

# AGENDA

## Executive

**Wednesday, 13 January 2021 AT 16:00**

**This meeting will be a virtual meeting and therefore will not take place in a physical location.**

### **Virtual Meeting - Link to View**

This meeting will be a virtual meeting using Microsoft Teams and therefore will not take place at a physical location following guidelines set out in Section 78 of the Coronavirus Act 2020.

### **Register of Attendance and Declarations of Interest**

A roll call of persons in attendance will be taken and 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.

### **Apologies for Absence**

To receive apologies for absence.

### **Public and Press**

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

### **Minutes**

To confirm the minutes of the meetings of the Executive on 12 October and 9 November 2020.

[Copy Minutes in Minute Book Volume 47(4)]

## **PART A**

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

**A.1 BUDGET 2021/22 – CONSIDERATION OF CONSULTATION FEEDBACK**

(Key Decision - KD.25/20)

To consider the minutes of the following Budget Consultation meetings:

- (a) Budget Consultation meeting with Trade Union representatives - 4 January 2021
- (b) Budget Consultation meeting with Non-Domestic Ratepayers / business representatives - 4 January 2021
- (c) Business and Transformation Scrutiny Panel - 7 January 2021

(Copy Minutes to follow)

**A.2 BUDGET 2021/22**

(Key Decision - KD.25/20)

**(a) Budget Update - Revenue Estimates 2021/22 to 2025/26 7 - 20**

The Corporate Director of Finance and Resources to submit a report providing an update to reports RD.32/20 and RD.42/20, with a summary of the Council's revised revenue base estimates for 2020/21, together with base estimates for 2021/22 and forecasts up to 2025/26 for illustrative purposes. Potential new spending pressures, bids and savings are also considered in this report.  
(Copy Report RD.52/20 herewith)

**(b) Revised Capital Programme 2020/21 and Provisional Capital Programme 2021/22 to 2025/26 21 - 32**

The Corporate Director of Finance and Resources to submit a report providing an update to reports RD.33/20 and RD.43/20 and setting out the proposed capital programme for 2021/22 to 2025/26 in the light of new capital proposals identified and summarising the estimated capital resources available to fund the programme.  
(Copy Report RD.53/20 herewith)

- (c) **Treasury Management Strategy Statement, Investment Strategy and Minimum Revenue Provision Strategy 2021/22** 33 - 66

The Corporate Director of Finance and Resources to submit a report on the Council's Treasury Management Strategy Statement, Investment Strategy and Minimum Revenue Provision Strategy for 2021/22. The matter was considered by the Audit Committee and the Business and Transformation Scrutiny Panel on 18 December 2020 and 7 January 2021 respectively.  
(Copy Report RD.54/20 herewith / Minute Excerpts to follow)

- (d) **Provisional Local Government Finance Settlement 2021/22** 67 - 74

The Corporate Director of Finance and Resources to submit a report providing an analysis of the Provisional Finance Settlement received for 2021/22 and the impact this has on the Council's Revenue Budget.  
(Copy Report RD.55/20 herewith)

**A.3 EXECUTIVE RESPONSE TO THE BUDGET CONSULTATION AND RECOMMENDATIONS FOR THE 2021/22 BUDGET**

(Key Decision - KD.25/20)

The Executive to propose their response to the Budget consultation and the Executive's recommendations on the General Fund and Capital Estimates for 2021/22 for submission to the City Council on 2 February 2021.

(Copy Proposal to be circulated at the meeting)

Background Papers - various financial reports being considered as part of the Budget process are available on the Council's website - <https://carlisle.cmis.uk.com/>

Members and Officers are asked to bring their copy of the bound Budget Book issued under cover of a letter from the Corporate Director of Governance and Regulatory Services dated 30 October 2020 to this meeting.

**A.4 HOMELESSNESS PREVENTION AND ROUGH SLEEPING STRATEGY 2021-26** 75 - 156

(Key Decision – KD.07/20)

The Corporate Director of Governance and Regulatory Services to submit a report seeking Executive support for the strategic aims, priority objectives and actions identified as part of a statutory review and consultation process; targeting Homelessness Prevention and Rough Sleeping in Carlisle from 2021 to 2026.

(Copy Report GD.02/21 herewith)

Background Papers – Interagency Homelessness Strategy for Carlisle 2015-20 is available on the Council's website – <https://carlisle.cmis.uk.com/>

**A.5     ST CUTHBERT'S GARDEN VILLAGE LOCAL PLAN CONSULTATION     157 - 220**

(Key Decision – KD.28/20)

Pursuant to Minute EX.131/20, the Corporate Director of Economic Development to submit a report seeking approval of the draft St Cuthbert's Local Plan policies for public consultation. The Economic Growth Scrutiny Panel scrutinised the matter on 26 November 2020.

(Copy Report ED.01/21 and Minute Excerpt herewith)

Background Papers – Previous reports ED.17/17, ED.06/19, ED.28/19, ED.17/20, ED.39/20 and ED.42/20 are available on the Council's website – <https://carlisle.cmis.uk.com/>

**A.6     RELEASE OF CAPITAL BUDGET FOR ESSENTIAL MAINTENANCE WORKS AT SKEW BRIDGE (DENTON HOME) CARLISLE     221 - 224**

The Deputy Chief Executive to submit a report seeking approval for the release of the capital allocation for the restoration of the Skew Bridge (Denton Holme). The figure of £70,000 for this project is included in the 2020/21 capital budget.

(Copy Report CS.03/21 herewith)

**A.7     LOCAL ENVIRONMENT (CLIMATE CHANGE) STRATEGY     225 - 280**

(Key Decision – KD.35/20)

The Corporate Director of Economic Development to submit a report setting out the progress of the adoption of the Local Environment (Climate Change)

Strategy.

(Copy Report PC.01/21 herewith)

Background Papers – Cumbria Baseline Report (A report by Small World Consulting Ltd) is available online at: <https://www.cumbriaobservatory.org.uk/environment/environment-further-information/>

**A.8     NOTICE OF EXECUTIVE KEY DECISIONS     281 - 296**

(Non Key Decision)

The Notice of Executive Key Decisions, published on 14 December 2020, is submitted for information.

(Copy Notice herewith)

**A.9     SCHEDULE OF DECISIONS TAKEN BY OFFICERS     297 - 300**

A Schedule detailing decisions taken by Officers under delegated powers is attached for information.

(Copy Schedule herewith)

Background Papers – as detailed within the Schedule

**A.10    JOINT MANAGEMENT TEAM     301 - 302**

The Minutes of the meeting of the Joint Management Team held on 14 December 2020 are submitted for information.

(Copy Minutes herewith)

**A.11    GREEN HOMES GRANT LOCAL AUTHORITY DELIVERY PHASE 1b     303 - 308**

(Key Decision – KD.37/20)

The Corporate Director of Governance and Regulatory Services to submit a report informing the Executive of the City Council's application to the Green Homes Grant local authority delivery (LAD phase 1b).

(Copy Report GD.01/21 herewith)

**PART B**

**To be considered when the Public and Press are excluded from the meeting**

**Item Title**

- NIL -

### **Members of the Executive**

Councillor J Mallinson (Leader's Portfolio)

Councillor G Ellis (Deputy Leader, and Finance, Governance and Resources Portfolio Holder)

Councillor N Christian (Environment and Transport Portfolio Holder)

Councillor S Higgs (Culture, Heritage and Leisure Portfolio Holder)

Councillor Mrs E Mallinson (Communities, Health and Wellbeing Portfolio Holder)

Councillor P Nedved (Economy, Enterprise and Housing Portfolio Holder)

### **Item Title**

Enquiries, requests for reports, background papers etc to:

Morag Durham, Democratic Services Officer - [Morag.durham@carlisle.gov.uk](mailto:Morag.durham@carlisle.gov.uk)

# Report to Executive

**Agenda  
Item:**  
  
**A.2  
(a)**

Meeting Date: 13 January 2021  
Portfolio: Finance, Governance and Resources  
Key Decision: Yes: Recorded in the Notice Ref: KD.25/20  
Within Policy and Budget Framework YES  
Public / Private Public

Title: BUDGET UPDATE – REVENUE ESTIMATES 2021/22 TO 2025/26  
Report of: CORPORATE DIRECTOR OF FINANCE & RESOURCES  
Report Number: RD 52/20

## Purpose / Summary:

This report provides an update to RD32/20 and RD42/20, with a summary of the Council's revised revenue base estimates for 2020/21, together with base estimates for 2021/22 and forecasts up to 2025/26 for illustrative purposes. Potential new spending pressures, bids and savings are also considered in this report. It should be noted that the figures in this report are indicative but now incorporate the provisional finance settlement received on 17<sup>th</sup> December.

## Recommendations:

The Executive is requested to:

- (i) note the revised base estimates for 2020/21 and base estimates for 2021/22;
- (ii) note that the estimates in the report are provisional and will be subject to the confirmation of the final Local Government Finance Settlement in January/February 2021;
- (iii) note the current MTFP projections and the outstanding issues, which will continue to be updated throughout the budget process and be incorporated into the Executive's budget proposals tabled at the meeting, if available;
- (iv) note the budget pressures, bids and savings which need to be taken into account as part of the 2021/22 budget process.

## Tracking

Executive:	<b>13 January 2021</b>
Scrutiny:	<b>n/a</b>
Council:	<b>2 February 2021 (Budget Resolution)</b>

## **1. INTRODUCTION**

- 1.1. This report considers the revised base estimates for 2020/21 together with the estimates for 2021/22 as previously outlined in reports RD32/20 and RD42/20. The report also sets out any known revisions to the Medium-Term Financial Plan (MTFP) projections.
- 1.2. The base estimates have been prepared in accordance with the guiding principles for the formulation of the budget over the next five-year planning period as set out in the following Policy documents that were approved by Council on 8 September 2020:
  - ◆ Medium Term Financial Plan and Charging Policy
  - ◆ Capital Strategy
  - ◆ Asset Management Plan
- 1.3. Members should be aware that there are a number of significant factors affecting the budget that are currently unresolved. In particular, the following are key to the budget process and details on these will be considered as the budget process progresses:
  - Ongoing impact of COVID-19;
  - Local Government Finance Settlement – final confirmation due in January/February 2021;
  - Further expected changes in government grant e.g. New Homes Bonus, Housing Benefit Admin Grant;
  - Future borrowing requirements;
  - Commercial and investment opportunities.
- 1.4. The report draws on information contained in a number of reports that are either considered elsewhere on this agenda or have been considered previously by the Executive.
- 1.5. Decisions will need to be made to limit budget increases to unavoidable and high priority issues, together with maximising savings and efficiencies, and potential use of reserves, to enable a balanced budget position to be recommended to Council in February 2021.

## **2. SUMMARY OF BASE BUDGET ESTIMATES**

- 2.1. The base estimates are calculated on the assumption that core services will continue at approved levels incorporating decisions agreed by Council as part of the previous year's budget process and including all subsequent decisions made by Council.



2.2. The table below sets out the base level General Fund requirement for 2020/21 and 2021/22 with projections to 2025/26. The 2020/21 variance reflects the use of earmarked reserves approved since the MTFP was approved in September.

Table 1 – Base Budget Summary

	2020/21 Original £000	2020/21 Revised £000	2021/22 Original £000	2022/23 Proj £000	2023/24 Proj £000	2024/25 Proj £000	2025/26 Proj £000
Net Base Budget Parish Precepts (PP)	14,653 688	17,532 688	12,753 705	12,594 723	12,960 741	13,183 760	13,670 779
<b>Total</b>	<b>15,341</b>	<b>18,220</b>	<b>13,458</b>	<b>13,317</b>	<b>13,701</b>	<b>13,943</b>	<b>14,449</b>
Original MTFP Projections	15,341	17,972	13,176	13,205	13,494	13,707	13,949
<b>Variance</b>	<b>0</b>	<b>248</b>	<b>282</b>	<b>112</b>	<b>207</b>	<b>236</b>	<b>500</b>
<b>Analysis of Variance:</b>							
Sands Project			282	112	207	153	345
Developer Contributions			0	0	0	83	155
Non-Recurring:							
Planning Services Reserve		(23)					
Revenue Grants Reserve		286					
Cremator Reserve		(24)					
Building Control Reserve		9					
<b>Total Variance</b>	<b>0</b>	<b>248</b>	<b>282</b>	<b>112</b>	<b>207</b>	<b>236</b>	<b>500</b>

2.3. The revised estimates for 2020/21 will be recommended to Council as part of the budget process.

### 3. OUTSTANDING KEY ISSUES

#### 3.1. Government Settlement Funding Assessment

The Council receives core funding allocations from the Government in relation to Business Rates Baseline Funding and other specific grants. The figures incorporated into this report now reflect the provisional funding settlement for 2021/22 with a more detailed report of the impact considered elsewhere on the agenda (RD55/20). **Final figures will be available following the consultation process which concludes on 16<sup>th</sup> January 2021.**

### 3.2. Retained Business Rates and Council Tax

The reforms of the Retained Business Rates Retention Scheme have again been deferred and as a result of this deferral, the MHCLG has decided not to revoke the existing legislation governing pooling arrangements, and therefore the Council is able to continue to be a member of the Cumbria Business Rates Pool for 2021/22, subject to the agreement of all participating members. The financial aspects of continuing with the Pooling arrangements for 2021/22 are set out further in this report.

The Government has proposed that the referendum limit will remain for Council Tax increases, however, District Councils will be given the option of raising Council Tax by the greater of 2% or £5. This will be subject to final confirmation in January/February 2021.

### 3.3. Pay Award 2021/22

The MTFP currently assumes a 2% pay award increase from 2021/22 onwards; with the agreed pay award for 2020/21 being 2.75%. However, the Spending Review in November 2020 outlined plans to freeze public sector pay for public sector workers earning over £24,000. Those earning below this threshold will be guaranteed at least a £250 increase. There is also an exemption from the freeze for doctors and nurses. Therefore, there is likely to be a small saving on the amounts included in the MTFP. A decrease of 0.75% equates to a saving of £100,000 per annum.

### 3.4. Resource Assumptions

The current resources projections assume:

- A £5 (Band D equivalent) Council Tax increase for 2021/22 onwards.
- A Council Tax Surplus for 2021/22 onwards of £50,000. **Under statute, this figure cannot be calculated until 15 January and further information on the effect any changes will have on the budget will be provided when available.**
- Retained business rates for 2021/22 reflect the provisional local government finance settlement received in December 2020 and for future years are assumed at the Baseline level with an inflationary increase, with an additional sum to be achieved through growth/section 31 grants and from the benefits of Pooling in 2021/22;
- An assumed tax base of 34,911.93 for 2021/22. **The final tax base for 2021/22 will not be available until mid-January and further information will be provided when available.**
- Parish Precepts are currently being collated but the estimate for 2021/22 is for a total of £705,000. **The actual Parish Precept requirement for each**

**Parish will be incorporated into the Executive's budget proposals tabled in January.**

For information, broadly:

- Each 1% (£1.95) movement in Council Tax impacts on the Council by £67,000
- Each £35,000 increase or decrease in expenditure impacts on the Council Tax requirement by £1.

#### **4. POTENTIAL NEW SPENDING PRESSURES/BIDS**

4.1 In light of the current position in the MTFP, there are some potential new spending pressures and bids that need to be considered.

**There may be other pressures on the revenue budget as highlighted within the revenue monitoring reports, which may have a recurring impact; however, officers are reviewing the existing base budget provisions to ensure that the services can be provided within these budgetary provisions and also contribute towards the savings target.**

Detail		2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>Recurring</b>						
Leisure Contract	4.2	617	198	2	2	2
Energy Monitoring System	4.3	3	3	3	3	3
Replacement of Flare Data Management System	4.4	0	16	16	16	16
Industrial Estate Income	4.5	55	55	55	55	55
Pay Award	4.6	93	93	93	93	93
Project Officer Posts	4.7	132	132	132	132	132
<b>Total Recurring Pressures</b>		<b>900</b>	<b>497</b>	<b>301</b>	<b>301</b>	<b>301</b>
<b>Non Recurring</b>						
City Centre Properties Income	4.8	190	190	190	190	0
Digital Marketing Officer	4.9	27	0	0	0	0
Budget Savings	4.10	500	0	0	0	0
<b>Total Non Recurring Pressures</b>		<b>717</b>	<b>190</b>	<b>190</b>	<b>190</b>	<b>0</b>

#### **4.2 Leisure Contract Variation – Additional Expenditure - £617,000 recurring bid reducing to £2,000**

This relates to additional subsidy to the Leisure provider agreed as part of the Sands project by Council in July 2019.

**4.3 Energy Monitoring System – Additional Expenditure - £3,000 recurring bid**

This is the annual maintenance cost of a new energy monitoring system that is included as a new capital project. The system will allow the Council to monitor and manage its energy usage across its properties and will help to deliver commitments around becoming carbon neutral as well as generating a recurring saving of approximately £20,000 per year.

**4.4 Replacement of Flare Data Management System – Additional Expenditure - £16,000 recurring bid from 2022/23**

This is the annual cost associated with a new Data Management system to be used by Regulatory Services. The capital costs are included in the Capital report considered elsewhere on this agenda.

**4.5 Industrial Estate Income – income shortfall £55,000 recurring**

To recognise the shortfall of income from industrial estates in line with the Council's asset disposal programme.

**4.6 Pay Award – Additional Expenditure - £93,000 recurring**

The 2020/21 pay award was higher than that included in the Medium-Term Financial Plan. This pressure recognises the increased cost of the 2020/21 pay award on the overall wage bill.

**4.7 Project Officer Posts – Additional Expenditure - £132,000 recurring**

The Council has some significant capital schemes in the pipeline, e.g. new leisure facilities, civic centre refurbishment, Borderlands projects etc. This pressure is therefore to provide dedicated experienced officers who can manage these projects.

**4.8 City Centre Property Income – Income Shortfall - £190,000 reducing to £0 non-recurring bid**

To recognise the loss of rental income from City Centre properties; with the assumption that this funding gap will be replaced by funding received from the Borderlands Project.

**4.9 Digital Marketing Officer – Additional Expenditure - £27,000 non-recurring**

This is to create a fixed term role with the use of a capacity funding bid (£20,000) to lead on engagement through social media and digital channel. The role will continue to develop innovative approaches to engagement and consultation for the key strategic projects and new strategies/policies.

#### **4.10 Budget Savings £500,000 non-recurring**

This is a non-recurring pressure to fund and re-profile part of the savings requirement from additional income from the Government Settlement Funding Analysis in 2021/22 (see para 5.6 for revised savings targets).

#### **4.11 COVID-19**

Members will be aware that there are a number of income streams that are reporting variances against projected levels in the current financial year and there may be other cost pressures or savings which may have a recurring impact; many of these are in relation to the ongoing COVID-19 pandemic and the impact it is having on Council services. These shortfalls are being reported to MHCLG on a monthly basis to ensure that government is aware of the losses being incurred. It is likely some or all of these pressures may continue into 2021/22, but these are being closely monitored and dialogue is ongoing with MHCLG to ensure that any losses are recovered where possible through grant or compensation from central government.

As part of the provisional finance settlement the Council has been allocated an additional un-ringfenced grant of £616,032 in 2021/22 to manage the immediate and long-term impacts of the pandemic; however current estimates indicate that the additional costs/income shortfalls could be in the region of £1.1million in 2021/22. The sales, fees and charges income support scheme will also be extended until June 2021, and a local tax income guarantee scheme for irrecoverable losses this year (2020/21) to help compensate councils for lost council tax and business rates income has been announced. A Local Council Tax Support Grant (LCTS) of £154,735 has also been announced as part of the provisional finance settlement.

#### **4.12 Climate Change**

The Council's update Local Environment (Climate Change) Strategy will be subject to a report to full Council in the Spring of 2021 following the usual consultation process; the Strategy will be supported by an action plan for addressing climate change issues as well individual actions required by the Council for reducing the its own carbon footprint. The Council is committed to becoming carbon neutral in the future and there may be a requirement for significant investment in achieving this goal, with recovery through the achievement of efficiency savings and/or by maximising any external grants and contributions available to support the strategy and action plan through the Council's Funding Strategy. However, any carbon reducing schemes will initially have to be funded from resources currently contained with the Council's existing Revenue and Capital budgets; with any new climate change initiatives, following the formal adoption and approval of the Local Environment (Climate

Change) Strategy, being supported by robust business cases with a cost benefit analysis provided.

As well as the base budgets used to support the Environmental Quality function (£232,700), the revenue budget also includes a proposal in relation to an Energy Monitoring System outlined at 4.3 above which will enable the Council to have closer scrutiny of the energy it uses which should help to reduce its climate footprint. The Council has also introduced a concept of fleet challenge, with all vehicle replacements being subject to a review and options undertaken on the type of replacement vehicle, currently within existing budgets.

## 5. SAVINGS AND ADDITIONAL INCOME PROPOSALS

5.1 Further savings/additional income have been identified in the budget process for 2021/22 as follows:

Detail	Note	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>Changes to Funding</b>						
Business Rate - Additional Growth	5.2	(1,200)	0	0	0	0
Business Rate - Baseline Income	5.2	178	4	4	4	4
Business Rate - Multiplier Grant	5.2	(174)	0	0	0	0
<b>Total Changes to Funding</b>		<b>(1,196)</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>
<b><u>Savings Proposed</u></b>						
Capacity Funding Bid	5.3	(20)	0	0	0	0
Energy Savings	5.4	(20)	(20)	(20)	(20)	(20)
Treasury Management	5.5	(315)	(280)	(355)	(327)	(317)
Budget Savings	5.6	0	(200)	(200)	(200)	(200)
New Homes Bonus	5.7	(137)	0	0	0	0
Rural Services Delivery Grant	5.8	(193)	0	0	0	0
Lower Tier Services Grant	5.9	(389)	0	0	0	0
<b>Total of Savings</b>		<b>(1,074)</b>	<b>(500)</b>	<b>(575)</b>	<b>(547)</b>	<b>(537)</b>
<b>Total Recurring</b>		<b>(335)</b>	<b>(500)</b>	<b>(575)</b>	<b>(547)</b>	<b>(537)</b>
<b>Total Non-Recurring</b>		<b>(739)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### 5.2 Business Rates

- **Pooling**

It is recommended that the Council continue to be part of the Cumbria Pooling arrangements in 2021/22 now that the MHCLG has agreed not to revoke the current legislation, and all participating members have initially agreed that the

pool continues in its current format. Whilst the MHCLG has also confirmed the continuation of Cumbria's Business Rate Pool for 2021/22, it is integral to the provisional settlement, so pool members have 28 days (from 17<sup>th</sup> December) to decide whether they formally wish to be designated as part of the pool. This continues to be discussed and analysed at the Cumbria Wide Chief Finance Officer meeting who are meeting early in the new year to finalise arrangements. A potential additional sum of £1,200,000 is factored into the budget as a result on a non-recurring basis.

- **Baseline and Multiplier Compensation**

The Business Rate baseline allocation for 2021/22 shows a reduction when compared to the MTFP assumptions. The Council will however also receive a compensation grant in respect of the business rate multiplier change.

**5.3 Digital Marketing Officer – Additional Income - £20,000 non-recurring**

This is the use of a Capacity Funding bid to support the creation of the Fixed Term post for a Digital Marketing Officer as outlined in 4.9 above.

**5.4 Energy Monitoring System – Saving - £20,000 recurring**

This is the annual expected saving from the installation of a new energy monitoring system that is included as a new capital project in RD43/20.

**5.5 Treasury Management**

Treasury Management projections have been updated to include updates to the Capital programme (contained elsewhere on this agenda) and updated for interest rate forecasts. This projection includes the potential impact on reserves for all the pressures and savings contained in this report together with the updated borrowing costs for the capital programme.

**5.6 Budget Savings – Saving - £200,000 recurring from 2022/23**

The original MTFP included a recurring savings requirement to be found by 2021/22 of £1million rising to £1.850million in 2023/24. This additional saving requirement (& non-recurring pressure) will reduce the savings needed for 2021/22 to £0.500million with the total savings required increasing to £2.050million by 2023/24 (£0.700million in 2022/23 and £0.850million in 2023/24). Savings will need to be identified by a combination of reviewing:

- base budgets and specifically, non-staffing budgets such as transport costs, supplies and services costs;
- reviewing recurring grants receivable that are not budgeted;
- reviewing discretionary services and payments to third parties;

- service and efficiency reviews

## 5.7 New Homes Bonus

Draft New Homes Bonus figures have also been included in the provisional settlement announcement. The national baseline for housing growth remains at 0.4% for 2021/22 below which allocations will not be made. The settlement provides an indication of the overall allocations the Council can expect to receive from New Homes Bonus and the updated figures (reported elsewhere on the agenda) are included in the table above.

## 5.8 Rural Services Delivery Grant

The technical consultation issued by the MHCLG recognises the additional cost pressures in rural areas and proposes to increase the Rural Services Delivery Grant (RSDG) by £4million, taking the total to £85million in 2021/22. This amounts to a one-off grant of £192,800 for the Council in 2021/22 and has been confirmed in the provisional settlement figures.

## 5.9 Lower Tier Services Grant

The Government is proposing a new un-ringfenced Lower Tier Services Grant in 2021/22, which will allocate £111million to local authorities with responsibility for lower tier services (e.g. homelessness, planning, recycling and refuse collection and leisure services). This amounts to a one-off grant of £388,800 for the Council in 2021/22 and has been confirmed in the provisional settlement figures.

# 6. PROJECTED IMPACT ON REVENUE BALANCES

- 6.1 It should be noted that if all of the potential new Savings and Spending Pressures were accepted then reserves may fall below acceptable minimum levels over the five-year period.
- 6.2 The general principles on each of the Reserves are set out in the Medium-Term Financial Plan. In terms of meeting ongoing revenue expenditure, the general guiding principle which Council approved is that:

*‘Wherever possible, reserves should not be used to fund recurring expenditure, but that where it is, this should be made explicit, and steps taken to address the situation in the following years’.*

- 6.3 The Council’s current levels of balances are set out in **Appendix A** and include any impact of the proposed pressures and savings outlined in this report. The Projects Reserve will be used as a first call for any projected revenue budget deficit however,



maintaining the current level of reserves is dependent upon the achievement of the transformation savings. A risk-based review of reserve levels has been undertaken and shows that the minimum level of General Fund Reserves should be £3.1million due to uncertainties around future funding from Business Rates; however, this level will be reviewed during this budget process.

Summarised Position	2020/21 Original £000	2020/21 Revised £000	2021/22 Original £000	2022/23 Proj £000	2023/24 Proj £000	2024/25 Proj £000	2025/26 Proj £000
Total Projected Expenditure	14,653	17,532	12,753	12,594	12,960	13,183	13,670
Total Projected Resources	(14,653)	(17,532)	(12,220)	(12,544)	(12,874)	(13,210)	(13,552)
<b>Projected (Surplus) / Shortfall <u>excluding</u> savings and new spending</b>	<b>0</b>	<b>0</b>	<b>533</b>	<b>50</b>	<b>86</b>	<b>(27)</b>	<b>118</b>
<b>Less:</b>							
New Saving Proposals							
- Recurring	0	0	(335)	(500)	(575)	(547)	(537)
- Non Recurring	0	0	(739)	0	0	0	0
- Business Rates	0	0	(1,196)	4	4	4	4
<b>(See Para 6)</b>							
<b>Add:</b>							
New Spending Pressures							
- Recurring	0	0	900	497	301	301	301
- Non Recurring	0	0	717	190	190	190	0
<b>(See Para 5)</b>							
<b>Potential Budget (Surplus) / Shortfall</b>	<b>0</b>	<b>0</b>	<b>(120)</b>	<b>241</b>	<b>6</b>	<b>(79)</b>	<b>(114)</b>
Potential (Surplus) / Shortfall Analysis:							
- Recurring	0	0	(132)	96	(184)	(269)	(114)
- Non Recurring	0	0	12	145	190	190	0

## 7. SUMMARY FINANCIAL OUTLOOK AND BUDGET DISCIPLINE 2021/22 to 2025/26

7.1 The current budget projections for the next five-year period are challenging and continue to show the requirement for substantial savings to be achieved in order to

enable the Council to contain its ongoing commitments, notwithstanding the on-going impact of COVID-19, within available resources over the lifetime of the MTFP.

- 7.2 Notification of Government general and specific grants is received on an individual basis late in the budget process which makes forward planning difficult. The impact of a further one-year settlement for 2021/22 also adds to the challenges of securing a balanced MTFP.
- 7.3 In terms of expenditure pressures, again notwithstanding the impact of COVID-19 on the Council's budgets and economic recovery in general, the significant issue affecting the budget is the uncertainty regarding local government funding in terms of business rate retention and any burdens which may transfer as a result.
- 7.4 The deferral of the Fair Funding Review and the Business Rate Retention Reviews increases the uncertainty in terms of future funding especially from 2022/23 onwards; however, the scope to remain within the Cumbria Pooling arrangements for 2021/22 (if all participating authorities agree) may provide an opportunity, albeit temporary, in terms of increased financial support to the revenue budget from pooling and growth.
- 7.5 The City Council needs to establish as part of its budgetary process the financial discipline to be followed by member and officers in the ensuing financial years, and the Executive made recommendations in this respect in December.
- 7.6 Under section 25 of the Local Government Act 2003 the Council's S.151 Officer is required to prepare a statutory report which considers the robustness of the estimates and the adequacy of reserves and which determines levels of borrowing.

## **8. RISKS**

- 8.1 As outlined above the Council has a statutory responsibility to set a balanced budget and failure to do this could lead to unfunded financial pressures on the Council.

## **9. CONSULTATION**

- 9.1 The Business and Transformation Scrutiny Panel considered the Executive's budget proposals issued for consultation at their meeting on 7 January 2021, and their views are considered elsewhere on this agenda. Public consultation has also taken place between 14 December and 11 January and the budget resolution taking into account any consultation feedback will be tabled by the Executive on 13 January.

## 10 RECOMMENDATIONS

### 10.1 The Executive is requested to:

- (i) note the revised base estimates for 2020/21 and base estimates for 2021/22;
- (ii) note that the estimates in the report are provisional and will be subject to the confirmation of Final Local Government Finance Settlement in January/February 2021;
- (iii) note the current MTFP projections, which will continue to be updated throughout the budget process as key issues become clearer and decisions are taken;
- (iv) note the budget pressures, bids and savings which need to be taken into account as part of the 2021/22 budget process;

## 11 CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

11.1 To ensure that a balanced budget is set.

**Contact Officer: Alison Taylor Ext: 7290**  
**Appendix A – Council Reserves**

## Appendices attached to report:

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

- None

### CORPORATE IMPLICATIONS:

**Legal** – The Council has a fiduciary duty to manage its resources properly and for the benefit of its community. In doing so it is required to take account of the advice it receives from its Corporate Director of Finance and Resources. The Council must have a balanced budget to deliver its services and also achieve and sustain an appropriate level of reserves.

**Property Services** – There are no Property implications

**Finance** – contained within the body of the report

**Equality** – This report raises no explicit issues relating to the public sector Equality Duty.

**Information Governance** – There are no information governance implications.

**COUNCIL RESERVES**

Analysis of Council Reserves	Outturn 31 March 2020 £000	Projected 31 March 2021 £000	Projected 31 March 2022 £000	Projected 31 March 2023 £000	Projected 31 March 2024 £000	Projected 31 March 2025 £000	Projected 31 March 2026 £000
<b>Revenue Reserves</b>							
General Fund Reserve	(3,100)	(2,502)	(2,622)	(2,381)	(2,375)	(2,454)	(2,568)
Projects Reserve	(907)	0	0	0	0	0	0
Carry Forward Reserve	(654)	(632)	(632)	(632)	(632)	(632)	(632)
	<b>(4,661)</b>	<b>(3,134)</b>	<b>(3,254)</b>	<b>(3,013)</b>	<b>(3,007)</b>	<b>(3,086)</b>	<b>(3,200)</b>
Flood Reserve	(1,948)	(4)	(4)	(4)	(4)	(4)	(4)
Building Control Reserve	(100)	(91)	(91)	(91)	(91)	(91)	(91)
Cremator Reserve	(1,080)	(1,135)	(785)	115	115	115	115
City Centre Reserve	(5)	(5)	(5)	(5)	(5)	(5)	(5)
Revenue Grants Reserve	(1,939)	(1,209)	(1,209)	(1,209)	(1,209)	(1,209)	(1,209)
Planning Services Reserve	(196)	(205)	(205)	(205)	(205)	(205)	(205)
Apprentices Reserve	(78)	(78)	(78)	(78)	(78)	(78)	(78)
Waverley Viaduct Reserve	(30)	(30)	(30)	(30)	(30)	(30)	(30)
Prosecutions Reserve	(36)	(36)	(36)	(36)	(36)	(36)	(36)
<b>Total Revenue Reserves</b>	<b>(10,073)</b>	<b>(5,927)</b>	<b>(5,697)</b>	<b>(4,556)</b>	<b>(4,550)</b>	<b>(4,629)</b>	<b>(4,743)</b>
<b>Capital Reserves</b>							
Usable Capital Receipts	0	0	0	0	0	0	0
Unapplied capital grant	(136)	(112)	(112)	(112)	(112)	(112)	(112)
Lanes Capital Reserve	(75)	(90)	(105)	(120)	(135)	(150)	(165)
<b>Total Capital Reserves</b>	<b>(211)</b>	<b>(202)</b>	<b>(217)</b>	<b>(232)</b>	<b>(247)</b>	<b>(262)</b>	<b>(277)</b>
<b>Total Usable Reserves</b>	<b>(10,284)</b>	<b>(6,129)</b>	<b>(5,914)</b>	<b>(4,788)</b>	<b>(4,797)</b>	<b>(4,891)</b>	<b>(5,020)</b>
<b>Other Technical Reserves (i)</b>	<b>(90,488)</b>						
<b>Total All Reserves</b>	<b>(100,772)</b>						

(i) These reserves are of a technical nature and are not cash backed (i.e. they are not available either to fund expenditure or to meet future commitments.)

# Report to Executive

Agenda  
Item:  
**A.2**  
**(b)**

Meeting Date: 13 January 2021  
Portfolio: Finance, Governance and Resources  
Key Decision: Yes: Recorded in the Notice Ref: KD.25/20  
Within Policy and Budget Framework YES  
Public / Private Public  
Title: REVISED CAPITAL PROGRAMME 2020/21 AND PROVISIONAL CAPITAL PROGRAMME 2021/22 TO 2025/26  
Report of: CORPORATE DIRECTOR OF FINANCE AND RESOURCES  
Report Number: RD 53/20

## Purpose / Summary:

The report provides an update to RD33/20 and RD43/20 and sets out the proposed capital programme for 2021/22 to 2025/26 in the light of new capital proposals identified and summarises the estimated capital resources available to fund the programme.

## Recommendations:

The Executive is asked to:

- (i) Note the revised capital programme and relevant financing for 2020/21 as set out in Appendices A and B, for recommendation to Council;
- (ii) Give initial consideration and views on the proposed capital spending for 2021/22 to 2025/26 given in the report in the light of the estimated available resources, for recommendation to Council;
- (iii) Note that any capital scheme for which funding has been approved by Council may only proceed after a full report, including business case and financial appraisal, has been approved.

## Tracking

Executive:	<b>13 January 2021</b>
Scrutiny:	<b>n/a</b>
Council:	<b>2 February 2021 (Budget Resolution)</b>

## **1. BACKGROUND**

- 1.1 This report details the revised capital programme for 2020/21 together with the proposed methods of financing as set out in paragraph 3 and **Appendix A and B**.
- 1.2 The report also details the capital spending proposals for 2021/22 to 2025/26, together with the potential resources available to fund the programme. Members are asked to give initial consideration to the spending proposals.
- 1.3 The guiding principles for the formulation of the capital programme over the next five-year planning period are set out in the following policy documents that were approved by Council on 8 September 2020:
  - Capital Investment Strategy 2021-22 to 2025-26 (Report RD26/20)
  - Asset Management Plan (Report GD43/20)
- 1.4 A Corporate Programme Board of senior officers, (the SMT Transformation sub-group) continues to take the lead on the prioritisation of investment and the monitoring and evaluation of schemes. This is to improve performance monitoring and business case analysis of capital projects.

## **2. CAPITAL RESOURCES**

- 2.1 There are several sources of capital resources available to the Council to fund capital expenditure, the main ones being:
  - Borrowing (Prudential Code - see paragraph 6.2)
  - Capital Grants e.g. DFG, specific capital grants
  - Capital Receipts e.g. proceeds from the sale of assets
  - Council Reserves e.g. Projects Reserve
- 2.2 In accordance with the Capital Investment Strategy, the Corporate Director of Finance and Resources will make recommendations on the most effective way of financing the Capital Programme to optimise the overall use of resources.
- 2.3 It should be noted that capital resources can only be used to fund capital expenditure and cannot, with the exception of the Council's own Reserves, be used to fund revenue expenditure. There are strict definitions of what constitutes capital expenditure.
- 2.4 It should also be noted that the resources available to support the capital programme can only be estimated during the year. The final position is dependent in particular on how successful the Council has been in achieving Capital Receipts

from the sale of assets against its target i.e. the more capital receipts generated, the less is required to be taken from Borrowing and Council Reserves (and vice versa).

- 2.5 The cost of externally borrowing £1m to fund the capital programme will result in a charge to the revenue account in the next full year of approximately £47,000. This is made up of £17,000 for the cost of the interest payable (1.7% of £1m equates to £17,000) and a principal repayment provision of 3% of the outstanding sum (3% of £1m equates to £30,000).

### 3. REVISED CAPITAL PROGRAMME 2020/21

- 3.1 The capital programme for 2020/21 totalling £29,915,800 was approved by Council on 14 July 2020 as detailed in the 2019/20 out-turn report (RD14/20).
- 3.2 The revised capital programme for 2020/21 now totals £19,390,400 as detailed in **Appendix A** subject to the relevant approvals by Executive and Council for the changes.
- 3.3 **Appendix B** details the revised anticipated resources available and their use to fund the capital programme. These have been revised to take account of revised projections and valuations of asset sales.
- 3.4 A summary of the revised programme for 2020/21 is shown below:

Summary Programme	£	Appx
<b>2020/21 Original Capital Programme</b>	29,915,800	<b>A</b>
Other adjustments	(10,525,400)	
<b>Revised Capital Programme (Sept 2020)</b>	<b>19,390,400</b>	<b>A</b>
Estimated Capital Resources available	(20,474,013)	<b>B</b>
<b>Surplus Capital Resources</b>	<b>(1,083,613)</b>	

### 4. CAPITAL SPENDING PROPOSALS 2021/22 TO 2025/26

- 4.1 The existing and capital spending proposals are summarised in the following table.

Capital Scheme	App/ Para	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b><u>Current Commitments:</u></b>						
Vehicles & Plant	4.2	1,215	1,159	976	1,851	1,003
Planned Enhancements to Council Property	4.3	250	250	250	250	250
Disabled Facilities Grants	4.4	1,467	1,467	1,467	1,467	1,467
ICT Infrastructure	4.5	101	76	131	101	101
Leisure Facilities	4.6	15,237	3,450	0	0	0
Recycling Containers	4.7	45	45	45	45	45
Civic Centre	4.8	1,021	0	0	0	0
Savings to Fund Civic Centre	4.8	(200)	0	0	0	0
Carlisle Southern Link Road	4.9	0	5,000	0	0	0
<b>Total Existing Commitments</b>		<b>19,136</b>	<b>11,447</b>	<b>2,869</b>	<b>3,714</b>	<b>2,866</b>
<b><u>New Spending Proposals:</u></b>						
Vehicles and Plant	4.2	(960)	62	795	(171)	163
Disabled Facilities Grants	4.4	433	433	433	433	433
Crematorium Infrastructure	4.10	350	900	0	0	0
Flare Data Management System	4.11	0	150	0	0	0
Energy Monitoring System	4.12	12	0	0	0	0
Future High Street Fund - Market Square	4.13	100	2,670	0	0	0
<b>Total New Spending Proposals</b>		<b>(65)</b>	<b>4,215</b>	<b>1,228</b>	<b>262</b>	<b>596</b>
<b>Total Potential Programme</b>		<b>19,071</b>	<b>15,662</b>	<b>4,097</b>	<b>3,976</b>	<b>3,462</b>

- 4.2 The anticipated budgets for replacement of the Council's vehicle fleet. An initial review of the current replacement plan has been undertaken and the revised figures are included in the table above.
- 4.3 The allocation for planned enhancements to council properties is retained at the current level of £250,000.
- 4.4 Disabled facilities grant funding is awarded via the County Council's Improved Better Care Fund (iBCF). It has been announced, as part of the Provisional LG Finance Settlement, that funding for the iBCF for 2021/22 will be maintained at 2020/21 cash term levels and that Councils are to get an additional £68million in additional funding for Disabled Facilities Grants; however individual allocations for Councils will not be known until early into 2021/22. For the purpose of this report that the grant is therefore assumed at 2020/21 levels.



- 4.5 This is the current allocation for improvements and developments to the Council's ICT infrastructure.
- 4.6 This is the updated profile for the renovation and new build of the Sands Centre as previously agreed by Council in October 2020.
- 4.7 An allocation for the replacement of the Council's stock of recycling and waste containers.
- 4.8 Funding to be identified and vired to support the reinstatement of the Civic Centre Ground floor project from within the overall Capital Programme.
- 4.9 The Council's contribution to the Carlisle Southern Link Road project.
- 4.10 To provide new infrastructure for the crematorium including replacement cremators. The project is funded from the amounts set aside in the Cremator Replacement Earmarked Reserve.
- 4.11 An allocation to provide for a new data management system that is used in Environmental Health and Private Sector Housing.
- 4.12 An allocation to provide for an Energy Management System to be installed to monitor energy usage across Council owned property. This scheme is linked to a revenue saving in the Revenue Budget update report considered elsewhere on the agenda (RD52/20).
- 4.13 This project is part of the funding application to the Future High Streets Fund (FHSF) and seeks to redevelop and improve the area around the Greenmarket and Market Square in Carlisle City Centre. The project is part funded through the FHSF grant, with a funding requirement from the Council of £390,000.

As the budget process progresses, there may be further bids that come to light once full business cases are developed.

4.14 **Climate Change**

The Council's update Local Environment (Climate Change) Strategy will be subject to a report to full Council in the Spring of 2021 following the usual consultation process; the Strategy will be supported by an action plan for addressing climate change issues as well individual actions required by the Council for reducing the its own carbon footprint. The Council is committed to becoming carbon neutral in the

future and there may be a requirement for significant investment in achieving this goal, with recovery through the achievement of efficiency savings and/or by maximising any external grants and contributions available to support the strategy and action plan through the Council's Funding Strategy. However, any carbon reducing schemes will initially have to be funded from resources currently contained with the Council's existing Revenue and Capital budgets; with any new climate change initiatives, following the formal adoption and approval of the Local Environment (Climate Change) Strategy, being supported by robust business cases with a cost benefit analysis provided.

Specific schemes included within the current capital programme includes investing over £400,000 in LED street lighting; provision of electric car charging points (Appendix A); Energy Monitoring System outlined at 4.12 above which will enable the Council to have closer scrutiny of the energy it uses which should help to reduce its climate footprint.

## 5. POTENTIAL CAPITAL RESOURCES AVAILABLE

5.1 The table below sets out the estimated revised resources available to finance the capital programme for 2021/22 to 2025/26.

Source of Funding	Para	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>Capital Grants:</b>						
• Disabled Facilities Grant	5.2	(1,900)	(1,900)	(1,900)	(1,900)	(1,900)
• General Grants/Contributions	5.3	0	(2,446)	0	0	0
<b>Capital Receipts:</b>						
• Generated in year – Asset Business Plan	5.4	(1,011)	(3,573)	(200)	(200)	(445)
receipts used to fund resources		112	112	0	0	0
Direct Revenue Financing / Invest to Save	5.5	(1,337)	(1,887)	(987)	(987)	(987)
<b>TOTAL RESOURCES</b>		<b>(4,136)</b>	<b>(9,694)</b>	<b>(3,087)</b>	<b>(3,087)</b>	<b>(3,332)</b>

5.2 Disabled facilities grant allocation will not be known until early 2021/22, although it has been assumed for the purpose of this report that the grant will be protected at the 2020/21 levels. However as mentioned earlier this grant will be awarded via the County Council's Better Care Fund and the final allocations have not yet been received.

5.3 General grants and contributions identified as funding streams for projects. The main element of this relates to the Future High Street Fund project for Market Square/Greenmarket (£2.380million).

5.4 Capital receipts from the sale of fixed assets. A review of the asset disposal programme has been undertaken and a reprofiling of disposals between 2021/22 and 2025/26 has been incorporated into the table above.

5.5 Direct revenue financing in relation to invest to save schemes and use of earmarked reserves.

## 6. SUMMARY PROVISIONAL CAPITAL PROGRAMME 2021/22 TO 2025/26

6.1 A summary of the estimated resources compared to the proposed programme year on year is set out below:

Source of Funding	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
Estimated in year Resources available (para 5.1)	(4,136)	(9,694)	(3,087)	(3,087)	(3,332)
Proposed Programme (para 4.1)	19,071	15,662	4,097	3,976	3,462
<b>Projected (Surplus)/Deficit</b>	<b>14,935</b>	<b>5,968</b>	<b>1,010</b>	<b>889</b>	<b>130</b>
Cumulative surplus/deficit b/fwd	<b>(1,084)</b>	<b>13,851</b>	<b>19,819</b>	<b>20,829</b>	<b>21,718</b>
Cumulative year end surplus/deficit	<b>13,851</b>	<b>19,819</b>	<b>20,829</b>	<b>21,718</b>	<b>21,848</b>
Borrowing undertaken previously	<b>14,000</b>	<b>14,000</b>	<b>14,000</b>	<b>14,000</b>	<b>14,000</b>
Cumulative deficit i.e. overall borrowing needed to support the capital programme	<b>27,851</b>	<b>33,819</b>	<b>34,829</b>	<b>35,718</b>	<b>35,848</b>

6.2 The Prudential Code gives authorities freedom to borrow to fund capital schemes subject to the over-riding principles of Affordability, Prudence and Sustainability. Whilst these freedoms could significantly impact on the capital resources available to the Authority, the principles referred to in effect mean that the Council is limited by the ongoing cost of any borrowing (i.e. the cost of prudential borrowing falls to be met from the General Fund recurring expenditure). The Prudential Code requires authorities to develop their own programmes for investment in fixed assets, based upon what the authority and local taxpayers can afford, and subject to a full Business Case and Options appraisal process. Further details on the Code can be found elsewhere on the agenda in the Treasury Management Report (RD54/20).

The table above shows that there continues to be a borrowing requirement from 2021/22. In order to reduce the exposure of the council to a borrowing requirement the following steps could be examined during the course of this budget process:

- Continuous review of the asset disposal programme;
- Fundamental review of existing capital programme to ensure schemes are still required and are accurate;
- Maximisation of the use of grants and contributions from external sources;
- Providing additional recurring revenue contribution to the capital programme;
- Invest to save schemes that can repay the capital investment over a period of time.

## **7. RISKS**

- 7.1 The ongoing impact of issues raised will be monitored carefully in budget monitoring reports and appropriate action taken.

## **8. CONSULTATION**

- 8.1 The Business and Transformation Scrutiny Panel considered the Executive's budget proposals issued for consultation at their meeting on 7 January 2021, and their views are considered elsewhere on this agenda. Public consultation has also taken place between 14 December and 11 January and the budget resolution taking into account any consultation feedback will be tabled by the Executive on 13 January.

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

- 9.1 The Executive is asked to:
- (i) Note the revised capital programme and relevant financing for 2020/21 as set out in Appendices A and B;
  - (ii) Give initial consideration and views on the proposed capital spending for 2021/22 to 2025/26 given in the report in the light of the estimated available resources;
  - (iii) Note that any capital scheme for which funding has been approved by Council may only proceed after a full report, including business case and financial appraisal, has been approved.

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

- 10.1 The capital programme includes a range of positive projects that will directly benefit the people of Carlisle.

**Contact Officer: Emma Gillespie**

**Ext: 7289**

**Appendices  
attached to report:**

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

- None

#### **CORPORATE IMPLICATIONS:**

**LEGAL** - The Council has a fiduciary duty to manage its resources properly and for the benefit of its community. In doing so it is required to take account of the advice it receives from its Corporate Director of Finance and Resources. The Council must have a balanced budget to deliver its services and also achieve and sustain an appropriate level of reserves.

**PROPERTY** – The Council has a significant property portfolio which assists in the management of its resources as detailed in the Asset Management Plan.

**FINANCE** – Financial implications are contained within the body of the report.

**EQUALITY** – This report raises no explicit issues relating to the public sector Equality Duty.

**INFORMATION GOVERNANCE** – There are no information governance implications.

<b>Scheme</b>	<b>Original Capital Programme 2020/21 £</b>	<b>Other Adjustments £</b>	<b>Proposed Savings &amp; Carry Forwards £</b>	<b>Revised Capital Programme 2020/21 £</b>
Sands Centre Redevelopment	16,679,300	(10,644,100)	0	6,035,200
On Street Charging Points Infrastructure	203,700	0	0	203,700
Gateway 44 Development	4,621,900	0	0	4,621,900
Civic Centre Development	2,581,400	0	0	2,581,400
Open Space Improvements	80,700	0	0	80,700
Play Area Improvements	47,800	38,000	0	85,800
Cemetery Infrastructure	5,700	0	0	5,700
Central Plaza	12,300	0	0	12,300
Affordable Homes (S106)	0	50,700	0	50,700
Planning Software	150,000	0	0	150,000
Flood Reinstatement Projects	21,900	0	0	21,900
LED Footway Lighting Installation	203,100	11,700	0	214,800
Rough Sleeping Initiative		50,000	0	50,000
Planned Enhancements to Council Property	396,800	(31,700)	0	365,100
Vehicles, Plant & Equipment	1,532,400	0	0	1,532,400
Recycling Containers	45,000	0	0	45,000
ICT Infrastructure	311,000	0	0	311,000
Disabled Facilities Grants	2,864,600	0	0	2,864,600
Empty Property Grants	23,200	0	0	23,200
<b>SUB-TOTAL</b>	<b>29,780,800</b>	<b>(10,525,400)</b>	<b>0</b>	<b>19,255,400</b>
<b><u>Capital Reserves to be released</u></b>				
Play Area Improvements	35,000	0	0	35,000
Cemetery Infrastructure	30,000	0	0	30,000
Skew Bridge Deck	70,000	0	0	70,000
	<b>135,000</b>	<b>0</b>	<b>0</b>	<b>135,000</b>
<b>REVISED TOTAL</b>	<b>29,915,800</b>	<b>(10,525,400)</b>	<b>0</b>	<b>19,390,400</b>

**REVISED CAPITAL PROGRAMME 2020/21 – PROPOSED FINANCING**

Source of funding	2020/21 Original £	2020/21 Revised £	Notes
<b>Capital Grants:</b>			
• DFG	1,899,800	1,899,800	
• General	2,256,900	2,470,900	1
<b>Capital Receipts:</b>			
• B/fwd from previous year	(2,711,187)	(2,711,187)	
• Generated in year (Asset Review)	2,078,000	1,388,000	2
• Borrowing undertaken	0	14,000,000	
<b>Capital Contributions</b>			
• General	96,700	203,400	3
Direct Revenue Financing	3,223,100	3,223,100	4
<b>TOTAL FINANCE AVAILABLE</b>	<b>6,843,313</b>	<b>20,474,013</b>	
<b>TOTAL PROGRAMME (SEE APP A)</b>	<b>29,895,800</b>	<b>19,390,400</b>	
<b>PROJECTED (SURPLUS)/DEFICIT IN CAPITAL RESOURCES AVAILABLE</b>	<b>23,052,487</b>	<b>(1,083,613)</b>	

**Notes:**

- Capital grant include revised funding for Sands Centre Development (£2,134,000), Empty Property Grants (£23,200), Play Area Improvements (£60,000), On-Street Charging Infrastructure (£203,700) and Rough Sleeping Initiative (£50,000).
- Asset Review Receipts have been reprofiled into future years.
- General contributions relate to Open Space Improvements (£80,700), Play Area Developments (£24,000), Affordable Homes S106 (£50,700) and Sands Centre (£48,000).
- There are no changes to Direct Revenue Financing.





# Report to Executive

**Agenda  
Item:**  
  
**A.2  
(c)**

Meeting Date: 13 January 2021  
Portfolio: Finance, Governance and Resources  
Key Decision: Yes: Recorded in the Notice Ref: KD.25/20  
Within Policy and Budget Framework YES  
Public / Private Public

Title: TREASURY MANAGEMENT STRATEGY STATEMENT,  
INVESTMENT STRATEGY AND MINIMUM REVENUE  
PROVISION STRATEGY 2021/22  
Report of: CORPORATE DIRECTOR OF FINANCE AND RESOURCES  
Report Number: RD 54/20

## Purpose / Summary:

This report sets out the Council's Treasury Management Strategy Statement for 2021/22, in accordance with the CIPFA Code of Practice on Treasury Management. The Investment Strategy and the Minimum Revenue Provision (MRP) Strategy for 2021/22 are also incorporated as part of the Statement. So too are the Prudential Indicators as required within the Prudential Code for Capital Finance in Local Authorities.

## Recommendations:

The Executive is requested to approve the Treasury Management Strategy Statement for 2021/22, which incorporates the Investment Strategy and the MRP Strategy, together with the Prudential Indicators for 2021/22 as set out in Appendix A and the Treasury Management Policy Statement as set out at Appendix D, for recommendation to Council.

## Tracking

Executive:	<b>14 December 2020, 13 January 2021</b>
Scrutiny:	<b>BTSP 7 January 2021</b>
Audit Committee:	<b>18 December 2020</b>
Council:	<b>2 February 2021</b>

## **1. BACKGROUND**

- 1.1 The CIPFA Code of Practice on Treasury Management in Local Authorities was first issued in 1992 and updated in 1996, 2001, 2011 and 2017. The City Council formally adopted this Code in March 2002 and adopted the 2017 revision in February 2018.
- 1.2 Under the requirements of the revised Code, the Council will receive each year the following reports:
- Annual strategy and plan in advance of the year
  - A mid-year review
  - Annual report after its close.

## **2. TREASURY MANAGEMENT STRATEGY STATEMENT**

- 2.1 As required under the Code, the Treasury Management Strategy Statement (TMSS) for 2021/22, which also incorporates both the Investment Strategy for that year and the Minimum Revenue Strategy, is set out in **Appendix A**. The schedule of approved investment vehicles is contained in **Appendix B** and **Appendix C** includes a summary of current economic forecasts on interest rates that have been utilised in preparing the Strategy.
- 2.2 Also included within Appendix A are the **Prudential Indicators** that must be determined under the requirements of the CIPFA Prudential Code for Capital Finance in Local Authorities. These requirements came into operation on 1 April 2004 under the provisions of the Local Government Act 2003. Part 1 of the Act allows a local authority to borrow money for any purpose that is within its control or for the purposes of the prudent management of its financial affairs. The main purpose for borrowing money is to fund capital expenditure although some short-term borrowing is permitted to cover temporary cash flow needs.
- 2.3 Since 1 April 2004 there has been no statutory limit to the amount that can be borrowed. There is, however, a requirement for full compliance with CIPFA's Prudential Code; the key objectives of which are to demonstrate that the proposed capital investment plans have been assessed by the Council as affordable, prudent and sustainable. Section 3(1) of the Act puts a duty on the Council to determine before the start of the financial year and keep under review the maximum amount that it can afford to borrow. This amount is called the **Authorised Limit** and is discussed in **Appendix A**.
- 2.4 The Prudential Indicators are monitored via the quarterly Treasury Management monitoring reports.

- 2.5 The council recognises its responsibilities in terms of climate change and environmental sustainability and that consideration of these responsibilities may form part of its Investment Portfolio; however, consideration must also be given to ensure the security of principal, portfolio liquidity and return on investment when making investment decisions. Work continues to review the Investment Strategy in line with these recognised responsibilities and this will involve ensuring that counterparties have a relevant environmental strategy that sets out their position on climate responsibilities.

### **3. CONSULTATION**

- 3.1 The Council has appointed Link Asset Services Treasury Services as its Treasury Advisers and they have been involved in the Strategy and proposals contained within this report.

### **4. RISKS**

- 4.1 The Treasury Management function must ensure the security of Council funds at all times over the yield that is gained. It must also ensure it follows the key principles as outlined in the Treasury Management Code of Practice and the Prudential Code.
- 4.2 There is a risk that interest rates could change over the period of the Treasury Management Strategy Statement, particularly in respect of BREXIT and the recovery from the COVID-19 pandemic, but close monitoring of the situation will be maintained, particularly if there are forecast changes to interest rates that could have an impact on borrowing decisions or reduce the availability of counterparties with which the Council can invest its funds.

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

- 5.1 The Executive is requested to approve the Treasury Management Strategy Statement for 2021/22, which incorporates the Investment Strategy and the MRP Strategy, together with the Prudential Indicators for 2021/22 as set out in Appendix A and the Treasury Management Policy Statement as set out at Appendix D, for recommendation to Council.

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

- 6.1 To ensure the Council's investments are in line with the appropriate policies including the Treasury Management Strategy Statement.

**Contact Officer:** Steven Tickner

**Ext:** 7280

**Appendices attached to report:** Appendix A – Treasury Management Strategy Statement  
Appendix B – Approved Investment Instruments  
Appendix C – Interest Rate Forecasts

## **Appendix D – Treasury Management Policy Statement**

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

- None

### **CORPORATE IMPLICATIONS:**

**LEGAL** – The Council has a fiduciary duty to manage its resources effectively for the benefit of its area and the delivery of its services. Treasury Management is an important part of this function and it is appropriate that the Council has a strategy and takes account of the available specialist internal and external advice. The Treasury Management Strategy forms part of the Budget and Policy framework and, therefore, ultimately requires approval by Council.

**PROPERTY** – There are no property issues arising from this report

**FINANCE** – contained within the report.

**EQUALITY** – not applicable

**INFORMATION GOVERNANCE** – There are no information governance issues in this report

## **Treasury Management Strategy Statement**

### Minimum Revenue Provision Policy Statement and Annual Investment Statement

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Carlisle City Council

2021/22

## **1. INTRODUCTION**

- 1.1 It is a statutory requirement under Section 33 of the Local Government Finance Act 1992, for the Council to produce a balanced budget. In particular, Section 32 requires a local authority to calculate its budget requirement for each financial year to include the revenue costs that flow from capital financing decisions. This, therefore, means that increases in capital expenditure must be limited to a level whereby increases in charges to revenue from: -
- increases in interest charges caused by increased borrowing to finance additional capital expenditure, and
  - any increases in running costs from new capital projects are limited to a level which is affordable within the projected income of the Council for the foreseeable future
- 1.2 The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties or instruments commensurate with the Council's low risk appetite, providing adequate liquidity initially before considering investment return.
- 1.3 The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning, to ensure that the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any debt previously drawn may be restructured to meet Council risk or cost objectives.
- 1.4 The contribution the treasury management function makes to the authority is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance.
- 1.5 Whilst any commercial initiatives or loans to third parties will impact on the treasury function, these activities are generally classed as non-treasury activities, (arising

usually from capital expenditure), and are separate from the day to day treasury management activities.

- 1.6 CIPFA defines treasury management as:  
*“The management of the local authority’s borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”*
- 1.7 Revised reporting was required for the 2019/20 reporting cycle due to revisions of the MHCLG Investment Guidance, the MHCLG Minimum Revenue Provision (MRP) Guidance, the CIPFA Prudential Code and the CIPFA Treasury Management Code. The primary reporting changes included the introduction of a capital investment strategy, to provide a longer-term focus to the capital plans, and greater reporting requirements surrounding any commercial activity undertaken under the Localism Act 2011. The capital investment strategy has been reported separately.
- 1.8 The suggested strategy for 2021/22 in respect of the following aspects of the treasury management function is based upon officers’ views on interest rates, supplemented with leading market forecasts provided by the Council’s treasury consultants. The strategy covers the following issues:
- Treasury limits in force that will limit the treasury risk and activities of the Council;
  - Prudential and Treasury Indicators;
  - Current treasury position;
  - Borrowing requirement;
  - Prospects for interest rates;
  - Borrowing strategy considerations;
  - Debt rescheduling opportunities.
  - Investment Strategy
  - Minimum Revenue Provision Strategy
  - Capital Investment Strategy

## **2. CAPITAL INVESTMENT STRATEGY**

- 2.1 The CIPFA revised 2017 Prudential and Treasury Management Codes requires all local authorities to prepare a Capital Investment Strategy report, which will provide the following:
- a high-level long-term overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
  - an overview of how the associated risk is managed

- the implications for future financial sustainability
- 2.2 The aim of the Capital Investment Strategy is to ensure that all elected members fully understand the overall long-term policy objectives and resulting capital strategy requirements, governance procedures and risk appetite.
- 2.3 The Capital Investment Strategy is reported separately from the Treasury Management Strategy Statement alongside the Medium-Term Financial Plan with non-treasury investments being reported through this document. This ensures the separation of the core treasury function under security, liquidity and yield principles, and the policy and commercialism investments usually driven by expenditure on an asset. The Capital Investment Strategy will show:
  - The corporate governance arrangements for these types of activities;
  - Any service objectives relating to the investments;
  - The expected income, costs and resulting contribution;
  - The debt related to the activity and the associated interest costs;
  - The payback period (MRP policy);
  - For non-loan type investments, the cost against the current market value;
  - The risks associated with each activity.
- 2.4 Where a physical asset is being bought, details of market research, advisers used, (and their monitoring), ongoing costs and investment requirements and any credit information will be disclosed, including the ability to sell the asset and realise the investment cash.
- 2.5 Where the Council has borrowed to fund any non-treasury investment, there should also be an explanation of why borrowing was required and why the MHCLG Investment Guidance and CIPFA Prudential Code have not been adhered to.
- 2.6 If any non-treasury investment sustains a loss during the final accounts and audit process, the strategy and revenue implications will be reported through the same procedure as the Capital Investment Strategy.

### **3. TREASURY LIMITS 2021/22 TO 2023/24**

- 3.1 It is a statutory duty, under S3 of the Local Government Act 2003 and supporting regulations, for the Council to determine and keep under review how much it can afford to borrow. The amount determined is termed the 'Affordable Borrowing Limit'.
- 3.2 The Council must have regard to the Prudential Code when setting its Affordable Borrowing Limit. This essentially requires it to ensure that total capital investment remains within sustainable limits and in particular, that the impact upon its future council tax levels is 'acceptable'. It is important to understand, however, that the



Indicators themselves, which are set out in paragraph 6, do not have an inherently right or wrong answer. They are not intended as comparator information between different authorities but are designed to support and record local decision making.

#### 4. **USE OF TREASURY CONSULTANTS**

- 4.1 The authority has, like most other authorities, employed treasury advisers for specialist advice and assistance for many years. In the case of this authority, this role has long been fulfilled by Link Asset Services.
- 4.2 Link Asset Services provide specialist advice on both borrowing and investment matters. They also supply other relevant information and hold regular client seminars which help provide up to date training in what is an important and continually changing field. That said, it is important to recognise that responsibility for all treasury matters lies solely with the City Council and this responsibility is not delegated to Link Asset Services or any other third party. The Council has regard to the advice and information supplied by Link Asset Services along with advice and information from a variety of other sources. Such advice is valued and the authority is in frequent contact with Link Asset Services but this does not lessen the ultimate responsibility of the City Council in dealing with treasury matters and taking relevant decisions.

#### 5. **CURRENT PORTFOLIO POSITION**

The Council's treasury portfolio position at 18 November 2020 comprised:

Table 1		Principal £m	£m	Ave Rate %
Fixed Rate Funding	PWLB Market	13.5 0.0	13.5	1.63
Variable Rate Funding	PWLB Market	0 0	0	0.00
Other Long Term Liabilities			0	0.00
<b>Gross Debt</b>			<b>13.5</b>	<b>1.63</b>
<b>Total Investments</b>			<b>24.2</b>	<b>0.83</b>

#### 6. **PRUDENTIAL AND TREASURY INDICATORS 2021/22 – 2023/24**

- 6.1 The Prudential and Treasury Indicators have been based on current projections for capital spending and resources in 2021/22 to 2023/24. The Council has ensured that future years' capital programmes have been set in accordance with the

principles contained within the City Council's Capital Strategy and Asset Management Plan.

PRUDENTIAL INDICATOR AFFORDABILITY INDICATORS	2019/20 actual £000	2020/21 revised estimate £000	2021/22 estimate £000	2022/23 estimate £000	2023/24 estimate £000
Capital Expenditure	8,111	19,390	19,071	15,662	4,097
Ratio of financing costs to net revenue stream	2.97%	2.75%	3.24%	5.83%	11.12%
Net borrowing requirement in year (Internal & External)	1,025	2,431	8,565	14,923	5,731
Capital Financing Requirement as at 31 March	16,113	24,678	39,601	45,332	45,344
Annual change in Cap. Financing Requirement	(1,026)	8,565	14,923	5,731	12
<b>Incremental impact of capital investment decisions</b>					
Increase in council tax (band D) per annum (£)	0.71	7.45	12.82	4.88	0.01

6.2 The estimates of financing costs include both current capital commitments and the capital programme. In the case of this authority, it is assumed that any support from central government towards the costs of capital expenditure programmes in the next three years will be by means of a capital grant e.g. Disabled Facilities Grant.

### 6.3 **The Council's Borrowing Need (Capital Financing Requirement)**

6.3.1 The Capital Financing Requirement (CFR) is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is a measure of the Council's indebtedness and so its underlying borrowing need. Any capital expenditure above, which has not immediately been paid for from capital grants, capital receipts or revenue contributions, will increase the CFR as it will be funded from borrowing.

6.3.2 The CFR does not increase indefinitely. The Minimum Revenue Provision (MRP) is a statutory annual charge to the revenue budget which reduces the CFR in line with each asset's life, and so charges the economic consumption of capital assets as they are used.

PRUDENTIAL INDICATOR TREASURY MANAGEMENT INDICATORS	2019/20 actual £000	2020/21 revised estimate £000	2021/22 estimate £000	2022/23 estimate £000	2023/24 estimate £000
<b>Authorised Limit for External Debt:</b>					
- Borrowing	44,000	44,000	45,000	50,000	50,000
- Other Long Term Liabilities	100	100	100	100	100
<b>TOTAL</b>	<b>44,100</b>	<b>44,100</b>	<b>45,100</b>	<b>50,100</b>	<b>50,100</b>
<b>Operational Boundary for external debt:</b>					
- Borrowing*	32,500	39,000	40,000	45,000	45,000
- Other Long Term Liabilities	100	100	100	100	100
<b>TOTAL</b>	<b>32,600</b>	<b>39,100</b>	<b>40,100</b>	<b>45,100</b>	<b>45,100</b>
<b>Upper Limit for fixed interest rate exposure:</b>					
- Net principal re. Fixed rate borrowing/investments	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Upper Limit for variable rate exposure</b>					
- Net principal re. Variable rate borrowing/investments	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Upper Limit for total principal sums invested for over 1 year</b>	<b>50%</b>	<b>50%</b>	<b>50%</b>	<b>50%</b>	<b>50%</b>

**Notes:**

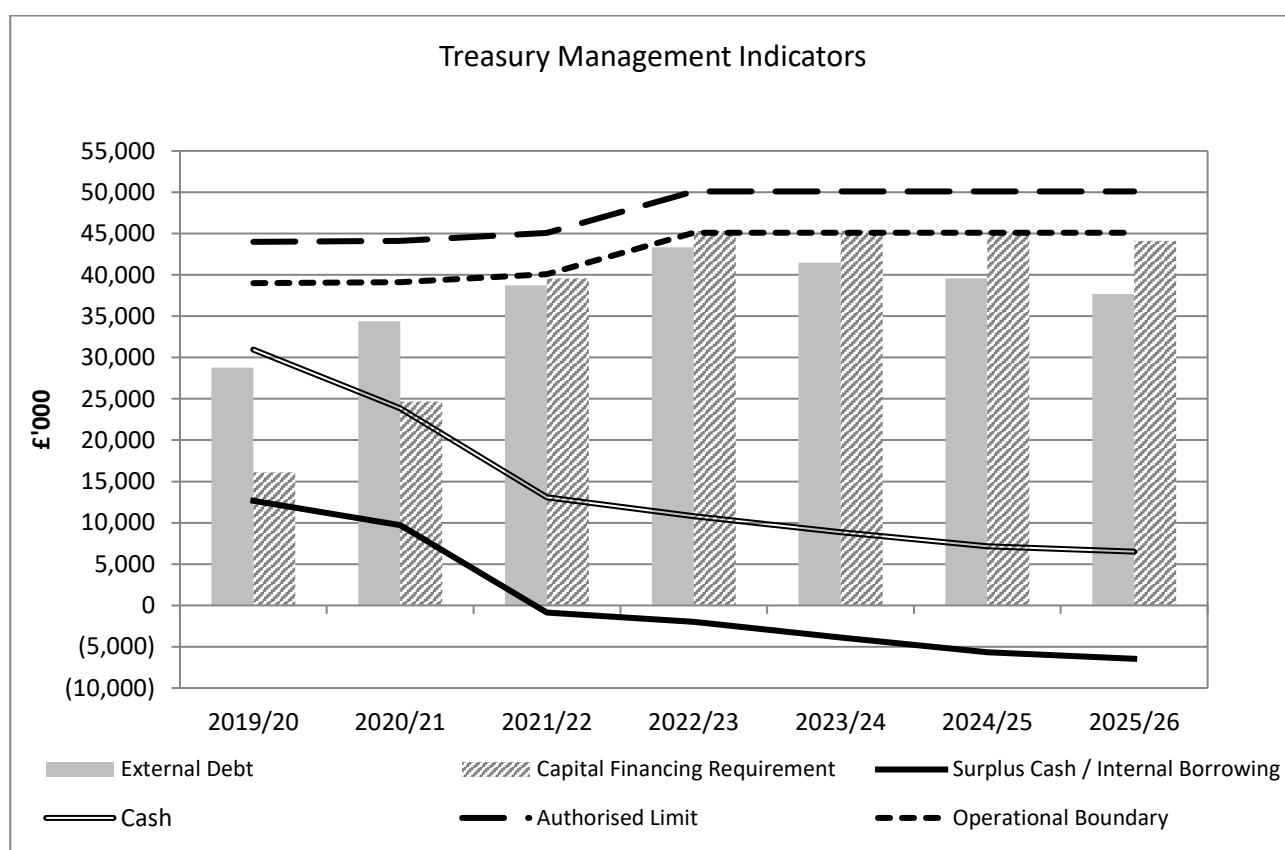
**The authorised limit for external debt.** This is a key prudential indicator and represents a control on the maximum level of borrowing. This represents a legal limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

**The operational boundary.** This is the limit beyond which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt and the ability to fund under-borrowing by other cash resources.

PRUDENTIAL INDICATOR TREASURY MANAGEMENT INDICATORS	2019/20 actual £000	2020/21 revised estimate £000	2021/22 estimate £000	2022/23 estimate £000	2023/24 estimate £000
External Debt B/Fwd	<b>15,000</b>	<b>28,775</b>	<b>34,380</b>	<b>38,745</b>	<b>43,357</b>
New External Debt (Actual & Planned)	14,000	22,000	6,000	6,507	0
External Debt Repaid	(225)	(16,395)	(1,635)	(1,895)	(1,895)
<b>External Debt C/fwd</b>	<b>28,775</b>	<b>34,380</b>	<b>38,745</b>	<b>43,357</b>	<b>41,462</b>

6.3.3 The graph below shows the level of external debt currently forecast against the Capital Financing Requirement. This chart makes assumptions included in the Executive's budget regarding the use of external borrowing. However, funding of capital expenditure could change, for example, if additional assets are sold

generating capital receipts or expenditure requirements change. Therefore, this chart could be subject to change in the future. This shows that external debt is not forecast to rise above the authorised limit over the next five years. However, this is predicated on the assumption that capital receipts can be generated that will be used to fund some of the capital expenditure requirements identified. Should these receipts not be achieved, then the use of borrowing will need to be re-examined. The Medium-Term Financial Plan assumes that external borrowing will be undertaken to support expenditure on major capital schemes such as the leisure development, Gateway 44 and the Southern Relief Road project. These areas will be closely monitored prior to any further external borrowing being undertaken.



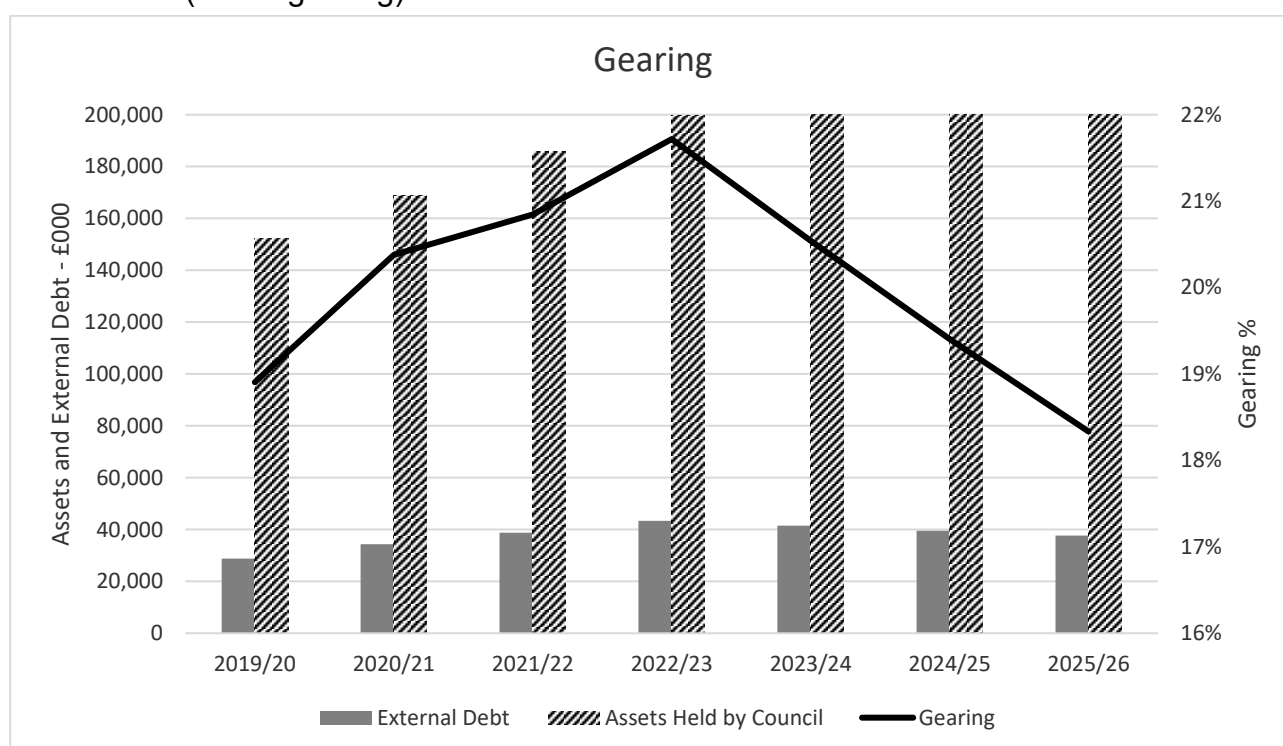
Maturity structure of any fixed rate borrowing during 2020/21	Upper limit	Lower limit
Under 12 months	100%	0%
12 months and within 24 months	100%	0%
24 months and within 5 years	100%	0%
5 years and within 10 years	100%	0%
10 years and above	100%	0%

6.3.4 In respect of its external debt, it is recommended that the Council approves the authorised limits as outlined above for its total external debt, gross of investments, for the next three financial years. The limit separately identifies borrowing from other long-term liabilities such as finance leases. The Council will be asked to

approve these limits and to delegate authority to the Corporate Director of Finance and Resources, within the total limit for any individual year, to effect movement between the separately agreed limits for borrowing and other long-term liabilities in accordance with option appraisal and best value for money. Any such change would be reported to the next available Council meeting.

6.3.5 The authorised limit is consistent with the authority's current commitments, plans and proposals for capital expenditure and it's financing. **However, the overall authorised limit is not to be exceeded without prior Council approval.**

6.3.6 In setting the Authorised Limit consideration should be made to the chart below which demonstrates the level of indebtedness against the Council's overall asset base (i.e. its gearing).



6.3.7 The operational boundary is based upon the same estimates as the authorised limit but without the headroom included within the authorised limit to allow for unusual cash movements. As with the authorised limit, the Council is asked to delegate authority to the Corporate Director of Finance and Resources to effect movement between the separately agreed limits for borrowing and other long-term liabilities. The operational boundary can be exceeded in exceptional circumstances without prior Council approval providing that it remains within the authorised limit.

6.3.8 The City Council's current limits for maximum levels of fixed and variable rate funding are both 100% and this is as recommended by the treasury advisers.

## 7. **PROSPECTS FOR INTEREST RATES**

- 7.1 The Council has appointed Link Asset Services as its treasury adviser and part of their service is to assist the Council to formulate a view on interest rates. The following table gives the Link Asset Services view although it should be noted that there are some differing views among the various economic forecasters regarding the future pattern of these rates:

	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23
Bank Rate	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%

- 7.2 The coronavirus outbreak has done huge economic damage to the UK and economies around the world. After the Bank of England took emergency action in March to cut Bank Rate to first 0.25%, and then to 0.10%, it left Bank Rate unchanged at its subsequent meetings up to 5th November, although some forecasters had suggested that a cut into negative territory could happen. However, the Governor of the Bank of England has made it clear that he currently thinks that such a move would do more damage than good and that more quantitative easing is the favoured tool if further action becomes necessary. As shown in the forecast table above, no increase in Bank Rate is anticipated as economic recovery is expected to be only gradual and, therefore, prolonged.

### 7.3 **Bond yields/PWLB rates**

There was much speculation during the second half of 2019 that bond markets were in a bubble which was driving bond prices up and yields down to historically very low levels. The context for that was a heightened expectation that the US could have been heading for a recession in 2020. In addition, there were growing expectations of a downturn in world economic growth, especially due to fears around the impact of the trade war between the US and China, together with inflation generally at low levels in most countries and expected to remain subdued. Combined, these conditions were conducive to very low bond yields. While inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation expectations, the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers. This means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. The consequence of this has been the gradual lowering of the overall level of interest rates and bond yields in financial markets over the last 30 years. Over the year prior to the coronavirus crisis, this has seen many bond yields up to 10 years turn negative in the Eurozone. In addition, there

has, at times, been an inversion of bond yields in the US whereby 10 year yields have fallen below shorter term yields. In the past, this has been a precursor of a recession. The other side of this coin is that bond prices are elevated as investors would be expected to be moving out of riskier assets i.e. shares, in anticipation of a downturn in corporate earnings and so selling out of equities.

7.4 Gilt yields had therefore already been on a generally falling trend up until the coronavirus crisis hit western economies during March 2020. After gilt yields spiked up during the financial crisis in March, we have seen these yields fall sharply to unprecedented lows as investors panicked during March in selling shares in anticipation of impending recessions in western economies, and moved cash into safe haven assets i.e. government bonds. However, major western central banks took rapid action to deal with excessive stress in financial markets during March, and started massive quantitative easing purchases of government bonds: this also acted to put downward pressure on government bond yields at a time when there has been a huge and quick expansion of government expenditure financed by issuing government bonds. Such unprecedented levels of issuance in “normal” times would have caused bond yields to rise sharply. Gilt yields and PWLB rates have been at remarkably low rates so far during 2020/21.

7.5 As the interest forecast for PWLB rates shows, there is expected to be little upward movement in PWLB rates over the next two years as it will take economies, including the UK, a prolonged period to recover all the momentum they have lost in the sharp recession caused during the coronavirus shut down period. From time to time, gilt yields, and therefore PWLB rates, can be subject to exceptional levels of volatility due to geo-political, sovereign debt crisis, emerging market developments and sharp changes in investor sentiment, (as shown on 9th November when the first results of a successful COVID-19 vaccine trial were announced). Such volatility could occur at any time during the forecast period.

## 7.6 **Brexit**

The interest rate forecasts provided by Link in paragraph 7.1 are predicated on an assumption of a reasonable agreement being reached on trade negotiations between the UK and the EU by 31 December 2020. However, as the differences between a Brexit deal and a no deal are not as big as they once were, the economic costs of a no deal have diminished. The bigger risk is that relations between the UK and the EU deteriorate to such an extent that both sides start to unravel the agreements already put in place. So, what really matters now is not whether there is a deal or a no deal, but what type of no deal it could be.

## 7.7 Investment and borrowing rates

- Investment returns are likely to remain low during 2021/22 with little increase in the following two years.
- Borrowing interest rates fell to historically very low rates as a result of the COVID crisis and the quantitative easing operations of the Bank of England: indeed, gilt yields up to 6 years were on negative yields during most of the first half of 2020/21. The policy of avoiding new borrowing by running down spare cash balances has served local authorities well over the last few years. However, the unexpected increase of 100 bps in PWLB rates on top of the then current margin over gilt yields of 80 bps, required an initial major rethink of local authority treasury management strategy and risk management. However, in March 2020, the Government started a consultation process for amending the margins over gilt rates for PWLB borrowing for different types of local authority capital expenditure. *(Please note that Link has concerns over this approach, as the fundamental principle of local authority borrowing is that borrowing is a treasury management activity and individual sums that are borrowed are not linked to specific capital projects.)*
- On 25 November 2020, the Chancellor announced the conclusion to the review of margins over gilt yields for PWLB rates; the standard and certainty margins were reduced by 1% but a prohibition was introduced to deny access to borrowing from the PWLB for any local authority which had purchase of assets for yield in its three year capital programme. The new margins over gilt yields are as follows: -
  - **PWLB Standard Rate** is gilt plus 100 basis points (G+100bps)
  - **PWLB Certainty Rate** is gilt plus 80 basis points (G+80bps)
  - **Local Infrastructure Rate** is gilt plus 60bps (G+60bps)
- While this authority will not be able to avoid borrowing to finance new capital expenditure and to replace maturing debt, there will be a cost of carry, (the difference between higher borrowing costs and lower investment returns), to any new short or medium-term borrowing that causes a temporary increase in cash balances as this position will, most likely, incur a revenue cost.

## 8. BORROWING STRATEGY

- 8.1 The Link Asset Services forecast for the PWLB new borrowing rate (repayment at Maturity) is as follows:



	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23
5 Yr PWLB	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%	0.80%
10Yr PWLB	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
25Yr PWLB	1.50%	1.50%	1.60%	1.60%	1.60%	1.60%	1.70%	1.70%	1.70%	1.70%	1.80%
50Yr PWLB	1.30%	1.30%	1.40%	1.40%	1.40%	1.40%	1.50%	1.50%	1.50%	1.50%	1.60%

8.2 The Council is, as stated above, expecting to have to borrow externally between 2020 and 2023 to finance significant capital expenditure on new leisure facilities and other assets. Approval was given as part of the Capital Investment Strategy approved in September 2016, for the Section 151 Officer to undertake external borrowing at a time it was felt to be most appropriate to be used for the repayment or refinancing of the £15million stock issue and/or to fund the capital programme where a borrowing requirement has been identified, taking into account forecasts for potential rises in interest rates and utilising any favourable borrowing rates. It is anticipated that although a combination of capital grants and internal resources will be used to meet most capital commitments in the new financial year there will be a requirement to borrow externally. Nevertheless, the use of external borrowing is planned for in future years. The Corporate Director of Finance and Resources will therefore continue to monitor the interest rate market as regards borrowing opportunities as well as in respect of investment policy.

8.3 Against this background and the risks with the economic forecast, caution will be adopted with the 2021/22 treasury operations. The Corporate Director of Finance and Resources will monitor interest rates in financial markets and adopt a pragmatic approach to changing circumstances:

- *If it was felt that there was a significant risk of a sharp FALL in long term and short-term borrowing rates (e.g. due to a marked increase in the risks around relapse into recession or of risks of deflation), then long term borrowings will be postponed, and potential rescheduling from fixed rate funding into shorter term borrowings will be considered.*
- *If it was felt that there was a significant risk of a much sharper RISE in long and short-term rates than that currently forecast, perhaps arising from an acceleration in the rate of increase in central rates in the USA and UK, an increase in world economic activity, or a sudden increase in inflation risks, then the portfolio position will be re-appraised. Most likely, fixed rate funding will be drawn whilst interest rates are lower than they are projected to be in the next few years.*

#### 8.4 Policy on borrowing in advance of need

8.4.1 The Council will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in

advance will be within forward approved Capital Financing Requirement estimates, and will be considered carefully to ensure that value for money can be demonstrated and that the Council can ensure the security of such funds. As part of the Capital Investment Strategy approved by Council in September 2016, approval in principle was given to the Council's S.151 Officer to borrowing in advance of need for the re-financing of the stock issue loan and/or to fund the capital programme where a borrowing requirement has been identified, if interest rates were favourable and would be cost effective over the term of any new loan.

## 8.5 External v. Internal Borrowing

- 8.5.1 This Council currently has differences between gross debt and net debt (after deducting cash balances). This is shown in the graphs at 6.3.3.
- 8.5.2 The general aim of this Treasury Management Strategy is to reduce the difference between the two debt levels over the next three years in order to reduce the credit risk incurred by holding investments. However, measures taken in the last year have already reduced substantially the level of credit risk (see paragraph 10.2) so another factor which will be carefully considered is the difference between borrowing rates and investment rates to ensure the Council obtains value for money once an appropriate level of risk management has been attained to ensure the security of its investments.
- 8.5.3 The next financial year will likely be one of continued low Bank Rates. This provides a continuation of the current window of opportunity for local authorities to fundamentally review their strategy of undertaking new external borrowing.
- 8.5.4 Over the next three years, investment rates are expected to continue to be below long term borrowing rates and so value for money considerations would indicate that value could best be obtained by avoiding new external borrowing by using internal cash balances to finance new capital expenditure or to replace maturing external debt (this is referred to as internal borrowing). This would maximise short term savings.
- 8.5.5 However, short term savings by avoiding new long-term external borrowing in 2021/22 will also be weighed against the potential for incurring additional long-term extra costs by delaying unavoidable new external borrowing until later years when PWLB long term rates are forecast to be significantly higher. By utilising internal cash balances consideration will also need to be given to the availability of cash to service the day-to-day cash flow of the Council. This could require the Council to undertake short-term borrowing to cover cash-flows.

8.5.6 Against this background caution will be adopted with the 2021/22 treasury operations. The Corporate Director of Finance and Resources will monitor the interest rate market and adopt a pragmatic approach to changing circumstances, reporting any decisions to the appropriate decision-making body at the next available opportunity.

## **9. DEBT RESCHEDULING**

9.1 There is unlikely to be much scope for debt rescheduling in either the current financial year or in 2021/22.

## **10. INVESTMENT STRATEGY**

### **10.1 Principles**

10.1.1 The MHCLG and CIPFA have extended the meaning of ‘investments’ to include both financial and non-financial investments. This report deals solely with financial investments, (as managed by the treasury management team). Non-financial investments, essentially the purchase of income yielding assets (e.g. property), are covered in the Capital Investment Strategy.

10.1.2 The Council’s investment policy has regard to the following: -

- MHCLG’s Guidance on Local Government Investments (“the Guidance”)
- CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes 2017 (“the Code”)
- CIPFA Treasury Management Guidance Notes 2018

10.1.3 The Council’s investment priorities will be security first, portfolio liquidity second and then yield, (return).

10.1.4 The Council will also endeavour to achieve the optimum return on its investments commensurate with proper levels of security and liquidity. Security of principal will always be the primary consideration. The risk appetite of this Council is low in order to give priority to security of its investments.

10.1.5 The above guidance from the MHCLG and CIPFA place a high priority on the management of risk. This authority has adopted a prudent approach to managing risk and defines its risk appetite by the following means (Further details of limits and timescales for all approved investments are shown at **Appendix B**): -

- Minimum acceptable **credit criteria** are applied in order to generate a list of highly creditworthy counterparties. This also enables diversification and thus

avoidance of concentration risk. The key ratings used to monitor counterparties are the short term and long-term ratings.

- Credit ratings will be used as one means of assessing the credit quality of rated counterparties although it is recognised that reliance should not be placed on credit rating alone. The minimum short-term rating for a bank will be either F1 (Fitch) or P1 (Moody's). For a rated UK building society, a similar rating would be anticipated although the proposed criteria do give authority to the Corporate Director of Finance and Resources to approve, if considered appropriate, the addition of other building societies with both a F2 (Fitch) and a P2 rating (Moody's). This is still a high-quality credit rating but recognises the very strong record of the UK building society movement over many years in protecting the capital of all depositors. The Strategy already allows discretion to the Corporate Director of Finance and Resources to include as counterparties non-credit rated building societies whose assets total at least £1bn. Any such investment would be subject to an assessment of such a society as a suitable counterparty. There are, for example, good reasons why many building societies do not have a credit rating but there are other means of making an appropriate financial judgment.
- **Other information:** ratings will not be the sole determinant of the quality of an institution; it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To achieve this consideration the Council will engage with its advisors to maintain a monitor on market pricing such as “**credit default swaps**” and overlay that information on top of the credit ratings.
- **Other information sources** used will include the financial press, share price and other such information pertaining to the banking sector in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.
- This authority has defined the list of **types of investment instruments** that the treasury management team are authorised to use. There are two lists in Appendix B under the categories of ‘specified’ and ‘non-specified’ investments.
  - **Specified investments** are those with a high level of credit quality and subject to a maturity limit of one year.
  - **Non-specified investments** are those with less high credit quality, may be for periods in excess of one year, and/or are more complex

instruments which require greater consideration by members and officers before being authorised for use.

- **Non-specified investments limit.** The Council has determined that it will limit the maximum total exposure to non-specified investments as being 50% of the total investment portfolio.
- **Lending limits**, (amounts and maturity), for each counterparty are set. Total investments with any one counterparty or group currently will not exceed £10m to ensure a reasonable spread of investments in terms of counterparties. Investments with Money Market Funds and investments in overseas banks with a sovereign rating of not less than the UK sovereign rating will not exceed £4m.
- **Transaction limits** are set for each type of investment are set.
- This authority will set a limit for the amount of its investments which are invested for **longer than 365 days**.
- Investments will only be placed with counterparties from countries with a specified minimum **sovereign rating**.
- This authority has engaged **external consultants**, (see paragraph 4), to provide expert advice on how to optimise an appropriate balance of security, liquidity and yield, given the risk appetite of this authority in the context of the expected level of cash balances and need for liquidity throughout the year.
- All investments will be denominated in **sterling**.
- As a result of the change in accounting standards for 2019/20 under **IFRS 9**, this authority will consider the implications of investment instruments which could result in an adverse movement in the value of the amount invested and resultant charges at the end of the year to the General Fund. (The Ministry of Housing, Communities and Local Government [MHCLG], have recently issued a statutory override for Local Authorities so that the impact of IFRS9 does not affect a Council's General Fund. This override is currently in place for 5-years from 1<sup>st</sup> April 2018.)
- Due care will be taken to consider the country, group and sector exposure of the Council's investments. In addition:  
Country limits:

- where the country of registration of an institution has an average credit rating (i.e. an average sovereign credit rating) equal to, or better than that of the UK; it will enable the Council to consider the placement of investments on the same basis applied for UK-registered institutions (i.e. subject to the overarching counterparty criteria as set out at **Appendix B**; and
- where an institution meets the approved counterparty status\* but the country of registration has an average credit rating below that of the UK; limit such investments in total to such rated non-UK countries to be no more than £2m of the portfolio.  
i.e. it meets the overarching counterparty criteria as set out at **Appendix B**.
- sector limits will be monitored regularly for appropriateness.

10.1.6 Following approval in 2014/15, the Council now makes use of the CCLA Property Fund for longer term investments, and at present has invested £3m into this fund. The anticipated yield from this investment is assumed to be 4.00% in the MTFP.

10.1.7 Any investments with institutions that do not have a credit rating e.g. many smaller building societies or investments for periods over one year would be classed as non-specified investments. **However, it is important to stress that both the specified and non-specified investments in Appendix B are perfectly legal instruments in which the City Council may invest.** This includes for example many building societies as only the larger societies have an individual credit rating although there are other criteria by which a judgement can be made as to their credit quality.

## 10.2 Creditworthiness Policy

10.2.1 This Council applies the creditworthiness service provided by Link Asset Services. This service employs a sophisticated modelling approach utilising credit ratings from the three main credit rating agencies - Fitch, Moody's and Standard & Poor's. The credit ratings of counterparties are supplemented with the following overlays:

- credit watches and credit outlooks from credit rating agencies;
- CDS spreads to give early warning of likely changes in credit ratings;
- sovereign ratings to select counterparties from only the most creditworthy countries.

10.2.2 This modelling approach combines credit ratings, credit Watches and credit Outlooks in a weighted scoring system which is then combined with an overlay of CDS spreads for which the end product is a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are used by the Council to determine the suggested duration for investments. The

Council will therefore have consideration to using counterparties within the following durational bands:

Yellow	5 Years *
Dark Pink	5 years for Ultra-Short Dated Bond Funds with a credit score of 1.25
Light pink	5 years for Ultra-Short Dated Bond Funds with a credit score of 1.5
Purple	2 years
Blue	1 year (only applies to nationalised or semi nationalised UK Banks)
Orange	1 year
Red	6 months
Green	100 Days
No Colour	Not to be used

*\*The Council does not usually invest for longer periods than 2-years, however if it were to it would follow the same creditworthiness policy provided by Link Asset Services*

10.2.3 The Link Asset Services' creditworthiness service uses a wider array of information other than just primary ratings. Furthermore, by using a risk weighted scoring system, it does not give undue preponderance to just one agency's ratings.

10.2.4 All credit ratings will be monitored weekly. The Council is alerted to changes to ratings of all three agencies through its use of the Link Asset Services' creditworthiness service.

- if a downgrade results in the counterparty / investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.
- in addition to the use of credit ratings the Council will be advised of information in movements in credit default swap spreads against the iTraxx benchmark and other market data on a daily basis via its Passport website, provided exclusively to it by Link Asset Services. Extreme market movements may result in downgrade of an institution or removal from the Council's lending list.

10.2.5 Sole reliance will not be placed on the use of this external service. In addition, this Council will also use market data and market information, information on any external support for banks to help support its decision-making process.

### 10.3 Investment Strategy

10.3.1 With bank base rate forecast to remain at 0.1% until 2023 and with no expectation of significant rises beyond then, investment conditions will continue to be difficult. The view of Link Asset Services is that bank rate will be at the following levels:

	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23
Bank Rate	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%

10.3.2 The Council has historically outperformed bank rates in its investment returns.

Therefore, the suggested budgeted average investment earnings currently included in the MTFP projections are as follows:

	Investment Balances	CCLA Property Fund
2021/22	0.30%	4.00%
2022/23	0.30%	4.00%
2023/24	0.30%	4.00%

10.3.3 Clearly, these projections can only be best estimates at this stage and the risk is to the downside i.e. if the economic recovery is slower than expected, then interest rates are likely to rise more slowly. At this stage, the budget for 2021/22 has assumed an average yield of 0.30% on its investments (excluding CCLA Property Fund) in the next financial year. This allows for the fact that there are some higher value, longer term investments placed and there will be some shorter dated instant access investments placed. This forecast will, however, be reviewed further during the budget cycle. The anticipation of interest yielded from investing in the Property Fund is estimated at 4.00% in the MTFP.

10.3.4 In this situation, the authority will continue to try and seek value in its investments by placing them out for longer periods where possible e.g. six months to one year, to meet future cash flow needs, subject to retaining some sums for shorter periods to meet liquidity requirements and also to take advantage of any particular investment opportunities. Much of the basic framework of the authority's cash flows is already known for the next financial year and use will be made of this information in determining investment periods. The money market is monitored daily and use will be made of a plurality of sources of financial information in determining investment opportunities. All investments will be placed only with institutions that conform to the criteria set out in the Investment Strategy. However, should the council use internal cash balances to support the capital programme rather than undertaking external borrowings this will have a significant impact on the investment returns achieved, but will be offset by reduced costs of borrowing.



10.3.5 The investment income budget will, as ever, be carefully monitored in the coming financial year and reported to members via the regular Treasury Transactions reports.

10.4 End of Year Investment Report

In line with current practice, the Council will receive a report on its investment activity as part of the Annual Treasury Report at the end of the financial year. It should also be noted that best practice now requires a mid-year report on the treasury function. This has long been the practice within the City Council where quarterly reports are presented to the Executive. In addition, the Audit Committee has taken on the role of the 'strategic committee' that oversees treasury matters.

11. **THE MINIMUM REVENUE PROVISION STRATEGY**

11.1 The Council implemented the new Minimum Revenue Provision (MRP) guidance in 2008/09 and will assess their MRP for 2020/21 in accordance with the main recommendations contained within the guidance issued by the Secretary of State under section 21(1A) of the Local Government Act 2003. Furthermore, the Council revised its MRP Policy in 2017/18 to provide for MRP on a 3% straight Line basis going forward.

11.2 The Council is currently forecasting to undertake additional external borrowing in 2021/22 to facilitate the delivery of its capital programme. Current estimates include this borrowing on a principal and interest repayment basis. Any principal repaid would be a cash outflow for the Council and cash would be replenished through the charging of MRP from the General Fund to reduce the underlying borrowing requirement.

11.3 The Council is obliged to make proper provision for the repayment of its outstanding debt liabilities. Capital expenditure is generally expenditure on assets which have a life expectancy of more than one year e.g. land, buildings, vehicles etc. It would usually be impractical to charge the entirety of such expenditure, which is often funded by borrowing, to the revenue account in the year it was incurred. Instead, this is spread over a longer period to try and match the years over which these assets will benefit the community. The manner of spreading these costs is through the Minimum Revenue Provision (MRP). Until recently, the MRP was calculated according to detailed and complex regulations. It is now determined under Guidance.

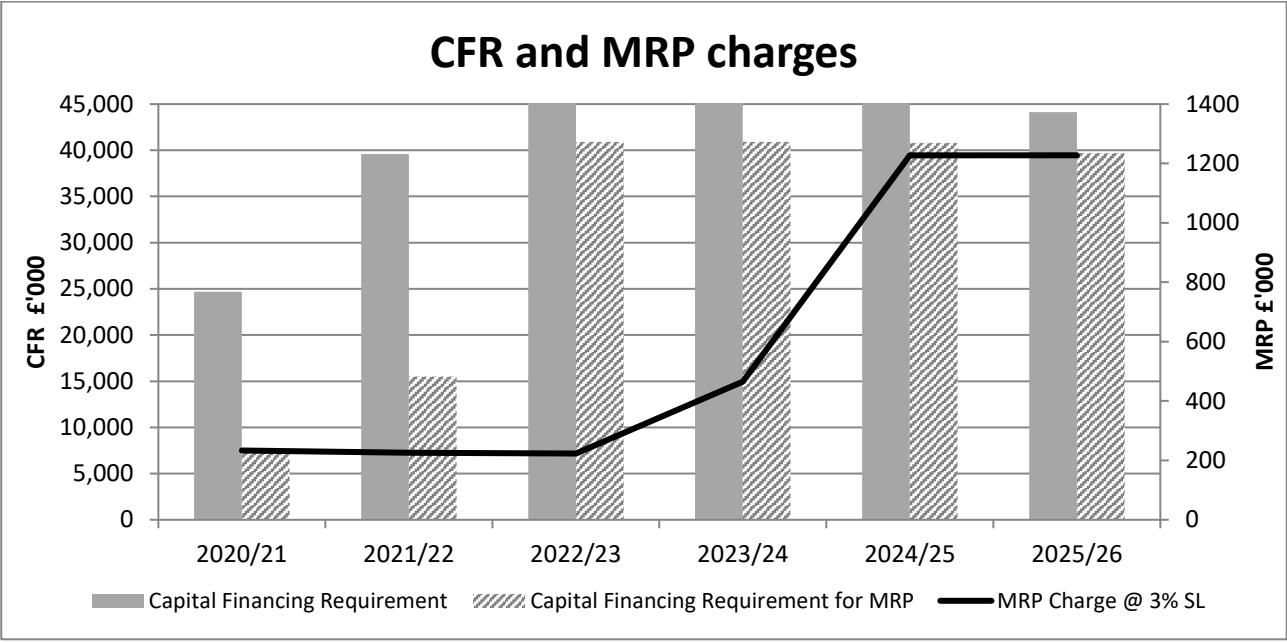
11.4 The only statutory duty that a local authority has under the new MRP regime is '*to determine for the current financial year an amount of minimum revenue provision that it considers to be prudent*'. The Guidance, which authorities must 'have regard

to' provides four options for calculating the MRP. It is important to realise, however, that there is no obligation to follow any of these options and that it is up to each authority to decide upon the most appropriate method of making a prudent provision, having had regard to the Guidance.

- 11.5 Using the 3% Straight Line method for calculating the MRP charge more reflects an average life of Council assets of 33 years and since it has a mix of short life assets such as vehicles (typical life 5-10 years) and long-life assets such as land and buildings (typical life 40-50+ years) this is still deemed to be a prudent approach to take.
- 11.6 In 2020/21, the opening CFR was £16.113million.
- 11.7 In 2018/19 the Council implemented a recommendation from Link Asset Services to review its CFR for MRP purposes in relation to what is known as 'Adjustment A'. The purpose of Adjustment A was to ensure that the starting point for calculating MRP under the new system in 2004 did not significantly vary the level of liability that would have arisen had the previous system of capital controls remained unchanged.
- 11.8 The MRP review undertaken by (then) Capita Asset Services identified a misstatement in the basis of calculation of Adjustment A which indicated that the value originally assessed in 2004/05 to be understated. The Council's reassessed Adjustment A figure is £4.426 million. This misstatement related to the inclusion of revenue expenditure (premiums on the early repayment of debt) being included in the original Adjustment A calculation which the Code states should be excluded from the calculation.
- 11.9 Therefore when calculating MRP for future years, the actual Capital Financing requirement should be reduced by this Adjustment A figure and then MRP charged at 3% of the reduced figure.
- 11.10 The CFR and MRP charges currently included in the MTFP and budget projections are as follows (The MRP charge calculated for 2021/22 is chargeable in 2022/23 and so on):

	2021/22 £000	2022/23 £000	2023/24 £000
Opening CFR	24,678	39,601	45,332
<b>Closing CFR</b>	<b>39,601</b>	<b>45,332</b>	<b>45,344</b>
Adjustment A	4,426	4,426	4,426
Adjustment Assets Under Construction	19,655	0	0
<b>CFR for MRP Purposes</b>	<b>15,520</b>	<b>40,906</b>	<b>40,918</b>
<b>MRP Charge @ 3%</b>	<b>466</b>	<b>1,227</b>	<b>1,228</b>
Adjustments to MRP for historical Overpayments	(241)	(241)	(241)
<b>Actual MRP charge</b>	<b>225</b>	<b>986</b>	<b>987</b>
Voluntary MRP	0	0	0
<b>Actual MRP charge</b>	<b>225</b>	<b>986</b>	<b>987</b>

- 11.11 MRP is a statutory requirement for local authorities to charge to their revenue account for each financial year a prudent amount for the principal cost of their debt in that financial year. It impacts upon the CFR, one of the Council's prudential indicators.
- 11.12 The CFR is a measure of the Council's underlying debt liability, resulting from historic capital expenditure which has been financed from borrowing. Amending the MRP as proposed will lead to an increase in the short to medium term CFR compared to current projections. This is because the MRP reduces the CFR each year, so a decrease in the amount of reduction causes an increase in the current projected CFR.
- 11.13 When an amount previously set aside for debt liability in the budget is released and then used for another revenue purpose the Authority will have less cash. This is likely to lead to a reduction in external investments and with thus lead to a reduction in interest income.
- 11.14 The regulations allow the Authority to review its policy every year and set a policy that it considers prudent at that time. The impact of a revised MRP policy will be kept under regular review in order to ensure that the annual provision is prudent.
- 11.15 As the MRP policy has to be considered by the Executive and approved by Council each year there will be an opportunity to revisit any decision at least annually or make additional voluntary payments.
- 11.16 The chart below shows the anticipated CFR in future years as well as the CFR for MRP Calculation purposes.



**APPROVED INVESTMENT INSTRUMENTS**

**Specified Investments**

All such investments will be sterling denominated, with **maturities up to maximum of 1 year**, meeting the minimum 'high' rating criteria where applicable.

- All UK banks and building societies with a minimum specified 'high' credit rating shall have a **maximum of £6m** as the counterparty limit (**individual Transaction Limit for fixed term investments £2m, for instant access and call accounts £6m**).
- Investments with Lloyds Group banks, HSBC, Santander and Goldman Sachs shall have a maximum of **£10m** as the counterparty limit.
- All overseas banks with a sovereign rating of not less than the UK sovereign rating and a minimum individual credit rating, shall have a **maximum of £4m** as the counterparty limit (**individual Transaction Limit for fixed term investments £2m, for instant access and call accounts £4m**).
- Where an institution meets the approved counterparty status but the country of registration has an average credit rating below that of the UK; limit such investments in total to such rated non-UK countries to be no more than **£2m** as the counterparty limit. (**individual Transaction Limit for fixed term investments £2m, for instant access and call accounts £2m**).
- UK building societies that are not credit rated shall have a maximum of **£2m** as the counterparty limit. (**individual Transaction Limit for fixed term investments £2m, for instant access and call accounts £2m**).
- MMFs shall have a maximum counterparty limit of **£4m** (**Individual Transaction limit of £4m**).

Fixed Term Deposits with fixed rates and maturities:-	Minimum 'High' Credit Criteria	Use
Debt Management Agency Deposit Facility	Government backed	In-house
Term deposits – local authorities	--High level of security	In-house
Term deposits – U K banks**	Short-term F1 (Fitch) or P1(Moodys)	In-house
Term Deposits – UK building societies**	Short Term F1 (Fitch) or P1 (Moodys) or as determined by the Chief Finance Officer	In-house
Term Deposits – Non UK Banks	Sovereign Rating (not less than UK) Short Term F1 (Fitch) or P1 (Moodys) or as determined by the Chief Finance Officer	In-house
Fixed term deposits with variable rate and variable maturities: -	Minimum 'High' Credit Criteria	Use
Callable deposits	Short-term F1 (Fitch) or P1 (Moodys)	In-house
Certificates of deposits issued by UK banks and building societies	Short-term F1 (Fitch) or P1 (Moodys)	In-house buy and hold
UK Government Gilts	Government backed	In-house buy and hold
Bonds issued by multilateral development banks	AAA	In-house on a 'buy-and-hold' basis.

Bonds issued by a financial institution which is guaranteed by the UK government	AAA	In-house on a 'buy-and-hold' basis.
<b>Collective Investment Schemes structured as Open Ended Investment Companies (OEICs): -</b>	<b>Minimum 'High' Credit Criteria</b>	<b>Use</b>
1. Money Market Funds	Short-term AAA	In-house
2. Enhanced Cash Funds	Short-term AAA	In-house
3. Government Liquidity Funds	Short-term AAA	In-house

\*\* If forward deposits are to be made, the forward period plus the deal period should not exceed one year in aggregate.

## **Non-Specified Investments:**

**A maximum of 50% will be held in aggregate in non-specified investments**

### **1. Maturities of ANY period.**

	Minimum Credit Criteria	Use	Max % of total investments	Max. maturity period
Term deposits with non credit rated UK Building Societies	As approved by the S151 Officer. Minimum asset base of £1bn	In-house	50	364 days
Ultra-Short Dated Bond Funds with a credit score of 1.25	AAA	In-house	50	Liquid
Ultra-Short Dated Bond Funds with a credit score of 1.5	AAA	In-house	50	Liquid

### **2. Maturities in excess of 1 year**

	Minimum Credit Criteria	Use	Max % of total investments	Max. maturity period
Term deposits – local authorities	Any authority	In-house	50	3 Years
Term deposits – UK banks and building societies	Long-term A (Fitch) or A2 (Moody's)	In-house	50	3 Years
Fixed term deposits with variable rate and variable maturities	Minimum Credit Criteria	Use	Max % of total investments	Max. maturity period
Certificates of deposits issued by UK banks and building societies	Long-term A (Fitch) or A2 (Moody's)	In house on a 'buy and hold basis'	50	3 Years
UK Government Gilts	Government backed	In house on a 'buy and hold basis'	50	3 Years
Bonds issued by multilateral development banks	AAA	In-house on a 'buy-and-hold' basis.	50	3 Years
Bonds issued by a financial institution which is guaranteed by the UK government	AAA	In-house on a 'buy-and-hold' basis.	50	3 Years
Collective Investment Schemes structured as Open Ended Investment Companies (OEICs)	Minimum Credit Criteria	Use	Max % of total investments	Max. maturity period
1. Bond Funds	Long-term AAA	In-house	50	3 Years
2. Gilt Funds	Long-term AAA	In-house	50	3 Years

### **3. Approved Property Funds**

	Use	Max % of total investments	Max. maturity period
CCLA Property Fund	In-house as determined by the S151 Officer	50	No maximum

The Council uses Fitch (primarily) or Moody's ratings to derive its counterparty criteria. All credit ratings will be monitored monthly. The Council is alerted to changes in credit ratings through its use of the Link Asset Services creditworthiness service. If a downgrade results in

the counterparty/investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.



## INTEREST RATE FORECASTS

The data below shows a variety of forecasts published by Link Asset Services and Capital Economics. The forecast within this strategy statement has been drawn from these diverse sources and officers' own views. Revised forecasts will be provided when they become available. The rates shown below for PWLB borrowing include the 20bps reduction for the Certainty Rate.

### 1. INDIVIDUAL FORECASTS

Link Group Interest Rate View		9.11.20 (The Capital Economics forecasts were done 11.11.20)												
These Link forecasts have been amended for the reduction in PWLB margins by 1.0% from 26.11.20														
	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
BANK RATE	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
3 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
6 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
12 month ave earnings	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20
5 yr PWLB	0.80	0.80	0.80	0.80	0.80	0.90	0.90	0.90	0.90	0.90	1.00	1.00	1.00	1.00
10 yr PWLB	1.10	1.10	1.10	1.10	1.10	1.20	1.20	1.20	1.20	1.20	1.30	1.30	1.30	1.30
25 yr PWLB	1.50	1.50	1.60	1.60	1.60	1.60	1.70	1.70	1.70	1.70	1.80	1.80	1.80	1.80
50 yr PWLB	1.30	1.30	1.40	1.40	1.40	1.40	1.50	1.50	1.50	1.50	1.60	1.60	1.60	1.60
Bank Rate														
Link	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
Capital Economics	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	-	-	-	-	-
5yr PWLB Rate														
Link	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80
Capital Economics	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	-	-	-	-	-
10yr PWLB Rate														
Link	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10	1.10
Capital Economics	1.30	1.30	1.30	1.30	1.30	1.30	1.30	1.30	1.30	-	-	-	-	-
25yr PWLB Rate														
Link	1.50	1.50	1.60	1.60	1.60	1.60	1.70	1.70	1.70	1.70	1.80	1.80	1.80	1.80
Capital Economics	1.80	1.80	1.80	1.80	1.80	1.80	1.80	1.80	1.80	-	-	-	-	-
50yr PWLB Rate														
Link	1.30	1.30	1.40	1.40	1.40	1.40	1.50	1.50	1.50	1.50	1.60	1.60	1.60	1.60
Capital Economics	1.70	1.70	1.70	1.70	1.70	1.70	1.70	1.70	1.70	-	-	-	-	-

## **TREASURY MANAGEMENT POLICY STATEMENT**

Carlisle City Council defines treasury management as:

“The management of the organisation’s cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”

Carlisle City Council regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the authority, and any financial instruments entered into to manage these risks.

Carlisle City Council acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable performance measurement techniques, within the context of effective risk management.

### **Investment Policy**

The Council will manage its investments in line with the criteria set out in section 9 of the TMSS with the security of investment being paramount. The Council’s investments will be placed in line with those outlined in Appendix B of the TMSS.

### **Borrowing Strategy**

The Council will manage its borrowings in line with the criteria set out in section 8 of the TMSS with the emphasis being on external borrowing only being taken when absolutely necessary and ensuring it offers the best value for money.

# Report to Executive

Agenda  
Item:  
**A.2**  
**(d)**

Meeting Date: 13 January 2021  
Portfolio: Finance, Governance and Resources  
Key Decision: Yes: Recorded in the Notice Ref: KD.25/20  
Within Policy and Budget Framework YES  
Public / Private Public

Title: PROVISIONAL LOCAL GOVERNMENT FINANCE  
SETTLEMENT 2021/22  
Report of: CORPORATE DIRECTOR OF FINANCE AND RESOURCES  
Report Number: RD55/20

## Purpose / Summary:

This report provides an analysis of the Provisional Finance Settlement received for 2021/22 and the impact it has on the Council's Revenue budget.

## Recommendations:

The Executive is requested to:

- (i) note and consider the updated budget projections, in respect of the Provisional Finance Settlement, which was received on 17<sup>th</sup> December, noting that the overall financial impact forms part of the Revenue report considered elsewhere on the agenda; and
- (ii) delegate responsibility to the Corporate Director of Finance and Resources to respond, if required, to the Local Government Finance Settlement consultation document, following consultation with the Portfolio Holder for Finance, Governance and Resources.

## Tracking

Executive:	<b>13 January 2021</b>
Scrutiny:	<b>Not applicable</b>
Council:	<b>2 February 2021 (Budget Resolution)</b>

## **1. INTRODUCTION**

- 1.1. This report provides an analysis of the 2021/22 Provisional Finance Settlement received from Central Government on 17<sup>th</sup> December 2020. A consultation document which outlines the government's approach in allocating funding for the local government finance settlement has also been provided, which seeks views by 16<sup>th</sup> January 2021.
- 1.2. The Ministry of Housing, Communities & Local Government (MHCLG) has proposed the referendum limits for 2021/22; and for District Councils, this is 2% or £5, whichever is the greater. This is in line with the MTFP with the Executive proposing an annual £5 increase for 2021/22.
- 1.3. Members should also note that the MHCLG has confirmed the continuation of Cumbria's Business Rate Pool for 2021/22, but as this is integral to the provisional finance settlement, pool members have 28 days (from 17<sup>th</sup> December) to decide whether they formally wish to be designated as part of the pool.

## **2. UPDATED BUDGET PROJECTIONS**

- 2.1. The amendments to the revenue budget as a result of the provisional finance settlement are as follows:

### Draft Local Government Finance Settlement

Provisional figures were received on 17<sup>th</sup> December and are broadly in line with expectations contained within the MTFP for 2021/22. It should be noted that no figures beyond 2021/22 have been provided as these should form part of any Local Government Finance Reviews taking place next year. The provisional finance settlement for 2021/22 is open for consultation until 16<sup>th</sup> January 2021, with final figures being provided after that date. Details of the changes following receipt of the draft settlement are provided below.

### Settlement Funding Assessment

The Settlement Funding Assessment (SFA) relates to the Retained Business Rates Baseline only, with the table below showing the differences in the Settlement Funding Assessment figures:

	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>MTFP</b>		<b>Estimated</b>			
Business Rate Baseline	3,513	3,583	3,655	3,728	3,803
	<b>3,513</b>	<b>3,583</b>	<b>3,655</b>	<b>3,728</b>	<b>3,803</b>
<b>Draft Settlement (Dec 2020)</b>					
Business Rate Baseline	3,335	3,579	3,651	3,724	3,799
	<b>3,335</b>	<b>3,579</b>	<b>3,651</b>	<b>3,724</b>	<b>3,799</b>
<b>Additional Contribution from/(to) Reserves</b>	<b>178</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>

The Business Rate baseline allocation for 2021/22 shows a reduction of £178,000 when compared to the MTFP assumptions. This is a result of the baseline being frozen at 2020/21 levels. No provisional settlement figures have been provided beyond 2021/22; however, as mentioned earlier, the two reviews on (i) the reform of the Business Rates Retention Scheme, and (ii) the approach to measuring the relative needs and resources of local authorities, used to determine new baseline funding allocations, will inform these allocations. The assumptions for 2022/23 onwards have been revised with an assumed 2% increase using the 2021/22 figures as the base inclusive of the business rate multiplier compensation grant (see table later in this report).

#### Other Funding

##### **New Homes Bonus**

Draft New Homes Bonus figures have also been included in the settlement announcement. The national baseline for housing growth remains at 0.4% for 2021/22 below which allocations will not be made.

The settlement provides an indication of the overall allocations the Council can expect to receive from New Homes Bonus. The table below shows how these estimates compare to the MTFP assumptions.

	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>MTFP</b>					
New Homes Bonus included in MTFP	610	351	0	0	0
	<b>610</b>	<b>351</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Draft Settlement (Dec 2020)</b>					
New Homes Bonus	747	351	0	0	0
	<b>747</b>	<b>351</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Additional Contribution from/(to) Reserves</b>	<b>(137)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

A one-year allocation has been provided for 2021/22, with no legacy payments expected in subsequent years; however all previously announced legacy payments for previous years will be honoured in the 2021/22 allocations.

### Rural Services Delivery Grant

Confirmation of the Rural Services Delivery Grant as set out below:

	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>MTFP</b>					
Rural Services Delivery Grant	0	0	0	0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Draft Settlement (Dec 2020)</b>					
Rural Services Delivery Grant	193	0	0	0	0
	<b>193</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Additional Contribution from/(to) Reserves</b>	<b>(193)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Compensation Grant – Business Rate Multiplier Change

Similar to previous years, the Council will also receive a compensation grant in respect of the business rate multiplier change.

	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>MTFP</b> Business Rate Multiplier Compensation	0	0	0	0	0
<b>Draft Settlement (Dec 2020)</b> Business Rate Multiplier Compensation	0	0	0	0	0
	174				
	174	0	0	0	0
<b>Additional Contribution from/(to) Reserves</b>	<b>(174)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Lower Tier Services Grant

A new one-off un-ringfenced grant will be received to support Councils with responsibility for lower tier services such as homelessness, planning, recycling and refuse collections and leisure services.

	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000
<b>MTFP</b> Lower Tier Services Grant	0	0	0	0	0
<b>Draft Settlement (Dec 2020)</b> Lower Tier Services Grant	0	0	0	0	0
	389				
	389	0	0	0	0
<b>Additional Contribution from/(to) Reserves</b>	<b>(389)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Covid-19 Support for 2021/22

An additional un-ringfenced grant of £616,032 to manage the immediate and long-term impacts of the pandemic in 2021/22 has been allocated; however current estimates indicate that the additional costs/income shortfalls could be in the region of £1.1million in 2021/22. The Sales, Fees and Charges income support scheme (SFC scheme) will also be extended to June 2021.

**The figures for all of these funding streams have been provided by the MHCLG up to 2021/22 only; therefore, any figures beyond this are indicative only.**

## Council Tax Referendum Limit

The draft settlement also confirms that District Council's will be able to raise Council Tax by the greater of 2% or £5. A £5 increase has been assumed in the budget which equates to a 2.30% increase.

## Overall Spending Power

All of the elements described above together with the income raised from Council Tax make up what is known as the Council's Spending Power. Within the settlement the Government makes an assumption as to how much will be raised through Council Tax; however, the precise figure is not known until each Council sets their own Council tax levels and calculates their Tax Bases.

The table below shows the overall effect of the settlement on the Council's Spending Power.

Core Spending Power of Local Government 2021/22 LG FINANCE SETTLEMENT					
	2017-18 £000	2018-19 £000	2019-20 £000	2020-21 £000	2021-22 £000
Settlement Funding Assessment	4,000	3,657	3,282	3,335	3,335
Compensation for under-indexing the business rate multiplier	47	74	107	134	174
Council Tax	6,658	6,905	7,183	7,487	7,794
New Homes Bonus and returned funding	2,013	1,606	1,565	1,492	747
Rural Services Delivery Grant	147	184	184	184	193
Transition Grant	5	-	-	-	-
Lower Tier Services Grant	-	-	-	-	389
<b>Core Spending Power</b>	<b>12,870</b>	<b>12,426</b>	<b>12,321</b>	<b>12,632</b>	<b>12,632</b>
Change over the Spending Review period (£ 000's)				-	238
Change over the Spending Review period (% change)					-1.8%

The overall effect of the Draft Settlement is that for 2021/22, there will be an additional contribution to reserves of £715,000 (excluding any Covid-19 funding allocations).

## 2.2 Housing Benefit/Local Council Tax Support Administration Subsidy

The allocation for Housing Benefit Administration subsidy and other grant allocations are still awaited from the Department for Work & Pensions (DWP) and the Localised Council Tax Support Administration Subsidy allocation for 2021/22 from MHCLG is also still to be advised.



### 2.3 Homelessness Prevention Grant

A total allocation of £198,863 has been awarded for 2021/22 for Homelessness Prevention Grant.

### 2.4 Other Areas of Funding

Other funding was announced in respect of Help for Rough Sleepers, New Burdens Funding for the Domestic Abuse Bill, Improved Better Care Fund, Strengthening the local audit system, and a local tax income guarantee scheme for irrecoverable losses this year (2020/21) to help compensate councils for lost council tax and business rates income however, no allocations have yet been announced. A Local Council Tax Support Grant (LCTS) of £154,735 has also been announced.

## 3. **CONSULTATION**

Business and Transformation Scrutiny Panel considered the Executive's draft budget proposals on 7 January 2021.

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

The Executive is requested to note and consider the updated budget projections, in respect of the Provisional Finance Settlement, which was received on 17<sup>th</sup> December, noting that the overall financial impact forms part of the Revenue report considered elsewhere on the agenda.

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

To ensure that a balanced budget is set.

**Contact Officer:**            **Alison Taylor**

**Ext:**    **7290**

**Appendices**            **None**  
**attached to report:**

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

- **None**

## **CORPORATE IMPLICATIONS:**

**LEGAL –** The Council has a fiduciary duty to manage its resources properly and for the benefit of its community. In doing so it is required to take account of the advice it receives from its chief finance officer, the Corporate Director of Finance and Resources. The

Council must have a balanced budget to deliver its services and also achieve and sustain an appropriate level of reserves.

**PROPERTY** – not applicable

**FINANCE** – Contained within the body of the report

**EQUALITY** – not applicable

**INFROMATION GOVERNANCE** – not applicable

# Report to Executive

Agenda  
Item:  
**A.4**

Meeting Date: 13 January 2021  
Portfolio: Economy, Enterprise and Housing (Cllr Nedved)  
Key Decision: Yes  
Policy and Budget Framework: Yes  
Public / Private: Public

Title: Homelessness Prevention and Rough Sleeping Strategy 2021 - 2026  
Report of: Corporate Director of Governance and Regulatory Services  
Report Number: GD.02/21

## Purpose / Summary:

The purpose of this report is for the Executive to consider the strategic aims, priority objectives and actions identified as part of a statutory review and consultation process; targeting Homelessness Prevention and Rough Sleeping in Carlisle from 2021 to 2026 (as outlined within the draft Homelessness Prevention and Rough Sleeping Strategy and Action Plan).

## Recommendations:

For Executive to approve the draft policy for consultation.

## Tracking

Executive:	13 January 2021
Scrutiny:	14 January 2021
Executive:	08 February 2021
Council:	02 March 2021

## 1. Background

- 1.1 The Homelessness Act 2002 gives housing authorities the power to carry out homelessness reviews within the district area; and places a statutory duty on Council's to formulate and publish a Homelessness Strategy every five years based on the findings of the review.
- 1.2 Carlisle City Council is required to publish a strategy and action plan which clearly outlines to Council, residents, partners, staff, customers and peers; the Council's priority objectives, approach and commitment to homelessness and rough sleeping prevention and reduction for the coming years.
- 1.3 Carlisle's existing Homelessness Strategy [2015-20](#) shifted the approach from dealing with the effects of homelessness, to a preventative approach in tackling the main causes of and reducing homelessness in the district.

## 2. Homelessness review

- 2.1 The Homeless Prevention and Accommodation Services has undertaken a comprehensive review of homelessness to determine:
  - Key achievements of the current strategy
  - An up to date understanding of homelessness and housing needs in Carlisle
  - Current and future levels of homelessness and rough sleeping trends
  - Levels of accommodation and support needed to meet needs of people in the district who are or may become homeless in the future
  - Links with other strategies and programmes that aim to address the wide range of factors that could contribute to homelessness in the local area
  - The resources available to the Council
  - Additional duties introduced through changes in legislation

(refer to **appendix A** for a summary of key findings)

- 2.2 We are committed to equality and diversity issues and comply with the requirements of the Equality Act 2010. An Equality Impact Assessment has been undertaken on this strategy and can be found at **appendix B**.

## 3. Strategic aims and objectives

- 3.1 The proposed Strategy has been drafted using the findings of the homelessness review, the district profile and alongside our knowledge of local housing issues and internal performance indicators.

**3.2** The **aim** of the new proposed strategy for Carlisle is to:

*Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.*

**3.3** To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:

**Objective 1:** Reduction of multiple exclusion homelessness and rough sleeping.

**Objective 2:** Prioritising early intervention and prevention of homelessness.

**Objective 3:** Promoting safeguarding and harm minimisation.

**Objective 4:** Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.

**Objective 5:** Improve experiences and opportunities for young people and children experiencing homelessness.

**Objective 6:** Increase key partnerships to respond effectively to local emergency situations.

**3.4** Carlisle's proposed Homeless Prevention and Rough Sleeping Strategy 2021 – 26 can be viewed in full at **appendix E**.

**4. Delivery and monitoring**

**4.1** A new delivery model is proposed consisting of a multi-agency strategic board and task and finish subgroups. Collectively they will oversee the delivery of the strategy and drive forward the actions outlined within the Strategic Action Plan (refer to **appendix D**).

**4.2** The proposed Action Plan will be reviewed and updated annually to ensure that it remains focused and responsive to change and needs over the life of the Strategy.

**4.3** We have the overall responsibility for the delivery of the proposed Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny Members will receive an annual report in the summer of each year on the progress of actions. It is anticipated the first report will be delivered in 2022.

**4.4** It is envisioned this Strategy will be delivered within existing resources however, this is subject to the full implications of:

- withdrawal from the European Union (Brexit) and the impact on EEA nationals with no recourse to public funds
- amendments to the Code of Guidance of the Homelessness Reduction Act
- new duties as a result of the Domestic Abuse Act 2017

- ongoing opportunities to secure external funding to continue to deliver specialist projects concerning domestic abuse and rough sleeping
- the full impact of the Covid-19 pandemic nationally and locally

**4.5** It is also proposed that a condensed version of the Strategy is developed with the assistance of the Policy and Communications Team for the purposes of easier communication, inclusion and understanding of the key points of the Strategy; with the in-depth version and appendices made available on the Council's website.

## **5. Consultation**

**5.1** Stakeholders and service users have been involved and consulted on the findings of the review and the proposed new priority objectives and actions, via a variety of safe methods throughout the Covid-19 period. This has included surveys, focus groups, virtual workshops and online public questionnaire. All views and comments have contributed to the development of the proposed new strategic priorities and actions.

**5.2** Feedback and analysis on the final public consultation process is attached at **appendix C**.

**5.3** The Portfolio Holder for Communities, Health and Wellbeing asked that key data trends relating to the following groups be highlighted:

- Care Leavers (appendix A, page 6)  
In 2019/20, 5% of homeless presentations in Carlisle were care leavers, which is higher than the national average (2%)
- People leaving HM Armed Forces (appendix A, page 7)  
In 2019/20, 1% of homeless presentations in Carlisle were leaving HM Forces, this is consistent with the national average.
- Domestic Abuse (appendix A, page 8)  
In 2019/20, 12% of all homeless presentations in Carlisle were as a result of domestic abuse which is higher than the national average (9%).

## **6. Conclusion and recommendation**

**6.1** This report presents Executive with the Homelessness Review and proposed Homelessness Prevention and Rough Sleeping Strategy 2021 – 26 and Action Plan.

**6.2** Executive are asked to consider the findings, and support the proposed strategic aims, priority objectives and action plan prior to the documents moving forward to adoption by council.

## **7. Contribution to the Carlisle Plan priorities**

### **7.1 Addressing Carlisle's current and future housing needs**

**Contact Officer:** Tammie Rhodes

**Ext:** 7217

**Appendices attached to report:**

- Appendix A:** Homelessness Review
- Appendix B:** Equality Impact Assessment
- Appendix C:** Final consultation responses
- Appendix D:** DRAFT Strategic Action Plan
- Appendix E:** DRAFT Homeless Prevention and Rough Sleeping Strategy

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

- Interagency Homelessness Strategy for Carlisle 2015-20  
<https://www.carlisle.gov.uk/Portals/0/Documents/Residents/Housing/Carlisle's%20Interagency%20Homelessness%20Strategy%202015-20.pdf>

#### **CORPORATE IMPLICATIONS:**

**LEGAL** – In accordance with Article 4 of the Council's Constitution, Homelessness is part of the Policy Framework reserved to Council. Therefore, it is for Council to approve the final Policy following recommendation by the Executive after the due Scrutiny process.

**PROPERTY SERVICES** – No property implications.

**FINANCE** – Any costs associated with the implementation and monitoring of the Homelessness Prevention and Rough Sleeping Strategy can be accommodated within existing revenue budgets.

**EQUALITY** – An Equality Impact Assessment has been completed.

**INFORMATION GOVERNANCE** – There are no information governance implications with this report.

# Appendix A

## ***Carlisle City Council Homelessness and Rough Sleeping Review***

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## Appendix A

### Review of homelessness and rough sleeping in Carlisle

It is a statutory requirement contained within the Homelessness Act 2002 that every local authority undertakes a Homelessness Review outlining the main causes of homelessness in its area. The purpose of the review is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness in order to inform the development of the strategy.

### Successes since the last review

The [2015-20](#) Inter-agency Homelessness Strategy set out 4 key priority areas:

1. [Delivery of appropriate flexible accommodation and support pathways](#)
2. [Address multiple exclusion homelessness \(MEH\) and rough sleeping](#)
3. [Increase and improve positive outcomes for young people experiencing homelessness](#)
4. [Prevent homelessness](#)

Throughout the course of that strategy we have:

- Worked with Cumbria County Council to develop the young person's pathway services and young person's homelessness protocol
- Extend the No Second Night Out (NSNO) provision
- Established rehousing pathways and support projects focused on adults facing exclusion and at risk of rough sleeping
- Reviewed and established a rent in advance and bond scheme
- Prepared and reacted to the Homelessness Reduction Act 2017
- Improved the capacity of the Homeless Prevention and Accommodation Services, upgrading IT systems, training, integrated service delivery and prevention focused activities

The actions have contributed towards:

- [2,212 households being prevented from becoming homeless](#)
- [1,048 households supported in emergency accommodation, 18% of which with dependent children](#)
- [357 households assisted to access private sector accommodation](#)
- [211 flooded households assisted](#)
- [70% reduction in main duty homeless acceptances](#)
- [Supported 48 individuals rough sleeping or at risk of rough sleeping with complex needs](#)
- [Supported 514 victims of domestic abuse and their children who were at direct risk of homelessness as a result](#)
- [£8.16 million in benefit gains to vulnerable households](#)
- [Supported 957 households to move into affordable long-term housing to meet their needs](#)

## Appendix A

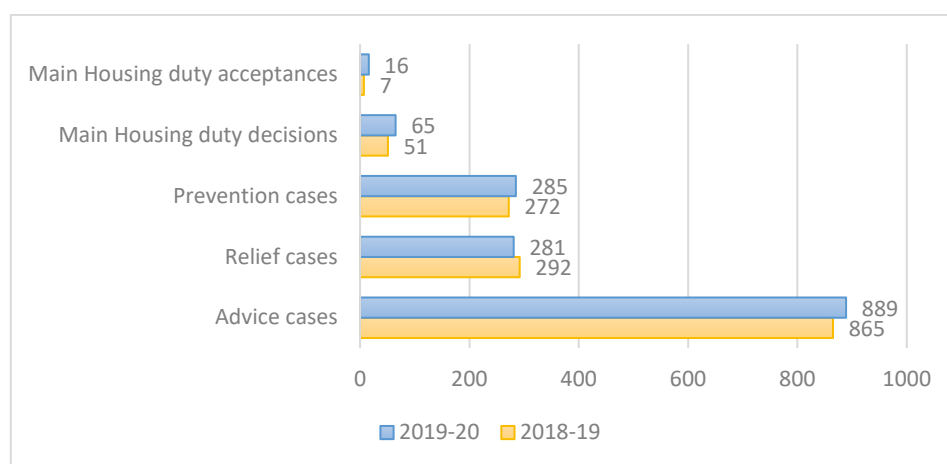
### Applications, acceptances and prevention

The chart below shows the levels of statutory homelessness presentations over 2018/19 and 2019/20. The data shows that the number of customers seeking advice and those owed prevention, relief and a full homelessness duty has remained consistent during the first two years of the newly implemented Homelessness Reduction Act 2017.

It is worth noting that Homelessness in Carlisle has reduced by 6% between 2015 and 2020.

Although there is an increase in main duty housing acceptances (shown below), there is a 70% reduction in main duty acceptances since 2015 (from 53 to 16) which is in line with government expectations and the aims of the new duties.

**Figure 1: Advice, prevention, relief and full duty**



In terms of the statutory homeless decisions, the percentage of main duty acceptances has remained consistent over the past five years but remains lower than the national and regional levels; with a quarter of all decisions being accepted a full housing duty.

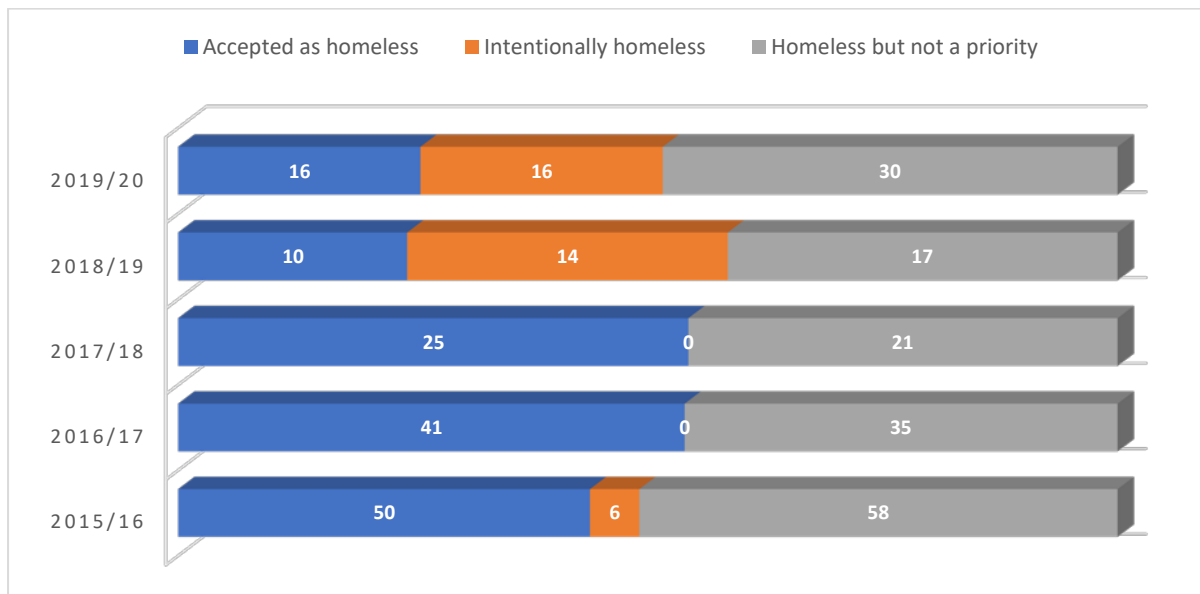
In 2019/20, 55% of all cases were assisted at the prevention stage, which is 6% higher than the national average, and 9% higher than the Cumbrian average.

The percentage of intentionally homeless decisions in Carlisle has increased from 3% in 2015 to 25% in 2020, with the national average being 7% in 2020 and the Cumbrian average 14%. This increase, apparent only following the implementation of the Homeless Reduction Act 2017 reflects the increase in applicants with complex needs, with exclusion / engagement issues and rehousing challenges / barriers that are unable to be resolved within the 56-day relief period.

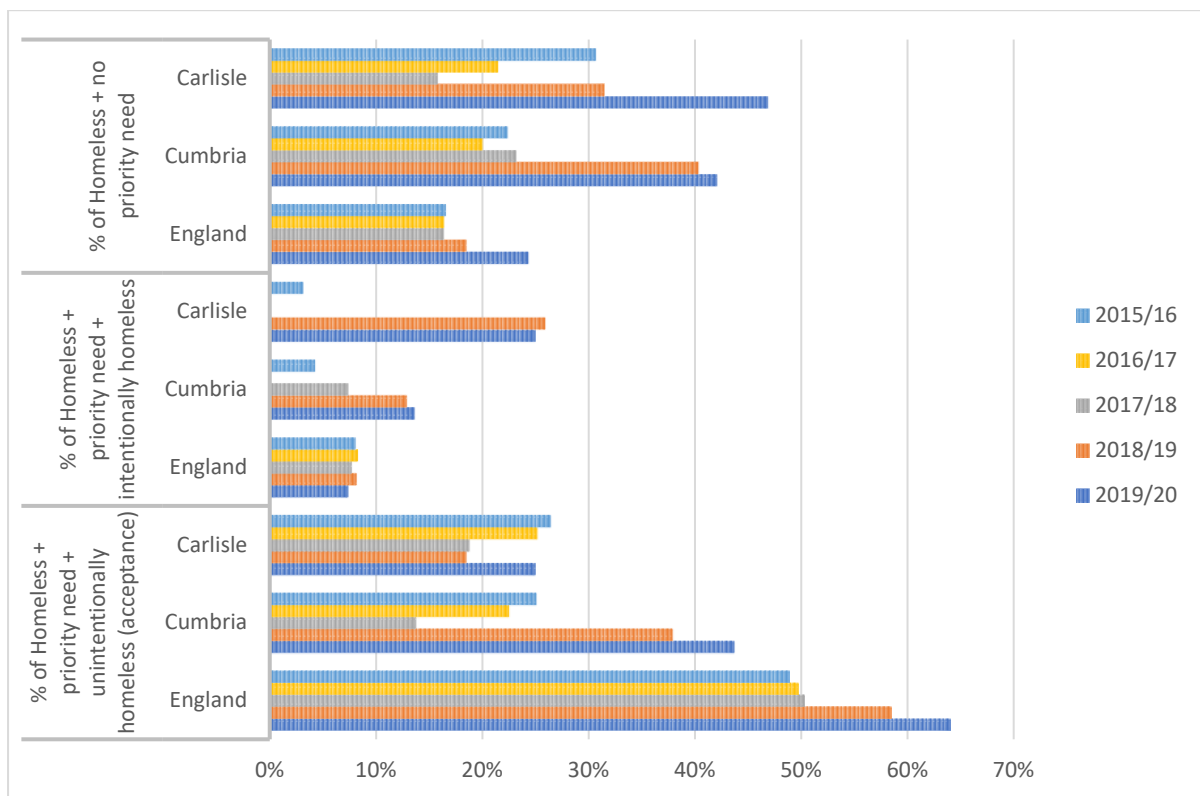
This also reflects the demographic that Carlisle has 43% more single males at the relief stage than the national average; and significantly more people leaving an institution (mainly prison) as homeless in 2019/20 than the national average, as highlighted below (table 1 & 2 and figure 6).

# Appendix A

**Figure 2: Comparative main duty decision and acceptance data**



**Figure 3: Comparative main duty decision and acceptance data**

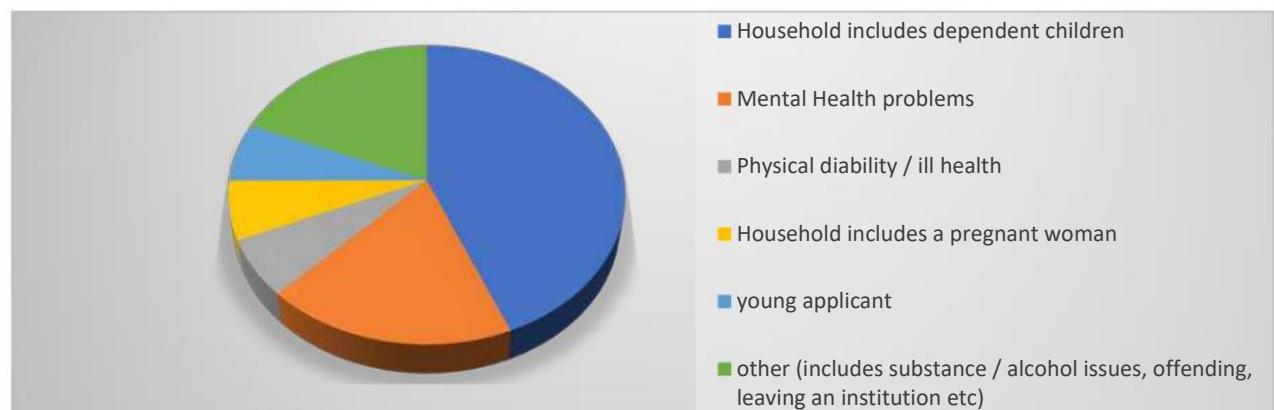


## Appendix A

### Priority need categories

Analysis of the statutory homelessness decisions and outcomes for 19/20 highlights that the main priority need of households owed a main duty are:

Figure 4: Main priority need of households owed a main duty



The presence of dependent children in the household has been the primary reason for priority need over the last five years; accounting for 44% of acceptances in 2019/20.

Following that the most significant accepted priority groups in order are:

- Vulnerable as a result of mental illness / disability
- Pregnant woman, no other children
- Other: drug and alcohol issues / offending / history of homelessness / rough sleeping

Those households leaving an institution as homeless in Carlisle is significantly higher than national and regional levels, both at the prevention and relief duty stage:

Table 1: Percentage of households leaving an institution homeless

2019/20	England	North-west	Cumbria	Carlisle
Prevention duty	1%	1%	3%	5%
Relief duty	3%	5%	6%	11%

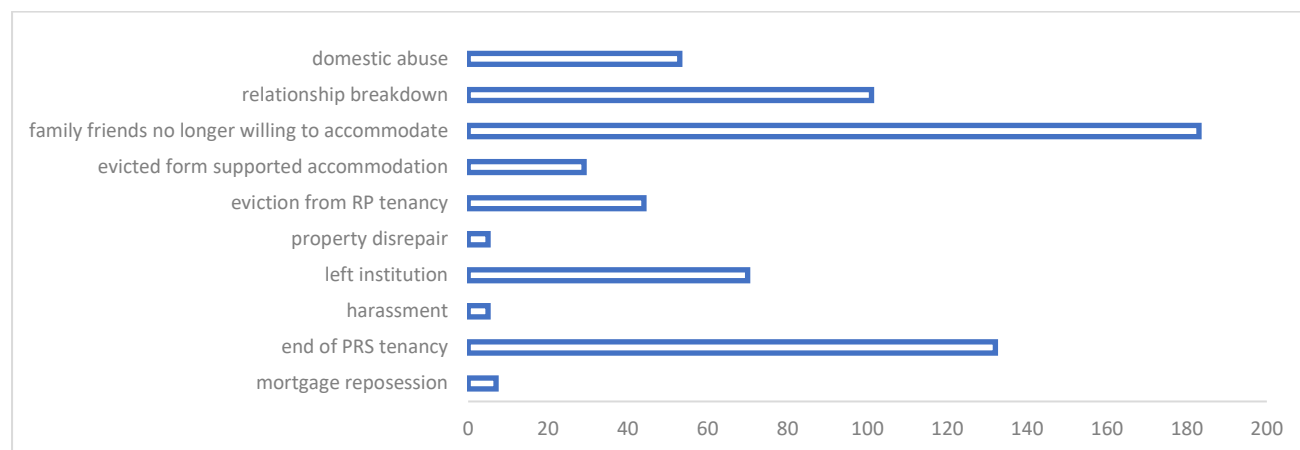
This is as a result of prison releases, and despite the high levels of public duty to referrals received from the prison and offender services, there is more that needs to be developed to address this – particularly at the relief stage.

## Appendix A

### Causes of homelessness and main support needs (2019/20)

The data below identifies the main reasons for households falling into homelessness in Carlisle. The most common cause of homelessness cases that we accept a duty towards is as a result of friends and family no longer willing to accommodate, which aligns to the national and regional picture; this has also been the consistent highest reason for homelessness over the past five years.

Figure 5: Main reason for homelessness 19/20



In 2019/20, we saw an increase in the number of applicants presenting who are homeless as a result of a private rented sector tenancy ending at the prevention stage; this is 36% higher than the national average.

The data allows us to profile the most common characteristics of those who are accepted as homeless in the district:

- White
- Households with dependent children
- Lone female parent
- Aged 25-34
- Long term sick or unemployed

### Young People and Care Leavers

The number of young people under 35 years has increased over the past five years, specifically those who have higher longer term supported accommodation needs including care leavers, young pregnant females or young families. This rise is attributed to a lack of specialist provision in the City to meet these needs, and a lack of specialist emergency accommodation outside of the local authority emergency temporary accommodation.

Table 2: Main support needs 19/20 with comparative data

19/20	England	NW	Cumbria	Carlisle
Total households with support needs owed a duty:	47%	51%	74%	60%
prevention:	49%	48%	46%	55%
friends/family	24%	22%	21%	25%

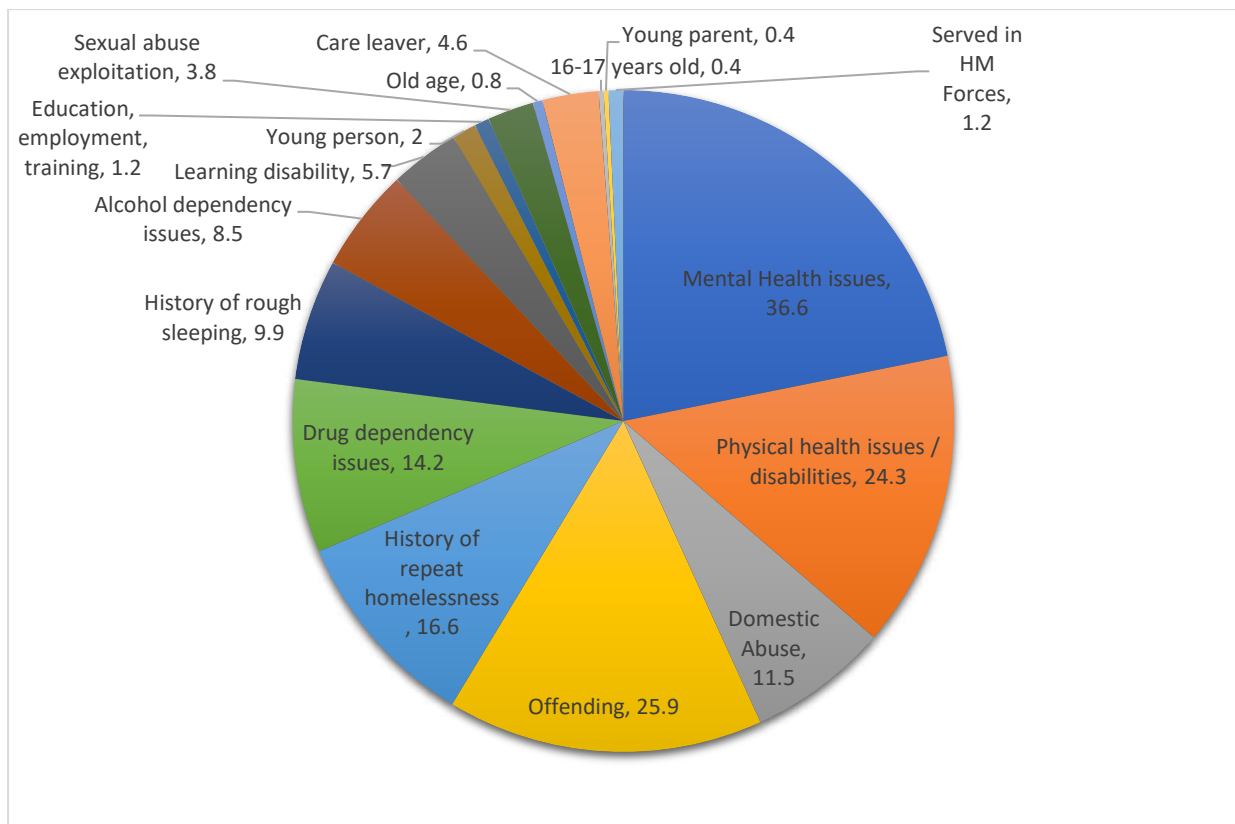
## Appendix A

Relationship breakdown	6%	7%	10%	13%
end of private rented	22%	28%	29%	30%
domestic abuse	6%	6%	9%	6%
left institution	1%	1%	3%	5%
<b>relief:</b>	46%	48%	50%	45%
friends/family	28%	28%	26%	29%
relationship breakdown	10%	11%	15%	17%
end of private rented	10%	10%	9%	10%
domestic abuse	13%	12%	12%	12%
left institution	3%	5%	6%	11%
<b>main support needs:</b>				
domestic abuse	9%	10%	16%	10%
offending	8%	11%	25%	26%
rough sleeping	5%	6%	12%	10%
young person	4%	4%	6%	4%
care leaver	2%	3%	4%	5%

In 2019/20, the number of care leavers presenting as homeless in Carlisle was higher than the national average at 5%.

The main support needs of homeless applicants (% of prevention and relief) in Carlisle in 2019/20 are:

**Figure 6: Main support needs 19/20 with comparative data**



In 2019/20, 1% of homeless presentations in Carlisle were leaving HM Forces, this is consistent with the national average.

## Appendix A

### Domestic Abuse

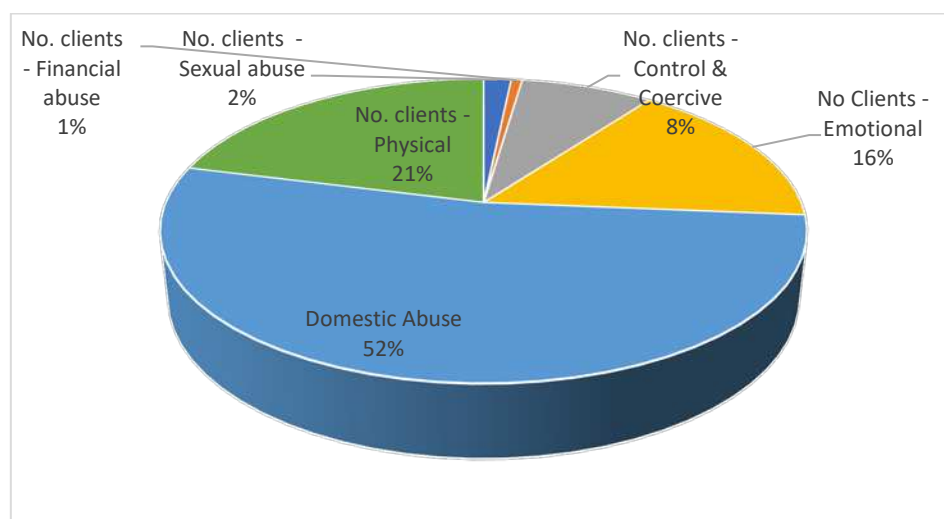
12% of all homeless presentations in Carlisle in 2019/20 were as a result of domestic abuse which is higher than the national average (9%).

Carlisle has externally funded (MHCLG) fixed term specialist officers in place to deliver support interventions specifically to those at risk of homelessness as a result of domestic abuse; to date 514 victims and their children have been supported with a range of preventative interventions both in the community, where safe and appropriate to remain at home, and in emergency temporary accommodation when needed to leave in a crisis with support to move on positively.

The data collated allows us to profile the most common characteristics of those who are at risk of homelessness as a result of domestic abuse in the district:

- 94% of victims are female
- 49% of victims have dependents
- 51% of victims have mental health issues
- 30% of victims have substance / alcohol misuse issues
- 30% of victims have a history of complex relationships / prior abuse

Figure 7: Breakdown of domestic abuse profile



### Households in temporary accommodation (TA)

The table below shows a snapshot of the number of households in temporary accommodation as at 31 March for the last 5 years. From 2015 – 2020 there has been:

Table 3: Snapshot of those in TA on 31 March from 2015 - 2020

TA	2015	2016	2017	2018	2019	2020
Carlisle	31	23 (not fully operational due to flood)	23 (not fully operational due to flood recovery)	28 (not fully operational due to flood recovery)	29	29 (not fully operational due to C19 restrictions)
Per 1000 households	0.3	0.2	0.2	0.3	0.3	0.3

## Appendix A

England per 1000 households	0.4	0.2	0.2	0.3	0.3	
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1,048 households have been supported in emergency temporary accommodation (TA) over the five-year period, which equates to 20% of all homeless cases and has remained static throughout the period despite the external factors impacting on availability i.e. local flooding and Covid-19.

In terms of those households accessing TA, 83% are single person households, which is a 16% increase over the period.

Key data of note over the five-year period:

- Average weekly length of stay has reduced from 10 weeks to 8 weeks
- Positive move on has increased from 66% to 71%
- The number of 16/17 year old being accommodated has reduced from 13 to 1
- Domestic abuse placements have increased from 12 to 25; and account for 14% of all placements
- 63% of all placements are for those aged under 35 years
- 27% of all placements are as a result of relationship breakdowns
- Rough sleeper (and those at risk of) placements have increased from 30 to 47; and account for 27% of all placements

### Rough Sleeping (RS)

The official annual rough sleeper figures and comparative homelessness figures reported to government are:

**Table 4: Official annual snapshot rough sleeper count data**

RS numbers	2015	2016	2017	2018	2019
Carlisle	0	1	1	3	5
Cumbria	9	11	7	6	31
North West	220	313	434	428	349
England	3569	4134	4751	4677	4266

**Table 5: Homeless and rough sleeping numbers 2018 – 2020, with per 100 household comparators**

Homeless numbers	2018/19	2019/20	Homeless per 1000 households (19/20)	RS per 1000 households (19/20)
Carlisle	514	507	4.7	0.05
Cumbria	2075	2151	4.3	0.06
North West	40070	41970	6.0	0.05
England	292690	304290	5.4	0.08

In addition to the official annual snapshot figure, Carlisle has specialist officers delivering focused projects in relation to rough sleeping funded by the MHCLG since 2018; to date 48 individuals have supported with a range of interventions and issues, via a new pathway model of integrated support to get off the streets in to longer term supported tenancies.



## Appendix A

The data collated allows us to profile the most common characteristics of those who are rough sleeping in the district:

- White
- Single no dependent children
- Aged 25-44
- Mental health issues
- Offending history
- History of leaving an institution
- Drug and / or alcohol misuse issues
- Long term sick or unemployed
- History of repeat homelessness
- History of exclusion from services
- Historical or current safeguarding / abuse risk factors linked to complex relationships
- Limited rehousing options

## Appendix B

### Carlisle City Council Equality Impact Assessment

Please use this form to record your findings, proposed actions, equality objectives and targets. Further guidance and support from the Policy and Performance Team are available. **Throughout, policy is used to mean policy, practice, service and / or function.**

#### Step 1 – About the policy you are assessing

Policy:	Service area:	Lead for impact assessment:	Other members of assessment team (if applicable:
Carlisle's Homelessness Prevention & Rough Sleeping Strategy 2021-26	Homeless Prevention & Accommodation Services	Tammie Rhodes	

#### Step 2 – Defining the policy you are assessing and identifying the equality issues

Question
What are the main aims and objectives or purpose of the policy that you are assessing? Should be defined within the policy.

<p>Answer</p> <p>The <b>aim</b> of Carlisle's Homeless Prevention and Rough Sleeping Strategy 2021 - 2026 is to:</p> <p>Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.</p> <p>To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:</p> <p><b>Objective 1:</b> Reduction of multiple exclusion homelessness and rough sleeping.</p> <p><b>Objective 2:</b> Prioritising early intervention and prevention of homelessness.</p> <p><b>Objective 3:</b> Promoting safeguarding and harm minimisation.</p> <p><b>Objective 4:</b> Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.</p> <p><b>Objective 5:</b> Improve experiences and opportunities for young people and children experiencing homelessness.</p> <p><b>Objective 6:</b> Increase key partnerships to respond effectively to local emergency situations.</p>
Question
Who implements, carries out or delivers the policy? State where this is more than one person, team, department, or body and include any outside organisations who deliver under procurement arrangements.
Answer

We have the overall responsibility for the Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny members will receive an annual report in the summer of each year on the progress of actions. The first report will be delivered in 2022.

In order to keep this strategy agile, the progress report will account for all bids and successful funding, and any new legislation, with outlines on the impact on local services and any changes that are required to future action plans.

A new Homeless Prevention and Rough Sleeping Strategic board will be our main group that will oversee the delivery of the strategy and monitoring progress in achieving it; this will be a multi-agency board with representatives from key statutory bodies at a senior level.

In addition, task and finish subgroups will be established to support the priority objectives and ensure key actions are delivered. These subgroups will be made up of relevant operational staff from various statutory, third sector and community services, including from organisations that contribute to the day-to-day delivery of homeless services in the city.

Question

Who is affected by the policy or by how it is delivered? Name all stakeholders e.g. external / internal customers, groups and communities? Include the potential beneficiaries of the policy

Answer

- All key statutory agencies and others with an interest / involvement in working with people experiencing or at risk of homelessness
- Members of the public
- People in the district experiencing or at risk of homelessness and rough sleeping

Question

What [measurable] outcomes do you want to achieve, why and for whom? E.g. what do you want to be providing, how well, what changes or improvements What should the benefits be for customers, groups or communities?

Answer

Six priority areas identified:

**Objective 1:** Reduction of multiple exclusion homelessness and rough sleeping.

**Objective 2:** Prioritising early intervention and prevention of homelessness.

**Objective 3:** Promoting safeguarding and harm minimisation.

**Objective 4:** Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.

**Objective 5:** Improve experiences and opportunities for young people and children experiencing homelessness.

**Objective 6:** Increase key partnerships to respond effectively to local emergency situations

Refer to action plan for specific details and performance measures.

Question

What existing or previous inspections of the policy, practice, service or function are there? E.g. Best Value Inspections, service reviews, research into the effects of the policy. What did they tell you?

Answer

The 2021-26 Strategy builds on the strengths and achievements of the previous strategy; National and local policy and guidance.

As part of the review process in line with best practice, we examined the last five years homelessness demographic data; correlating this with information from local social services as to the current and likely future members of social services client groups who are likely to be homeless or at risk of homelessness; for example young people in need, care leavers and those with community care needs.

Trend patterns, current and future demands were determined, including housing and support resources and availability; ensuring that the future strategic priorities set are based on realistic assumptions as to how they will be delivered in practice, and collectively owned by all stakeholders within the district. The main findings are outlined within the Strategy Review document.

### Step 3 – Identifying potential equality issues and factors

Question
What do you already know about the impact, or potential impact, of the policy on equality or needs of local communities / groups? E.g. from research, feedback, consultation, performance monitoring
Answer
The strategic priorities have been determined through homeless and rough sleeping research, data review and consultation based on addressing and meeting the needs of those most at risk and most vulnerable within the district.
Question
Is there any evidence of differential impact, or trends of higher / lower take up under the policy for any particular groups? E.g. who uses the service, who doesn't and why not? Do we have quantitative / qualitative data?
Evidence
Trend data was scrutinised as part of the research and those most at risk have been prioritised within the key aims; refer to the Strategic Review document.
<b>Gaps in knowledge</b>
N/A
Question
Have there been any important demographic changes or trends locally? E.g. is the population changing, what might that mean for the policy? Have there been any legislative changes? Statistical data available on the intranet [seek assistance from policy & performance team if required].
Answer
No important demographic changes however the strategy has been written with an annual review structured so that it continues to meet local need and prevent homelessness effectively should there be any significant changes over the lifetime of the strategy (5 years)
Question
Is there an indication that the policy creates particular problems or difficulties for any groups of customers or communities i.e. differential impact and /or adverse impact?
Evidence

No		
Gaps in knowledge and who to consult with. Service level agreement may assist [more details from policy & performance team]		
Consultation with representatives from the Gypsy and Traveller community would be advantageous, however this has been commissioned on a countywide basis and is currently being undertaken to inform a separate needs assessment and policy; the findings will be incorporated into this strategy and inform future operational delivery around needs.		
Question		
Do any equality or diversity objectives already exist? If so, what are they and what is current performance?		
Answer		
EDI is a priority within this service area and underpins the work and approaches undertaken, governing operational service delivery and key performance and service standards in line with National guidance and the Law.		
Question		
Based on your answers above, how relevant is the policy to each equality category. If unsure, then assume relevance and proceed to data gathering / consultation. If certain there is no relevance, please say why and authorise. There is no need to continue		
<b>Category</b>	<b>H M L relevance</b>	<b>Comments</b>
Age	H	Homelessness can affect all households / individuals regardless of the categories however local research and trend data has shown that certain households / individuals are more at risk and are affected in differing ways; the strategy is underpinned and focused on addressing these.
Disability	H	
Ethnicity (race)	H	
Gender (sex)	H	
Religion or belief	H	
Sexual orientation	H	
None of above Signed: service head		

#### Step 4 – Collecting information and data and consulting on how the policy impacts on groups / communities

This is where we are building up a picture, considering peoples' experiences and feelings. Please think about:

- what information or data you will need
- consider quantitative and qualitative data
- make sure, where possible, there is information that allows all perspectives to be considered
- identify any gaps in the information / data and what it can tell you

When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
<b>Customer feedback / compliments / complaints</b>	Homeless Prevention & Accommodation Services local data; corporate complaints	Generally good feedback is received on the services offered; where improvements have been suggested we have investigated the feasibility of making those changes and where possible implemented them	Future customer feedback panels to be arranged after the launch of the new strategy
<b>Previous consultation / community involvement</b>	Homeless Prevention & Accommodation Services	<p>Good levels of community involvement and responses to consultation through local interested parties.</p> <p>The strategic board / subgroups are multi-agency groups who have been involved in all aspects of the development of the strategic priorities and will be involved on an ongoing basis to ensure that the strategy objectives are owned and achievable</p>	<p>Future customer feedback panels to be arranged after the launch of the new strategy</p> <p>A 'local commitment' is to be developed with partners within the working group after the launch of the strategy and subgroups</p>



When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
<b>Performance information and base line measures</b>	Homeless Prevention & Accommodation Services  Shared info and intelligence from the interagency working group	As per strategic document review info findings	To inform ongoing operational development and delivery of future services
<b>Take up and usage data</b>	Homeless Prevention & Accommodation Services	Homeless data, throughput and performance data is monitored and reported on an ongoing quarterly basis; this info informs operational service delivery changes and priority setting	To inform ongoing operational development and delivery of future services
<b>Comparative information -local / other</b>	National and regional data	The homelessness review considered all local, regional and national intelligence, data, research and best practice	To continue an ongoing basis and incorporate within the annual review
<b>Census, national or regional statistics</b>	As above	As above	As above

When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
<b>Access audits / discoveries</b>	Homeless Prevention & Accommodation Services	Performance data (H-clic) is monitored and reported on an ongoing quarterly basis; this info informs operational service delivery changes and priority setting.	To continue an and incorporate within the annual review
<b>User profile</b>		The homelessness review considered all local, regional and national intelligence, data, research and best practice	
<b>Monitoring / scrutiny arrangements / outcomes</b>			

### Step 5 –Analysing the information you have and setting equality objectives and targets

Please give your detailed findings in this table:

<b>Policy:</b>		
<b>Findings – from screening / data / consultation</b>	<b>Which groups are affected and how</b>	<b>Whose needs are not being met and how?</b>
Refer to Strategy / action plan	Refer to Strategy / action plan	Refer to Strategy / action plan

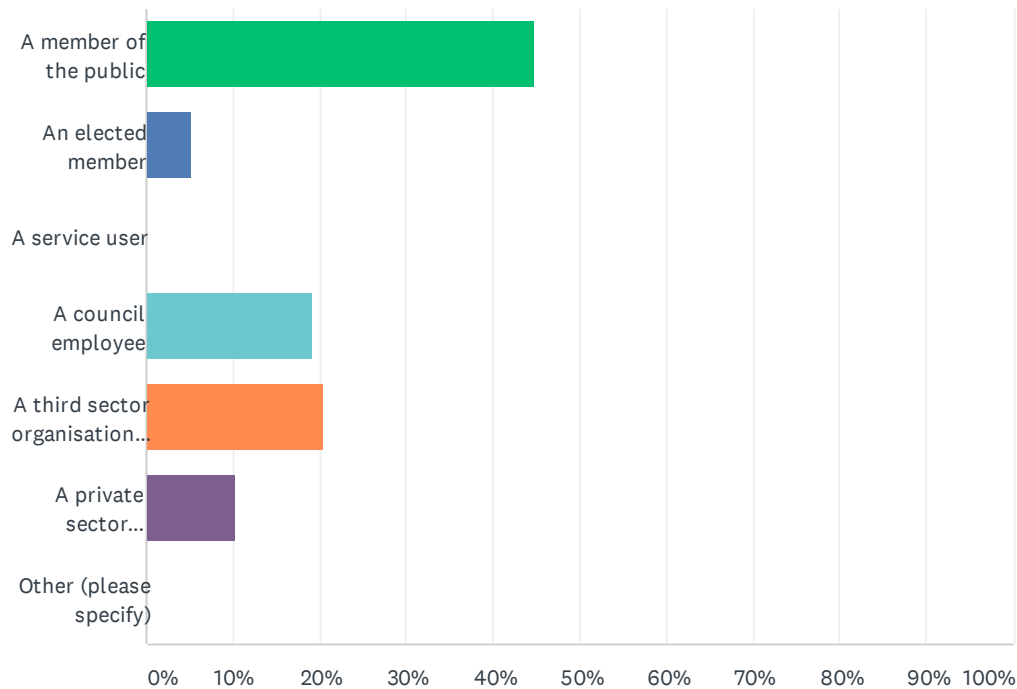
### Objectives

Please give your proposed objectives/ targets in this table:

<b>Equality objective / target – What?</b>	<b>Who, when, how? To be integrated within service planning</b>
Refer to Strategy / action plan	Refer to Strategy / action plan

## Q1 Are you responding to this survey as:

Answered: 78 Skipped: 1



ANSWER CHOICES	RESPONSES	
A member of the public	44.87%	35
An elected member	5.13%	4
A service user	0.00%	0
A council employee	19.23%	15
A third sector organisation/partner organisation	20.51%	16
A private sector organisation/partner organisation	10.26%	8
Other (please specify)	0.00%	0
<b>TOTAL</b>		<b>78</b>

#	OTHER (PLEASE SPECIFY)	DATE
	There are no responses.	

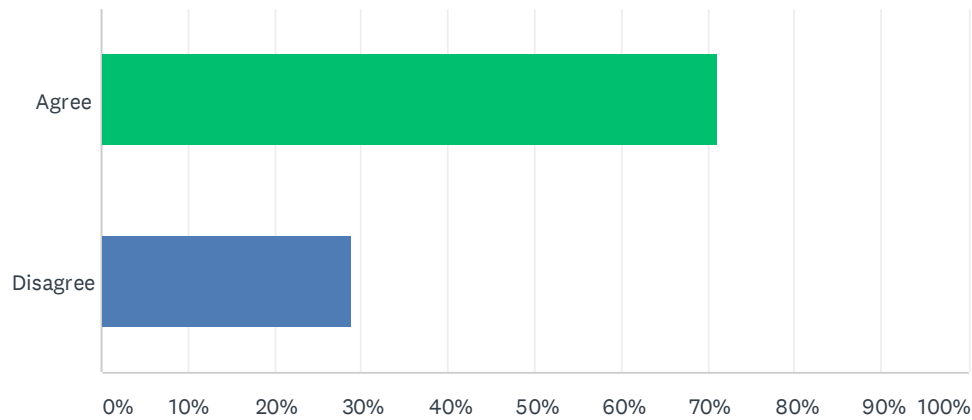
## Q2 Please state which organisation you are representing:

Answered: 27 Skipped: 52

#	RESPONSES	DATE
1	Citizens Advice Carlisle and Eden	11/19/2020 3:48 PM
2	Test	11/9/2020 2:28 PM
3	cumbria county council	11/8/2020 4:15 PM
4	Impact Housing	11/4/2020 5:37 PM
5	Unity, Drug and Alcohol Services	11/4/2020 3:43 PM
6	x	11/4/2020 11:08 AM
7	Turning Point	11/2/2020 4:36 PM
8	Carlisle Churches Together	11/2/2020 2:36 PM
9	Riverside Housing Association	11/2/2020 11:27 AM
10	carlisle city council	11/2/2020 10:43 AM
11	Churches Together in Carlisle District and Carlisle Foodbank	11/1/2020 7:09 AM
12	Elim Community Church	10/29/2020 7:52 PM
13	Civil Service	10/29/2020 10:54 AM
14	Carlisle City Council	10/28/2020 11:13 PM
15	Cumbria and Lancashire CRC (part of Probation)	10/28/2020 1:50 PM
16	Rapid rehousing officer	10/28/2020 11:20 AM
17	Age UK Carlisle and Eden	10/28/2020 10:26 AM
18	Children's service , Leaving Care	10/28/2020 9:23 AM
19	Turning Point	10/27/2020 3:13 PM
20	Carlisle City Council	10/27/2020 2:15 PM
21	Carlisle CC	10/27/2020 11:06 AM
22	City Council	10/27/2020 10:44 AM
23	Carlisle Key	10/27/2020 10:20 AM
24	Turning Point	10/26/2020 4:35 PM
25	Greater Manchester mental health trust NHS	10/26/2020 11:34 AM
26	Humankind	10/26/2020 10:07 AM
27	cumbria gateway	10/26/2020 9:58 AM

Q3 I am happy for any comments I provide within this survey to be quoted (please note if you belong to an organisation, we will also quote the name of the organisation). Please tick the relevant box if you agree or disagree to this:

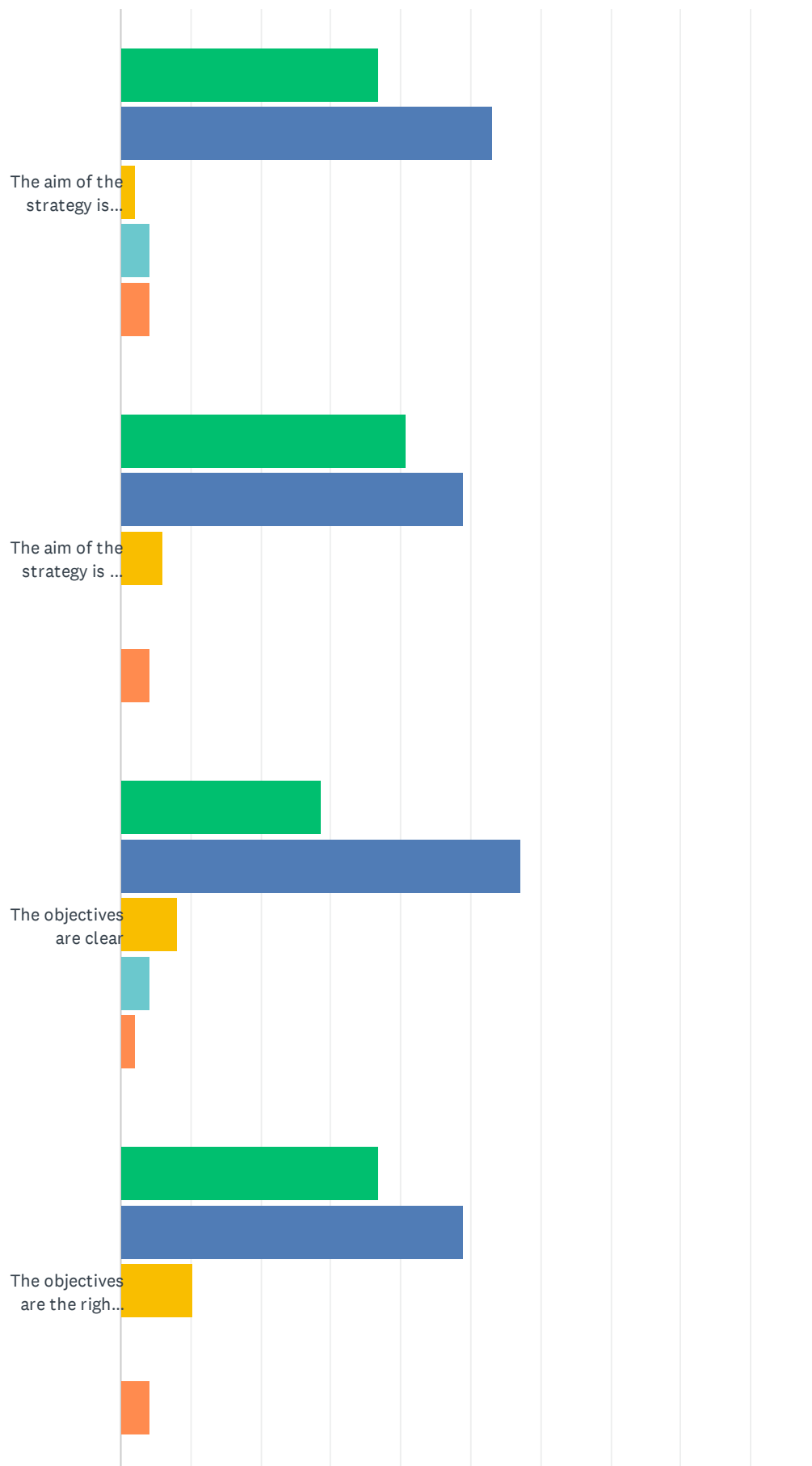
Answered: 66 Skipped: 13



ANSWER CHOICES	RESPONSES	
Agree	71.21%	47
Disagree	28.79%	19
Total Respondents: 66		

## Q4 Do you agree or disagree with the following statements:

Answered: 49 Skipped: 30



## Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Strongly Agree
 ■ Tend to agree
 ■ Tend to disagree
 ■ Strongly disagree
 ■ Don't know

	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The aim of the strategy is clear	36.73% 18	53.06% 26	2.04% 1	4.08% 2	4.08% 2	49
The aim of the strategy is the right one for Carlisle	40.82% 20	48.98% 24	6.12% 3	0.00% 0	4.08% 2	49
The objectives are clear	28.57% 14	57.14% 28	8.16% 4	4.08% 2	2.04% 1	49
The objectives are the right ones for Carlisle	36.73% 18	48.98% 24	10.20% 5	0.00% 0	4.08% 2	49

**Q5 If you have any additional comments about the aims and objectives please give details below:**

Answered: 18   Skipped: 61

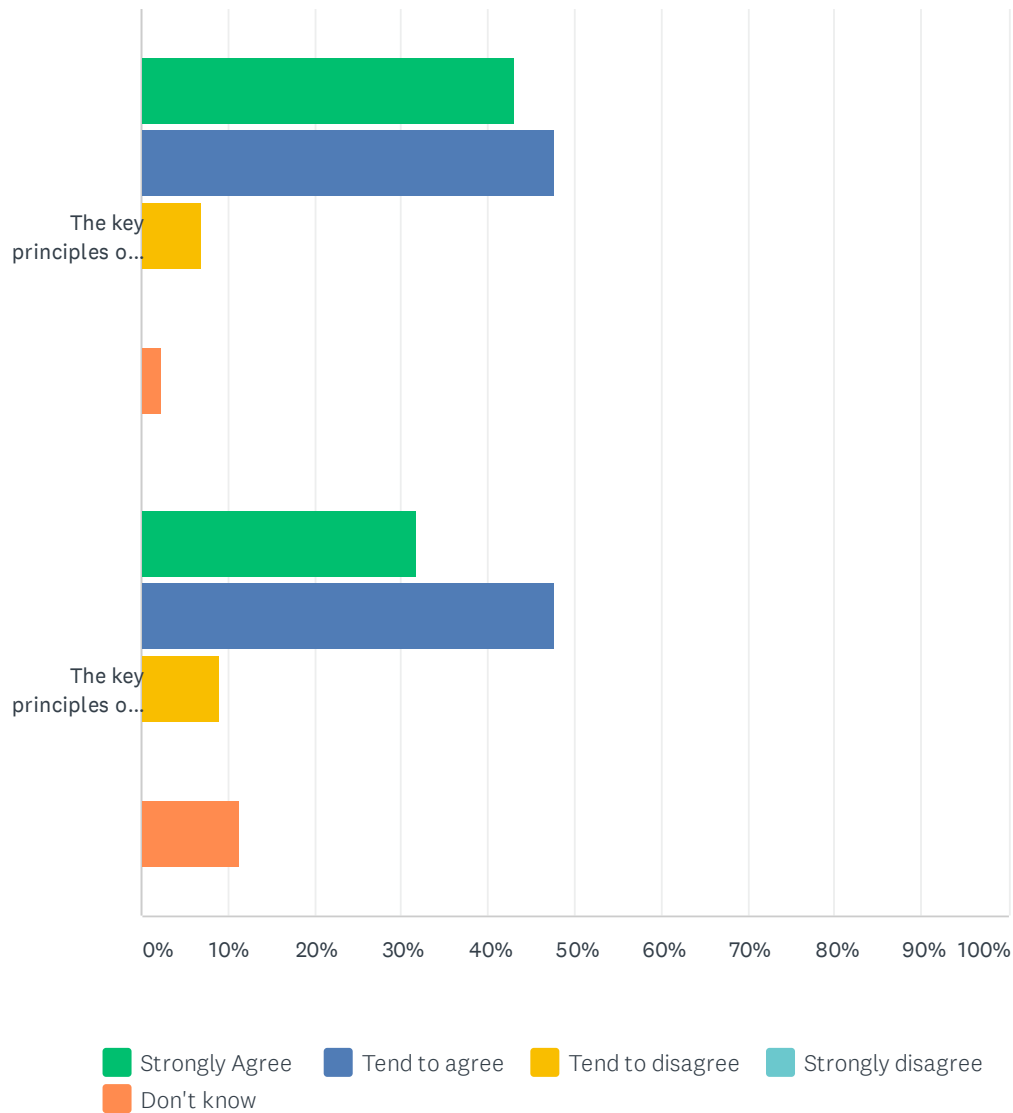


# Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

#	RESPONSES	DATE
1	Not much provision for those who find themselves homeless out of office hours	11/22/2020 9:53 AM
2	These objectives are clear.	11/19/2020 3:49 PM
3	Rough sleepers and homeless have often been through the system, and will not be readmitted due to mental health/violence etc so fdon't know how you will do objective one	11/11/2020 6:06 PM
4	Objective 1: "multiple exclusion homelessness" wording comes across as jargon - would a member of the public fully understand that expression?	11/4/2020 5:40 PM
5	Too many objectives. There should be no more than 3 maximum. Otherwise it becomes a shopping list	11/2/2020 10:25 PM
6	I think that there needs to be greater investment in affordable housing in the area and Churches Together in Cumbria would happily offer practical support and partnership opportunities to facilitate this	11/2/2020 2:39 PM
7	NA	11/2/2020 10:45 AM
8	According to the above the strategy has 2 aims. The first is clear, the second: "minimise the distress" is not. I suggest: The aim of . . . . is twofold, it includes both the prevention and the early resolution of Homelessness and rough sleeping. The objectives are not SMART . Based on maximum service usage and effectiveness through increasing availability, awareness, and access I suggest the following: 1. Assure prevention through improved early detection by effective partnership work with all agencies involved with high risk individuals and families. 2. Raise public awareness of locally available support services using all effective communication channels and clear information guidelines. 3. Increase the availability of suitable supported accommodation. 4. Improve access to all support it terms of time, space and location. 5. Increase effectiveness of support by promoting autonomous resolution pathways, i.e. the responsibility and the means of resolution is in the hands of the subject. 6. Maximise support and economise on resources through effective partnership work with all local approved support agencies.	11/1/2020 7:09 AM
9	Need to increase amount of accommodation available to homeless people	10/29/2020 8:15 AM
10	Definition of 'move on accommodation' might help?	10/28/2020 8:03 PM
11	Ensuring client's having access to relevant knowledge at an early stage, we have found has been key in delivering a beneficial information and advice service.	10/28/2020 10:30 AM
12	Homelessness doesn't seem to be an issue in Carlisle, despite Labour trying to politicise the issue over a number of years. I thought this was a conservative council. Seems to be taking labour pressure time and time again to set policy.	10/27/2020 10:19 PM
13	I agree with the aims and objectives however I am also aware that funding for Supported Housing has been suspended as of March 2021 which means there will be less resources to utilise and in turn, more individuals effected by homelessness.	10/27/2020 3:18 PM
14	The provision for the disabled and older adults who need help eg those of working age has been due to .no DSS rental and social provision How this can be pol tooeed needs addressed too he fearof being homelessis dreadful Carlisle law centre is one place they get help but usially at the point of eviction or the house is sold atthe end of short lets !	10/27/2020 11:28 AM
15	Stop giving rents, find them a room, finds are awast of time , when pennielest	10/27/2020 11:22 AM
16	Objective 1: Reduction of multiple exclusion homelessness and rough sleeping. Not fully clear on this objective, is it to remove barriers to access accommodation?	10/27/2020 10:25 AM
17	To find accommodation for all homeless in Carlisle. There is a number of buildings not occupied by the council or any other organisation that would be appropriate to help these needs. Young adults need to go to a place of safety if needed and extra accommodation for domestic abuse victims or family male or female that need safety. There is plenty unoccupied properties available in and around Carlisle that could be made use of these needs.	10/27/2020 10:09 AM
18	Need to ensure access is available to the hostels (male & female) this seems to have reduced enormously in the last year & despite COVID its very difficult to access emergency accom even though legislation states people shouldnt be homeless during the pandemic	10/26/2020 10:12 AM

## Q6 Do you agree or disagree with the following statements:

Answered: 44 Skipped: 35



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The key principles of the strategy are clear	43.18% 19	47.73% 21	6.82% 3	0.00% 0	2.27% 1	44
The key principles of the strategy will allow us to successfully deliver its objectives and aims	31.82% 14	47.73% 21	9.09% 4	0.00% 0	11.36% 5	44

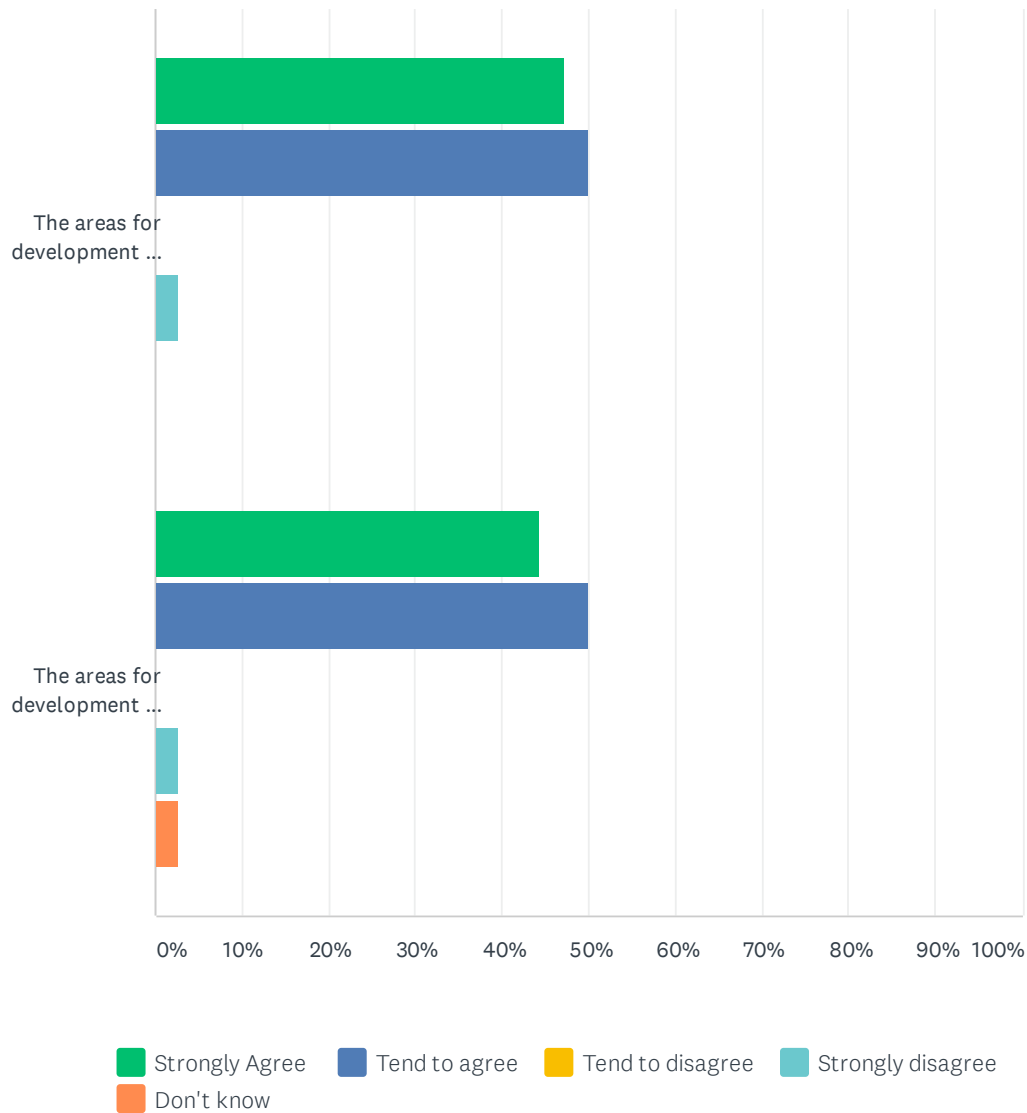
## Q7 If you have any additional comments about the key principles of the strategy please give details below:

Answered: 9    Skipped: 70

#	RESPONSES	DATE
1	The wording is clear. However, it is not possible to assess whether these will allow the successful delivery of the aims and objectives. The real test is how the strategy is implemented and how people experiencing homelessness are treated.	11/19/2020 3:50 PM
2	Keep wording simple - avoid jargon	11/2/2020 10:26 PM
3	NA	11/2/2020 10:45 AM
4	I suggest the following is more comprehensive, concise and clear: Respect human rights and responsibilities Safeguard people from harm Make best use of all available resources. Be based on a Planning, Implementation, evaluation and review process.	11/1/2020 7:09 AM
5	It is unclear that the objectives have been clearly and proportionately assessed. Small enough numbers of homeless for individual assistance	10/27/2020 10:20 PM
6	More action, less yap	10/27/2020 11:23 AM
7	These are currently meaningless phrases. The objectives need to be more precise.	10/27/2020 10:48 AM
8	I think all parties of council housing associations landlords should be at least put together to help work these measures to work and make our community one of the best in Cumbria.	10/27/2020 10:12 AM
9	It seems much harder for marginalised clients to access hostel services in Carlisle where previously there was much more support for these people	10/26/2020 10:14 AM

## Q8 Do you agree or disagree with the following statements:

Answered: 36 Skipped: 43



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 1 are clear	47.22% 17	50.00% 18	0.00% 0	2.78% 1	0.00% 0	36
The areas for development for objective 1 are the right ones for Carlisle	44.44% 16	50.00% 18	0.00% 0	2.78% 1	2.78% 1	36

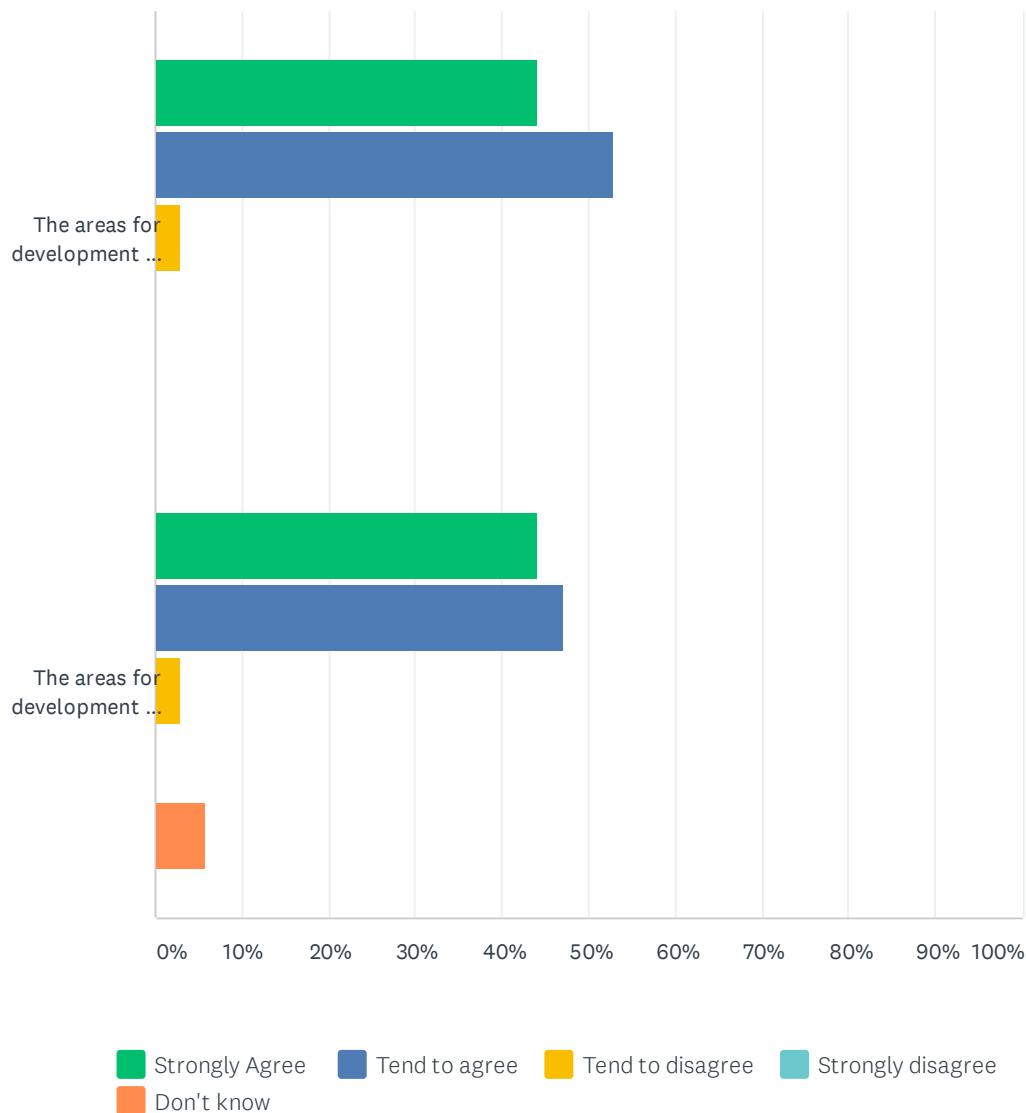
## Q9 If you have any additional comments about the areas for development for objective 1 please give details below:

Answered: 12 Skipped: 67

#	RESPONSES	DATE
1	Partnerships often have differing criteria which conflicts - ownership and commitment would be required by all - which is a big ask in times of financial restraints and overuse of NHS mental health teams	11/11/2020 6:09 PM
2	Need to ensure homeless people with pets can be accommodated with their pets. This applies to SWEP too	11/3/2020 1:14 PM
3	Littered with jargon and technical terms and phrases	11/2/2020 10:27 PM
4	I have a concern that there is not enough properties/support schemes available to house those that have complex needs and wonder how this objective will be achieved	11/2/2020 11:30 AM
5	NA	11/2/2020 10:46 AM
6	None	11/1/2020 7:09 AM
7	Is an annual report sufficient? Who will run the task force? How will homeless people know where to get help?	10/28/2020 8:09 PM
8	There should be an objective that there is better out of office response to homelessness. If your homeless after 3pm there no where for people to go. Young people need a round the clock service that's responsive and not reliant on children's services who do not have Access to housing	10/28/2020 6:39 PM
9	This is a hugely disproportionate response to a minuscule issue. It does not help tax payers. In that regard it is insulting. Conservatives were elected to run the council and you take labour policies. Is this because the deputy leader is married to a labour councillor?	10/27/2020 10:23 PM
10	Give more help than 9-5 Mon fri	10/27/2020 11:25 AM
11	An electronic information leaflet is no good for supporting and signposting those with no homes. I know it is for the local community but this really should be accessible for all especially as a handout to those with no homes if needed.	10/27/2020 10:52 AM
12	Objective 1 is clearer now. We have had a discussion with social bites about their Housing Villiage which is a Housing First Model. They would be interested in working in partnership to make something similar here. We have only had a discussion with them but might be a good partnership option	10/27/2020 10:29 AM

## Q10 Do you agree or disagree with the following statements:

Answered: 34 Skipped: 45



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 2 are clear	44.12% 15	52.94% 18	2.94% 1	0.00% 0	0.00% 0	34
The areas for development for objective 2 are the right ones for Carlisle	44.12% 15	47.06% 16	2.94% 1	0.00% 0	5.88% 2	34

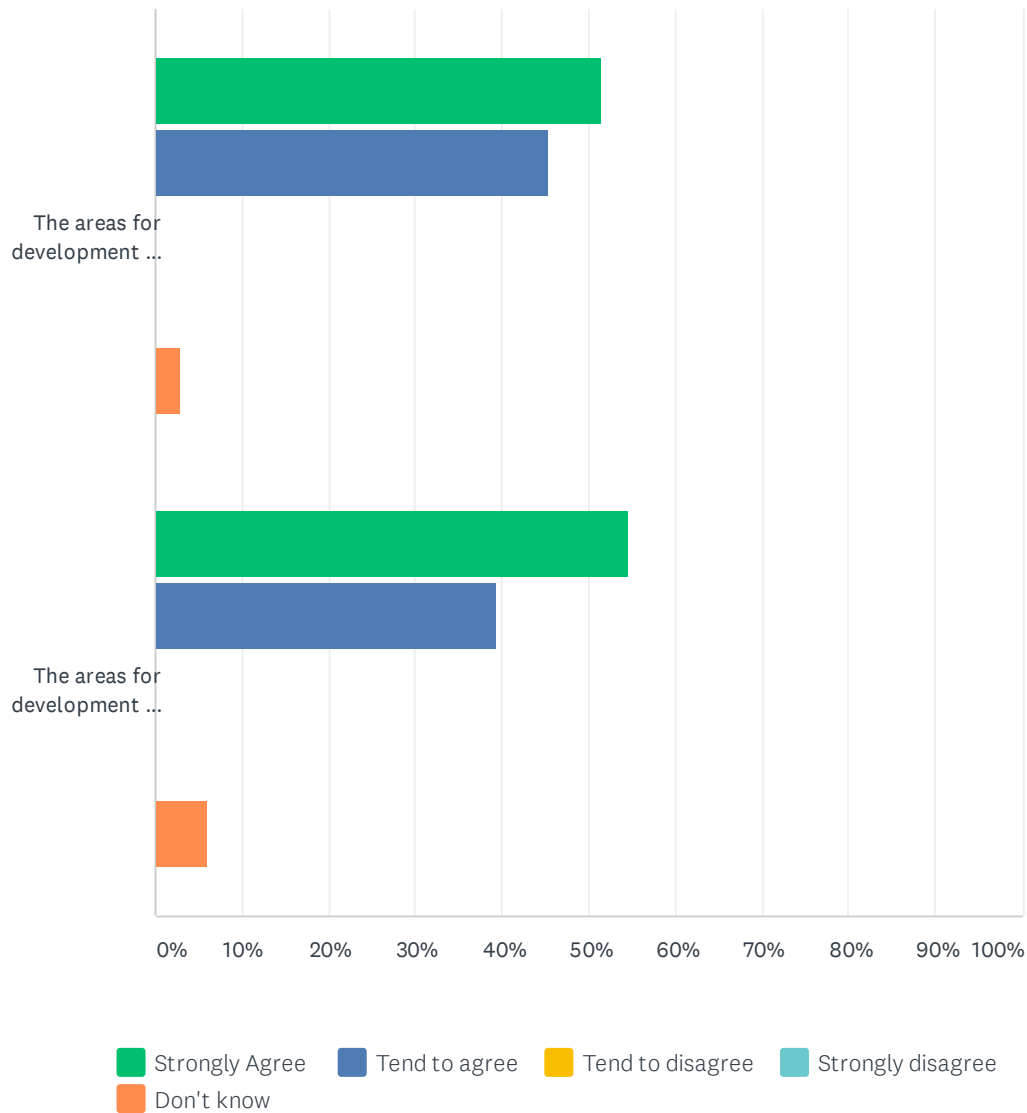
## Q11 If you have any additional comments about the areas for development for objective 2 please give details below:

Answered: 7   Skipped: 72

#	RESPONSES	DATE
1	Lots of jargon	11/2/2020 10:28 PM
2	NA	11/2/2020 10:48 AM
3	My main impression is these areas for development are all important and to be approved, however it appears very ambitious: is all this within the scope and the capacity of the Department. I also fail to see emphasis on the inclusion here of best use of available resources through establishment of systems of alert from key partners (e.g. Adult social care, children's services, etc) Perhaps this is coming later in the strategy.	11/1/2020 7:10 AM
4	Accommodation alone is not enough, those at risk need one to one support to to able to maintain a tenancy.	10/29/2020 8:25 AM
5	Will people at risk of homelessness have access to the Internet in order to find out relevant information?	10/28/2020 8:12 PM
6	Apart from this being a complete waste of money. What sort of term is a homeless household.	10/27/2020 10:24 PM
7	More help with clams	10/27/2020 11:27 AM

## Q12 Do you agree or disagree with the following statements:

Answered: 33   Skipped: 46



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 3 are clear	51.52% 17	45.45% 15	0.00% 0	0.00% 0	3.03% 1	33
The areas for development for objective 3 are the right ones for Carlisle	54.55% 18	39.39% 13	0.00% 0	0.00% 0	6.06% 2	33



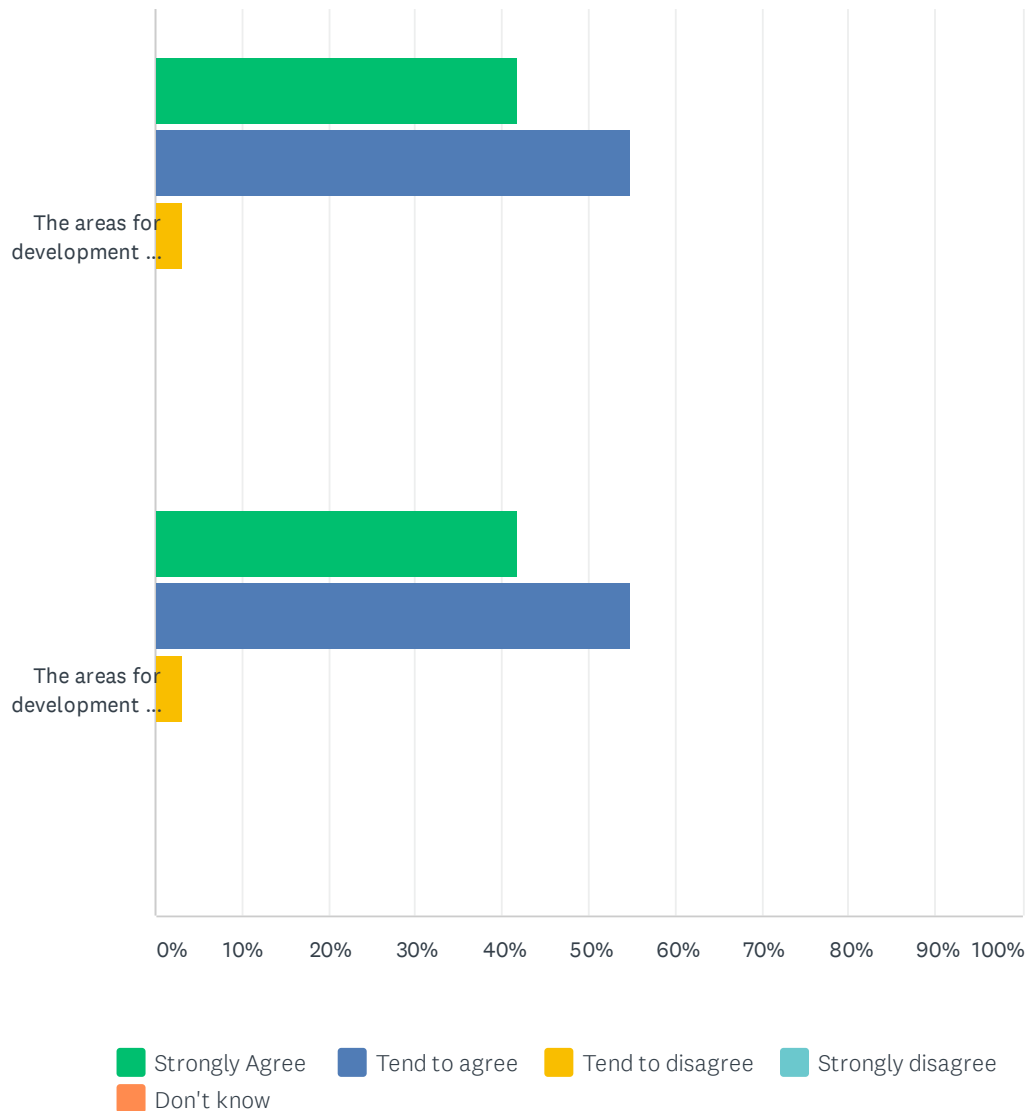
## Q13 If you have any additional comments about the areas for development for objective 3 please give details below:

Answered: 10    Skipped: 69

#	RESPONSES	DATE
1	Again partnership working is great if underpin by the same ethos and policy - something I have never seen	11/11/2020 6:10 PM
2	Keep it simple.	11/2/2020 10:29 PM
3	NA	11/2/2020 10:48 AM
4	Does Carlisle have access to enough safe accommodation to be able to state with certainty the provision of alternative suitable accommodation for individuals and families in immediate danger of harm. 11. Develop and implement a robust risk assessment tool utilising criteria which alert to need for provision of alternative suitable accommodation. 12. Maintain records as evidence that alternative suitable accommodation has been provided when deemed necessary, by the risk assessment tool, to safeguard and prevent harm to individuals and families.	11/1/2020 7:10 AM
5	Clearly more well trained officers will be required	10/29/2020 8:28 AM
6	Close working with schools, where children are involved and any other agencies including social workers.	10/28/2020 8:15 PM
7	People that are in the country without access to public resource need better support when homeless, especially when they are fleeing domestic abuse. Where do these victims and their families go? There needs to be better translation services available	10/28/2020 6:41 PM
8	This is an intervention issue as regards domestic abuse etc. This isn't a homelessness issue if it is dealt with through intervention and correct messaging from police and other organisations.	10/27/2020 10:25 PM
9	Find someone who knows what there doing to help	10/27/2020 11:28 AM
10	People's safety and metl wellbeing should always come first	10/27/2020 10:16 AM

## Q14 Do you agree or disagree with the following statements:

Answered: 31   Skipped: 48



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 4 are clear	41.94% 13	54.84% 17	3.23% 1	0.00% 0	0.00% 0	31
The areas for development for objective 4 are the right ones for Carlisle	41.94% 13	54.84% 17	3.23% 1	0.00% 0	0.00% 0	31

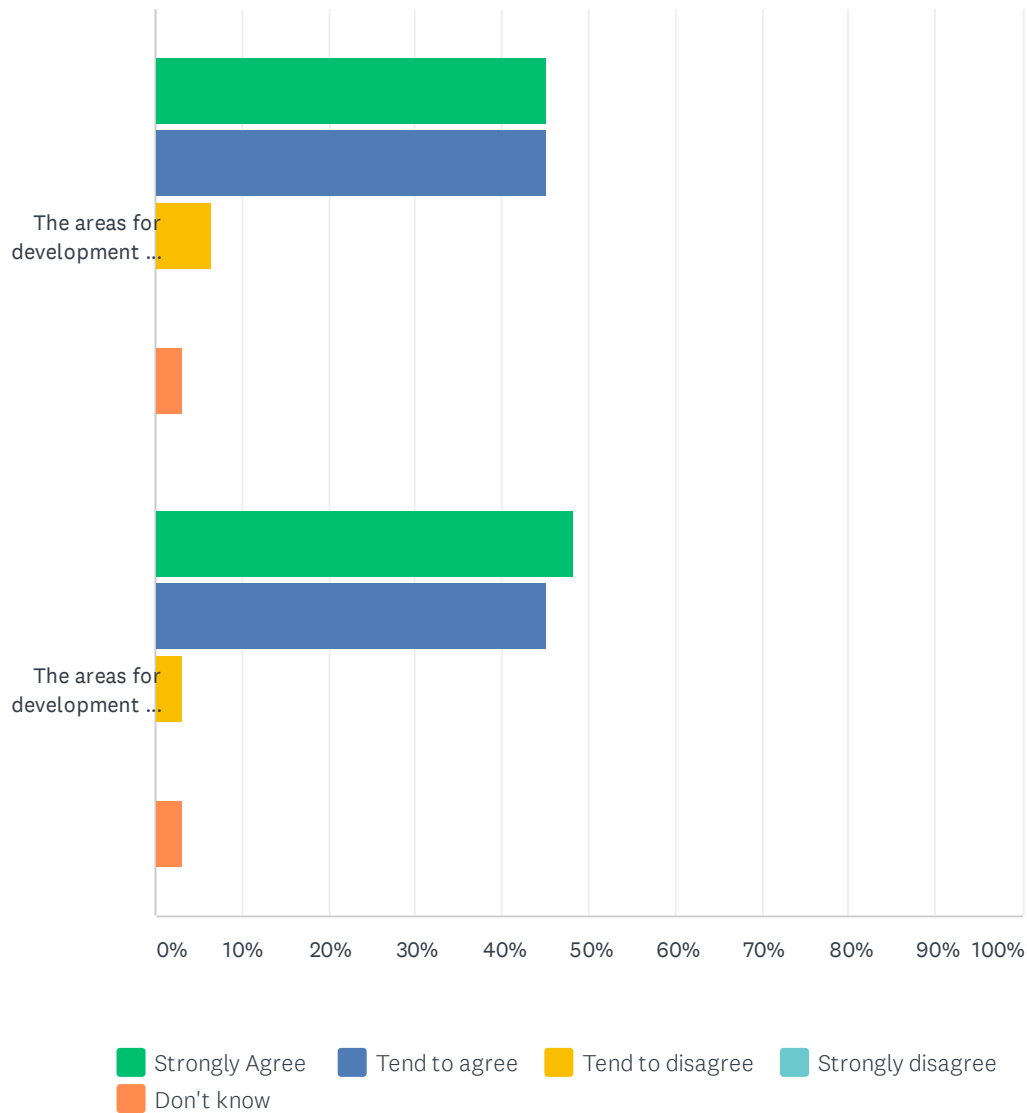
## Q15 If you have any additional comments about the areas for development for objective 4 please give details below:

Answered: 10 Skipped: 69

#	RESPONSES	DATE
1	Provision of move on housing for people with pets	11/3/2020 1:16 PM
2	As I say I think that simply mapping affordable housing will not be enough...the lack of council housing stock since right to buy and the lack of good quality affordable housing needs to be addressed.	11/2/2020 3:34 PM
3	NA	11/2/2020 10:49 AM
4	Address the problem of rent in supported accommodation remaining high for people who no longer need the support ( have successfully started paid employment) however have yet to find suitable other accommodation.	11/1/2020 7:10 AM
5	Think outside the box, recruit officers to mentor tenants in how to keep their accommodation clean and tidy...provide equipment ie a simple Hoover, and cleaning equipment	10/29/2020 8:34 AM
6	Will these audits actually lead to action?	10/28/2020 8:27 PM
7	Single people under 35 in low pay jobs is an issue the council can address with council tax subsidisation. There are practical ways in which the council can help. Labelling these hard working people homeless and patronising them through mapping affordable housing is quite frankly insulting	10/27/2020 10:28 PM
8	Set up food help in cold days/nights	10/27/2020 11:30 AM
9	What is RSL or RRP?	10/27/2020 11:09 AM
10	Should have a hostel a place to sleep for the night even if it only open for the homeless to have a bed and a meal	10/27/2020 10:18 AM

## Q16 Do you agree or disagree with the following statements:

Answered: 31   Skipped: 48



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 5 are clear	45.16% 14	45.16% 14	6.45% 2	0.00% 0	3.23% 1	31
The areas for development for objective 5 are the right ones for Carlisle	48.39% 15	45.16% 14	3.23% 1	0.00% 0	3.23% 1	31

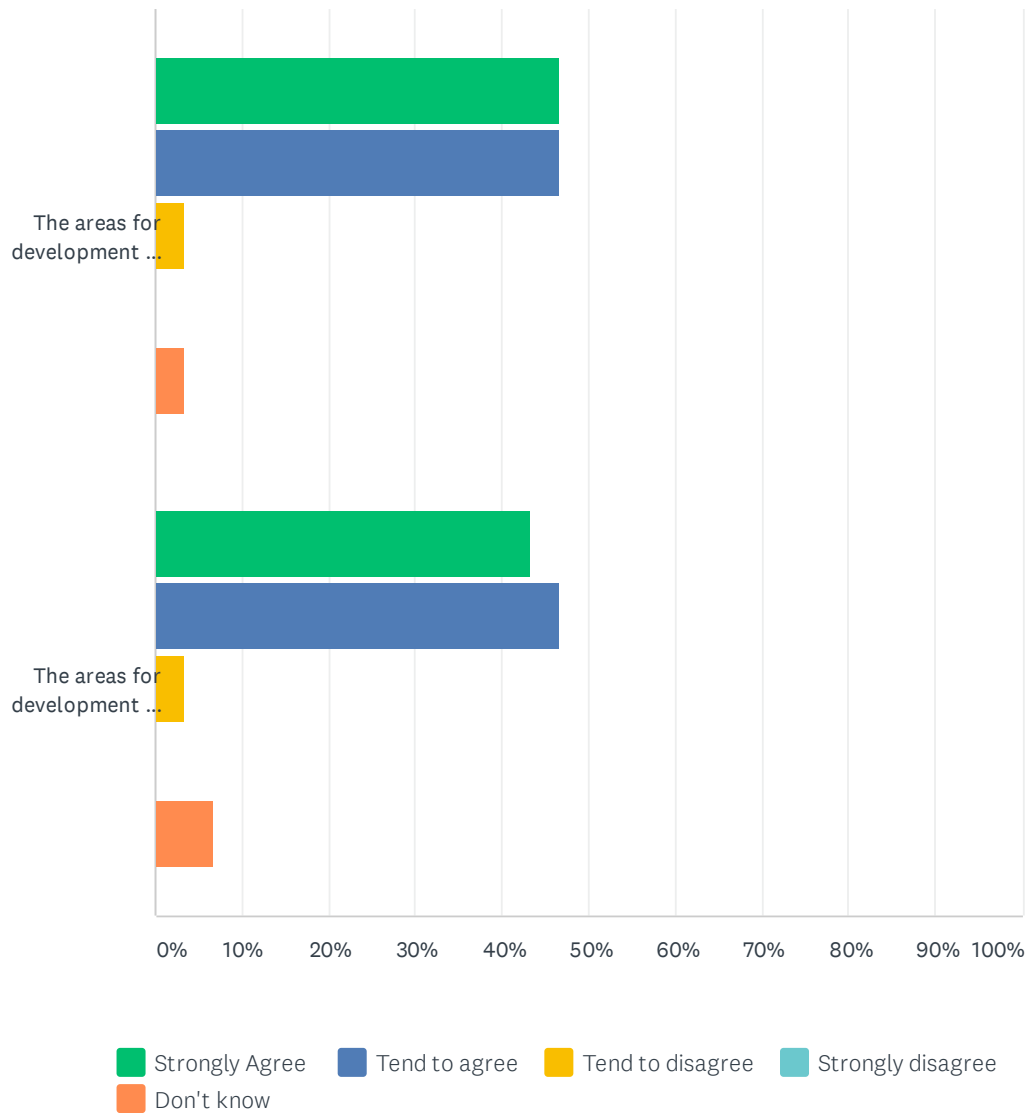
## Q17 If you have any additional comments about the areas for development for objective 5 please give details below:

Answered: 10    Skipped: 69

#	RESPONSES	DATE
1	ow many times will this be tried?	11/11/2020 6:10 PM
2	Riddled with jargon	11/2/2020 10:30 PM
3	I think that we may have a youth homelessness crisis on our hands and the carrying through of number 5 but be an active initiative that is seen through.	11/2/2020 3:36 PM
4	NA	11/2/2020 10:49 AM
5	As I have no experience here I cannot comment	11/1/2020 7:10 AM
6	Again down to staff numbers ...all sounds good but delivery is everything	10/29/2020 8:37 AM
7	Training and employment opportunities for those due to leave or have left education is a really important point. Once you have scoped - what if there aren't available services in the area?	10/28/2020 8:31 PM
8	It is good to increase awareness and opportunities for young people who are homeless but the current provision needs addressed. Close street and warwick Sq are in desperate need of renovation. The lack of staff available at each provision means young people are not getting the guidance, support and advice they need. More provision is needed and better training of staff to actually support these young people to successfully live independently.	10/28/2020 6:45 PM
9	Young persons mental health should be a target, looking at improvement for access to Mealth health support for those who are in crisis.	10/27/2020 11:45 AM
10	Keep kids at home as long as possible	10/27/2020 11:31 AM

## Q18 Do you agree or disagree with the following statements:

Answered: 30   Skipped: 49



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 6 are clear	46.67% 14	46.67% 14	3.33% 1	0.00% 0	3.33% 1	30
The areas for development for objective 6 are the right ones for Carlisle	43.33% 13	46.67% 14	3.33% 1	0.00% 0	6.67% 2	30

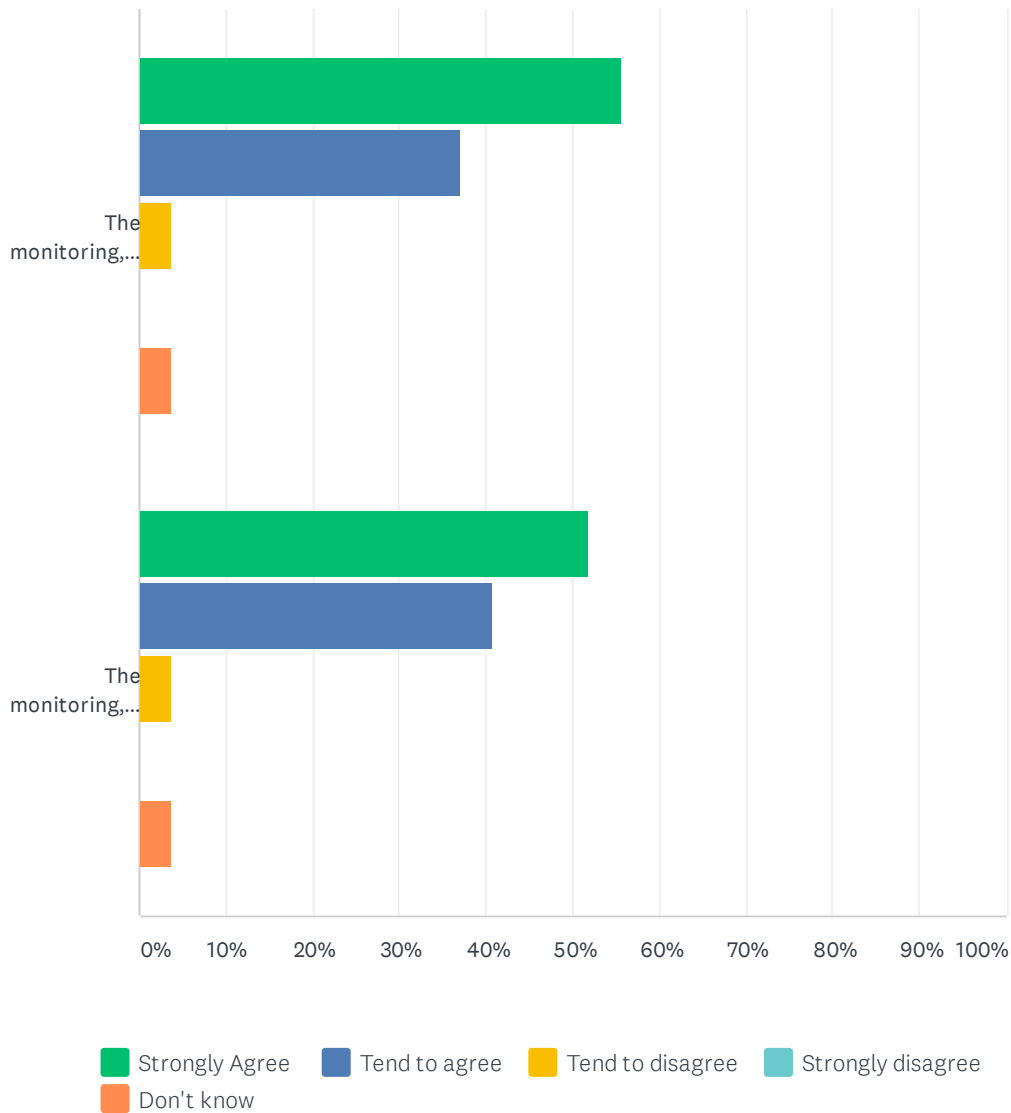
## Q19 If you have any additional comments about the areas for development for objective 6 please give details below:

Answered: 10    Skipped: 69

#	RESPONSES	DATE
1	Written in manager speak	11/2/2020 10:31 PM
2	I think the winter emergency homelessness shelter system in Kendal should be looked at and the establishment of an equivalent or even 'daughter' or Manna House be actively explored	11/2/2020 3:38 PM
3	NA	11/2/2020 10:49 AM
4	No additional comments	11/1/2020 7:10 AM
5	Mentoring in managing money is required in some households. Failure to pay bills can be a big driver to homelessness	10/29/2020 8:40 AM
6	Is virtual the answer?	10/28/2020 8:33 PM
7	Organisations are well set up to deal with this issue. It seems the council are trying for some reason to jump on a socialist bandwagon... another one.	10/27/2020 10:29 PM
8	There has been lots of community project popping up over Covid-19 which has been great but would be good to know who is doing what & when. For example, there has been an explosion of food response to the school meals	10/27/2020 11:47 AM
9	Find. Drs to help , get clean and dry cloths	10/27/2020 11:32 AM
10	There should always be somewhere to go no matter what	10/27/2020 10:20 AM

## Q20 Do you agree or disagree with the following statements:

Answered: 27   Skipped: 52



	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The monitoring, evaluation and review arrangements are clear	55.56% 15	37.04% 10	3.70% 1	0.00% 0	3.70% 1	27
The monitoring, evaluation and review arrangements are the right ones for Carlisle	51.85% 14	40.74% 11	3.70% 1	0.00% 0	3.70% 1	27



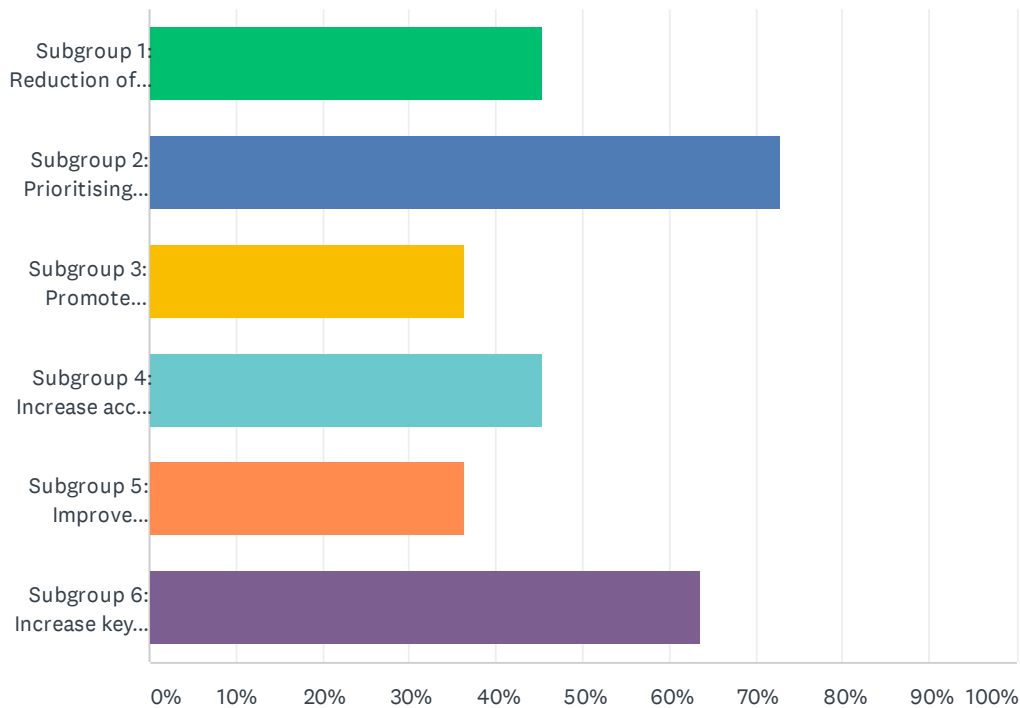
## Q21 If you have any additional comments about the monitoring, evaluation and review arrangements please give details below:

Answered: 10    Skipped: 69

#	RESPONSES	DATE
1	Would also be useful to report on the number of presentations found not to meet legal homelessness duty. This should form as part of the review process because it helps to identify those people who are either falling through gaps, or a wider issue in the local area which key partners can support with.	11/19/2020 3:54 PM
2	Are you measuring the right things here, or simply measuring that which is easiest?	11/2/2020 10:32 PM
3	Would like an action in there to measure level of follow on support once moved to permanent accommodation	11/2/2020 11:33 AM
4	NA	11/2/2020 10:50 AM
5	None	11/1/2020 7:10 AM
6	Use of corporate language needs minimised for readers of this survey.	10/29/2020 8:45 AM
7	Perhaps the Action Plan and its objectives could be RAG rated to show what's being done/achieved well and what needs further attention.	10/28/2020 8:37 PM
8	With the minuscule numbers involved, assessing annually, if this is something the council is determined to do seems like a complete absolution of responsibility.	10/27/2020 10:31 PM
9	Can we add in something around monitoring those who are not given assistance to see if there is a gap in provision for a specific client group? For example, we have a lot of referrals from out of area	10/27/2020 11:52 AM
10	Find somewhere for a wash	10/27/2020 11:33 AM

**Q22 If you would like to be involved in or receive updates from any of the new groups within the new structure in 2021, please select the appropriate options below and provide your contact details in the next question:**

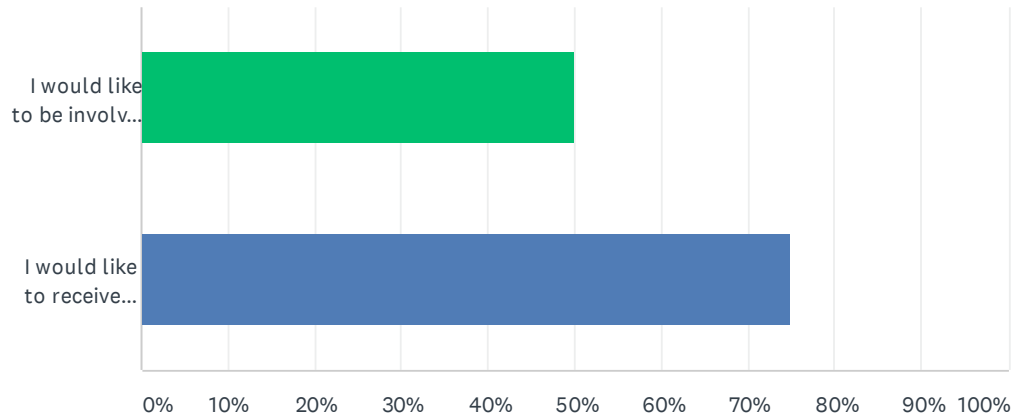
Answered: 11 Skipped: 68



ANSWER CHOICES	RESPONSES	
Subgroup 1: Reduction of multiple exclusion homelessness and rough sleeping.	45.45%	5
Subgroup 2: Prioritising early intervention and prevention of homelessness.	72.73%	8
Subgroup 3: Promote safeguarding and harm minimisation.	36.36%	4
Subgroup 4: Increase access to flexible move on accommodation and support options.	45.45%	5
Subgroup 5: Improve experiences and opportunities for young people and children experiencing homelessness.	36.36%	4
Subgroup 6: Increase key partnerships to respond effectively to local emergency situations impacting on homelessness and rough sleeping.	63.64%	7
Total Respondents: 11		

**Q23 If you would like to be involved in reviewing and monitoring the strategy (strategic board) or sent communication about the strategy's progress please select the correct option below and provide your contact details.**

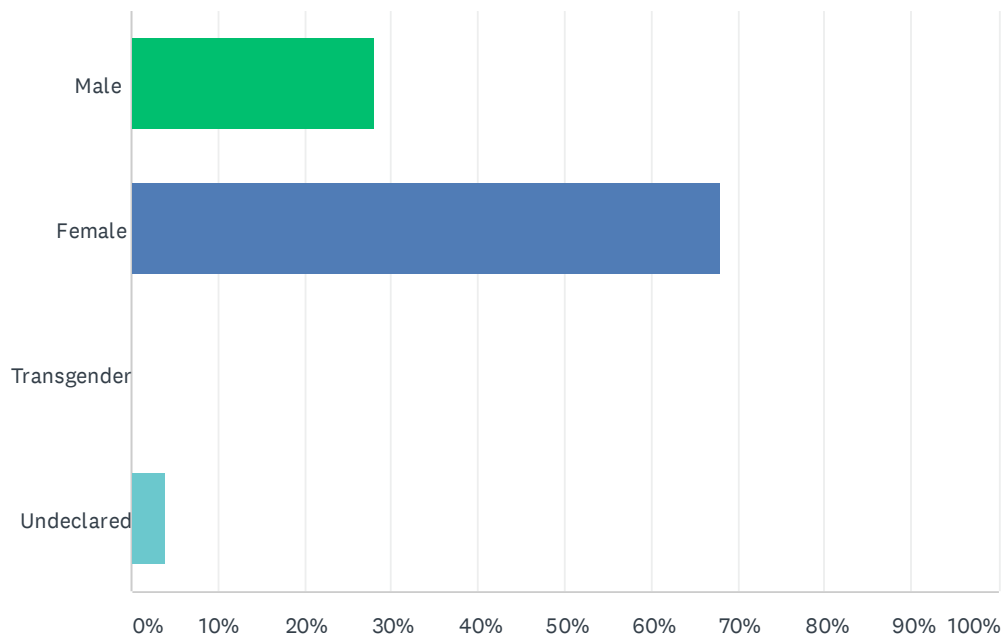
Answered: 12 Skipped: 67



ANSWER CHOICES	RESPONSES	
I would like to be involved in reviewing and monitoring the strategy.	50.00%	6
I would like to receive future communications about the strategy.	75.00%	9
Total Respondents: 12		

## Q25 What is your gender?

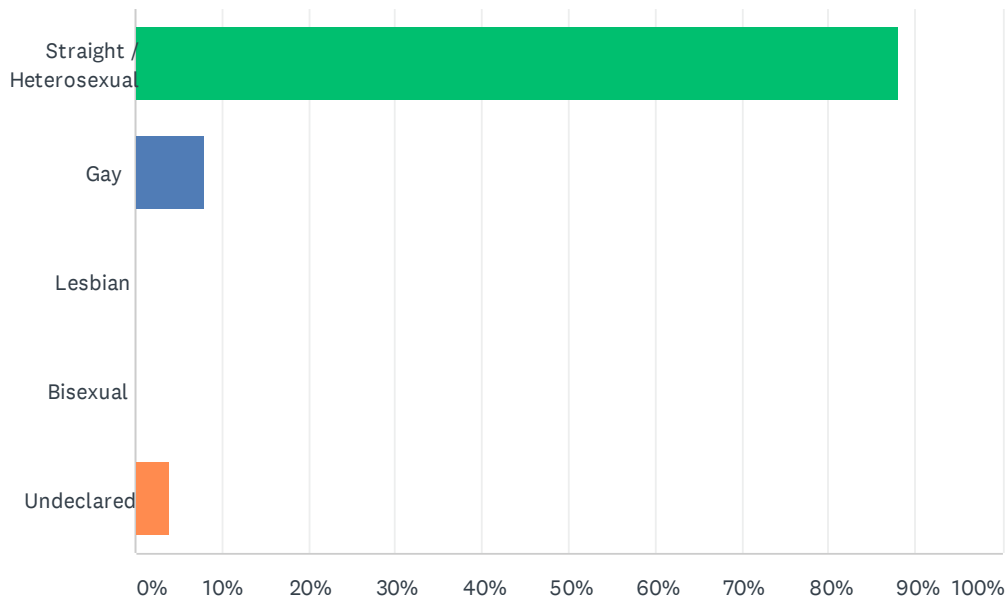
Answered: 25   Skipped: 54



ANSWER CHOICES	RESPONSES	
Male	28.00%	7
Female	68.00%	17
Transgender	0.00%	0
Undeclared	4.00%	1
<b>TOTAL</b>		<b>25</b>

## Q26 What is your sexuality?

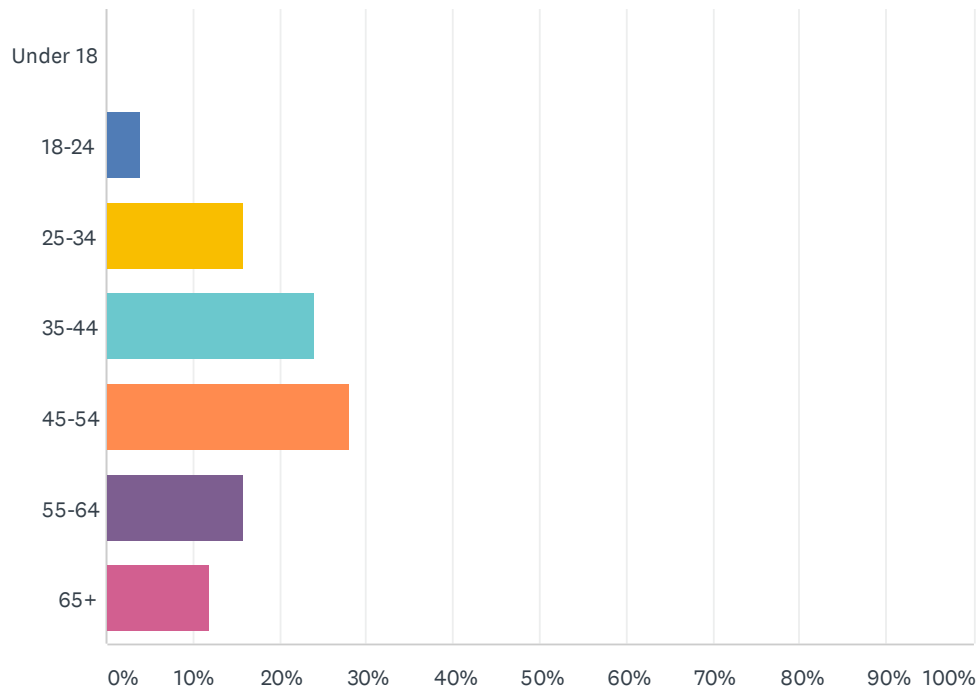
Answered: 25   Skipped: 54



ANSWER CHOICES	RESPONSES	
Straight / Heterosexual	88.00%	22
Gay	8.00%	2
Lesbian	0.00%	0
Bisexual	0.00%	0
Undeclared	4.00%	1
TOTAL		25

## Q27 What is your age?

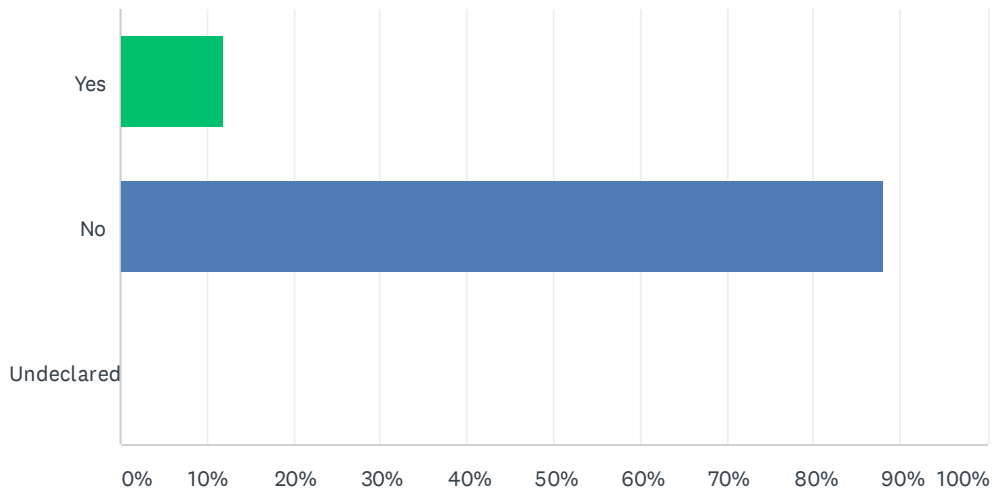
Answered: 25   Skipped: 54



ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18-24	4.00%	1
25-34	16.00%	4
35-44	24.00%	6
45-54	28.00%	7
55-64	16.00%	4
65+	12.00%	3
<b>TOTAL</b>		<b>25</b>

## Q28 Do you consider yourself to have a disability?

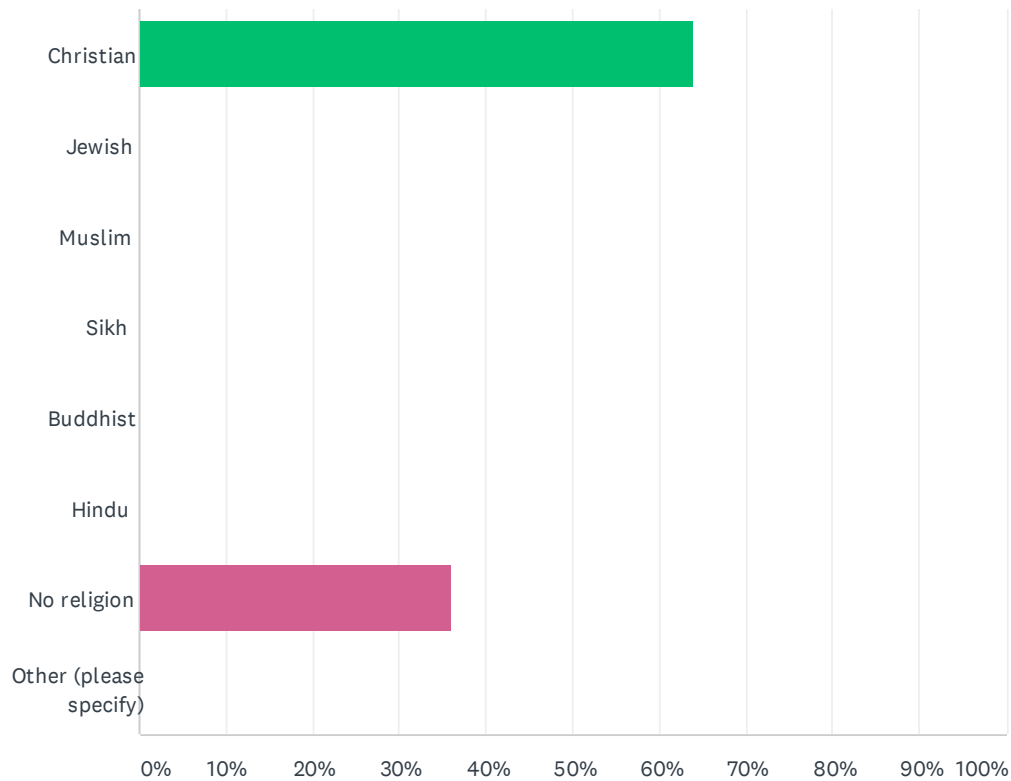
Answered: 25 Skipped: 54



ANSWER CHOICES	RESPONSES	
Yes	12.00%	3
No	88.00%	22
Undeclared	0.00%	0
TOTAL		25

## Q29 Do you identify with any of the following religions?

Answered: 25   Skipped: 54



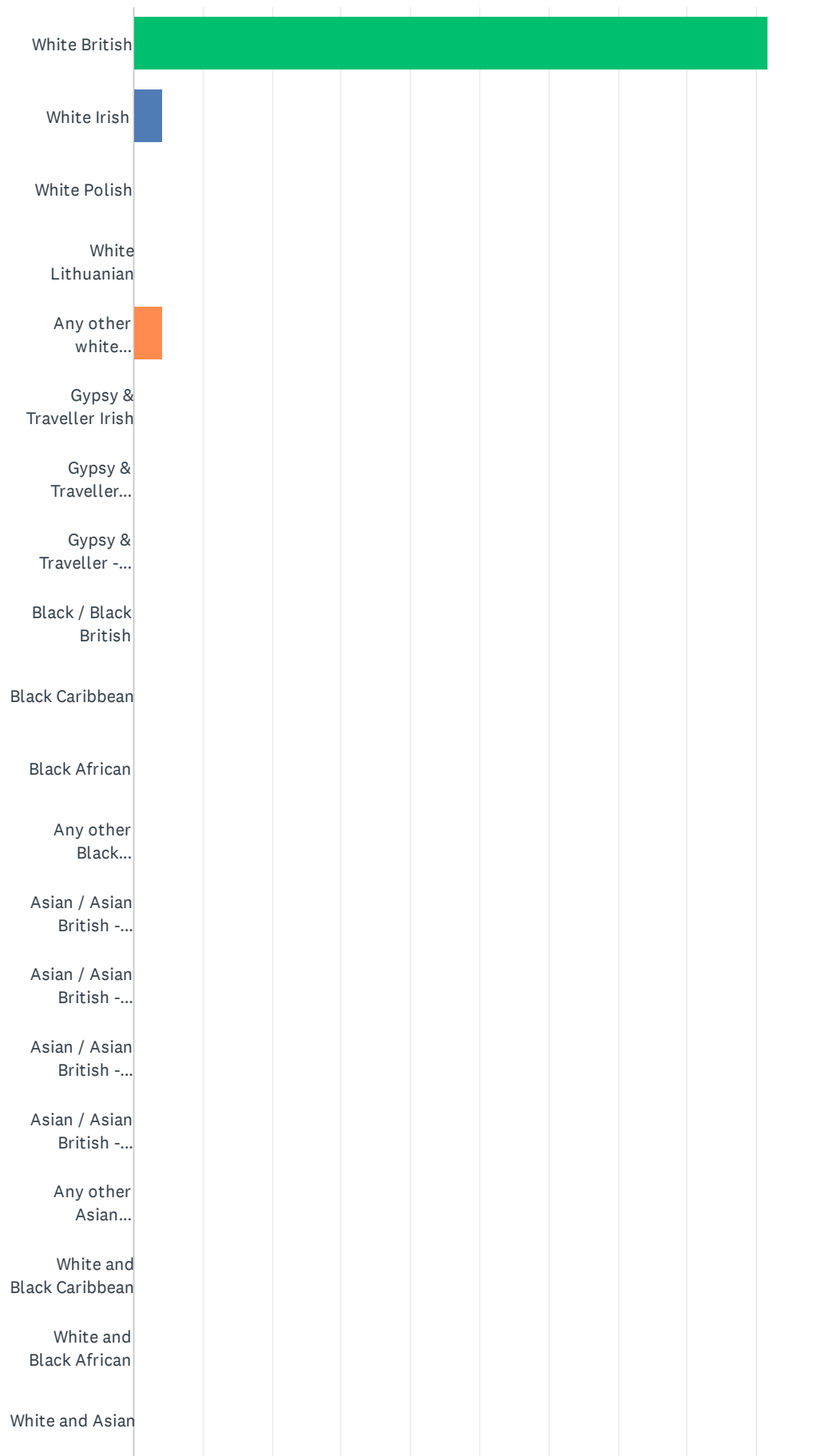
ANSWER CHOICES	RESPONSES	
Christian	64.00%	16
Jewish	0.00%	0
Muslim	0.00%	0
Sikh	0.00%	0
Buddhist	0.00%	0
Hindu	0.00%	0
No religion	36.00%	9
Other (please specify)	0.00%	0
Total Respondents: 25		

#	OTHER (PLEASE SPECIFY)	DATE
	There are no responses.	

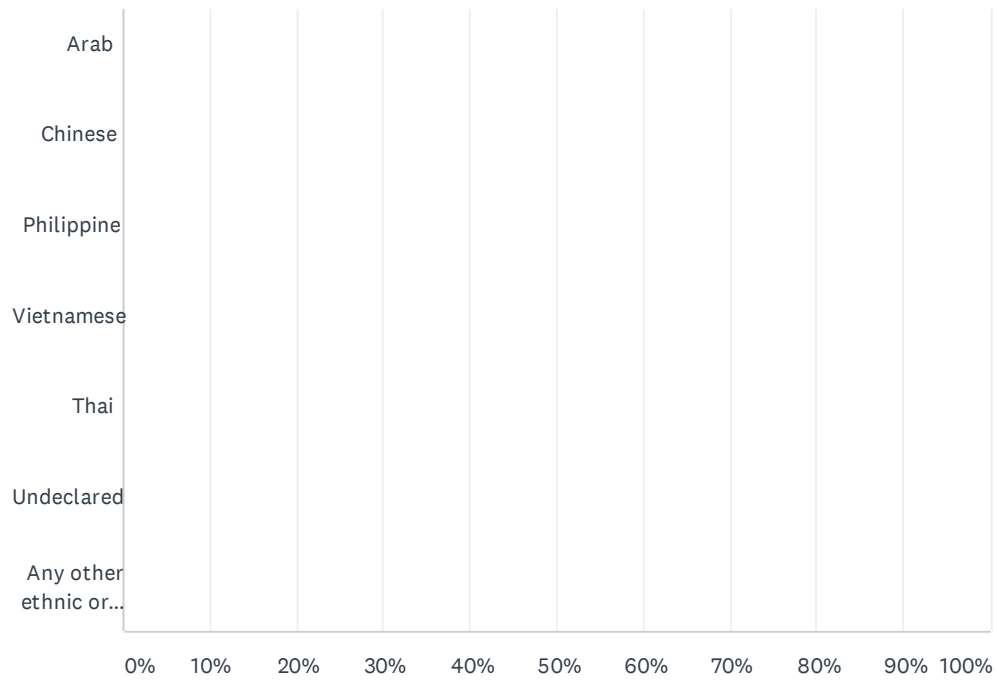


## Q30 Which best describes your ethnic origin?

Answered: 24 Skipped: 55



## Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26



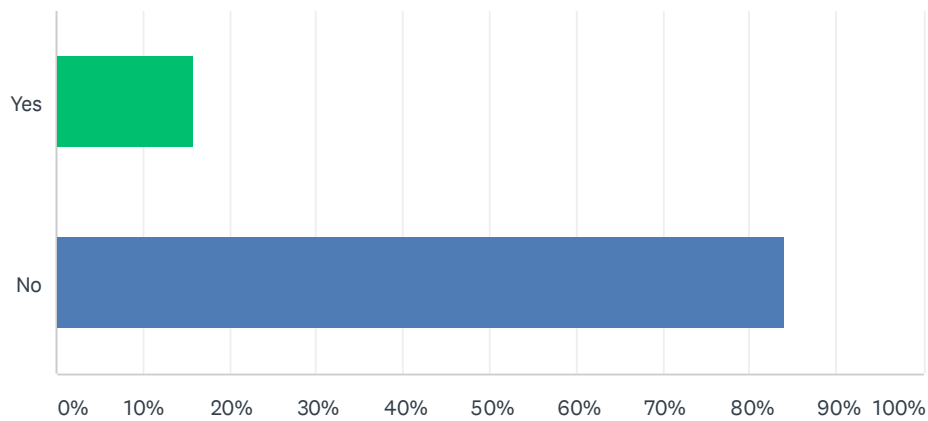
# Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

ANSWER CHOICES	RESPONSES	
White British	91.67%	22
White Irish	4.17%	1
White Polish	0.00%	0
White Lithuanian	0.00%	0
Any other white background (please specify below)	4.17%	1
Gypsy & Traveller Irish	0.00%	0
Gypsy & Traveller Romany	0.00%	0
Gypsy & Traveller - other (please specify below)	0.00%	0
Black / Black British	0.00%	0
Black Caribbean	0.00%	0
Black African	0.00%	0
Any other Black background (please specify below)	0.00%	0
Asian / Asian British - Indian	0.00%	0
Asian / Asian British - Pakistani	0.00%	0
Asian / Asian British - Bangladeshi	0.00%	0
Asian / Asian British - Nepali	0.00%	0
Any other Asian background (please specify below)	0.00%	0
White and Black Caribbean	0.00%	0
White and Black African	0.00%	0
White and Asian	0.00%	0
Arab	0.00%	0
Chinese	0.00%	0
Philippine	0.00%	0
Vietnamese	0.00%	0
Thai	0.00%	0
Undeclared	0.00%	0
Any other ethnic or nationality background not listed, please specify below	0.00%	0
TOTAL		24

#	ANY OTHER ETHNIC OR NATIONALITY BACKGROUND NOT LISTED, PLEASE SPECIFY BELOW	DATE
	There are no responses.	

## Q31 Have you experienced homelessness or rough sleeping?

Answered: 25 Skipped: 54



ANSWER CHOICES	RESPONSES	
Yes	16.00%	4
No	84.00%	21
TOTAL		25

## Appendix D

### Carlisle City Council

#### Homeless Prevention and Rough Sleeping Strategy Action Plan 2021 - 2026

<b>What</b>	<b>Objective 1: Reduction of multiple exclusion homelessness and rough sleeping</b>
<b>Who</b>	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
<b>Key progress measures</b>	<ol style="list-style-type: none"> <li>1. Reduction in the numbers of repeat homelessness and rough sleeping</li> <li>2. Evidence of an increase in move on accommodation and support options for non-statutory rough sleepers</li> <li>3. Evidence of increased access and engagement with key services to meet needs (benchmarking)</li> </ol>
<b>No</b>	<b>How</b>
1.1	Develop and implement a local 'prevent, intervene and recover' model (government rough sleeping strategy) with key partners, with a specific focus to target those identified as most at risk of rough sleeping
1.2	Increase rehousing options for people with complex needs and a history of repeat homelessness
1.3	Pilot a 'Housing First' approach to address the housing and support needs of homeless people and rough sleepers with the most complex needs, including those with pets
1.4	Ensure assertive outreach support and advice is provided to rough sleepers within 48 hours of receiving a location report
1.5	Carry out an annual review of the severe weather emergency protocol (SWEP) to ensure that it is robust, offers appropriate protection for rough sleepers, and proactively helps them to access more suitable housing and support
1.6	Develop information / leaflet / e-leaflet to increase awareness of assistance available to rough sleepers
1.7	Develop a monitoring system to record the support needs and housing history of rough sleepers in order to accurately inform future service provision, funding and commissioning
1.8	Work with key partners to improve access to services to promote health and wellbeing for rough sleepers, multiple exclusion and repeat homelessness
1.9	Speak to and involve former rough sleepers to identify the key factors that helped them obtain and maintain permanent housing, so that better information is available to identify effective interventions
1.10	Carry out regular multi-agency street and health needs audit reports

<b>What</b>	<b>Objective 2: Prioritising early intervention and prevention of homelessness</b>
<b>Who</b>	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
<b>Key Progress measures</b>	<ol style="list-style-type: none"> <li>1. Local multi-agency commitment / charter implemented</li> <li>2. Report on the monitoring and feedback mechanisms implemented and reviewed (including equality data)</li> </ol>

## Appendix D

	<ol style="list-style-type: none"> <li>3. Increase in homeless prevention levels, with a focus on PRS</li> <li>4. Pre-discharge protocols implemented and reviewed</li> <li>5. Report on the at-risk groups identified and targeted actions identified</li> <li>6. Annual review of tenancy strategy and allocation policy completed</li> </ol>
No	How
1.1	Introduce a local multi-agency Homelessness Prevention and Rough Sleeping commitment
1.2	Review and improve information to all homeless households including reviewing use of personalised housing plans (PHPs) and online information; implementing feedback mechanisms to monitor effectiveness – involve clients in the review process
1.3	Deliver general public and professional awareness and targeted advice surgeries / training on homelessness, prevention, housing and public duty to refer (PDTR)
1.4	Review homeless equality data to ensure that homelessness and housing services are accessible to all
1.5	Develop / review pre-eviction protocols with all housing providers and understand reasons for abandoned tenancies, arrears and evictions
1.6	Develop and implement a 'hospital discharge protocol' and establish a prison release / offender housing review
1.7	Monitor and report reasons for loss of private rented accommodation
1.8	Work with members of Carlisle Welfare Reform Board to jointly target households most at risk of future homelessness; ensuring those identified have access to timely specialist housing, welfare and benefit advice
1.9	Explore ways to improve service delivery outcomes for households with no local connection, no recourse to public funds (NRTPF) or households with language barriers and cultural differences
1.10	Carry out an annual review of the local Tenancy Strategy and the Councils Housing Allocation Policy

What	Objective 3: Promote safeguarding and harm minimisation for people experiencing homeless and rough sleeping
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	<ol style="list-style-type: none"> <li>1. Report on the access barriers and gaps in provision to inform future commissioning and development of specialist accommodation and support services</li> <li>2. Report profiling the wider needs of people experiencing homelessness with high-risk safety issues shared across key agencies</li> <li>3. Key frontline staff in the council safeguarding training complete</li> <li>4. Key services in the council are prepared and trained to implement new duties as a result of the Domestic Abuse Bill</li> <li>5. Report on the achievements of the Domestic Abuse Project</li> </ol>
No	How

## Appendix D

1.1	Work in partnership to support local existing priorities for safeguarding adults and children experiencing homelessness and rough sleeping
1.2	Establish a system of annual audit in cases where adults experience multiple exclusion / repeat homelessness / rough sleeping
1.3	Map access barriers and gaps in regional emergency accommodation and support for households who are experiencing (or at risk of) homelessness as a result of domestic abuse
1.4	Embed early intervention approaches and multi-agency targeted delivery options for homeless households identified as high risk (i.e. those released from prison; those with a history of ASB / offending; those with complex substance use; those in complex and high risk relationships; sex workers; county lines/drug supply involvement etc.)
1.5	Develop a multi-agency case audit approach to serious incidents involving rough sleepers and other vulnerable groups to ensure that lessons are learnt, and service improvements identified across all agencies / organisations
1.6	Ensure all frontline staff all receive appropriate safeguarding (and refresher) training and domestic abuse training (in relation to new duties) and know how to report and escalate concerns
1.7	Undertake an audit of the needs of victims of domestic abuse and their children in safe accommodation; and perpetrators accessing emergency accommodation as a safeguarding measure
1.8	Implement the new duties on the council as a result of the Domestic Abuse Bill, and work with the county council to conduct needs assessments and
1.9	Support all clients to access appropriate and timely support to meet wider needs identified especially in cases where safety needs are a factor
1.10	Map access to range of support services (outside of housing) to address wider high-risk safety issues particularly during times of crisis, including out of hours and weekends
1.11	Actively seek funding opportunities to continue and develop the local Domestic Abuse Project

<b>What</b>	<b>Objective 4: Increase access to flexible move on accommodation and support options</b>
<b>Who</b>	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
<b>Key Progress measures</b>	<ol style="list-style-type: none"> <li>1. Increase in the number of PRS landlords letting to people experiencing homelessness (benchmarking)</li> <li>2. Report on housing options for young people and single households aged under 35 years</li> <li>3. Report on positive move on from emergency accommodation</li> <li>4. Report on achievements of the Rapid Rehousing Pathway / Rough Sleeping Initiative Projects</li> </ol>
<b>No</b>	<b>How</b>
1.1	Improve the support and advice offered to private landlords in order to increase the supply of good quality, affordable private rented accommodation

## Appendix D

1.2	Feasibility of establishing leasing scheme for private sector properties
1.3	Identifying gaps in emergency and affordable longer-term housing options for young people and single households under 35s; utilising the results to influence future developments across sectors
1.4	Develop and embed a move on pathway from emergency accommodation to tenancy and consider sustainable options to increase access to landlords and wider support
1.5	Actively seek funding opportunities to develop and deliver the rapid rehousing pathway (RRP) / rough sleeping initiative (RSI) with key partners
1.6	Review average rent levels / options and incentives across accommodation (including supported accommodation) to ensure this is not a barrier to employment (breaking down housing and intensive housing / support costs and considering tiered options or subsidised lettings)
1.7	Feasibility of establishing a flexible tenancy support and sustainment service to ensure that people receive the right level of support at the right time (link to point 5 & 6)
1.8	Strengthen and formalise the working relationships between the health and wellbeing coaches (HAWCs) and Housing Options/Tenancy Support and sustainment (RRP) officers
1.9	Develop and implement local temporary accommodation tenancy sustainment support resources as a pilot delivery programme; and explore wider feasibility options for other key partners
1.10	Work with Registered Social Landlords (RSL) partners to set out and agree expectations to identify how the social housing sector will work together to alleviate homelessness and rough sleeping to enhance move on strategy and RRP outcomes
1.11	Improve digital inclusion for clients experiencing homelessness
1.12	Explore feasibility and funding opportunities to establishing a local emergency move on furniture and peer led handy-person project

<b>What</b>	<b>Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness</b>	
<b>Who</b>	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established	
<b>Key Progress measures</b>	<ol style="list-style-type: none"> <li>1. Report on the impacts of a bespoke homeless prevention and support programme</li> <li>2. No of young people and children assisted (including care leavers)</li> <li>3. No of schools / college projects delivered</li> <li>4. Thematic event and impacts</li> </ol>	
<b>No</b>	<b>How</b>	
1.1	Develop a prevention programme to increase knowledge of housing and homelessness issues in partnership with young people	
1.2	Scope and actively promote services that offer community support and befriending to children and young people experiencing homelessness or who have a history of homelessness to support positive and sustainable rehousing	
1.3	Promote integrated personalised planning to include debt and wider poverty issues	
1.4	Deliver training to council homeless frontline staff on Adverse Childhood Experiences (ACES)	



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1.5	Work with key partners to actively promote, develop and deliver a range of accessible activities, employment and training opportunities for young people and children experiencing homelessness
1.6	Develop a bespoke support programme to promote resilience and independence including life skills and tenancy sustainment
1.7	Link into and promote local youth hub services
1.8	Increase links and joint working with colleges/schools to increase awareness of homelessness prevention
1.9	Work closely with Children's Services/Pathways Services to ensure that care leavers with rehousing challenges are identified at the earliest opportunity to prevent homelessness; and support the delivery of the care leavers protocol
1.10	Scope and deliver multi-agency thematic event

<b>What</b>	<b>Objective 6: Increase key partnerships to respond effectively to local emergency situations impacting on homelessness and rough sleeping</b>	
<b>Who</b>	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established	
<b>Key Progress measures</b>	1. Review report on homeless emergency plans and protocols 2. Review report of wider local resources available to meet homeless emergencies	
<b>No</b>	<b>How</b>	
1.1	Develop local targeted advice surgeries and emergency protocols including online / virtual events	
1.2	Review winter readiness, emergency plans and protocols to ensure they are responsive, effective and promoted	
1.3	Feasibility of establishing local discretionary crisis fund and explore external funding opportunities	
1.4	Establish two-way communication with other wider resilience forums as appropriate including Carlisle's Welfare Reform Board	

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***Carlisle City Council***

***DRAFT Carlisle Homeless Prevention  
and Rough Sleeping Strategy***

***2021-2026***

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DRAFT

# Appendix E

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### Foreword

I am pleased to introduce Carlisle City Council's Homeless Prevention and Rough Sleeping Strategy 2021-26, which has been developed in unprecedented times.

We are committed to working with those who are affected by homelessness or the threat of homelessness. We will help them stay in their current home where safe to do so or assist in finding new appropriate accommodation.

Partnership working in the homeless sector is strong in Carlisle and we are very grateful for everything our partners have done to assist us in this complex work, but there is still much to do – especially during current challenging times.

Homelessness and rough sleeping are complex issues with multiple causes requiring personalised flexible longer-term solutions. To achieve the best possible results for our citizens and our City, we recognise that it is essential that all partners across different sectors and departments understand the important contribution and benefits of joined-up collaborative homelessness prevention and intervention to support the most vulnerable, challenging and at risk.

We must continue working together, making best use of our collective local resources and complimenting each other's aims, to ensure that we have in place a range of flexible services that can appropriately meet the diverse needs of our community.

Early intervention and effective prevention remain our major priority; as is ensuring a sufficient supply and a variety of housing options and flexible support to ensure that the wider factors of poverty, disadvantage, unemployment and poor health are also addressed and coordinated to ensure effective tenancy sustainment.

The 2021-26 strategy builds on the significant achievements and strengths of the previous strategy, with an aim to enhance these successes further. The strategy contributes towards the strategic objectives within Carlisle City Council's corporate plan; and incorporates and compliments other local, regional and national strategies in order to enhance partnership approaches and deliver joint priorities, preventative activities focused on addressing the root causes of homelessness through a collective commitment for Carlisle.

We would like to thank all those who have worked with us in developing this strategy and look forward to continuing collaborative working to ensure the success in its delivery.



A handwritten signature in dark ink, appearing to read 'P. Nedved', followed by a horizontal line.

Cllr Paul Nedved

Portfolio holder for Economy, Enterprise and Housing

## Appendix E

### Introduction

#### Why do we need a Homeless review and strategy?

It is a statutory requirement contained in the Homelessness Act 2020 that every local authority produces a Homelessness Review and Strategy outlining the main causes of homelessness in its area, and the strategic plans and operational actions that the council has in place to tackle them. We must revise and rewrite our strategy every five years as a minimum requirement, and this document updates and replaces the previous [2015-20 strategy](#).

We are currently facing one of the biggest changes to housing legislation in over 40 years – **the Homelessness Reduction Act 2017**. The Act places a duty on all local authorities to try and prevent and relieve homelessness for all families and single people, regardless of whether they are in priority need or not. A key focus is early intervention and prevention rather than crisis management. Local Authorities have a statutory duty to assist those threatened with homelessness 56 days prior to them being evicted (previously 28 days). Furthermore, local authorities need to clarify what actions are taken when someone applies for assistance following notice or intention of eviction action. Our response to this change emphasises the need for partnership working and aligns itself with the new 'Duty to Refer'.

Coupled with this, Local Authorities now have greater responsibility in the provision of services to identify and address rough sleeping.

This is the first-time local authorities have been asked to produce a homelessness strategy that is specifically includes rough sleeping. In Carlisle we welcome this addition and the focus it will give us for meeting the needs of some of the most disadvantaged and complex members of our community.

We are committed to respond to the ambition set out in the Government's Rough Sleeping Reduction Strategy 2018, to halve rough sleeping by 2022 and eliminate rough sleeping by 2027.

This strategy sets out our vision for tackling homelessness and rough sleeping in Carlisle over the next five years.

**Appendix A** contains the Homelessness Review; the purpose of the review is to determine the extent to which the population in the District is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness in order to inform development of the strategy.

#### Equality and Diversity

This strategy is aimed at improving homelessness services for all residents with housing or housing-related support needs. As such, no group or individual in Carlisle should be adversely affected or disadvantaged as a result of the strategy. The strategy actively recognises the difficulties faced by those facing homelessness and rough sleepers in accessing services and promotes inclusion.

The outcomes of the Homelessness Review show that, proportionate to the District profile, no protected characteristic group. As determined by the Equality Act, is adversely impacted by homelessness or by our decisions.

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We are committed to equality and diversity issues and comply with the requirements of the Equality Act 2010. An Equality Impact Assessment has been undertaken on this strategy and can be found at **Appendix B**.

### Consultation process

We published our previous homeless strategy in 2015; since this time the issues and factors impacting on homelessness both nationally and locally has changed. Our homeless and rough sleeping review, and the opportunities presented through the Homeless Prevention Act, mean we can now take a different approach to tackling the challenges.

In writing our new strategy we have carried out a review of homelessness and rough sleeping in our area. We looked at information from a range of sources to understand the levels, causes and other factors contributing to homelessness and rough sleeping in Carlisle.

We also carried out comprehensive consultation with partners, stakeholders, service users and the wider public. This has helped us to target our action plan to focus on the needs of our city.

Consultation was undertaken through a range of methods with amendments made as a direct result of feedback received:

- Feedback and data from other statutory partners
- Virtual workshops
- Resident and client meetings / feedback
- Homelessness and Rough Sleeping Strategy Review Online Survey – public consultation
- Carlisle City Council's Members

The full outcome and analysis of the final public consultation is attached at **Appendix C**.

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### Strategic aim and objectives

The **aim** of Carlisle's Homeless Prevention and Rough Sleeping Strategy 2021 - 2026 is to:

Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.

To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:

**Objective 1:** Reduction of multiple exclusion homelessness and rough sleeping.

**Objective 2:** Prioritising early intervention and prevention of homelessness.

**Objective 3:** Promoting safeguarding and harm minimisation.

**Objective 4:** Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.

**Objective 5:** Improve experiences and opportunities for young people and children experiencing homelessness.

**Objective 6:** Increase key partnerships to respond effectively to local emergency situations.

### National Policy Context

Nationally, homelessness and rough sleeping are big issues. The rise in rough sleeping has been visible in many areas across the country. Similarly, many families have experienced difficulties through welfare reform changes.

Since the last homelessness strategy was produced in 2015 the Government has maintained a focus on homelessness prevention while at the same time introducing a range of welfare reforms and annual reductions in government grants to Local Authorities.

Welfare reforms have included the introduction and extension of benefit caps (£258 maximum per week for a single person and £385 maximum per week for a household with children) and the roll out of Universal Credit. A main theme that has been consistently stressed throughout this time is the need for partnership working as Local Authorities cannot tackle the issues of homelessness on their own but need to work strategically with others.

During the life of this strategy additional legislation and welfare benefit changes will also impact on the Council and its partners' prevention of homelessness initiatives. Universal Credit Housing costs can no longer be claimed by 18-21-year old's (although exemptions exist) and from 2018, under 35-year old's in the social and affordable rented sector are subject to the reduced local housing allowance rates applied currently to private rented dwellings.



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These changes not only impact on the ability of people to afford to remain in accommodation but also on the Council's abilities to assist them into new accommodation which is affordable to them.

In 2018 local authorities saw the introduction of **the Homelessness Reduction Act 2017**. This represented the biggest changes to homelessness legislation in 40 years. The Act placed considerable additional duties on local authorities, particularly in respect of the provision of services to prevent or relieve people's homelessness and to undertake assessments of their support needs.

The Government's response has been considerable and new legislation setting out a bold and ambitious framework of duties has been passed. The full details of changes introduced by the Homelessness Reduction Act 2017 can be seen by reading factsheets produced by the Ministry of Housing, Communities and Local Government (MHCLG):

<https://www.gov.uk/government/publications/homelessness-reduction-bill-policy-factsheets>

The Act represents one element of the Government's drive to tackle homelessness and rough sleeping nationally. Additional resource and expertise have been made available to local authorities by MHCLG and other departments to support this work.

Key measures in the Act include:

- An extension of the period 'threatened with homelessness' from 28 to 56 days
- A duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need
- A 'duty to refer' - public services need to notify a local authority if they come into contact with someone they think may be homeless, or is at risk of becoming homeless

It is only through effective partnership and shared vision that we can meet the ambitions of the Homeless Reduction Act.

The Government's ***Rough Sleeping Strategy 2018*** aims to end rough sleeping by 2027. The key focus of its plans is to stop people becoming homeless in the first place.

The full strategy can be seen here: <https://www.gov.uk/publication/the-rough-sleeping-strategy>

In recognition of the complex nature of homeless and rough sleeping, work is being undertaken between government departments including Department of Health, Ministry of Justice, Department for Education, and the Department for Work and Pensions. This will support is in providing a coordinated approach to tackling the root causes of homelessness and rough sleeping and overcome the factors that prevent people from achieving independence.

**The Care Act 2014**, which came into effect in 2015, represents the most significant reform of care and support in more than 60 years, putting people and their carers in control of their care and support.



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<https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance>

It sets out key principles on how health and social care colleagues should work, reflecting the person centred, holistic approach set out in the Homelessness Prevention and Rough Sleeper Strategy 2021-2026.

**Welfare Reforms** continue to present challenges for residents and landlords. Changes that have already been implemented include: a reduction in the Benefit Cap to £20,000 for families and £13,400 a year for single people, the Under-Occupancy Charge that limits the Housing Benefit entitlement for claimants who are deemed to have one or more spare rooms. Universal Credit has been rolled out fully in Carlisle. Changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks, will hopefully help to soften the impact on claimants.

The council recognises the connection between welfare issues, hardship and the increased risk of homelessness, and will incorporate actions within this strategy to address welfare issues linked to homeless prevention, and will work in partnership to support customers with financial, tenancy, domestic, food and energy security through:

- Making sure residents receive the benefits and allowances they are entitled to
- Promote locally available partnership services to ensure that those who need additional support know where and how to access this in a timely manner
- Listen to people who need additional support and working with them to achieve successful outcomes
- Work closely with key partners to put those most at risk at the centre of local service delivery and finding the correct solution for them together

**The Tenant Fees Act 2019** introduced in June 2019 has made restrictions on charges that landlords are able to charge tenants in the private rented sector.

<https://www.gov.uk/government/publications/tenant-fees-act-2019-guidance>

**The Domestic Abuse Bill 2020** outlines the future delivery of support to victims and their children in accommodation based domestic abuse services, is expected to be enacted in 2021.

<https://www.gov.uk/government/publications/domestic-abuse-bill-2020-factsheets>

### Local Context and key findings

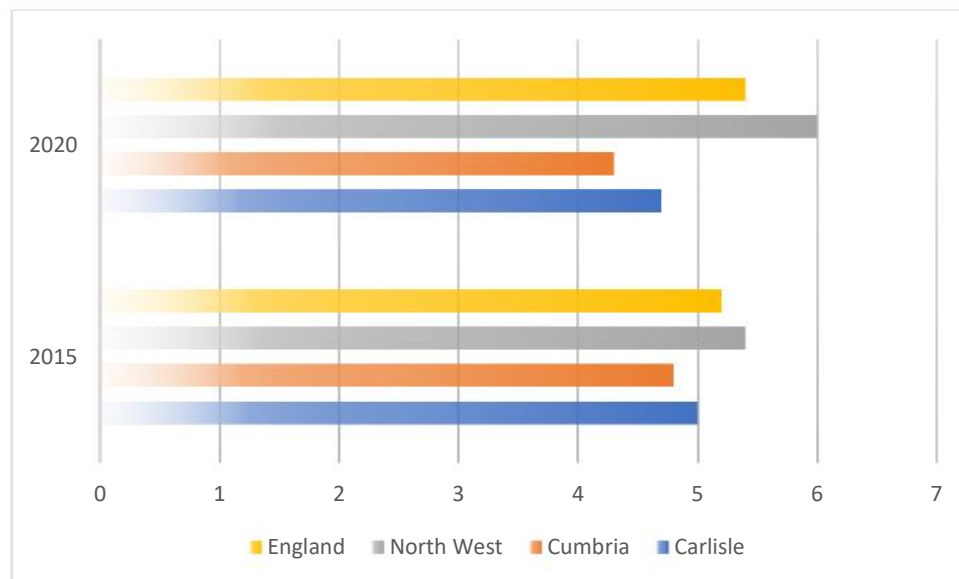
Currently approximately 108,678 people live in Carlisle with the population expected to increase to 109,500 by 2026. Carlisle is classified as the fourth most deprived district in Cumbria for overall deprivation markers and five wards within Carlisle rank within the 10% most deprived of areas in England.

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13% of children in Carlisle are estimated to be living in low income families, which is higher than the national and regional levels; and it is estimated that over 6,000 households are currently experiencing fuel poverty.

Homelessness in Carlisle has reduced by 6% between 2015 and 2020; we attribute this to more effective, timely and targeted preventative actions; and increased access to social housing for those eligible applicants. This is supported by the finding that in 2019/20, 55% of all cases were assisted at the prevention stage, which is 6% higher than the national average, and 9% higher than the Cumbrian average.

**Figure 1: Comparative homelessness levels per 1000 households**



The increase in intentionally homeless decisions (from 3% in 2015 to 25% in 2020) reflects the increase in applicants with higher complex needs, often with exclusion / engagement issues and rehousing barriers that are unable to be resolved within the 56-day relief period. These non-statutory cases are the ones most at risk of repeat homelessness and rough sleeping, and often have the highest needs and challenges in terms of addressing the complexity of issues.

In 2019/20, Carlisle had 43% more single males at the relief stage than the national average; and significantly more offenders and leaving prison with no address than the national average.

**Table 1: Percentage of people homeless as a result of leaving an institution**

2019/20	England	North-west	Cumbria	Carlisle
Prevention duty	1%	1%	3%	5%
Relief duty	3%	5%	6%	11%

These individuals are at higher risk of homelessness and rough sleeping as highlighted in the homelessness and rough sleeping review findings, used to profile the most common characteristics of those who are rough sleeping or at risk of rough sleeping and multiple exclusion in the district:

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- White
- Single no dependent children
- Aged 25-44
- Mental health issues
- Offending history
- History of leaving an institution
- Drug and / or alcohol misuse issues
- Long term sick or unemployed
- History of repeat homelessness
- History of exclusion from services
- Historical or current safeguarding / abuse risk factors linked to complex relationships
- Limited rehousing options

The presence of dependent children in the household has been the primary reason for homelessness priority need over the last five years in Carlisle; accounting for 44% of acceptances in 2019/20.

Following that the most significant accepted priority groups in order are:

- Vulnerable as a result of mental illness / disability
- Pregnant woman, no other children
- Other: drug and alcohol issues / offending / history of homelessness / rough sleeping

Carlisle has seen an increase in 2019/20 in the number of applicants presenting who are homeless as a result of a private rented sector tenancy ending at the prevention stage; this is 36% higher than the national average.

The data findings following the review, allows us to profile the most common characteristics of those who are accepted as homeless in the district:

- White
- Households with dependent children
- Lone female parent
- Aged 25-34
- Long term sick or unemployed

Significantly, the number of young people under 35 years has increased over the past five years, specifically those who have higher longer term supported accommodation needs including care leavers, young pregnant females or young families. This rise is attributed to a lack of specialist provision in the City to meet these needs, and a lack of specialist emergency accommodation outside of the local authority emergency temporary accommodation. In 2019/20, the number of care leavers presenting as homeless in Carlisle was higher than the national average at 5%.

1,048 households have been supported in emergency temporary accommodation (TA) over the five-year period, which equates to 20% of all homeless cases and this

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has remained static throughout the five-year period. Key data of note over the five-year period:

- Average weekly length of stay has reduced from 10 weeks to 8 weeks
- Positive move on has increased from 66% to 71%
- 83% are single person households, which is a 16% increase over the period
- The number of 16/17 year old being accommodated has reduced from 13 to 1
- Domestic abuse placements have increased from 12 to 25; and account for 14% of all placements
- 63% of all placements are for those aged under 35 years
- 27% of all placements are as a result of relationship breakdowns
- Rough sleeper (and those at risk of) placements have increased from 30 to 47; and account for 27% of all placements

### Summary of key achievements since the last strategy

Throughout the course of the 2015-20 Inter-agency Homelessness Strategy we have:

- Worked with Cumbria County Council to develop the young person's pathway services and young person's homelessness protocol
- Extend the No Second Night Out (NSNO) provision
- Established rehousing pathways and support projects focused on adults facing exclusion and at risk of rough sleeping
- Reviewed and established a rent in advance and bond scheme
- Prepared and reacted to the Homelessness Reduction Act 2017
- Improved the capacity of the Homeless Prevention and Accommodation Services, upgrading IT systems, training, integrated service delivery and prevention focused activities

The actions have contributed towards:

- 2,212 households being prevented from becoming homeless
- 1,048 households supported in emergency accommodation, 18% of which with dependent children
- 357 households assisted to access private sector accommodation
- 211 flooded households assisted
- 70% reduction in main duty homeless acceptances
- Supported 48 individuals rough sleeping or at risk of rough sleeping with complex needs
- Supported 514 victims of domestic abuse and their children who were at direct risk of homelessness as a result
- £8.16 million in benefit gains to vulnerable households
- Supported 957 households to move into affordable long-term housing to meet their needs

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### Resources

Alongside our own budget to fund homelessness services, additional funding has been awarded by MHCLG in 2020/21:

- Homelessness Prevention Grant **£66,781**
- Flexible Homelessness Support Grant (FHSG) **£87,225**
- New burdens Fund **£50,184**
- Cold Weather Fund **£6,400**
- Rough Sleeping Initiative **£123,402**
- Domestic Abuse Partnership **£130,000**
- Next Steps Accommodation Programme **£46,600**

Carlisle has received a Homelessness Prevention Grant since 2003. The funding can be used for initiatives carried out by the local authority or invested into projects operated by voluntary organisations.

FHSG replaced the Temporary Accommodation Subsidy regime previously administered by the Department for Work and Pensions. The new grant system enables flexibility to spend the funding on preventing homelessness, in addition to assisting those who are homeless. The UK Government has made the new burdens grant available to help meet the requirement of the Homelessness Reduction Act 2017; i.e. to administer new case management systems and training to support additional government reporting requirements.

The Cold Weather Fund is to help local authorities continue to support non-statutory and rough sleeper accommodation placements over the winter period.

The district Homeless Prevention Grant (including FHSG) allocation for 2021/22 following the recent Government Spending Review is **£198,863**.

#### Rough Sleeping Initiative & Rapid Rehousing Programmes:

Cumbria has been working in partnership to address and meet the needs of rough sleepers across the county since 2019. Districts collectively committed **£36,000** and to date have been successful in being awarded **£807,980** in grant funding by the MHCLG to achieve key objectives; current project funding ends 31 March 2021 (Carlisle's allocation for 2020/21 is profiled above).

Carlisle City Council is the lead authority for overseeing the funding and submitting project data returns to MHCLG. All initiatives funded by the project is for non-statutory homeless individuals or couples (with no dependents) who are (or at risk of) rough sleeping.

Cumbria is delivering the following across district areas:

- Supported Lettings – 10.5 FTE established across all district in Cumbria to support this cohort for up to six months within 76 tenancies (across social and private tenancies)
- Local Lettings Agency – One FTE working across Eden and South Lakeland districts to develop and support 15 tenancies for this cohort within the private sector

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- High needs units (housing first model) – capital monies to develop 16 units for those with complex needs with support across Allerdale, Barrow, Carlisle and Copeland districts
- Rough Sleeper Coordinators – Three FTE established to work across all district areas to coordinate support for rough sleepers and those identified as at high risk of rough sleeping to assess and address key issues

### Cumbria Domestic Abuse Partnership:

Cumbria has been working in partnership since 2016 to address and meet the specialist accommodation-based support needs of victims and children experiencing or at risk of homelessness as a direct result of domestic abuse. Districts have been successful in being awarded **£1,079,771** in grant funding by the MHCLG to achieve key objectives; current project funding ends 31 March 2021.

Carlisle City Council is the lead authority for overseeing the funding and submitting project data returns to MHCLG. (Carlisle's allocation for 2020/21 is profiled above).

Cumbria has established specialist 8.2 FTE staffing and 18 units of safe accommodation with enhanced security features to meet the needs of victims.

### Next Steps Accommodation Programme:

Carlisle has been successful in being allocated short term funding of **£46,600** to immediately fund 9 additional self-contained move on units with support, for rough sleepers accommodated as a result of Covid-19; we will work in partnership with a local supported accommodation provider to deliver.

Further funding rounds are expected following the spending review for 2021/22 for all the MHCLG Rough Sleeping programmes named above, and in advance of the Domestic Abuse Bill. Carlisle will submit additional funding applications with the aim of extending the current successful projects locally. If the projects are not funded, then key actions need to be reviewed as this will impact on service delivery.

It is envisioned this strategy will be delivered within existing resources however, this is subject to the full implications of:

- withdrawal from the European Union (Brexit) and the impact on EEA nationals with no recourse to public funds
- amendments to the Code of Guidance of the Homelessness Reduction Act
- new duties as a result of the Domestic Abuse Act 2017
- ongoing opportunities to secure external funding to continue to deliver specialist projects concerning domestic abuse and rough sleeping
- the full impact of the Covid-19 pandemic nationally and locally

### **Covid-19 – a time for real change**

We could never have imagined that we would need to review and formulate our new strategy and actions in the middle of a national lockdown due to a pandemic. Covid-19 has been a huge challenge to the sector nationally and locally and has required services to refocus and respond immediately to the difficulties associated with vulnerable people with health issues in shared accommodation provision; balanced



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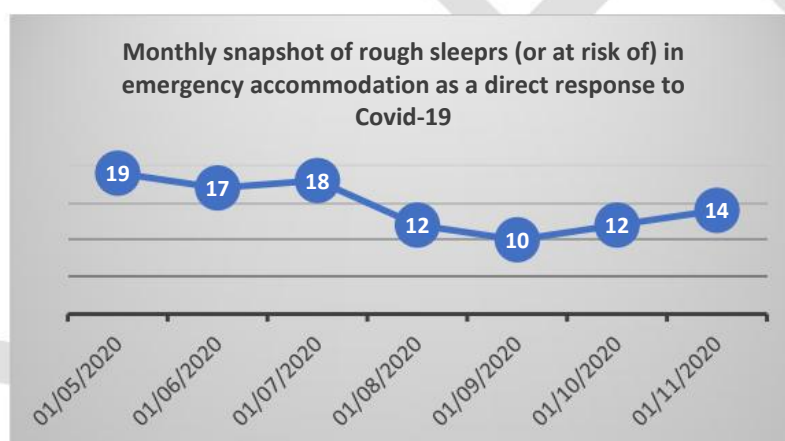
with the need to keep critical services being delivered and fully staffed 24 hours a day.

In order to manage safely, we have had to temporarily change aspects of the operational delivery of our support and letting of accommodation to comply with government and PHE safety guidelines. We have utilised bed and breakfast provision temporarily and increased our throughput significantly to manage increased demands and continue to assist the most vulnerable people in crisis, including those most vulnerable to the virus.

We have always had a can-do approach and as such we adapted quickly, resourcefully and innovatively to respond effectively to this unprecedented emergency.

Nationally, government asked local authorities to 'get everyone in'; this has seen over 90% of rough sleepers being offered accommodation and support, and an opportunity to do things differently and drive forward really effective innovative long-term change. On a local level, we are incredibly proud of what we have achieved so far:

**Figure 2: Monthly snapshot of rough sleepers (or at risk of rough sleeping) placed in emergency temporary accommodation as a result of Covid-19**



50% of those accommodated each month are at risk of rough sleeping as a result of being discharged from prison with no address. To date, we have supported 21 people identified as rough sleepers or at risk of rough sleeping throughout this period to move into long term sustainable accommodation.

Examples of additional support measures in place to ensure vulnerable people can stay safe has been: repurposing our accommodation and staffing; additional health needs assessments and C19 triaging; protective screening in our accommodation schemes, providing C19 advice, PPE and hand sanitising stations throughout our accommodation for residents; supporting those who need to self-isolate, arranged in house testing and provided essential medication and food for those symptomatic or who have tested positive; purchased emergency items such as mobile phones and furniture packages to support successful rehousing and engagement.

Despite the ongoing challenges, we also recognise that this is a real opportunity to change individual's lives through the unexpected and we will continue to build on the flexible ways of working throughout the pandemic, to deliver effective solutions at a local level through collaboration, partnerships, working with other statutory and non-

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statutory agencies to ensure we do all we can to promote the chance for change and sustain positive outcomes.

We will continue to consider equality and diversity in all that we do to meet the demands of Covid-19 reviewing working practices in order to adapt our delivery of service ensuring we are continually meeting the needs of our customers and our employees.

### Delivering the Strategy

Each of the strategic objectives has a range of areas for development that will be focused on for the next five years. We cannot achieve this in isolation and partnership working will be essential to ensure that the best outcomes and solutions can be reached.

There is a lot of work already going on in the city around the issues of homelessness and rough sleeping. However, in order to ensure this continues to meet local need and demand, there must be transparency and accountability.

In order to achieve this, we will focus on and review the strategic action plans annually. We will work with other partner agencies in health, social care, prisons, probation and others, to see what commitments they will make from their own organisations to assist in the delivery of this strategy and focused actions.

Following government guidance, actions related to partner agencies will not be included in an action plan, unless formally adopted by that agency.

Once these commitments are made, they will be included in the action plan and monitored. This will mean that all agencies are committed to playing an active role in preventing homelessness and rough sleeping wherever possible.

The objectives form the basis of a five-year action plan, which give clear outcomes and provide details on the key activities to be carried out by new focused task and finish subgroups. These targeted subgroups will have with identified lead officers who will ensure that the action and outcomes identified are progressed in partnership with stakeholders; reporting progress to a new strategic homeless prevention and rough sleeping board for Carlisle.

The Strategic action plan is attached at **Appendix D**.

### Monitoring, Evaluation and Review

We have the overall responsibility for the Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny members will receive an annual report in the summer of each year on the progress of actions. The first report will be delivered in 2022.

In order to keep this strategy agile, the progress report will account for all bids and successful funding, and any new legislation, with outlines on the impact on local services and any changes that are required to future action plans.

A new Homeless Prevention and Rough Sleeping Strategic board will be our main group that will oversee the delivery of the strategy and monitoring progress in achieving it.



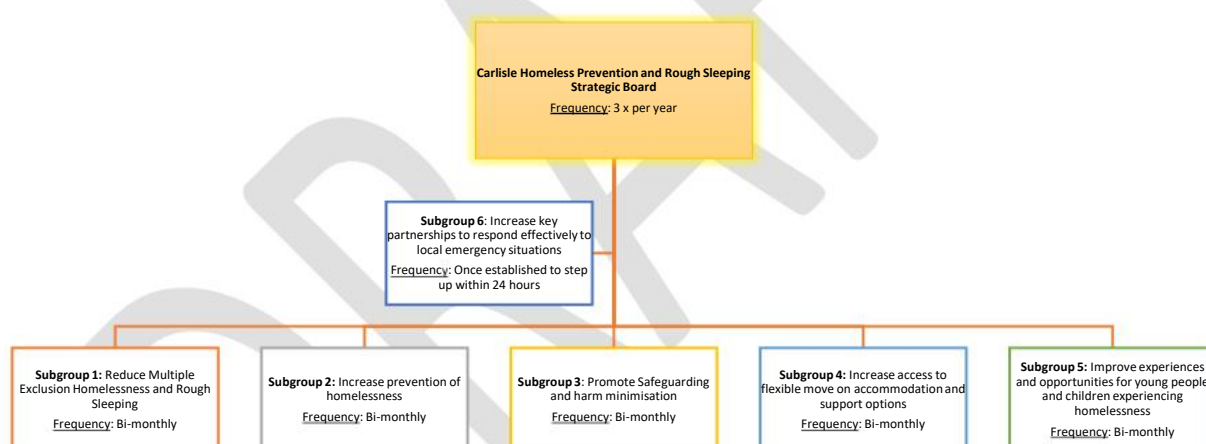
## Appendix E

This includes:

- monitoring progress against key actions
- using data, evidence, user and lived experience to identify the homelessness challenges in the area, including those that may apply to specific groups of people, and priority actions
- evaluating the effectiveness of subgroup interventions
- coordinate and agree to all local funding bids, in respect of homelessness and rough sleeping
- identifying and co-ordinating across all partners the effective use of funding for homelessness services and interventions
- promoting and facilitating the joint commissioning of homelessness services and interventions where appropriate

In addition, six multi-agency subgroups will be established to support the priority objectives and ensure key actions are delivered.

Figure 3: New strategic action plan governance structure



These subgroups will be made up of relevant operational staff from various statutory, third sector and community services, including from organisations that contribute to the day-to-day delivery of homeless services in the city.

### Corporate Commitment

Progress towards achieving the strategy's aims and objectives will be measured and monitored on a regular basis. In order to achieve this the following activities will be carried out:

- The action plan (**appendix D**) will be reviewed on an annual basis with progress reported to Carlisle City Councils Executive; scrutinised by the Health and Wellbeing Overview and Scrutiny members; and championed by the Portfolio Holder

## Appendix E

- An annual update will be produced and shared including action plan progress and key homelessness
- An annual review day will be held with key stakeholders in Carlisle

In addition to the annual review of progress, the following key performance measures will be used to monitor the on-going success and progress of homelessness services in Carlisle:

- Number of homeless presentations and assessments (including negative homeless decisions)
- Number of positive prevention and relief cases
- Number of ineligible households and reasons
- Main reasons for homelessness
- Average length of stay in B&B
- Move on rates from temporary accommodation
- Average length of stay from temporary accommodation
- Number of rough sleepers supported
- Number of households experiencing domestic abuse supported

Further appropriate measures will be developed over time as the action plan is updated.

### Service User Involvement

A panel of service users will be assembled annually to review the progress of delivering the Strategic Action Plan, plus be consulted about the priorities for the year ahead. Their know-how will be used to ensure the activities carried out will have a relevant impact on the lives of those who it is intended to benefit.

Additionally, an annual service users survey will be carried-out, to seek views of what's working well and what could better in respect of the advice and assistance they receive to prevent or relieve homelessness and in relation to emergency accommodation including wider advice and support services.

### Glossary of terms and acronyms used

**Duty to Refer:** A duty on specified public authorities to refer service users who think they may be homeless or threatened with homelessness to local authority homelessness/housing options team. (Introduced in the Homelessness Reduction Act 2017)

**Local Housing Allowance Rate:** Local Housing Allowance (LHA) rates are used to calculate Housing Benefit for tenants renting from private landlords. LHA rates relate to the area in which you make your claim.

**MHCLG:** The Ministry of Housing, Communities and Local Government (formerly the Department for Communities and Local Government). The job of the MHCLG is to create great places to live and work, and to give more power to local people to shape what happens in their area.

## Appendix E

**PRS:** Private Rented Stock is a classification of housing in the UK. The basic PRS definition is: property owned by a landlord and leased to a tenant.

**Rent Bond Scheme** (or Rent Deposit Scheme): A rent deposit scheme could help if you can't afford a tenancy deposit to rent from a private landlord. Rent deposit schemes offer loans to be used as deposits. Usually, the scheme lends you the money in advance. You pay it back in instalments from your wages or benefits.

**Rough Sleeper:** A rough sleeper is someone whose housing situation falls into one of the following categories: sleeping in the open air, sleeping in tents, sleeping in cars or other vehicles or sleeping in abandoned buildings/other places not designed for habitation.

**Welfare Reform:** Changes in the operation of a welfare system with the aim of reducing the number of individuals dependent on government assistance.

**Health Needs Audit** This is a good practice way of gathering information about the health of people who are homeless in the local area, to determine need and gaps (supported by Homeless Link).

**Young Persons Protocol** Joint working protocol and guidance for staff within Children and Family and Homeless Services working with 16/17-year olds.

**MEH** Multiple Exclusion Homelessness is a description of people with complex needs who experience an overlap between homelessness, mental health problems, drug and alcohol dependency, street activities like begging, sex work or shoplifting, and experience of institutions such as prisons.

**NSNO** No Second Night Out is a national and local focus on helping those people who find themselves rough sleeping ensuring there is a rapid response to new rough sleepers and a service offer to ensure that they do not have to sleep out for a second night.

**Street Needs Audit** To gather information about the extent and nature of street activity working alongside key partners in Carlisle.

**SWEP** The Severe Weather Emergency Protocol is a local response to severe and winter provision in Carlisle to help prevent deaths on the streets to any rough sleepers caused by weather; this includes the cold where the weather is predicted to drop below 0 degrees for three days or more, but also extremes such as wind and rain.

**RRP** Rapid Rehousing Pathway is a national programme to assist rough sleepers, funded by the MHCLG

**RSI** Rough Sleeping Initiative is a national programme to assist rough sleepers, funded by the MHCLG

**DAP** domestic abuse partnership in Cumbria to support those at risk of homelessness as a result of domestic abuse, funded by MHCLG

**NSAP** Next Steps Accommodation programme to support rough sleepers, funded by the MHCLG



## Executive

Agenda  
Item:

**A.5**

Meeting Date: 13 January 2021  
Portfolio: Economy, Enterprise and Housing  
Key Decision: Yes  
Within Policy and Budget Framework No  
Public / Private Public

Title: St Cuthbert's Garden Village **Local Plan** consultation  
Report of: Corporate Director of Economic Development  
Report Number: ED.01/21

### Purpose / Summary:

To receive feedback from Economic Growth Scrutiny Panel on the St Cuthbert's Garden Village Local Plan preferred option policies which are being publicly consulted on between 10 November 2020 and 22 December 2020.

### Recommendations:

Executive is asked to:

1. Consider feedback on the preferred options for the St Cuthbert's Local Plan from Economic Growth Scrutiny Panel (26/11/20) and agree that this should be taken into consideration alongside other responses received during consultation when producing the next stage of the St Cuthbert's Local Plan.

### Tracking

Executive:	09/11/20 ED 39/20
EGSP:	26/11/20 ED 42/20

## **1. BACKGROUND**

- 1.1** St Cuthbert's Garden Village (SCGV) is embedded in the adopted Carlisle District Local Plan 2015 – 2030, which identifies land to the south of the City (referred to as Carlisle South via Policy SP 3) for growth for a major mixed-use development focussed on housing. The Policy commits the City Council to preparing a masterplan and a separate Development Plan Document (DPD). This DPD will be the St Cuthbert's Garden Village Local Plan.
- 1.2** Executive previously approved (Report ED 39/20 - 9 Nov 2020) the preferred options in the draft St Cuthbert's Local Plan for public consultation. Consultation commenced on 10 November 2020 closed on 22 December 2020. Approval to proceed with consultation was given by Executive ahead of the report going to Economic Growth Scrutiny Panel (EGSP), on the condition that comments made at EGSP would be presented to Executive in due course.

## **2. Economic Growth Scrutiny Panel Feedback**

- 2.1** The draft St Cuthbert's Local Plan was presented to EGSP on 26 November 2020 (Report: ED 42/20).
- 2.2** Feedback from EGSP was overall positive regarding the proposed policies within the draft Local Plan. Members applauded the amount of detail contained in the finalised St Cuthbert's Masterplan Framework which has informed the production of the St Cuthbert's Local Plan. EGSP raised the following queries on the Local Plan.
- 2.3 Affordable Housing Policy:** The Chair felt that the Affordable Housing Policy was rather short, she also considered that requirement to provide 20% affordable homes across the Garden Village was too low. She asked whether the policy could be strengthened. It was explained that this policy requirement was stipulated by central government as a condition of the Housing Infrastructure Funding for the Carlisle Southern Link Road and based on current evidence of need within the district. The policy requirement can be amended in future if data indicated that need has changed, or in light of consultation responses received prior to and following adoption of the Plan to ensure it reflects the most up to date thinking.
- 2.4 Impact of recent White Paper:** A question was raised about the impact the proposed changes to the planning system contained in the Government's recent White Paper would have on the emerging St Cuthbert's Local Plan. Advice provided to the Council by the Government's Chief Planner is to continue to progress the Local Plan through

the adoption process. Feedback on the Whitepaper suggests huge national interest that will likely take a number of years to process. It is unlikely that significant changes to the planning system will be made in the short term.

- 2.5 Community Land Trusts and Stewardship:** A question was asked as to whether the Stewardship policy would adopt a Community Land Trust Model. It is highly likely that there will be a need to utilise several different stewardship models for different types of development within the garden village. The purpose of the emerging policy will be to encourage developers to show they have considered which model will be most appropriate for their proposal and how it will be incorporated as part of the ongoing management of the development throughout its lifetime. Community Land Trusts will be one of those models applicants will need to consider.
- 2.6 Self and Custom Build Policy:** A Member noted that the last paragraph in the Self and Custom Build Policy stated that a construction on a plot must be completed in 3 years or it may revert back to the original developer. Given that the person(s) who were developing the plot would have purchased it, the Member questioned how feasible such an approach was. This clause was included in the policy to try and prevent blighted sites occurring within the Garden Village whereby a larger development site is spoiled by the presence of a failed or unreasonably stalled self/custom build plot. This policy will be reviewed in response to comments received through the consultation, and in response to this query raised at EGSP. All policies in the Local Plan will include additional supporting text as part of their 'reasoned justification'. This will give greater explanation of the action the Council would take in the event of a self or custom build plot not being delivered. It is likely that the Council would want to intervene in a positive way to see how development could be completed. This policy will therefore likely require some further, revised wording.

### **3. CONSULTATION**

- 3.1** At the time of writing, consultation on the preferred options for the Local Plan is underway and will close on 22 December 2020. In some cases, such as for the local Parish Councils, an extension for this date to 13 January 2021 has been granted.
- 3.2** A number of themes are emerging from consultation responses so far. Concerns have been raised from several Cummersdale residents regarding matters such as the proximity of new development to the existing village. There has also been a strong positive response to policies addressing the provision for new infrastructure, particularly broadband internet and green infrastructure. It should be noted that this only provides a snapshot. It is anticipated that more comments will be submitted

during the final days of the consultation. A further update will be provided to the Executive at its meeting.

#### **4. Next Steps**

- 4.1** Responses from EGSP will be taken into consideration for the next stage of the Local Plan. When feedback on the planning policies has been received and analysed, together with looking at any new evidence and issues that have arisen, the Local Plan will be refined into a version which is known as the 'Publication' final draft that must be published under the relevant Regulations for a further round of consultation before submitting the document to the Secretary of State (Planning Inspectorate) for independent examination.

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

- 5.1** Members approved the draft St Cuthbert's Local Plan for public consultation on 9 November 2020, allowing it to proceed ahead of consideration by the Economic Growth Scrutiny Panel provided that EGSP comments were fed back to the Executive at a later date. EGSP considered the draft Local Plan on 26 November 2020. The minutes of this meeting state the following was resolved:

- 1) That the panel had scrutinised report ED 42/20;
- 2) That the Affordable Housing Policy [in the draft Local Plan] be revisited and consideration given to raising the requirement for affordable homes provision;
- 3) That the wording of the Self and Custom Build Policy be reviewed.

- 5.2** Members are asked to consider this feedback from EGSP and to agree that it be included for consideration along with all other comments received during public consultation on the preferred options for the St Cuthbert's Local Plan. These comments will be used to amend and update the next stage of the Local Plan.

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

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

- *“supporting the growth of more high quality and sustainable business and employment opportunities”* – through identifying new sites for development and opportunities to better balance the local economy;



- *“addressing Carlisle’s current and future housing needs”* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;
- *“working more effectively with partners to achieve the City Council’s priorities”* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

**Contact Officer:** Neil Cole

**Ext:** 07547 414560

**Appendices attached to report:** St Cuthbert’s Local Plan draft policies.

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

- ED 17/17 Report to Executive – St Cuthbert’s Garden Village
- ED 06/19 Report to Executive – St Cuthbert’s Garden Village Key Next Steps
- ED 28/19 Report to EGSP St Cuthbert’s Garden Village Progress Update
- ED 17/20 Report to Leader – Key Next Steps
- ED 39/20 Report to Executive – St Cuthbert’s Garden Village Consultation
- ED 42/20 Report to EGSP – St Cuthbert’s Garden Village Local Plan Consultation

## **CORPORATE IMPLICATIONS:**

**LEGAL** – Ultimately, any resultant Development Plan Documents will need to be approved in accordance with Article 4 of the Constitution and the Budget and Policy Framework.

**FINANCE** – The Council has recognised St Cuthbert’s Garden Village as a key project for the City and surrounding area. Funding has been provided within the MTFP to formally adopt an appropriate and comprehensive masterplan and delivery strategy for the SCGV.

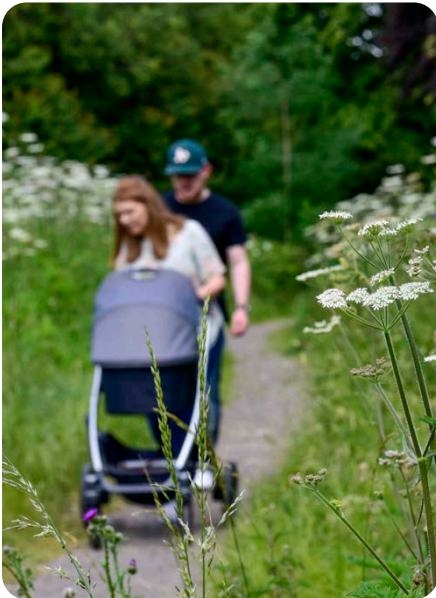
**EQUALITY** – The St Cuthbert’s Garden Village Local Plan will be subject to an Equality Impact Assessment process at key stages of its preparation.

**PROPERTY** – no comments.

**INFORMATION GOVERNANCE** – The consultation process must comply with Data Protection Legislation by ensuring an appropriate privacy notice is provided to all consultees who contribute and provide personal information. Appropriate governance processes must also be embedded to ensure any gathering and subsequent disclosure of information is appropriate.



[www.stcuthbertsgv.co.uk](http://www.stcuthbertsgv.co.uk)



# St Cuthbert's Garden Village Local Plan

## Preferred Option Policies

10 November - 22 December 2020 Consultation

## Covid 19 statement

Coronavirus has affected all of our lives and the way we live. Interaction with friends, businesses and community and other events and initiatives has changed. We have a strong track record of seeking the views of a whole cross section of people who might be interested in the St Cuthbert's project, and we have done this in a variety of ways over the past two years. One of the most popular and easy to access ways that we connect with people is through holding public drop in events in a variety of locations at hours that suit as many people as possible.

This is not currently possible due to restrictions on public gathering. However, we are keen to show the progress that has been made on the Local Plan for St Cuthbert's and receive your feedback. We are consulting throughout November and December using digital means and have designed a simple questionnaire to capture your thoughts. There are more details on how to get involved below.

## How to get involved

We are keen to get your views on our proposed draft policies for the St Cuthbert's Local Plan. These policies are still very much in draft form and we would welcome your feedback on the areas that need more work in order to provide a strong policy framework for delivering against the vision and objectives of the garden village. Public consultation on this document: St Cuthbert's Garden Village Local Plan Preferred Option Policies is invited across a six-week period from **Tuesday 10 November until Tuesday 22 December 2020**. Comments can be made via the [on-line consultation questionnaire](#) or by emailing us at [stcuthbertsgv@carlisle.gov.uk](mailto:stcuthbertsgv@carlisle.gov.uk). Due to the current situation we would encourage responses to be made in a digital format, however if this is not possible please send your responses to:

**St Cuthbert's Garden Village  
Economic Development  
Carlisle City Council  
Civic Centre  
Carlisle  
CA3 8QG**

## Introduction

### What is this document about?

This document does a number of things. It sets out the feedback that was received at the Options stage of consultation last autumn with respect to the St Cuthbert's Garden Village Local Plan. It also shows progress that has been made on refining the objectives and it sets out the draft text of the policies that will be included. The Local Plan will set out the statutory policy framework for the delivery of the St Cuthbert's Garden Village vision and Masterplan. Key to the Local Plan will be a set of strategic objectives underpinned by a suite of planning policies that will guide development within the garden village area. We are therefore seeking your views on the emerging draft policies as set out in the table below. The document also explains the relationship between the St Cuthbert's Garden Village Masterplan and the proposed Local Plan.

There is already an adopted Local Plan which covers the whole of Carlisle District. Appendix 2 sets out those policies from the adopted [District-wide Local Plan](#) which will also be relevant in the St Cuthbert's area.

## Background

St Cuthbert's Garden Village was initially identified in the adopted Carlisle District Local Plan 2015-2030 under Policy SP3. This policy 'Broad location for growth: Carlisle South' identified a large area for a major housing led mixed-use development. This policy also commits Carlisle City Council to prepare a separate masterplan and Development Plan Document (DPD). This DPD will be the St Cuthbert's Garden Village Local Plan. The Local Plan will:

1. Provide more detail on how and when the strategic requirements set out in this policy will be delivered;
2. Set a framework to guide the preparation of future planning applications;
3. Provide a framework against which future planning applications will be assessed;
4. Enable and support the timely delivery of infrastructure provision; and
5. Facilitate the delivery of land release to help address the imbalance of employment land between the north and south of the City.

## St Cuthbert's Garden Village Evidence Base

The masterplan framework, within which sit individual frameworks covering areas such as green infrastructure, design, land use, movement and access, and infrastructure is an evidence base which has been used to inform the St Cuthbert's Garden Village Local Plan. Our wider evidence base also includes the following:

- Strategic Housing Market Assessment update – July 2019;
- Interim Housing Market Demand and Capacity Assessment – Sept 2018;
- Self and Custom Build Understanding Demand – June 2020
- Gypsy and Traveller Accommodation Assessment being progressed jointly with other Cumbrian Districts and Public Sector Partners;
- St Cuthbert's Climate Change Strategy; and
- Local Cycling and Walking Infrastructure Plan – being led by Cumbria County Council'

The full suite of evidence that has informed the Local Plan to this point can be found at: <https://www.stcuthbertsgv.co.uk/EVIDENCE-BASE>

It is likely that further evidence will be needed to underpin the Local Plan as it evolves towards Publication. The main areas that this is needed to cover will be viability, strategic flood risk and the Infrastructure Delivery Plan.

## The St Cuthbert's Garden Village Local Plan

The development of St Cuthbert's Garden Village is a long-term project with delivery anticipated to last until at least 2050. This Local Plan will focus on the initial period to 2030 at which point it will be reviewed.

This Local Plan will include site allocations to provide the right amount of homes, sufficient and appropriate land to provide a range of local and more strategic employment locations and areas designated as district and local centres where the right conditions will be created to provide retail, leisure, health and other community facilities.

It will need to ensure that the natural environment that will be created within and between the new communities is designed to the highest quality, delivered at the right time, and protected from future harm.

The Local Plan will also have to make provision for the right infrastructure to support the proposed level of development, and safeguard any land required to support the development of this infrastructure. It will guide the phasing of all these measures, setting out what should be developed and by when in order to ensure that new homes are adequately served by community, transport and utility infrastructure.

As this Local Plan will be specifically for the Garden Village, it is important that it delivers against the established garden village principles drawn up by the Town and Country Planning Association (TCPA), <https://www.tcpa.org.uk/garden-city-principles> and the nine guiding principles developed as part of the masterplanning stage one process.

The Local Plan will be a statutory document and will therefore be important when assessing and making decisions on all future planning applications in the Garden Village area.



Preparing a Local Plan is complex, and the key milestones for carrying this out are set out in the Council's Local Development Scheme. The following provides an overview of the envisaged key time periods:

Key Milestone	
Preferred Options Consultation	Winter 2020
Regulation 19 Consultation	Spring 2021
Submission	Autumn 2021
Examination	Winter 2021
Adoption	July 2022

The Local Plan also has to be informed by a Sustainability Appraisal (SA) which is a legal requirement. The SA ensures that we are taking reasonable alternatives into account for delivering the development we need in each of the proposed new villages, and that the planning policies which sit alongside the allocations ensure that we are doing this in a balanced way taking account of environmental, economic and social considerations. The scope of the SA has been established at Stage 1 masterplanning (Scope of SA).

As the Local Plan policies emerge, they are subject to an ongoing Habitats Regulations Assessment (HRA) to identify any likely significant effects on the River Caldew, which is part of the River Eden and Tributaries Special Area of Conservation (SAC), a designation which denotes that the site is of European importance.

## How does the St Cuthbert's Garden Village Local Plan fit in with the wider planning process?

The Local Plan will have to be consistent with Government policy and guidance as set out in the National Planning Policy Framework (NPPF) and the supporting National Planning Practice Guidance (NPPG). The St Cuthbert's Garden Village Local Plan will form part of the Development Plan for the wider area which includes the relevant policies in the adopted Carlisle District Local Plan 2015-2030 (as detailed in appendix 2), the Cumbria Minerals and Waste Local Plan and adopted Neighbourhood Plans.

As part of the legal 'Duty to Cooperate' we have been and continue to work alongside neighbouring local planning authorities (together with other defined agencies such as the Environment Agency and Natural England) to ensure that there are no cross boundary strategic issues that have not been resolved.

To support the early development phases of St Cuthbert's and ensure quality is safeguarded from the outset, prior to the formal adoption of the dedicated St Cuthbert's Local Plan, we are also preparing and consulting on the "St Cuthbert's Garden Village Strategic Design Supplementary Planning Document" (SPD) which will be adopted ahead of the Local Plan. This will be a material planning consideration for the purposes of assessing planning applications that may come forward in the short term and will remain in operation alongside the Local Plan (once adopted), providing detailed design guidance to help articulate what is meant by 'high quality design within the context of St Cuthbert's'.

## Next Steps

When all the feedback on the draft planning policies has been received and analysed, together with looking at any new evidence and issues that have arisen, the Local Plan will be refined into a 'Publication' version, which will again be consulted on. This Local Plan will be the document that we intend to submit to the Secretary of State (Planning Inspectorate) for independent examination.

### Scope of Policies for consultation

It is important that the policies which are set out below help to deliver the vision and the nine guiding principles that were established at Stage One of the Masterplanning. In order to do this, we have developed three strategic objectives and the policies aim to make provision for the delivery of both the objectives and the principles.



**1: Start with the Park:** Deliver a landscape-led masterplan that harnesses the rivers, world class views and woodlands to create a network of unique, high quality, active landscapes and new destinations.



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



**3: Quality Homes and Lifetime Neighbourhoods:** Promote a mix of high-quality homes in distinct and integrated lifetime neighbourhoods.



**4: Community Focused:** Focus inclusive communities around a hierarchy of excellent facilities clustered around village centres.



**5: Innovative Employment Opportunities:** Support a variety of entrepreneurial and creative employment and skills opportunities.



**6: Healthy Environments:** Promote health and well-being through accessible facilities and healthy lifestyles for all ages.



**7: Smart and Sustainable Living:** Support low carbon living through sustainable planning, transport and energy.



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



**9: Exemplary Delivery and Stewardship:** Continue to positively engage a range of people and communities in design, delivery and stewardship.



## St Cuthbert's Garden Village Carlisle

### St Cuthbert's Vision

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

The Objectives have been updated following consultation with the public and key stakeholders. Changes to each objective have been highlighted below, with a short statement for each setting out the key points arising from the autumn 2019 consultation. We have renamed the objectives to reflect the community approach to St Cuthbert's.





## Social Objective feedback:

52 responses were received to this objective, with 31 responding positively that the objective would deliver against the vision and principles, whilst 22 considered that it would not achieve this aim.

There was a general concern that jobs, healthcare, and delivery of other supporting infrastructure is key to achieving the aims of the social objective but a lack of confidence that this would actually happen. A number of comments referred to the need for larger private gardens as well as communal or allotment space. However, another stated that people don't always have time to grow their own food. One comment stated that there needs to be a greater reference to how this plan integrates with what is happening in the City Centre and the wider region and pick up a greater emphasis on low carbon living. Delivery of all the elements of the project, as well as long term maintenance of, for example, green infrastructure, were highlighted as areas that will need greater consideration.

Some of these issues will be picked up in the amended objective below, and some will be addressed through specific Local Plan policies.

### Thriving communities

“To promote the right conditions for the development of locally distinctive communities with sustainably constructed and affordable homes of a range of types and tenures, which allow people to live a low carbon lifestyle. These homes will meet both local needs and attract people into the area. To create an environment which promotes social interaction, and enables and supports healthy lifestyles, through the high-quality design of social, recreational and cultural facilities.

To address identified local health and wellbeing needs through both the provision of health care and a physical and social

environment which allows people to make healthy choices such as means of travel, recreation, or opportunities to grow their own food. Long term stewardship of community infrastructure will be integral to the success of the garden village.

To promote an environment where accessibility to services, amenities and facilities is safe and attractive by virtue of high-quality design and layout, in particular with first class cycling walking and public transport routes, connecting with the City Centre and the wider area around St Cuthbert's.”



## Economic Objective feedback:

45 people responded to this question, 27 (60%) felt this objective would deliver against the vision and objectives whilst 18 people considered that the objective would not.

There is a degree of scepticism around this objective and the real likelihood that the Garden Village will deliver economic growth. Some respondents have questioned the ability to attract new businesses to the area. There is support for the approach to integrated small-scale workspace as part of a wider range of village facilities.

St Cuthbert's is part of a wider package of measures which will seek to address fully or in part the longer-term economic impacts which are affecting long-term sustainability.

### Enterprising Communities

“To contribute towards realising Carlisle’s ambitious plans for growth.

To support the expansion of the workforce through the creation of attractive and diverse communities to live, recreate and work attracting people of all ages to settle within the area as well as encouraging our young people to stay within the District.

To bolster the local economy providing a high-quality environment, which supports existing and expanding firms locally, alongside a range of innovative and sustainable employment opportunities capitalising on the strengths of the location as a key interchange for north-south and east-west destinations and being responsive to meeting the demands of future working practices and workspace requirements.

To create the right conditions and opportunities to increase the regional and national prominence of Carlisle, harnessing the area’s substantial assets to draw a greater level of inward investment into the District. Ensure that St Cuthbert’s Garden Village, through its location and the scale of the opportunity it presents, will play a key role in supporting many of the objectives and projects of Cumbria’s Local Industrial Strategy and The Borderlands Partnership such as growing and using our talent pool, improving productivity, innovation and enterprise potential, and improving connectivity.”



## Natural Environment Objective feedback:

48 people responded to this question, 31 (65%) felt this objective would deliver against the vision and objectives whilst 17 people considered that the objective would not.

Generally, people were enthusiastic about this objective and the principle of emphasising the importance of protecting and enhancing the natural environment within the Garden Village. In response to comments received at consultation, changes were made to ensure the objective picks up on the importance of ensuring new development recognises the important landscape setting of St Cuthbert's. Comments also sought to highlight the need to protect the ecological services provided by natural assets across the area, and that development should seek to restore and enhance the natural environment wherever possible.

There was strong and clear support for the principle of environmental net gain, which includes biodiversity net gain, and a strong desire to see this reflected within planning policy for St Cuthbert's. There was also some concern that any gains or enhancements to the natural environment could end up being short-term, and that it was therefore vital to establish some form of protection for natural assets in perpetuity, emphasising the importance of clear mechanisms for the ongoing maintenance and stewardship for green infrastructure.

### Outdoor Communities

"To ensure that St Cuthbert's is always a garden first, complementing and contributing to its internationally important landscape setting.

To enable everyone to have easy access to vibrant and vital natural spaces, which teem with life and diversity, providing excellent and inclusive opportunities for recreation, education, and reflection. To create rich green spaces that are valued for their inherent beauty and the important ecological services they provide.

To provide people with healthier and more environmentally friendly options for travel and play and to establish logical, and holistic natural networks that connect communities and habitats to form the beating green heart of the garden village.

To meaningfully enrich the plan area's natural environment, creating, restoring and enhancing habitats, wildlife and other natural assets wherever the opportunity is presented, to ensure that all new development delivers a measurable environmental net gain across the Garden Village.

To establish reliable mechanisms for the on-going maintenance, stewardship and protection of environmental assets and green infrastructure in perpetuity."

The table below shows the policy development from the initial scope to the current draft wording. In order to assist us in shaping the Policies, each policy has a number of questions associated with it which we would like to hear your views on. However, we also welcome feedback on wider aspects of each policy, for example

- To the specific wording we have used, are they clear and not open to an alternative interpretation?
- Are there other matters within those policies that we have missed?
- Are there additional policies that the Plan must include?

[A consultation questionnaire has been produced to help you respond to these questions.](#)

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
Approach to strategic land uses 1, 3, 4, 6, 8	This will be an allocations policy that will set out the size and location of land for: residential, SUDS and other drainage, community facilities (education, retail, health, community space, libraries, leisure) and strategic green and blue infrastructure. This policy will also guard against a piecemeal approach to development.	<ul style="list-style-type: none"> <li>• Policy must be extremely robust in preventing piecemeal development.</li> <li>• Ensure a mix of housing types and sizes in each sector</li> <li>• Constraints need to be considered in detail to avoid delays to delivery after plan is adopted. Sites that are able to be delivered quickly should be considered within early phases and existing infrastructure utilised where appropriate.</li> <li>• More radical green planning and delivery needed.</li> <li>• Developers need to be strictly monitored as the current drainage system, transport, road maintenance, schools and doctors are stretched to breaking point.</li> </ul> <p><b>Continues...</b></p>	<ul style="list-style-type: none"> <li>• The masterplan identifies broad phases which will be tested though consultation and the phasing plan is attached to the draft Garden Village Local Plan</li> <li>• An infrastructure schedule accompanies the masterplan and will be expanded upon as the ongoing work with infrastructure providers continues. This work will inform the evolution of a full Infrastructure Delivery Plan - which will underpin the requirement for strategic infrastructure i.e. education and identify trigger points for when this will be delivered.</li> <li>• The policy will therefore provide certainty around where and when infrastructure must be delivered.</li> </ul> <p><b>Continues...</b></p>

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
		<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Developers should be challenged and held to account in respect of ensuring effective SuDS are provided. Example of surface water flooding near Cummersdale given.</li> <li>• This is the key part of the proposal, how to bring disparate and competing landowners on board will make or break the project.</li> <li>• Self-building and ensuring that small-scale locally based builders have the opportunity to participate.</li> <li>• This must ensure that green space is maintained - there is a risk of increased air pollution/flooding in an area where there are not currently any significant issues.</li> </ul>	<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Research into best practice continues with a range of different stewardship models to help identify the most appropriate way forward in St Cuthbert's.</li> <li>• Work is currently also focussed on which delivery model is most appropriate across the area, and whether a combination of approaches may be necessary.</li> </ul>

## Delivering St Cuthbert's

To meet the needs of existing and future communities, in the first phase which is up to 2030, the Plan will ensure that sufficient provision of land in sustainable locations is made available for the delivery of new homes, jobs and infrastructure within the defined Garden Village areas of Carlton, Durdar, the edge of Carlisle and Cummersdale.

Specific sites have been identified, in accordance with the phasing identified in the masterplan, to deliver the Garden Village vision in accordance with the agreed Garden Village principles and objectives within the Garden Village area as follows:

### Housing

Land at Carleton, Durdar and Cummersdale, as shown on the Policies Map to accommodate approximately 2000 new homes between 2022 and 2030 as follows: Carlisle Edge approximately 500 homes; Carleton 1000; Cummersdale 500. In bringing forward housing development within this phase, developers will need to demonstrate that their proposals contribute to an overall mix of dwelling types, sizes, and tenures which help to meet identified local housing need, and the development of mixed and sustainable communities.

### Employment

A broad location for strategic employment growth is safeguarded to the East of Junction 42. Local employment sites will be located within or close to the local or district centres at Durdar 5ha; Carleton 0.5ha; Cummersdale 0.5ha in a mixture of flexible spaces and small business park/employment hub.

### Green Infrastructure and Blue Infrastructure

St Cuthbert's Greenway is identified on the Policies Map as a key piece of strategic green infrastructure. This will provide multi-modal active travel and recreational opportunities, together with providing a biodiversity corridor. Other high quality and accessible open space will be provided in accordance with the open space distribution as shown on the open space typology map. All land identified within any of the greenspace typologies will be protected from development which would harm their intended use. Green space will be delivered in accordance with the quantum set out in the Strategic Design Supplementary Planning Document.

### Community Facilities

Local centres are identified in Carleton, Durdar and Cummersdale to make provision for retail, leisure facilities, healthcare, education and flexible work-space uses to serve the needs of the local communities. It is anticipated that Cummersdale and Carleton local centres would come forward in phase 1 in accordance with the phasing schedule.

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### **Education**

Primary and secondary schools will be located as follows:

Durdar 3 x 2FE primary schools and 1 x 10FE secondary school.

Carleton 1 x 1FE primary school. Cummersdale

1 x 1FE primary school.

Sites coming forward outside of uses shown on the land use framework on the masterplan illustration, or outside of the identified phasing must demonstrate how they deliver against the established Garden Village principles, must not prejudice the delivery of the vision, principles and key drivers that have been identified for the Garden Village through the masterplanning process, and must contribute towards the strategic infrastructure required for the wider area.

### **Carlisle Southern Link Road**

Land will be safeguarded for the route of the Carlisle Southern Link Road, the associated shared pedestrian and cycle way, the strategic planting required in association with the road, and for the Durdar spur road.

### **Questions**

Is the policy sufficiently strong and clear enough to prevent piecemeal development?

Does the policy give sufficient direction as to what land-uses are required in the different communities?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<b>Planning obligations</b>  1, 4, 6, 7, 8	<p>This policy will be informed by the Infrastructure Delivery Plan (IDP). This policy will cover how funding will be secured, for example through developer contributions. Sets out the need, timing and, where appropriate, location of services, facilities and infrastructure that need to be provided by the development, including trigger mechanisms.</p>	<ul style="list-style-type: none"> <li>• Overall, there was support for an IDP to be produced. However, there was scepticism as to the timely delivery of infrastructure due to recent events within the District.</li> <li>• Identification that infrastructure needs to go beyond the boundaries of St Cuthbert's especially with the existing highways network.</li> <li>• The need for viability to be taken into consideration when establishing the level of developer contributions was essential.</li> <li>• Timing of delivery of essential infrastructure was deemed to be important and should be a priority from the outset.</li> </ul>	<ul style="list-style-type: none"> <li>• Concerns regarding the importance of infrastructure to stakeholders is recognised so an Infrastructure &amp; Viability project group was established at the outset of the project and dialogue has been maintained with key infrastructure providers throughout.</li> <li>• High level viability assessments have been undertaken alongside the Masterplan Stage 2 but will be subject to refinement as the emerging St Cuthbert's Local Plan is developed.</li> <li>• Alongside the Masterplan Framework will be an outline Infrastructure Schedule.</li> <li>• Viability and a full IDP will be used to inform the type, triggers and method of developer contributions required to support the new communities.</li> </ul>

Further work required to support and inform this policy:

- Fully costed and phased Infrastructure Delivery Plan.
- Whole Plan Viability Assessment.



## **Policy: Planning Obligations**

Proposals will be required to deliver or contribute towards the timely provision of essential supporting infrastructure either directly as part of the delivery of the new communities, or through an appropriate financial contribution.

On larger applications within a new community, which will require a phasing schedule based on the infrastructure requirements identified within the St Cuthbert's Infrastructure Delivery Plan, the ability to move from one phase to the next will be dependant on the infrastructure detailed in previous phase(s) having been delivered.

Proposals will be expected to provide, or contribute to, the infrastructure identified in order to make the development acceptable. The phase, scale and nature of the contribution will be proportionate to the size and type of proposal and will be based on the St Cuthbert's Infrastructure Delivery Plan and established through the development management process.

### **Multiple land Ownership**

Where land for a new community is in multiple ownership, it will be ensured that all applicants make a proportionate contribution to any developer contributions required to enable delivery of the whole site as well as those specific to their individual proposal.

### **Artificial splitting of sites**

Where there is evidence that a site or a proposal has been artificially split in order to avoid policy requirements by being below any relevant size/dwelling threshold, the Council will consider whether it would be appropriate to apply the policy

requirements to each of the smaller sites individually irrespective of their size/number of dwellings in order to secure planning obligations in accordance with this plan. In determining whether separate sites should be aggregated to form a single site for the purposes of applying this policy, the city council will consider:

- I. Existing and previous land ownership;
- II. Whether the areas of land could be considered to be a single site for planning purposes; and
- III. Whether the development should be treated as a single development.

The city council will consider each application on the facts as a matter of planning judgement.

### **Forward Funding**

It may be in order to facilitate behavioural change and modal shift; alternative sources of finance may be sourced to forward fund infrastructure to support development. In the absence of the forward funded infrastructure being in place, development would be expected to contribute towards the delivery of such infrastructure and in the absence of which, planning permission would not be granted. In these instances, an equivalent contribution will be expected to be made as the proposed development is benefitting from this early delivery.

The land identified to deliver the new communities within St Cuthbert's has benefited from the early delivery of the Carlisle Southern Link Road (CSLR) the funding of which has been provided through the Government's Housing Infrastructure Fund

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and a combined £10 million from Carlisle City Council and Cumbria County Council. All development will need to make a contribution towards the repayment of the £10 million forward.

### Reduced planning obligations

It is expected that development that provides full policy requirements will be granted planning permission. Consideration will only be given to a request for reduced planning obligations compared to policy requirements where:

- I. The applicant has submitted a viability appraisal that is based upon and refers back to the viability assessment that has informed this Plan, and provides evidence of what has changed since then;
- II. The value of the planning obligations has been maximised having regard to likely viability;
- III. A clawback mechanism has been incorporated into a legal agreement, where appropriate, to ensure that additional mitigation is provided if final development viability is better than anticipated in the viability assessment; and
- IV. The benefits of the development outweigh the lack of full mitigation for its impacts, having regard to other material considerations; and
- V. In exceptional circumstances consideration may be given to alternative proposals to those within the Infrastructure Delivery Plan and Phasing Schedule if it can be evidenced that the proposals offer a genuine opportunity to deliver the infrastructure required to support the new communities in a timely manner.

Where a viability appraisal is submitted by an applicant in order to justify a reduced contribution, it and any revisions to it will be published prior to the determination of the planning application unless there are exceptional circumstances. Where such exceptional circumstances exist, an executive summary that includes enough information to enable the public to fully understand the main inputs and conclusions of the appraisal must be provided and published. The costs relating to submitting such an appraisal must be borne by the applicant.

### Questions

In order to take into account, the continually changing market, should there be a mechanism to review contributions at fixed stages throughout a development:

1. Should this only apply to a certain threshold? If so, what threshold do you suggest?
2. What fixed stages would be deemed appropriate?
3. Do you agree that any re-assessment should be equally applicable in a rising market as a falling market?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<p>Phasing, implementation and stewardship</p> <p>1, 4, 6, 7, 8, 9</p>	<p>The policy will set out the phasing of development such as infrastructure, neighbourhoods, open space etc including:</p> <ul style="list-style-type: none"> <li>• the requirement for early phases to provide self-sustaining communities capable of functioning in their own right as the villages develop.</li> <li>• identification of trigger points for provision of infrastructure, services and facilities -the need to achieve and maintain a rate of development in line with the defined annual targets.</li> <li>• the requirement for developers to sign up to chosen stewardship model.</li> </ul>	<ul style="list-style-type: none"> <li>• Central village community centre to help facilities to be contained.</li> <li>• Infrastructure especially SuDS and waste water treatment needs to be in place first.</li> <li>• Disagree with third bullet point (rate of development).</li> <li>• School provision needs to be in place before the building phase is completed. Affordable homes needed as some of the areas are on the outskirts of low-income families.</li> <li>• How can communities be self-sustaining when we are taking away farming community and there are no allotments. Self-sustaining not all about education and employment.</li> <li>• Perhaps forming key alliances or joint ventures to ensure a consistent and balanced delivery of private and affordable housing through the life of the project.</li> <li>• Must have engagement and commitment from future employer/ employment opportunities players.</li> </ul>	<ul style="list-style-type: none"> <li>• An infrastructure schedule accompanies the masterplan and will be expanded upon as the ongoing work with infrastructure providers continues. This work will inform the evolution of a full Infrastructure Delivery Plan - which will underpin the requirement for strategic and community infrastructure</li> <li>• Research into best practice continues with a range of different stewardship models to help identify the most appropriate way forward in St Cuthbert's.</li> <li>• Work is currently also focussed on which delivery model is most appropriate across the area, and whether a combination of approaches may be necessary.</li> <li>• The policy now solely covers stewardship as phasing is addressed in the Delivering St Cuthbert's policy.</li> </ul>

### **Policy: Stewardship**

Development proposals of the following types must be designed to take into account, and must clearly identify how, ongoing operation, management, and maintenance arrangements will be secured:

- Leisure facilities;
- Allotments, community orchards and woodlands;
- The public realm;
- Open spaces including strategic and local and semi natural greenspace;
- Pedestrian and cycle paths;
- Community buildings;
- Development that results in biodiversity net gain; and
- Sustainable Drainage Systems.

The quality of all assets that require ongoing and long-term stewardship, and are proposed to be managed on completion by a trust or other community body, must be of the highest standards, and the specific requirements will be set out in a Section 106 agreement. Alternatively, where a trust or other community body agree, the asset can be handed over before completion, provided that specific measures are in place, including financial measures, to enable the completion and operation of the community asset to the highest standards.

### **Questions:**

1. Does the policy contain a sufficient range of development types to which stewardship arrangements must apply?
2. Should the policy contain more detail on the stewardship arrangements that would be acceptable?
3. Should the policy address how the increase in land value is to be used to provide long-term stewardship of community assets?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<p>Affordable and specialist housing policy</p> <p>2, 3, 4, 6, 7, 9</p>	<p>This policy could cover the full range of local housing needs including affordable, extra care, provision for Gypsies and Travellers, and allocation of land for self and custom build. Depending on evidence of need the policy requirements could differentiate across the proposed communities.</p>	<ul style="list-style-type: none"> <li>• Need to define what ‘affordable’ means. It should be based on Carlisle incomes.</li> <li>• Support the opportunity for self and custom builds, provided that they contribute to the environmental and landscape vision for the area.</li> <li>• Several comments questioned the need to make provision for Gypsies and Travellers.</li> <li>• The % requirements for affordable housing should be the same across all the communities to ensure equality of provision.</li> <li>• The policy feels a little light. perhaps state in requirements in greater detail to ensure this key contribution to society isn’t diluted or lost.</li> <li>• The policy will devalue existing property and discourage people from moving to the area.</li> <li>• Affordable provision for an ageing population is important, including bungalows.</li> </ul>	<ul style="list-style-type: none"> <li>• The policy for affordable housing will include a requirement for 20% of all homes to be affordable across the garden village area.</li> <li>• The 20% provision will be split evenly between affordable rent and intermediate tenure.</li> <li>• This approach has already been taken with the Homes England planning application for their land at Carleton Clinic.</li> <li>• The provision of affordable housing will be monitored through future planning applications In recognition of the substantial role that Registered Providers will play, there is an ongoing workstream around market engagement and the need to fully understand Registered Providers ability to invest in areas for the long term and attract grant funding.</li> <li>• A County-wide GTAA is currently being undertaken to provide an evidence base to set pitch targets for Gypsies and Travellers.</li> <li>• Custom and self build to be addressed through a separate policy.</li> </ul>

### **Policy: Affordable Housing Policy**

Development proposals of 11 or more houses will be required to deliver 20% affordable housing on site, with a tenure split of 50% for social or affordable rent and 50% for intermediate low cost home ownership housing.

A lower proportion or different tenure split may be permitted where it can be clearly demonstrated by way of a financial appraisal that the development would not be financially viable, or where the proposed mix better aligns with local needs. Early dialogue with the Council on this matter will be essential.

The location of affordable housing within the layout of a site must not be concentrated in one location and must be designed to integrate with other housing or uses on the site.

The opportunity to secure affordable Extra Care housing or other supported housing schemes as part of the wider affordable housing mix on development sites will be sought where it is considered to meet needs and the site is in an appropriate location.

This policy will operate within the context of national policy and will be implemented with regard to any relevant future changes including to the definition of affordable housing.

### **Questions:**

1. Should the policy include a % requirement for specific affordable house types on site e.g. bungalows or apartments?
2. Should the policy have a higher threshold above which the requirement to provide affordable housing will be triggered?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consulta- tion	Commentary
<p>Health</p> <p>1, 2, 3, 6, 8</p>	<p>This policy will aim to set the spatial distribution of health and wellbeing infrastructure so that every resident can access equally the benefits of both the environment and the facilities in the new community.</p> <p>The Local Plan will be subject to a Health Impact Assessment (HIA).</p>	<ul style="list-style-type: none"> <li>• Many concerns were raised about the capacity of existing health facilities to cope with any increased demand.</li> <li>• Support for the need for additional services but concerns regarding current staffing shortages.</li> <li>• Recognition that health extends to the physical environment too but concerns that by developing on the area would take away outdoor space that residents currently enjoy.</li> <li>• Recognition that policy should address the needs of disabilities too.</li> </ul>	<ul style="list-style-type: none"> <li>• Health has been a two-pronged approach being the access to treatment and the potential for improving health through the environment. Principle No 1 'Start with the Park'. Some of the health outcomes may be also be integrated in other policies i.e. Approach to Strategic land uses and Phasing Implementation and Stewardship.</li> <li>• St Cuthbert's was selected to become one of 6 regions to be part of the healthy New Towns Learning and Implementation Group where best practice is shared.</li> <li>• Director of Public Health Cumbria has been a key stakeholder from the project inception, and we have been kept abreast of the reorganisation of health services and the local impact.</li> <li>• A facilitated meeting by the Director of Public Health with key health personnel took place in July 2019.</li> <li>• Existing groups/forums have been used, such as Dementia Alliance Partnership, Rotary Club, Carlisle Partnership, and Carlisle Ambassadors to help identify key issues.</li> <li>• The development of the Masterplan Framework was subject to a Health Impact Assessment.</li> <li>• Covid 19 and the pressures on the health providers has meant that recent activities could not take place. However, it has brought health to the forefront and St Cuthbert's can provide the opportunity to build on the lessons learnt so through policy, healthy communities can be encouraged and achieved.</li> </ul>

The objectives for St Cuthbert's to provide the opportunities for a healthy lifestyle and to enable residents to live in their own home for longer are achieved through improved health outcomes from the associated policies i.e. access to open space and low carbon living.

It is therefore proposed that health indicators are highlighted within a policy monitoring framework to assess the overall impact on health within the new communities and the wider District.

Further work required to support and inform this approach:

- A Health Needs Assessment to be undertaken.
- A Health Impact Assessment of the St Cuthbert's Local Plan.



Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<p>Climate change resilience and carbon reduction</p> <p>1, 2, 7, 8</p>	<p>The policy could aim to ensure that issues raised by predicted climate change are tackled together with setting out measures to address carbon reduction. It could cover alternative energy sources, promote sustainable construction methods and green and low carbon technologies.</p>	<ul style="list-style-type: none"> <li>• Solar panels to all new builds, or photo voltaic. Grass roofs. Charging points.</li> <li>• SuDS to prevent additional flooding</li> <li>• Encourage vehicle sharing to reduce number of vehicle journeys.</li> <li>• The word 'could' should be replace by the word 'will'.</li> <li>• Planting trees takes carbon. Solar is not beneficial and unsightly. Windmills are unsightly and ruin landscape and Lake District.</li> <li>• Things will change over next 30 years so this policy needs to be flexible. Policy doesn't discourage the use of cars enough.</li> <li>• Impact of transport not considered. Emissions from road transport are a significant concern.</li> <li>• Carbon reduction, renewable energy, energy efficient technology should be compulsory for all development. Need to be more ambitious in our aspirations.</li> </ul> <p><b>Continues...</b></p>	<ul style="list-style-type: none"> <li>• To gain a greater understanding of the climate change issues and opportunities that are and will be of most relevance for St Cuthbert's, a number of workshops and studies have been commissioned.</li> <li>• In addition the early low carbon workshop and SCGV Energy Masterplanning and Heat Network Feasibility Study (AECOM) undertaken in 2018, a more recent low carbon workshop has taken place the output being to identify the measures that could be taken to meet carbon reduction targets and work towards devising a route map to zero Carbon for St Cuthbert's. The workshop looked at: <ul style="list-style-type: none"> <li>- potential infrastructure,</li> <li>- building standards – Building regulations (future home standard), Passivhaus etc,</li> <li>- materials,</li> <li>- microgeneration.</li> <li>- Adaptation to climate change.</li> <li>- A review of technologies approaches previously considered in light of advances in the masterplanning and low carbon technologies.</li> </ul> </li> </ul> <p><b>Continues...</b></p>

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
		<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Key driver will be whole carbon cost in the construction of the project. Need a planting strategy - CO<sub>2</sub> reducing plants.</li> <li>• Flooding - flood mitigation - restore water meadows (several comments).</li> <li>• Need to cover all issues around pollution to air, water, land. Many carbon reducing policies cause issues with other pollution including PM 2.5 and PM 10 which are highly damaging to health and the environment.</li> </ul>	<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• The outputs of the workshop have fed into a draft Climate Change Strategy for St Cuthbert's alongside of review of policy elsewhere to help inform the policy approach for SCGV.</li> <li>• As part of the masterplanning process an Energy and Waste baseline Study has been undertaken which has informed the St Cuthbert's Sustainability Strategy - this sets out high level sustainability aspirations to help shape policy but at present includes no specific targets or objectives.</li> <li>• Further work will be undertaken bringing together and building on the work and findings to date.</li> <li>• We are awaiting the outcome of the consultation on the future Homes Standard which may limit the potential to require standards above that of buildings regulations. Therefore careful consideration will need to be given to the wider opportunities presented by the Garden Village not just the buildings. Climate change resilience must also be factored in.</li> <li>• We need to be mindful of development viability when considering zero carbon measures.</li> </ul>

## Policy: Low Carbon Development

Proposals for all development in St Cuthbert's Garden village should make the fullest contribution to creating environments which enable carbon reduction and are resilient to climate change. Applicants will be required to demonstrate through their proposals a commitment to reducing carbon emissions in accordance with the Vision and Principle 7 of the St Cuthbert's Garden Village masterplan.

Proposals should be designed in such a way to embrace a whole place approach which requires applicants to consider how the development would contribute to carbon reductions through energy conservation and efficiency in the design, layout and choice of materials as well as the operation of the building and the mobility options of the future occupants. These principles should be a key part of the design process to ensure that consideration can be given to the orientation of buildings to maximise opportunities for solar gain as well as the potential for alternative sources of energy supply.

As a minimum it will be expected that all new residential developments should demonstrate a reduction in CO2 emissions of 20% above part L in line with the Future Homes Standard embracing high building fabric standards and low carbon heating systems such as heat pumps, triple glazing and high levels of insulation.

New non-domestic buildings will be required to be built to BREEAM Excellent sustainability standard in accordance with Carlisle City Council's Climate Change Strategy (currently draft).

In addition all development must be designed to enable the behavioural shift of its occupants towards smart and sustainable living by including the following in their design:

- Electric vehicle charging points.
- Access to highspeed broadband.
- Smart energy efficient heating systems.
- Highly accessible and secure cycle storage - to make walking and cycling the modes of travel of choice.
- Systems to allow for the efficient use of water and or grey water harvesting/usage.
- Adequate and convenient space for recycling storage.
- Photovoltaic panels.

Applicants will be required to demonstrate, through the submission of an energy statement, how their scheme will meet the above requirements.

Proposals must demonstrate how they have had regard to the 'Sustainability, Low Carbon and Innovation' section of the Strategic Design SPD.

### Questions:

1. Do you agree with the proposal to introduce requirements for new homes ahead of the standards proposed through the Government's '[Future Homes Standard](#)' consultation?
2. Should this policy make allowances for carbon offsetting? If so, how should this be reflected in the policy?
3. Should this policy be more ambitious?
4. How could this policy be expanded to include a greater emphasis on climate change resilience and more on the use of renewable energy?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<p>Integrated sustainable travel</p> <p>1, 2, 6, 7, 8</p>	<p>This policy will aim to ensure the provision of a range of greener and healthier transport measures including cycling, walking, and smart public transport. It could include safeguarding of routes on the options plans.</p>	<ul style="list-style-type: none"> <li>• Must be built within the plan's structure. Would be helped considerably by Option 1 proposals simplifying the bus routes and cycleways in conjunction with each other, and be more cost effective.</li> <li>• Public transport needs to be more prominent in the policy and how it will be developed.</li> <li>• Unrealistic to expect people to abandon cars (several comments). Good bus service needed into Carlisle and across the development.</li> <li>• Benefit from inclusion of Stead McAlpin site and its associated open space to assist with the delivery of sustainable transport options. Could deliver vastly improved cycle links and walkways.</li> <li>• Must include a range of greener and healthier transport measures. Aim is not enough (several comments). Needs to be in place as soon as development is started. Fares?</li> <li>• Provision for disabled?</li> <li>• Funding of infrastructure?</li> </ul> <p><b>Continues...</b></p>	<ul style="list-style-type: none"> <li>• Transport movement and strategy workshop was held on 20 April 2020 with Arup and Cumbria County Council as Highway Authority, and Carlisle City Council.</li> <li>• Confirmed need to link this work area in with wider transport modelling and improvement measures for the city centre.</li> <li>• Work towards the policy addressing the needs of accessibility of communities on the existing edge of Carlisle.</li> <li>• Work ongoing to ensure that all elements of sustainable travel can be delivered – from the identification on the Masterplan Framework of a central sustainable transport corridor to mobility hubs; vehicle charging points for every house; cycle parking provision; bus stops; lockers; bike repair stations; shared taxi facilities; digital pillars etc.</li> </ul> <p><b>Continues...</b></p>

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
		<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Commitment to lowering the speed limit for cars and making cyclists and pedestrians a priority. Electric car charging points for every house.</li> <li>• Focus on creating connected clusters should be a sound case for frequent and high-quality traditional bus services. With regards to demand-led public transport, many operators have thus far tried but failed to identify a commercial model that will support the long-term and sustained provision of this type of service.</li> <li>• Stagecoach continue to invest and evolve their ticketing products and platforms with EMV and mobile ticketing now offered. Further investment is being made to bring forward a tap in-tap out style fare capping system with aspirations held to make this multi-operator and indeed multi-modal in the future.</li> <li>• Concerns over shared cycle and pedestrian routes. Cycleways should be cycle only.</li> </ul>	<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Requirement to test the impacts of different approaches through transport modelling e.g. reduce the need for car-based travel by 20%/30% etc and look at what physical measures are needed to achieve this.</li> <li>• Strong links with Masterplan Framework and Design Policy needed to achieve outcomes.</li> <li>• Work is progressing on the Local Cycling and Walking Infrastructure Plan which will identify proposals to improve the existing network.</li> </ul>

## Policy: Sustainable Transport and Movement

All development within the Garden Village must accord to the key principles and parameters of the access and movement strategy outlined in the final masterplan framework and further defined in the Strategic Design Supplementary Planning Document. Applicants are required to demonstrate how:

- development will prioritise and enable active and sustainable travel, such as cycling, walking and public transport as the primary and most convenient means of transport to, from and through the Garden Village.
- vehicles will access the Carlisle Southern Link Road.
- the development will connect to the St Cuthbert's Greenway.
- the development will create and integrate with active walkable neighbourhoods across the Garden Village that make the most of the development's attractive landscape setting and key views wherever possible.
- people travelling to and from the development will access Carlisle City Centre by sustainable transport modes.
- the development will integrate with and connect to local mobility hubs at local and district centres.
- the development will deliver supporting infrastructure to support residents in making sustainable transport choices.
- the development will work toward providing a network of high quality, convenient, safe and attractive pedestrian and cycles routes that link to wider new and existing networks.
- the development will integrate with the defined hierarchy of residential roads that reflect both the final masterplan framework and Cumbria County Council's most up to date Residential Highways Design Guidance.

Applicants must, through an accompanying Design and Access Statement, show that adequate and secure space is provided for the storage and parking of bicycles. Within residential development this will need to be shown within the curtilage of every new dwelling to be provided. Within commercial, employment or community development, the amount of cycle parking to be provided should be based on the assumption that most people accessing the development will be doing so by either biking or walking.

Parking solutions, including cycle parking, should be in accordance with Building for a Healthy Life guidance and the Strategic Design SPD. On-street car parking arrangements are to be used to help slow vehicles and must be sensitively integrated into the streetscape with soft landscaping. Parking should be provided in-curtilage for most properties, set back from the main building line. Unallocated visitor parking should be sensitively integrated into the streetscape. Any on street parking must ensure that it can in no way impede or block the free flow of pedestrian or cycle routes, or cause obstacles to emergency or other municipal service vehicles.

### Questions

1. Does this policy do enough to promote walking, cycling and public transport?
2. Does this policy take a sensible approach to provision for car parking in new development?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
Design principles  1, 2, 3,6, 7, 8, 9	This policy will be strategic in nature and will aim to secure high quality design throughout the Garden Village by requiring development proposals to conform with the design framework and design guidance set out in the masterplan. This policy will evolve in scope as the masterplan develops.	<ul style="list-style-type: none"> <li>• High quality housing and affordable homes are at opposite scale to each other;</li> <li>• Policy could allow for lower quality design to be allowed as plan develops, especially if it affects developers' profits;</li> <li>• Development should be generally low rise, blending into the landscape and using curves, not just sharp-edged box type building;</li> <li>• A variety of density – not everyone wants a garden or to be detached;</li> <li>• Landscaping takes time to develop - work around the time it takes to grow and build to the speed of growing;</li> <li>• Quality of build must exceed that of recent developments. Will need to be robust to stand up to the housebuilders stock designs (several comments).</li> </ul>	<ul style="list-style-type: none"> <li>• Due to the time lag between finalising the Masterplan Framework in Autumn 2020 and adopting the Local Plan in early 2022 there is a need to produce a Supplementary Planning Document (SPD) to assist in the determination of early planning applications;</li> <li>• A Design SPD will present a framework to ensure proposals are of the highest quality and in keeping with the vision, objectives and principles, together with the Masterplan Framework, for St Cuthbert's;</li> <li>• The SPD will set out high level, site-wide design principles; added value to be accrued from good design; character area identification; the approach to density and spatial placemaking features, public realm, open space and landscape principles;</li> <li>• Consideration will be given as to whether different design principles will apply to different areas;</li> <li>• Building for Life or similar criteria will be included;</li> <li>• Details of how 'smart' environments can be created, ensuring detailed design results in development that is also future proofed for low carbon and climate change.</li> </ul>



## Policy: Strategic Design Policy

Proposals must respect and take account of the landscape setting of the area, key views as identified in the Masterplan and demonstrate a high quality and innovative approach to design, drawing on garden village principles. Development must contribute towards the creation of locally distinctive neighbourhoods, whilst setting out how they have had regard to the provisions in the Strategic Design SPD.

Proposals will be assessed against the following design principles. Proposals should:

1. respond to the local context and the form of surrounding buildings, and proposed surrounding land use parcels, having regard to the final Masterplan Framework, in relation to density, height, scale, massing and established street patterns and by making use of appropriate materials and detailing;
2. respond to the surrounding landscape, key views and topographical features and respect local landscape character;
3. reinforce local architectural features to promote and respect local character and distinctiveness;
4. take into consideration the historic environment including both designated and undesignated heritage assets and their settings;
5. ensure all components of the proposal, such as buildings, car parking, and new connections, open space and landscaping are accessible and inclusive to everyone, safe and well related to one another to ensure a scheme which is attractive and well-integrated with its surroundings;
6. seek to ensure that streets are designed, where appropriate, to encourage low vehicle speeds which allow streets to function as social spaces;
7. ensure there is no adverse effect on the residential amenity of existing areas, or adjacent land uses, or result in unacceptable conditions for future users and occupiers of the development;
8. aim to ensure the retention and enhancement of existing trees, shrubs, hedges and other wildlife habitats. If the loss of environmental features cannot be avoided, appropriate mitigation measures should be put in place and on-site replacement of those features will be sought;
9. include landscaping schemes (both hard and soft) to assist the integration of new development into existing areas and ensure that development on the edge of settlements is fully integrated into its surroundings;
10. ensure that the necessary services and infrastructure can be incorporated without causing unacceptable harm to retained features, or cause visual cluttering;
11. ensure that the layout and design incorporates adequate space for waste and recycling bin storage and collection; cycle parking provision; electric car charging points; and

**Continues...**



### **Continued**

Planning applications must be accompanied by a masterplan which shows the following:

- proposed approach to the interfaces with the existing and proposed surrounding land uses;
- key components including movement network, land-use parcels, green infrastructure and community facilities as appropriate;
- how the proposal aligns with the masterplan;
- if the proposal deviates from the Masterplan, the justification for doing so.

On larger development parcels where a phased approach is necessary a delivery strategy will be required to set out the key components of the development such as movement network, green infrastructure, SUDS, utilities and digital infrastructure. The strategy should demonstrate wider alignment with the Masterplan Framework.

### **Questions:**

1. Have we taken the right approach by providing a strategic design policy for SCGV or should we include separate bespoke design policies for each of the villages- as defined in the Masterplan Framework?
2. Is the scope of the policy right to deliver a step change in quality of design of new development?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
Smart environments  3, 6, 7, 8, 9	This policy will establish opportunities to facilitate smart and innovative ways of living and working in the Garden Village and require development proposals to make provision for the most up to date communications technology to ensure the area remains digitally well connected into the future.	<ul style="list-style-type: none"> <li>• 4G/5G is a must.</li> <li>• Needs to cover employment not based on digital.</li> <li>• Avoid the erection of transmitting masts - underground cable is safer and healthier.</li> <li>• Homes need to be designed to accommodate working from home, whether digital or craft based.</li> <li>• Push this policy as far as you can.</li> <li>• There is mention that public transport infrastructure should include provision for real time information displays. Whilst mobility hubs for example would benefit greatly from that sort of infrastructure in place, it is not clear where funding will come from to maintain this infrastructure in the longer term. This needs to be clearly understood. With the Bus Services Act 2017 there will shortly be requirements for operators to make their data on timetables and fares available for people to use. It is anticipated that software developers will make use of this data to create apps that will in many ways substitute for the provision of real time information displays on street as this will be freely and readily accessible via smartphone applications. Indeed Stagecoach already have an app and website where real time is freely available and with the bus on a map feature, allows people to identify and track the progress of the bus they are wanting to travel on.</li> </ul> <p><b>Continues...</b></p>	<ul style="list-style-type: none"> <li>• Continuing to work with partners to explore and anticipate future trends and the opportunities that the Garden Village will present.</li> <li>• Attended Virgin Media Electric Vehicle Charging Network Workshop in June 2019 which looked at innovations in electric vehicles, including e-bikes and electric scooters, driverless cars, and electric vehicles. Considered the infrastructure needed to support them, including smart charging points that avoid drawing electricity from the grid during peak hours. Emphasised the need for a fast, high capacity 5G network to support driverless technology and shared e-bike/ scooter schemes.</li> </ul> <p><b>Continues...</b></p>

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
		<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• These features may well prove to be suitable alternatives to real time information screens in the longer term and avoid the need for street displays and remove the ongoing burden of maintenance costs.</li> <li>• Area needs better broadband - some new housing estates don't have access to broadband.</li> </ul>	<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Emerging emphasis on the need for future proofing developments. Provision of fibre/cable ducting included in new development seen as an important requirement.</li> </ul>

## Policy: Smart Environments

An ultrafast broadband internet connection is considered to be an essential utility within St Cuthbert's. Applicants are required to show how a development will connect to the internet. Every new development in St Cuthbert's should expect to benefit from a symmetrical internet connection of at least 1 gigabit per second (1Gb/s). Applicants are required to engage with internet providers to establish how and when this will be achieved.

A Highspeed Broadband Statement must be provided as part of any application for residential, employment, and/or any town centre use development within St Cuthbert's. The statement should include:

1. Details of engagement with broadband and network providers, including the names of providers contacted, dates of contact, and summary of feedback received;
2. The findings of any connectivity assessments from network providers, including details of any cost contributions that would be required from the developer;
3. The current connectivity options for the site and anticipated average connection speeds;
4. the potential connectivity options for the development and potential achievable internet speeds, including a consideration of Fibre to The Premises Infrastructure (FTTP) to enable ultrafast broadband; and
5. the proposed method of ensuring ultrafast broadband for the site, including measures to ensure that the development is 'high speed ready' in cases where development is likely to be completed before the implementation of the ultrafast broadband network.

Proposals for communications infrastructure, especially where this is required to enable a comprehensive 5G network across the garden village and beyond, will be approved, provided that the applicant can demonstrate that:

1. Opportunities for sharing sites that accommodate existing telecommunications equipment have been fully explored; and
2. The potential impact on visual amenity has been minimised including that any equipment has been sympathetically designed and camouflaged, where appropriate; and
3. When sites on a building, the antenna and associated structures are sited and designed in order to seek to minimise the impact to the external appearance of the host building; and
4. The development would not have an unacceptable adverse impact on a heritage asset; and
5. Evidence is submitted showing the outcome of consultations with a number of broadband providers/networks/organisations with an interest in the proposed development; and
6. The proposed installation complies with the national guidelines in respect of exposure of members of the public to electromagnetic fields.

All electric vehicle charging points, either intended for private or communal use, must be capable of a cloud based connection to the internet to facilitate remote control and to enable smarter charging functions during periods of peak demand. Additionally, all relevant elements of the public realm, such as public information boards at mobility hubs, etc. must also be capable of a cloud based connection to enable real time updates and functionality as required.

**Questions:**

1. This policy seeks to make it easier for people to make smarter choices about how they live and work. What do you think a new home should include to help support home working?
2. Are the proposed highspeed broadband statements asking for the right information?
3. Should the policy encourage and support expanding the 5G network across the area?

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
Valuing our heritage and cultural identity  1, 2	This policy will aim to proactively manage and work with partners to protect and enhance the character, appearance, archaeological and historic value and significance of the area's designated and undesignated heritage assets and their settings.	<ul style="list-style-type: none"> <li>• Need to protect the listed buildings in the area;</li> <li>• The aims of the policy are not reflected in the masterplan proposals;</li> <li>• Roman fort at Cummersdale information supplied.</li> </ul>	<ul style="list-style-type: none"> <li>• Location of Brisco within the St Cuthbert's boundary has led to need to objectively assess its heritage interest.</li> <li>• Quality of streetscape and village character considered sufficiently high to fit with national criteria for designation.</li> <li>• Brisco designated as a conservation area in June 2020.</li> <li>• Brisco residents supportive of conservation area designation.</li> <li>• Conservation area to include fields to the east of the village and the listed Brisco House to the south.</li> <li>• Report to City Council Executive on 22 June 2020 to approve conservation area boundary.</li> </ul>

Having reviewed the adopted Local Plan Policy SP7 it is considered this provides sufficient guidance in respect of protecting and valuing St Cuthbert's heritage and cultural identity and therefore this policy will be retained for the Garden Village.

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
<p>Environmental Net Gain</p> <p>1, 6, 7, 8</p>	<p>This policy will aim to enhance ecological value of the Garden Village through positive management of existing areas of ecological value and provision of new ecological areas, with connecting corridors. The policy will ensure a net gain regarding the biodiversity of the site.</p>	<ul style="list-style-type: none"> <li>• Strong support for this policy and the potential benefits it can bring for the natural environment</li> <li>• Need to ensure principles of net gain are reflected in the masterplan</li> <li>• Garden Village is opportunity to make sure this policy is robust and could explore options to set bold net gain targets.</li> <li>• Opportunities to ensure concept of 're-wilding' is at the core of policy across the garden village</li> <li>• Need to protect mature hedgerows and trees</li> <li>• Recognition that agricultural land is generally low value for biodiversity which presents an opportunity to make good gains for biodiversity.</li> <li>• Calls for strict requirements for wild flower planting across the site and other methods of encouraging and supporting pollinators, insects, birds and mammals.</li> </ul> <p><b>Continues...</b></p>	<ul style="list-style-type: none"> <li>• Continuing to work with partners, especially Natural England, to understand and explore options for Environmental Net Gain within St Cuthbert's</li> <li>• Attended Natural England's Biodiversity Metric Workshop in Newcastle, December 2019. Workshop allowed for practical experience in using the metric tool, which is being developed as a nationally recognised standard for assessing biodiversity net gain in development.</li> <li>• Inclusion on Natural England's Green Infrastructure Standards pilot scheme looking at setting national standards for Green Infrastructure in new development and providing a support network for information and experience sharing between local authorities.</li> <li>• Development of a green infrastructure and ecological strategy as part of the Garden Village Masterplan.</li> <li>• Ecological Survey work carried out by masterplan consultants in February 2020 across the Garden Village area has been used to establish a baseline of existing habitat.</li> </ul> <p><b>Continues...</b></p>

Policy Title relevant guiding principles listed	Scope of policy	Feedback from Consultation	Commentary
		<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Some concern that this policy will not be achievable, with recent losses of wildlife and habitat, especially around Cummersdale, highlighted.</li> <li>• Vital that loop-holes that could allow developers to avoid environmental duties are closed.</li> <li>• Stead McAplin site in Cummersdale put forward as a site with ample net gain opportunity.</li> </ul>	<p><b>Continued</b></p> <ul style="list-style-type: none"> <li>• Exploring options through the masterplan for a 10% requirement of net gain, though opportunities exist to go higher than this – keeping a watching brief on best practice across the country where some authorities have required 25%+ net gain in new development.</li> <li>• Policy GI 3 will remain in place in the Carlisle District Local Plan 2015-2030, which establishes the hierarchy of biodiversity sites. A new policy is required to introduce and define requirements for biodiversity net gain.</li> </ul>



## Policy: Biodiversity Net Gain

All new development must deliver a measurable biodiversity net gain.

Applicants for major and minor development will be required to demonstrate that a minimum 10% net gain in biodiversity will be achieved either directly on site or, where this is not achievable, through contributions to an off-site area of habitat creation and/or enhancement as shown in the final Masterplan Framework or otherwise agreed with Natural England. Favourable consideration will be given to applications that seek to achieve gains greater than 10%.

A qualified ecologist should be employed by the applicant to undertake a site assessment of potential biodiversity net gains using an agreed metric. This assessment must be done at appropriate times of year and establish a baseline pre-development score for biodiversity alongside an anticipated score that will result from the likely impacts of development. This information should be included in a dedicated section for biodiversity net gain as part of the development's accompanying ecological assessment. Reference to net gain measures to be taken on site should also be included in the development's Design and Access Statement. Where it is proposed that net gain will be achieved through off-site mitigation measures, clear justification as to why gains cannot be achieved on site will be required.

Where a site has recently suffered rapid or demonstrably deliberate deterioration to its ecological integrity, the initial baseline biodiversity score must be based on an assessment of the site prior to this deterioration.

Detailed ecological assessments will not be required for householder applications or for sites of very low ecological interest, but applicants will still be required, through an accompanying ecological appraisal or written statement, to demonstrate what measures they will be taking to achieve a degree of on-site net gain. This should be proportionate to the scale of their proposals.

### Questions

1. Does a minimum requirement of 10% net gain go far enough?
2. Should all development be required to deliver a net gain in biodiversity? If not, what types/sizes of development should be excluded from the requirement?

## **Policy: Self and Custom Build Housing**

This is a new policy that was not originally included in the Local Plan scope. The Council has been working with the National Right to Build Task Force, who have helped us develop our evidence base for self and custom build housing within Carlisle. We are seeking to grow this sector within the district and believe that St Cuthbert's Garden Village could provide an excellent opportunity to do this.

Self and Custom build housing proposals are considered an integral part of the housing mix within St Cuthbert's. Proposals that include provision for fully serviced self and custom build plots will be considered favourably. The Council expects a minimum of 100 self and custom build houses to be provided across St Cuthbert's by 2030 as part of the first phase of development.

Development proposals for 100 or more new dwellings must offer up at least 5% of plots for self and custom build development. Self and Custom build plots must be deliverable, and applicants will be expected to demonstrate that such plots satisfy the following criteria:

- a) A legal access to the public highway for pedestrians, cyclists and vehicles.
- b) Connections to all services and utilities, i.e. water, drainage, electricity, internet, etc. to the boundary of each plot.
- c) Provision for suitable arrangements for surface water fallout.

Where self and custom build plots are included within a development, they should be marketed as such for a period of no less than

12 months. The applicant should submit a marketing strategy that clearly demonstrates how and by what means the site has been marketed for self and custom build development, and how the site will be managed in the short term. Should there be no interest in taking them forward within this period, the developer must first offer them to either a housing association or to the City Council to take forward for delivery before they can be considered for development as open market housing.

In order to prevent the potential blighting of an entire development site due to excessively delayed or unimplemented self/custom build plots, anyone purchasing such a plot must ensure that construction is substantially completed within three years of the granting of detailed planning permission or the plot may revert back to the control of the original developer. This time limit must be clearly communicated to and agreed with a prospective self/custom home builder before they purchase a plot.

### **Questions**

1. Is a 5% requirement for self/custom build plots on applications over 100 dwellings reasonable?
2. Should the Council seek to provide a fully serviced pilot site for self and custom build development?
3. Is it reasonable to enforce a three-year time limit on self/custom builders to avoid unimplemented plots within wider development sites?

## Monitoring framework

The monitoring framework will have a clear objective for each individual policy within the local plan and will make clear what indicators will be used for monitoring purposes.

Few comments were made on this as the policies need to be developed to enable a monitoring framework to be put in place. The few points raised included:

- How will conflicts be addressed if policies conflict.
- Greater detail will need to be developed in time
- It is expected that a monitoring framework will follow a similar format of that in the current Carlisle District Local Plan 2015 to 2030.
- Alongside each policy an objective, indicator, trigger and potential actions will be established to ensure that the policy is monitorable [SMART principles will be used].
- It will be expected that policies will contribute to achieving common objectives.

## Appendix 1 – Plans and Insets

1. Full illustrated Masterplan
2. Phasing Plan
3. Land use plan – Residential and Employment
4. Open Space Provision
5. Detailed district/local centres
6. Density Plan
7. Street Hierarchy
8. Baseline habitats Plan
9. New habitats plan
10. Strategic Planting Plan



1. Full illustrated Masterplan



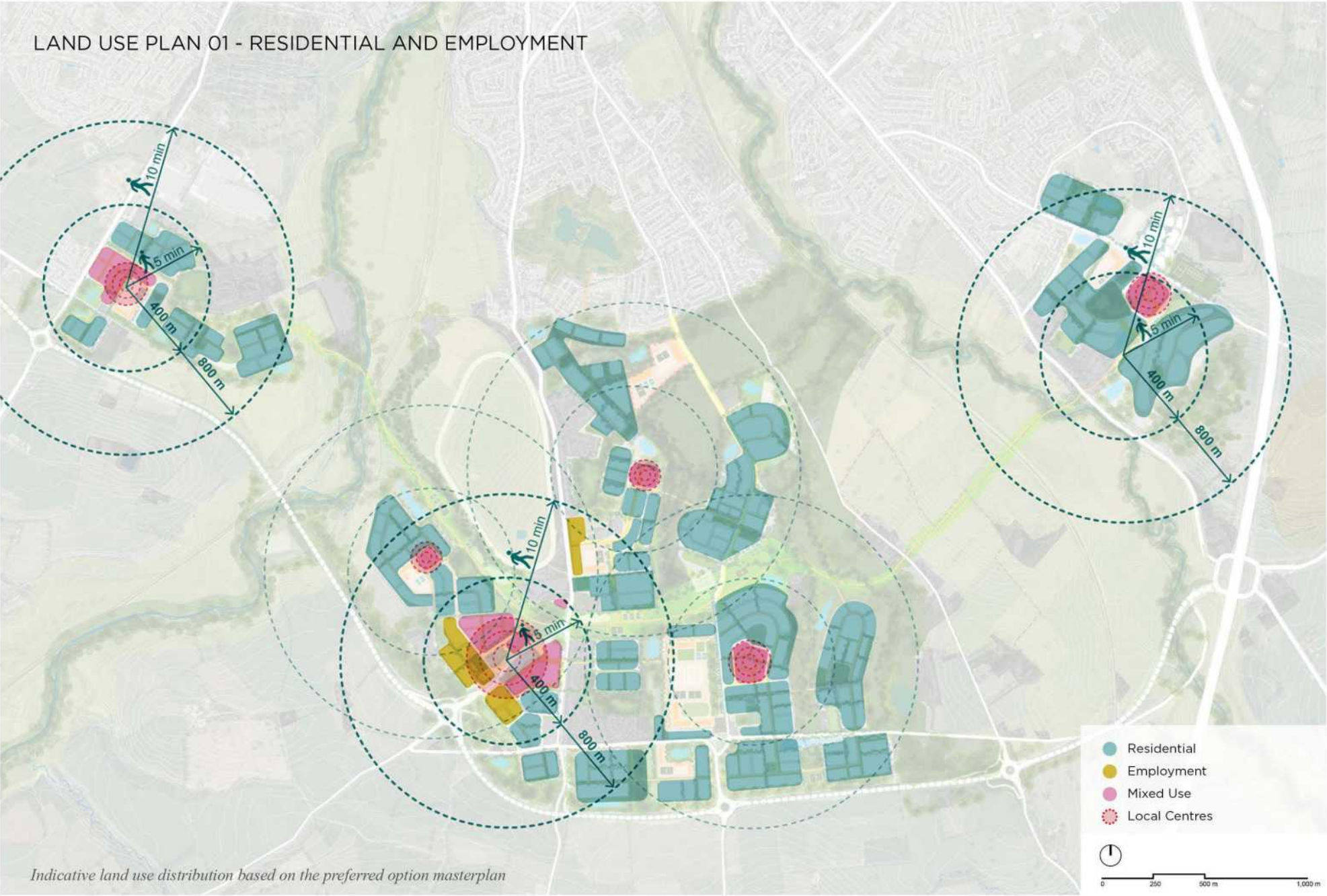


2. Phasing Plan



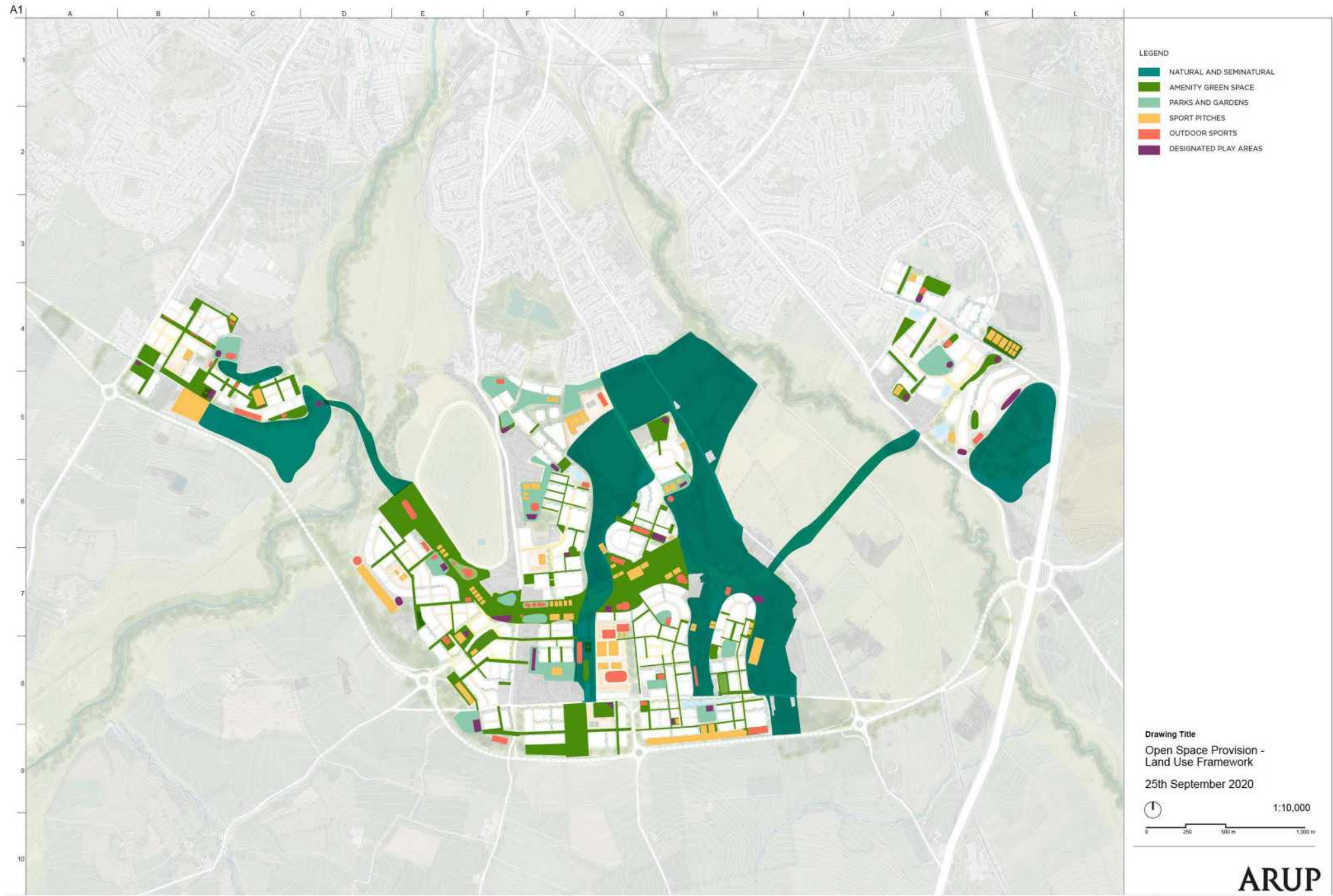


3. Land use plan – Residential and Employment





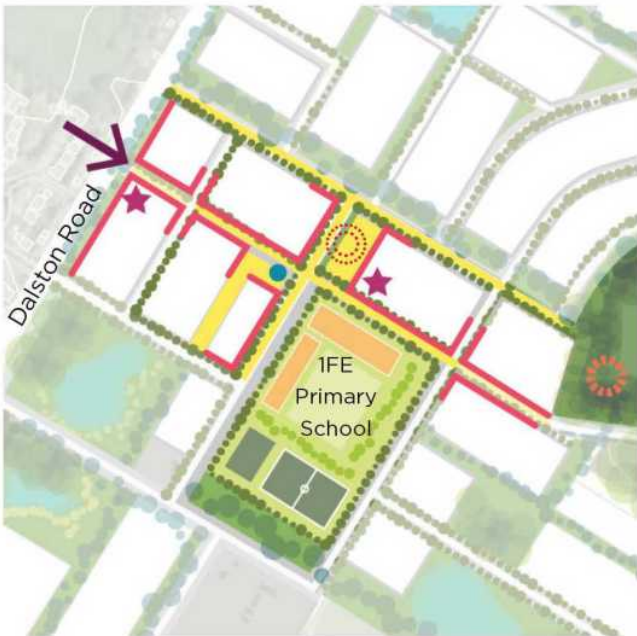
# 4. Open Space Provision



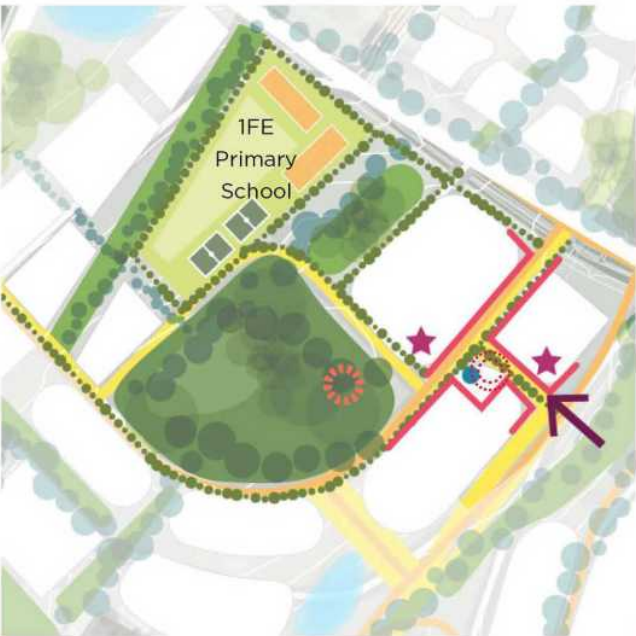


5. Detailed district/local centres

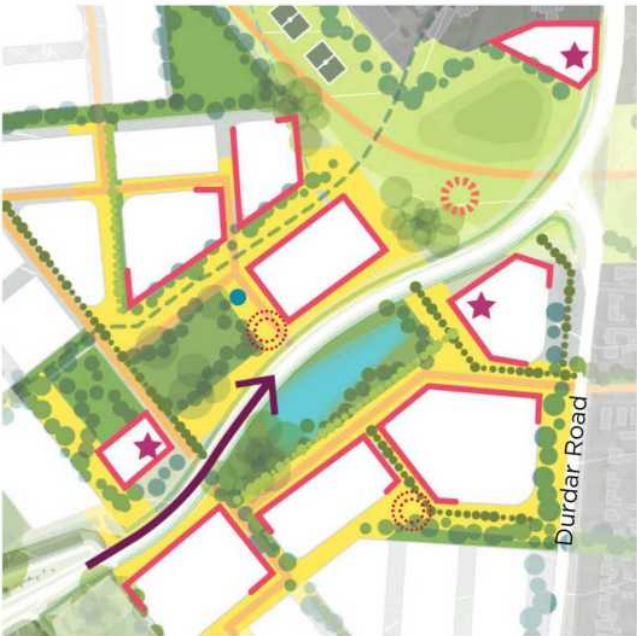
Cummersdale Local Centre



Carleton Local Centre



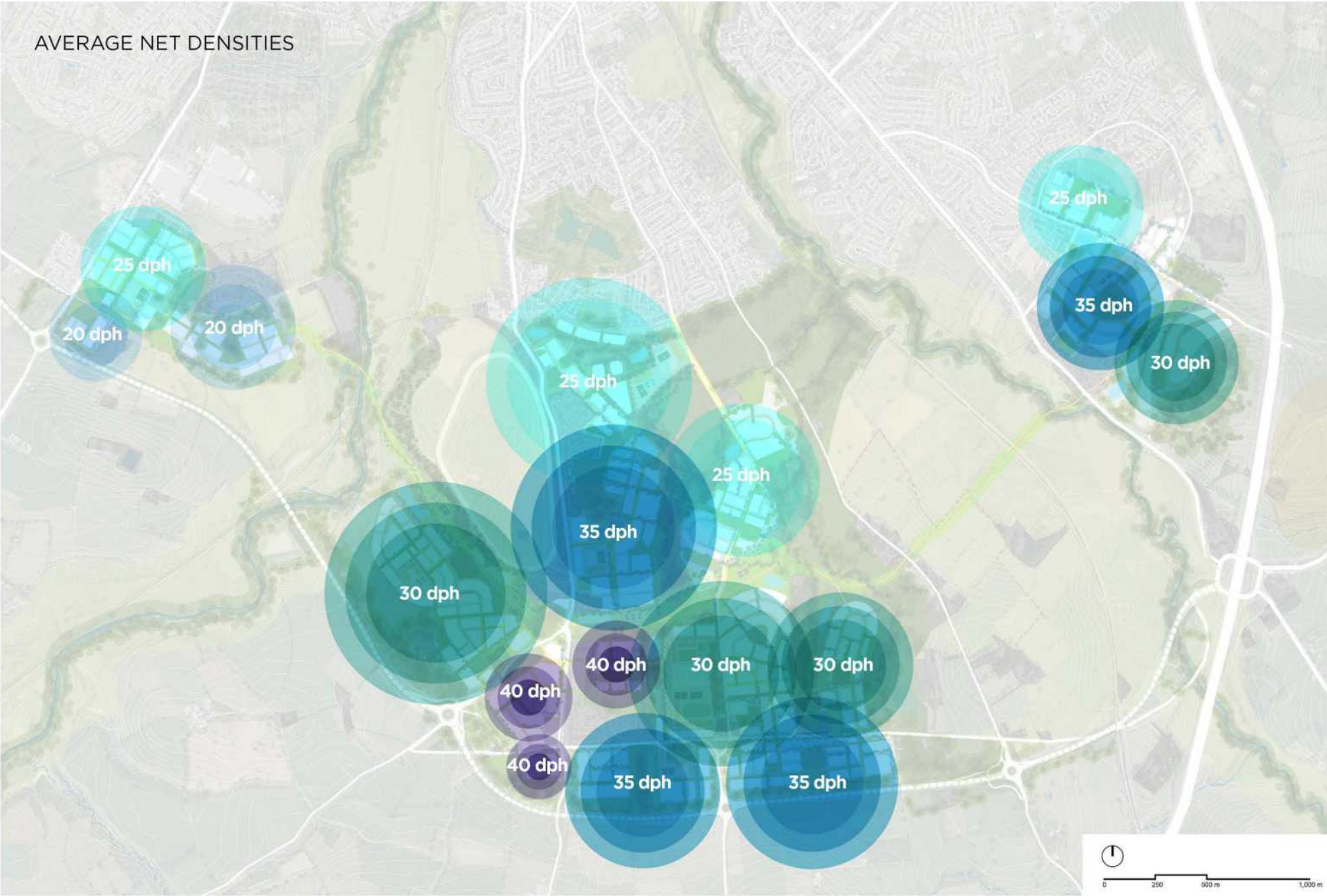
Durdar Local Centre



- Gateway
- Active frontage
- ★ Potential for Landmark
- ⊙ Square / Open Space
- Transport Hub
- ⊙ Community Hub

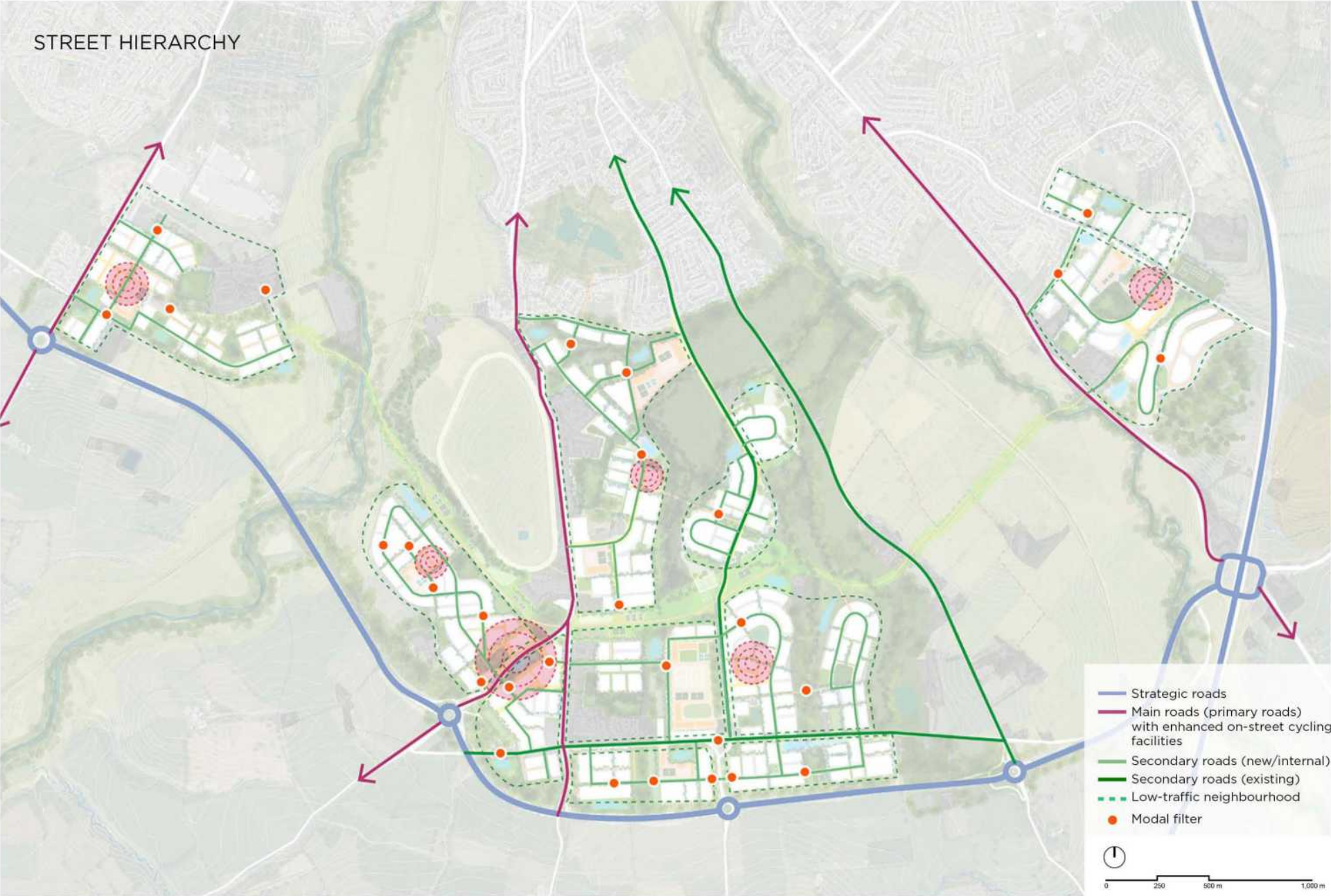
CARLISLE CITY COUNCIL / ST CUTHBERT'S GARDEN VILLAGE STAGE 4 / FINAL MASTERPLAN FRAMEWORK

6. Density Plan



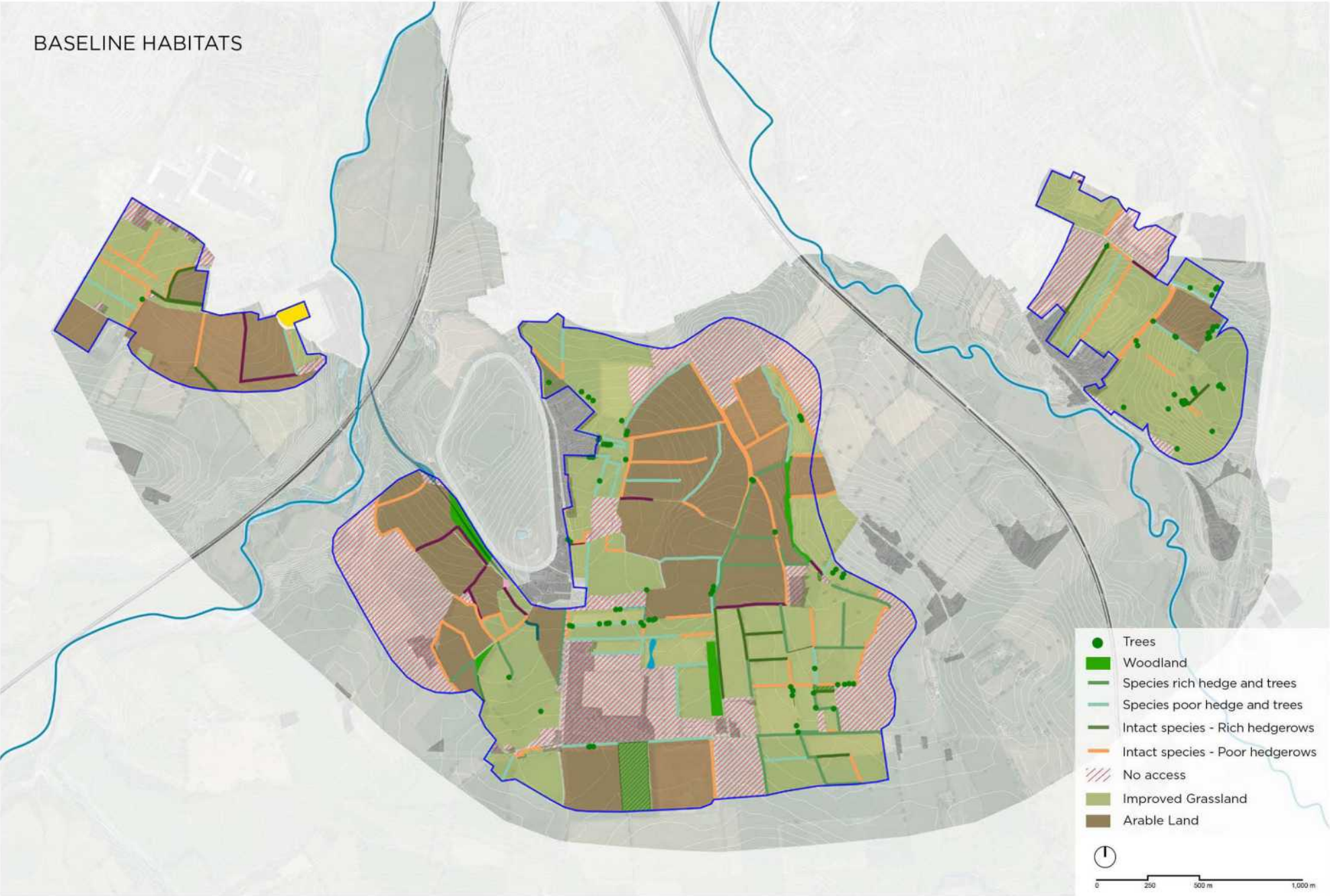


# 7. Street Hierarchy

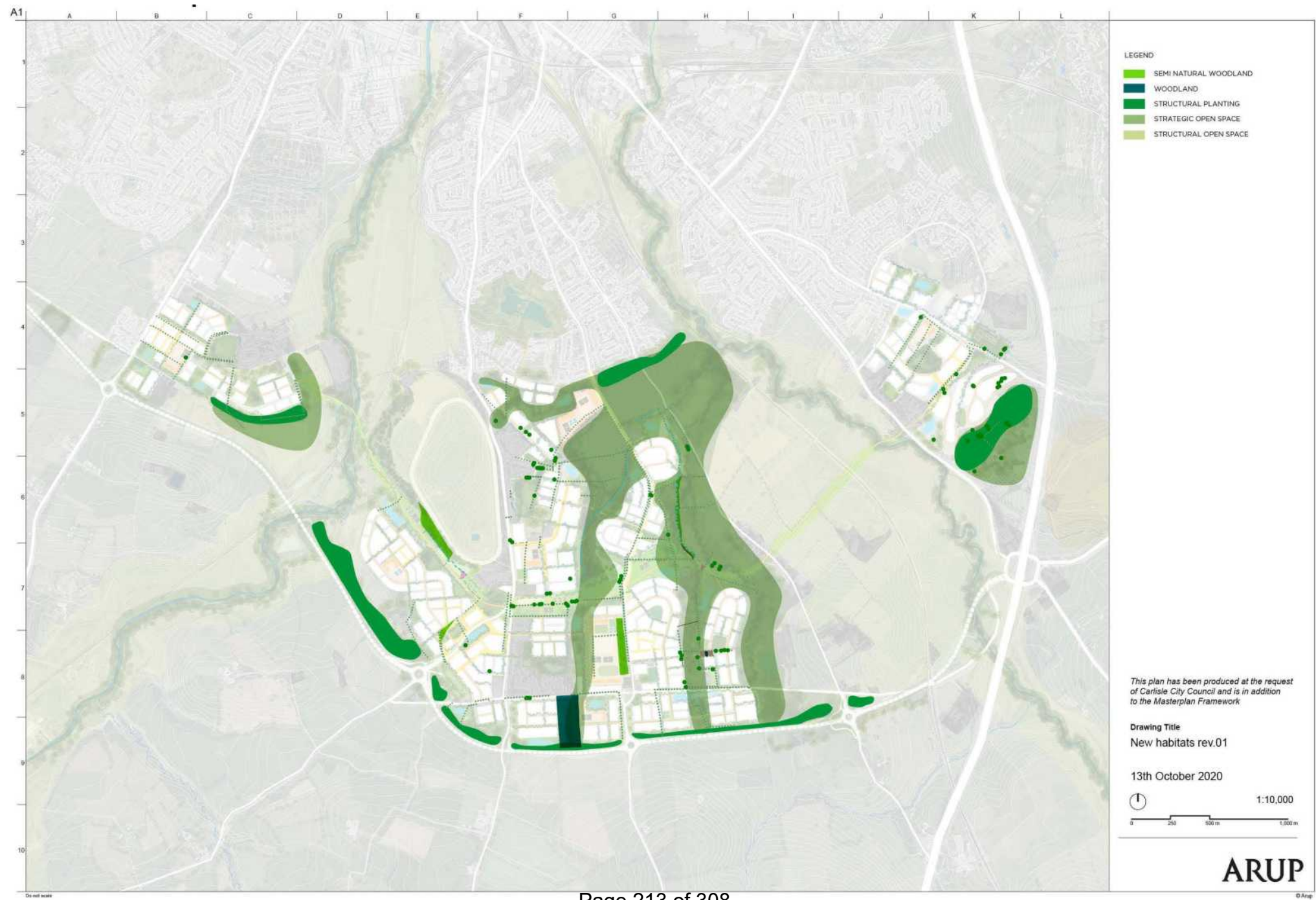




8. Baseline habitats Plan

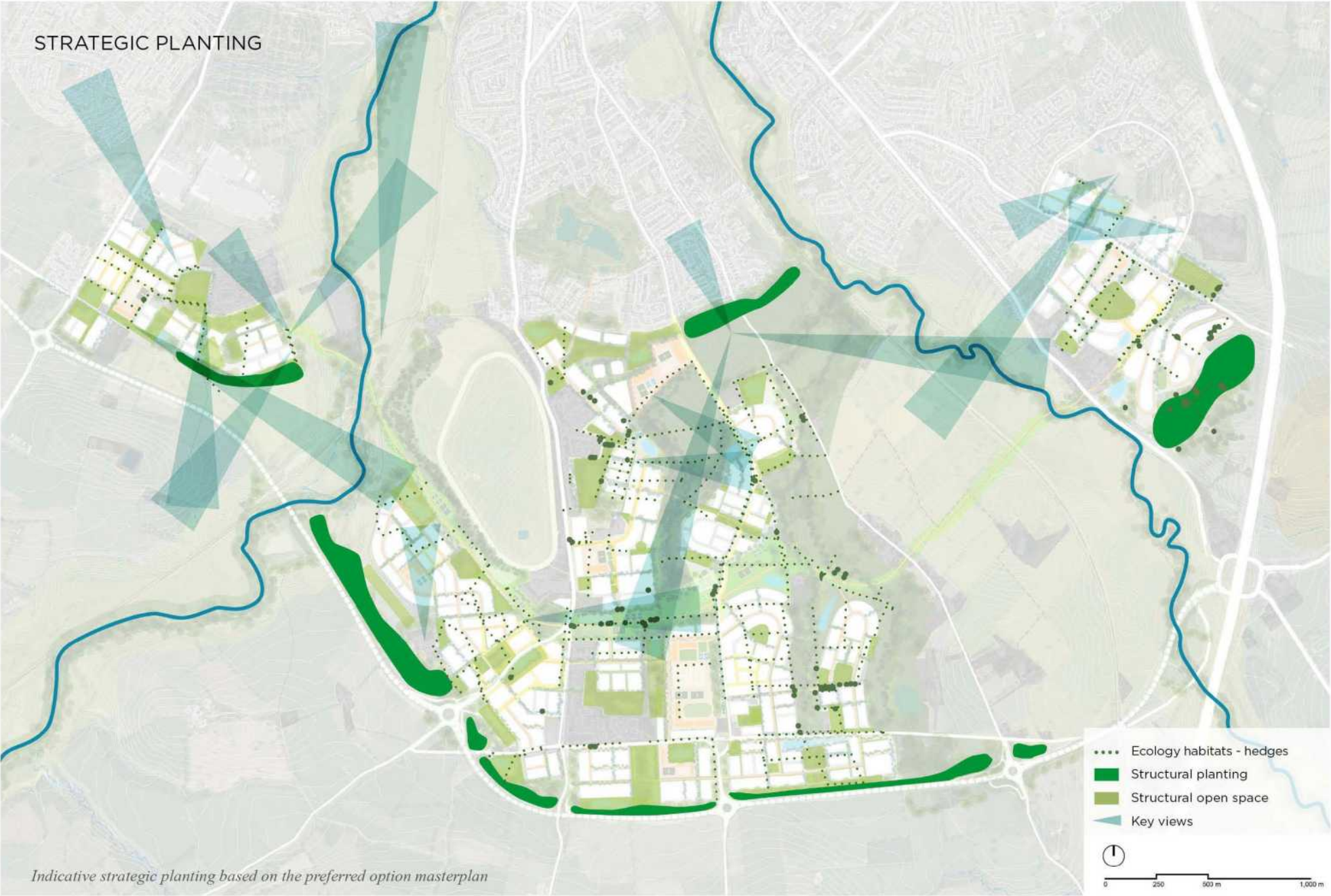


9. New habitats plan





10.Strategic Planting Plan



## Appendix 2

### Adopted Carlisle District Local Plan 2015-2030 – policies considered relevant within St Cuthbert's Garden Village

The matrix below sets out those policies that are in the District Wide adopted Local Plan which are considered to be directly applicable to the St Cuthbert's Garden Village area. <https://www.carlisle.gov.uk/planning-policy/Adopted-Plans/Carlisle-District-Local-Plan-2015-2030>

#### Spatial Strategy and Strategic Policies

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
SP 1	Sustainable Development	✓ - relevant strategic policy.
SP 6	Securing Good Design	✓ - relevant strategic policy. Can sit alongside detailed and specific design policies for St Cuthbert's
SP 7	Valuing our Heritage and Cultural Identity	✓ - Policy relevant as strategic policy.
SP 9	Healthy and Thriving Communities	✓ - one of the key drivers for the garden village.

#### Economy

Policy		Take forward to St Cuthbert's Local Plan
EC 11	Rural Diversification	✓ - needs to be taken forward for those areas of land between settlements which are not being developed.
EC 12	Agricultural Buildings	✓ - to cover such buildings within the area.
EC 13	Equestrian Development	✓ - likely to be relevant in wider rural areas between settlements.

## Housing

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
HO 5	Rural Exception Sites	✓ - may still be relevant.
HO 6	Other Housing in the Open Countryside	✓ - land between the new villages will be open countryside.
HO 7	Housing as Enabling Development	✓ - limited circumstances but some listed buildings in Brisco.
HO 9	Large Houses in Multiple Occupation and the Subdivision of Dwellings	✓ - remains relevant to existing properties within the garden village area.
HO 11	Gypsy, Traveller and Travelling Showpeople Provision	✓ - Evidence needed to inform policy or allocation.

## Climate Change and Flood Risk

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
CC 4	Flood Risk and Development	✓ - Lead Local Flood Authority (LLFA) and Environment Agency (EA) are involved with St Cuthbert's project through governance groups. Both to be asked to review policy and text. Text out of date with regard to 2015 flood event but otherwise still relevant.
CC 5	Surface Water Management and Sustainable Drainage Systems	✓ - but with regard to whatever arises out of drainage strategy – in particular with regard to the consideration of social and environmental net gains that a comprehensive sustainable drainage network could provide. In addition, proposed drainage solutions should harmonise with the mitigation strategy for the CSLR. May need more tailored approach. UU, EA and LLFA involvement in governance.



## Health, Education and Community

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
CM 3	Sustaining Community Facilities and Services	✓ - policy relevant as there are a number of community facilities and services within existing villages.
CM 5	Environmental and Amenity Protection	✓ - scope of policy relevant.

## Historic Environment

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
HE 2	Scheduled Ancient Monuments and Non-Designated Archaeological Assets	✓ - to protect those assets that may be present in the area but as yet undiscovered.
HE 3	Listed Buildings	✓ - small number of listed buildings within and adjacent to the area.
HE 6	Locally Important Heritage Assets	✓ - there will be a number of these within the area in existing villages.
HE 7	Conservation Areas	✓ - Brisco has recently been designated as a Conservation Area.

## Green Infrastructure

Policy		Take forward to St Cuthbert's Local Plan Yes/No or with redraft
GI 4	Open Space	✓ - policy relevant to garden village area.
GI 5	Public Rights of Way	✓ - but thought to be given to subsuming within wider GI policy.
GI 6	Trees and Hedgerows	✓ - to protect those trees and hedgerows which are an integral part of the garden village.

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## **EXCERPT FROM THE MINUTES OF THE ECONOMIC GROWTH SCRUTINY PANEL HELD ON 26 NOVEMBER 2020**

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### **EGSP.61/20      ST CUTHBERT'S GARDEN VILLAGE LOCAL PLAN CONSULTATION**

The Principal Planning Officer submitted report ED.42/20 which updated the Panel on the proposals for consultation on the St Cuthbert's Garden Village Local Plan preferred options policies, appended to the report were the Draft St Cuthbert's Garden Village policies.

The St Cuthbert's Garden Village Local Plan (SCGVLP) was still in its draft stages, the Principal Planning Officer advised that a further consultation known as the 'Publication' version would be issued in Spring 2021, prior to submitting the Plan to the Secretary of State for formal 'Examination'. It was an obligation of Housing Infrastructure Funding relating to the Carlisle Southern Link Road that it be adopted by the Council before July 2022.

In considering the report, Members raised the following questions or comments:

- The Chair felt that the Affordable Housing Policy was rather short, she also considered that requirement to provide 20% affordable homes across the Garden Village was too low. She asked whether the policy could be strengthened.

The Principal Planning Officer explained that national planning policy guidance described affordable housing as a pressure valve in the system where viability was a key factor, as such affordable housing was often reduced. Furthermore, the stipulation of a 20% provision of affordable housing at the Garden Village was a condition of the Housing Infrastructure Funding for the Carlisle Southern Link Road.

The proposed tenure split of affordable homes at the Garden Village was based on current need in the district, which would be amended if data indicated need had changed. The Affordable Housing policy would be reviewed in light of the consultation responses received prior to and following its adoption to ensure that it reflected current thinking.

The Head of Planning Policy noted that the policy was also linked to the existing policy in the Carlisle District Local Plan 2015 – 30, which allowed it to be more streamlined. Moreover, a Supplementary Planning Document would be produced which would operate in parallel with the overarching policy.

- What impact would the government's recent White Paper on planning have on the SCGVLP?

The Principal Planning Officer stated that the Council had been advised by the government to Chief Planner progress the SCGVLP through the adoption process. In terms of the White Paper, the number of consultation responses received was in excess of 44,000, as such it was not anticipated that the changes it proposed to the planning system would be progressed in the short term.

- Would the Stewardship Policy adopt a Community Land Trust Model?

The Principal Planning Officer explained that stewardship was considered to cover any area of development that did not pertain to residential development, as such there were a number of different models that may be used. The purpose of the policy was to encourage developers to show that they had considered stewardship and to demonstrate how their proposals would incorporate it.

- A Member noted that the last paragraph in the Self and Custom Build Policy stated that a construction on a plot must be completed in 3 years or it may revert back to the original developer. Given that the person(s) who were developing the plot would have purchased it, the Member questioned how feasible such an approach was.

The Head of Planning Policy advised that the wording had been included to try and prevent blighted sites occurring in the Garden Village. When Planning Permission was granted there was an expectation that the dwelling would be built, the policy would be reviewed in response to the responses received through the consultation on the Local Plan Policies.

The Principal Planning Officer noted that all the policies in the SCGVLP would have additional text incorporated following them in the next version of the Local Plan, some time known as a Reasoned Justification. In terms of the Self and Custom Build Policy, it would give greater explanation of the action the Council would take in the event of the site not being delivered. She advised that the Council would want to intervene in a positive way to see how the development could be completed, as such the policy may require some further, softer wording.

The Economy, Enterprise and Housing Portfolio Holder stated that in September 2020 the Council had launched a Self and Custom Build Register which offered funding toward the costs of a project. Furthermore, the Council had been shortlisted for an award for its support of Self and Custom Build through its policies.

RESOLVED – 1) That the Panel had scrutinised report ED.42/20.

2) That the Affordable Housing Policy be revisited and consideration be given to raising the requirement for affordable homes provision.

3) That the wording of the Self and Custom Build Policy be reviewed.

# Report to Executive

Agenda  
Item:

**A.6**

Meeting Date: 13<sup>th</sup> January 2021  
Portfolio: Environment & Transport  
Key Decision: KD 34/20  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: RELEASE OF CAPITAL BUDGET FOR ESSENTIAL  
MAINTENANCE WORKS AT SKEW BRIDGE (DENTON HOLME)  
CARLISLE  
Report of: The Deputy Chief Executive  
Report Number: CS 03/21

## Purpose / Summary:

The purpose of the report is to seek Executive approval for the release of the capital allocation for the restoration of the Skew Bridge (Denton Holme). The figure of £70,000 for this project is included in the 2020/21 capital budget.

## Recommendations:

1. That the Executive approves the release of £70,000, as allocated in the 2020/21 capital programme for the restoration of the Skew Bridge (Denton Holme).
2. To award the tender to Thomas Armstrong Construction Ltd.

## Tracking

Executive:	13 <sup>th</sup> January 2021
Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1 The Skew Bridge is located on the river Caldew, to the rear of the Lidl store at Denton Holme. It formerly carried a branch railway line but is now part of the well-used cycle path from Carlisle to Dalston following the Caldew.
- 1.2 The bridge is in the ownership of the City Council, having been purchased for £1 at the time of the construction of the cycle path. The cast-iron superstructure of the bridge is sound. The timber decking, however, is in need of restoration after a number of accidents to cyclists and pedestrians due to the dilapidation of the boards and the previous non-slip surfaces.
- 1.3 After a number of unsuccessful trials with different non-slip surfaces the timber decking is currently surfaced with chicken wire. However, this is only a temporary solution until a long-term solution is found. Investment of new anti-slip decking boards is required to ensure a permanent non-slip surface for the bridge.
- 1.4 Advice from a local civil engineering company (Bingham Yates) has been sought and their specification has been put out to tender on the CHEST. The successful tenderer was Thomas Armstrong Construction Ltd who provided two options that are within budget. Further information will be sought as to which option offers the best value and the work commissioned.

## **2. PROPOSALS**

- 2.1 The proposal is to replace the existing bridge deck with a new, non-slip version that will improve the safety of bridge users – cyclists and pedestrians – based on the proposals put forward by Bingham Yates. The work will be carried out in the autumn and winter of 2020-21.
- 2.2 There is an alternative option of not spending the money and closing the bridge. However, this would result in a significant loss of amenity for Carlisle's residents as it would cut off the riverside cycling and walking path.

## **3. RISKS**

- 3.1 There is a risk that the costs will exceed the budget – however the indicative costs provided by Bingham Yates strongly indicate that this will not be the case.

- 3.2** There is a risk that the Council will face further compensation claims as a result of personal injury if the project does not proceed.

#### **4. CONSULTATION**

- 4.1** Residents and user groups (e.g. Cycle Carlisle) will be informed about the planned work when we have specific start dates. Signage will also be erected giving advanced notification of the works.
- 4.2** Technical consultation with local civil engineers.

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

- 5.1** The Skew Bridge forms an important link for users of the Caldew riverside cycle and pedestrian route between Carlisle and Dalston. The decking has caused problems in the recent past due to its slippery surface and the failure of anti-slip materials previously tried. This investment will protect users of the riverside path and also protect the City Council from unnecessary insurance payments.

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

- 6.1** The restoration of the Skew Bridge supports the Carlisle Plan priorities:
- Support the health and wellbeing of residents
  - Improve the local environment

**Contact Officer:          Darren Crossley**

**Ext:    7120**

#### **Appendices**

**attached to report:**

- None

**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** - An appropriate contract for works should be entered into.

**FINANCE –** There is £70,000 within the current Capital Programme in 2020/21 for improvements to Skew Bridge decking. This report provides an update on the project and requests release of the funding to progress the works.

**EQUALITY –**

**INFORMATION GOVERNANCE –**



# Executive

Agenda  
Item:

**A.7**

Meeting Date: 13 January 2021  
 Portfolio: Environment and Transport  
 Key Decision: Yes  
 Within Policy and Budget Framework: Yes  
 Public / Private: Public  
 Title: Local Environment (Climate Change) Strategy  
 Report of: Jane Meek, Corporate Director of Economic Development  
 Report Number: PC 01/21

## Purpose / Summary:

The purpose of this report is to progress the adoption the Local Environment (Climate Change) Strategy.

## Recommendations:

- To make the amended Strategy and supporting draft action plan available for scrutiny.

## Tracking

Scrutiny:	Health & Wellbeing Scrutiny Panel (14 January 2021) Economic Growth Scrutiny Panel (21 January 2021)
Executive	8 February 2021
Council	2 March 2021

# **1. BACKGROUND**

## **1.1 Introduction**

1.1.1 The Local Environment (Climate Change) Strategy and supporting draft action plan draws together the work undertaken by Members, officers and partners since the Council's resolution in March 2019.

1.1.2 Public consultation has been completed and the feedback was presented to Executive in October , along with the following two recommendations:

- *Executive are requested to recommend that Council adopt this strategy as the evolution of Agenda 21.*
- *Executive are requested to recommend that Council amends the net zero target date from 2030 to 2037, in line with the Carbon Baseline for Cumbria recommendation adopted by the Zero Carbon Cumbria Partnership.*

1.1.3 In November, Council considered the recommendations and amendments, the outcome being the withdrawal of the Strategy from the meeting agenda.

## **1.2 Member Advisory Group**

1.2.1 The Member Advisory Group (MAG) is a cross-party, informal group that will provide elected Member input to the Local Environment (Climate Change) Strategy.

1.2.2 The MAG met on 23 November to discuss the Strategy and framework for action planning. The discussion on the strategy highlighted two points that Members felt needed strengthening in the strategy:

- Leadership role of Council.
- Communication and engagement as a clear workstream, to be developed as a separate accompanying plan.

1.2.3 The MAG received presentations on the ongoing work on the organisation's carbon footprint and action planning, with the links to the Local Authority Climate Policy Group (LACPG) and the Zero Carbon Cumbria Partnership (ZCCP).

1.2.4 The MAG met again on the 21 December 2020 to review the amended strategy and supporting draft action plan.

## **1.3 Countywide partnership work**

1.3.1 The Zero Carbon Cumbria Partnership met in December to discuss the project proposal and an update on The Lottery Funding. It was reconfirmed for new members that the partnership is working to the 2037 net zero carbon target date. The Cumbria Baseline Report is now published on the Cumbria Observatory.

1.3.2 The ZCCP recognised the need to tighten governance arrangements with a requests for more formal minutes and a review of the Memorandum of

Understanding for the partnership. There is now a regular ZCCP update item on the Public Health Alliance agenda.

1.3.3 The ZCCP has a 'sector' approach to the work programme, the sector updates at the meeting included presentations on:

- Housing - Jane Meek, Corporate Director Economic Development, Carlisle City Council.
- Waste - Partnership Development Officer (Cumbria Strategic Waste Partnership), Cumbria County Council.
- Energy - Head of Sectors, Cumbria Local Enterprise Partnership & Policy Team, Cumbria County Council.

1.3.4 The LACPG met in November and December to focus on funding and how to develop a road map to decarbonise estates, an update on the Public Sector Decarbonisation Scheme was delivered by Local Energy Hub North West.

## **1.4 Action planning**

1.4.1 Actions are being completed that deliver against the objectives in the strategy. The Fleet Strategy, Driver Handbook and Fleet Challenge have been launched by the Fleet Manager (Neighbourhood Services). The Fleet Challenge will agree the case for replacement and look at trialling different vehicles and products before agreeing the final specification. We have engaged with the Energy Savings Trust (EST) for further work on reviewing both fleet and mileage.

1.4.2 An application has been submitted to the Public Sector Low Carbon Skills Fund. This application is for project development services to enable a designed capital programme consisting of energy efficiency measures, renewable generation and low carbon heating replacement across Council assets.

1.4.3 An application has been submitted to the Green Homes Grant Local Authority Delivery (LAD phase 1B). The City Council has applied for £1,150,000 Green Homes Grant funding to address fuel poverty, improve energy efficiency and carbon savings in at least 100 private sector properties.

1.4.4 The Local Environment (Climate Change) Strategy draft action plan is attached as Appendix B. The first part of the action plan is a focus on the next six months (December 2020 -May 2021), a period of constrained activity due to the ongoing emergency of the Covid-19 Pandemic. The second part covers the 5 years (2020-25), matching the Zero Carbon Cumbria Programme (ZCCP), which is funded for 5 years for £2.5million. To help link the actions to the different carbon footprint baselines (organisational or Cumbria) the action plan has been split into two separate sections:

- Organisational Actions: the actions that the Council can take with its own assets, policies, procedures and practices.
- Local Actions: the actions that the Council will work on locally through partnerships and collaboration.

The final part of the action plan covers the longer term, the future periods 2025-30 onwards, it is included as a set of indicative actions.

1.4.5 Once the draft strategy (Council, March 2021) and action plan (Executive, February 2021) have been adopted an accompanying communication and engagement plan will be developed for delivery alongside the key actions.

## **2. PROPOSALS**

2.1 The feedback from MAG on the Strategy can be incorporated into the Foreword with a new line of text:

*The Council will lead by example with a clear strategy and a dynamic action plan that is consistent with the targets set and resources available.*

2.2 The draft action plan provides more detail on how the Strategy and the objectives will be delivered; this supersedes the actions in the Strategy (pages 11-15). This allows a further edit to the Strategy with the removal of the high level actions, described as 'key actions' in the Strategy, through the following amendments:

*Each objective has a set of actions listed under themes with a timescale for delivery. Each action will be linked to the carbon footprint and baselining work, using the scopes and options.*

*The action plan is a working document, the latest version can be found at: <https://www.carlisle.gov.uk/Council/Council-and-Democracy/Climate-Change>*

2.3 The Following amendment to Objective 5 has been discussed by MAG:

*Objective 5: Supporting Council services, residents and businesses to mitigate against and adapt to the impacts of Climate Change.*

2.4 The amended strategy is presented in Appendix A.

## **3. RISKS**

3.1 There are a number of risks associated with this Strategy:

- That the Council reputation will be damaged if it does not translate the resolution made in March 2019 into a working strategy and action plan.
- That the absence of a strategy may prevent the Council from accessing external funding that would mitigate and/or adapt to Climate Change.

- That the action plan may be too ambitious for the Council to deliver on its own and require additional capacity and resources.
- That the action plan may not deliver the 'net-zero' within the timescale currently expected.
- That expectations on assessing impacts and carbon footprinting may delay the taking of key decisions, which in turn could lead to the Council incurring additional costs or a loss of potential income.

#### **4. CONSULTATION**

- 4.1 The draft Strategy was presented to Health & Wellbeing Scrutiny Panel on 20 February 2020 and Economic Growth Scrutiny Panel on 27 February 2020.
- 4.2 The public consultation on the Strategy took place from 28 August 2020 through to the 18 September 2020. A consultation document, setting out the background, context and key questions accompanied the draft. In addition the Cumbria Baseline Report was included on the website to inform respondents on the latest research and recommendations on target setting.
- 4.3 The amended Strategy and draft action plan will be scrutinised by Health and Wellbeing Scrutiny Panel and Economic Growth Scrutiny Panel in January 2021.
- 4.4 An annual report on the Strategy will be made available to Health and Wellbeing Scrutiny Panel for inclusion in their work programme.

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

- 5.1 The supporting draft action plan is a working document which will be reserved to Executive, the Strategy being reserved to Council.
- 5.2 The Executive are asked to make the amended Strategy and supporting draft action plan available for scrutiny.

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

- 6.1 Clarity on a set of Climate Change objectives and actions will support the implementation of the Joint Public Health Strategy.
- 6.2 Climate Change adaptation and mitigation must be pursued to help to improve the health, wellbeing and economic prosperity of the people of Carlisle.

**Contact Officer:** Steven O'Keeffe

**Ext:** 7258

**Appendices attached to report:** A: Amended Local Environment (Climate Change) Strategy  
B: Draft action plan

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

- **Cumbria Baseline Report (A report by Small World Consulting Ltd)**

**Now available online at:**

<https://www.cumbriaobservatory.org.uk/environment/environment-further-information/>

## **CORPORATE IMPLICATIONS:**

**LEGAL** - As the Report states, Article 4 of the Council's Constitution reserves 'Agenda 21' to full Council. Whilst no longer an 'ongoing initiative', Agenda 21 is a topic area which has evolved to become known as 'Climate Change Strategy'. Given Council's decision that it views the matter (sustainability) as so important it wished to reserve it to full Council, it is sensible that the Climate Change policy be viewed as the evolution of Agenda 21. Accordingly, it is planned that it will follow the Council's Budget and Policy Framework procedure. As stated in the report, it is timely for the Council to update the terminology from Agenda 21 to whatever it believes best captures the updated policy.

**FINANCE** – The Council's commitment to becoming carbon neutral and the delivery of the objectives of the Climate Change Policy will involve financial implications on the Council's Medium Term Financial Plan; both positive and negative in terms of decreased or increased costs. These implications will need to be carefully considered when implementing any policy changes and will need to be included and considered as part of the annual budget setting processes.

**EQUALITY** – The draft action plan will be subject to a desktop Equality Impact Assessment in 2021.

**INFORMATION GOVERNANCE** – There are no information governance implications with this report.

# Carlisle Local Environment (Climate Change) Strategy



# Foreword



Human activity is damaging the environment in which we live and changing the world's climate.

Our Local Environment (Climate Change) Strategy aims to ensure that Carlisle City Council plays its full role in protecting the environment and in the worldwide movement which aims to tackle climate change.

Our commitment is, subject to public consultation and legal constraints, that all the activities of the Council, all strategic decisions, budgeting, and, in so far as the Council can influence, arrangements with partners, are in line with eliminating pollution and achieving net zero carbon emissions at the earliest possible date.

The challenge is deciding what the City Council can do. If we try to do everything, we will squander our resources and achieve nothing. It is important that we focus where we can influence change. The City Council will lead by example with a clear strategy and a dynamic action plan that is consistent with the targets set and resources available.

I would like to thank the Members who attended the working group for their contributions to this work. I would also like to thank all those that have contributed so far. Our strategy aims to ensure that all ideas and opportunities to address climate change or improve environmental performance are drawn together and are incorporated into appropriate actions, plans, strategies and future committee agendas for consideration.

The key to the success of our strategy, reaching net zero, will depend upon a co-ordinated and comprehensive programme of communication and engagement to encourage behavioural change by residents and businesses as well as the Council.

Working in partnership will be essential to reduce the carbon footprint for the whole of Carlisle.

**Councillor Nigel Christian**  
**Portfolio Holder for Environment and Transport**



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# Vision and High-Level Strategy



In March 2019 the Council passed a motion to declare a Climate Change Emergency. In April 2019, the Council adopted the Joint Public Health Strategy. The Strategy included the key aim:

**‘To become a “carbon neutral” County and to mitigate the likely impact of existing climate change.’**

In June, the Government announced an amend to the Climate Change Act 2008 to require net United Kingdom carbon emissions to be zero by 2050. The Council is committed to achieving net zero greenhouse gas emissions (GHG) at the earliest possible date.

The Joint Public Health Strategy sets out a vision for a Healthier Cumbria based on the five capitals, taking inspiration from the World Health Organization’s Healthy Cities Model. The future for a healthier Cumbria can be seen as having five key components:

**Planet:** Cumbria’s natural environment, from our world-class landscapes to the centre of our towns, will be protected and enhanced. Sustainability will be at the heart of future development and Cumbria will reduce its ecological footprint even as it develops economically.

**People:** Everyone in Cumbria will have the opportunity to develop and use their skills and talents in a way that recognises the value they bring to society and to enjoy a varied and fulfilling life.

**Participation:** Cumbrian communities will be strong, resilient and inclusive, with well developed social networks and widespread engagement with community life.

**Place:** Cumbria’s physical infrastructure will promote health and wellbeing, with good quality housing, a high-quality urban environment and good access to the services needed for a healthy lifestyle.

**Prosperity:** Cumbria’s economy will develop sustainably, with growth particularly focused on tackling poverty and providing quality employment for all.

# The work done so far



## Local Plan Policies

**The Carlisle District Local Plan 2015-2030** sets out the long-term vision through the spatial strategy and strategic planning policies, seeking to ensure that future growth is sustainable. The Local Plan has four policy objectives that are directly related to this strategy:

### Spatial Strategy and Strategic Policies Objectives

- To promote a sustainable pattern of development, which will contribute to building a strong, responsive and competitive economy, to support the vision for managed growth.
- To support strong, vibrant and healthy communities, by meeting the housing needs of present and future generations, in a high-quality environment with accessible local services.
- To contribute to protecting and enhancing our natural, built and historic environment (including improving biodiversity), using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.

## Climate Change and Flood Risk Objectives

- To reduce emissions of greenhouse gases, including through securing energy from renewable sources, and avoid inappropriate development in areas at risk of flooding to ensure that the District is more resilient and less vulnerable to the effects of climate change and can successfully adapt to its effects.

## Health, Education and Community Objectives

- To create a thriving, successful and healthy community for all by promoting cohesive mixed communities and ensuring that everyone can have a decent home, in a safe environment, with good access to health care, educational provision and other community facilities by sustainable modes, including walking and cycling.

## Green Infrastructure Objectives

- To protect, enhance and increase the provision of the green and blue infrastructure across the District to create and maintain multifunctional, interconnected and attractive recreational and ecological networks for the benefit of residents, businesses, visitors and the wider natural environment.

# Property, estate and fleet



The Council owns over £120.7 million in assets<sup>1</sup> across the whole district area, delivering a range of statutory and discretionary services. The operational and investment assets have been assessed to produce Display Energy Certificates (DECS) and Energy Performance Certificates (EPCS), where required. This information is being used to assess the assets against the Minimum Energy Efficiency Standards (MEES), these are the minimum level of energy efficiency required to let non-domestic property under the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015.

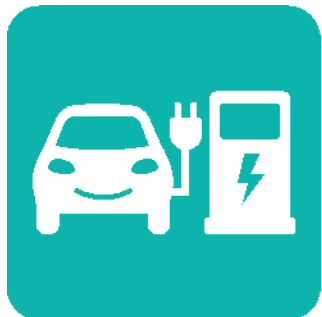
The 3 Year Repair and Maintenance Programme (2020/21 - 2022/23) delivers on the duty to manage property assets, particularly operational assets, in a safe and efficient manner and which contributes to the quality of service delivery. This maintenance strategy is fully integrated with the Asset Management Plan and environmental policy.

The Council has developed a Fleet and Plant Strategy that delivers on the commitment to reducing its impact on the local environment and improve local air quality by reducing vehicle emissions. Controlling fleet costs and conducting a robust 'fleet challenge' to determine genuine business need to support all fleet decisions is a key part of this strategy.

Recent projects that are making a positive impact include:

- Review of depots and efficient use of operational assets.
- Replacement of waste and recycling fleet with modern efficient vehicles.
- Continued investment in cycling and walking infrastructure.
- Renewable electricity generation through Photo-Voltaic installations on the roof spaces of The Sands Centre and Civic Centre.
- Programmed maintenance to improve the energy efficiency of the estate.
- Homelife grants tackling energy efficiency and fuel poverty.

# Property, estate and fleet



The Council and its partners continue to develop and deliver Climate Change adaptation and mitigation. The following projects are underway, together they will significantly reduce the Council's greenhouse gas emissions:

- Sands Centre Redevelopment.
- Civic Centre Ground Floor Reinstatement.
- Replacement of footway lighting with energy efficient lamps.
- Ongoing replacement of fleet and plant with lower carbon vehicles and equipment.
- Waste management and recycling initiatives at operational sites.

The Council is delivering projects to help reduce Carlisle district's greenhouse gas emissions:

- Community Electric Vehicle Charging Points.
- Improvements to the cycling and walking infrastructure, increasing the network for active transport.

The Council is also working in partnership to adapt to Climate Change, over the next three years Carlisle will benefit from the delivery of new flood defences and upstream natural flood management projects.

# Waste and recycling



The collection of waste is a duty of the Council, since 2004 the Council has provided extensive kerbside and community recycling services, leading the way on waste recycling.

The Joint Cumbria Waste Management Strategy 2008-20 and Cumbria Minerals and Waste Plan 2015-30 sets out the overall countywide strategy for waste and recycling. The simple goal is to climb the Waste Hierarchy, whilst retaining self-sufficiency and dealing with waste as close as practicable to the point at which it is generated.

The key targets from the strategy are:

The goal of increasing the recycling rate to 50% (by 2020) and 65% (by 2030) is reported as a Key Performance Indicator. The collected recycling rate for 2018/19 is 41.3%.

When the collection recycling rate is combined with the tonnages from the Household Waste Recycling Centres and the recovery of materials during disposal, this rate of recycling increases to 55.7%<sup>2</sup> (CSe05/2018/19).

# Determining Carlisle's Carbon Footprint



A carbon footprint measures the total greenhouse gas emissions caused directly and indirectly by a person, organisation, event or product.<sup>3</sup>

Carbon emission largely come from several main sectors of the Cumbria economy:

- Energy.
- Housing.
- Transport.
- Waste.
- Industry/Infrastructure.
- Farming and Rural.
- Tourism.

The Countywide Zero Carbon Cumbria Partnership (ZCCP) will connect into these sectors to influence and communicate what will be needed to become zero carbon. The purpose of this group is to plan and oversee a radical programme of action that will enable Cumbria to become a carbon neutral county and to mitigate the likely impact of existing climate change.

In order to do this, the group will:

- Propose a shared definition of “carbon neutral”.
- Propose a target date by which this is to be achieved.

- Commission a baseline carbon audit for the County and agree ongoing monitoring mechanisms.
- Identify leadership for developing action across key topics.
- Establish a programme of action by key partners.
- Lead joint campaigning to encourage wider public awareness and action.

The Countywide Climate Change Working Group has commissioned work from Small World Consultancy which will be pivotable to establishing a robust and consistent methodology.

This report has now been published on the Cumbria Observatory at:

<https://www.cumbriaobservatory.org.uk/environment/environment-further-information/>

The Council has also been working in partnership with all the local authorities in Cumbria to develop a methodology for organisation carbon footprinting. This combined approach will enable the Council to report a carbon footprint alongside the Carlisle district footprint, whilst putting these figures into the wider Cumbria and national context.

# Objectives



To achieve the strategic goal of net zero greenhouse gas emissions the following objectives will be progressed:

## **Objective 1:**

Reducing emissions from the City Council estate and operations.

## **Objective 2:**

Reducing energy consumption and emissions from homes and businesses in Carlisle and tackling fuel poverty, by promoting energy efficiency measures, sustainable construction, renewable energy sources and behaviour change.

## **Objective 3:**

Reducing emissions from transport by promoting sustainable transport, reducing car travel and traffic congestion and encouraging behaviour change.

## **Objective 4:**

Reducing consumption of resources, increasing recycling and reducing waste.

## **Objective 5:**

Supporting Council services, residents and businesses to mitigate against and adapt to the impacts of Climate Change.

Each objective has a set of actions, listed with timescale for delivery. Each action will be linked to the carbon footprint and baselining work, using scopes and options.

The timescale for the delivery of any actions is linked to capacity and resources. A simple approach to the timescale using the terms short, medium or longterm is taken. These timescales are best described in terms of financial planning:

**Short:** Within the current budget year or budget cycle for the following year

**Medium:** Within the period of the current Medium-Term Financial Plan (currently 2020-25)

**Long:** Beyond the Medium-Term Financial Plan period but before the target date for net-zero

The action plan is a working document, the latest version can be found at:

<https://www.carlisle.gov.uk/Council/Council-and-Democracy/Climate-Change>



# Partnerships and procurement



Everyone and every organisation can get involved in this strategy. The Carlisle Partnership stakeholder map recognises the many examples of positive actions already underway. In addition, this map identifies the key groups and organisations that have specific roles in driving forward this strategy and commitments.

The Council, along with its partners, is committed to ensuring that services are delivered in a way that protects the quality of the environment and minimises any adverse impact on health and wellbeing. The Council recognises that procurement and commissioning is fundamental in delivering more sustainable outcomes. To achieve this, it is necessary to ensure that environmental and broader sustainability considerations are considered throughout the procurement and commissioning process, along with the use of local suppliers where appropriate.

Three key actions will help deliver this:

- Carbon Footprint.
- National and Countywide Citizens' Assembly/ Jury, to involve the wider population.
- Carlisle Partnership Climate Change focus, which will proactively include young people, ensuring that they have a voice in shaping the future.

Procurement decisions will provide opportunities to continually improve our environmental performance, especially in major capital projects and service contracts. The key partners will include:

- Zero Carbon Cumbria Partnership.
- Carlisle Partnership.
- Carlisle Ambassadors.
- Borderlands Inclusive Growth Deal partners.
- Cumbria Strategic Waste Partnership.
- Cumbria Strategic Flood Partnership.
- Cumbria Local Resilience Forum.
- Cumbria Public Health Alliance.

# Performance



Alongside this strategy datasets will be identified and developed into management information for monitoring. As projects are initiated Key Performance Indicators will be established and monitored throughout the project lifecycle. This management information will be added to the Performance Dashboard and the KPIs will be included in the End of Year Performance Report for the Council's Executive and the Carlisle Partnership.

This strategy will be reviewed annually, and this review will be made available for public overview and scrutiny.

# Local Environment (Climate Change) Strategy

## Draft Framework for Action Planning

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Version 0.7

December 2020

## Introduction

This framework for action planning is a working document for the delivery of the Local Environment (Climate Change) Strategy (LECCS).

The first part of the action plan is a focus on the next six months (December 2020 -May 2021), a period of constrained activity due to the ongoing emergency of the Covid-19 Pandemic.

The second part covers the 5 years (2020-25), matching the Zero Carbon Cumbria Programme (ZCCP), which is funded for 5 years for £2.5million. This project is working towards a zero carbon Cumbria by 2037. The ZCCP will run from September 2020 and invest £2.65m (including £195k match), to provide the 'step change' needed to deliver decarbonisation over the following 12 years to 2037.

The ZCCP has a draft programme linked to the Joint Public Health Strategy, which prioritised a carbon neutral County. The ZCCP reports directly to the Cumbria Leaders Group and Cumbria Chief Executives Group (8 local authorities). It has a regular update item on the Public Health Alliance agenda.

To help link the actions to the different carbon footprint baselines (organisational or Cumbria) this plan has been split into two separate sections:

- Organisational Actions: the actions that the Council can take with its own assets, policies, procedures and practices.
- Local Actions: the actions that the Council will work on locally through partnerships and collaboration.

The final part of the action plan covers the longer term, the future periods 2025-30 and beyond, it is included as a set of indicative actions.

The action plan has been developed from several sources and is a working document:

- Member Advisory Group (MAG)
- Health & Wellbeing Scrutiny Panel feedback
- Economic Growth Scrutiny Panel feedback
- The public feedback on the LECCS in August/September 2020
- Feedback from ZCCP partners
- The Local Authority Climate Policy Group
- Climate Change Working Group (July/August 2019, replaced by the MAG)
- Internal Officer Working Group

The actions have been cross-referenced against two checklists and compared to other plans published on the Climate Emergency Action website:

- Ashden Toolkit
- Friends of the Earth 33 Actions for Local Councils
- Climate Emergency Action Planning

The roadmap brings the key actions and milestones for this Strategy together in a simplified overview, this is presented in Figure 5.

## Methodology

The actions within this plan have been subjected to a set of criteria and coding to ensure that the actions remain relevant, purposeful and effective in delivering the overall Strategy. The actions are coded against the following criteria and definitions:

- Theme
- LE(CC)Strategy Objectives (1-5)
- Timeframe
- Outcome
- Carbon Accountancy
- Finances

Read together, this criteria makes the actions specific, measurable, achievable, realistic and timebound.

## Themes

The themes have been developed from existing strategies, topics raised in the consultation and the key actions in the Zero Carbon Cumbria Programme Proposal.

## LECCS Strategic Objectives (LECCS Obj.)

The strategy is built around five objectives.

### **Objective 1: Reducing emissions from the City Council estate and operations.**

This objective focuses on the Greenhouse Gas (GHG) emissions from our operations, fleet and estate. The main components being the procurement of electricity, gas and vehicle fuel. It will also include the energy efficiency of our estate and the fuel consumed through business miles. The themes included under this objective are assets, finance, people (staff and Members), transparency (data) and communications and engagement.

### **Objective 2: Reducing energy consumption and emissions from homes and businesses in Carlisle and tackling fuel poverty, by promoting energy efficiency measures, sustainable construction, renewable energy sources and behaviour change.**

Domestic energy consumption is a major component of our district carbon footprint, the local roll-out of smart meters and the Council's own initiatives to tackle fuel poverty and improvements to energy efficiency are good medium term actions. The longer term challenge is around the sustainable construction and local renewable energy networks. The themes included under this objective are Local Plan, regeneration, housing, Building Control, and renewal energy.

### **Objective 3: Reducing emissions from transport by promoting sustainable transport, reducing car travel and traffic congestion and encouraging behaviour change.**

Transport is likely to be the largest component of our district carbon footprint and continues to present a risk to the success of the national strategies aimed at reducing GHG. This objective will focus on the opportunities for countywide and local action. The themes included under this objective are movement and air quality.

### **Objective 4: Reducing consumption of resources, increasing recycling and reducing waste.**

As a waste collection authority this is our core business, the GHG emission from the service need to be considered alongside the whole process of collection and disposal. As well as the 'embodied carbon' in the waste itself. This is the service that all of our residents use and has come to symbolise the 'greenness' of a council and an area through its recycling rate. This

objective is linked directly to objectives 1 and 5. The themes included under this objective are waste, recycling, food and community development.

### **Objective 5: Supporting Council services, residents and businesses to mitigate against and adapt to the impacts of Climate Change.**

This broad objective recognises the challenge of mitigating against Climate Change and adapting to the potential impacts. This objective will be central to the Local Environment (Climate Change) Strategy's Communication and Engagement Plan. The themes under this objective are equally as broad, crossing-over the objectives 1-4. They include wildlife and habitats (bio-diversity), green infrastructure, countryside and landscapes, contaminated land, Future Flood Risk Management, and severe weather and related risks. It also includes the theme of governance in the context of partnership working, monitoring performance and evaluating outcomes.

### **Priority**

The final decision on prioritising any action that requires a key decision is determined through the Council's Constitution.

The potential for co-benefits are a consideration in prioritisation, for example an action to reduce the consumption of carbon intense heat within the home through improved energy efficiency will also have a positive impact on fuel poverty. There are clear health benefits from improved air quality, healthier diets and more walking and cycling. The drive for clean growth has the potential for industrial and commercial opportunities. The replacement of petrol powered hand tools with battery powered hand tools has the co-benefits of less vibrations and less noise, with less disturbance to surroundings.

### **Finances**

The Council is committed to becoming carbon neutral in the future and there may be a requirement for significant investment in achieving this goal, with recovery through the achievement of efficiency savings and/or by maximising any external grants and contributions available to support the strategy and action plan through the Council's Funding Strategy. However, any carbon reducing schemes will initially have to be funded from resources currently contained within the Council's existing Revenue and Capital budgets; with any new climate change initiatives, following the formal adoption and approval of the Local Environment (Climate Change) Strategy, being supported by robust business cases with a cost benefit analysis provided.

The Council also maintains a vehicle Plant and Equipment Replacement Plan which outlines the anticipated replacement lifecycle for the main items of fleet it requires to operate services. This plan is updated annually and is fed into the budget process to determine the capital requirement.

## Carbon Accounting

In 2017, the UK emitted 460 million tonnes of carbon dioxide equivalent, compared with 794 million tonnes of carbon dioxide equivalent in 1990.

### Cumbria Baseline (Extracts from Report)

The Cumbria Baseline Report rests on a simple principle:

*'We have operated from the principle that it is more informative to make best estimates of even the most poorly understood components of the footprint, and to discuss the uncertainty openly, than to omit them from the analysis.'*

The report acknowledges that:

*'The complexity of supply chains and the difficulties in obtaining accurate data dictate that footprinting can only offer an estimate rather than an exact measure, and the figures in this report should be viewed in that context.'*

Overall, the report is a broad guide to the size and relative significance of different components of its approach to carbon accounting. The components are:

- Production based emissions

The data behind these emissions estimates is from the Office of National Statistics Local Authority CO<sub>2</sub> Emissions Estimates 2005-2017, calculated by Ricardo Energy and Environment<sup>1</sup>.

As an example, emissions resulting from the purchase of goods by residents and visitors would not feature in a production-based emissions assessment, since all the emissions take place in the supply chains of the products rather than at the point of purchase. The largest part of the production-based carbon footprint comes from transport, closely followed by industrial and commercial fuel use. Emissions from vehicles on the M6 motorway have been excluded.

- Consumption-based emissions

We assess the greenhouse gas 'footprint' of residents, visitors and industry, including the supply chains of everything that residents and visitors buy and do whilst in Cumbria. Consumption-based reporting attributes the emissions from product and service supply chains to Cumbria, **regardless of where emissions are physically released during production**. The inclusive treatment of supply chain emissions, as presented here, differs from more standard 'production-based' emissions assessments, but gives a more complete and realistic view of impacts of final consumption.

Consumption-based reporting is important for looking at the climate change impacts that people and businesses have through their entire lifestyles, including the food they eat and the things they buy. Thus, in the case of car travel the final figure is typically around double that of the exhaust pipe emissions.

The consumption-based assessment includes emissions resulting from everything residents do and buy in their personal lives and everything that visitors do and buy while in Cumbria, as well as their travel to and from the county. More specifically, the following is within the scope of this report:

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<sup>1</sup> BEIS, June 2019, UK local authority and regional carbon dioxide emissions national statistics: 2005-2017. <https://tinyurl.com/UKCO2PB>

- all residents' personal travel and visitor travel to, from and around Cumbria;
- fuel and electricity consumed in homes and places to stay;
- emissions from food and drink and other purchases;
- emissions resulting from the use of services, including public services; and
- the supply chains of all the above (e.g. fuel supply chains and embodied emissions).

As a separate analysis, we also include a simple assessment of industry emissions. Consistent with the consumption-based reporting approach, this includes both direct emissions and supply chain emissions.

### Cumbria's Production-based CO<sub>2</sub> emissions

**Cumbria's total production-based emissions for 2017 were 3.18 MtCO<sub>2</sub>** (Figure 1). This includes emissions railways passing through the county, and removals from land use, such as through peat restoration and tree planting. Emissions from vehicles travelling along the M6 motorway have been excluded.

Broken down by local authority, the highest emissions (excluding removals from Land Use, Land Use Change and Forestry – LULUCF). Removals from LULUCF in Cumbria are estimated to be around 0-20 tonnes Carbon per km<sup>2</sup> from Forest Land, with minor removals from grassland and cropland management<sup>2</sup>.

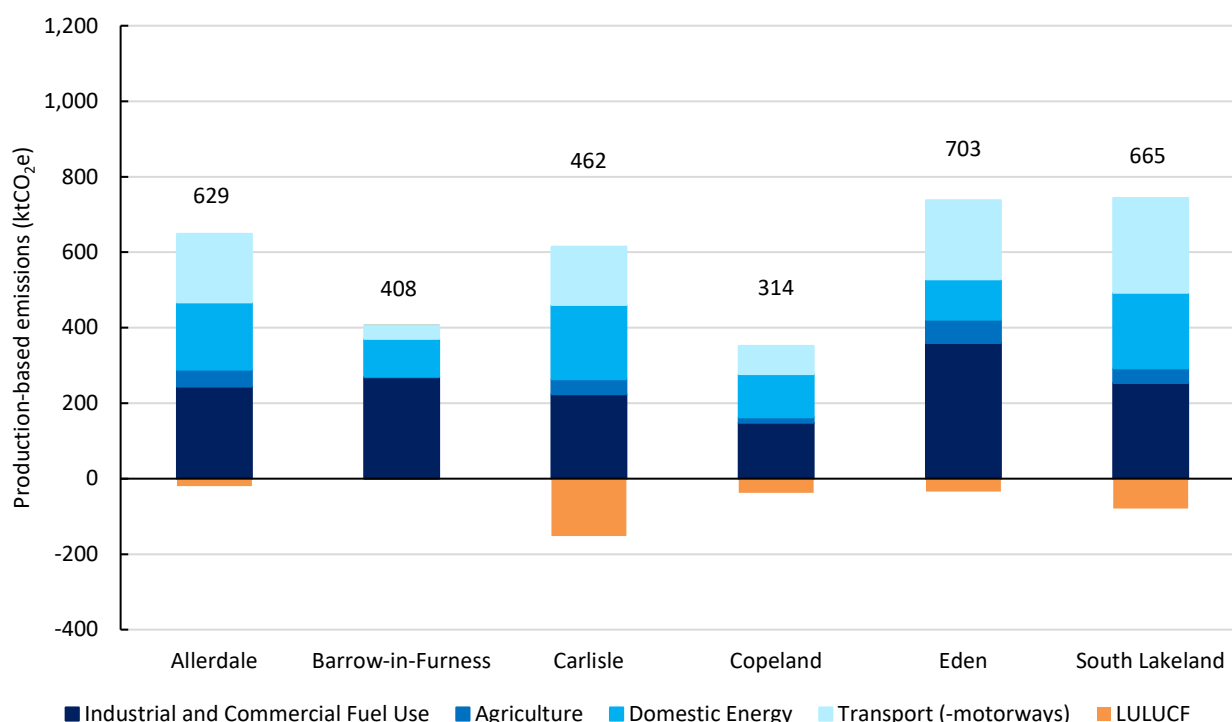


Figure 1: Total production-based CO<sub>2</sub> emissions by sector, broken down by Cumbrian local authority, net figures are labelled on the top of each district bar.

<sup>2</sup> Centre for Ecology & Hydrology for BEIS (2019). Mapping Carbon Emissions & Removals for the Land Use, Land Use Change and Forestry Sector: Report based on the 1990-2017 Inventory. See: [www.gov.uk/government/statistics/uk-local-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017](http://www.gov.uk/government/statistics/uk-local-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017).



## Cumbria's Consumption-Based GHG Emissions

**The total GHG 'footprint' of residents and visitors is estimated at 11.5 MtCO<sub>2</sub>e for 2018.** This includes visitors' travel to and from Cumbria, their consumption within Cumbria, and everything residents do, whether within or outside of the boundary of Cumbria. The consumption-based assessment includes all GHG emissions associated with everything that residents and visitors buy or consume – this includes the supply chains involved in provision of goods and services.

Emissions by consumers are broken down into two categories: Residents of Cumbria and Visitors to Cumbria. Resident emissions account for 51% of the total. Visitors travelling to and from Cumbria make up 36% of the total footprint, and 13% of the emissions come from visitors within Cumbria. The emissions per resident per day are 35 kgCO<sub>2</sub>e which is the same as the UK average, whereas the emissions for visitor are 26 kgCO<sub>2</sub>e.

In Figure 2 this is broken down by category, highest emissions arise from visitor air travel (2.1 MtCO<sub>2</sub>e), visitor fuel consumption (1.4 MtCO<sub>2</sub>e travelling to Cumbria and 540 kilotonnes (kt) CO<sub>2</sub>e within Cumbria) and resident food and drink (1.5 MtCO<sub>2</sub>e; Figure 2 ).

On a per capita basis, Cumbria residents' consumption-based footprint is broadly in line with the UK average.

Cumbria visitors have a greater proportion of driving emissions (both fuel and wear and tear) in their footprint whilst in Cumbria (approximately three times the UK average), and a higher proportion of emissions from eating out and recreational activities than residents. Overall, visitors' footprint is less than that of the UK average due to lower emissions from household energy and other services. These differences reflect the difference between typical activities of residents and visitors. In contrast to residents, visitors' emissions are dominated by air and road travel. Visitors emit more carbon travelling to and from Cumbria than they do during their stay.

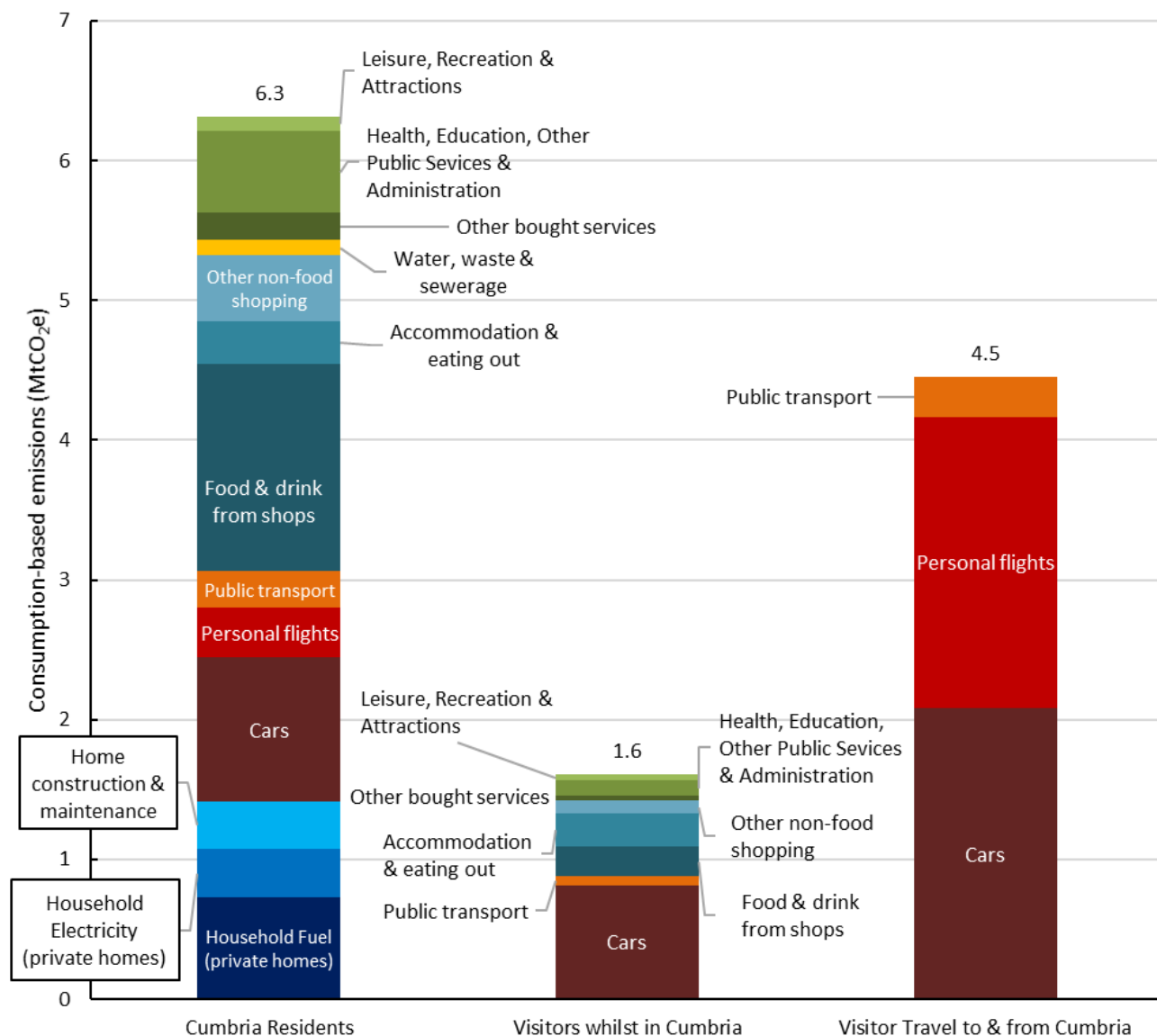


Figure 2: Total consumption-based GHG emissions broken down by category and consumer

### The overall scale of industry's footprint is 13,174 ktCO<sub>2</sub>e.

This simple analysis of industries gives a broad perspective on emissions from businesses in Cumbria. It should not form part of the baseline figure because there is double counting between this and the footprint of residents and visitors. It is not based on local information about the characteristics of each industry in Cumbria.

## Carlisle City Council Baseline

The Council's gross<sup>3</sup> carbon footprint for 2018/19 was 3227 tonnes CO<sub>2</sub>e.

We have used production accounting for the Council's carbon footprint. Production accounting only considers day-by-day emissions from sources such as buildings and vehicles. Production emissions are relatively straightforward to measure and account for, consumption emissions are much more difficult to quantify as most emissions are occurring elsewhere and produced by other parties.

This approach is the same as the National UK Baseline approach (page 5 and 11), for the Council we are measuring:

**Scope 1:** Emissions by authority owned vehicles and emissions from gas and oil boilers, the energy used for operational work such as collecting waste and maintaining our parks. (1659t CO<sub>2</sub>e.)

**Scope 2:** Grid Electricity across the estate. (397t CO<sub>2</sub>e.)

**Scope 3:** Business travel, transmission & distribution losses<sup>1</sup>, and leased out assets such as the leisure centre. (1172t CO<sub>2</sub>e.)

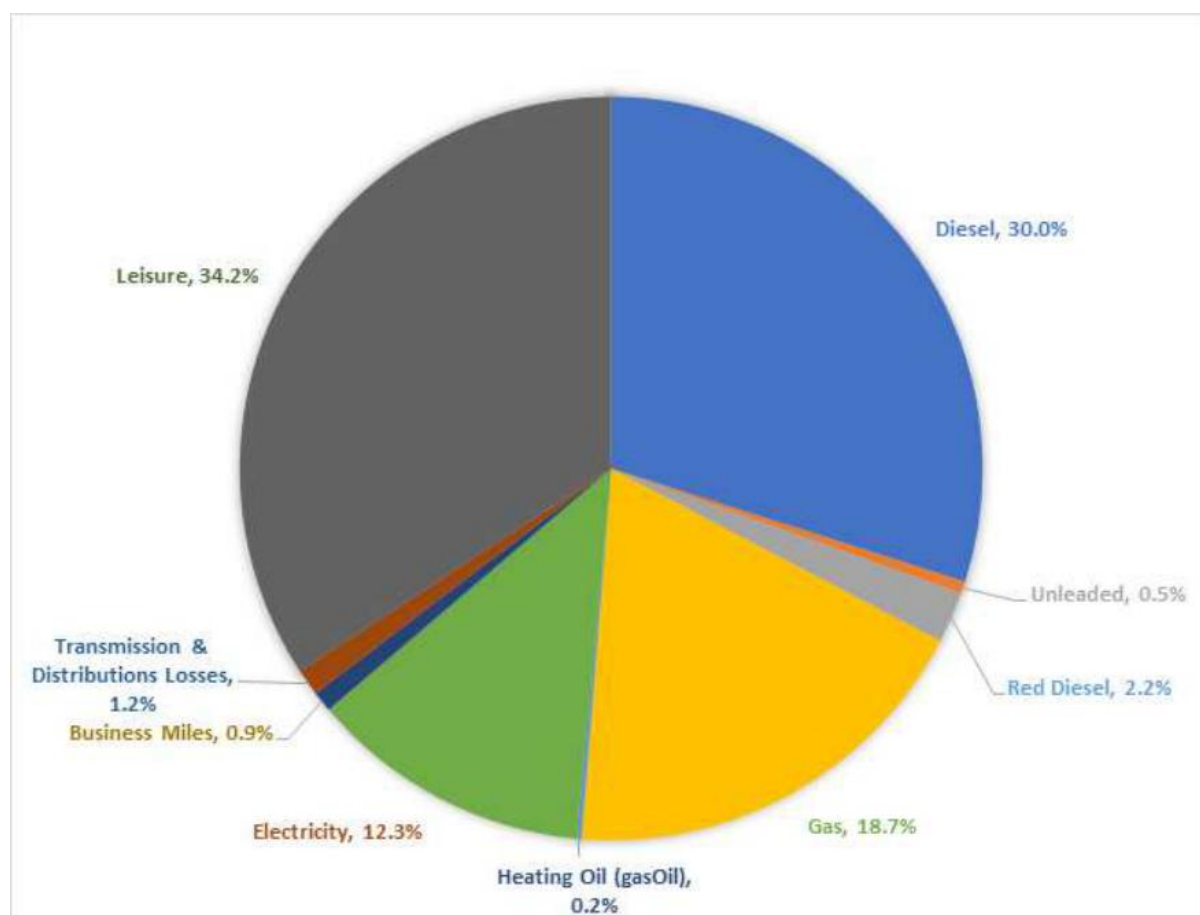


Figure 3: Main sources of the Council's carbon footprint

<sup>3</sup> The Council's microgeneration of renewal energy is estimated at 47,000kwh, saving 12(t)co<sub>2</sub>e. The Council's net carbon footprint is estimated at 3215 tonnes CO<sub>2</sub>e.

## Targets

### UK National net zero by 2050

The UK Government's net zero target was passed into law in June 2019. This target is measured through the Estimates of the UK's greenhouse gas (GHG) emissions, published by the Department for Business, Energy and Industrial Strategy (BEIS), are used as the baseline for monitoring the Climate Change Act net zero target. These estimates, known as territorial and which are **production-based** estimates, include GHG emissions or removals from:

- businesses based in the UK regardless of where in the world they are registered.
- the activities of people that live in the UK as well as non-UK visitors.
- land such as forest, crop or grazing land.

They exclude emissions or removals from:

- international air travel.
- international shipping.
- UK residents abroad.
- UK Crown dependencies and overseas territories.
- the burning of biomass such as wood, straw, biogases and poultry litter for energy production.
- land such as peatland.
- the production of goods and services that the UK imports from other countries.

### Cumbria net zero by 2037

This is the most feasible target that can be regarded as being in line with the requirements laid down by the IPCC for “well below 2 degrees and in pursuit of 1.5 degrees” of global warming.

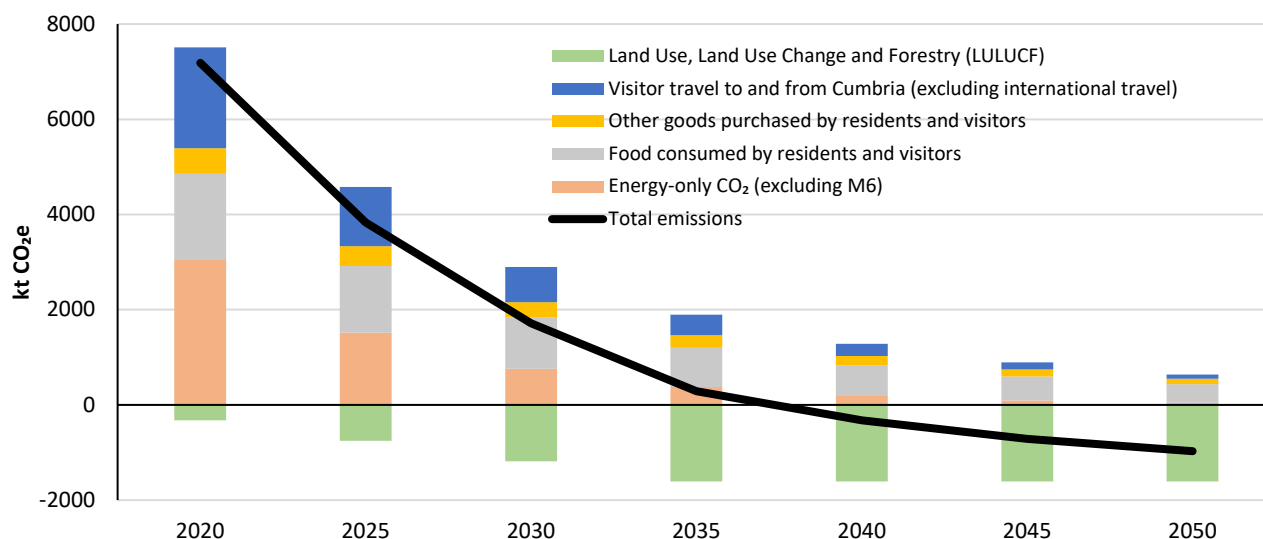
The target includes the following:

- Energy-only CO<sub>2</sub> measured on a production basis, excluding the M6 (over which Cumbria has little influence);
- GHG emissions from food consumed by residents and visitors;
- GHG emissions from other goods purchased by residents and visitors;
- GHG emissions from visitor travel to and from Cumbria, excluding international visitor travel; and
- Land Use, Land Use Change and Forestry (LULUCF) – these are net negative emissions.

Business supply chains are included where businesses supply the local and visitor economy. However, businesses should still be encouraged to manage their own supply chain carbon.

A trajectory for achieving Net Zero by 2037 is set out in the graph and table in figure 4, the annual percentage changes are set out against the categories in scope for the overall target.

### Net Zero by 2037 Trajectory, data and percentage reductions



Raw Data Breakdown of projected emissions (kt CO <sub>2</sub> e)	Net zero by 2037			
	2020	2035	2040	Changes starting from 2019 baseline
Energy-only CO <sub>2</sub> (excluding M6)	3048	377	188	Annual reduction of 13%
Food consumed by residents and visitors	1807	837	648	Annual reduction of 5%
Other goods purchased by residents and visitors	535	248	192	Annual reduction of 5%
Visitor travel to and from Cumbria (excluding international travel)	2117	436	257	Annual reduction of 10%
Land Use, Land Use Change and Forestry (LULUCF)	-322	-1611	-1611	Increase of 400% in annual removals after 15 years (negative emissions)
<b>Total emissions (tonnes)</b>	<b>7185</b>	<b>287</b>	<b>-326</b>	

Figure 4: Net Zero by 2037 Trajectory, data and percentage reductions

## Carlisle City Council net zero by 203X.

A five year scenario (2020-2025) for cumulative reductions in the Council's carbon footprint, from the 2018/19 baseline, includes:

- Rapid uptake of homeworking as required through the Covid-19 Pandemic.
- Completion of the Sands Centre Redevelopment and closure of the Pools.
- Completion of the Civic Centre Ground Floor Reinstatement.
- Completion of the footway lighting replacement project.
- Replacement of machinery, cars and small vans with Electric Vehicles operating out of an improved depot, suitable for supporting this new fleet.
- Replacement of petrol powered hand operated equipment with battery powered equipment.
- Energy efficiency improvements to operational assets delivered through the Asset Management Plan and externally funded projects.
- Reduction in business miles claimed for petrol and diesel vehicles, as employees switch to Electric Vehicles.
- Net biodiversity gains and negative emissions through green spaces strategy.
- Net biodiversity gains and negative emissions from 'Start with the Park' approach to St. Cuthbert's Garden Village.

Beyond the first five years (2025-37) the following scenarios would enable further reductions in the Council's carbon footprint, subject to available technology without incurring excessive costs:

- Replacement of waste fleet with alternative fuelled vehicles operating out of an improved depot, suitable for supporting this new fleet.
- Switching from non-renewable to renewable energy supplies for gas and electricity across all operational assets.
- Reduction in business miles claimed for petrol and diesel vehicles as employees continue to switch to Electric Vehicles.
- Increased microgeneration of renewable energy from Council's operational assets.
- Inclusion of all Council's Green and Blue Infrastructure in Land Use, Land Use Change and Forestry (LULUCF).

## Roadmap

Figure 5: Outline roadmap and milestones for the LE(CC) Strategy action plan implementation

# INSERT DESIGNED CHART TO FOLLOW

Major Projects, Key Strategies, Main plans, Other milestones

## Actions for the next six months (December 2020-May 2021)

Theme	Action	LE(CC)S Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
Assets	Sands Centre Redevelopment	1	2020/21-2022/23	Improved energy and heat efficiency from the Leisure estate.  Reduced demand on asset management and future maintenance.	Production (Scope 3: Leisure centre) and Consumption (Leisure and recreation, attractions)	Budget 2020/21
Assets	Civic Centre Ground Floor Reinstatement	1	2020/21-2021/22	Improved energy and heat efficiency of operational buildings.	Production (Scope 1: Gas and Scope 2: Electricity)	Budget 2020/21
Assets	Footway Lighting (LED Project)	1	2020/21	Improved energy efficiency of operational assets.	Production (Scope 2: Electricity)	Budget 2020/21
Assets	Fleet Strategy: Vehicle replacement reviews for each service area.	1	2020/21	Regular review of fleet replacement programme to forecast future costs for vehicle replacement.  Data model for CAPEX / Decarbonisation prioritisation and decision making.	Production (Scope 1: Petrol and Diesel and Scope 2: Electricity)	Budget 2021/22 and future external funding bids
Assets	Fleet: Energy Saving Trust Consultancy (EST)	1	2020/21	Advice and recommendations on fleet and mileage to improve energy efficiency.	None	None required
Assets	Fleet Challenge Plant /trailers / hand operated equipment	1	2020/21	Improved energy efficiency of equipment.	Production (Scope 1: Petrol and Red Diesel and Scope 2: Electricity)	None required
People	Staff competencies: Promoting Personal Wellbeing and Environmental Responsibility	1 & 5	2020/21	Core values and competencies included in Appraisal rounds.	Production and Consumption	None required



Theme	Action	LE(CC)S Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
People	Workforce Plan: Agile Working Policy	1	2020/21	Reduction in travel to and from work and between work settings.	Consumption (travel)	None required
People	Workforce Plan: Environmental responsibility training module	1	2020/21	Raising awareness of local environment and climate change challenges.	Production and Consumption	None required
Technology	ICT Strategy: Agile working ICT equipment and networks	1	2020/21	Reduction in travel to and from work and between work settings.	Production and Consumption	Current budget
Finance	Funding Strategy: Identifying CAPEX Opportunities for decarbonisation and renewal energy.	1	2020/21	Maximising external funding.	Production (Scope 1 and 2)	None required
Communications and engagement	Targeted campaigns to encourage behaviour change	2 & 5	2020/21	Engagement and awareness raising.	Production and Consumption	None
Movement	Electric Vehicle Charging: <a href="#">On street Charging Infrastructure</a>  Working with partners to expand provision of EV charging points in Carlisle including electric bikes	3	2019/20-2020/21	Stimulate demand for EV's in areas without off street parking Increased take up of electric vehicles, allowing people to save money on fuel costs Reduction air pollution and CO2 emissions	Production and Consumption	External funding secured  The current SOSCI project has a budget of £220k to provide 40 connections

## Organisation Actions (2020-2025)

Theme	Action	LECCS Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
Assets	Sands Centre Redevelopment	1	2020/21-2022/23	Improved energy and heat efficiency from the Leisure estate.  Reduced demand on asset management and future maintenance.	Production (Scope 3: Leisure centre) and Consumption (Leisure and recreation, attractions)	Budget 2020/21
Assets	Civic Centre Ground Floor Reinstatement	1	2020/21 - 2021/22	Improved energy and heat efficiency of operational buildings.	Production (Scope 1: Gas and Scope 2: Electricity)	Budget 2020/21
Assets	Asset Management Plan  Maintenance Plan	1	2020/21	Improved energy and heat efficiency of the operational and community building assets	Production (Scope 1: Gas and Heating Oil and Scope 2: Electricity)	Budget 2020/21 and 2021/22
Assets	Housekeeping improvements	1	2021/22	Reduce demand on asset management though improvements in housekeeping.	Production (Scope 1: Gas and Heating Oil and Scope 2: Electricity)	None
Assets	Energy Management System	1	2021/22	Improved energy and heat efficiency.	Production (Scope 1 and 2)	Budget Bid 2021/22
Assets	OLEV Workplace Charging Scheme	1 & 3	2021/22	Improved EV Charging Infrastructure to enable workplace charging for staff and Members.	Consumption (travel)	Future external funding and internal budget bid as a match
Assets	Footway Lighting (LED Project)	1	2020/21	Improved energy efficiency of operational asset.	Production (Scope 2: Electricity)	Budget 2020/21
Assets	Fleet Strategy: Handbook for Drivers	1	2020/21	Improved energy efficiency of use of operational assets.	Production (Scope 1: Petrol and Diesel and Scope 2: Electricity)	None required
Assets	Fleet Strategy: Vehicle replacement reviews for each service area.	1	2020/21	Regular review of fleet replacement programme to forecast future costs for vehicle replacement.  Data model for CAPEX / Decarbonisation prioritisation and decision making.	Production (Scope 1: Petrol and Diesel and Scope 2: Electricity)	Budget 2021/22 and future external funding bids

Theme	Action	LECCS Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
Assets	Future fleet and depot options: Depot infrastructure	1 & 5	2023/24	Assess capacity and step-up charging infrastructure in depot to support this expansion.	Production (Scope 1: Petrol and Diesel and Scope 2: Electricity)	None required
Assets	Fleet Strategy: Decarbonisation of Fleet, Data set, Model and Scorecard	1	2021/22	Visuals for Fleet Challenge and reviews.	None	Free external consultancy support
Assets	Fleet: Energy Saving Trust Consultancy (EST)	1	2020/21	Advice and recommendations on fleet and mileage to improve energy efficiency.	None	None required
Assets	Fleet Challenge Plant /trailers / hand operated equipment	1	2020/21	Improved energy efficiency of equipment.	Production (Scope 1: Petrol and Red Diesel and Scope 2: Electricity)	None required
Assets	Fleet: Grey Miles Recommendations (EST)	1	2021/22	Advice and recommendations on 'grey miles' within operations.	Production (Scope 3: Petrol and Diesel) / Consumption (travel)	None required
Assets	Decarbonisation of Estate Data Set, Model and Scorecard	1	2021/22	Data model for CAPEX / Decarbonisation prioritisation decision making.	Production (Scope 1 and 2)	External Funding Bid for consultancy support
Assets	<a href="#">One Public Estate Project (Phase 7)</a>	1 & 5	2021/22	Better use of public assets.	Production and Consumption	External Funding
Assets	Investment assets: Minimum Energy Efficiency Standards	5	2020/21	Improved energy and heat efficiency.	Production and Consumption	None required
Assets	Develop an evidence base for climate change adaption.	5	2021/22	To have a better understanding of the climate risks facing the Council and district and the adaptation actions that will be the most effective.	Not applicable	None
People	Staff competencies: Promoting Personal Wellbeing and Environmental Responsibility	1 & 5	2020/21	Core values and competencies included in Appraisal round.	Production and Consumption	None required

Theme	Action	LECCS Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
People	Workforce Plan: Agile Working Policy	1	2020/21	Reduction in travel to and from work and between work settings.	Consumption (travel)	None required
People	Workforce Plan: Council Employee Travel.	1	2021/22	Reduction in travel to and from work and between work settings.	Consumption (travel)	None required
People	Workforce Plan: Environmental responsibility training module	1	2020/21	Raising awareness of local environment and climate change.	Production and Consumption	None required
People	Workplace Healthy Eating Statement	1	2020/21	Healthier buffets with low carbon menus.	Consumption (Food)	Revenue budget cost codes
Technology	ICT Strategy: Agile working ICT equipment and networks	1	2020/21	Reduction in travel to and from work and between work settings.	Production and Consumption	Current budget
Finance	Funding Strategy: Identifying CAPEX Opportunities for decarbonisation and renewal energy.	1	2020/21	Maximising external funding.	Production (Scope 1 and 2)	None required
Finance	Procurement: Review activity and strategy to develop a procurement guide on climate change impacts/assessment.	1	2021/22	Environmental responsibility steer for service managers and contractors.	Consumption	None required
Finance	Procurement: Tender guidance on Environmental & Climate Change Responsibility.	1	2021/22	Environmental and broader sustainability considerations are considered during procurement.	Consumption	None
Transparency	Scheme of Publication for data and data models	1 & 5	2021/22	Public engagement and transparency.	Not applicable	None

Theme	Action	LECCS Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
Communications and engagement	New and refreshed webpages for Local Environment and Climate Change	5	2021/22	Engagement and education.	Not applicable	None
Communications and engagement	Interactive programme of digital communication and engagement	5	2021/22	Engagement and education.	Not applicable	None
Communications and engagement	Targeted campaigns to encourage behaviour change	2 & 5	2020/21	Engagement and awareness raising.	Consumption	None
Communications and engagement	Celebrating success with local case studies demonstrating positive action.	5	2021/22	Celebration and promotion of positive action through the Local Environment (Climate Change) Strategy.	Not applicable	None
Communications and engagement	Partnerships: Collaboration on a wider, local corporate response.	5	2021/22	Celebration and promotion of positive action through the partnership.	To be confirmed	None
Communications and engagement	Partnerships: Carlisle Ambassadors and Young Ambassadors sessions on Local Environment and Climate Change.	5	2021/22	Broadening engagement.	Not applicable	None

## Local Actions (2020-2025)

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Local Plan	<a href="#">St Cuthbert's Garden Village</a> : Supplementary Planning Document	2	2020/21	To provide detailed design guidance to help articulate what is meant by 'high quality design within the context of St Cuthbert's'.	Production and Consumption	Budget 2020/21 and 2021/22
Local Plan	<a href="#">St Cuthbert's Garden Village</a> : Local Plan, <a href="#">Draft St Cuthbert's Garden Village Policies</a>	2	2020/21-2022/23	Upon adoption set the legal framework to guide the preparation and assessment of future planning applications; Enable and support the timely delivery of infrastructure provision through both developer contributions and/or external funding bids; Facilitate the delivery of land release to help address the imbalance of employment land between the north and south of the City.	Production and Consumption	Budget 2020/21 and 2021/22
Local Plan	<a href="#">St Cuthbert's Garden Village</a> : Strategic Design Framework	2.	2020/21	The Masterplan Framework appraised several spatial alternatives for the distribution of homes, jobs and community infrastructure. This took account: landscaping (such as topography and physical features); the need to retain a village-like character; sustainable mobility (prioritising walking cycling and public transport to new local centres, schools and services); and provision of a range of housing densities and usable open spaces and green infrastructure.	Production and Consumption	Budget 2020/21 and 2021/22
Local Plan	<a href="#">Local Plan / Annual Monitoring Report: 106 'planning gain' projects</a>	2	2020/21	Projects that will: Prescribe policy interventions Compensate for local loss of value or amenity Mitigate with positive impacts.	Consumption	None required
Local Plan	Introduce a Consequential	2	To be confirmed	Energy efficiency improvements through planning, development control and building control.	Production and Consumption	None required

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
	Improvements Policy as part of the Local Plan					
Local Plan	Supplementary Planning Document adapt to the impact of Climate Change	5	To be confirmed	Existing policies: CC4_Flood risk and development CC5_Surface water management and Sustainable Drainage Systems	Production and Consumption	None required
Local Plan	<a href="#">Solar Panels</a>	2	2015-2030	Local Plan Evidence base	Production and Consumption	None required
Local Plan	Promote low carbon and renewable energy provisions in new developments through Local Plan policies.	2	2015-2030	Current policies are: CC1_Renewal energy CC2_Energy from wind CC3_Energy conservation, efficiency and resilience.	Production and Consumption	None required
Regeneration	<a href="#">Town Investment Plan</a>	2,3 & 5	2020-To be confirmed	The focus will be on clean housing growth and low carbon lifestyles. To enable Carlisle's businesses, people and communities to be resilient to current and future economic and environmental challenges including climate change, economic exclusion and unemployment, and recovery from the Covid-19 pandemic.	Production and Consumption	External Funding
Regeneration	<a href="#">Carlisle Station Redevelopment</a>	2,3 & 5	2020-To be confirmed	These improvements will increase connectivity and help future proof the station.	Production and Consumption	External Funding
Regeneration	<a href="#">Future High Street Fund</a>	2,3 & 5	2020-To be confirmed	Revitalising the Historic Quarter and evening economy are key regeneration priorities.	Production and Consumption	External Funding

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Regeneration	<a href="#">Caldew Riverside</a>	2,3 & 5	2020-To be confirmed	The development of this site will fundamentally improve the vitality and viability of Carlisle's city centre by delivering a modern urban living opportunity.	Production and Consumption	External Funding
Regeneration	<a href="#">Brownfield Register</a>	5	2020/21	A list of sites that the Council considers to be suitable, available and viable for potential residential development.	To be confirmed	None required
Housing	Work with developers to deliver sustainable housing developments in Carlisle and promoting sustainable construction methodologies.	2	To be confirmed	Promoting sustainable Construction.	To be confirmed	None required
Housing	Work in partnership with social landlords, developers and architects to share knowledge and learning on sustainable construction.	2	To be confirmed	Promote the application of these principles on new developments.	To be confirmed	None required
Housing	Private Sector Housing Enforcement Policy and action	2	2020/21	The Private Sector Housing function is to improve the standard of private sector properties through, education, advice and enforcement. Enforcing the minimum level of energy provisions within their area.	Production and Consumption	None required
Housing	Empty Homes	2	2020/21	The need to bring empty private sector dwellings back into use is a key objective that is part of a wider strategy to tackle housing affordability.	Production and Consumption	External Funding
Housing	An integrated model and Housing Stock	2	2020/21	The detailed housing stock information provided in this report will facilitate the delivery of	Production and Consumption	None Required



Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
	Condition Database (HSCD) and report (SAP)			housing strategy and enable a targeted intervention approach to improving housing, sections on Fuel poverty and energy efficiency. Includes improvement scenarios.		
Housing	<a href="#">Custom and Self-Build Register</a>	2	2020/21	The custom/self build register will provide valuable information and evidence on the demand for self-build and custom house building.	Production and Consumption	None required
Housing	<a href="#">Homelife- home improvement grants</a>	2	2020/21	Homelife Carlisle has various fully funded home improvement grants to help residents stay safe and warm and promote independence and healthy.	Production and Consumption	External funding
Housing	<a href="#">Homelife – Green Homes Grant (LADS Round 1b and future Round 2)</a>	2	2021/22	A bid for funding under this scheme to improve the energy efficiency of low-income households in their area.	Production and Consumption	External funding £1,150,000 applied for.
Building Control	Energy Efficiency of developments ( <a href="#">Part L Compliance</a> )	2	2020/21	Building Regulations are set by the Government to protect the health and safety of people in and out of buildings, to promote energy saving and to make sure building works provide enough access and facilities for workers.	Production and Consumption	None required
Movement	<a href="#">Carlisle Local Cycling &amp; Walking Infrastructure Plan</a>	3	2020/21 and 2021/22	A plan to invest in active travel.	Consumption	£10,000 from existing budget as a contribution
Movement	<a href="#">Local Transport Plan Projects</a>	3	2011-2026	LTP3 & LTP4 Implementation Plan.	Consumption	None required
Movement	Electric Vehicle Charging: <a href="#">On street Charging Infrastructure</a>  Working with partners to expand provision of	3	2019/20-2020/21	Stimulate demand for EV's in areas without off street parking Increased take up of electric vehicles, allowing people to save money on fuel costs Reduction air pollution and CO2 emissions	Production and Consumption	External funding secured  The current SOSCI project has a budget of £220k to

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
	EV charging points in Carlisle including electric bikes					provide 40 connections
Movement	Support and promote a Travel to Work Partnership to develop travel options for employees.	3 & 5	2025-30	Low carbon, active transport options for commuting and work travel.	Consumption	None required
Enforcement	Local Environment ASB	5	2020/21	Tackling local ASB related to the local environment.	Not applicable	Budget 2021/22
Air and water quality	<a href="#">Air Quality Annual Status Report</a>  Action Plan	3	2020/21	Improved respiratory health and a reduction in associated health inequalities. Help people live healthier lives by preventing ill health and harm and promoting public health. Air pollution removal	Consumption	None required
Ambient noise and light	<a href="#">Regulatory Services Service Plan (Statutory Nuisances investigation and enforcement)</a>	5	2020/21	Improved public and environmental health	Consumption	None required
Ambient noise and light	<a href="#">Planning Enforcement Policy and Register</a>	5	2020/21	The council will try to make sure that planning rules are followed.	Consumption	None required
Contaminated Land	<a href="#">Guidance</a>  Contaminated Land Strategy and Register	5	2020/21	A strategic approach to identifying and securing the remediation of contaminated land.	Consumption	None required
Future Flood Risk Management	New flood defences	5	2021/22	The scheme will protect 1600 homes and businesses from flooding across the city once it's complete.	Not applicable	£25million grant in aid funding
Future Flood Risk Management	Multi-agency Flood Plan	5	2021/22	Small area plans to respond to and recover from future flooding.	Not applicable	None required
Future Flood Risk Management	New Coastal Strategy	5	2021/22	This strategy forms a key step in setting out our future approach to managing risks and will feed into our local plans.	Not applicable	LLFA

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Severe weather and related risks	Work with partners of the Cumbria Local Resilience Forum to ensure that plans are in place to respond to climate change risks.	5	2020/21	Ensure that these plans are regularly tested and reviewed.	Not applicable	None required
Green infrastructure, countryside and landscapes	<a href="#">Green Infrastructure Strategy</a>	5	2015-2030	Evidence base for Local Plan.	Potential Negative Emissions	None required
Green infrastructure, countryside and landscapes	<a href="#">Green Spaces Strategy</a>	5	2020/21	To manage our green estate as a diverse and flourishing natural resource which provides a range of environmental services including resilience against future flooding, reducing the impacts of climate change and providing rich and varied wildlife habitats.	Potential Negative Emissions	None required
Green infrastructure	Develop and implement a tree strategy to manage risk and increase tree stocks.	5	2021/22	Biodiversity and carbon capture co benefits.	Potential Negative Emissions	None
Green infrastructure	Explore the potential of green roofs and living walls.	5	2022/23	Biodiversity and carbon capture co benefits.	Potential Negative Emissions	None
Wildlife and habitats (biodiversity)	Get Cumbria Buzzing	5	2021/22	Biodiversity and carbon capture co benefits.	Potential Negative Emissions	None
Wildlife and habitats (biodiversity)	Co-benefits of Phase 1 Flood Defences enhancements	5	2021/22	Enhancing habitats in Melbourne Park and improving recreation facilities, including new park benches and entrance features.	To be confirmed	None
Waste & Recycling	Targeted campaigns on waste reduction and recycling.	4	2021/22	Develop local and partnership communication plans for waste minimisation.	Consumption	None

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
				Promote national weeks of action.		
Waste & Recycling	Introduce a new 'medium' bin option (180Litres capacity) from April 2020.	4	2021/22	Encourage participation in recycling and increase recycling rates.	Consumption	Budget 2021/22
Waste & Recycling	Provide 180L or 140L bins free to residents moving into new-build homes.	4	2021/22	Encourage participation in recycling and increase recycling rates.	Consumption	Budget 2021/22
Waste & Recycling	Explore options to further encourage participation in recycling and increase recycling rates	4	2020-2025	Encourage participation in recycling and increase recycling rates.	Consumption	None
Waste & Recycling	Waste Data Model: Analysis of local data and trends.	4	2021/22	Utilise local data to target intervention and develop localised campaigns and focussed messages.	Consumption	None
Waste & Recycling	Food Waste: Prepare for potential new service	4	2022/23	From 2023 – potential for statutory, separate food waste collections from households.	Production and Consumption	Future Budget Bid
Waste & Recycling	Food Waste: Potential new commercial service	4	2022/23	From 2023 – potential for separate food waste collections from commercial premises. (chargeable)	Production and Consumption	None
Waste & Recycling	Partnership Working	4	2021/22	Increasing access to recycling.  Explore opportunities to work in partnership with other local councils to develop solutions to common issues and share costs and risks.	Not applicable	None
Waste & Recycling	Partnership: Coordinate local response to Government Waste Strategy	4 & 5	2021/22	Delivery of a new Waste Strategy through the Cumbria Strategic Waste Partnership. Reducing carbon from Waste Sector in line with Cumbria-wide target of Carbon neutral by 2037.	Not applicable	None

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Waste & Recycling	Help to promote Voluntary and Community Groups to be involved in recycling and reuse activities.	4	2022/23	Individuals feel more empowered to get involved in recycling and reuse activities.	Not applicable	None
Community Development	Funding Strategy: Funding Newsletter and support	1-5	2020/21	Increased external funding applied for and gained.	Not applicable	None
Community Development	Place Standard Project	5	2021/22	Task group to consider the best way forward given current position. Current place activity has paused in Scotland. Focus to Deliver Place Standard Programme = Place Board off this group. Establish links with Borderlands Place agenda	Not applicable	External Funding secured
Community Development	Carlisle Resilience Group ~Community Resilience 'future shocks'	4 & 5	2020/21	Ensure our communities are resilient and prepared for winter and consider planning for future emergencies.	Not applicable	External funding bid
Community Development	Collaborative Funding Pilot	5	2021/22	Explore the opportunity to pilot a collaborative funding model across the locality.	Not applicable	None
Community Development	Cumbria Sustainability Network	5	2021/22	Relationship building and understanding local authority decision making Communities will influence central decision-making structures and influencing partnership approaches.	Not applicable	ZCCP £100,000
Community Development	Carlisle Community Action	5	2020-2025 To be confirmed	Communities will influence central decision-making structures and influencing partnership	Not applicable	ZCCP £TBC

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
				approaches		
Community Development	Cumbria Youth Climate Action Programme	5	2020-2025 To be confirmed	Young people will be empowered to engage in meaningful ways with politicians, business leaders, policy makers and the media. Gatekeepers of emissions (for example local authorities and businesses) will have a mechanism for, and confidence to, engage with and be influenced by young people.	Not applicable	ZCCP £80,000
Community Development	Community Carbon Literacy Programme	5	2020-2025 To be confirmed	Organisations and individuals have developed a sense of agency and responsibility and a much better understanding of the causes of, and solutions to, the climate crisis.	Not applicable	ZCCP £TBC
Community Development	Mapping Repair Cafes and peer support to establish new cafes	4	2020-25 To be confirmed	Individuals feel more empowered and better skilled to take climate action.	Not applicable	ZCCP
Food	Work with partners on the Sustainable Food Action Plan to achieve Sustainable Food City Status.	4	2021/22	A holistic approach to food and that are achieving significant positive change on a range of key food health and sustainability issues.	Not applicable	External Funding
Food	Work with partners on a programme for healthy eating including cooking skills to help reduce reliance on processed and packaged food.	4	To be confirmed	Local communities having access to a range of healthy and affordable food options.	Consumption	None

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Food	Allotments and community gardens	4	2020/21	Low carbon vegetable growing is increased in Cumbria.  Maintain current occupancy rates for allotments and encourage provision of community gardens and allotments in new developments	Consumption and potential negative emissions	None
Food	Low Carbon Food Programme	4	2020-2025 To be confirmed	Low Carbon Food network is set up and supports a reduction in carbon emissions from what people eat.	Not applicable	ZCCP £TBC
Food	Grow Local Eat Local project	4	2020-2025 To be confirmed	Low carbon vegetable growing is increased in Cumbria. Local retailers are connected to vegetable growers providing low carbon food and reduced food miles. Carbon usage to grow vegetables is offset through an increase in agro-forestry.	Consumption	ZCCP £TBC
Renewable Energy	Community Energy Support	2	2020-25 To be confirmed	2 new community energy projects are developed and installed using innovative approaches.	Not applicable	ZCCP £60,000
Communications and engagement	Sharing Learning Nationally		2020-25 To be confirmed	Partners and communities take part in national learning and knowledge exchange events.	Not applicable	
Communications and engagement	Broadening engagement and overcoming disadvantage	5	2020-25 To be confirmed	Individuals feel supported to learn how they can take climate action.	Not applicable	ZCCP £20,000
Consultancy	Expert Advice	1-5	2020-25 To be confirmed	A central pot of funding will be dedicated to contracting consultancy expertise to co-design solutions with businesses, local authorities and communities as they emerge through the life of the project.	Not applicable	ZCCP £30,000

Theme	Activity	LECCS Obj.	Timeframe	Outcomes	Carbon Accountancy	Finances
Governance	Cumbria Carbon Monitoring and wider evaluation	5	2020-25 To be confirmed	New and robust methodology available for community led and partnership projects across the UK.	Not applicable	ZCCP £20,000



## Action planning through regional and countywide partnerships

The key countywide partnerships are listed below, each of these partnerships have multi-agency, countywide strategies and plans in progress or in place. Working across these partnerships will help deliver this strategy:

### **Borderlands Inclusive Growth Deal**

Encouraging Green Growth: Borderlands is committed to becoming a carbon neutral region. Our whole system approach to investing in green energy, coupled with our plans to maximise the benefit from our outstanding natural resources will lead to a vibrant economy driven by clean energy.

### ***Energy Investment Company***

A newly established Borderlands Energy Investment Company will act as a strategic coordinator and investment route to establish a Borderlands Energy Masterplan. A successfully managed and delivered Energy Masterplan with priorities, that complement the UK and Scottish Government's policies for clean growth and energy will establish a route to bringing Borderlands closer to a carbon neutral region whilst making our area more attractive to live and work in. The Borderlands' Energy Investment Company will be established and operated by the five member authorities, along with the UK and Scottish Government. These seven public sector bodies would be the main members further supported by a technically skilled energy-specific governance structure highlighted in this Strategic Outline Business Case and further supported by the established wider Borderlands governance structure.

### ***Energy Masterplan***

The overarching Borderlands Energy Masterplan will be developed following a Scottish Enterprise designed approach, and will establish:

The role of green energy in delivering growth through new business opportunities and investment and a basis for future planning and investment decisions. Masterplanning is identifying investment activity that needs to be taken forward at a Borderlands wide geographic area, and activity that needs to take place at a more local level.

The masterplanning covers private sector investment appetite, feasibility of securing investment, and role of public funds in leveraging this investment, which will provide important direction in generating project ideas for the company to assess. The master planning exercise will draw on the baseline of information and strategic planning that is already available or underway. This includes baseline evidence for each of the four geographies which comprise Borderlands. For the South of Scotland this is collated in a study undertaken for Scottish Government in Spring 2018 (BuroHappold study), while in Cumbria and Northumberland, baseline information can be derived from sub-national data held by BEIS and analysed in the development of the respective local energy strategies for each area.

***Natural Capital Innovation Zone:*** Linked to the Innovation Centres for Dairy and Forestry, this designation will present opportunities to introduce new ways of working. These will fuse together the best practice from both environmental stewardship initiatives (such as the Defra pioneers, landscape partnerships, river trusts, forestry investment zones) and economic and social growth initiatives (such as the LEADER, neighbourhood and community planning, and strategic economic plans) to maximise the full benefit from our countryside within the context of responding to climate change.

- **Zero Carbon Cumbria Partnership**

- Project Plan 2020-2025

**Cumbria Strategic Waste Partnership**

- New strategy and sub groups in progress.

**Cumbria Strategic Flood Partnership**

- Strategy works underway.

**Cumbria Local Resilience Forum**

- Strategy and Programme in place.

**Cumbria Public Health Alliance**

- Joint Public Health Strategy and action plan.

In addition the following strategies will be important in achieving the countywide target:

- Cumbria Transport Strategy (Previously Local Transport Plan LTP).
- Cumbria Cycling Strategy /Cycling and Walking Infrastructure Plan (CWIPs).
- LEP Local Industrial Strategy.
- Local Energy Plan (LEP).
- Minerals and Waste Local Plan.

## Areas for action planning, 2025-30 and beyond

Theme	Action	LECCS Obj.	Timeframe	Outcome	Carbon Accountancy	Finances
Assets	Fleet Strategy: Alternative fuels vehicle replacement plan for each service	1	2025-30	Increase fleet challenge with further fleet reductions, increased use of alternative travel options and increased introduction of alternative fuelled vehicles.	Production (Scope 2)	Future budget bids
Assets	Future fleet and depot options: shared resources such as pool cars and car clubs.	1 & 5	2025-30	Continue to explore options to share resources.	Production (Scope 1 and 2)	None required
Local Plan	Urban Consolidation Centres (UCC)	2	2030-35	Urban Consolidation Centres can enable last mile deliveries to be made using electric freight vehicles (including e-bikes) rather than diesel-powered HGVs.	Consumption	None required
Local Plan	Pennine AONB Plan	5	2025-30	Land Use, Land Use Change and Forestry (LULUCF) interventions to help offset within the UK.	Potential Negative Emissions	None required
Local Plan	Solway AONB Plan	5	2025-30	Land Use, Land Use Change and Forestry (LULUCF) interventions to help offset within the UK.	Potential Negative Emissions	None required
Future Flood Risk Management	Natural Flood Management Projects	5	2025-30	Reduce flood and coastal erosion risk through measures that help to protect, restore and emulate the natural functions of catchments, floodplains, rivers and the coast.	Consumption	External funding
Wildlife and habitats (biodiversity)	Net Bio diversity Gain for all our parks and open spaces	5	2025-30	Biodiversity and carbon capture co benefits.	Offsetting	External funding

## Outline Carbon Management Plan

Carbon Management Plan for 2020-2025 to reduce energy and fossil fuel consumption for the City Council's estate and operation.

These are selected actions from that action plan that are considered the most significant in making the Council net zero by 203X, based on a production accounting methodology.

These actions will be approached in the following stages:

- Decarbonisation of operational activity
- Microgeneration of renewal energy from operational assets
- Offsetting through land use and land use change activities

The actions include:

- Sands Centre Redevelopment
- Civic Centre Ground Floor Reinstatement
- Asset Management Plan & Maintenance Plan
- Energy Management System
- Footway Lighting (LED Project)
- Fleet Strategy, future fleet and depot options
- Decarbonisation of Estate
- One Public Estate Project (Phase 7)
- ICT Strategy: Agile working ICT equipment and networks
- Funding Strategy: Identifying CAPEX Opportunities for decarbonisation and renewal energy
- Procurement: Review activity and strategy to develop a procurement guide on climate change impacts/assessment

## Outline Community Engagement & Development Plan

Selected actions from the action plan that are considered the most significant in community engagement and development.

Actions include:

- New and refreshed webpages for Local Environment and Climate Change
- Interactive programme of digital communication and engagement
- Targeted campaigns to encourage behaviour change
- Celebrating success with local case studies demonstrating positive action
- Partnerships: Collaboration on a wider, local corporate response
- Partnerships: Carlisle Ambassadors and Young Ambassadors sessions on Local Environment and Climate Change
- Help to promote Voluntary and Community Groups to be involved in recycling and reuse activities
- Funding Strategy: Funding Newsletter and support
- Place Standard Project
- Carlisle Resilience Group Community Resilience 'future shocks'
- Collaborative Funding Pilot
- Cumbria Sustainability Network
- National and Countywide Citizens' Assembly/ Jury
- Carlisle Community Action
- Cumbria Youth Climate Action Programme
- Community Carbon Literacy Programme
- Mapping Repair Cafes and peer support to establish new cafes
- Sharing learning nationally
- Broadening engagement and overcoming disadvantage

## Definitions and glossary

The definition of local environment for the strategy is the surrounding conditions or forces, these can be local or global conditions or forces. Covering topics to include:

- Air and water quality
- Ambient noise and light
- Climate change, adaptation (Future Flood Risk Management)
- Climate change, mitigation and low carbon energy
- Contaminated Land
- Green infrastructure, countryside and landscapes
- Tackling pollution
- Severe weather
- Waste minimisation
- Wildlife and habitats (biodiversity)

t	tonnes
kt	thousand tonnes
mt	million tonnes
CO <sub>2</sub> e	Carbon Dioxide equivalents
IPCC	Intergovernmental Panel Climate Change.
GHG	Greenhouse Gas
GGP	Greenhouse Gas Protocol.
Carbon Footprint	A carbon footprint measures the total greenhouse gas emissions caused directly and indirectly by a person, organisation, event or product. <sup>4</sup>
Net- zero	Carbon neutral or net zero carbon is the goal of ensuring that any given activity does not cause any additional carbon dioxide (or other greenhouse gas) to be added to the atmosphere. The net zero position can be achieved by balancing a measured amount of carbon released with an equal amount of carbon offsetting activities.
Decarbonisation	The process of removing or reducing the carbon dioxide (CO <sub>2</sub> ) or equivalents from human activities.
LULUCF	Land use, land-use change and forestry.

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<sup>4</sup> [Carbon Trust](#)

## Links and references

Local Environment (Climate Change) Strategy (LECCS)

<https://www.carlisle.gov.uk/Council/Council-and-Democracy/Climate-Change>

Zero Carbon Cumbria Programme

<https://cafs.org.uk/our-projects/zero-carbon-cumbria-programme/>

Ashden Toolkit

<https://ashden.org/climate-action-co-benefits-toolkit/>

Friends of the Earth 33 Actions for Local Councils

<https://policy.friendsoftheearth.uk/insight/33-actions-local-authorities-can-take-climate-change>

Climate Emergency Action Planning

<https://climateemergency.org.uk/session-one/>

Committee on Climate Change Net Zero report

<https://www.theccc.org.uk/wp-content/uploads/2019/05/Net-Zero-The-UKs-contribution-to-stopping-global-warming.pdf>

National Climate Assembly Report recommendations

<https://www.climateassembly.uk/report/>

UK Baseline

<https://www.ons.gov.uk/economy/environmentalaccounts/articles/netzeroandthedifferentofficialmeasuresoftheuksgreenhousegasemissions/2019-07-24>

Cumbria Baseline Report

<https://www.cumbriaobservatory.org.uk/environment/environment-further-information/>

BEIS, June 2019, UK local authority and regional carbon dioxide emissions national statistics: 2005-2017. <https://tinyurl.com/UKCO2PB>

Centre for Ecology & Hydrology for BEIS (2019). Mapping Carbon Emissions & Removals for the Land Use, Land Use Change and Forestry Sector: Report based on the 1990-2017 Inventory. See: [www.gov.uk/government/statistics/uk-local-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017](http://www.gov.uk/government/statistics/uk-local-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017).

Carbon Trust

<https://www.carbontrust.com/resources/carbon-footprinting-guide>







# **NOTICE OF EXECUTIVE KEY DECISIONS**

**14 December 2020**

## **Index of Active Key Decisions**

		Date Decision to be considered:	Date Decision to be taken:
KD.07/20	Homelessness and Rough Sleeping Strategy 2021-2026	13 January 2021 consultation period to include Overview and Scrutiny as appropriate	8 February 2021
KD.25/20	Budget Process 2021/22 – 2025/26	9 November 2020 (EX.122/20 - EX130/20), 7 December 2020, 14 December 2020, 13 January 2021	9 November 2020, 7 December 2020, 14 December 2020, 13 January 2021
KD.27/20	Review of Public Space Protection Orders	14 December 2020 consultation period to include Overview and Scrutiny as appropriate	8 February 2021
KD.28/20	St Cuthbert's Garden Village Local Plan – preferred option consultation	9 November 2020 consultation period to include Overview and Scrutiny as appropriate (EX.131/20)	13 January 2021
KD.31/20	Local Air Quality Action Plan Consultation and Agreement	14 December 2020 consultation period to include Overview and Scrutiny as appropriate	8 February 2021
KD.34/20	Skew Bridge Decking replacement Project		13 January 2021

### **Index of Active Key Decisions**

		Date Decision to be considered:	Date Decision to be taken:
KD.35/20	Local Environment (Climate Change) Strategy	13 January 2021 consultation period to include Overview and Scrutiny as appropriate	8 February 2021
KD.36/20	Borderlands Inclusive Growth Deal	consultation period to include Overview and Scrutiny as appropriate	8 February 2021
KD.37/20	Green Homes Grant LAD Phase 1b		13 January 2021

## Notice of Key Decisions

This document provides information on the 'key decisions' to be taken by the Executive within the next 28 days. The Notice will be updated on a monthly basis and sets out:

- Details of the key decisions which are to be taken;
- Dates of the Executive meetings at which decisions will be taken;
- Details of who will be consulted and dates for consultation;
- Reports and background papers which will be considered during the decision making process;
- Details of who to contact if further information is required
- Details of where the document can be inspected
- Details of items which the public may be excluded from the meeting under regulation 4(2) and the reason why
- Details of documents relating to the decision which need not, because of regulation 20(3) be disclosed to the public and the reason why.

The dates on which each new Notice will be published are set below:

### Publication Dates

6 March 2020	14 August 2020
24 April 2020	11 September 2020
22 May 2020	9 October 2020
19 June 2020	13 November 2020
17 July 2020	14 December 2020

Key decisions are taken by the City Council's Executive and these are usually open to the public. Agendas and reports and any other documents relevant to the decision which may be submitted can be viewed in the Customer Contact Centre at the Civic Centre, Carlisle or on the City Council's website ([www.carlisle.gov.uk](http://www.carlisle.gov.uk)). Agendas and reports are published one week ahead of the meeting.

A Key Decision is an Executive decision which is likely –

- (a) to result in the relevant local authority incurring expenditure which is, or the making of savings which are, significant\* having regard to the local authority's budget for the service or function to which the decision relates;
- (b) to be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the relevant local authority.

\*significant expenditure or savings to the authority in excess of £70,000

The City Council's Executive Members are:

Councillor J Mallinson (Leader / Chairman)  
Councillor G Ellis (Deputy Leader, and Finance, Governance and Resources Portfolio Holder)  
Councillor N Christian (Environment and Transport Portfolio Holder)  
Councillor S Higgs (Culture, Heritage and Leisure Portfolio Holder)  
Councillor Mrs Mallinson (Communities, Health and Wellbeing Portfolio Holder)  
Councillor P Nedved (Economy, Enterprise and Housing Portfolio Holder)

Should you wish to make any representations in relation to the items being held in private or If you require further information regarding this notice please contact Democratic Services on 01228 817039 or [committeeservices@carlisle.gov.uk](mailto:committeeservices@carlisle.gov.uk).

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.07/20
Type of Decision:	Executive
Decision Title:	Homelessness and Rough Sleeping Strategy 2021-2026
Decision to be taken:	The Executive will be asked to support the strategic priorities identified as part of a statutory review and consultation process; targeting Homelessness and Rough Sleeping in Carlisle from 2021 to 2026.
Date Decision to be considered:	13 January 2021 consultation period to include Overview and Scrutiny as appropriate
Date Decision to be taken:	8 February 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Corporate Director of Governance and Regulatory Services will be available five working days before the meeting
Contact Officer for this Decision:	Corporate Director of Governance and Regulatory Services, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Economy, Enterprise and and Housing (Councillor Nedved)
Relevant or Lead Overview and Scrutiny Panel:	Health and Wellbeing Scrutiny Panel

All public reports can be viewed in the Customer Contact Centre of the Civic Centre, Carlisle, the Public Library and on the Council's website [www.carlisle.gov.uk](http://www.carlisle.gov.uk).

Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

## **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.25/20
Type of Decision:	Executive
Decision Title:	Budget Process 2021/22 – 2025/26
Decision to be taken:	<p>The Executive will be asked to:</p> <p>Consider strategic financial issues arising from the budget setting process:</p> <ul style="list-style-type: none"> <li>(a) Revenue Estimates including spending pressures, bids and savings (9th November 2020)</li> <li>(b) Individual Charges Reviews (9th November 2020)</li> <li>(c) Provisional Capital Programme including new spending proposals (9th November 2020)</li> <li>(d) Corporate Assets – Repair and Maintenance Programme (9th November 2020)</li> <li>(e) Treasury Management Base Estimates (9th November 2020)</li> <li>(f) Local Taxation (including CTRS) (9th November 2020)</li> <li>(g) Consideration of Scrutiny Consultation feedback (7th December 2020)</li> <li>(h) Draft Revenue Settlement Figures (if available) (14th December 2020)</li> <li>(i) Summary Revenue Budget (including decision on Business Rate Pooling) (14th December 2020)</li> <li>(j) Summary Capital Programme (if required) (14th December 2020)</li> <li>(k) Draft Treasury Management and Investment Strategy including MRP Strategy (14th December 2020)</li> <li>(l) Executive Draft Budget Proposals for consultation (14th December 2020)</li> <li>(m) Consideration of Final Budget Consultation (13th January 2021)</li> <li>(n) Draft Revenue Settlement Figures (if available) (13th January 2021)</li> <li>(o) Final Revenue Budget Summary (13th January 2021)</li> <li>(p) Provisional Capital Programme (13th January 2021)</li> <li>(q) Treasury Management and Investment Strategy including MRP Strategy (13th January 2021)</li> <li>(r) Executive's Final Budget Proposals (13th January 2021)</li> </ul>
Date Decision to be considered:	9 November 2020 (EX.122/20 - EX130/20), 7 December 2020, 14 December 2020, 13 January 2021
Date Decision to be taken:	9 November 2020, 7 December 2020, 14 December 2020, 13 January 2021
Is the Decision Public or Private?:	The decision will be taken in public.

Documents submitted for consideration in relation to the Decision:	RD.30/20 - Budget Update – Revenue Estimates 2021/22 to 2025/26 on 9 November 2020 Community Services (Report CS.30/20) on 9 November 2020 Economic Development (Report ED.38/20) on 9 November 2020 Governance and Regulatory Services (Report GD.48/20) on 9 November 2020 Licensing (Report GD.54/20) on 9 November 2020 Revised Capital Programme 2020/21 and Provisional Capital Programme 2021/22 to 2025/26 (Report RD.33/20) on 9 November 2020 Treasury Management Quarter 2 2020/21 and Forecasts for 2021/22 to 2025/26 (Report RD.34/20) on 9 November 2020 Local Taxation 2021/22 – 2025/26 (Report RD.35/20) on 9 November 2020
Contact Officer for this Decision:	Corporate Director of Finance and Resources, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Finance, Governance and Resources (Councillor Ellis)
Relevant or Lead Overview and Scrutiny Panel:	Business and Transformation Scrutiny Panel Economic Growth and Health & wellbeing Scrutiny Panels for New Spending Proposals, Savings and Charges pertaining to their individual areas of responsibility.

All public reports can be viewed in the Customer Contact Centre of the Civic Centre, Carlisle, the Public Library and on the Council's website [www.carlisle.gov.uk](http://www.carlisle.gov.uk).

Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

## **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.27/20
Type of Decision:	Executive
Decision Title:	Review of Public Space Protection Orders
Decision to be taken:	<p>Local Authorities were granted powers to introduce Public Space Protection Orders (PSPO) in 2014 through section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014. PSPOs replaced previous legislation and introduced wider discretionary powers to deal with nuisances or problems which harm the local community's quality of life. A PSPO needs to be reviewed every three years and the current Public Space Protection Order expires on the 21st March 2021</p> <p>An order is intended to ensure that people can use and enjoy public spaces, living safely from anti-social behaviour. An order will specify an area where activities are taking place that are detrimental to the quality of life of those in the area and can impose conditions and restrictions on people using the specified area.</p> <p>The Executive will be asked to approve the content of a new PSPO for the next three years following consultation with partners.</p>
Date Decision to be considered:	14 December 2020 consultation period to include Overview and Scrutiny as appropriate
Date Decision to be taken:	8 February 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Deputy Chief Executive will be available five working days before the meeting
Contact Officer for this Decision:	Deputy Chief Executive, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Communities, Health and Wellbeing (Councillor Mrs Mallinson)
Relevant or Lead Overview and Scrutiny Panel:	Health and Wellbeing Scrutiny Panel



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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.28/20
Type of Decision:	Executive
Decision Title:	St Cuthbert's Garden Village Local Plan – preferred option consultation
Decision to be taken:	The Executive will be asked to approve the draft St Cuthbert's Local Plan policies for public consultation.
Date Decision to be considered:	9 November 2020 consultation period to include Overview and Scrutiny as appropriate (EX.131/20)
Date Decision to be taken:	13 January 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	ED.39/20 - St Cuthbert's garden Village Local Plan Consultation on 9 November 2020
Contact Officer for this Decision:	Corporate Director of Economic Development, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Economy, Enterprise and and Housing (Councillor Nedved)
Relevant or Lead Overview and Scrutiny Panel:	Economic Growth Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.31/20
Type of Decision:	Executive
Decision Title:	Local Air Quality Action Plan Consultation and Agreement
Decision to be taken:	The Executive will be asked to consider the measures recommended in the Air Quality Action Plan as part of the wider consultation process, which also include key stakeholders. The action plan once finalised will be requested to be signed off by Executive.
Date Decision to be considered:	14 December 2020 consultation period to include Overview and Scrutiny as appropriate
Date Decision to be taken:	8 February 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Corporate Director of Governance and Regulatory Services will be available five working days before the meeting
Contact Officer for this Decision:	Corporate Director of Governance and Regulatory Services, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Environment and Transport (Councillor Christian)
Relevant or Lead Overview and Scrutiny Panel:	Health and Wellbeing Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.34/20
Type of Decision:	Executive
Decision Title:	Skew Bridge Decking replacement Project
Decision to be taken:	The Executive will be asked to approve release of £70K from capital reserves for the completion of the above project and approve the award to the winning tenderer.
Date Decision to be considered:	
Date Decision to be taken:	13 January 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Deputy Chief Executive will be available five working days before the meeting
Contact Officer for this Decision:	Deputy Chief Executive, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Environment and Transport (Councillor Christian)
Relevant or Lead Overview and Scrutiny Panel:	Health and Wellbeing Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.35/20
Type of Decision:	Executive
Decision Title:	Local Environment (Climate Change) Strategy
Decision to be taken:	The Executive will be asked to recommend the Local Environment (Climate Change) Strategy to Council for adoption.
Date Decision to be considered:	13 January 2021 consultation period to include Overview and Scrutiny as appropriate
Date Decision to be taken:	8 February 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Corporate Director of Economic Development will be available five working days before the meeting
Contact Officer for this Decision:	Corporate Director of Economic Development, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Environment and Transport (Councillor Christian)
Relevant or Lead Overview and Scrutiny Panel:	Health and Wellbeing Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

### **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.36/20
Type of Decision:	Executive
Decision Title:	Borderlands Inclusive Growth Deal
Decision to be taken:	The Executive will be asked to recommend that the draft Borderlands Inclusive Growth Deal is taken to Full Council for approval
Date Decision to be considered:	consultation period to include Overview and Scrutiny as appropriate
Date Decision to be taken:	8 February 2021
Is the Decision Public or Private?:	The decision will be taken in private. The report is not for publication by virtue of paragraph 3 of part 1 of Schedule 12A of the Local Government Act 1972.
Documents submitted for consideration in relation to the Decision:	The report of the Corporate Director of Economic Development will be available five working days before the meeting
Contact Officer for this Decision:	Corporate Director of Economic Development, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Leader
Relevant or Lead Overview and Scrutiny Panel:	Economic Growth Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

## **Notice of Key Decisions to be taken by the Executive**

The following key decision is to be made on behalf of Carlisle City Council:

Key Decision Reference:	KD.37/20
Type of Decision:	Executive
Decision Title:	Green Homes Grant LAD Phase 1b
Decision to be taken:	<p>The Executive will be asked to</p> <ol style="list-style-type: none"> <li>1. If successful to accept the award from Department for Business Energy and Industrial Strategy (BEIS) for the Green Homes Grant local authority delivery (LAD phase 1 b)</li> <li>2. Delegate authority to the Corporate Director of Governance and Regulatory Services deliver activities and services funded by the grant in accordance with the Memorandum of Understanding between the City Council and Secretary of State for Business, Energy and Industrial Strategy.</li> </ol>
Date Decision to be considered:	
Date Decision to be taken:	13 January 2021
Is the Decision Public or Private?:	The decision will be taken in public.
Documents submitted for consideration in relation to the Decision:	The report of the Corporate Director of Governance and Regulatory Services will be available five working days before the meeting
Contact Officer for this Decision:	Corporate Director of Governance and Regulatory Services, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG
Relevant Portfolio Area:	Economy, Enterprise and and Housing (Councillor Nedved)
Relevant or Lead Overview and Scrutiny Panel:	Economic Growth Scrutiny Panel

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Other documents relevant to the matter may be submitted to the decision maker. These, if available, may be obtained by contacting the named contact officer.

Notice prepared by Councillor John Mallinson,  
Leader of Carlisle City Council

Date: 14 December 2020



Below is a list of decisions taken by Officers which they have classed as significant, full details and supporting background documents can be viewed on the Council's website [www.carlisle.gov.uk/CMIS/](http://www.carlisle.gov.uk/CMIS/)

Decision Ref No	Title: Subject and Decision Taken:	Reports and Background Papers considered:	Date Decision Taken:	Decision Maker:
OD.129/20	Landlord's consent to lease extensions. To grant Landlord's consent to the extension of leases of flats 5, 15 & 26 at The Lanes shopping centre.	None	15 December 2020	Property Services Manager
OD.128/20	Real Living Wage Increase - January 2021 Real Living Wage Increase Carlisle City Council supports paying all staff the Real Living Wage (RLW) or above. In line with the annual increase the Living Wage Foundation have increased the RLW rate from £9.30 per hour to £9.50 per hour. It is proposed that the Council adopt the increase and implements with effect from 1 <sup>st</sup> January 2021. The Minimum Wage (set by the Government as a minimum for under 25's) is £8.21 per hour. This payment is statutory. The Minimum Wage (set by the Government as a minimum for over 25's) is £8.72 per hour. This payment is statutory. The real Living wage (set by the Living Wage Foundation) is £9.50 per hour (£10.85 per hour in London) for over 18's. This payment is voluntary and is based on the cost of living according to a basket of household goods and services. This will impact on salary scale Grade A - Pay Point P1 and will cost the Council approximately £1400 per annum which can be met from base budgets. The government has not yet set out the minimum wage rates from April 2021.	N/A	09 December 2020	Deputy Chief Executive
OD.126/20	Landlord's consent to a lease renewal, lease extension and licence to carry out works To grant Landlord's consent to the grant of a new leases of units 20, 30, 40, 52, 56b, 57, 70, 88 & 89 at The Lanes shopping centre.	None	07 December 2020	Property Services Manager

OD.127/20	<p>Planned Maintenance Capital Programme 2020/21 Bousteads Grassing Roof Repairs</p> <p>The capital repair was programmed following the building survey inspections. Decision taken to award a contract to a suitably qualified contractor to undertake the works.</p>	<p>Corporate Assets Capital Programme 20/21 and 3 Year Maintenance Programme 2019/20 – 2021/22 (www.carlisle.cmis.uk)</p> <p>Responses to request to quote exercise. Not for publication by virtue of Paragraph 3 of Schedule 12A of the Local Government Act.</p>	04 December 2020	Property Services Manager
OD.125/20	<p>Decision to submit an application to the Low Carbon Skills Fund. The Public Sector Low Carbon Skills Fund (LCSF) has been launched alongside the Public Sector Decarbonisation Scheme (referred to as the Grant Scheme) to provide complementary funding across three activities relevant to the Grant Scheme.</p> <p>Firstly, all eligible public sector bodies can use LCSF funding to engage specialist and expert advice to identify and develop energy efficiency and low carbon heat upgrade projects for non-domestic buildings. This Officer Decision notice is to apply to the fund for this first element.</p> <p>If successful a specialist would be engaged to prepare robust and effective applications for the Public Sector Decarbonisation Scheme (referred to as the Grant Scheme).</p> <p>Additionally, we will use this additional capacity to apply for LCSF funding:</p> <ul style="list-style-type: none"> <li>- to engage the specialist and expert advice and skills required to enable the delivery of projects funded by the main grant scheme.</li> <li>- to put in place a Heat Decarbonisation Plan</li> </ul> <p>The decision at this stage is to submit an application for £8,000 to the LSCF:</p> <ul style="list-style-type: none"> <li>- to engage specialist and expert advice to identify and develop energy efficiency and low carbon heat upgrade projects for the Carlisle City Council assets and then prepare a robust and effective application for the Public Sector Decarbonisation Scheme.</li> </ul>	Council Climate Change Commitment	02 December 2020	Property Services Manager
OD.124/20	<p>Licensing Decisions taken between 1 November and 30 November 2020</p>	<p>Applications for various licences. Private Not for Publication by Virtue of</p>	02 December 2020	Licensing Manager

	The Licensing Manager has granted the attached licences or permissions under an express authorisation delegated to her and in accordance with the Council's policy requirements.	Paragraph 1 of Part 1 of Schedule 12A of the Local Government Act.		
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## JOINT MANAGEMENT TEAM

### MINUTES – 14<sup>th</sup> December 2020

<b>Attendees</b>	Leader; Deputy Leader; PH Economy, Enterprise & Housing; PH Environment & Transport; PH Communities, Health & Wellbeing; PH Culture, Heritage & Leisure; Chief Executive; Deputy Chief Executive; Corporate Director of Governance & Regulatory Services; Corporate Director of Finance & Resources; Corporate Director of Economic Development; Regeneration Manager
<b>Apologies</b>	

<b>Agenda Item 1 – Minutes of Meeting 9<sup>th</sup> November 2020</b>	<b>Action</b>
Noted and agreed	
<b>Agenda Item 2 – Economic Strategy</b>	
The Regeneration Manager joined the meeting and shared an in-depth and interesting Presentation on the above with input from the Corporate Director of Economic Development. Questions raised by Executive Members were fully responded to. The Executive thanked the Regeneration Manager for the update	

<b>Agenda Item 3 - Updates on Borderlands; The Sands; Civic Centre; St Cuthbert's Garden Village; Central Plaza; J44</b>	
Members of SMT provided the Executive with their update on the current position regarding each area	
<b>Agenda Item 4 – Future Items for Notice of Executive Key Decisions</b>	
Noted and agreed	
<b>Agenda Item 5 - JMT Forward Plan</b>	
Reviewed and update to be advised	<i>Deputy Chief Executive</i>

# Report to Executive

Agenda  
Item:  
**A.11**

Meeting Date: 13 January 2021  
Portfolio: Economy, Enterprise & Housing  
Key Decision: Yes (KD.37/20)  
Policy and Budget Framework: No  
Public / Private: Public

Title: Green Homes Grant LAD Phase 1b  
Report of: Corporate Director of Governance and Regulatory Services  
Report Number: GD.01 /21

## Purpose / Summary:

A report informing the Executive of the City Council's application to the Green Homes Grant local authority delivery (LAD phase 1 b). The City Council has applied for £1,150,000 Green Homes Grant funding to address fuel poverty and improve energy efficiency and carbon savings in at least 100 private sector properties.

## Recommendations:

The Executive:

1. If successful to accept the award from Department for Business Energy and Industrial Strategy (BEIS) for the Green Homes Grant local authority delivery (LAD phase 1 b)
2. Delegate authority to the Corporate Director of Governance and Regulatory Services to deliver activities and services funded by the grant in accordance with the Memorandum of Understanding between the City Council and Secretary of State for Business, Energy and Industrial Strategy.

## Tracking

Executive:	13 January 2021
Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1** In July 2020, the Chancellor announced £2 billion of support through the Green Homes Grant (GHG) to save households money; cut carbon; and create green jobs. Along with a voucher scheme directly available to households' local authorities were entitled to apply for delivery schemes (LAD). The City Council did not apply for the first round of GHG delivery grants due to the tight application timetable and that the delivery offer was covered by grants offered already by the Council. In December 2020 the Council did decide to apply for the second round of the Local Authority Delivery Scheme (LAD Phase 1B).
- 1.2** The primary purpose of the LAD is to raise the energy efficiency rating of low income and low Energy Performance Certificate (EPC) rated households (those with E, F or G, although D is also in scope), this is expected to result in the following outcomes:
- a. Tackle fuel poverty by increasing low-income household's energy efficiency rating while reducing their energy bills;
  - b. Deliver cost effective carbon savings to carbon budgets and progress towards the UK's target for net zero by 2050.
  - c. Support clean growth and ensure homes are thermally comfortable, efficient, and well-adapted to climate change.
  - d. Support economic resilience and a green recovery in response to the economic impacts of Covid-19, creating thousands of jobs; and
  - e. Use learnings from the delivery experience to inform the development and design of further energy efficiency and heat schemes.
- 1.3** The City Council applied on the 3<sup>rd</sup> December 2020 to request funding to support low carbon energy efficiency and heating for 100 private sector homes. Carlisle City Council bid for £1 million (plus 15% administration) to address fuel poverty and improve energy efficiency in at least 100 private sector properties based on an estimate £10,000 average retrofit cost per property. Data from the Cumbria Observatory, the open source Landmark EPC register (August 2020) and a recent BRE Housing Stock Modelling Report enables us to target wards and properties that meet the criteria for this funding. In broad terms Carlisle has over 2,250 owner-occupied and over 700 privately rented properties which have an EPC rating of E, F or G and capable of achieving a minimum C Rating.
- 1.4** Funding to owner occupied Eligible Households will cover the full cost of upgrading a home with most upgrades expected to cost no more than £10,000 per property. Landlords eligible for funding (private and social) would provide at least 33%



contribution towards the cost of the upgrades and we do not expect the subsidy to exceed £5,000 on average per household.

- 1.5** The Local Authority Delivery (LAD Phase 1B), is due to commence on 29 January 2021 and has a delivery deadline of 30 September 2021. It is anticipated that the success of the bid and any award will be known around early to mid-January 2021.

## **2. PROPOSALS**

- 2.1** If accepted Carlisle City Council will use the GHG in 100 private sector properties to improve fuel poverty and improve energy efficiency and carbon savings. The project will be delivered by the Homelife HIA, with assistance from the Housing and Pollution team, under a Memorandum of Understanding with Secretary of State for Business, Energy and Industrial Strategy.
- 2.2** If the Bid is successful it is proposed that the Executive accept the award from Department for Business Energy and Industrial Strategy (BEIS) for the Green Homes Grant local authority delivery (LAD phase 1 b).

## **3. RISKS**

- 3.1** There are no penalties associated with an underspend, and should the Department for Business Energy and Industrial Strategy (BEIS) and the City Council be unable to agree how any unspent grant funding will be used, in line with the expected outcomes of the Green Homes Grant, Local Authority Delivery, the City Council would repay the unspent grant, which will be reflected in the Memorandum of Understanding that would be required for the acceptance of the Grant.
- 3.2** The following risks have been identified in the delivery of the scheme:
- a. Installations not meeting quality standards – a procurement exercise will ensure the competency of contractors.
  - b. Claims made for installations that haven't happened, haven't been completed, or that took place prior to launch date of the scheme - approval required before works commence and delivery through approved contractors.
  - c. Identity theft or falsely claiming low-income status – administrative checks on eligibility.
  - d. Installers overinflating costs – procurement exercise and prior approval of contractors.
  - e. Insufficient demand from potential recipients – demand identified but no penalty for underspend.

- f. Insufficient capacity to match demand – prior approval required before works commence so budget management will cover approved works.
- g. Failure of systems and/or processes which have been included within the Risk Register – project will have its own project management framework including risk register. Monthly reporting on the project is required to be made to BEIS.

#### **4. CONSULTATION**

- 4.1** Prior to the application the City Council consulted with the Local Authority Delivery Unit of the Department for Business Energy and Industrials Strategy (BEIS) who oversee the LAD schemes.
- 4.2** The City Council's Grants and External Funding Procedure provided the structure for the consultation process with the: Leader; Portfolio Holder for Economy, Enterprise & Housing; the Corporate Director of Governance and Regulatory Services; the Corporate Director of Finance and Resources, and the Funding Officer, who were all consulted on the application process.
- 4.3** As the decision by the Government to award the Grant may have been made in early January before the Executive meeting, and with the possibility that BEIS would require a short acceptance period, a Leaders Decision is ready to approve acceptance of the grant award, this will only be used if the timetable requires acceptance before this Executive meeting.

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

- 5.1** Carlisle has over 2,250 owner-occupied and over 700 privately rented properties which have an EPC rating of E, F or G but which are capable of achieving a minimum C Rating. The Green Homes Grants will allow the Council to improve about 100 of these properties saving the occupiers money and reducing the properties carbon footprints.

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

- 6.1** Address current and future housing needs to protect and improve residents' quality of life.
- 6.2** Support business growth and skills development to improve opportunities and economic prospects for the people of Carlisle.

**Contact Officer:** Scott Burns  
Regulatory Services Manager                      scott.burns@carlisle.gov.uk

**Appendices**                      None  
**attached to report:**

**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** – Expenditure of the grant must not only be in accordance with the terms and conditions of the said grant but also comply with the Council's decision-making framework, the contract procedure rules and the financial procedure rules

**PROPERTY SERVICES** – No Property Implications

**FINANCE** – The City Council has bid for capital grant funding of £1,150,000 to deliver Phase 1B of the Green Homes Grant Local Authority Delivery; £1million to fund the eligible improvements and £150,000 (15%) to cover administration costs. There is no match funding requirement of the Council and if the bid is successful and approval to accept the award is given, the capital programme (2020/21 and 2021/22) will be increased. The Funding Period will run from the date of the agreement to the 30 September 2021. Any capital grant unspent at the end of the Funding Period may be subject to repayment if the Council and the Secretary of State for Business, Energy and Industrial Strategy cannot reach agreement on how to spend any unused funds.

**EQUALITY** – No comment

**INFORMATION GOVERNANCE** – As with the issuing of all Grants, the Council must review the eligibility and information sharing process alongside the data protection principles, to ensure compliance with Data Protection Legislation.

