

# AGENDA

## Health & Wellbeing Scrutiny Panel

**Thursday, 11 June 2020 AT 10:00**

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

### **Members of the Health & Wellbeing Scrutiny Panel**

Councillor Paton (Chair), Councillors Mrs Atkinson, Mrs Bradley, Dr Davison, Mrs Finlayson (Vice-Chair), Mrs McKerrell, McNulty, Tarbitt.

Substitutes:

Alcroft, Bainbridge, Birks, Betton, Bomford, Mrs Bowman, Brown, Collier, Mrs Ellis-Williams, Mrs Glendinning, Glover, Ms Patrick, Meller, Mitchelson, Morton, Robinson, Robson, Rodgerson, Miss Sherriff, Shepherd, Southward, Dr Tickner, and Tinnion.

### **PART A**

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

### **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 and notification of substitutions

### **Public and Press**

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

### **Minutes of Previous Meeting**

**5 - 12**

To note that Council, at its meeting of 3 March 2020, received and adopted the minutes of the Health and Wellbeing Scrutiny Panel held on 9 January 2020. The Chair will sign the minutes at the first practicable opportunity. [Copy minutes in Minute Book 46(5)].

The Chair will move the minutes of the meeting held on 20 February 2020 as a correct record. The only part of the minutes that may be discussed is their accuracy.  
(Copy minutes herewith).

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

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

## **A.2 HEALTH AND WELLBEING SERVICE**

**13 -  
18**

Portfolio: Communities, Health and Wellbeing

Directorate: Community Services

Officer: Luke Leathers, Health and Wellbeing Manager

Report: CS.06/20 herewith

**Background:**

The Health and Wellbeing Manager to provide an update on the recently formed Health and Wellbeing Service in the Community Services Directorate and to update the Panel on areas of work streams in sport and physical activity that the Health and Wellbeing Service is leading on.

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

The Panel requested the update.

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

The Panel is invited to make comments or suggestions that may assist Officers in the areas of sport and physical activity that the team should focus on.

**A.3 SCRUTINY ANNUAL REPORT**

**19 -  
24**

Portfolio: Cross Cutting

Directorate: Cross Cutting

Officer: Rowan Jones, Overview and Scrutiny Officer

Report: OS.10/20 herewith

**Background:**

This report provides the draft Health and Wellbeing Panel section along with the general sections of the Annual Scrutiny Report 2019/20.

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

Annual Scrutiny Report.

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

The Panel is asked to consider and comment on the attached section of the draft report.

**A.4 OVERVIEW REPORT AND WORK PROGRAMME**

**25 -  
68**

Portfolio: Cross Cutting

Directorate: Cross Cutting

Officer: Rowan Jones, Overview and Scrutiny Officer

Report: OS.11/20 herewith

**Background:**

To consider a report providing an overview of matters related to the work of the Health and Wellbeing Scrutiny Panel.

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

The Health and Wellbeing Panel operates within a Work Programme which is set for the 2020/21 municipal year. The Programme is reviewed at every meeting so that it can be adjusted to reflect the wishes of the Panel and take into account items relevant to this Panel in the latest Notice of Executive Key Decisions.

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

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

**PART B**

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

- NIL -

Enquiries, requests for reports, background papers etc to:

Rachel Plant, Democratic Services Officer - [rachel.plant@carlisle.gov.uk](mailto:rachel.plant@carlisle.gov.uk)

**HEALTH AND WELLBEING SCRUTINY PANEL**

**THURSDAY 20 FEBRUARY 2020 AT 10.00AM**

**PRESENT:** Councillor Paton (Chairman), Councillors Mrs Bradley, Brown (as substitute for Councillor Mrs Atkinson), Dr. Davison, Mrs Finlayson, Mrs McKerrell, McNulty, and Tarbitt.

**ALSO**

**PRESENT:** Councillor J Mallinson, Leader  
Councillor E Mallinson, Communities, Health and Wellbeing Portfolio Holder  
Councillor Christian, Environment and Transport Portfolio Holder  
Councillor Nedved, Economy, Enterprise and Housing Portfolio Holder  
Councillor Higgs, Culture, Heritage and Leisure Portfolio Holder.

**OFFICERS:** Deputy Chief Executive  
Policy and Communications Manager  
Health and Wellbeing Project Manager  
Policy and Performance Officer  
Overview and Scrutiny Officer

**HWSP.09/20 APOLOGIES FOR ABSENCE**

An apology for absence were submitted on behalf of Councillor Mrs Atkinson.

**HWSP.10/20 DECLARATIONS OF INTEREST**

There were no declarations of interest submitted.

**HWSP.11/20 PUBLIC AND PRESS**

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

**HWSP.12/20 MINUTES OF PREVIOUS MEETINGS**

**RESOLVED** – That the minutes of the meeting held on 9 January 2020 be agreed as a true record.

**HWSP.13/20 AGENDA**

**RESOLVED** – That the Green Spaces Strategy be considered as the third item of business on the agenda.

**HWSP.14/20 CALL IN OF DECISIONS**

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

**HWSP.15/20 LOCAL ENVIRONMENT (CLIMATE CHANGE) STRATEGY**

The Policy and Communications Manager submitted report PC.08/20 which set out the background and context within which the draft Local Environment (Climate Change) Strategy was being developed.

The Policy and Communications Manager provided an overview of the various local authority partnership groups and the work undertaken by the Council, he emphasised the importance of countywide planning, action and joint working in achieving the best results in relation to climate change.

Selecting the methodology for carbon accounting going forward had proved challenging: effectively there were two models, production and consumption accounting. The Policy and Communications Manager summarised each and noted that it was feasible for a mixture of both models to be used, however it was important to ensure that double counting of carbon did not take place.

The process for consulting on the draft Strategy along with the timetable for its progress through the Council's democratic processes was explained.

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

- A Member noted that there were two targets referred to in the report: the government's requirement for a carbon neutral UK by 2050 and the Council's target of net zero-carbon by 2030. She asked whether it was a risk to have two targets.

The Policy and Communications Manager responded that an initial countywide report had noted the Council's target for 2030 was stringent and questioned its achievability. The national strategy would comprise a 12 year rolling carbon budget. In terms of the Council's target it was possible that an annual review may be considered for the 2030 target as part of a statement of intent. It was his view that a pragmatic approach was needed.

- What had been the outcome of the Lottery Bid the Climate Action Fund?

The Policy and Communications Manager advised that the bid had not yet been determined but that the initial response from the Lottery had been positive, there was no date set for a final decision on the matter.

- How were the planned public consultation events to be advertised?

Levels of footfall were important to the success of the events, therefore consideration of appropriate venues and existing events was taking place. Draft documentation was also being compiled for the events and may need to be tailored to particular events and sectors, for example agriculture.

The Member responded stressing the importance of involving individuals in the consultation and the need for literature that was accessible to all. Another Member added that consultation in schools would be an important area to consider.

The Environment and Transport Portfolio Holder noted that the Council had experience of carrying out successful consultation events, most notably in relation to the St Cuthbert's Garden Village project. It was anticipated the activities undertaken in relation to the draft Strategy would also achieve a high level of positive engagement. Moreover, he added that it was important that all Members of the Council were communicating about the draft Strategy in their communities.

A Member commented that it would be useful for an Informal Council Briefing to be held so that Councillors were equipped with the most up to date information to share with their residents.

Another Member suggested that Mike Berners-Lee (Lancaster University) be invited to the briefing to address Members.

In response to a question from a Member regarding the holding of a Citizen's Jury as part of the consultation events, the Policy and Communications Manager advised that he was keeping a watching brief on a national Citizens' Assembly that was currently taking place. The Assembly was expected to report in Spring 2020, consideration was being given to such an event being held in Carlisle, but it was important that any work undertaken added value to the consultation and did not duplicate the work of other organisations.

- A Member thanked the Officer for his explanation of different approaches to carbon accounting, he asked which the Council was most likely to adopt.

The Policy and Communications Manager explained that the production accounting model seemed most appropriate method of assessment for the Council's operations. It was noted that the Climate Emergency Motion adopted by the Council also stipulated a reduction in the carbon emission of the district. Consideration was being given to the most appropriate accounting mechanisms as it was important to avoid double counting.

The Panel discussed the importance of embedding consideration of Climate Change in all the Council's activities.

RESOLVED 1) That the draft Local Environment (Climate Change Strategy) be included in a future Informal Briefing for all Members of the Council.

2) That a further report on the draft Local Environment (Climate Change Strategy) be submitted to a future meeting of the Panel.

3) That Officers be thanked for their work in developing the draft Local Environment (Climate Change Strategy) thus far.

## **HWSP.16/20 GREEN SPACES STRATEGY**

The Health and Wellbeing Projects Manager submitted report CS.06/20 which provided an update on the implementation of the Green Spaces Strategy. Members were advised about the restructuring of the former Green Spaces and Community Services Teams into a combined Health and Wellbeing Service.

As part of the implementation of the Strategy it had evolved from being a policy paper into a working document, forming the foundation of the work plans for the teams.

In considering the report Members raised the following comments and questions:

- Would trees planted by the Council be native species?

The Health and Wellbeing Projects Manager confirmed that the Council would plant native species of trees. He further noted that Ash Die Back disease had arisen as a result of the use of imported specimens.

The Environment and Transport Portfolio Holder added that the Cumbria Biodiversity Data Centre would be able to advise the Council on native species of items for planting other than trees.

- Had the Council plans to provide Community Food Growing areas in its green spaces?

The Health and Wellbeing Projects Manager responded that it was a matter that had been considered by the previous Green Spaces team on a number of occasions. He was of the view that the best way to progress the matter was for a Community Group to approach the Council, and that Officers from the Health and Wellbeing team would be happy to work with such an organisation.

- What was the Council doing to develop sustainable travel routes by including movement through green spaces?

The Health and Wellbeing Projects Manager advised that the Council supported the use of and movement through its green spaces. New travel routes were often provided for through the payment of Planning Obligations by developers, the Health and Wellbeing Project Manager indicated his willingness to discuss that process in more depth outside the meeting with the Member.

- A Member requested that a Strategic Objective 4 - Play Area Review be added to the Panel's Work Programme.

The Panel assented to the proposal.

The Member added that Strategic Objective 4 – Allotments 100% Occupied seemed very challenging.

The Health and Wellbeing Projects Manager responded that it was important for targets to challenge Officers. He acknowledged that some issues with particular allotment sites meant that it was unlikely that the target would be achieved.

The Panel thanked the Officer for the format and presentation of the report. Works undertaken to bring Bitts Park back into operational use in time for half-term holidays, following recent heavy rain affecting the site was praised by the Members.

RESOLVED 1) That the Play Area Review be added to the Panel's Work Programme.

2) That the Panel continue to receive updates on the Green Spaces Strategy.

## **HWSP.17/20 REDEVELOPMENT OF THE SANDS CENTRE UPDATE**

The Deputy Chief Executive presented report CS.05/20 which set out the background and updated Members on the progress of the scheme.

Planning Permission was secured to develop the former Newman School site to provide temporary replacement facilities, following which negotiations in respect of a lease were undertaken.

The plan of works for the site had been amended as a result of the Environment Agency switching its programme of works in the city to adjacent to the Sands Centre which had necessitated the relocation of the portacabins. An Enabling Works Agreement was expected to be finalised in the near future, after which the sign up of the main contractor would take place and works would commence.

In considering the report Members raised the following comments and questions:

- What plans had the Council for the Victorian Health Suite adjacent to the existing Pools site?



The Deputy Chief Executive responded that plans had not yet been developed for the Victorian Health Suite. As part of the Borderlands Inclusive Growth Deal a Station Gateway project was being developed, until the particulars relating to that scheme had been clarified it was not feasible for plans to be developed. Once plans for the site were drawn up they would undergo a consultation process prior to a decision on the site being taken.

- What was the extent of the delay to the programme of works?

The Deputy Chief Executive stated that delay in the programme was around three to four months. Officers were currently looking at what actions would need to be taken to mitigate any additional costs to the project as a result of the delay. It was not anticipated that the project would breach its budget, the Deputy Chief Executive stated that the matter would be kept under a watching brief.

A Member commented that some of the staff working at the Sands had not been aware that trees were to be removed from the car park as part of the works.

The Deputy Chief Executive advised that the removal of trees had always been part of the planned works. There were mechanisms in place for ensuring that staff were kept up to date with the works being undertaken as part of the project, he undertook to investigate that process to ensure that it remained effective.

In response to a further question from a Member regarding the planting of replacement trees, the Deputy Chief Executive confirmed that new trees were included in the scheme.

RESOLVED 1) That report CS.05/20 Redevelopment of the Sands Centre be noted.

2) That further reports updating the Panel on the progress of the project be included in the Panel's Work Programme.

## **HWSP.18/20 STRATEGIC FRAMEWORK FOR CULTURE IN CARLISLE**

The Deputy Chief Executive submitted report CS.04/20 and delivered a presentation covering: the background to the development of the Framework; the formation of Carlisle Culture; the audience for cultural activities in the district; the Framework's vision; the four areas of focus, and the framework's 10 point plan; the next steps for the development of the Framework.

The Deputy Chief Executive emphasised the importance of extensive consultation in relation to the Framework.

In considering the report Members raised the following comments and questions:

The Panel discussed previous large scale cultural events which had been held in the city e.g. Pride and the Fringe festival. Members considered the economic benefits of such activities and other potential venues in the district. Members indicated their support for a cultural festival in the district.

- How long was the development work on the Framework expect to take place?

The Deputy Chief Executive stated that the final Framework would be launched in May 2020.

- Would cultural events in the district remain accessible to those with low incomes?

The Deputy Chief Executive responded that events delivered by the Council ordinarily incorporated aspects which were free to those who attended.

A Member expressed his support for a cultural festival and suggested that consideration be given to the holding of events throughout the year, rather than a single event.

- Was the Local Enterprise Partnership's Sub-Regional Strategy completely separate from the Framework?

The Deputy Chief Executive advised that the two documents were in parallel to each other, linkages between the two were important as the Local Enterprise Partnership was a gatekeeper to funding support.

A Member requested that a further report on the Framework be included in the Work Programme for submission in six months. The Panel indicated its agreement.

RESOLVED That a further report on the Strategic Cultural Framework for Carlisle be submitted to the Panel in six months' time.

### **HWSP.19/20 QUARTER 3 PERFORMANCE REPORT 2019/20**

The Policy and Performance Officer presented the Quarter 3 Performance Report 2019/20 (PC.04/20).

The report contained the Quarter 3 performance against the current Service Standards and a summary of the Carlisle Plan 2015-18 actions as defined in the 'plan on a page'. Performance against the Panels' 2019/20 Key Performance Indicators were also included.

RESOLVED – That report PC.04/20 be received.

### **HWSP.20/20 OVERVIEW REPORT AND WORK PROGRAMME**

The Overview and Scrutiny Officer presented report OS.03/20 which provided an overview of matters relating to the work of the Health and Wellbeing Scrutiny Panel.

The most recent Notice of Executive Key Decisions (published on 7 February 2020), copies of which had been circulated to all Members and made available to the public on the Council's website.

The Scrutiny Chairs Group had met on 23 January 2020 and asked that the notes be circulated to each Panel to allow for a discussion on the potential of reducing the number of Members on each Panel, how well the substitution system was working and the timing of meetings.

The Panel discussed the current substitution system and the timing of meetings and felt strongly that the substitution system was not working. Having all non-Executive Members as substitutes had resulted in a lack of continuity and understanding of Scrutiny subjects. They had also noted that substitute Members often arrived unprepared for the meeting.

Regarding the proposal for reducing the membership of the Panel, a Member commented that in his view the current number of Councillors was correct as it ensured effective scrutiny/

A proposal was put that the Scrutiny Chairs Group identify a list of options for scrutiny going forwards for the Panels to consider.

The Overview and Scrutiny Officer drew Members' attention to the Work Programme and asked the Panel what they expected for each of the items which were scheduled for 2 April 2020:

*Greenwich Leisure Limited* – A focus on the community work undertaken by the organisation.

*Enforcement Strategy* – The background to the Strategy; an overview of the rules of the Strategy; it's effectiveness over the past year and, the benefits to the city.

*Introduction to the Health and Wellbeing Team and Sports Development Update* – Cycling development and infrastructure; sports pitches; strategy and development work.

Regarding the Community Safety Partnership, the Deputy Chief advised that the organisation was in transition, however, he undertook to provide an update report.

RESOLVED – 1) That report PC.04/20 be noted.

2) That the Scrutiny Chairs Group to identify a list of options for scrutiny going forwards for the Panels to consider.

[The meeting ended at 1:00pm]



# Health & Wellbeing Overview and Scrutiny Panel

Agenda  
Item:  
  
**A.2**

Meeting Date: 11<sup>th</sup> June 2020  
Portfolio: Health and Wellbeing  
Key Decision: N/A  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: HEALTH AND WELLBEING SERVICE  
Report of: Deputy Chief Executive  
Report Number: CS06/20

**Purpose / Summary:** The purpose of this report is to update the Panel on the recently formed Health and Wellbeing Service in Community Services and to update the Panel on areas of work streams in sport and physical activity that the Health and Wellbeing Service is leading on.

**Recommendations:** The Panel is invited to make comments or suggestions that may assist officers in areas of the sport and physical activity that the team should focus on.

## Tracking

Executive:	
Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1** Community Services undertook a restructure in 2019 in order to better align our services for delivering on the Health and Wellbeing Agenda. The Health and Wellbeing Service was set up to contribute to the delivery of the 2018 Carlisle Plan's two key goals – Economic Growth and Health and Wellbeing. These two interrelated, strategic goals are broken down into a range of corporate, service and partnership activities, projects and programmes which the Health and Wellbeing Service feeds into.

## **2. HEALTH AND WELLBEING TEAM STRUCTURE**

- 2.1** The Health and Wellbeing Service is split into four teams:

- The Healthy City Team
- The Grounds Maintenance Team
- The Destination Management Team
- The Bereavement Services Team

In addition, the Partnership Manager contributes to the Health and Wellbeing Agenda through the work with partnerships such as Cumbria County Council Public Health team and the World Health Organisation Healthy City Programme.

- 2.2** The work of the Healthy City Team is wide ranging and interlinked with the work of many other teams within the City Council and with external partners in improving the Health and Wellbeing of Carlisle District's communities. The work areas of the team are set out below:

- Encouraging physical activity, food growing, volunteering and participation opportunities
- Community Support and Engagement
- Developing and supporting the Arts and Cultural offer
- Leading and supporting events in the parks and open spaces
- Green Spaces and Allotment Site Management
- Capital Development projects (Sports, green spaces and play areas)

- 2.3** The team and colleagues will be bringing further reports to the panel to future meetings around Active Spaces (Play Areas, Outdoor Gyms etc.), Community Centres and the Healthy City Strategy.

- 2.4** This report focuses on the work of the Healthy City Team to improve the Health and Wellbeing of Carlisle City Council district's residents through encouraging physical activity, including participation in sport.

### **3. SPORT AND PHYSICAL ACTIVITY DEVELOPMENT**

- 3.1** The work areas set out below show how the team is trying to deliver improvements in the uptake of sport and physical activity. We would welcome feedback from the panel on these work areas and any other opportunities the team might explore to encourage the uptake of physical activity.
- 3.2** The Covid 19 crisis has created some barriers to participation, such as suspension of formal group sports, but it has also demonstrated how many people (both existing and new users) need, value and have been using their local green spaces, thereby gaining both physical exercise and mental wellbeing from access during the crisis. Our ability to keep our green spaces and allotments open has been a major benefit to residents, with their experiences providing opportunities for us to encourage even greater use in the future. As the implications of the crisis develop, we will want to maximise opportunities for local residents to participate in physical, including sport whilst overcoming the remaining barriers from social distancing.
- 3.3** The Healthy City Team has a wide range of work streams and initiatives that aim to encourage increased physical activity:
- Increasing Social Prescribing initiatives – such delivering and increasing the Health Walks programme in partnership with Active Cumbria. Working with the Integrated Care Communities in the District to deliver coordinated social prescribing opportunities.
  - Increasing volunteering opportunities via our own Monday Countryside Volunteer Group and working with 3<sup>rd</sup> sector partners such as Cumbria Wildlife Trust
  - Distribution of Sports Grants e.g. funding community sport development
  - Supporting sport development. E.g. Working with local Football, Tennis, cycling clubs
  - Park Runs – facilitating weekly events in Chances Park, Bitts Park and potentially Talkin Tarn
  - Allotments and Food City – providing opportunities for people to grow their own food through our work managing allotments and supporting the Food City partnership.

- Major and community sporting events – e.g. facilitating Cumbrian Run etc.

### 3.4 In addition to the above the team contribute to and deliver capital infrastructure projects

- Sands Centre capital development project
  - Major capital project to modernise the indoor leisure, swimming and event offer for Carlisle District.
- Cycling and walking infrastructure.
  - Developing and encouraging Cycling and Walking infrastructure on City Council land. E.g. creating better cycle links through Hammond's Pond, funded via Section 106 money. We are also currently supporting Cumbria County Council in their Covid 19 related improvements in Cycling and walking infrastructure and longer-term Local Cycling and walking Infrastructure Plan
- Active Spaces
  - Outdoor gyms.
    - E.g. recently opened Yewdale outdoor exercise area.
    - Upcoming projects – Hammond's Pond and Carlisle Drive
  - Play areas
    - Current projects - Carlisle Drive
    - Future projects – Tribune Drive, Houghton and Hammond's pond
  - BMX tracks
    - Upcoming project - Dale End Field BMX track
- Sports pitches provision in Carlisle district
  - Working with Cumberland FA and the Football Foundation to identify funding for a second site for 3G artificial pitches

### 3.5 Sport partnerships/contracts

- GLL
  - Leisure and recreation provision
  - Social prescribing opportunities
  - NHS muscular-skeletal centre
  - Community sport and physical activity development work in Carlisle and the wider district.
- Stony Holme Golf



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

**4.1** The Healthy City Team as a whole, and their work on encouraging sport and physical activity in particular, makes a major contribution to the Carlisle Plan priorities:

- Health and wellbeing of residents
- Quality of our Local Environment
- Develop sport, arts and cultural facilities

**Contact Officer: Luke Leathers Ext: 7481**

**1.**

**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 –**

**PROPERTY SERVICES -**

**FINANCE –**

**EQUALITY –**

**INFORMATION GOVERNANCE –**



# Health and Wellbeing Scrutiny Panel

Agenda  
Item:

**A.3**

Meeting Date: 11 June 2020

Portfolio: Cross-cutting

Key Decision: No

Within Policy and  
Budget Framework

Private/Public Public

Title: Scrutiny Annual Report

Report of: Overview and Scrutiny Officer

Report Number: OS.10/20

## Purpose / Summary:

This report provides the draft Health and Wellbeing Scrutiny Panel Section, along with general sections, for the Scrutiny Annual Report 2019/20.

## Recommendations:

Members are asked to:

- Consider and comment on the attached section of the draft report.

## Tracking

Executive:	<b>Not applicable</b>
Scrutiny:	<b>HWSP 11/06/20</b>
Council:	<b>TBC</b>

## 1. Background

**1.1 The Constitution: Article 6 – Overview and Scrutiny Committees, 6.03 Specific functions [c] states that:**

**‘Annual report.** Overview and scrutiny committees must report annually to full Council on their workings and make recommendations for future work programmes and amended working methods if appropriate’.

**1.2** The last meetings of the 2019/20 Scrutiny year were cancelled due to the Covid-19 pandemic and the need to reduce face to face contact. Remote working practices are now being established to allow Scrutiny Panels to operate in Carlisle City Council. Section 78 of the Coronavirus Act 2020 sets out the guidelines that allow Councils to conduct public meetings in virtual, rather than physical locations.

**1.3** This report contains this panel's draft sections for the Annual Scrutiny Report 2019/20. The draft report will be considered by each panel before recommending its acceptance to Council.

## 2. Recommendations

**2.1** That the Panel consider and comment on the draft report.

**Contact Officer:** Rowan Jones

**Email: [rowan.jones@carlisle.gov.uk](mailto:rowan.jones@carlisle.gov.uk)**

## Appendices

### attached to report:

## Draft general and Health and Wellbeing Scrutiny Panel sections for the Scrutiny Annual Report 2019-20

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

- **None**

## CORPORATE IMPLICATIONS:

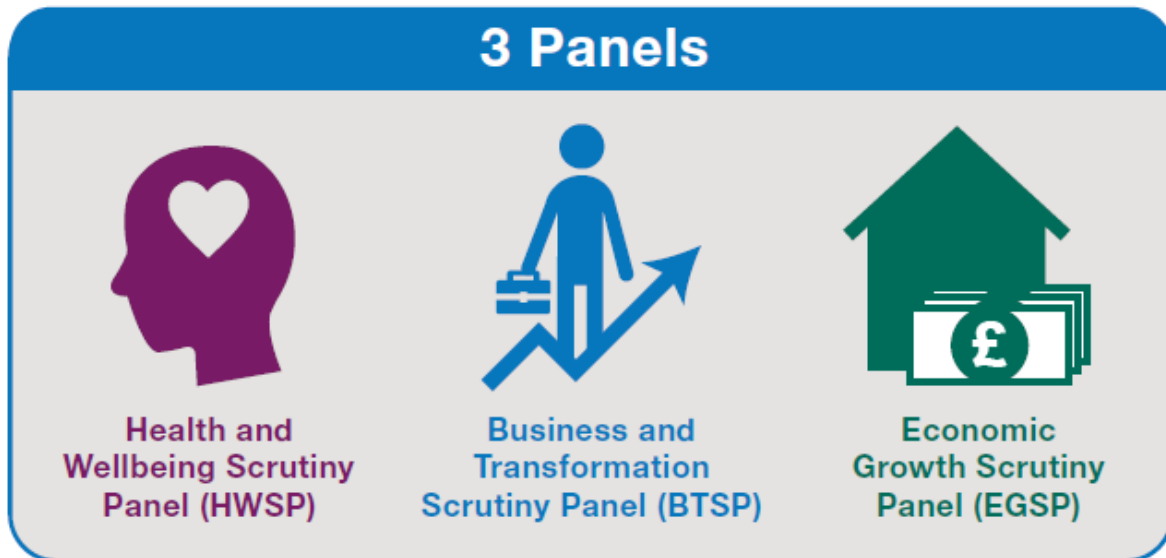
**LEGAL -**

## FINANCE –

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

## INFORMATION GOVERNANCE –

## Scrutiny in Summary



**2** special meetings



**1** site visit



**83**  
agenda items  
scrutinised



### Partners engaged with:

Tullie House, Environment Agency,  
Kingmoor Park, GLL and Carlisle Partnership

## Introduction

The Annual Report for the Civic Year 2019-20 marks the end of a year of scrutiny that was halted abruptly due to the unprecedented need to respond to the Covid-19 pandemic. Because of this, the last Panel meetings of the year took place in February 2019 and each Panel has outstanding 2019-20 workplan items, which they may wish to include in their workplans 2020-21.

Local elections for May 2020 were cancelled and social distancing measures have meant that committee meetings, including Scrutiny Panels, have been moved from physical to virtual locations for the start of the new civic year. Members will look carefully at their work programmes, working with council officers to ensure that their scrutiny activity is targeted at the most important issues and decisions that are facing the City Council as Carlisle looks to recover and move forward from the pandemic.

## What is Scrutiny and why is it important?

Scrutiny is a process to ensure that decisions taken by the Council reflect the needs and priorities of communities in Carlisle. Scrutiny is carried out by Councillors who understand and promote the concerns of the people who elected them, connecting decision makers to local communities.

Council decisions can be made by Council Officers, by the Council's 'Executive' (the political leadership) and by full Council (all Councillors).

Scrutiny Panels are made up of Non-Executive Councillors who work together, across political parties, to understand why decisions are made and how the council is performing to deliver the best possible outcomes for Carlisle and its people.

Scrutiny Panels do not have decision-making powers; their role is to challenge and make recommendations that influence decision makers.

## Changes to Scrutiny arrangements for 2020-21

Scrutiny Chairs Group held their final meeting of the year on 13<sup>th</sup> March 2019. At this meeting they considered feedback from all three Scrutiny Panels, and Leaders or representatives of all the political groups in Carlisle on three aspects of current scrutiny arrangements:

- Times of meetings
- Number of Members on each Panel
- Substitution arrangements

As a result of this discussion, the following changes were proposed by Scrutiny Chairs Group:

- Business and Transformation and Health and Wellbeing Scrutiny Panels to meet at 10:00. Economic Growth Scrutiny Panel to trial an 18:00 start time.
- The number of Members on each Panel to reduce from eight down to six Members.

This will require a change to the Council's Constitution and is not being taken forward at this point, while the Council adapts its working practices to respond to the Covid-19 pandemic.

### **Health and Wellbeing Scrutiny Panel (HWSP)**

#### **Chairs Report, Councillor Jack Paton**

This has been the most traumatic year I can ever remember; my thoughts go out to all those people who have lost their lives to this horrific virus. I am sure that we are all united in this.

As can be appreciated, we did not get through all our meetings for 2019-20. We are going forward with scrutiny in 2020-21 using video link for meetings.

Meeting of 6<sup>th</sup> June 2019 focussed on the re-development of the Sands Centre with the integration of the Pools, plus a modern fitness centre and an area dedicated to NHS physio. Work has started on this development; we look forward to seeing the completion and all the state-of-the-art equipment.

At 11<sup>th</sup> July 2019 HWSP, we were given a presentation on the Carlisle Partnership which was very detailed and laid out its plans for the future, including a Big Lunch and funding. The Partnership were looking into setting up a group on climate change, they would work closely with the Council and all parties on this. It was noted that the County Council had not been present at the Carlisle Partnership meetings. On the request of the panel, I wrote as HWSP Chair to the Leader of the County Council. The reply that we received was courteous but did not resolve the Panel's concerns.

Also in July, we received a report about air quality and the monitors that have been put in place to tell us the impact on human health. It was refreshing to hear that the air quality was improving. Due to recent restrictions on travel I would imagine that air quality has further dramatically improved.

On 21<sup>st</sup> November 2019, the budget was the first item on the agenda and the Council's financial forecast was set out for the next 5 years. It was pleasing to the panel that the Sexual Assault Referral Service was added to the budget on a recurring basis. A significant budget review will probably be required due to the coronavirus; I assume that much will have to change after the lockdown has been lifted.

HWSP on 9<sup>th</sup> January 2020 was chaired by the Vice Chair, Cllr Finlayson, as I was on front line duty. However, I promised my family I would retire when I reached 70 (a recent milestone) so as promised, I have complied.

I would like to thank all the staff and officers for all their hard work and dedication in keeping all the services functioning. Also, my thanks go to HWSP Members and last but not least to Cllr Christine Finlayson, my Vice Chair, for stepping into the breach.

To all staff and Members, please stay safe and we will all meet up again when this is all over.

## Comment from Councillor Elizabeth Mallinson, Portfolio Holder for Communities, Health and Wellbeing

Over the last year Health and Wellbeing Scrutiny Panel has done some positive work in the area covered by my Portfolio. Just to mention a few areas they have been involved in that added value to decisions of the Executive include:

### The Disabled Facilities Grants Action Plan:

This was a useful exercise in publicising the work done by the Housing and Pollution Group and Homelife in delivering housing support. HWSP reviewed the data in the Action Plan, supporting its progression. This support for the Action Plan has directly assisted the Council in responding to the Covid-19 pandemic, as the Homelife Liaison Officer post is now working closely with the Hospital to ensure Disabled Facilities Grants are used to move people safely back to their homes, thereby releasing hospital facilities and reducing admissions.

### Domestic Abuse and the Council's actions:

HWSP looked at the provision for tackling domestic abuse and the Impact of the Homeless Reduction Act 2017. The Council works very closely with all key agencies and supports those in the wider community to keep people safely in their homes where possible. HWSP were very supportive in the work done by our Officers.

### Review of Equality Objectives with a Task and Finish Group:

When the draft Council's Equalities Policy went to HWSP there were such positive outcomes that it was suggested that a Task and Finish Group was set up to look into the draft document. The recommendations of this T&F group helped to formulate the Council's Equalities Policy prior to it going to the Executive for adoption.

I would like to thank the committee for all the hard work that they do and that I fully support the role of scrutiny in adding value to the council work and to holding the Executive to account.

## Potential items for Health and Wellbeing Scrutiny Panel in 2020-21

The following items are topics that Health and Wellbeing Scrutiny Panel are likely to find particularly helpful to include in their workplan for 2020/21:

- Emergency Planning and Promoting Community Engagement
- Interagency Homelessness Strategy
- Healthy City Strategy
- Local Environment (Climate Change) Strategy



# Health and Wellbeing Scrutiny Panel

Agenda  
Item:

**A.4**

Meeting Date: 11 June 2020  
Portfolio: Cross-cutting  
Key Decision: No  
Within Policy and Budget Framework  
Private/Public Public  
  
Title: Overview Report  
Report of: Overview and Scrutiny Officer  
Report Number: OS.11/20

## Purpose / Summary:

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

## Recommendations:

Members are asked to:

- Note the items (within Panel remit) on the most recent Notice of Key Executive Decisions
- Review the current work programme and resolutions and make recommendations for the future work programme

## Tracking

Executive:	Not applicable
Scrutiny:	HWSP 11/06/20
Council:	Not applicable

## 1. Notice of Key Decisions

**1.1** At the time of writing this Overview Report, the most recent Notice of Key Executive Decisions was published on 22 May 2020. This was circulated to all Members. The following items fall within the remit of this Panel:

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

- KD 01/20 – Local Environment (Climate Change) Strategy
- KD 07/20 - Homelessness and Rough Sleeping Strategy 2021 to 2026

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

- KD 08/20 – Food Law Enforcement Service Plan 2020/2021 – item provided to HWSP as “For Information” report.

## 2. References from Executive

**2.1** None

## 3. Progress on resolutions from previous meetings

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

	<b>Meeting date</b>	<b>Minute reference</b>	<b>Action</b>	<b>Status</b>
1	09/01/20	HWSP 06/20	4) That the Policy and Communications Manager submit a report to a future meeting on the work being undertaken in Carlisle on the preparation of community emergency plans, the outcome of the Rebuilding Together project and options for engaging with local communities regarding community emergency planning.	Complete Added to workplan for 2020-21
2	09/01/20	HWSP 07/20	2) That the Panel refer the draft Equality Objectives and Equality Policy to the Executive for consideration and consultation, prior to adoption with the following amendment to equality	Pending

			objective b): Support a diverse workforce by improving the equality data of the recruitment and retention processes  Recruitment and retention data to be reported in Annual Equality Report 2019/20	Pending
3	09/01/20	HWSP 07/20	6) That a review of recruitment training be undertaken to ensure training on unconscious bias was included.	Pending
4	20/02/20	HWSP 15/20	1) That the draft Local Environment (Climate Change Strategy) be included in a future Informal Briefing for all Members of the Council.	Pending
5	20/02/20	HWSP 15/20	2) That a further report on the draft Local Environment (Climate Change Strategy) be submitted to a future meeting of the Panel.	Complete
6	20/02/20	HWSP 16/20	1) That the Play Area Review be added to the Panel's Work Programme.	Complete
7	20/02/20	HWSP 16/20	2) That the Panel continue to receive updates on the Green Spaces Strategy.	Complete
8	20/02/20	HWSP 17/20	2) That further reports updating the Panel on the progress of the project ( <i>Sands Centre</i> ) be included in the Panel's Work Programme.	Complete
9	20/02/20	HWSP 18/20	That a further report on the Strategic Cultural Framework for Carlisle be submitted to the Panel in six months time.	Complete
10	20/02/20	HWSP 20/20	2) That the Scrutiny Chairs Group to identify a list of options for scrutiny going forwards for the Panels to consider.	Complete

#### 4. Carlisle Corporate Peer Challenge Report Findings on Overview and Scrutiny

**4.1** The Carlisle Corporate Peer Challenge earlier this year was positive and highlighted a number of strengths for the Council. It also made some recommendations including some comments around the role of scrutiny. The report (Appendix 4) suggested that decision making processes could be more streamlined with a clearer purpose for Overview and Scrutiny. These findings may be an issue that Scrutiny Panels wish to consider more closely in the coming year.

## **5. Scrutiny Chairs Group Update**

**5.1** Scrutiny Chairs Group met on 13<sup>th</sup> March 2020 (Appendix 3). Among the items discussed were arrangements for future Scrutiny Panel meetings, with particular regard to:

- how well the substitution system was working,
- the number of members on each panel
- times of meetings.

**5.2** The Chairs recommended that the following changes be made to Scrutiny Panel times:

- BTSP and HWSP to meet at 10am.
- EGSP to trial a 6pm start time

These changes have not yet been put in place, pending a revised copy of the Civic Calendar going to Council for approval on 14<sup>th</sup> July.

**5.3** The Chairs also recommended that numbers of Panel Members be reduced from eight down to six. The change will require an amendment to the City Council Constitution that is not scheduled, while the Council focusses on adapting its working practices to a remote working model in response to Covid-19.

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

**6.1** The overview and scrutiny of the Carlisle Plan items that match the panel remit contribute to ongoing policy development.

**Contact Officer:**            **Rowan Jones**

**Ext:**    rowan.jones@carlisle.gov.uk

**Appendices  
attached to report:**

- 1. Draft Scrutiny Panel Work Programme 2020-21**
- 2. Overview and Scrutiny Panel Remits**
- 3. Scrutiny Chairs Group Notes, 13<sup>th</sup> March 2020**
- 4. Carlisle Corporate Peer Challenge Report 2020**

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

- None

**CORPORATE IMPLICATIONS:**

**LEGAL -**

**FINANCE –**

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

**INFORMATION GOVERNANCE –**

## APPENDIX 1: Draft Health and Wellbeing Scrutiny Panel Work Programme 2020-21

<b>Title</b>	<b>Reason for inclusion on workplan</b>	<b>Lead Officer</b>	<b>Meeting Date</b>
Scrutiny Annual Report 2019/20	Carried over from April 2020	Rowan Jones	11/06/2020
End of Year Performance Report - for information	Reported annually	Gary Oliver	11/06/2020
Introduction to Health and Wellbeing Team including update on Sport Development	Carried over from March 2020	Luke Leathers	11/06/2020
Carlisle Partnership	Reported annually	Emma Dixon	16/07/2020
Enforcement Strategy	Carried over from April 2020	Colin Bowley	16/07/2020
Community Safety Partnership	Carried over from April 2020	Darren Crossley	27/08/2020
Greenwich Leisure Ltd	Carried over from April 2020	Gary Oliver	27/08/2020
Performance Report - Q1	Standing item - currently quarterly.	Gary Oliver	27/08/2020
Redevelopment of the Sands Centre Update	HWSP.17/20 - further updates on work programme	Darren Crossley	27/08/2020
Annual Equality Report & Action Plan	Reported annually	Rebecca Tibbs	27/08/2020
Air Quality Monitoring	Reported annually	Scott Burns	08/10/2020
Strategic Framework for Culture in Carlisle	HWSP.18/20 - further report in 6 months time (from Feb 2020)	Darren Crossley	08/10/2020
Emergency Planning and Promoting Community Engagement with EP/ Update on Support Cumbria	Recommendation - HWSP 09 Jan 2020	Steven O'Keeffe	08/10/2020
Tullie House Business Plan	Reported annually	Darren Crossley	19/11/2020
Budget Setting	Annual activity	Alison Taylor	19/11/2020
Interagency Homelessness Strategy	New strategy being developed - good time for scrutiny input	Tammie Rhodes	19/11/2020
Performance Report - Q2	Standing item - currently quarterly.	Gary Oliver	19/11/2020
Local Environment (Climate Change) Strategy	HWSP.15/20 - see this item again at a later stage in development.	Jane Meek/ Steven O'Keeffe	14/01/2021
Green Spaces Strategy - update	Resolution HWSP.16/20 - panel wish to receive updates	Phil Gray	14/01/2021
Performance Report - Q3	Standing item - currently quarterly.	Gary Oliver	25/02/2021
Scrutiny Annual Report 2019/20	Reported annually	Rowan Jones	08/04/2021
Draft Healthy City Strategy	HWSP.07/20 - draft Healthy City Strategy to future Panel meeting	Luke Leathers	
Community Centre Update	Suggestion from Cllr McNulty	Luke Leathers	
Play Area Review	HWSP.16/20 - play area review added to work programme	Luke Leathers	
EGSP and HWP Joint Transport Inquiry Day	Carried over from 2019/20 workplan. Paused - not currently timely.	Rowan Jones/ Jane Meek	Not scheduled

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Accountancy and Strategic Finance	Finance, Governance and Resources	Business and Transformation
Advice Agencies	Communities, Health and Wellbeing	Health and Wellbeing
Agile Working Plans/Handhelds		Business and Transformation
Allotments	Environment and Transport	Health and Wellbeing
Asset Management Plan	Finance, Governance and Resources	Business and Transformation
Bereavements Services	Environment and Transport	Health and Wellbeing
Best Value	Finance, Governance and Resources	Business and Transformation
Borderlands	Leader	Economic Growth
Budget Development and Management		Business and Transformation
Budget Framework	Finance, Governance and Resources	Business and Transformation
Building Control	Economy, Enterprise and Housing	Economic Growth
Building, Maintenance & Support Services	Finance, Governance and	Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Resources	
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Business Support and Sector Development	Economy, Enterprise and Housing	Economic Growth
Business Support Services		Economic Growth
Capital Strategy	Finance, Governance and Resources	Business and Transformation
Car Parking (income)		Business and Transformation
Car Parking (visitor economy)		Economic Growth
Car Parking and Civil Enforcement	Environment and Transport	
Carlisle and Eden CSP		Health and Wellbeing
Carlisle Economic Partnership		Economic Growth
Carlisle Partnership – including Community Plan	Leader	Health and Wellbeing
Cash Collection	Communities, Health and Wellbeing	Business and Transformation
CCTV	Environment and Transport	Health and Wellbeing
CDRP (Safer Communities)	Communities, Health and Wellbeing	Health and Wellbeing
Children's and Young People's Agenda/Partnership	Leader	Health and Wellbeing



## APPENDIX 2: Overview and Scrutiny Panel Remits

City Centre Management	Economy, Enterprise and Housing	Economic Growth
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Civic Pride	Leader	Health and Wellbeing
Civic Relationships	Leader	Health and Wellbeing
Climate Change	Environment and Transport	Health and Wellbeing
Commercial Strategy		Business and Transformation
Communicable Diseases		Health and Wellbeing
Community Centres/Associations	Communities, Health and Wellbeing	Health and Wellbeing
Community Cohesion, Engagement and Communications		Health and Wellbeing
Community Consultation	Communities, Health and Wellbeing	Health and Wellbeing
Community Development	Communities, Health and Wellbeing	Health and Wellbeing
Community Participation and Volunteering	Communities, Health and Wellbeing	Health and Wellbeing
Community Safety/Crime & Disorder	Communities, Health and Wellbeing	Health and Wellbeing

## APPENDIX 2: Overview and Scrutiny Panel Remits

Community Support	Communities, Health and Wellbeing	Health and Wellbeing
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Conservation	Economy, Enterprise and Housing	Economic Growth
Consultation Strategy	Communities, Health and Wellbeing	Business and Transformation
Corporate Complaints	Communities, Health and Wellbeing	Business and Transformation
Corporate Management	Finance, Governance and Resources	Business and Transformation
Corporate Plan and Performance Management		Business and Transformation
Corporate Planning	Finance, Governance and Resources	Business and Transformation
Corporate Reporting/Systems Development/Open Data and Public Communication		Business and Transformation
Corporate Support Services	Finance, Governance and Resources	Business and Transformation
Council Communication	Leader	Health and Wellbeing
Countryside		Health and Wellbeing

## APPENDIX 2: Overview and Scrutiny Panel Remits

Crematoria & Cemeteries	Environment and Transport	Health and Wellbeing
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## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Crime and Disorder	Communities, Health and Wellbeing	Health and Wellbeing
Cultural Strategy	Culture, Heritage and Leisure	Health and Wellbeing
Culture & Arts (inc Development)	Culture, Heritage and Leisure	Health and Wellbeing
Customer Care	Communities, Health and Wellbeing	Business and Transformation
Customer Contact Services	Communities, Health and Wellbeing	Business and Transformation
Customer Training		Business and Transformation
Data Capture and Ownership		Business and Transformation
Data Management and Information Training		Business and Transformation
Data Protection	Finance, Governance and Resources	Business and Transformation
Data Security	Finance, Governance and Resources	Business and Transformation
Democratic Services	Finance, Governance and Resources	Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Disabled Access	Communities, Health and Wellbeing	Health and Wellbeing
Disabled Facilities Grants	Communities, Health and Wellbeing	Health and Wellbeing
Dog Wardens	Environment and Transport	Health and Wellbeing
Economic Development	Leader	Economic Growth
Efficiency Plans		Business and Transformation
Electoral Registration		Business and Transformation
Emergency Planning	Leader	Health and Wellbeing
Empty Property Schemes	Economy, Enterprise and Housing	Economic Growth
Enterprise Centre		Economic Growth
Environment Agenda	Environment and Transport	Health and Wellbeing
Environmental Health		Health and Wellbeing
Environmental Protection & Enforcement	Environment and Transport	Health and Wellbeing
Equality and Diversity Policy	Communities, Health and Wellbeing	Business and Transformation
Ethical Standards Policy		Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Events	Leader	Health and Wellbeing or Economic Growth
External Funding	Economy, Enterprise and Housing	Economic Growth
External Liaison with Education and Skills Providers		Economic Growth
Fair Trade	Culture, Heritage and Leisure	Health and Wellbeing
Financial Management	Finance, Governance and Resources	Business and Transformation
Financial Monitoring and Performance Management		Business and Transformation
Fleet Operations	Environment and Transport	Business and Transformation
Food Standards	Environment and Transport	Health and Wellbeing
Freedom of Information	Finance, Governance and Resources	Business and Transformation
Grants for Leisure	Culture, Heritage and Leisure	Health and Wellbeing
Health and Safety (Staff)	Finance, Governance and Resources	Business and Transformation
Health and Wellbeing (including Partnerships)	Communities, Health and Wellbeing	Health and Wellbeing

## APPENDIX 2: Overview and Scrutiny Panel Remits

Health and Wellbeing Board		Health and Wellbeing
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Health City Forum		Health and Wellbeing
Health Development		Health and Wellbeing
Health Improvement	Communities, Health and Wellbeing	Health and Wellbeing
Historic Carlisle	Culture, Heritage and Leisure	Economic Growth
Homelessness/Hostels/Homeless Prevention	Economy, Enterprise and Housing	Health and Wellbeing
Housing Client and Enabling	Economy, Enterprise and Housing	Health and Wellbeing
Housing Conditions	Economy, Enterprise and Housing	Health and Wellbeing
Housing Delivery (market, starter, affordable)		Economic Growth
Housing Management	Economy, Enterprise and Housing	Health and Wellbeing
Housing Partnerships	Economy, Enterprise and Housing	Economic Growth
Housing Strategy and Support	Economy, Enterprise and Housing	Economic Growth
Housing Support and Advice (not delivery)		Health and Wellbeing
Human Resources	Finance, Governance and Resources	Business and Transformation
ICT	Finance, Governance and	Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

### Resources

#### Portfolio

#### Scrutiny Panel

Implementation of wider D&IS Strategy – Cloud Migration, Delivery

Business and Transformation

Income Generation from Existing Services

Business and Transformation

Income Management

Finance, Governance and Resources

Business and Transformation

Infrastructure Development

Economic Growth

Insurance

Finance, Governance and Resources

Business and Transformation

Internal Audit

Finance, Governance and Resources

Business and Transformation

Investment Strategy

Finance, Governance and Resources

Business and Transformation

Inward Investment

Economy, Enterprise and Housing

Economic Growth

IT Systems Development

Business and Transformation

Keepers/Civic Suite

Business and Transformation

Land Charges

Finance, Governance and Resources

Business and Transformation



## APPENDIX 2: Overview and Scrutiny Panel Remits

Land Drainage		Economic Growth
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Legal Services	Finance, Governance and Resources	Business and Transformation
Leisure and Cultural Partnerships/Contracts including Green Spaces		Health and Wellbeing
LEP		Economic Growth
Licensing and Regulatory	Finance, Governance and Resources	Business and Transformation
Local Plans	Economy, Enterprise and Housing	Economic Growth
Marketing Carlisle	Leader	Economic Growth
Marketing Strategy		Business and Transformation
Mayoral/Civic	Leader	Business and Transformation
Medium Term Financial Plan	Finance, Governance and Resources	Business and Transformation
Member Services	Finance, Governance and Resources	Business and Transformation
Neighbourhood Services		Health and Wellbeing

## APPENDIX 2: Overview and Scrutiny Panel Remits

Neighbourhoods and Rural Support	Communities, Health and Wellbeing	Health and Wellbeing
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Organisational Development (Staff and Members)	Finance, Governance and Resources	Business and Transformation
Outdoor Recreation		Health and Wellbeing
Overall Strategy/Policy	Leader	Business and Transformation
Parks		Health and Wellbeing
Public Conveniences		
Payments	Finance, Governance and Resources	Business and Transformation
Payroll	Finance, Governance and Resources	Business and Transformation
Planning Policies	Economy, Enterprise and Housing	Economic Growth
Planning Policy		Economic Growth
Play Areas (Development)	Communities, Health and Wellbeing	Health and Wellbeing
Policy and Performance Management	Finance, Governance and Resources	Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

Pools		Health and Wellbeing
Potential New Ventures		Business and Transformation
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Press and Public Relations	Leader	Business and Transformation
Private Sector Housing including Enforcement	Economy, Enterprise and Housing	Health and Wellbeing
Private Sector relationships inc Cumbria Chamber	Economy, Enterprise and Housing	Economic Growth
Procurement	Finance, Governance and Resources	Business and Transformation
Promoting the Place – Carlisle Story		Economic Growth
Property (Strategic)	Joint Finance, Governance and Resources and Economy, Enterprise and Housing	Economic
Property/Estates & Facilities Management	Finance, Governance and Resources	Business and Transformation
Public Health Alliance		Health and Wellbeing
Public Health Complaints		Health and Wellbeing
Recycling		Health and Wellbeing
Refuse Collection		Health and Wellbeing

## APPENDIX 2: Overview and Scrutiny Panel Remits

Regeneration Projects		Economic Growth
Regulation of Investigatory Procedures Act Policy	Finance, Governance and Resources	Business and Transformation
	<b>Portfolio</b>	<b>Scrutiny Panel</b>
Relationships with Environment Agencies/DEFRA		Economic Growth
Renewed Asset Business Plans		Business and Transformation
Reports for Members/Public		Business and Transformation
Revenues and Benefits	Finance, Governance and Resources	Business and Transformation
Risk Management	Finance, Governance and Resources	Business and Transformation
Rural/Urban Policy	Economy, Enterprise and Housing	Economic Growth
Safer Carlisle	Communities, Health and Wellbeing	Health and Wellbeing
Schools Engagement	Leader	Health and Wellbeing
Service Delivery Innovation Activities		Business and Transformation
Service Reviews		Business and Transformation
Service Standards	Finance, Governance and	Business and Transformation

**APPENDIX 2: Overview and Scrutiny Panel Remits**

Resources

Shared Services Monitoring

Finance, Governance and  
Resources

Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Shopmobility	Communities, Health and Wellbeing	Health and Wellbeing
Smarter Services Delivery		Business and Transformation
Sport & Leisure (inc Development)	Culture, Heritage and Leisure	Health and Wellbeing
Sport and Leisure		Health and Wellbeing
Sports Development		Health and Wellbeing
Strategic Financial Planning Group		Business and Transformation
Strategic Partnerships	Leader	Health and Wellbeing
Strategic Regeneration	Leader	Economic Growth
Strategic Transport & Infrastructure	Economy, Enterprise and Housing	Economic Growth
Street Cleaning		Health and Wellbeing
Street Lighting		Health and Wellbeing
Streetscene		Health and Wellbeing
Sub Regional/Regional/National Relationships		Economic Growth
Sub-Regional/Regional/National Relationships	Leader	Economic Growth

## APPENDIX 2: Overview and Scrutiny Panel Remits

	Portfolio	Scrutiny Panel
Sundry Debtors	Finance, Governance and Resources	Business and Transformation
Supported Housing Services	Economy, Enterprise and Housing	Health and Wellbeing
Systems and Process Training		Business and Transformation
Systems and Process Training		Business and Transformation
Technology Training		Business and Transformation
Tourism	Culture, Heritage and Leisure	Economic Growth
Tourism Action Plan		Economic Growth
Tourism Management and Development	Culture, Heritage and Leisure	Economic Growth
Town Twinning	Leader	Economic Growth
Training Plan		Business and Transformation
Transformation Programme	Finance, Governance and Resources	Business and Transformation
Treasury Management	Finance, Governance and Resources	Business and Transformation
Treasury Management Strategy Statement	Finance, Governance and	Business and Transformation

## APPENDIX 2: Overview and Scrutiny Panel Remits

### Resources

#### Portfolio

#### Scrutiny Panel

Tullie House

Culture, Heritage and Leisure

Health and Wellbeing

Web, Phone, Face 2 Face Customers Service  
development

Business and Transformation

Workforce Development Strategies

Finance, Governance and  
Resources

Business and Transformation

Young People's Activities

Leader

Health and Wellbeing

Youth Council Links

Leader

Health and Wellbeing



## **APPENDIX 3:**

### **SCRUTINY CHAIRS' GROUP MEETING**

**13 March 2020 at 10.00am**

**Attended:** Councillor Bainbridge, Chair of the Business and Transformation Scrutiny Panel  
Councillor Birks, Vice Chair of the Business and Transformation Scrutiny Panel  
Councillor Brown, Chair of the Economic Growth Scrutiny Panel  
Councillor Meller, Vice Chair of Economic Growth Scrutiny Panel  
Councillor Mrs Finlayson, Vice Chair of the Health and Wellbeing Scrutiny Panel  
Rowan Jones, Overview and Scrutiny Support Officer  
Rachel Plant, Democratic Services Officer

#### **07/20 APOLOGIES FOR ABSENCE**

An apology for absence was submitted on behalf of Councillor Paton, Chair of the Health and Wellbeing Scrutiny Panel.

#### **08/20 LEAD MEMBER**

AGREED – That Councillor Bainbridge, Chairman of the Business and Transformation Scrutiny Panel would lead the Group for the meeting.

#### **09/20 NOTES OF LAST MEETING**

Councillor Brown advised that an error had been identified in the Groups minutes and not all Political parties were represented on each Panel.

AGREED – That the notes of the Scrutiny Chairs Group held on 23 January 2020 be approved.

#### **10/20 PROCESS FOR SIGNING OFF ANNUAL REPORT**

The Overview and Scrutiny Officer reported that the Annual Report was being compiled and would be emailed to the Chairs prior to the submission at Council.

The Democratic Services Officer asked the Group if they would consider the process for the Scrutiny Annual report in 2021/22 as currently it was difficult to get the report through the process to meet the deadline for Council. In 2019/20 and 2021/22 the last Economic Growth Scrutiny Panel meetings had to be moved to accommodate the deadline.

## **11/20 TRANSPORT INQUIRY DAY**

The Overview and Scrutiny Officer reported that a draft agenda had been agreed and circulated for the Transport Inquiry Day scheduled for 31 March 2020. The Corporate Director of Economic Development had suggested that the Transport Study consultants be invited to facilitate the day and had suggested an alternative agenda, which the Overview and Scrutiny Officer had shared with EGSP and HWSP Chairs a few days earlier.

The Chair of the Economic Growth Scrutiny Panel wanted to ensure that the day produced the findings that Members required and wished to see further detail on the proposed agenda before making a final decision on how the day would move forward. If the day was just information of the Transport Study, then the original agenda would be used as there was an Informal Council Briefing planned on the same day which covered the Transport Study.

## **12/20 FUTURE SCRUTINY ARRANGEMENTS**

The Overview and Scrutiny Officer had prepared and circulated an options appraisal for the future of Scrutiny based on the issues which Members had raised.

The Group discussed in some detail a variety of options which the Panels could move to in the future but felt it was not the appropriate time to make such changes considering the devolution proposal that was currently being discussed. In addition, the recent Peer Review Report was due and would have some options for Scrutiny to consider.

The Group considered each of the options in turn and agreed the following:

### *Substitute Arrangements for 2020/21*

To retain all non Executive Members as substitutes on all three Panels. The Chairs would remind Panel Members that it was their responsibility to notify a Substitute as early as possible when required and would reiterate that the Panel Member must pass their papers over to the Substitute Members. In addition, Substitute Members will be reminded by the Chairs that all Scrutiny Panel papers were available on CMIS and a spare copy was available in each Group Office.

Future training for Scrutiny Panel Members would include information on the role of substitutes.

*Number of Members on each Panel for 2020/21*

Each Panel would have six Members and Members could be on more than one Panel.

*Panel Times for 2020/21*

The Business and Transformation Scrutiny Panel and the Health and Wellbeing Scrutiny Panel would begin at 10am and the Economic Growth Scrutiny Panel would trial a 6pm start time. Arrangements would need to be made to have the reception open to allow Members of the public and press to attend the meetings.

RESOLVED – That the Overview and Scrutiny Officer and the Democratic Services Officer add the above agreed options to the Annual Scrutiny Report and undertake the necessary arrangements to have the Constitution amended and for the reception area to be open for the Economic Growth Scrutiny Panel.

**13/20 WORK PROGRAMMES**

NOTED – That the Work Programmes for all three Panels would be a standard item on future SCG meetings to allow for better programming and planning by Chairs and to avoid year end heavy agendas where possible.

# Corporate Peer Challenge **Carlisle City Council**

28<sup>th</sup> to 30<sup>th</sup> January 2020

## Feedback Report

## 1. Executive Summary

In Carlisle there is a clear sense of pride of place, both for the city and wider district. Staff are proud to work for the Council and of its work for the area. The Council's ambition to be a regional centre and focus for investment is exciting and dynamic, and has the potential to be truly transformative for Carlisle and the region as a whole. The Council wants all its residents to be able to share the benefits of this, through increased opportunities - a greater choice of jobs, better housing and an enhanced environment through the Carlisle Plan. Delivery of that ambition is being enabled by excellent partnership working and relationships. One of the key partnerships is that for the Borderlands Inclusive Growth Deal, a unique deal including both the UK and Scottish Governments and councils on both sides of the border. Through this and other work, a wide range of partners consider that Carlisle is being "put on the map".

The Council benefits from a stable and experienced management and workforce, with both the political and managerial leadership being well regarded within the council and externally. There are good working relationships between officers and councillors – and strong cross party working. This has been valuable during a period of no overall control, with a Conservative minority administration. This followed all-out elections in May 2019 following a major Boundary review and a significant reduction in the number of councillors from 52 to 39.

The Council currently enjoys a relatively healthy financial position. A strong property asset base has also served the Council well, generating an income stream contributing around £4.3 million per annum to the net revenue account. Among the principal sources of rental income are The Lanes shopping centre and industrial estates, generating £1.1 million and £2.8 million respectively in 2018-19. Prudent financial management has led to underspends over a number of years, but the next step is to realign existing funding to a clear set of priorities to ensure the best use is made of the Council's resources.

The Council is therefore well placed to meet future challenges, including uncertainty around local government funding. But the Council should also look to change a number of elements of how it does business to best meet these challenges and take advantages of the opportunities which arise. The outward facing partnership work of the organisation is impressive and forward thinking, however aspects of governance, support services and the service delivery organisation require modernisation.

The Carlisle Plan 2015-18 needs to be updated. Agreeing the new Carlisle Plan will give a real opportunity to provide clarity on the priorities for the Council, as well as the desired outcomes for the district and to make sure resources follow these in the form of an aligned Medium Term Financial Plan (MTFP). Currently the approach to performance management appears process heavy and impact light. This should be streamlined and refocused around the priorities of the new Carlisle Plan at the corporate level and consideration given to how increase ownership of performance management at service and Directorate level.

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Governance and decision making arrangements across the Council need to be reviewed so that these are timely and provide the necessary transparency and accountability. Such a review would also provide the opportunity to take account of the significant reduction in the number of Councillors following the Boundary review. There is a growing recognition that decision making in Carlisle is in some respects cumbersome. For example, scrutiny is not as well targeted as it could be. Overview & Scrutiny panels request reports on a range of matters under consideration by the Executive beyond those which form part of the Policy & Budget framework. Scrutiny activity should be re-focused on major issues and areas where input into policy development is being particularly sought or where scrutiny can make a positive difference to communities and the delivery of Council priorities. These refreshed arrangements should enable the organisation to be 'fleet of foot' and not tied down in process. In the member domain this should include consideration of the relationship between the Executive and scrutiny and how scrutiny can most effectively add value to decision making. In the officer domain this should include the value added by the Transformation Board and other boards. The Council's constitution should also be reviewed as part of this updating of governance arrangements. Simplifying decision making and other processes has the potential to make significant efficiency gains and release capacity that can be directed towards Council priorities.

To ensure the continuing health of the Council's finances, in the face of future uncertainties and to enable more resource to be directed towards priority areas, there is need for a clear and robust corporate savings plan which is implemented. Previously there has been a lack of urgency in actioning financial contingency plans, which if continued could lead to further pressure on reserves and missed opportunities to re-direct resources towards agreed priorities.

The Council has made progress in developing a more commercial approach to income generation and raising awareness of this aim. A clear definition and common understanding of what commercialisation means for Carlisle is required to take this agenda forward, underpinned by a strategy that establishes the organisation's risk appetite and the parameters for such commercial activity.

The Council's last corporate peer challenge in 2014 identified that the Council needed to better position itself as a partner. This would enable the Council to exert greater influence in delivering its priority of economic growth. The previous peer challenge also made a number of more internally focused recommendations to increase capacity to deliver the Carlisle Plan, including around performance management, delivering savings and more effective scrutiny. It is much to the Council's credit that it has made so much progress in its priority area of economic growth and regeneration and has significantly strengthened its partnership working. Continuing progress in this area needs to be balanced with some additional attention to modernising the Council's internal working arrangements to support this and sustain the standards of service delivery into the future.

It should be noted that the peer challenge on which this report is based took place before the Coronavirus pandemic was declared and councils became involved in the

emergency response to Covid-19. This report therefore does not anticipate or reflect on the significant additional challenges and demands this is placing on Carlisle City Council. However, the findings and recommendation presented here should assist the Council in strengthening its capacity to respond to the impacts of Covid-19 in the longer term.

## 2. Key recommendations

There are a range of suggestions and observations within the main section of the report that will inform some 'quick wins' and practical actions. The following are the peer team's key recommendations to the Council:

- a) **Develop and agree a new Carlisle Plan** to provide the Council's long term vision for the district and establish clear priorities to deliver this and give the framework for other strategic plans. Agreement on what is a priority or not a priority for the next three years and beyond will be important, underpinned by an aligned MTFP.
- b) **Undertake a comprehensive review of decision making processes, at both councillor and officer levels.** This should streamline decision-making, ensuring that all steps add value in terms of accountability and the quality of decision making. This should include the role and purpose of internal Boards and enable more timely decision making and release resources to be redirected at priority areas
- c) **Review current arrangements for scrutiny and consider alternative options.** This should enable more focused scrutiny of performance, implementation of decisions and contribution to the development of policy in priority areas. It should consider how to support more timely decision making and take account of the reduction in the number of councillors since the 2018 boundary review
- d) **Refresh and modernise the Council's Constitution, policies and procedures,** taking account of b) and c) above.
- e) **Develop and implement a robust savings and additional income plan** to close the funding gap. The gap is currently £1 million per annum and expected to rise. The plan should be supported by wider understanding of the financial challenges and enable resources to be better targeted at priorities and future investment plans
- f) **Undertake and implement the planned zero-based budget review** to enable resources to be better targeted at the priorities established by the new Carlisle Plan
- g) **Ensure that the review of IT service and development of the new IT strategy are completed and implemented.** ICT has been identified as a key capacity constraint and a capable and appropriately resourced IT function is required

- h) **Assess skills and capacity gaps and invest in corporate change and delivery capacity**, to ensure the delivery of key projects and corporate modernisation. Areas where additional investment may be required include digital, asset management, workforce development and project management
- i) **Develop a commercialisation strategy** which defines what commercialisation means in Carlisle, risk appetite and potential scope of commercial activity.
- j) **Refresh and streamline the approach to performance reporting and management** to give a clearer focus on Council priorities at corporate level and strengthen ownership of performance at service level, making more use of exception reporting.



### 3. Summary of the Peer Challenge approach

#### The peer team

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected your requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and agreed with you. The peers who delivered the peer challenge at Carlisle City Council were:

- **Patricia Hughes**, Joint Chief Executive - Hart DC (lead peer)
- **Duncan McGinty**, Leader - Sedgemoor DC (Conservative member peer)
- **Alyson Barnes**, Leader – Rossendale BC (Labour member peer)
- **James Howse**, Corporate Director of Resources - South Staffordshire DC
- **David Crowe**, Strategic Director - Local Partnerships
- **Olivia Lancaster**, Project Support Officer, LGA Productivity Team (shadow peer)
- **David Armin**, challenge manager, Local Government Association

#### Scope and focus

The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges. These are the areas we believe are critical to councils' performance and improvement:

1. **Understanding of the local place and priority setting:** Does the council understand its local context and place and use that to inform a clear vision and set of priorities?
2. **Leadership of Place:** Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?
3. **Organisational leadership and governance:** Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?
4. **Financial planning and viability:** Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?
5. **Capacity to deliver:** Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

In addition to the core components, you asked the peer team to provide observations and feedback on the following:

- the council's approach to commercialisation
- the effectiveness of the council's performance management arrangements.

## **The peer challenge process**

It is important to stress that this was not an inspection. Peer challenges are improvement focused and tailored to meet individual councils' needs. They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The current LGA sector-led improvement support offer includes an expectation that all councils will have a corporate peer challenge every 4 to 5 years. Carlisle City Council last had a corporate peer challenge in September 2014. Where relevant to do so, findings from that previous peer challenge have been referenced in this report.

The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. The team then spent three days onsite at Carlisle, during which they:

- Spoke to around 100 people including a range of council staff together with councillors and external partners and stakeholders.
- Gathered information and views from more than 30 meetings and additional research and reading.
- Collectively spent more than 240 hours to determine their findings – the equivalent of one person spending more than six weeks in Carlisle.

This report provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit (28<sup>th</sup> – 30<sup>th</sup> January 2020). In presenting feedback to you, they have done so as fellow local government officers and members, not professional consultants or inspectors. By its nature, the peer challenge is a snapshot in time. We appreciate that some of the feedback may be about things you are already addressing and progressing.

## 4. Feedback

### 4.1 Understanding of the local place and priority setting

The Council has a good understanding of Carlisle's location and the opportunities and challenges this presents. Carlisle has good national transport links by road and rail and is located close to both the Lake District National Park and the Scottish border. The Council has supported the development of Carlisle Airport for passenger flights. But it is also remote from major centres of population. At the time of the last peer challenge in 2014 this challenge was characterised as becoming 'a destination as well as a gateway'. It is evident that the Council, working with a number of partners, has made significant effort and progress towards that goal since then.

The Council is clear that its top priority is its place making role. This is underpinned by its understanding of the importance of the economy, skills and health agendas for Carlisle and the strategic role of the city as a regional centre for Cumbria and beyond. There is also recognition of the need to provide more housing as a driver for economic growth and attracting new residents, but also to ensure that vulnerable people can access safe, warm and affordable housing. This understanding of place is informed by good working relations with a range of other partners through the Carlisle Partnership.

The Council's leadership are clear about the three key projects to deliver on the place agenda, with widespread recognition of these among staff and partners. These 'Big 3' projects are as follows: Borderlands Inclusive Growth Deal (involving both the UK and Scottish governments and other major councils on both sides of the border); the Sands leisure centre redevelopment in Carlisle and development of the St Cuthbert's Garden Village (as part of the Government's Garden Village programme).

Carlisle remains vulnerable to flooding, although there are a number of schemes underway to reduce this risk. The last major flood event in the city was in 2015, and the impacts of this are still evident including to the ground floor of the Civic Centre which is still not available for use. In view of this, the Council has a specific financial reserve identified to reinstate Council owned flood affected assets (unfortunately there was further flooding in February 2020, shortly after this peer challenge took place).

Notwithstanding the clarity around the three key projects identified above, the Council's other priorities (and indeed non-priorities) are less clear. The Carlisle Plan 2015-18 sets out the previous administration's priorities for the place and Council and is yet to be updated. In part this is due to the change to a minority Conservative administration in May 2019 following the all-out elections after a major Boundary Review. The Council has a Corporate Plan 2018-21, which links together the key strategies and continues work on priorities from the old Carlisle Plan, but does not substitute for a refreshed vision for the area.

The development of the new Carlisle Plan provides a real opportunity to be clear about the Council's wider priorities and its long term vision. There has been some uncertainty about that vision for Carlisle in the context of Cumbria more generally, given the diminishing prospects for nuclear re-development in the west of the county. This would have had significant impact on the economy of Carlisle. It is now timely to review that vision, with the new Carlisle Plan providing the building blocks for a long term strategy.

The Council is beginning to consider the balance of focus between the urban and rural areas. Particular attention has been given to the City of Carlisle to date, given that it is the key economic driver. But it is now recognised that further attention should be given to the needs and potential of the rural areas of the district.

## **4.2 Leadership of Place**

The Council is clearly now a strong leader of place and is driving a challenging and ambitious economic development agenda for Carlisle as a regional capital and for the wider Borderlands area. It has played a leading role in establishing a unique partnership – the Borderlands Inclusive Growth Deal. This has involved developing partnerships with UK and Scottish Governments and building on its relationships with Cumbria and Northumberland County Councils and with Dumfries and Galloway Council.

In this role it is well regarded by a number of external stakeholders across both the public and private sectors. The Council is seen as 'punching well above its weight', having developed significant influence and leverage for a district council. One person remarked 'over the last five years Carlisle has started acting like a city, not just a large town'. At the time of the last peer challenge one of the key themes emerging was for the Council to better position itself as a partner and exert greater influence over the economic growth agenda. It is evident that the Council and its leadership have made great strides in this area and Carlisle could well be regarded as an exemplar in this sphere.

This work as a leader of place is underpinned by strong and effective partnership working locally and across the region. This includes work with the local colleges including the University of Cumbria, public health and the CCG. The Carlisle Partnership, the district's Local Strategic Partnership, remains active. The Carlisle Ambassadors are noteworthy. They are people from business or other organisations with a stake in the area and who are interested in making a difference for the future growth and development of the City of Carlisle. They are seen as providing a strong and influential network for Carlisle.

The Council needs to ensure that it has sufficient capacity, including effective project management, for the delivery of major growth projects. Currently there is a reliance on a limited number of people to support the political and managerial leadership in the delivery of key projects. This gives rise to some risk around the resilience of project delivery. Effective partnership working to tap into specialist skills and

experience from other agencies for particular projects will continue to be part of the mix, but the Council needs to ensure that it has sufficient core project and financial management skills for project delivery.

With the Council's exceptional experience of building partnerships, there may now also be opportunities to use this to broker, unlock or explore improvements to joint working for the benefit of economic development across Cumbria, in conjunction with other districts and the County Council. This would provide a broadening of the Council's leadership role beyond the north of Cumbria and the borders area.

At the time of the peer challenge, local government re-organisation was becoming an active conversation again following the General Election in December 2019. In early February, a Government minister held discussions with councils across Cumbria about possible options for a unitary / combined authority structure. Carlisle should aim to be an influential but pragmatic participant in this debate, whilst not being distracted from its priority of delivering for the place and the provision of services to local residents.

### **4.3 Organisational leadership and governance**

Carlisle had a major boundary review in 2018, leading to a significant reduction in the number of councillors (from 52 to 39). An all-out election was held in May 2019 on the new ward boundaries this created. This led to the establishment of a minority Conservative administration, in place of the previous Labour majority. Elections by thirds will again be held from May 2020 onwards. This tight political balance, with elections also happening again within 12 months has led to some uncertainty about the future longer term direction of the Council and on agreement to the next set of priorities for the Council in the medium term. The continuity in delivery of the major projects and the priorities for the area despite this is noteworthy. This is a tribute to the managerial and political leadership across the Council as noted below.

The Leader and Chief Executive are well regarded and respected within the Council and externally. They both have great credibility. There are good relationships between the different political groups, which is helpful to continuity in delivering key projects and is a real asset for an authority with no overall control. There are also strong and effective member-officer relationships, with councillors having confidence in senior officers and in turn being respected by officers. There is a clear understanding of the respective roles of councillors and officers.

The senior management team is well established, experienced and knowledgeable – all have been in their current role for a number of years. This gives deep organisational memory and the opportunity to develop good working relationships. But there is always a risk with this that an organisation can become less open to new ideas or different ways of doing things. The Council recognises this and should continue to give attention to opportunities to learn from experience elsewhere and encourage innovation from within.

The Council has made real progress in delivering its ambitious external agenda, which is its top priority. But in contrast it has more work to do on the internal modernisation agenda which, in turn, should strengthen its capacity to deliver on that growth agenda.

The Council's decision making processes, at councillor level and also at officer level too, appear complex and may lead to loss of pace, momentum and potential opportunities such as grant funding bids which are subject to tight timescales. Scrutiny is not as well targeted as it could be. Overview & Scrutiny panels request reports on a range of matters under consideration by the Executive beyond those which form part of the Policy & Budget framework. Scrutiny activity should be re-focused on major issues and areas where input into policy development is being particularly sought or where scrutiny can make a positive difference to communities and the delivery of Council priorities. There are some instances of scrutiny adding value and influencing decisions of the Executive, but in the main it appears to be process-driven and focused around the consideration of reports. Extensive consideration of budget proposals at the three Scrutiny Panels has not led to changes to address the savings gap identified and similarly consideration of performance reports does not appear to be helping to drive action to address under-performance.

Effective oversight and scrutiny can make a real contribution to both policy development and implementation and good decision making. Scrutiny in Carlisle should continue to be active, but it needs to be well targeted at the Council's priorities and major decisions. Currently Carlisle has three Scrutiny Panels (Business & Transformation; Community; Economic Growth). An alternative arrangement which the Council may wish to consider would be a single scrutiny Committee which could then set up task and finish groups to look at the development of new policy or the performance of particular aspects of the Council's business, drawing on the relevant skills, experience and interests of different councillors.

Following the reduction in the number of members of the Council, there is apparently now some difficulty in getting councillors to serve on Scrutiny Panels and other committees. In the light of this, and the questions raised above regarding the effectiveness of aspects of decision making and scrutiny, a review of member governance arrangements would be timely. This should include scrutiny and help to establish greater clarity of purpose. A refresh of the Council's constitution, policies and procedures is also required, to bring these up to date and more streamlined. Examples of constitutions which take a more modern approach include Winchester (a District council) and Herfordshire, Maidstone and Rochdale among unitary and metropolitan authorities. More efficient decision-making and other processes would not only increase pace for the organisation but also release capacity that could be directed towards the Council's priorities. It would also mean that the Council is better placed to respond to opportunities that arise as it moves to adopt a more commercial approach. Carlisle may need to adopt streamlined decision making arrangements for matters which fall within the scope of its commercialisation strategy, when agreed.

The Council appears to be a benevolent organisation that can struggle to make difficult choices. The relatively healthy financial position to date, underpinned by a good asset base, may have made such decisions less pressing but there may well also be a cultural element. Examples of where the Council has not made difficult choices include charging for services (such as garden waste collection) and making cost savings (where undelivered savings targets have been carried forward into subsequent years – the MTFP reports a cumulative total of £1.24 million savings not yet delivered over the three years to 2018-19). It has also not fully and consistently embedded HR policies such as managing individual performance. There is an opportunity to provide clarity around accountability for delivering key agendas across the Council, underpinned by more focused performance reporting and management arrangements, to gain real traction so that priorities are delivered across the organisation. Performance management is discussed further in section 4.7 of this report.

#### **4.4 Financial planning and viability**

The Council benefits from a relatively sound financial position. It had a net revenue budget of £13.6m and useable general fund reserves of £10.2m in 2019-20. This position is assisted by a track record of spend within budget and strong asset base which has provided additional income of around £4.3m per annum that makes the Council less dependent on Council Tax and central government funding. It has also been very successful in accessing a range of external funding streams. The Director of Finance (sec 151 officer) and her colleagues are well respected across the Council. External audit has a positive view about the Council, its control environment and finance team.

Leaders have a good understanding of the risks and uncertainties around future local government funding. As noted above, additional income streams and scope to take further advantage of commercial opportunities may mitigate against some of the potential risks of the Government's Fair Funding Review. However, there is no room for complacency.

The savings gap of circa £1 million and rising (estimated to be £2.4m in 2024-5) is identified and well known, but in previous years this has been met through a combination of underspends on other budgets and use of reserves. A proportion of the underspending is due to spend slipping into subsequent years. A Strategic Finance Group (consisting of the Senior Management Team, the Leader and Finance portfolio holder) has been set-up to work through options and to prepare for tough choices. However, these will need to be seen through to implementation with more rigour than has been the case previously. Of the targeted £5m of efficiency savings over the three years from 2016-17 to 2018-19, £1.2m remain outstanding. There has been a lack of urgency in actioning financial contingency plans. A clear and robust savings plan is needed. This should be linked to internal modernisation which has the scope to release efficiency savings.

Whilst key members and officers understand the scale of future financial challenges, this is not yet widely understood. General fund balances are adequate, although the Council has been drawing on these in recent years. The five year MTFP to 2024-25 envisages that the level of general fund reserves will reduce, but remain above what the Council considers the minimum prudent level. The budget forecast 2020-21 assumes that use of reserves will contribute about £1m to the budget requirement. Given the scale of Carlisle's ambition, this may bring some additional risks which lead to an increased need to draw on reserves. Such risk could arise from major projects such as the Sands Centre redevelopment; the possibility of further investment to yield a return (in terms of both financial and social value) and more commercialisation. The Council has plans that will lead to a substantial increase in long term borrowing to finance capital investment. The Council's reserves need to be maintained at a level commensurate with this. More vigorously pursuing savings will provide greater scope to do this.

The Council should progress its planned zero base-budget review to ensure that the budget is challenged across all services, linked to the need to re-prioritise and align resources to priorities. Agreeing and adopting a new Carlisle Plan will provide the framework of priorities for this. The pattern of consistent underspends against budget suggests that there is scope to make better use of existing resources in delivering the Council's priorities.

There is scope to further strengthen financial management of major projects, which given the scale of investment involved have the potential to present a risk to the Council's finances. The Council is considering opportunities to take a more commercial approach to generate additional income. This will need to be linked to its financial strategy. An agreed approach to drive commercialisation needs to be reflected in the Capital Investment Strategy and the Asset Management Plan. Further discussion of potential approaches to commercialisation can be found in section 4.6 of this report.

## **4.5 Capacity to deliver**

The Council benefits from a committed, experienced and stable workforce, which is proud to work for Carlisle. It is able to resource key projects by pragmatic and effective use of capable people from across the service Directorates. It may now be timely for senior managers to re-engage with the workforce more generally to tap further into that commitment and experience. This could be used to give a clear indication of the future direction of the organisation (as determined by the new Carlisle Plan now in development) and the Council's priorities. There would also be scope to gain insight from staff on opportunities to modernise how the Council does business.

The Council's services are generally well performing. But they may be at risk in the future if the organisation does not modernise its approach to both the back office and service delivery.



The Council has recognised that it needs to strengthen its capacity to develop ICT systems and make better use of these to enable service delivery and customer access. It has bought in some consultancy support from another local authority to develop a new IT strategy and a new structure for the service. The draft IT Strategy is aligned to approaches being taken at other authorities and the organisation is eager to be part of this change. However, many people see ICT systems and the lack of capacity to develop them further as a significant constraint. The review of arrangements for the service and new IT strategy need to deliver a solution.

To be confident in delivering its ambitious growth agenda and sustain service performance more generally, the Council needs to assess skills and capacity gaps and invest in corporate change and delivery capacity. Areas where more capacity could well be required include ICT, digital, asset management, workforce development and project management. This will be required around both the 'Big 3' projects (ie. Borderlands Inclusive Growth Deal; Sands Centre re-development and St Cuthbert's Garden Village) and corporate transformation more generally.

Internally, the Council operates in quite a traditional, process-heavy way that can soak up capacity, through decision making and similar processes. Viewed positively, this should give rise to opportunities to make efficiency gains relatively easily without impacting on front-line service delivery. When the new Carlisle Plan is agreed, there will be further scope to identify areas to de-prioritise and modernise through service reviews with an 'invest to save' approach.

A number of cross-cutting forums such as in respect of transformation and commercialisation have been established to help take forward a council-wide approach. However, views on the effectiveness of these groups are mixed, with a number of people thinking they are not as effective as they need to be. They should now be re-set with a clear remit and accountability to make sure they deliver the outcomes desired by the Council.

## **4.6 Commercialisation**

The Council has a strong track record in exploiting its asset base to generate a revenue stream of £4.3 million per annum. There is a clear intention from the Senior Management Team to drive commercialisation further. This is empowering staff to consider relevant opportunities and to have more confidence to propose and implement these. Clearly there are opportunities to think creatively in relation to a long term commercial strategy.

However, there is currently no clear or consistent view of what the organisation means by commercialisation. This needs to be documented in a clear commercial position statement / strategy document. This documentation needs to describe risk appetite; and the scale and type of ventures in which the Council is prepared to invest. Carlisle will wish to consider the geographical area in which investments can be made. This may not be unlimited, but could be within the Cumbria LEP or Borderlands Inclusive Growth Deal area to contribute to wider economic and social

development objectives. Examples of councils which have developed published commercialisation strategies include West Lindsay and South Somerset. The process of developing the strategy is as important as the document itself, as this gives the opportunity to develop thinking and reach agreement around the purpose, criteria and priorities for commercialisation.

Without endorsing or otherwise the particular investments and criteria for investment adopted by the [South Somerset commercial investment strategy](#), it does illustrate some of the key points which need to be resolved through the development of a strategy:

- A target rate of return for commercial investments
- A streamlined decision-making process for commercial investments
- Whether or not investments can go beyond property assets (e.g. renewable energy, housing developments for sale?)
- Projects which do not meet income generation criteria, but which do achieve a financial return along with other community benefits, should be considered under other appropriate strategy and policy (i.e. they are not treated as a commercial investment).

Mendip District Council developed its approach to commercialisation with support from the LGA's productivity experts programme. More information about this work is available at <https://www.local.gov.uk/commercialism-mendip-district-council>.

Bureaucracy is a barrier and the process of 'sign off' is putting the Council at a disadvantage when it comes to the market and wider commercial and funding opportunities. The wider review of the Council's decision making processes suggested elsewhere in this report should address this aspect of governance too, whilst ensuring that the relevant accountabilities and checks and balances concerning decision-making for potentially significant expenditure and / or long-term assets and liabilities are in place. Details of Sedgemoor District Council's approach to commercialisation can be found [here](#) including governance and decision-making arrangements.

There may be a need to establish a new Council-wide cross cutting commercialisation group to identify and prioritise opportunities, with clear leadership and accountability. This should have clear terms of reference (including contributing to the development of the commercialisation strategy) and have a higher profile than the previous group. This could provide the forum for staff to suggest commercialisation opportunities and enable guidelines around the Council's risk appetite and parameters for investment to be worked up on the basis of practical examples. It could also provide another forum for greater engagement between senior managers and the wider staff group.

## 4.7 Performance management

The Council's corporate policy team is making use of the Sharepoint suite of on-line tools to collate performance information. This gives the potential to share performance information more widely. Some data is uploaded automatically to the system, but most still needs to be provided by services and then keyed-in by the corporate team. Comprehensive guidance has been produced to help services in the development of performance indicators (PIs) and data quality. There is awareness of the potential of the system to make performance information more widely available and to engage people more in its use, and for further analysis of data including predictive analytics. However, it is acknowledged that this potential is largely unexploited at the moment. The recent appointment of a data analyst apprentice will provide additional capacity to do this.

A large volume of PIs are produced. These include Service Standards (first introduced in 2012) which relate to measures judged important to the public and likely to impact on satisfaction with the Council. There are also 'KPIs' which relate to service plans and updates on delivery of key corporate projects under the Carlisle Plan. Efforts are made to ensure that these are 'SMART' measures. A quarterly performance report is presented to SMT, the Scrutiny Panels and then the Executive. This includes some commentary and a brief covering report highlighting exceptions.

The approach to performance reporting and management is comprehensive and in many respects systematic, but it is not as effective or impactful as the Council would wish. It is also not fully owned by Directorates and services. The large volume of PIs mainly relate to 'business as usual' or are derived from the former national PI set, rather than priority projects and change agenda. This can make it difficult 'to see the wood for the trees'. The centrally driven process of collating and reporting performance is giving rise to a sense that services are feeding the 'corporate machine'. The cycle for reporting performance leads to delays, particularly for the Executive which receives reports after the three Scrutiny Panels (and so formally receive quarterly reports over two months after the quarter end). There is not a clear process for improvement actions in response to adverse performance and the peer team found limited evidence of service improvement being driven by reported performance. Individual performance management appears to be underdeveloped too.

The Council should take stock of its current approach to question if it is adding real value rather than simply following a process. Development of the new Carlisle Plan provides the opportunity to refocus corporate performance reporting around priority areas. The bulk of the existing PI set could be reported and managed at service / Directorate level, with exception only reporting at corporate level for PIs impacting on key service standards. The sharepoint application could be developed to enable inputting and reporting at service level to foster greater ownership of performance management across the organisation.

## 5. Next steps

### Immediate next steps

We appreciate the senior managerial and political leadership will want to reflect on the findings within this report in order to determine how the organisation wishes to take things forward.

To support you in your improvement journey, the Peer Team have identified a number of key recommendations, some of which you may already have in hand. We welcome your response to these recommendations within the next three months through the development of an action plan.

Your Principal Adviser, Claire Hogan, [claire.hogan@local.gov.uk](mailto:claire.hogan@local.gov.uk), will be in contact to assist the council going forward and to provide additional support, advice and guidance on any areas for development and improvement and she will be happy to discuss this.

In the meantime, we are keen to continue the relationship we have formed with the Council throughout the peer challenge. We will endeavour to provide signposting to examples of practice and further information and guidance about the issues we have raised in this report to help inform ongoing consideration.

### Follow up visit

The LGA Corporate Peer Challenge process includes a follow up visit. The purpose of the visit is to help the Council assess the impact of the peer challenge and demonstrate the progress it has made against the areas of improvement and development identified by the peer team. It is a lighter-touch version of the original visit and does not necessarily involve all members of the original peer team. The timing of the visit is determined by the Council. Our expectation is that it will occur within the next 2 years.

### Next Corporate Peer Challenge

The current LGA sector-led improvement support offer includes an expectation that all councils will have a Corporate Peer Challenge or Finance Peer Review every 4 to 5 years. It is therefore anticipated that the Council will commission their next peer challenge before February 2025.