will also prove useful.

All of the skills and knowledge for O&S Chair will be applicable except those relating directly to Chairing Skills. Additionally, O&S Members will need to be able to:

- Apply a range of thinking, analysing and decision making techniques
- Be able to articulate conclusions based on sound reasoning
- Be prepared to operate from a primarily objective rather than partly political perspective

9. Committee Chair – Skills and Knowledge

Knowledge

- A detailed understanding of the role of the committee and how this relates to council wide decision making processes.
- Specific knowledge of the law as it applies to the particular committee – e.g. Development Control, Licensing, Audit etc. (furthermore, it may be that the chair possesses a higher level of knowledge in this area, in order to be able to guide and inform Members)
- Knowledge of the constitution, Council policies and correct decision making procedures to be adopted by the Committee.
- A knowledge of analytical and evaluation processes
- A knowledge of how to prepare for and chair a committee meeting
- An understanding of best value, value for money and Performance Indicators.

Skills

- Chairing and meeting skills including encouragement, management and summarising
- Managing time and the agenda within a meeting
- The ability to analyse and evaluate information against a range of quality standards and measurements.
- The ability to differentiate between subjective and objective judgements
- Relationship building, particularly with other committee members and reporting Officers

10. Committee Member – Skills and Knowledge

To be viewed in conjunction with Core Councillor Role. Reference to Committee Chairmen will also be useful

All of the skills and knowledge requirements for Committee Chair will be relevant except those relating specifically to Chairing Skills.

- Prepare appropriately for meetings
- Absorb, digest and interpret sometimes complex and detailed information
- Articulate views based on sound judgement and objective interpretation
- Respond to community interests and opinions



Carlisle City Council Report to Council

Item
20.

Report details

Meeting Date: 26 April 2022
Portfolio: Finance, Governance and Resources
Key Decision: Not applicable
Policy and Budget Framework: Yes
Public / Private: Public

Title: AUDIT COMMITTEE ANNUAL REPORT 2021/22
Report of: CHAIR OF AUDIT COMMITTEE
Report Number: RD.74/21

Purpose / Summary:

This report provides a summary of the work undertaken by the Audit Committee during 2021/22.

Recommendations:

It is recommended that Council note and accept this report.

Tracking

Audit Committee	23 March 2022
Council:	26 April 2022



Carlisle City Council

Report to Audit Committee

Report details

Meeting Date: 23 March 2022
Portfolio: Finance, Governance and Resources
Key Decision: Not applicable
Policy and Budget Framework: Yes
Public / Private: Public

Title: AUDIT COMMITTEE ANNUAL REPORT 2021/22
Report of: CHAIR OF AUDIT COMMITTEE
Report Number: RD.74/21

Purpose / Summary:

This report provides a summary of the work undertaken by the Audit Committee during 2021/22.

Recommendations:

It is recommended that the Audit Committee note and accept this report for recommendation to Council.

Tracking

Audit Committee	23 March 2022
Council:	26 April 2022

1. Background

1.1. In accordance with paragraph 3.3 of the Audit Committee's Rules of Governance - attached to this report for Members' information as Appendix A - the Chair of the Audit Committee is required to present an Annual Report on the work of the Audit Committee to the full Council.

2. Purpose of the report

2.1 This report summarises the work carried out by the Audit Committee during 2021/22. It demonstrates to Council and stakeholders the effectiveness of the Committee in maintaining the organisation's internal control environment and governance arrangements.

2.2 The Committee

The Members of the Audit Committee for this municipal year are -

Conservative	Labour	Independent and Lib Dem
Cllr Meller (Chair)	Cllr Mrs Birks	Cllr Bomford
Cllr Lishman	Cllr Ms Patrick (Vice Chair)	Cllr Allison (Sub)
Cllr Mrs Mitchell	Cllr Dr Tickner (Sub)	
Cllr Mrs Tarbitt	Cllr Wills (Sub)	
Cllr Mrs Finlayson (Sub)		
Cllr Mrs McKerrell (Sub)		
Cllr Shepherd (Sub)		

2.2.2 This Report covers the meetings of the Audit Committee held on:

20th May 2021 (Special)

8th July 2021

28th July 2021

24th September 2021

11th November 2021 (Special)

10th December 2021

17th March 2022

Details of the agenda items covered at each meeting are given at **Appendix B**.

2.2.3 The External and Internal Auditors, the Portfolio Holder for Finance, Governance and Resources, the Corporate Director of Finance and Resources, the Corporate Director of Governance & Regulatory Services and the Designated Head of Internal Audit are invited to all Committee meetings. The Committee can seek attendance

from any officer or Member of the Executive and has exercised this right on several occasions.

2.2.4 It should be noted that the Committee returned to face to face meetings during 2021/22.

2.2.5 At each meeting the Committee receives, for information purposes, the minutes of the Business and Transformation Scrutiny panel.

2.2.6 Training is an essential element for an Audit Committee. The Committee received annual training and are updated on statutory accounting requirements and are alert to the possibility of areas in which their knowledge could be extended.

2.3 External Audit

2.3.1 The Audit Committee received and approved the external auditor's Annual Audit Plan. It commented on the fee rates and work programme consultation carried out by Grant Thornton based on fees set by Public Sector Audit Appointments Ltd, the independent company set up by the Local Government Association with delegated statutory functions to set audit fees and make arrangements for certain audits.

2.3.2 The Audit Committee also received the Annual Findings Report in relation to the Statement of Accounts for both 2019/20 and 2020/21. A judgement was included in the External Auditor's Annual Report indicating whether the Council has adequate arrangements to secure Value for Money in the use of resources. This judgement for 2020/21 is considered in the Audit Committee Agenda on 23 March 2022.

2.3.3 Finally, the External Auditor also provided the Committee with informative updates on key areas of interest in Local Government which were well received by the Committee and which the Committee referred on to other groups who may find them useful, e.g. Executive or Council.

2.3.4 The proposed external audit fee for 2021/22 was £44,003. A refund of £8,090 from PSAA has also been received.

2.4 Internal Audit

2.4.1 The Committee has overseen the work undertaken by Internal Audit throughout the year, including the delivery of the Annual Audit Plan.

2.4.2 The Internal Audit Plan focused on a Risk Based approach to establishing which reviews to undertake and where resources should be focussed.

2.4.3 The Committee received quarterly update reports from Internal Audit highlighting performance against the plan as well as reports of completed reviews. Each report is supplemented by a verbal update on key areas of success or concern in each completed audit review from the Designated Head of Internal Audit and the Audit Services Manager.

2.4.4 The Committee also received updates on the progress against Audit recommendations and monitors closely where these are not completed to a satisfactory level.

2.4.5 As of the date of this meeting, the Committee had received fourteen final reports with the following assurance levels.

<u>Assurance Level</u>	<u>Number of Final Reports</u>
Substantial	0
Reasonable	7
Partial	2
n/a	4
Total	13

2.4.6 As at the date of this meeting, 52% (14 of 27) of planned reviews have been finalised to draft stage and all but one remaining review is in progress.

2.4.7 The Committee concentrates its attention to high priority recommendations made in reports. Where a report carries a partial assurance level, the Committee usually receives a verbal update from the relevant Chief Officer or Service Manager to outline how the review is being dealt with and how the assurance can be improved. Where a partial assurance is given, the Internal Audit team will perform a formal follow up within six months and report back to the Audit Committee to outline how recommendations have been implemented and whether the assurance level has increased.

2.4.8 The Internal Audit team operate under the guidelines laid down by the Public Sector Internal Audit Standards and the Council also has an Audit Charter in place that is brought to the Committee for approval annually.

2.4.9 Internal Audit also provide assurance through an Annual Report that the Council's overall control environment is satisfactory and whether any key weaknesses should be addressed in the Annual Governance Statement. This report was received in July 2021 and highlighted no new areas of concern.

2.5 Accounts

- 2.5.1 The Committee considered the Council's final statement of accounts for 2019/20 at its May meeting and the final statement of accounts for 2020/21 at its November meeting with both meetings also receiving the External Auditor's Audit Findings Reports.
- 2.5.2 The External Auditor also reported whether the Council has proper arrangements in place for securing Value for Money. This is considered on the agenda of the Audit Committee on 23 March 2022.
- 2.5.4 The Committee will receive the Annual Audit Letter once the audit is concluded.

2.6 Corporate Governance

- 2.6.1 The Committee is responsible for ensuring the Council meets the requirements of the Code of Corporate Governance and the Good Governance Principles. The CIPFA/SOLACE document 'Delivering Good Governance in Local Government: Framework's core principle is that local government develop and shapes its own approach to governance. The Council has a Local Code of Corporate Governance and Good Governance Principles which the Committee have previously reviewed.

2.7 Treasury Management

- 2.7.1 The Audit Committee has responsibility for monitoring the Council's arrangements for Treasury Management and received reports for scrutiny on a quarterly basis, together with consultation on the proposed Treasury Management Strategy Statement.
- 2.7.2 The Committee take a keen interest in Treasury Management matters and question Officers around the security of the Council's investments and its approach to capital financing.

2.8 Risk Management Monitoring

- 2.8.1 The Committee has received regular updates on the risk management process and that the corporate risk register is being looked at on a regular basis. It is not the Committee's duty to determine that risks are being correctly identified and managed, more that the process of monitoring risks is being adhered to and that regular updates on risk management are given to the Executive and Scrutiny Panels where appropriate.

2.9 Fraud Prevention and Whistleblowing

- 2.9.1 The promotion of fraud awareness is important to Audit Committee Members who encourage officers in their efforts. Any incidences of fraud are reported to the Committee through the Internal Audit quarterly reports.

3. Conclusion and reasons for recommendations

- 3.1 Audit Committees are a key component of an authority's governance framework. The purpose of an audit committee is to provide independent assurance on the adequacy of the risk management framework, the internal control environment and the integrity of the financial reporting and annual governance process. By overseeing internal and external audit, it makes an important contribution to ensuring that effective assurance arrangements are in place.
- 3.2 The Audit Committee's annual report (together with the Audit Committee Minutes which are reported to Council throughout the year) provides the Council with information to show how the Audit Committee has fulfilled its role during the year and provides independent assurance to the Council on the adequacy of the risk management framework, the internal control environment and the integrity of the financial reporting and annual governance process.
- 3.3 Covid restrictions on workplace practices have forced some delays which have been largely overcome by the hard work of the officers and external auditors. My thanks to them along with the Vice Chair and the Committee for their support and understanding.

4. Contribution to the Carlisle Plan Priorities

- 4.1 The Audit Committee ensures that an effective governance framework is in place to underpin the delivery of Carlisle City's Priorities.

Contact details:

Contact Officer: Steven Tickner Ext: 7280

Appendices attached to report:

Appendix A Rules of Governance
Appendix B Audit Committee Agendas

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

- None

Corporate Implications:

Legal - The administration of the Council and its financial transactions must be subject to some form of check and accountability. In addition to political accountability through elected members and central government, and judicial review through the courts, there is accountability and control through the audit system. Internal audit controls are governed mostly by the non-statutory codes of practice developed by the profession. External audit controls are subject to a much greater body of law and, while always important, became more extensive in recent years. This Report forms part of our Governance procedure to provide reassurance that the Council operates properly and that there are checks in place to ensure maintain and improve that position.

Property Services - None

Finance - It is best practice for the Chair of the Audit Committee to prepare an Annual Report outlining the work undertaken by the Audit Committee during the year.

Equality - None

Information Governance - There are no information governance implications with this report

RULES OF GOVERNANCE**1. STATEMENT OF PURPOSE**

- 1.1 The purpose of an Audit Committee is to provide independent assurance of the adequacy of the risk management framework and the associated control environment, independent scrutiny of the authority's financial and non-financial performance to the extent that it affects the authority's exposure to risk and weakens the control environment, and to oversee the financial reporting process.

2. TERMS OF REFERENCE**2.1 Audit Activity**

To consider the Designated Head of Internal Audit's annual report and opinion, and a summary of internal audit activity (actual and proposed) and the level of assurance it can give over the Council's corporate governance arrangements.

To consider summaries of specific internal audit reports as requested.

To consider reports dealing with the management and performance of the providers of internal audit services.

To consider a report from internal audit on agreed recommendations not implemented within a reasonable timescale.

To consider the external auditor's annual letter, relevant reports, and the report to those charged with governance.

To consider specific reports as agreed with the external auditor.

To comment on the scope and depth of external audit work and to ensure it gives value for money.

To liaise with Public Sector Audit Appointments Ltd over the appointment of the Council's external auditor.

To commission work from internal and external audit.

2.2 Regulatory Framework

To maintain an overview of the Council's Constitution in respect of Contract Procedure Rules, Financial Regulations and relevant Codes of Conduct.

To review any issue referred to it by the Town Clerk and Chief Executive or a Chief Officer, or any Council body.

To monitor the effective development and operation of risk management and corporate governance in the Council.

To monitor Council policies on "Raising Concerns at Work" and the anti-fraud and anti-corruption strategy and the Council's complaints process.

To oversee the production of and approve the authority's Annual Governance Statement.

To consider the Council's arrangements for corporate governance and agreeing necessary actions to ensure compliance with best practice.

To consider the Council's compliance with its own and other relevant published standards and controls.

2.3 Accounts

To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.

To approve the Annual Statement of Accounts, income and expenditure and balance sheet. To consider whether appropriate accounting policies have been followed and whether there are concerns arising from the financial statements or from the audit that need to be brought to the attention of the Council.

To approve the Letter of Representation

3. ACCOUNTABILITY

3.1 The Audit Committee shall be a stand-alone Committee of the Council. All Audit Committee members shall act in the interests of the Council and not on behalf of any political party, constituency, ward, or interest group.

3.2 The Chair of the Audit Committee shall be appointed by the Committee. The Chair and the Committee shall ensure that relevant issues are promptly brought to the attention of the Executive, Overview and Scrutiny Panels and Regulatory Committees or the full Council.

3.3 The Chair of the Audit Committee shall present an Annual Report on the work of the Audit Committee to the full Council.

4. AUTHORITY AND ACCESS

4.1 The Audit Committee has a right to request relevant information from appropriate or relevant Members and Officers of the Council.

4.2 The Audit Committee shall not be able to transact the powers, functions and duties reserved to the full Council, the Executive, Overview and Scrutiny Panels and other Regulatory Committees.

4.3 The Audit Committee shall have access to in-house financial, legal and any other professional advice necessary to carry out its functions.

4.4 The Chair of the Audit Committee and the external and internal auditor shall meet as necessary and the Council's Designated Head of Internal Audit shall provide necessary services and support and assistance to the Audit Committee.

4.5 Any Member, Officer or member of the public who has any concern covered by the Terms of Reference of the Audit Committee may raise the matter with the Chair of the Committee who shall obtain, if necessary, relevant advice from the Council's Monitoring Officer or the Section 151, Corporate Director of Finance and Resources before taking any action with regard to the same.

5. MEMBERSHIP

5.1 Audit Committee members shall be appointed by the Council and consist of 7 members in accordance with the rules governing political balance. No member of the Executive and no chair of the Overview and Scrutiny Panels shall be eligible to be a member of the Audit Committee.

- 3.1 The Audit Committee shall be provided with administrative support by the Governance & Regulatory Services Directorate and reports/decisions of the Audit Committee shall be recorded and published on CMIS in the usual way. Financial Services shall provide technical support to the Committee when required. As the decisions of the Audit Committee shall not be of an executive nature, the decisions shall not be the subject of a request for call-in. If any Member is concerned about any decision of the Audit Committee, s/he should raise the matter with the Chair of the Audit Committee, the Monitoring Officer and/or the Section 151 Finance Officer and/or ask an oral question of the Chair of the Audit Committee at the Council meeting in accordance with the relevant Council Procedure Rules.

6. ATTENDANCE

- 6.1 The Audit Committee shall meet on a regular basis as provided for in paragraph 7 below. Officers and others may attend all or part of the meeting at the invitation of the Committee. Attendees may include:

- The Leader or Deputy Leader
- The Portfolio Holder for Finance
- Portfolio Holders
- Town Clerk and Chief Executive
- Corporate Director of Finance and Resources (Section 151)
- Corporate Director of Governance and Regulatory Services (Monitoring Officer)
- Designated Head of Internal Audit
- Other Chief Officers and Managers, as required

- 6.2 Subject to the relevant meeting complying with the Access to Information paragraphs for the exclusion of members of the public, the Audit Committee shall at least annually meet:
- (i) in private, with the external and internal auditors together; and/or
 - (ii) in private, with the external auditor.

7. MEETINGS

- 7.1 The Audit Committee shall meet at least four times a year in accordance with the schedule of meetings agreed by the Council. The External Auditor or the Designated Head of Internal Audit may request a meeting if they consider it necessary and other special meetings may be called in accordance with the Council's Procedure Rules.

- 7.2 The members of the Audit Committee shall commit to receiving appropriate training and development necessary to fulfil their roles.

8. QUORUM

- 8.1 The quorum for any meeting shall be one quarter of the elected members of the Committee, subject to there being not less than two elected members present at any time.

9. WORK PROFILE OF THE AUDIT COMMITTEE

- 9.1 In furtherance of the Terms of Reference and not otherwise, the Audit Committee is likely to receive and advise upon the following areas of work:

- Whether there is an appropriate culture of risk management and related control throughout the Council;
- the Annual Governance Statement;

- the annual Statement of Accounts, including changes in and compliance with accounting policies and practices, major judgemental areas and significant adjustments resulting from the audit;
- significant changes required to Financial Procedure Rules and the Contracts Procedure Rules.
- the framework and processes for risk assessment, analysis and management within the Council;
- the effective co-ordination between internal and external audit;
- the budget needed to resource effective internal and external audit and other responsibilities of the Audit Committee; and
- generally, on how the Audit Committee could add value to the work and operation of the Council.

9.2 External Audit and Inspection Agencies

- To note the fees and terms of engagement of the external auditor.
- To review the planned programme of work with the external auditor.
- To consider the annual statutory audit and to advise the Executive on any response to any audit management letters, reports and investigations, including Value for Money studies and other inspection reports.
- To review whether agreed external or internal audit or inspection recommendations have been implemented by the Executive as timetabled.
- To discuss with the external auditor any problems, reservations or issues arising from the interim or final audit or other investigations.
- To review the external auditor's independence and objectivity and annually appraise the Executive on the effectiveness and value for money of the external audit service.

9.3 Corporate Governance Framework

- To review and advise the Executive on the embedding and maintenance of an effective system of corporate governance including internal control and risk management.
- To give an assurance to the Council that there is a sufficient and systematic review of the corporate governance, internal control and risk management arrangements within the Council.
- To review the Annual Governance Statement and make appropriate recommendations to the Council, the Executive, the Overview and Scrutiny Panels and Regulatory Committees.
- To ensure that any significant weaknesses identified are remedied.
- To commission, if necessary, any relevant investigations into matters of particular concern relating to internal control.

- To ensure that the impact of any alleged or fraudulent activity on the Council's framework of internal control is reviewed and, where necessary, to recommend changes to strengthen the control framework.
- To receive reports relating to those aspects of whistle blowing or alleged or actual fraudulent activity which relate to the Terms of Reference of the Audit Committee.

9.4 Internal Audit

To review and make recommendations to the Executive regarding:

- The effectiveness of internal audit;
- the internal audit function to ensure it is adequately resourced;
- the internal audit strategy, annual plan and to monitor delivery of the plan;
- any internal audit protocols and policies;
- significant audit findings, together with the response from managers to these reports;
- any difficulties encountered by internal audit including any restrictions on the scope of activities or access to required information;
- agreed internal audit recommendations to ensure they are implemented by management as timetabled; and
- the annual report from the Designated Head of Internal Audit.

9.5 Other

- To consider and make recommendations to the Executive on:
- the selection and terms of appointment of other appropriate advisors and consultants;
- governance issues relating to the operation of the Audit Committee, and
- the proportionality, independence, and appropriateness of any of the Council's policies relating to any audit or governance matters;
- such other matters of an audit, financial or governance nature as fall within the terms of reference of the Committee or as may be referred by the Council.

Audit Committee Agenda's

20th May 2021 (Special)

- A1. External Audit Findings for Carlisle City Council
- A2. Statement of Accounts 2019/20
- A3. Letter of Representation 2019/20
- A4. Housing Subsidy Grant Letter 2019/20

8th July 2021

- A1. Minutes of Business & Transformation Scrutiny Panel
- A2. Audit Fee Letter 2020/21
- A3. Draft Statement of Accounts – Update Report
- A4. Treasury Management Outturn 2020/21
- A5. Internal Audit Progress 2020/21 (March – June)
 - Internal Audit Report – Debtors
 - Internal Audit Report – Economic Development – Major Funding Governance
 - Internal Audit Report – Homeless Accommodation (Part 2)
 - Internal Audit Report – Payroll
 - Internal Audit Report – Electoral Registration
 - Internal Audit Report – Environmental Strategy Baseline (Follow Up)
 - Internal Audit Report – Business Grants Covid 19 (Fraud)
 - Internal Audit Report – Housing Benefits (including Revenue Recovery)
 - Internal Audit Report – Driver Checks (Follow Up)
 - Internal Audit Report – ICT Various Recommendations (Follow Up)
- A6. Internal Audit Progress April to June 2021/22
- A7. Internal Audit Annual Report 2020/21
- A8. Technical Update and Consultations

28th July 2021

- A1. Annual Audit Letter 2019/20
- A2. External Audit Plan 2020/21
- A3. Draft Annual Governance Statement 2020/21
- A4. Draft Statement of Accounts 2020/21

24th September 2021

- A1. Minutes of Business and Transformation Scrutiny Panel
- A2. External Audit Progress Report and sector update
- A3. Internal Audit Progress Report 2021/22 (July to September)
 - Internal Audit Report – Community Services
 - Internal Audit Report – Third Sector Grant Funding
- A4. Treasury Management April – June 2021

- A5. Technical Update and Consultation Responses
- B1. Outstanding Audit Recommendations (ICT)

11th November 2021 (Special)

- A1. External Audit Findings Report
- A2. Statement of Accounts 2020/21
- A3. Letter of Representation 2020/21

10th December 2021

- A1. Minutes of Business and Transformation Scrutiny Panel
- A2. Value for Money Update
- A3. Internal Audit Progress 2021/22 (October – November)
 - Internal Audit Report – Corporate Internal Controls
 - Internal Audit Report – Environmental Strategy
 - Internal Audit Report – Disabled Facilities Grants
 - Internal Audit Report – Neighbourhood Services (Culture)
- A4. Draft Treasury Management Strategy Statement, Investment Strategy and Minimum Revenue Provision Strategy 2022/23
- A5. Treasury Management Quarter 2 2021/22 and forecasts 2022/23 to 2026/27
- A6. Statement of Accounts 2021/22 – Update
- A7. Local Audit and Accountability Act 2014 – Appointment of External Auditors
- B1. Annual Review of Counter Fraud Arrangements

23rd March 2022

- A1. Minutes of Business and Transformation Scrutiny Panel
- A2. External auditor's annual report – value for money 2020/21
- A3. Audit Committee Annual Report
- A4. Internal Audit Progress 2021/22 (December 2021 to February 2022)
- A5. Internal Audit Plan 2022/23
- A6. Treasury Management October to December 2021
- A7. Technical Update and Consultations
- B1. Technical Update and Consultations Appendices
- B2. Risk Based Verification Policy Review

**EXCERPT FROM THE MINUTES OF THE
AUDIT COMMITTEE
HELD ON 23 MARCH 2022**

AUC.08/22 AUDIT COMMITTEE ANNUAL REPORT 2021/22

The Chair presented report RD.74/21, which summarised the work carried out by the Audit Committee during 2021/22; and to demonstrate to Council and stakeholders the effectiveness of the Committee in maintaining the organisation's internal control environment and governance arrangements.

A Member proposed the following amendments to the report:

Paragraph 2.3.2, that the final sentence be amended to stipulate when the External Auditor's judgement was considered.

Appendix B be updated to note that the Committee returned to in person meetings in May 2022.

The Chair undertook to incorporate the changes.

RESOLVED – 1) That the following amendments be made to the Audit Committee Annual Report 2021/22:

- i) Paragraph 2.3.2, that the final sentence be amended to stipulate when the External Auditor's judgement was considered;
 - ii) Appendix B be updated to note that the Committee returned to in person meetings in May 2022
- 2) That the Annual Report of the Audit Committee, which would be submitted to the City Council on 26 April 2022, be noted and accepted.



Carlisle City Council Report to Council

Item
21.

Report details

Meeting Date: 26 April 2022
Portfolio: Cross Cutting
Key Decision: Not Applicable
Policy and Budget Framework: No
Public / Private: Public

Title: OPERATION OF THE PROVISIONS RELATING TO CALL-IN AND URGENCY – ANNUAL REPORT
Report of: Corporate Director of Governance and Regulatory Services
Report Number: GD.21/22

Purpose / Summary:

To report on the operation of call-in and urgency over the past twelve months to comply with Rule 15(j) of the Overview and Scrutiny procedure rules

Recommendations:

That the report be noted and the current procedures on the operation of call-in and urgency be continued.

Tracking

Executive:	
Scrutiny:	
Council:	26 April 2022

1. Background

1.1. This report has been prepared in accordance with Rule 15(j) of the Overview and Scrutiny Procedure Rules which requires the operation of the provisions relating to call-in and urgency to be monitored annually, and a report submitted to Council

2. OPERATION OF THE PROVISIONS RELATING TO CALL IN AND URGENCY

2.1 Call-Ins

Rule 15 of the Overview and Scrutiny Procedure Rules sets out the procedures in which Overview and Scrutiny can call-in decisions of the Executive, Individual Portfolio Holders and Officers.

During the 2021/22 Municipal Year there have been 1 call-in. (Appendix 1)

2.2 Urgency Rules

Rule 15(i) of the Overview and Scrutiny Procedure Rules provides that call-in procedures shall not apply where a decision being taken by the Executive is urgent. A decision is urgent if any delay likely to be caused by the call-in process would seriously prejudice the Council's or the public's interest.

In these circumstances, the Chair of the Council (i.e. the Mayor) has to agree both that the decision proposed is reasonable in all the circumstances and to it being treated as a matter of urgency.

During the 2021/22 Municipal Year, the Mayor has agreed that the decisions of the Executive, Individual Portfolio Holders and Officers as set out in Appendix 2 were urgent and should not be subject to call-in procedures.

2.3 Special Urgency

Paragraph 16 (Special Urgency) of the Access to Information Procedure Rules; and Regulation 11 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 allow for key decision items to be dealt with where there is not 5 clear days before the meeting.

In these circumstances, the Chair of the Executive and the Chair of the relevant Scrutiny Panel have to agree that the decision proposed cannot reasonably be deferred.

During the 2021/22 Municipal Year, the Chair of the Executive and the Chairs of the relevant Scrutiny Panels have agreed that the decisions of the Executive, Individual

Portfolio Holders and Officers as set out in Appendix 2 were urgent and should not be subject to call-in procedures.

2.4 Private Meetings

Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 provides that the intention to hold a meeting in private must be published at least 28 clear days prior to that meeting.

Where the date by which a meeting must be held makes compliance with the regulation impracticable, the Chair of the relevant Scrutiny Panel or the Chair of the Council may agree that the meeting is urgent and cannot reasonably be deferred.

During the 2021/22 Municipal Year, there was 1 item which was urgent and could not reasonably be deferred. (Appendix 3)

2.5 Items Not in the Notice of Executive Key Decisions

Rule 15 of the Access to Information Procedure Rules and Regulation 10 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 set out the provision for key decisions to be considered when they have not been included in the Notice of Executive Key Decisions. Appendix 4 details key decisions which have been considered under General Exception rules as they were not included in the Notice of Executive Key Decisions.

3. SUMMARY

- 3.1 In the past 12 months there have been 1 call-in. Procedures to deal with call-ins are in place and a proforma is available for Members to use in calling in decisions on which Members are asked to identify the reasons for the call-in. The identification of specific reasons gives Portfolio Holders the opportunity to be prepared and briefed at call-in meetings, although identifying the specific reason is not mandatory in the call-in process. It is considered that the system and processes already in place to deal with call-ins are satisfactory.
- 3.2 With regard to the urgency rules, the decisions on items deemed by the Mayor to be urgent and not subject to 'call in' include instances where recommendations from the Executive have been referred to the City Council for decision and the call-in period would overlap the date of the City Council meeting.

4. CONCLUSION AND REASONS FOR RECOMMENDATIONS

4.1 That the report be noted and the current procedures on the operation of call-in and urgency be continued in accordance with Rule 15(j) of the Overview and Scrutiny Procedures Rules.

Contact details:

Contact Officer: Rachel Plant

Ext: 7039

Appendices attached to report:

Appendix 1 - Call Ins

Appendix 2 – Urgency Rules

Appendix 3 – Private Meetings

Appendix 4 – Items not in the Notice of Executive Key Decisions

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

- Carlisle City Council's Constitution
(http://www.carlisle.gov.uk/council_and_democracy/democracy_and_elections/about_the_council/constitution.aspx)
- The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

Corporate Implications:

Legal – Contained within the report

Property Services - Not applicable

Finance – Not applicable

Equality – Not applicable

Information Governance – Not applicable

2.1 - Appendix 1 – Call Ins

Title	Decision Taken By	Called in by	Relevant Scrutiny Panel	Date scrutinised	Minute Reference and Decision
Outcome of Old Fire Station Tender	Executive (EX.78/21)	Cllrs Dr Tickner, Sunter and Ms Ellis-Williams	Business and Transformation Scrutiny Panel	26 August 2021	BTSP.62/21 - That the Business and Transformation Scrutiny Panel not refer the decision back to the Executive, the decision shall take effect from the date of this meeting.

2.2 - Appendix 2 – Urgency Rules

Meeting	Date	Decision Exempt from Call in and Reason
Leader's decision	30 April 2021	LD.03/21 – ARG 'Local Recovery Grant' Addendum Economic Development required to initiate the new scheme as soon as possible in order that support via grant aid may be provided to local small and medium enterprises. Approval of the waiver of call-in would therefore expedite the process.
Leader's decision	1 June 2021	LD.04/21 – Application to the first round of the Government's Levelling Up Fund June 2021 Recommendation to a special Council meeting to submit an application to the Government Levelling Up Fund before 18 June 2021. Approval of the waiver of call-in would ensure the Council met the deadline submission date.
Executive	5 July 2021	EX.58/21 – Regeneration Programme Update and Economic Development Programme If a call-in was received, call-in procedures would overlap the meeting of the City Council on 20 July 2021 when the matters were scheduled for consideration. Any delay caused by the call-in process would prejudice the Council's interests.
Leader's decision	6 July 2021	LD.08/21 - Uncovering Roman Carlisle Project In order for the Council to engage schools in the programme for September as well as informing young people of the opportunities over the summer holidays it will need to contact them in the next 2 weeks prior to the summer vacation. If the Decision were to be called in it would delay the signing of the grant offer in time for school engagement to proceed prior to the holidays.
Executive	2 August 2021	EX.74/21 – Application to Sustainable Warmth Competition (LAD Phase 3 And Home Upgrade Grants (HUG)). If a call-in was received, call-in procedures would overlap the deadline for the submission of the application.
Executive	31 August 2021	EX.84/21 - Medium Term Financial Plan 2022/23 – 2026/27 EX.85/21 - Capital Investment Strategy 2022/23 – 2026/27 EX.86/21 - Asset Management Plan 2022 – 2027

		<p>EX.87/21 - Carlisle Plan 2021 – 2023 EX.93/21 - Delivery of Affordable Housing in Carlisle</p> <p>If a call-in was received, call-in procedures would overlap the meeting of the City Council on 1 September 2021 when the matters were scheduled for consideration. Any delay caused by the call-in process would prejudice the Council's interests.</p>
Executive	20 December 2021	<p>EX.158/21 – Gambling Act 2005 – Draft Statement of Principles EX.159/21 – Regulatory Reform Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 – Changes to Existing Housing Assistance Policy EX.160/21 Tullie House Business Plan 2021 – 2030 (22/23 Revision) EX.166/21 - Dates and Times of Meetings 2022/23</p> <p>If a call-in was received, call-in procedures would overlap the meeting of the City Council on 4 January 2022 when the matters were scheduled for consideration. Any delay caused by the call-in process would prejudice the Council's interests</p>
Executive	19 January 2022	<p>EX.07/22 - Budget Update - Revenue Estimates 2022/23 to 2026/27 EX.08/22 - Revised Capital Programme 2021/22 and Provisional Capital Programme 2022/23 to 2026/27 EX.09/22 Treasury Management Strategy Statement, Investment Strategy and Minimum Revenue Provision Strategy 2022/23 EX.10/22 - Provisional Local Government Finance Settlement 2022/23 EX.11/22 - Executive Response to the Budget Consultation and Recommendations for the 2022/23 Budget</p> <p>If a call-in was received, the call-in procedures would overlap the special City Council meeting on 1 February 2022 when the Council considered the Executive's Budget proposals for 2022/23. In addition, Members had the opportunity to debate the Executive's Budget proposals at the City Council meeting on 1 February 2022. Any delay caused by the call-in process would prejudice the Council's interests in agreeing a Budget for 2022/23.</p>
Environment and Transport Portfolio Holder Decision	2 February 2022	<p>PF.01/22 – Start a 14 day consultation process to seek the views of interested parties on options designed to support the recovery of the high street through a review of car parking charges.</p> <p>If a call in was received, the call in procedures would delay the consultation period and the outcome to be considered at the Executive meeting to be held on the 21st February 2022, to implement the changes as early as possible to support the recovery of the high street without delay.</p>

Leader's Decision	17 February 2022	LD.01/22 – Adoption of Carlisle City Council's Policy on the administration of the Covid-19 Additional Restrictions Grant Scheme (ARG 2022) There was a need to get the grants paid out to local businesses without delay in response to Government. The grant payments were intended to support local businesses and the economy to mitigate the impacts of the Plan B restrictions due to the rise of the Omicron variant of COVID 19. The funds needed to be fully expended by 28 March limited time to manage the application process, undertake all the required due diligence checks and get the grants paid out. The Government would not let the Council continue to allocate payments beyond the end of the financial year. IF a call in was received, the call in procedures would prevent the consultation starting in a timely manner and the outcome be considered at the Executive meeting to be held on the 21 st February 2022.
Executive	21 February 2022	EX.29/22 - Capital Budget Overview and Monitoring Report: April to December 2021 EX.34/22 - Citadels Project If a call-in was received, the call-in procedures would overlap the City Council meeting on 1 March 2022 when the Council is scheduled to consider the matters. Any delay caused by the call-in process would prejudice the Council's interests in terms of approving the items.
Executive	21 March 2022	EX.52/22 – Carlisle Town Deal The report sought the approval of the Carlisle Town Deal business cases for submission to the Department for Levelling Up, Housing & Communities (DLUHC). This submission has to be made by 24 March 2022. If a call-in was received, the call-in procedures would overlap the DLUHC submission requirements and would therefore prejudice the Council's interests.

2.3 - Special Urgency

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2.4 - Appendix 3 – Private Meetings

Meeting	Date	
Executive	2 August 2021	Outcome of Old Fire Station Tender

2.5 **Appendix 4** - Key Items Not included in the Notice of Executive Key Decisions

Executive Meeting Date	Reference	Title
2 August 2021	EX.68/21	St Cuthbert's Garden Village – Progress Report and Key Next Steps
	EX.78/21	Outcome of Old Fire Station Tender
22 November 2021	EX.137/21	Local Government Reorganisation – Implementation Reserve
20 December 2021	EX162/21	Release and Repayment Terms of the One Public Estate Sustainable Grant Provision

