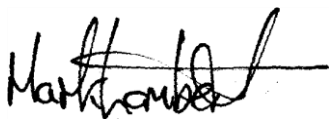


## SUMMONS

To the Mayor and Members of Carlisle City Council

You are summoned to attend the Meeting of Carlisle City Council which will be held on **Tuesday, 04 January 2022** at **18:45**, in the **Cathedral Room, Civic Centre, Carlisle, CA3 8QG**



Corporate Director of Governance and Regulatory Services

## AGENDA

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

3. **Minutes**

The Council will be asked to receive the Minutes of the meeting of the City Council held on 9 November 2021.

4. **Public and Press**

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

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

**5. Declarations of Interest**

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

**6. Announcements**

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

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

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

**8. Presentation of Petitions and Deputations**

Pursuant to Procedure Rule 10.11, the Corporate Director of Governance and Regulatory Services to report that no petitions or deputations have been submitted by members of the public.

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

Any views or opinions expressed in the question set out in this Agenda paper are those of the person submitting the question and do not necessarily reflect the position, views or opinions of the Council.

Pursuant to Procedure Rule 11.2, the Corporate Director of Governance and Regulatory Services to report the receipt of the following question submitted on notice by Councillor Bainbridge:

“The West of Carlisle is witnessing house building at a rate not seen since the 1960’s. Several hundred properties have been built, several hundred more given permission and several thousand more are due to be built over the course of the Carlisle Local Plan.

Increasing demand on GP Primary Care is a concern of many residents, and the concern of residents is that demand will overtake capacity. GP investment into modern developments on Eastern Way and in the North of Carlisle are welcome - does the Portfolio Holder agree that the West of Carlisle is approaching the point where it needs similar GP infrastructure investment?

What steps are being taken by Carlisle City Council in partnership with NHS England and the North Cumbria Care Commissioning Group to assess current GP capacity in the West of Carlisle? Have sites presently been identified as potential GP practice locations and what efforts are being made to market these to potential GP practitioner businesses?"

**10. Minutes of the Executive**

The Council will be requested to receive the Minutes of the meetings of the Executive held 22 November; 13 December and 20 December 2021 and ask questions of the Leader and Portfolio Holder on those Minutes.

**11. Portfolio Holder Reports**

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

<b>11.(i) <u>Culture, Heritage and Leisure</u></b>	<b>11</b>
	-
	<b>12</b>
<b>11.(ii) <u>Communities, Health and Wellbeing</u></b>	<b>13</b>
	-
	<b>16</b>
<b>11.(iii) <u>Environment and Transport</u></b>	<b>17</b>
	-
	<b>20</b>
<b>11.(iv) <u>Economy, Enterprise and Housing</u></b>	<b>21</b>
	-
	<b>24</b>
<b>11.(v) <u>Finance, Governance and Resources</u></b>	<b>25</b>
	-
	<b>26</b>

<b>11.</b>	<b><u>Leader's Portfolio</u></b>	<b>27</b>
<b>(vi)</b>	and ask questions of the Leader and Portfolio Holders on those Reports. (Copy Reports herewith)	<b>- 30</b>

**12. Minutes**

The Council will be asked to receive the Minutes of the meetings as detailed within Minute Book Volume 48(4); and ask questions of the Leader, Portfolio Holders and Committee Chairs.

For ease of reference the Minutes are:

<b>Committee</b>	<b>Meeting Date</b>
Health and Wellbeing Scrutiny Panel	14 October and 25 November 2021
Business and Transformation Scrutiny Panel	7 December 2021
Economic Growth Scrutiny Panel	21 October and 2 December 2021
Regulatory Panel	27 October and 1 December 2021
Licensing Committee	1 December 2021
Development Control Committee	20 October and 22 October
Audit Committee	11 November and 10 December 2021
Appeals Panel	9 November; 23 November and 16 December 2021

**13. Scrutiny**

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

<b>13.(i)</b>	<b><u>Chair of the Health and Wellbeing Scrutiny Panel</u></b>	<b>31</b>
	(Copy Report herewith)	<b>- 32</b>
<b>13.(ii)</b>	<b><u>Chair of the Business and Transformation Scrutiny Panel</u></b>	<b>33</b>
	(Copy Report herewith)	<b>- 34</b>

**13.(iii) Vice Chair of the Economic Growth Scrutiny Panel**

**35**

(Copy Report herewith)

**-  
36**

**14. Notice of Motion**

Pursuant to Procedure Rule 12, the Corporate Director of Governance and Regulatory Services to report the receipt of the following motion submitted on notice by Councillor Alcroft:

“This Council notes:

- That analysis of the 2019 Local Election results by the Fawcett Society found that only 35% of councillors in England are women, up 1% since 2018. Of the seats that were up for election in 2018, 38% went to women, up just 3 percentage points on 2014 when these seats were last contested;
- That the role of a councillor should be open to all, regardless of their background, and that introducing a maternity and parental leave policy is a step towards encouraging a wider range of people to become councillors, and is also a step to encourage existing councillors who may want to start a family to remain as councillors;
- That parental leave must apply to parents regardless of their gender, and that it should also cover adoption leave to support those parents who choose to adopt.

This Council resolves:

- To adopt a maternity and parental leave policy to give all councillors an entitlement to parental leave after giving birth or adopting;
- To ensure that councillors with children are supported as appropriate.

**Draft Maternity and Parental Leave Policy for Carlisle City Council Members**

- This Policy sets out Members’ entitlement to maternity, paternity, shared parental and adoption leave and relevant allowances for Members of Carlisle City Council.

**- Introduction**

It also sets out the obligations of Members taking Maternity or Parental leave. The objective of the policy is to ensure that insofar as possible Members are able to take appropriate leave at the time of birth or adoption, that both parents are able to take leave, and that reasonable and adequate arrangements are in place to provide cover during any period of leave taken.

- Improved provision for new parents will contribute towards increasing the diversity of experience, age and background of local authority councils. It will also assist with retaining experienced councillors –

particularly women – and making public office more accessible to individuals who might otherwise feel excluded from it.

- There is at present no legal right to parental leave of any kind for people in elected public office. This applies to MPs as well as councillors and is the subject of ongoing lengthy debate. These policies can therefore

only currently be implemented on a voluntary basis.

- Legal advice has been taken by the Local Government Association (LGA)

on these policies, and they conform with current requirements.

- Members having or adopting children should be able to avail themselves

of the best provision possible, and should be fully supported to do that.

### **1. Leave Periods**

**1.1** Members giving birth are entitled to up to 6 months maternity leave from

the due date, with the option to extend up to 52 weeks by agreement if required.

**1.2** In addition, where the birth is premature, the Member is entitled to take leave during the period between the date of the birth and the due date in addition

to the 6 months' period. In such cases any leave taken to cover prematurity of 28 days or less shall be deducted from any extension beyond the initial 6 months.

**1.3** In exceptional circumstances, and only in cases of prematurity of 29 days or more, additional leave may be taken by agreement, and such exceptional leave shall not be deducted from the total 52 week entitlement.

**1.4** Members shall be entitled to take a minimum of 2 weeks paternity leave if they are the biological father or nominated carer of their partner/spouse following the birth of their child(ren).

**1.5** A Member who has made Shared Parental Leave arrangements through their employment is requested to advise the Chief Whip of these at the earliest possible opportunity. Every reasonable effort will be made to replicate such arrangements in terms of leave.

**1.6** Where both parents are Members, leave may be shared up to a maximum of

24 weeks for the first six months and 26 weeks for any leave agreed thereafter,

up to a maximum of 50 weeks. Special and exceptional arrangements may be made in cases of prematurity.

**1.7** A Member who adopts a child through an approved adoption agency shall be entitled to take up to six months adoption leave from the date of placement,

with the option to extend up to 52 weeks by agreement if required.

**1.8** Any Member who takes maternity, shared parental or adoption leave retains their legal duty under the Local Government Act 1972 to attend a meeting of the Council within a six-month period unless the Council Meeting agrees to an extended leave of absence prior to the expiration o

that six month period.

**1.9** Any Member intending to take maternity, paternity, shared parental or adoption leave will be responsible for ensuring that they comply with the reasonable notice periods both in terms of the point at which the leave starts and the point at which they return. The Corporate Director of Governance and Regulatory Services should set the notice periods and make them available to Members as appropriate.

## **2. Basic Allowance**

**2.1** All Members shall continue to receive their Basic Allowance from the Council in full whilst on maternity, paternity, shared parental or adoption leave.

**3.1** Where a Member taking leave (other than paternity leave) is a portfolio-holder, shadow portfolio-holder, or holds another senior role, another Member may be appointed or elected to provide cover during the period of absence.

**3.2** A Member taking leave shall return at the end of their leave period to the same post which they held before the leave began, or to an alternative post with equivalent status and remuneration. This provision does not apply if the Member taking leave is removed from their post at an Annual General Meeting of the Council whilst on leave, or if control of the Council changes during the leave period.

**3.3** In all cases it shall be the responsibility of the Chief Whip, in consultation (in the case of multi-Member wards) with relevant Ward colleagues of the Member taking leave to ensure that casework, surgeries and other necessary Ward activities are covered during the period of leave.

**3.4** The Chief Whip and Ward colleagues should ensure throughout a leave period that contact is maintained with the Member taking leave and that all reasonable measures are taken to provide support.

**3.5** Members taking leave should ensure that they respond to reasonable requests for information as promptly as possible, and that they keep their Group informed and updated in relation to intended dates of return and requests for extension of leave.

## **4. Resigning from Office and Elections**

**4.1** If a Member decides to leave office at the end of their maternity, paternity, shared parental or adoption leave they must notify the Chief Whip and the

Council at the earliest possible opportunity. Payment of the basic allowance will cease from the effective resignation date.

**4.2** If an election is held during the Member's maternity, paternity, shared parental or adoption leave and they are not re-elected, or decide not to stand for re-election, their basic allowance will cease from the Monday after the election date when they would technically leave office."

<b>15.</b>	<b><u>Proposals from the Executive in relation to the Council's Budget and Policy Framework</u></b>	
<b>15.(i)</b>	<b><u>Statement of Gambling Policy 2022-2025</u></b>	<b>37</b>
	Pursuant to Minute EX.88/21 and EX.158/21, to consider a recommendation from the Executive that Council adopt the final draft of the reviewed Statement of Gambling Policy 2022-2025 for publication by 31 January 2022. (Copy Report GD.87/21 and Minute Extracts herewith / to follow)	- <b>100</b>
<b>15.(ii)</b>	<b><u>Regulatory Reform (Housing Assistance)(England and Wales) Order 2002 - Changes to Existing Housing Assistance Policy</u></b>	<b>101</b>
	Pursuant to Minute EX.88/21 and EX.159/21, to consider a recommendation from the Executive that Council adopt the revised Housing Renewal Assistance Policy 2022. (Copy Report GD.70/21 and Minute Extracts herewith/ to follow)	- <b>126</b>
<b>15.(iii)</b>	<b><u>Tullie House Business Plan 2021 - 2030 (22/23 revision)</u></b>	<b>127</b>
	Pursuant to Minute EX.118/21 and EX.160/21, to consider recommendations from the Executive concerning the Tullie House Museum and Art Gallery Trust Business Plan 2021 – 2030 (22/23 revision) as detailed in Report CS.04/22. (Copy Report CS.04/22 and Minute Extracts herewith / to follow)	- <b>272</b>
<b>15.(iv)</b>	<b><u>Local Government Reorganisation - Implementation Reserve</u></b>	<b>273</b>
	Pursuant to Minute EX.137/21, to consider recommendations from the Executive to establish an implementation reserve / budget provision of up to £1.6million, as the City Council's contribution to the LGR implementation costs, subject to contributions being approved by all of the other Cumbria authorities. (Copy Report RD.54/21 (amended) and Minute Extract herewith)	- <b>284</b>
<b>15.(v)</b>	<b><u>Dates and Times of Meetings 2022/23</u></b>	<b>285</b>
	Pursuant to Minute EX.166/21, to consider recommendations from the Executive that the City Council approve the dates and times of meetings of the City Council and Committees for the Municipal Year 2022/23 as set out in the Schedule attached to Report GD.90/21; and note the dates and times of meetings of the Executive as chosen by the Leader. (Copy Report GD.90/21 herewith and Minute Extract to follow)	- <b>302</b>



<b>16.</b>	<b><u>Local Audit and Accountability Act 2014 - Appointment of External Auditors</u></b>	<b>303</b> - <b>312</b>
	Pursuant to Minute AUC.69/21, to consider a recommendation from the Audit Committee concerning the appointment of external auditors. (Copy Report RD.63/21 and Minute Excerpt herewith)	
<b>17.</b>	<b><u>Appointment of Committees and Panels 2021/22 (January 2022 onwards)</u></b>	<b>313</b> - <b>332</b>
	That the report of the Corporate Director of Governance and Regulatory Services setting out the allocation of seats from January 2022 be approved. (Copy Report GD.01/22 herewith)	
<b>18.</b>	<b><u>Standards Committee Appointment of Vice Chair</u></b>	
	The Council is asked to appoint a Vice Chair of the Standards Committee for the remainder of the 2021/22 Municipal year.	
<b>19.</b>	<b><u>Operation of the Provisions Relating to Call-in and Urgency</u></b>	<b>333</b> - <b>336</b>
	Pursuant to Overview and Scrutiny Procedure Rule 15 (i), the Corporate Director of Governance and Regulatory Services to report on the operation of call-in and urgency procedures. (Copy Report GD.91/21 herewith)	
<b>20.</b>	<b><u>Communications</u></b>	
	To receive and consider communications and to deal with such other business as may be brought forward by the Mayor as a matter of urgency, in accordance with Procedure Rule 2.1(xv) to pass such resolution or resolutions thereon as may be considered expedient or desirable.	

## **PART 'B'**

### **To be considered in private**

- NIL -



Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

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

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### **DISCOVER CARLISLE**

#### **Christmas Get Together**

Carlisle's Festive Get Together was held on the weekend before Christmas in the city centre. The event included a packed programme of live entertainment, local craft stalls and festive food and drink. The Makers March, a collection of artisans and craft people based along the Scottish Borders, Cumbria, North Pennines and Northumberland, was in attendance with stalls each day. Local company The Rolling Pub Co. provided a bar in the marquee.

#### **A New Promotional Video**

Discover Carlisle has produced a new promotional video encouraging people to use their local high streets. Focussing on Brampton, the video features three fantastic independent shops.

### **CUMBRIA'S MUSEUM OF MILITARY LIFE**

Cumbria's Museum of Military Life is currently open at weekends until mid- February reflecting the opening hours of Carlisle Castle. November saw a return to schools visiting the Museum for educational sessions. Our monthly Tuesday Talks Programme restarted in September with average attendances and our veterans' lunches are back on the Museum programme. We are undertaking a period of building maintenance and collections care in both December and January.

### **TULLIE HOUSE**

Tullie House has had a busy six weeks in terms of visitor numbers, driven by the opening of 'Paddington: The Story of A Bear', a British Library Touring Exhibition. Over 1,000 people visited the exhibition in its opening week, the busiest since 2019's Turner/Rembrandt opening. We have been working with Cllr David Morton and the Carlisle Society for the Blind to explore how we can make the museum more accessible

for adults with visual impairments and welcomed the group to a private tour of the Paddington exhibition. The exhibition will be on display until 20<sup>th</sup> February 2022.

The Thriving Communities Project delivered in partnership with Carlisle City Council, Cumbria Wildlife Trust, Prism Arts, Susie Tate Projects and Carlisle Healthcare continues to go from strength to strength. We are delighted to have received additional funding from the Cumbria Community Foundation to support this programme and increase the number of Inside Out programmes for 2022.

Project Tullie, the Museum's ambitious capital investment programme, continues still with pace. The Museum is expecting to hear soon the outcome of a Stage 1 application to the National Lottery Heritage Fund. The Museum Trust has already secured £2m from the UK Government and a further £900k from the Town Deal Fund.

## **LEISURE**

### **Sands Centre Redevelopment**

4<sup>th</sup> January 2022 marks week **59/98** of the contract works. Both pools have successfully passed the water leak tests and the roof is now complete. The existing events and sports hall will be shut down for eight weeks from 10<sup>th</sup> January to allow works to take place. The next phase will see the external cladding being installed and the start of the internal fit out of the new build. Despite staffing and materials shortages, the works are only one week behind schedule.

### **Stony Holme Golf Course**

The operator of Stony Holme Golf course has had its best year since taking over the operation with over 17,500 rounds played in 2021 (>20% improvement on last year).

### **Hammond's Pond Public Art**

City Council staff have been working to support the Friends of Hammond's Pond as they make improvements to the park, utilising a generous donation from a local resident. The first project will be to install two life-size stainless-steel sculptures of mute swans taking flight; an artist from North Lancashire has been commissioned to produce the works and the City Council will manage their installation into the pond and their subsequent maintenance.

## **HADRIAN'S WALL 1900<sup>th</sup> ANNIVERSARY**

A series of events to mark the Anniversary will run from 24<sup>th</sup> January to 17<sup>th</sup> - 23<sup>rd</sup> December – coordinated through the Hadrian's Wall Partnership. Work has commenced on City of Lights 2022 which will be themed around Roman occupation. City Council Officers are working on a number of other themed events.

## **HM THE QUEEN'S DIAMOND JUBILEE**

Celebrations will cover four days, 2<sup>nd</sup> June – 5<sup>th</sup> June 2022, with a Commonwealth-wide Beacons event on 2<sup>nd</sup> June and The Big Lunch on 5<sup>th</sup> June.

Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

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

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## **REGULATORY SERVICES**

The City Council has been working with Foundations, the Agency who oversees the Disabled Facilities Grants, to improve the reporting the City Council is able to do. We are finalising the key performance indicator reports and starting a financial report. Once both reports are finished, they will both reduce the Officer time required to produce data whilst also greatly improving the data that can be represented. Types of works, the referrals for those grants, tenures and ages of the recipients are examples of data easily retrievable from the key performance report.

## **HEALTHY CITY TEAM**

### **Food Carlisle**

£10,000 funding from Sustainable Food Places for 2022 has been secured, to be match funded by the City Council. A grant application has also been put in for 'Veg City', to support the work of Food Carlisle in increasing the availability and consumption of vegetables.

### **Walking for Health**

The Wednesday health walks continue to be very well attended with on average between 25 people attending the 10.30 a.m. walk and 15 people attending the 1.00 p.m. walk. 10 new walkers have recently joined the health walks. A former local history librarian at Carlisle Library joined the health walk around Rickerby Park and provided some fascinating information about the history of the park, the cenotaph and the Eden Gardens. The Healthy City Team supported the planning and delivery of a training session for new walk leaders in partnership with Active Cumbria. 10 people attended this session, and they are now trained to be able to deliver 'Ramblers' health walks in their local communities within Carlisle District.

## **Knife Angel**

The Knife Angel arrived in Carlisle on 1<sup>st</sup> December and will be with us until around 4<sup>th</sup> January when it will travel on to Barrow in Furness. During its stay the Knife Angel has attracted a great deal of attention with people visiting to see it and a huge amount of activity on Social Media.

This project was only possible thanks to a collaborative approach between partners with Carlisle City Council and Cumbria County Council organising the relocation and installation. Cumbria Police will be leading on the month-long awareness programme in schools and other organisations, and this will also coincide with Operation Divan which looks at the dangers and consequences of carrying knives or weapons.

## **ARMED FORCES COVENANT**

Carlisle City Council is reaffirming its commitment to the armed forces by resigning the Covenant on 7<sup>th</sup> March 2022. We are inviting partner organisations and businesses to sign it with us. This forms part of the Council's advocacy and its action plan to achieve the Gold Award of the Defence Employer Recognition Scheme.

The Armed Forces Covenant [is a](#) pledge to *"acknowledge and understand that those who serve or who have served in the armed forces, and their families, should be treated with fairness and respect in the communities, economy and society they serve with their lives"*<sup>1</sup>

It helps members of the armed forces community have the same access to Government and commercial services and products as any other citizen. Carlisle City Council signed the Covenant in 2013 and wants to reconfirm its support.

## **Armed Forces Bill 2021**

The primary purpose of the Armed Forces Bill 2021 is to renew the Armed Forces Act 2006 (itself renewed by the Armed Forces Acts of 2011 and 2016). The Bill requires specified public bodies to have due regard to the principles of the Armed Forces Covenant in the areas of housing, education and healthcare.

The Armed Forces Bill had its third reading in the House of Lords in November 2021, Consideration of Commons amendments on 8<sup>th</sup> December, and is due for Consideration of Lords message on 13<sup>th</sup> December. When the exact wording has been agreed by the Commons and the Lords, the Bill will be ready for Royal Assent. Once a Bill receives Royal Assent it is made an Act of Parliament. Carlisle City Council will continue to work with partners and the Cumbria Armed Forces Covenant Partnership to prepare for the duties within the Bill.

## **BUDGET 2022/23**

As part of the budget process, the budget will undergo an equality impact assessment. This will focus on impacts on protected characteristics, and if these require further investigation or amendments.

## **PLACE COORDINATOR**

Interviews were held on Monday, 13<sup>th</sup> December for the Place Coordinator post with start date planned for end of January 2022.

## **CUSTOMER SERVICES**

The Customer Contact Centre has been open to the public since 30<sup>th</sup> September 2021. Footfall is below pre-covid levels although we are now beginning to see an increase. Since reopening we have served 1,090 people.

Following on from Working from Home guidance announced on 8<sup>th</sup> December, Customer Services have worked hard to keep services open whilst protecting staff. From 13<sup>th</sup> December, the team has remained in the Office but has been split into 'bubbles', working from two locations in the Civic Centre. The Contact Centre remains open as normal to ensure our most vulnerable customers can access our services.

Plans are in place to ensure service continuity should the Omicron variant lead to more restrictions.





Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

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

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## **REGULATORY SERVICES**

### **Food Standard Agency – Register a Food Business Service:**

I am pleased to report that Carlisle City Council's Regulatory Services have signed up to the Food Standards Agency's 'Register a Food Business Service'. It is a legal requirement for Food Business Operators to register their food business with the local authority. This new system will allow the Food Business Operator to complete their details online using the new portal. The City Council has 1,243 registered Food Businesses at the present time.

## **NEIGHBOURHOOD SERVICES**

The impacts of the HGV driver shortage appear to be easing with collection services now operating in line with the established collection calendars. As we near Christmas, the collection frequency reduces to six-weekly, reflecting the seasonal nature of this service.

The Council will also be repeating our successful fly-tipping campaign focussed on our local recycling sites (bring-sites) with clear messages and signage in place to prevent the illegal dumping of rubbish at these sites over the festive period. As in previous years, we will have CCTV cameras operating at some sites and enforcement action will be taken against those responsible for fly-tipping and littering offences.

Members will be aware of the legal requirement for dog owners to ensure that their dogs are micro-chipped and the details kept up to date. The Government has agreed to introduce similar legislation for cats. It is understood that the micro-chipping rules for dogs will be reviewed and any new legislation affecting cats will be introduced to coincide with any changes that may impact on the micro-chipping requirements for dogs.

The Council is looking at options to install further electric vehicle charge points in our car parks to support the transition to electric vehicles for residents and visitors. Funding to

support this is available from the Government under their Off-street Residential Charge Point Scheme (ORCS) and Officers are working with colleagues from Cumbria County Council and from other Councils on the potential submission of a single coordinated bid across the county. If successful, this will build on our existing work to install electric vehicle charge-points under SOSCI (Scaling On-street Charging Infrastructure) which saw the installation of charge points at various locations across Carlisle.

### **Environment Act 2021**

Members may also be aware that the Environment Act 2021 was passed in November. This will enable the Secretary of State to implement the various elements of the Government's Resources and Waste Strategy which we have been aware of for a few years now. Further legislation will be needed and is likely to see a requirement placed upon Councils to:

- Collect a core set of material for recycling or composting. This must include: glass / metal / plastic / paper / card / food waste / garden waste
- Collect food waste weekly and separate from other waste
- Provide garden waste collections free of charge to residents

The Act provides scope for the Secretary of State to add more waste streams to this core list in future, where such items can be recycled or composted, where there would be an environmental benefit and where there is a market for it.

The Act will also:

- Extend Producer Responsibilities to require manufacturers to contribute to the cost of disposal for products they produce
- Set manufacturing standards to ensure that products are more durable, easier to repair and recyclable
- Create deposit return schemes for drinks containers – detail yet to be determined. This will impact on Council income levels by removing such material from the household recycling collections
- Apply charges, similar to the carrier bag charge, to reduce use of single-use plastic

The cost of the new requirements will be significant locally and nationally. Government has previously indicated that it will fund the new requirements.

### **BEREAVEMENT SERVICES**

Services at the Crematorium continue to operate with restrictions in place. The capacity remains 120, services are limited to 20 minutes and attendees are asked to wear masks. All families are still able to request livestreaming of services through their Funeral Director for people who cannot attend, and this is available for seven days afterwards.

The office continues to operate on an appointment basis and the Book of Remembrance remains open, including at weekends.

## **GREEN SPACES**

### **The Swifts Urban Nature Reserve**

The penultimate phase of works in the Swifts Urban Nature Reserve project has now been completed. Over 200 native flowering trees, a mixture of hawthorn, goat willow and crab apple, have been planted around the existing stands of poplar trees which were thinned at the start of the year. The new trees will provide additional feeding opportunities for pollinating insects alongside the wildflowers which were planted in the meadow areas during the autumn.

### **Green Spaces improvements**

- Two festivals have been confirmed for next summer celebrating pollinators and the wildlife of Cumbria
- The 'Festival of Nature' will be held at Talkin Tarn during the weekend of 18<sup>th</sup> and 19<sup>th</sup> June 2022. Run in partnership with Fellfoot Forward the festival will be aimed at families and budding naturalists with lots of events, activities, music, and arts with partners invited from across the wildlife conservation sector of Cumbria held over the weekend at Talkin Tarn
- The Big Buzz – will be held over the weekend of 23<sup>rd</sup> – 25<sup>th</sup> September 2022. A Carlisle city-wide festival - culminating in three days of pollinator themed music, film, art, humour, talks and sharing. Creating connections between pollinators, the places they inhabit and the people they share them with. Leading to positive change individually, locally, and nationally. CWT will showcase the work of pollinator projects such as the Swifts Project, and we will demonstrate real activity on the ground that is making a difference for pollinators and insects. This festival will further engage with the wider community to nurture the awareness of pollinators and the need to protect and increase the habitats they need to survive, and stimulate an increase in participation in pollinator themed activities in Cumbria and beyond
- This month Talkin Tarn launched an augmented reality trail. After downloading the app visitors can use their phone to scan QR codes at various locations around Talkin Tarn where the user can see old Tarn photos and Talkin Tarn wildlife appear before you on your phone screen



Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

Title: **Economy, Enterprise & Housing Portfolio Holder's Report –  
Councillor Paul Nedved**

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### **ST CUTHBERT'S GARDEN VILLAGE**

Work on the St Cuthbert's Local Plan continues at pace. All of the necessary commissions to inform and update the Plan are now underway.

The adopted Strategic Design Supplementary Planning Document will provide interim guidance on early planning applications ahead of the Plan's adoption. In November, it was commended for Planning Excellence in the Royal Town Planning Institute (RTPI) Northwest Awards with judges stating: *'The work was well written, researched and well supported by technical survey and community engagement - the latter being praised for its innovative methods. Overall a fantastic example of long-term robust policy making.'*

A national landscape design competition is now drawing to a conclusion. The shortlist entrants to Stage 1 of the competition were consulted on at the Racecourse on 19<sup>th</sup> October attracting nearly 300 residents along with radio and TV coverage. The final entrants have now submitted their final schemes and the winning entry will be announced in January 2022.

Completion of the CSLR remains on track to be delivered by 2024. Consultation on the proposed art works for the roundabouts will commence in early Autumn.

### **RURAL STRATEGY**

Carlisle City Council is progressing the development of a rural strategy for the District. A brief and scope of works has been agreed:

1. Develop a strong evidence base for Rural Carlisle, which is developed in line and supported by strong stakeholder engagement.
2. Create a Rural Strategy covering the study area, with clear issues/opportunities identified and recommended actions.

Members will be engaged in the development of the Strategy in the same way as the recently approved Economic Strategy, with a workshop session planned in early 2022.

## **TOWN DEAL**

### **Business Case Development**

- Good progress continues to be made on the business case development for the £19.7m Carlisle Town Deal
- Two business cases have now been completed and are now in the process of being considered by the Town Deal Board and the Council as the Lead Authority and Accountable Body
- These will be submitted to Government for consideration in January 2022, subject to approval by the Executive
- The five remaining business cases will be submitted by the end of March 2022

### **Future High Street Fund**

- There is a tender out for survey work and essential repairs for the Castle Street properties. The commission and works will be concluded by Spring 2022
- Consultants have appointed to identify options for the Central Plaza site and agents instructed to market the site. Both these workstreams will be concluded early January, with a report scheduled for the Executive to agree and approve next steps
- Current finalising the Grant Funding Agreement between the City Council and the County Council for the Devonshire Street / Market Square project. The Agreement will set out the roles and responsibilities for the delivery of projects

### **City Centre Taskforce**

The first meeting of the City Centre Taskforce was held on 24<sup>th</sup> November 2021. The meeting was attended by representatives of the hospitality sector, the transport sector, the real estate sector, the developer sector, the independent retail sector and community representatives. The Taskforce received presentations from City Council's Regeneration Department on a recently undertaken city centre health check and a summary of the initiatives City Council are undertaking in the city centre. The meeting topics ranged from discussions on how events marketing could be more closely coordinated between City Council and sector representatives, to discussions on the long-term future of the high street.

## **HOMELESSNESS, PREVENTION & ACCOMMODATION SERVICES**

The official annual rough sleeper evidence-based count was undertaken on the night of 13<sup>th</sup> - 14<sup>th</sup> October and recorded a zero return; this was done in conjunction with key partners and was verified by Homeless Link. The Homeless Prevention & Accommodation Services are currently providing support and accommodation to prevent rough sleeping to 17 individuals.

Additionally, over the past few weeks during the cold, stormy and wet weather, the services have enacted the Severe Weather Emergency Protocol to offer shelter and

provide a discretionary place of safety to those identified as at risk. This is in addition to the winter shelter provision for those who may not be owed a statutory duty by the Council.

The Department for Levelling Up, Housing and Communities (DLUHC) have released the guidance for the next phase of the Rough Sleeping Initiative which will fund initiatives for three years (RSI 2022-25). Carlisle City Council currently acts as the lead authority for all Cumbria authorities on the current funded project. The funding application will close on 4<sup>th</sup> February 2022.

## **REGULATORY SERVICES**

**Green Homes Grant – Local Authority Delivery 2 (LAD2)** - I'm pleased to report that Carlisle City Council have signed the Memorandum of Understanding (MoU) with Eden District Council for the LAD2 delivery. You will recall that LAD2 will release money for funding to local authority schemes that make energy-saving improvements to the homes that have poor energy efficiency and are on a low income or in receipt of a benefit. Eden DC are the accountable body for this scheme and need now to sign a MoU with EON their delivery partner. Carlisle expects to receive £73,380 in administration costs once all the contracts have been signed. Schemes need to have been assessed by end March 2022

**Sustainable Warmth Cumbria (LAD3/HUG1)** – The City Council's application as the Cumbria lead for the sustainable warmth grant has been successful. The MoU with Department of Business Energy and Industrial Strategy (BEIS) has been signed and the City Council is now due to receive £14,105,000 of Home Upgrade Funding (HUG1), this is for homes that do not have mains gas heating, and £5,850,000 of LAD3 funding for homes with mains gas heating. Owner occupied homes can receive between £10,000 and £25,000 per household depending on their current homes. Private landlords can also apply for grant funding up to £5K and are expected to contribute a third of the cost. Owner occupied homes are not expected to contribute to the cost. Negotiations are now occurring regarding procurement and Job Descriptions being written ready for recruitment of staff.

Households that have an income lower than £30K (income can be higher if have a larger household) and an energy performance certificate of D, E F or G should qualify.

The City Council's carrot (empty property grants) and stick approach (enforcement) to **empty properties** is showing signs of success. The annual empty homes data submitted in the October Council Tax Base Report 2021 showed a remarkable reduction of 35% in empty homes in the district in comparison to the 2020 submission. The total of empty homes reduced from 1,014 to 656.





Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

Title: **Finance, Governance & Resources Portfolio Holder's Report –  
Councillor Gareth Ellis**

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### **FINANCIAL SERVICES**

The budget process is now progressing through the scrutiny process and the Executive issued their Draft Budget for consultation in mid-December. Work is increasing on supporting LGR with finance providing support to a number of work packages across the Council.

### **LEGAL SERVICES**

In Legal Services, as well as providing advice to Committees, work has been done to complete two surrender and regrants of industrial estate leases, with a view to modernising the lease terms, with another ten in the process; an Agreement for Lease at Gateway 44; the lease of the Old Fire Station under which entertainment services were outsourced to Greystone Leisure Limited; and licences to allow enhanced grass cutting by grass roots clubs to train and hold fixtures on some Council green spaces.

### **HR & PAYROLL**

- **LGR:** The HR & Payroll Manager is actively involved in the LGR HROD workstream acting as joint lead for various work packages including Resourcing, Policy and Pay and Grading. Updates on progress of the various workstreams associated with LGR activity are provided to stakeholders on a regular basis through the dedicated Communications group
- **Recruitment:** Development of the iTrent Recruitment module has been paused pending consideration by the appropriate LGR HROD Workstream
- **Kickstart:** Two Kickstart employees joined the team in November to help create some capacity to support the iTrent Implementation and a Data Retention Project. The Kickstart's will be employed for a six-month period and the programme is being accessed via Cumbria Chamber

## **ELECTORAL REGISTRATION**

The Elections Team have completed the annual canvass and out of approximately 53,000 properties, we were unable to get a response from just under 3,000 of these.

We continue to liaise with the Elections Teams in Allerdale and Copeland, ahead of the May 2022 elections for the new shadow Cumberland Council.

## **INFORMATION MANAGEMENT – LEGAL SERVICES**

Recent counts for information requests (From 16<sup>th</sup> August 2021 – 10<sup>th</sup> December 2021):

- Environmental Information Regulations requests received - 25
- Environmental Information Regulations requests responded to - 20
- Freedom of Information Act requests received – 201
- Freedom of Information Act requests responded to - 157
- Data Protection Act requests received – 10
- Data Protection Act requests responded to – 5

## **ICT UPDATE**

- Work on the Revs & Bens Services move to Hosted eClaim and Forms for Carlisle, Copeland and Allerdale is progressing.
- Windows 10 upgrade to 20H2 – rollout to Windows 1909 (interim step) has started on end user laptops then once complete rollout of 20H2 will commence
- 2008 servers – Flexi server will be turned off in December. Iken (Legal System) UAT has been started, with go live due in the new year. Civica Lalpac (Licensing) migration to new servers has been scheduled with the supplier for March

Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

Title: **Leader's Portfolio Holder Report –  
Councillor John Mallinson**

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## **BORDERLANDS INCLUSIVE GROWTH DEAL**

### **Carlisle Projects**

Good progress continues to be made on Carlisle projects - Carlisle Station and Citadels:

#### *Carlisle Station*

- Following the public consultation between 22<sup>nd</sup> September – 3<sup>rd</sup> November the design options are being finalised for the necessary approvals and consents
- The County Council are due to publish the feedback report imminently that will summarise the public views and how this has been used to finalise the scheme designs

#### *Citadels*

- The Full Business Case (FBC) for a new campus for the University of Cumbria on the Citadels site has been approved by Department for Levelling Up, Housing and Communities (DLUHC). £50m of Borderlands Growth Deal funding has been allocated to the project

#### *Caldew Riverside*

- The second stage of detailed site investigations works, monitoring and sampling has now concluded. An Interpretative Report is now being produced, which will set out the nature and location of the contamination
- A Remediation Strategy will be produced in early 2022 and the first phase will be implemented shortly after and will involve the removal of underground storage tanks from the site

### **Central Plaza**

- Plans for the redevelopment of the former Central Plaza site continue to be progressed as part of the Future High Street Fund.

- Detailed site investigation, archaeological surveys, topographical surveys and structural surveys have now been undertaken. This has enabled a better understanding of the condition of the site and any potential constraints to redevelopment
- Specialists are now undertaking further due diligence, design and feasibility work to identify development options that could be delivered by the City Council using the FHSF funding and within the timeframe of the programme, which is March 2024

### **CARLISLE AMBASSADORS**

The next scheduled meeting of Carlisle Ambassadors will take place on 1<sup>st</sup> March 2022 and will be held at the Halston Aparthotel. The theme will be related to Business Growth and there are eight business showcase stands already confirmed with the event open for bookings in the New Year.

The membership has continued to grow with the number of businesses now at 326.

The regular 'e' newsletter also continues to grow with 1,775 subscribers. The content is put together in collaboration with Economic Development and Communications colleagues in the City Council who provide updates and information on a daily basis. A new newsletter is now being worked on in partnership with the University of Cumbria and Lancaster, Digital Cumbria, LEP, Cumbria Tourism, Cumbria Chamber etc. to send out a monthly newsletter covering events and programmes for the following month.

### **Place Led Organisations / Ambassador Programmes Nationally**

Carlisle led the way and hosted the first meeting of a group of UK place led organisations on Wednesday, 24<sup>th</sup> November 2021. Attendees included: Carlisle Ambassadors, Invest in Hemel, We Are Staffordshire, We Are Medway, Redcar & Cleveland, Lets Talk Skelmersdale and Burnley Bond Holders.

Representatives came together to share best practice and learning from their experiences working with local business communities to promote their place.

### **ENGLAND'S HISTORIC CITIES CONSORTIA**

The latest meeting of the Consortia was held on Tuesday, 30<sup>th</sup> November 2021 in Greenwich. The 13 member cities came together with Visit Britain to review the evaluation of the Discover England Funded project 'England Originals' and forward plan to ensure that the work continues to build on the legacy of the project to attract visitors to our historic cities.

An action plan for future collaboration and to support domestic as well as international trade recovery of the visitor economy is underway. The Consortia felt it was important to have a plan to implement the legacy of England Originals and support our EHC partners until March 2022 and beyond.

The Consortia continue to compare Benchmarking Data, sharing economic data around the visitor economy. The Consortia also discussed the outcome of the Nick DeBois report on the review of Destination Management Organisations and the potential impact on our historic cities of the proposed tier model for future Government funding to Destination Management Organisations. Visit Britain advised Consortia Members to await further information in the New Year.

## **EMERGENCY PLANNING**

### Warehouse Fire At Rockcliffe Industrial Estate – Monday, 6<sup>th</sup> December

A Cumbria Local Resilience Forum debrief for the Rockcliffe Fire will be held in early January. All the agencies that responded to the incident will participate in the debrief, with any recommendations being taken forward by the Local Resilience Forum.

<https://www.cumbria.gov.uk/rockcliffefire/>

### Storm Arwen

Storm Arwen hit Cumbria on the weekend commencing Friday, 26<sup>th</sup> November. A Major Incident was declared by Cumbria Constabulary. Carlisle District was not as badly impacted as other districts, but we stood up our response and participated in numerous Strategic Coordinating Group and Tactical Coordinating Group meetings over the weekend. We responded to a request for mutual aid from Eden District Council by placing William Howard School, Brampton and our staff on standby to host an Emergency Assistance Centre for residents of the Alston area who were without power.



Meeting Date: 4 January 2022

Public/Private\*: Public

Title: Health and Wellbeing Scrutiny Panel - Councillor Jack Paton

### **Health & Wellbeing Scrutiny Panel Chairs Report 25<sup>th</sup> November 2021**

#### **HWSP.75/21 Local Cycling and Walking Infrastructure**

We were presented with a report from Cumbria County Council outlaying Local Cycling Walking Infrastructure Plan (LCWIP) and the Hadrian's Wall Cycling and Walking Corridor Project, which is the subject of a public consultation.

They have a plan to develop the Hadrian's Wall Cycling and Walking Route between Millom and Gilsland, which is currently being developed. There are also details of a consultation and timeline for delivery in Carlisle, it was also mentioned about funding opportunities and how they would be promoted.

Consultation has been sent to disability groups, as Government had said that cycling provision had to be accessible for all, they are also looking at types of improvements which would require additional talks with the appropriate groups.

#### **Tullie House Business Plan 2021-2030**

We heard a report from Tullie House to introduce a business plan for consideration that the Council would hopefully in due course agree core funding, the business plan as presented had been based on securing the £21.4M from the capital development scheme, however this had been unsuccessful, the trust are now looking to develop a new plan.

It was asked why the Guildhall was not open to the public, we were told there are a number of structural and DDA non-compliance issues which means it would not be open to the public. A group of conservation officers were due to meet early in the new year, and hopefully solutions would be identified to enable the hall to be opened to the public

#### **Regulatory Reform (Housing Assistance) (England and Wales)**

The officer gave a report on the Housing Renewal Assistance Policy which was last updated in 2018 and approved by Council in January 2019, the Executive had considered the matter and referred the matter to HWSP in accordance with the Council's framework, that the grants be used to assist the Elderly, Disabled, and other vulnerable groups to live independently.

**Cllr Jack Paton**

**Chair – Health and Wellbeing Overview and Scrutiny Committee**





Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

Title: **Business & Transformation Scrutiny Panel Chair's Report –  
Councillor James Bainbridge**

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The main item of business was consideration of the budget proposals for the forthcoming financial year. As always, an overview was professionally undertaken by the SMT Officers present. The Panel endorsed the view of Economic Growth relating to Talkin Tarn car parking charging and is to formally request that consideration of a Council Tax freeze is given to the Executive. Members will be aware that this is the first stage of consultation, which will cumulate in the February Council meeting.

After the surprisingly good staff absence figures of the previous year, to quote that noted Chanteuse, Alanis Morissette, the latest figures were like a “black fly in your Chardonnay”, having seemingly unwound to a position worse than occurred during a global pandemic. Additionally, members were concerned over the fall in return-to-work interviews. As you will see from the minutes, assurance was given that these issues were both receiving attention, and that potentially we would see an improving trend in the next tranche of figures. The promise of an improvement is perhaps a “transparent dangling carrot” at this time, one which we can only hope visualises as intended.

Performance figures reflected some Covid-19 impacts on Housing Benefit claims, but with an assurance that the trend was returning to the previous consistent levels of performance. Likewise corporate complaints showed a blip in performance, however the reasons behind these were accountable and, in my view, don't give cause for concern.

Following on from the meeting there have been a couple of changes to the Forward Plan. I have received a request to take out the 6<sup>th</sup> of January Local Governance Reform (LGR). On reflection I have agreed to this. My reasoning is that as Councillors we have had several emails, updates and Teams meetings on the subject of LGR, in addition the LGR working group has met on at least two occasions since LGR was confirmed. With that in mind, and in the hope that this will continue, I feel at this meeting a LGR report may add little to the process. Additionally, there is also an LGR related item on the Agenda for 31<sup>st</sup> of March.

Joining the Panel worklist in February will be the Chancerygate Annual KPI report. Members will be aware of significant interest in Chancerygate over the years from the Panel. It is as easy, and probably better, to have Chancerygate matters codified into an agenda item which can be discussed and questioned in the setting of a formal Panel meeting than to have a series of written responses.

Full details of the discussions are to be found within the Minute Book

**Cllr James Bainbridge**  
**Chairman**

Meeting Date: 4<sup>th</sup> January 2022

Public/Private\*: Public

Title: **Economic Growth Scrutiny Panel Vice Chair's Report – Councillor Keith Meller**

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### **Flood Risk Management Update**

A Report by Messrs Mounsey and Lawton of the E.A. was presented to the Panel. The Panel felt that regular communication to the business and general community would be of use to reassure. Included in the regular update would be the performance of the flood defences, the progress of continuing work to further defences, the funding and timescales to completion. It was thought a community group for the City could be established as groups in Carlisle Rural areas were more established, the group would be made up of Members, Ward Members, Officers and the E.A. to enable improved communication. Phase 3, Caldew River Corridor Defences had been reviewed upwards in the light of new data and revised to improve the performance. The new plan is currently being used in a feasibility study and funding request.

### **Budget Update**

The Panel were keen to make sure any plans for monies earmarked to be spent in and on Carlisle along with reserves were firewalled as the City moved forward to LGR. The Panel asked for the car parking charge increases due for 2022/2023 be held at 2021/2022 prices but the second hour be revised upward and permits reviewed to become less restricted and available to more. The Panel also asked for increased building control function to come from Planning and Building Control Reserves. The Panel were informed a detailed business case had been prepared and the Council were working hard to ensure funding for Carlisle was spent in Carlisle.

### **Revised Capital Programme 2021/2022 and Provisional Capital Programme 2022/2027**

The programme was noted, the Panel asked for an update for Bitts Park for which a written response was offered.

## **A Development Corporation Business Case Progress Report for St. Cuthbert's Garden Village**

The Council had been awarded £750k to prepare a business case for a Dev. Corp., which had to be submitted by June 2023, the Panel saw the need for it to ensure sufficient ongoing involvement to enable and enforce high standards, aspirations and an holistic approach over the tenure. Members asked for the notes of St. Cuthbert's Garden Village MAG to be circulated.

## **Carlisle Transport and Movement Plan**

The Regeneration Manager gave a presentation and has been commissioned to define the T & M Plan and resulting investment, enabling future infrastructure and other developments in the City. The plan must take account of all modes of transport and, importantly, the fact we are a rural district with poor bus services in the surrounding villages, and as such will remain reliant on some form of car. The plan must include the ability to accommodate HS2 extra long trains into our station and also contain safe routes for pedestrians and cyclists. Members are invited to comment and give feedback on the strategy and objectives

Full details of the discussions are to be found within the Minute Book

.

**Cllr Keith Meller**  
**Vice Chairman**

Meeting Date: 4<sup>th</sup> January 2022  
 Portfolio: Finance, Governance and Resources  
 Key Decision:  
 Within Policy and  
 Budget Framework YES  
 Public / Private Public

Title: STATEMENT OF GAMBLING POLICY 2022-2025  
 Report of: Corporate Director of Governance and Regulatory Services  
 Report Number: GD.87/21

## Purpose / Summary:

The Gambling Act 2005 came into effect on 7<sup>th</sup> September 2007. There is a requirement that Licensing Authorities must prepare and publish a licensing policy statement. This document will last for a maximum of three years. The fifth Policy review must be published by 31<sup>st</sup> January 2022 following a statutory consultation process.

The Policy has been drawn up jointly between the Licensing Committee and Executive and following a consultation period from 23<sup>rd</sup> August – 8<sup>th</sup> October 2022, the final draft was agreed on 1<sup>st</sup> December and 20<sup>th</sup> December respectively.

## Recommendations:

Council is recommended to adopt the final draft of the reviewed Statement of Gambling Policy 2022-2025 for publication by 31<sup>th</sup> January 2022.

## Tracking

Licensing Committee	18 <sup>th</sup> August & 1 <sup>st</sup> December 2021
Executive:	31 <sup>st</sup> August 2021 & 20 <sup>th</sup> December 2021
Council:	4 <sup>th</sup> January 2022

## **1. BACKGROUND**

1.1 Section 349 of the Gambling Act 2005 (“the Act”) requires all licensing authorities to prepare and publish a Statement of Principles that they propose to apply in exercising their functions under the Act during the three year period to which the policy applies. A Statement of Principles will last for a maximum of three years, but can be reviewed by an authority at any time.

1.2 Section 349 of the Act reads:

A licensing Authority shall before each successive period of three years –

- a) prepare a statement of principles that they propose to apply in exercising their functions under this Act during that period, and
- b) publish the statement

A licensing authority shall –

- a) review their statement under this section from time to time,
- b) if they think it necessary in the light of a review, revise the statement, and
- c) publish any revision before giving it effect

1.3 In preparing a statement or revision under this section a licensing authority shall consult -

- a) the chief officer of police for the licensing authority
- b) one or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority’s area, and
- c) one or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority’s functions under the Act.

## **2. CURENT REVIEW**

2.3 Members of the Licensing Committee approved the revised policy to be consulted upon at its meeting on 18<sup>th</sup> August 2021. The consultation period closed took place from 23<sup>rd</sup> August – 8<sup>th</sup> October 2021.

2.4 Consultation took place with the list of organisations included at Appendix 1 of the draft policy alongside those with a direct interest, eg Council Members and current licence holders.

2.5 A press release was prepared and issued to local media and details of the consultation were published on the Council’s website.

2.6 The Council received no responses.

2.1 The draft policy as approved by Licensing Committee and Executive is attached at **Appendix 2**.

### 3. **RECOMMENDATION**

3.1 Council is recommended to adopt the final draft of the reviewed Statement of Gambling Policy 2019-2022 for publication by 31<sup>th</sup> January 2022.

**Contact Officer:** Nicola Edwards  
Licensing Manager

**Ext:** 7025

**Appendices** Appendix 1 Statement of Gambling Policy 2022-2025  
**attached to report:**

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

- Gambling Commission Guidance to Licensing Authorities, 5<sup>th</sup> Edition, September 2015 (updated September 2016)
- Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006
- Report GD.48/18 Gambling Act 2005 - Draft Statement Of Principles

### **CORPORATE IMPLICATIONS:**

**LEGAL** – Included within report

**FINANCE** – There are no financial implications arising from this report

**EQUALITY** – The public sector Equality Duty and Equality Policy have been considered by the service manager in preparing this draft policy. The policy clearly states how it will protect children and whether any special considerations apply in relation to the protection of vulnerable persons, on a case by case basis, through a Local Area Profile.

**INFORMATION GOVERNANCE** – The Policy states it will work without the boundaries of the legislation



# **Gambling Licensing Policy**

## **2022-2025**





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*This Statement of Gambling Licensing Policy was approved by Full Council on (Date to be inserted)*

*All references to the “Guidance” refers to the Gambling Commission's Guidance to Local Authorities published 1<sup>st</sup> April 2021*

## **PREFACE**

The Gambling Act 2005 ('the act') contains the regulatory system to govern the provision of all gambling in Great Britain, other than the National Lottery and spread Betting. It received Royal Assessment on 7<sup>th</sup> April 2005.

The Gambling Commission (the Commission) is the unified regulator for gambling in Great Britain.

The Commission does not regulate spread betting, which remains the responsibility of the Financial Services Authority; nor the National Lottery, which is regulated by the National Lottery Commission. However the National Lottery Commission has been co-located with the Gambling Commission since 2013 and the Public Bill includes legislation to merge the two Commissions.

The Commission has responsibility for granting operating and personal licences for commercial gambling operators and personnel working in the industry. It also regulates certain lottery managers and promoters. The Act sets out different types of operating licence that cover the full range of commercial gambling activities conducted in Great Britain. It also makes provision for the Commission to have powers of entry and inspection to regulate gambling, with safeguards for those subject to the powers.

Licensing Authorities license gambling premises within their area, as well as undertaking functions in relation to lower stake gaming machines in club and miner's welfare institutes. The Act also provides a system of temporary and occasional use notices. These authorised premises that are not licensed generally for gambling purposes to be used for certain type of gambling, for limited periods.

Allerdale Borough Council, Barrow Borough Council, Carlisle City Council, Copeland Borough Council, Eden District Council and South Lakeland District Council continue to work together to share best practice in an effort to ensure, so far as practicable, consistency of approach across Cumbria. This statement of policy sets out the principles that Carlisle City Council propose to apply in exercising its functions under the Gambling Act 2005, in particular for managing the expectations in relation to operators with premises in the locality.

Under the Gambling Act 2005, each local authority is required to prepare and publish their statement of policy every three years which must be consulted on. A list of consultees is shown at Appendix 1.

## PART A. Overview

### 1. The Licensing Objectives

- 1.1 In exercising most of their functions under the Gambling Act 2005, Licensing Authorities must have regard to the licensing objectives as set out in Section 1 of the Act. These are
- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
  - Ensuring that gambling is conducted in a fair and open way
  - Protecting children and other vulnerable persons from being harmed or exploited by gambling
- 1.2 It should be noted that the Commission has stated: “The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling”.
- 1.3 This licensing authority is aware that, in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks it:
- in accordance with any relevant code of practice issued by the Gambling Commission
  - in accordance with any relevant guidance issued by the Gambling Commission
  - reasonably consistent with the licensing objectives and
  - in accordance with the authority’s statement of licensing policy

### 2 Authorised Activities

- 2.1 ‘Gambling’ is defined in the Act as either gambling, betting or taking part in a lottery:
- ‘gaming’ means playing a game of chance for a prize;
  - ‘betting’ means making or accepting a bet on the outcome of a race, competition, or any other event; the likelihood of anything occurring or not occurring; or whether anything is true or not true;
  - A ‘lottery’ is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance.
- 2.2 Private gaming in private dwellings and on domestic occasions is exempt from licensing or registration providing that no charge is made for participating; only equal chance gaming takes place; and it does not occur in a place to which the public have access. Domestic

betting between inhabitants of the same premises or between employees of the same employer is also exempt.

- 2.3 Non-commercial gaming and betting (where no parts of the proceeds are for private gain) may be subject to certain exemptions. Further advice should be sought from the Council's Licensing Team where appropriate.

### 3 Introduction

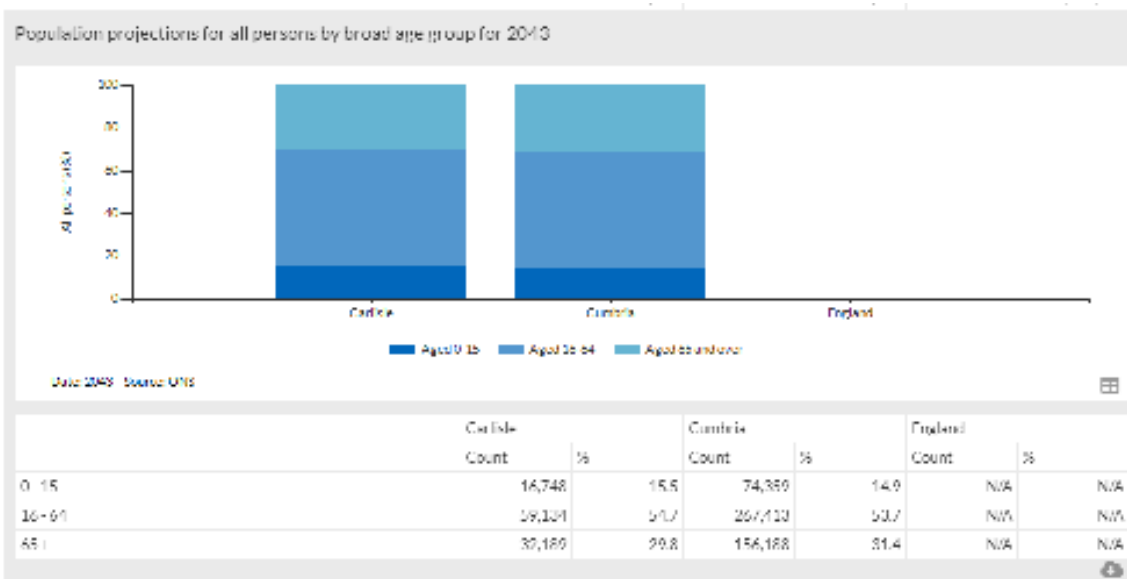
- 3.1 The district of Carlisle is situated within the county of Cumbria which contains 6 district Councils in total. The council area covers approximately 1,042 sq km and has a population of 108,524<sup>1</sup>
- 3.2 The estimated population profile percentage for residents in 202 is as illustrated below<sup>2</sup>:

Broad Age Group	% of total
0-14	16.7
15-29	15.9
30-44	17
45-59	21.3
60-74	18.9
75 +	10.2

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<sup>1</sup> Office of National Statistics 2020, population estimate

<sup>2</sup> <https://www.cumbriaobservatory.org.uk/population/report/view/32e912dc0fc8438f932399b24b848bea/E07000028>



- 3.3 In line with national trends, the most notable change is the decline in working age population and increase in the number of older people, projected to be 29.8% of the Carlisle population by 2043.
- 3.4 Approximately 68% of the population currently live within the urban area of Carlisle. In the rural areas a key feature is the sparse distribution of residents; on average there are 97 people per hectare in Carlisle's rural areas (compared to 477 regionally and 378 nationally).<sup>3</sup>
- 3.5 A map of the Council's area is included at Appendix 4. The key provided identifies the urban/rural areas
- 3.6 Licensing authorities are required by the Gambling Act 2005 to publish a statement of the principles which they proposed to apply when exercising their functions. This statement must be published at least every three years. The statement must also be reviewed from "time to time" and any amended parts re-consulted upon. The statement must be then re-published.
- 3.7 Carlisle City Council consulted widely upon this statement before finalising and publishing. A list of those persons this authority consulted is provided at Appendix 1.
- 3.8 The Gambling Act requires that the following parties are consulted by Licensing Authorities:
- The Chief Officer of Police;
  - One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area;

<sup>3</sup> Carlisle District Local Plan 2015 - 2030

- One or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Gambling Act 2005.

3.9 Our consultation took place between 23<sup>rd</sup> August and 8<sup>th</sup> October 2021.

3.10 The full list of comments made and the consideration by the Council of those comments is available by request to the person named below.

3.11 The policy was approved at a meeting of the Full Council on (date to be inserted). It was published on our website on and advertised in a local newspaper. Copies have been sent to the public libraries in the District as well as being available in the Council Offices.

3.12 Should you have any queries regarding this policy statement please send them via e-mail or letter to the following contact:

Licensing Manager  
Carlisle City Council  
Civic Centre  
Carlisle  
CA3 8QG

E-mail: [licensing@carlisle.gov.uk](mailto:licensing@carlisle.gov.uk)  
Tel: 01228 817523

3.13 It should be noted that this policy statement will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

## **4 Declaration**

4.1 In producing the final statement, this licensing authority declares that it has had regard to the licensing objectives of the Gambling Act 2005, the Guidance to the Licensing Authorities issued by the Gambling Commission, and any responses from those consulted on the statement.

## **5 Responsible Authorities**

5.1 The licensing authority is required by regulations to state the principles it will apply in exercising its powers under Section 157(h) of the Act to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:

- the need for the body to be responsible for an area covering the whole of the licensing authority's area; and
- The need for the body to be answerable to democratically elected persons, rather than any particular vested interest group.

- 5.2 In accordance with the suggestion in the Gambling Commission's Guidance to local authorities, this authority has consulted with both the Cumbria Safeguarding Children Board and Cumbria County Council Children's Services. This Authority considers that Cumbria County Council Children's Services is best able to fulfil the role of advising the Authority about the protection of children from harm for the purposes of Section 157(b) of the Act.
- 5.3 The contact details of all the Responsible Authorities under the Gambling Act 2005 are available via the Council's website at: [www.carlisle.gov.uk](http://www.carlisle.gov.uk) and are listed at Appendix 2.

## **6 Interested Parties**

- 6.1 Interested parties can make representations about licence applications or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:
- “For the purposes of this Part a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the licensing authority which issues the licence or to which the applications is made, the person:
- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities,
  - b) has business interests that might be affected by the authorised activities, or
  - c) represents persons who satisfy paragraph (a) or (b)”
- 6.2 The licensing authority is required by regulations to state the principles it will apply in exercising its powers under the Gambling Act 2005 to determine whether a person is an interested party.
- 6.3 This authority will not apply a rigid rule to its decision making and each case will be decided upon its merits. It will consider the examples of considerations provided in the Gambling Commission's Guidance for local authorities at Paragraphs 8.11 to 8.18.
- 6.4 It will also consider the Gambling Commission's Guidance that "has business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.
- 6.5 The Gambling Commission has recommended that the licensing authority states that interested parties may include trade associations and trade unions, and residents' and tenants' associations. This authority will not however generally view these bodies as interested parties unless they represent a member who can be classed as an interested person under the terms of the Gambling Act 2005 i.e. lives sufficiently close to the premises to be likely to be affected by the activities being applied for.
- 6.6 Interested parties can be persons who are democratically elected such as Councillors and MP's. No specific evidence of being asked to represent an interested person will be required



as long as the Councillor/MP represents the ward likely to be affected. Likewise, Parish Councils likely to be affected will be considered to be interested parties. Other than these however, this authority will generally require written evidence that a person/body (e.g. an advocate/relative) 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is likely to be sufficient.

- 6.7 If individuals wish to approach Councillors to ask them to represent their views then care should be taken that the Councillors are not a Member of the Licensing Committee dealing with the licence application. If there are any doubts then please contact the Council's Licensing Department.

## **7 Exchange of Information**

- 7.1 Licensing Authorities are required to include in their statements the principles to be applied by the authority in exercising the functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act.
- 7.2 The principle that this licensing authority applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the data protection law will not be contravened. The licensing authority will also have regard to any Guidance issued by the Gambling Commission on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.
- 7.3 Should any protocols be established as regards information exchange with other bodies then they will be made available. This authority will normally share the information it holds about licensed premises with the following persons or bodies:
- A constable or police force
  - an enforcement officer
  - another Licensing Authority
  - HMRC
  - The Gambling Appeal Tribunal
  - The Secretary of State
  - Scottish Ministers

The Licensing Authority will also exchange information as per section 13 of the Guidance issued to Local Authorities.

## **8 Enforcement**

- 8.1 Licensing authorities are required by regulation under the Gambling Act 2005 to state the principles to be applied by the authority in exercising the functions under Part 15 of the Act with respect to the inspection of premises; and the powers in the Act to institute criminal proceedings in respect of the offences specified.
- 8.2 This licensing authority's principles are that it will be guided by the Gambling Commission's Guidance for local authorities and will endeavour to be:
- Proportionate: regulators should only intervene when necessary; remedies should be appropriate to the risk posed, and costs identified and minimised;
  - Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
  - Consistent: rules and standards must be joined up and implemented fairly;
  - Transparent: regulators should be open, and keep regulations simple and user friendly; and
  - Targeted: regulation should be focused on the problem, and minimise side effects.
- 8.3 As per the Gambling Commission's Guidance to Licensing Authorities, this licensing authority will endeavour to avoid duplication with other regulatory regimes so far as possible.
- 8.4 This licensing authority has adopted and implemented a risk-based inspection programme, based on;
- The licensing objectives
  - Relevant codes of practice
  - Guidance issued by the Gambling Commission, in particular at Part 36
  - The principles set out in this statement of licensing policy
- 8.5 This may include test purchasing activities to measure the compliance of licensed operators with aspects of the Gambling Act. When undertaking test purchasing activities, this licensing authority will undertake to liaise with the Gambling Commission and the operator to determine what other, if any, test purchasing schemes may already be in place. Irrespective of the actions of an operator on their overall estate, test purchasing may be deemed to be an appropriate course of action.
- 8.6 The main enforcement and compliance role for this licensing authority in terms of the Gambling Act 2005 is to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines are not dealt with by the licensing authority but should be notified to the Gambling Commission.

- 8.7 This licensing authority also keeps itself informed of developments as regards the work of the Office for Product Safety and Standards (OPSS) in its consideration of the Regulatory functions of local authorities.
- 8.8 Bearing in mind the principle of transparency, this licensing authority's enforcement policy is available upon request to the licensing department.

## **9 Local Risk assessments**

- 9.1 The Commission's Licence Conditions and Code of Practice (LCCP) formalise the need for operators to consider local risks.
- 9.2 Social Responsibility (SR) code 10.1 requires licensees to assess the local risk to the licensing objectives posed by the provision of gambling facilities at each of their premises, and have policies, procedures and control measures to mitigate those risks. In undertaking their risk assessments, they must take into account relevant matters identified in this policy statement.
- 9.3 Licensees are required to undertake a local risk assessment when applying for a new premises licence. Their risk assessment must also be updated:
- When applying for a variation of a premises licence
  - To take account of significant changes in local circumstances, including those identified in this policy statement
  - Where there are significant changes at a licensee's premises that may affect their mitigation of local risks.
- 9.4 The Council will expect the Local Risk Assessment to consider as a minimum:
- The location of services for children and young people such as schools, colleges, playgrounds, leisure/community centres and other areas where children will gather
  - The demographics of the area in relation to vulnerable groups
  - Whether the premises is in an area subject to high levels of crime and/or disorder
  - Local risk assessments should show how vulnerable people, including people with gambling dependencies are protected.
- 9.5 The SR provision is supplemented by an ordinary code provision that requires licensees to share their risk assessment with the licensing authority when applying for a premises licence or applying for a variation to existing licensed premises, or otherwise at the request of the Licensing Authority.
- 9.6 Where concerns do exist, perhaps promoted by new or existing risks, the Licensing Authority will request that the licensee share a copy of its own risk assessment which will set out the measures the licensee has in place to address specific concerns. This practice should

reduce the occasions on which a premises review and the imposition of license conditions are required.

- 9.7 Where this policy statement sets out its approach to regulation with clear reference to local risks, the licensing authority will facilitate operators being able to better understand the local environment and therefore proactively mitigate risks to the licensing objectives. In some circumstances, it might be appropriate to offer the licensee the opportunity to volunteer specific conditions that could be attached to the premises licence.

## **10 Local area profile**

- 10.1 The Licensing Authority have found it useful to complete their own assessment of the local environment as a means of “mapping out” local areas of concern, which will be reviewed and updated to reflect changes to the local landscape. Such an assessment is known as the local area profile. There is no statutory duty on the Licensing Authority to complete an area profile, but there are significant benefits for both the Licensing Authority and Operators, in having a better awareness of the local area and risks. Importantly, risk in this context includes potential and actual risk, thereby taking into account possible future emerging risks, rather than reflecting current risks only.
- 10.2 To identify areas of concern the Licensing Authority mapped premises requiring permits and licences under the Gambling Act 2005 against vulnerable premises such as homeless shelters, education establishments and community centres. There are shown in Appendix 4 which shows there are no areas of concern; however this will be reviewed every 3 years in line with the review of this policy.

## **11 Licensing Authority Functions**

### **Local Authorities**

- 11.1 Licensing Authorities are required under the Act to:
- Be responsible for the licensing of premises where gambling activities are to take place by issuing Premises Licences
  - Issue Provisional Statements
  - Regulate members’ clubs and miners’ welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
  - Issue Club Machine Permits to Commercial Clubs
  - Grant permits for the use of certain lower stake gaming machines at unlicensed Family Entertainment Centres

- Receive notifications from alcohol licensed premises (under the Licensing Act 2003) for the use of two or fewer gaming machines
- Issue Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- Register small society lotteries below prescribed thresholds
- Issue Prize Gaming Permits
- Receive and Endorse Temporary Use Notices
- Receive Occasional Use Notices
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')
- Maintain registers of the permits and licences that are issued under these functions
- Exercise its powers of compliance and enforcement under the Act, in partnership with the Gambling Commission and other relevant responsible authorities.

It should be noted that licensing authorities are not involved in licensing remote gambling at all, which is regulated by the Gambling Commission via operating licences.

### **The Gambling Commission**

- 11.2 The Gambling Commission regulates gambling in the public interest. It does so by keeping crime out of gambling; by ensuring that gambling is conducted in a fair and open way; and by protecting children and vulnerable people. The Commission provides independent advice to the Government about the matter in which gambling is carried out, the effects of gambling and the regulations of gambling generally.
- 11.3 The Commission has issued guidance under Section 25 of the Act about the manner in which licensing authorities exercise their licensing functions under the Act and, in particular, the principles to be applied.
- 11.4 The Commission has also issued Codes of Practice under Section 24 about the way in which facilities for gambling is provided, which may also include provisions about the advertising of gambling facilities.
- 11.5 The Gambling Commission can be contacted at:

Gambling Commission  
Victoria Square House  
Victoria Square  
Birmingham  
B2 4BP

Website: [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)  
Email: [info@gamblingcommission.gov.uk](mailto:info@gamblingcommission.gov.uk)

## PART B. Premises Licences

### 12 General Principles

- 12.1 Premises licences are subject to the requirements set out in the Act and regulations, as well as specific mandatory and default conditions which will be detailed in regulations issued by the Secretary of State. The licensing authority is able to exclude default conditions and also attach others, where it is believed to be appropriate
- 12.2 This Licensing Authority is aware that in making decisions about premises licences it should aim to permit the use of premises for gambling in so far as it thinks it:
- in accordance with any relevant code of practice issued by the Gambling Commission;
  - in accordance with any relevant guidance issued by the Gambling Commission;
  - reasonably consistent with the licensing objectives; and
  - In accordance with the authority's statement of licensing policy.
- 12.3 This authority will not regard moral objections to gambling as a valid reason to reject applications for premises licences (except as regards any 'no casino resolution' - see section on Casinos below) and also acknowledges that unmet demand is not a criterion for a licensing authority to consider. Further the authority is under a duty not to take other irrelevant matters into consideration eg; the likelihood of an applicant obtaining Planning Permission (see 11.11)
- 12.4 This licensing authority also notes the Gambling Commission guidance on ensuring that betting is the primary activity of a premises that only holds a betting premises licence. Gaming machines may be available for use in licensed betting premises only at times when there are also sufficient facilities for betting available. Operators will need to demonstrate that betting will continue to be the primary activity of the premise when seeking variations to licenses.

In making this determination, this licensing authority will have regard to the six indicators of betting as a primary gambling activity.

- the offer of established core products (including live event pictures and bet range)
- the provision of information on products and events
- the promotion of gambling opportunities and products
- the actual use made of betting facilities
- the size of premises
- the delivery of betting facilities

- 12.5 **Definition of “premises”** – In the Act, premises is defined as including “any place”. Section 152 therefore prevents more than one premises licence applying to any place. But a single building could be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. This approach has been taken to allow large, multiple unit premises such as a pleasure park, pier, track or shopping mall to obtain discrete premises licences, where appropriate safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-divisions of a single building or plot and should ensure that mandatory conditions relating to access between premises are observed.
- 12.6 The Gambling Commission states in the fifth edition of its Guidance to Licensing Authorities that: “in the Act, ‘premises’ is defined as any building including ‘any place’. S125 therefore prevents more than one premises licence applying to any place. But, there is no reason in principle why a single building could not be subject to more than one premises licence, provided they are for different parts of the building, and the different parts of the building can reasonably be regarded as being different premises. This approach has been taken to allow large, multiple unit premises. This approach has been taken to allow large multiple unit premises such as pleasure parts, tracks or shopping malls to obtain discrete premises licence, where appropriate safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-division of a single building or plot and should ensure that mandatory conditions relating to access between the premises are observed.
- 12.7 In most cases the expectation is that a single building/plot will be the subject of an application for a licence, for example, 32 High Street. That does not mean 32 High Street cannot be the subject of separate premises licences for the basement and ground floor, if they are configured acceptably. Whether different parts of a building can properly be regarded as being separate premises will depend on the circumstances. The location of the premises will clearly be an important consideration and the suitability of the division is likely to be a matter for discussion between the operator and the licensing authority.
- 12.8 The set out that the type and number of high-stake gaming machines allowable in a premise are restricted according to the type of licence or permit granted. For example, a converted casino licence allows for 20 gaming machines in categories B, C or D. With exception of AGCs and FECs, premises are not permitted to be used exclusively for making available gaming machines, but rather to provide the gaming facilities corresponding to the premises licence type. The Licence Conditions and Codes of Practice (LCCP), sets out in full the requirements on operators.
- 12.9 With exception of bingo clubs, tracks on race-days, and licensed family entertainment centres, children will not be permitted to enter licensed gambling premises. Therefore businesses will need to consider carefully how they wish to configure their buildings if they are seeking to develop multi-purpose sites.

12.10 This Licensing Authority takes particular note of the Gambling Commission's Guidance to Licensing Authorities which states that: "licensing authorities should take particular care in considering applications for multiple licences for a building and those related to a discrete part of a building used for other (non-gambling) purposes. In particular they should be aware of the following:

- The third licensing objective seeks to protect children from being harmed by gambling. In practice that means not only preventing them from taking part in gambling, but also preventing them from being in close proximity to gambling. Therefore premises should be configured so that children are not invited to participate in, have accidental access to or closely observe gaming where they are prohibited from participating.
- Entrances to and exits from parts of a building covered by one or more premises licences should be separate and identifiable so the separation of different premises is not compromised and people do not 'drift' into a gambling area. In this context it should normally be possible to access the premises without going through another licensed premises or premises with a permit.
- Customers should be able to participate in the activities named on the premises licence.

12.11 The Guidance also gives a list of factors which the licensing authority should be aware of, which may include:

- Do the premises have a separate registration for business rates
- Is the premises' neighbouring premises owned by the same person or someone else?
- Can each of the premises be accessed from the street or a public passageway?
- Can the premises only be accessed from other gambling premises?

This authority will consider these and other relevant factors in making its decision, depending on all the circumstances of the case.

12.12 **The Gambling Commission's relevant access provisions for each premises type are reproduced below:**

#### **Casinos**

- The principal access entrance to the premises must be from a street (as defined at 7.21 of the Guidance).
- No entrance to a casino must be from premises that are used wholly or mainly by children and/or young persons.
- No customer must be able to enter a casino directly from any other premises which hold a gambling premises licence.



## **Adult Gaming Centre**

- No customer must be able to access the premises directly from any other licensed gambling premises.

## **Betting Shops**

- Access must be from a street (as per para 7.21 Guidance to Licensing Authorities) or from another premises with a betting premises licence.
- No direct access from a betting shop to another premises used for the retail sale of merchandise or services. In effect there cannot be an entrance to a betting shop from a shop of any kind and you could not have a betting shop at the back of a cafe – the whole area would have to be licensed.

## **Tracks**

- No customer should be able to access the premises directly from:
  - a casino
  - an adult gaming centre

## **Bingo Premises**

- No customer must be able to access the premise directly from:
  - a casino
  - an adult gaming centre
  - a betting premises, other than a track

## **Family Entertainment Centre**

- No customer must be able to access the premises directly from:
  - a casino
  - an adult gaming centre
  - a betting premises, other than a track

Part 7 of the Gambling Commission's Guidance to Licensing Authorities contains further guidance on this issue, which this authority will also take into account in its decision-making.

- 12.13 In determining applications, the Licensing Authority has the duty to take into consideration all relevant matters and not to take into consideration any irrelevant matters, in effect those not related to gambling and licensing objectives. One example of an irrelevant matter would be the likelihood of the applicant obtaining planning permission or building regulation approval for their proposal. Bearing in mind that once a premises licence comes into effect it authorises the premises to be used for gambling, a licence can only be issued once the Licensing Authority is satisfied that the premises is ready to be used for gambling in the reasonably near future.

- 12.14 If the construction of a premises is not yet complete, or if they need alteration, or if the applicant does not yet have a right to occupy them, then an application for a provisional statement should be made instead. See section 19 of this policy for further guidance.
- 12.15 In deciding whether a premises licence can be granted where there are outstanding construction or alteration works at a premises, this authority will determine applications on their merits, applying a two stage consideration process:-
- First, whether the premises ought to be permitted to be used for gambling
  - Second, whether appropriate conditions can be put in place to cater for the situation that the premises are not yet in the state in which they ought to be before gambling takes place.
- 12.16 Applicants should note that this authority is entitled to decide that it is appropriate to grant a licence subject to conditions, but it is not obliged to grant such a licence.
- 12.17 **Location** - This licensing authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives are relevant to its decision-making. As per the Gambling Commission's Guidance to Licensing Authorities, this authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this statement will be updated. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits.
- 12.18 **Planning** – The Gambling Commission Guidance to Licensing Authorities states: (para 7.58) In determining applications, the Licensing Authority should not take into consideration matter that are not related to gambling and the licensing objectives. One example would be the likelihood of the applicant obtaining planning permission or building regulations approval for their proposal.

This authority will not take into account irrelevant matters as per the above guidance. In addition this authority notes the following excerpt from the guidance:

(para 7.65) When dealing with a premises licence application for finished buildings, the licensing authority should not take into account whether those buildings have to comply with the necessary planning or building consents. Nor should fire or health and safety risks be taken into account. Those matters should be dealt with under relevant planning control, building and other regulations and must not form part of the consideration for the premises licence. Section 210 of the Act prevents licensing authorities taking into account the likelihood of the proposal by the applicant obtaining planning or building consent when considering a premises licence application. Equally, the grant of gambling premises licence does not prejudice or prevent any action that may be appropriate under

law relating to planning or building.

- 12.19 **Duplication with other regulatory regimes** - This licensing authority will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. This authority will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will though, listen to, and consider carefully, any concerns about conditions which are not able to be met by licensees due to planning restrictions, should such a situation arise.
- 12.20 When dealing with a premises licence application for finished buildings, this authority will not take into account whether those buildings have to comply with the necessary planning or building consents. Fire or health and safety risks will not be taken into account, as these matters are dealt with under relevant planning control, buildings and other regulations and must not form part of the consideration for the premises licence.

### 13 Licensing Objectives

- 13.1 Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this licensing authority has considered the Gambling Commission's Guidance to local authorities and some comments are made below.
- 13.2 **Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime** - This licensing authority is aware that the Gambling Commission will be taking a leading role in preventing gambling from being a source of crime. The Gambling Commission's Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, if an area should have known high levels of organised crime this authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors. This licensing authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it, so as to make that distinction. This licensing authority is also aware that issues relating to nuisance are dealt with under separate legislation and not under the Gambling Act 2005.
- 13.3 **Ensuring that gambling is conducted in a fair and open way** - This licensing authority has noted that the Gambling Commission states that it generally does not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences issued by the Gambling Commission. There is however, more of a role with regard to tracks which is explained in more detail in the 'tracks' section below at Paragraph 17.
- 13.4 **Protecting children and other vulnerable persons from being harmed or exploited by gambling** - With limited expectations, the intention of the Gambling Act is that children and

young persons should not be permitted to gamble and should be prevented from entering those gambling premises which are adult-only environments. The objective refers to protecting children from being 'harmed or exploited by gambling'. That means preventing them from taking part in gambling and for there to be restrictions on advertising so that gaming products are not aimed at children or advertising in such a way that makes them particularly attractive to children, excepting Category D gaming machines. The licensing authority will therefore consider, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances/ machines, segregation of areas etc.

- 13.5 This licensing authority is also aware of the Gambling Commission Codes of Practice as regards this licensing objective, in relation to specific premises.
- 13.6 The Act does not seek to prohibit particular groups of adults from gambling in the same way that it prohibits children. The Commission does not seek to define 'vulnerable persons', but it does for regulatory purposes assume that this group includes people who gamble more than they want to; people who gamble beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to mental health needs, learning disability or substance misuse relating to alcohol or drugs. This licensing authority will consider, in relation to a particular premises, whether any special considerations apply in relation to the protection of vulnerable persons, on a case by case basis.

## **14 Conditions**

- 14.1 Any conditions attached to licences will be proportionate and will be:
- relevant to the need to make the proposed building suitable as a gambling facility;
  - directly related to the premises and the type of licence applied for
  - fairly and reasonably related to the scale and type of premises;
  - reasonable in all other respects
- 14.2 Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures this licensing authority will consider utilising should there be a perceived need, such as the use of door supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. This licensing authority will also expect the licence applicant to offer his/her own suggestions as to the way in which the licensing objectives can be met effectively. It must be made clear that additional conditions will only be imposed where there is clear evidence of risk to the licensing objectives that requires that the mandatory and default conditions be supplemented.
- 14.3 This licensing authority will also consider specific measures which may be required for buildings which are subject to multiple premises licences. Such measures may include the supervision of entrances; segregation of gambling from non-gambling areas frequented by

children; and the supervision of gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Gambling Commission's Guidance.

14.4 This authority will also ensure that where category D (for information about the different categories of machine, please see appendix 3) or above machines are on offer in premises to which children are admitted:

- all such machines are located in an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where these machines are located;
- access to the area where the machines are located is supervised;
- the area where these machines are located is arranged so that it can be observed by the staff or the licence holder; and
- At the entrance to and inside any areas where there are Category A, B or C machines, in such areas there must be prominently displayed notices indicating that access to the area is prohibited to persons under 18.

These considerations will apply to premises including buildings where multiple premises licences are applicable

14.5 This Licensing Authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance this licensing authority will consider the impact upon the objective to protect children and other vulnerable persons from being harmed or exploited by gambling and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

14.6 It is noted that there are conditions which the licensing authority cannot attach to premises licences which are:

- any condition on the premises licence which makes it impossible to comply with an operating licence condition;
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
- Conditions in relation to stakes, fees, winning or prizes.

- 14.7 **Door Supervisors** – The Gambling Commission advises in its Guidance to Licensing Authorities that if a licensing authority is concerned that a premises may attract disorder or be subject to attempts at unauthorised access (for example by children and young persons) then it may require that the entrances to the premises are controlled by a door supervisor, and is entitled to impose a premises licence condition to this effect.
- 14.8 Section 178 of the Gambling Act 2005 sets out a definition of ‘door supervisor’, and provides that where a person employed in such a role is required to hold a licence issued by the Security Industry Authority (SIA), that requirement will have force as though it were a condition on the premises licence.
- 14.9 It should be noted that the above paragraphs relate to door supervisors only in relation to premises licences granted under the Gambling Act 2005. Where a premises licence has also been granted under the Licensing Act 2003 in relation to the same premises, there may also be conditions on that licence which relate to door supervisors. The premises licence holder should ensure compliance with those conditions.
- 14.10 The requirement for SIA licence door supervisors is relaxed when applied to door supervisors at casino or bingo premises. Where ‘contract’ staff are employed as door supervisors at casino or bingo premises, such staff will need to be licensed by SIA. However ‘in- house’ employees working as door supervisors at casino and bingo premises are exempt from these requirements.

## **15 Adult Gaming Centres**

- 15.1 Persons operating an Adult Gaming Centre (AGC) must hold a gaming machines general operating licence (Adult Gaming Centre) from the Commission and must seek a premises licence from the licensing authority. They will be able to make category B, C and D gaming machines available to their customers.
- 15.2 This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.
- 15.3 This licensing authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures/licence conditions may cover issues such as:
- Proof of age schemes
  - CCTV – this should be of sufficient quality that it will be of use in evidence
  - Supervision of entrances/machine areas
  - Physical separation of areas

- Location of entry
- Notices/signage
- Specific opening hours
- Self-exclusion schemes – these are schemes whereby individuals who acknowledge they have a gambling problem ask to be barred from certain premises.
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

This list is not mandatory, nor exhaustive, and is merely indicative of example measures which applicants can consider implementing.

15.4 The following mandatory conditions will be attached to adult gaming centre premises licences:

- A notice must be displayed at all entrances to AGCs stating that no person under the age of 18 years will be admitted to the premises.
- There can be no direct access between an AGC and any other premises licensed under the Act or premises with a Family Entertainment Centre, club gaming, club machine or licensed premises gaming machine permit. There is no definition of 'direct Access' in the Act or regulations. However, it could be said that there should be an area separating the premises concerned (for example, a street or café), which the public go to for purposes other than gambling, for there to be shown to be no direct access.
- Any ATM made available for use on the premise shall be located in place that requires any customer who wishes to use it to cease gambling at any gaming machine in order to do so.
- The consumption of alcohol in AGCs is prohibited at any time during which facilities for gambling are being provided on the premises. A notice stating this should be displayed in a prominent place at every entrance to the premises.

15.5 **Self Exclusion** – Social Responsibility Code Provision 3.5.6 requires that all non-remote casino (and bingo and betting licences except those at a track) and holders of machine general operating licences for adult gaming centres, must offer self exclusion schemes to customers requesting such a facility.

## 16 (Licensed) Family Entertainment Centres (FEC)

16.1 The Act creates two classes of Family Entertainment Centres (FEC). This section of the policy concerns licenced FECs. Persons operating a licensed FEX must hold a gaming machine general operating licence (Family Entertainment Centre) from the Commission and must seek a premises licence from the Licensing Authority. They will be able to make category C and D gaming machines available to their customers. Unlicensed FECs provide category D machines only and are regulated through FEC gaming machine permits (see Section B of this policy).

- 16.2 This Licensing Authority will specifically have regard to the need to protect children and young persons. Children and young persons will be permitted to enter an FEX and may play on the category D machines. They are not permitted to play on a category C machines, and it is a requirement that there must be clear segregation between the two types of machines, so that children do not have access to category C machines.
- 16.3 This licensing authority will refer to the Gambling Commission's website to see any conditions that apply to operating licences covering the way in which the area containing the category C machines should be delineated. It will normally impose conditions on granting licences which accord with the above. This licensing authority will also make itself aware of and impose any mandatory or default conditions on these premises licences.
- 16.4 This Licensing Authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures/licence conditions may cover issues such as:
- Proof of age schemes
  - CCTV – this should be of sufficient quality that it will be of use in evidence
  - Supervision of entrances/machine areas
  - Physical separation of areas
  - Location of entry
  - Notices/signage
  - Specific opening hours
  - Self-exclusion schemes– these are schemes whereby individuals who acknowledge they have a gambling problem ask to be barred from certain premises
  - Provision of information leaflets/helpline numbers for organisations such as GamCare.
  - Measures/training for staff on how to deal with suspected truant school children on the premises

This list is not mandatory, nor exhaustive, and is merely indicative of example measures which applicants can consider implementing.

- 16.5 Mandatory conditions attached to FEC premises licences:
- The summary of the terms and conditions of the premises licence issued by the Licensing Authority under section 164(1) (c) of the Act must be displayed in a prominent place within the premises.
  - The layout of the premises must be maintained in accordance with the plan.



- The premises must not be used for sale of tickets in a private lottery or customer lottery, or the National Lottery.
- No customer shall enter the premises directly from a casino, an adult gaming centre or betting premises (other than a track). There is no definition of 'direct Access' in the Act or regulations. However, it could be said that there should be an area separating the premises concerned (for example, a street or café), which the public got for purposes other than gambling, for there to be no direct access.
- Any ATM made available for use on the premises must be located in a place that requires any customer who wishes to use it to cease gambling at any gaming machine in order to do so.
- Over-18 areas within FECs that admit under-18s must be separated by a barrier with prominently displayed notices at the entrance stating that under -18s are not allowed in that area and with adequate supervision in place to ensure that children and young persons are not able to access these areas or the category C machines. Supervision may be done either by placing the terminals within the line of sight of an official of the operator or via monitored CCTV.
- The consumption of alcohol in licensed FECs is prohibited at any time during which facilities for gambling are being provided. A notice stating this should be displayed in a prominent position on the premises.

## 17 Casinos

- 17.1 Section 7(1) of the Act states that 'a casino is an arrangement whereby people are given an opportunity to participate in one or more casino games'. Casinos games are defined by the Act to mean a game of chance which is not equal chance gaming. Equal chance gaming is gaming which does not involve playing or staking against a bank, and where the chances are equally favourable to all participants.
- 17.2 Protection of children and young persons – No-one under the age of 18 is permitted to enter a casino and operators are required to display notices to this effect at all entrances to a casino. Children and young persons are not allowed to be employed at premises with a casino premises licence.
- 17.3 *No Casinos resolution* - This licensing authority has not passed a 'no casino' resolution under Section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should this licensing authority decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. Any such decision will be made by the Full Council.
- 17.4 *Casinos and competitive bidding* - This licensing authority is aware that where a licensing authority area is enabled to grant a premises licence for a new style casino (i.e. the Secretary of State has made such regulations under Section 175 of the Gambling Act 2005) there are likely to be a number of operators who will want to run the casino. In such situations the local authority will run a 'competition' under Schedule 9 of the Gambling Act 2005. This

licensing authority will run such a competition in line with the Gambling (Inviting Competing Applications for Large and Small Casino Premises Licences) Regulations 2008, as well as following the procedure set out in Part 17 of the Guidance.

- *Licence considerations/conditions* – This licensing authority will attach conditions to casino premises licences according to the principles set out in the Gambling Commission’s Guidance at paragraph 9, bearing in mind the mandatory conditions listed in paragraph 17 of the Guidance, and the Licence Conditions and Codes of Practice published by the Gambling Commission. The mandatory conditions attached to all casino premises are as follows: Access to the premises is regulated to add additional safeguards for both the public and industry. Mandatory conditions that must be attached to all casino premises licences require that the principal entrance to the casino should be from a street. A street is defined as including any bridge, road, lane, footway, subway, square, court, alley or passage (including passages through enclosed premises such as shopping centres), whether it is a thoroughfare or not.
- A mandatory condition requires that no customer must be able to enter the casino from any other premise holding a casino, bingo, AGC, FEC or betting premises licence, or from premise where a FEC, club gaming and club machine, or licensed premises gaming machine permit, has effect.
- There should be no access to a casino from premises wholly or mainly used by children and young persons.
- No other gambling equipment may be situated within two meters of any ordinary gaming table. For the purpose of these conditions an ordinary gaming table means one which is not wholly or partially automated.
- A maximum of 40 separate player positions may be made available for use in relation to wholly automated gaming tables at any time.
- All casinos must display the rules of each type of casino game that can be played on the premises in a prominent place within both the table gaming area and other gambling areas to which customers have unrestricted access. Licensees may do this either by displaying clear and legible signs or by making available to customers leaflets or other written material setting out the rules.
- ATMs must be positioned so that customers must cease to gamble at tables or gaming machines in order to use them.
- The default opening hours of all casinos are noon to 6am.

17.5 There are mandatory conditions relating to small casinos, large casinos, and converted casinos premises licence which are detailed in section 17 of the guidance.

17.6 *Betting machines* - This licensing authority will, as per the Gambling Commission’s Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable

people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

## **18 Bingo Premises**

- 18.1 This licensing authority notes that the Gambling Commission's Guidance states: 15.1 Licensing Authorities will need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. This will be a relevant consideration where the operator of an existing bingo premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licences, for that or those excluded premises
- 18.2 Under the Act, children and young persons (anyone under the age of 18) cannot be employed in providing any facilities for gambling or bingo premises, and children (under 16) cannot be employed, in any capacity at a time when facilities for playing bingo are being offered. However, young persons, aged 16 and 17, may be employed in bingo premises (while bingo is being played), providing the activities on which they are employed is not connected with the gaming or gaming machines.
- 18.3 Children and young people are allowed into bingo premises; however they are not permitted to participate in bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed.
- 18.4 Section 172(7) provides that the holder of a bingo premises licence may make available for use a number of category B machines not exceeding 20% of the total number of gaming machines which are available for use on the premises. Premises in existence before 13<sup>th</sup> July 2011 are entitled to make available eight category B gaming machines or 20% of the total number of gaming machines, whichever is the greater. There are no restrictions on the number of category c and D machines that can be made available. . Regulations state that category B machines at bingo premises should be restricted to sub-category B3 and B4 machines, but not B3A lottery machines.

For the purpose of calculating the category B machine entitlement in gambling premises, gaming machines should only be counted if they can be played simultaneously by different players without physical hindrance. This include tablets.

Electronic Bingo Terminals (EBTs) that offer gaming machine content in addition to bingo content are gaming machines and subject to adherence the above. An EBT must only allow participation in one gambling activity at a time and should not contain functionality which allows participation in bingo and gaming machine activity simultaneously.

- 18.5 The gaming machines must remain within the licensed area covered by the premises licence. In the unusual circumstances that an existing bingo premises covered by one premises licence applies to vary the licence and acquire additional bingo premises licences (so that the area that was the subject of a single licence will become divided between a number of

separate licenced premises) is not permissible for all the gaming machines to which each of the licence brings an entitlement to be grouped together within one of the licensed premises.

- 18.6 Self Exclusion – Social Responsibility Code Provision 3.5.6 requires that all non-remote casino (and bingo and betting licences except those at a track) and holders of machine general operating licences for adult gaming centres must offer self-exclusion schemes to customers requesting such a facility.

### **Bingo in clubs and alcohol-licensed premises**

- 18.7 Bingo is a class of equal chance gaming permitted on alcohol-licensed premises, and in clubs and miners' welfare institutes, under the allowances for exempt gaming in Part 12 of the Act. There are regulations setting controls on this form of gaming, to ensure that it remains low stakes and prize activity.
- 18.8 Where the level of bingo played in these premises reaches a certain threshold (i.e. bingo played during any seven day period exceeds £2,000 either in money in taken or prizes awarded once in a year), there is a legal duty on the Licensee or club to inform the Commission as soon as is reasonably practicable. Stakes or prizes above that limit will require bingo operators' licence and corresponding personal and premises licence.

### **Conditions**

- 18.9 The following mandatory conditions must be attached to a bingo premises licence:
- A notice stating that no person under the age of 18 years is permitted to play bingo on the premises shall be displayed in a prominent place at every entrance to the premises.
  - No customer shall be able to enter bingo premises directly from casino, an adult gaming centre or betting premises (other than a track).
  - Over 18 areas within bingo halls that admit under-18s must be separated by a barrier with prominently displayed notices stating that under-18s are not allowed in that area and with adequate supervision in place to ensure that children and young people are not able to access these areas or the category B or C machines. Supervision may be done either by placing the terminals within the line of sight of an official of the operator or via monitored CCTV.
  - Any admission charges, the charges for playing bingo games and the rules of bingo must be displayed in a prominent position on the premises. Rules can be displayed on a sign, by making available leaflets or other written material containing the rules, or running an audio-visual guide to the rules prior to any bingo game being commenced.
  - Any ATM made available for use on the premises shall be located in a place that requires any customer who wishes to use it to cease gambling in order to do so.

Default conditions to attach to bingo premises licence:

- Bingo facilities in bingo premises may not be offered between the hours of midnight and 09:00 hours. However, there are no restrictions on access to gaming machines in bingo premises.

## **19 Betting Premises**

- 19.1 Anyone wishing to operate a betting office will require a betting premises licence from the Council. Children and young persons will not be able to enter premises with a betting premises licence, although exemptions apply to tracks. Children and young persons are not allowed to be employed at premises with a betting premises licence.
- 19.2 Betting premises will be able to provide up to four gaming machines of category B, C or D. Regulations state that category B machines at betting premises are restricted to sub-category B2, B3 and B4 machines (the terminals commonly in use are able to provide both B2 and B3 content).
- 19.3 *Betting machines* - This licensing authority will, as per the Gambling Commission's Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

The following mandatory conditions will be attached to a betting premises licence

### **Mandatory conditions attaching to betting premises licences (other than track premises licences)**

- The summary of the terms and conditions of the premises licence issued under section 164(1)(c) of the 2005 Act shall be displayed in a prominent place within the premises.
  - The layout of the premises shall be maintained in accordance with the plan.
  - The premises shall not be used for -
    - (a) the sale of tickets in a private lottery or customer lottery, or
    - (b) the sale of tickets in any other lottery in respect of which the sale of tickets on the premises is otherwise prohibited.
1. A notice stating that no person under the age of 18 years is permitted to enter the premises shall be displayed in a prominent place at every entrance to the premises.

2. (1) Access to the premises shall be from a street or from other premises with a betting premises licence.  
  
(2) Without prejudice to sub-paragraph (1), there shall be no means of direct access between the premises and other premises used for the retail sale of merchandise or services.
3. Subject to anything permitted by virtue of the 2005 Act, or done in accordance with paragraphs 4, 5, 6 and 7 below, the premises shall not be used for any purpose other than for providing facilities for betting.
4. Any ATM made available for use on the premises shall be located in a place that requires any customer who wishes to use it to leave any gaming machine or betting machine in order to do so.
5. No apparatus for making information or other material available in the form of sounds or visual images may be used on the premises, except for apparatus used for the following purposes-
  - (a) communicating information about, or coverage of, sporting events, including-
    - (i) information relating to betting on such an event; and
    - (ii) any other matter or information, including an advertisement, which is incidental to such an event;
  - (b) communicating information relating to betting on any event (including the result of the event) in connection with which betting transactions may be or have been effected on the premises.
6. No publications, other than racing periodicals or specialist betting publications, may be sold or offered for sale on the premises.
7. No music, dancing or other entertainment shall be provided or permitted on the premises, save for entertainment provided in accordance with paragraph 5.
8. (1) No alcohol shall be permitted to be consumed on the premises at any time during which facilities for gambling are being provided on the premises.  
  
(2) A notice stating the condition in sub-paragraph (1) shall be displayed in a prominent place at every entrance to the premises.
9. A notice setting out the terms on which customers are invited to bet on the premises shall be displayed in a prominent place on the premises to which customers have unrestricted access.

## **Default conditions attaching to betting premises licences (other than in respect of tracks)**

1. No facilities for gambling shall be provided on the premises between the hours of 10pm on one day and 7am on the next day.

The full set of conditions are contained within parts 1 and 2 of Schedule 5 of the Gambling Act 2005 (Mandatory and Default Conditions) (England and Wales) Regulations 2007

## **20 Tracks**

- 20.1 Only one premises licence can be issued for any particular premises at any time unless the premises are a 'track'. A track is a site or venues where sporting events do or could take place, and accordingly could accommodate the provision of betting facilities. Examples of track include: A horse racecourse (racecourses)

- A greyhound track
- A point-to-point horserace meeting
- Football, cricket and rugby grounds
- An athletics stadium
- A golf course
- Venues hosting darts, bowls, or snooker tournaments
- A premises staging boxing matches
- A section of river hosting a fishing competition
- A motor racing event

- 20.2 Track operators are not required to hold an 'operator's licence' granted by the Gambling Commission. Therefore, premises licences for tracks, issued by the Council are likely to contain requirements for premises licence holders about their responsibilities in relation to the proper conduct of betting. Indeed, track operators will have an important role to play, for example in ensuring that betting areas are properly administered and supervised.

- 20.3 Although there will, primarily be a betting premises licence for the track there may be a number of subsidiary licences authorising other gambling activities to take place. Unlike betting offices, a betting premises licence in respect of a track does not give an automatic entitlement to use gaming machines.

- 20.4 This licensing authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance, this licensing authority will especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

- 20.5 This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.
- This licensing authority will expect applicants to offer their own measures to meet the licensing objectives; however appropriate measures/licence conditions may cover issues such as: Proof of age schemes
  - CCTV– this should be of sufficient quality that it will be of use in evidence
  - Supervision of entrances/machine areas
  - Physical separation of areas
  - Location of entry
  - Notices/signage
  - Specific opening hours
  - Self-exclusion schemes– these are schemes whereby individuals who acknowledge they have a gambling problem ask to be barred from certain premises.
  - Provision of information leaflets/helpline numbers for organisations such as GamCare
- 20.6 This list is not mandatory, nor exhaustive, and is merely indicative of example measures which applicants can consider implementing.
- 20.7 **Gaming machines** - Where the applicant holds a pool betting operating licence and is going to use the entitlement to four gaming machines, machines (other than category D machines) should be located in areas from which children are excluded.
- 20.8 **Betting machines** - Licensing authorities have a power under the Gambling Act 2005 to restrict the number of betting machines, their nature and the circumstances in which they are made available, by attaching a licence condition to a betting premises licence.

Similar considerations apply in relation to tracks, where the potential space for such machines may be considerable, bringing with it significant problems in relation to the proliferation of such machines, the ability of track staff to supervise them if they are scattered around the track and the ability of the track operator to comply with the law and prevent children betting on the machines.

This licensing authority will, as per Part 6 of the Gambling Commission's Guidance, take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable



people, when considering the number/nature/circumstances of betting machines an operator proposes to offer.

- 20.9 **Condition on rules being displayed** - A condition will normally be attached to track premises licences requiring the track operator to ensure that the rules relating to tracks which are contained in the Act are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed in the race-card or made available in leaflet form from the track office.
- 20.10 **Applications and plans** – The Act (s51) requires applicants to submit plans of the premises with their application, in order to ensure that the licensing authority has the necessary information to make an informed judgement about whether the premises are fit for gambling. The plan will also be used for the licensing authority to plan future premises inspection activity (See Guidance, para 20.43).
- 20.11 Plans for tracks do not need to be in a particular scale, but should be drawn to scale and should be sufficiently detailed to include the information required by regulations (see Guidance, para 20.44).
- 20.12 This authority appreciates it is sometimes difficult to define the precise location of betting areas on tracks. The precise location of where betting facilities are provided is not required to be shown on the track plans, both by virtue of the fact that betting is permitted anywhere on the premises and because of the difficulties associated with pinpointing exact locations for some types of track. Applicants should provide sufficient information that this authority can satisfy itself that the [plan indicates the main areas where betting might take place. For racecourses in particular, any betting areas subject to the “five times rule” (commonly known as betting rings) must be indicated on the plan (See Guidance, para 20.46).

## **21 Travelling Fairs**

- 21.1 This licensing authority is responsible for deciding whether, where category D machines and/or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair is met.
- 21.2 The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair: For the purposes of this Act –
- (a) “fair” means a fair consisting wholly or principally of the provision of amusements, and
  - (b) a fair held on a day in a calendar year is a “travelling fair” if provided-
    - (i) wholly or principally by persons who travel from place to place for the purpose of providing fairs, and
    - (ii) At a place no part of which has been used for the provision of a fair on more than 27 days in that calendar year.

- 21.3 It is noted that the 27-day statutory maximum for the land being used as a fair, applies on a calendar year basis, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. This licensing authority will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

## **22 Provisional Statements**

- 22.1 Developers may wish to apply to this authority for provisional statement before entering into a contract to buy or lease property or land to judge whether a development is worth taking forward in light of the need to obtain a premises licence. There is no need for the applicant to hold an operating licence in order to apply for a provisional statement.
- S204 of the Act provides for a person to make application to the licensing authority for a provisional statement in respect of premises that he or she: Expects to be constructed;
  - Expects to be altered; or
  - Expects to acquire a right to occupy.
- 22.2 The process for considering an application for a provisional statement is the same as that for a premises licence application. The applicant is obliged to give notice of the application in the same way as applying for a premises licence. Responsible authorities and interested parties may make representations and there are rights of appeal.
- 22.3 In contrast to the premises licence application, the applicant does not have to hold or have applied for an operating licence from the Gambling Commission (except in the case of a track) and they do not have to have a right to occupy the premises in respect of which their provisional application is made.
- The holder of a provisional statement may then apply for a premises licence once the premises are constructed, altered or acquired. The licensing authority will be constrained in the matters it can consider when determining the premises licence application, and in terms of representations about premises licence applications that follow the grant of a provisional statement, no further representations from responsible authorities or interested parties can be taken into account unless they: concern matters which could not have been raised by objectors at the provisional licence stage; or
  - Reflect a change in the operator's circumstances.
  - In addition the licensing authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters: Which could not have been raised by objectors at the provisional statement stage;
  - Which in the authority's opinion reflect a change in the operator's circumstances; or

- Where the premise has not been constructed in accordance with the plan submitted with the application. This must be a substantial change to the plan and this licensing authority notes that it can discuss any concerns it has with the applicant before making a decision.

## **23 Review**

23.1 Requests for a review of a premises licence can be made by interested parties or responsible authorities; however, it is for the Licensing Authority to decide whether the review is to be carried-out. This will be on the basis of whether the request for the review is relevant to the matters listed below:

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;
- reasonably consistent with the licensing objectives; and
- In accordance with this authority's statement of licensing policy.

23.2 The request for a review will also be subject to the consideration by the licensing authority as to whether the request is frivolous, vexatious, or whether it will certainly not cause this authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review.

The licensing authority can also initiate a review of a particular premises licence, or a particular class of premises licence on the basis of any reason which it thinks is appropriate.

23.3 Once a valid application for a review has been received by the licensing authority, representations can be made by responsible authorities and interested parties during a 28 day period. This period begins 7 days after the application was received by the licensing authority, who will publish notice of the application within 7 days of receipt.

23.4 The licensing authority must carry out the review as soon as possible after the 28 day period for making representations has passed.

23.5 The purpose of the review will be to determine whether the licensing authority should take any action in relation to the licence. If action is justified, the options open to the licensing authority are:

- Add, remove or amend a licence condition imposed by the licensing authority;
- Exclude a default condition imposed by the Secretary of State (e.g. opening hours) or remove or amend such an exclusion;
- Suspend the premises licence for a period not exceeding three months; and
- Revoke the premises licence.

- 23.6 In determining what action, if any, should be taken following a review, the licensing authority must have regard to the principles set out in s153 of the Act, as well as any relevant representations.
- 23.7 In particular, the licensing authority may also initiate a review of the premises licence on the grounds that a premises licence holder has not provided facilities for gambling at the premises. This is to prevent people from applying for licences in a speculative manner without intending to use them.
- 23.8 Once the review has been completed, the licensing authority must, as soon as possible, notify its decision to:
- The licence holder;
  - The applicant for review (if any);
  - The Gambling Commission;
  - Any person who made representations;
  - The Chief Officer of Police or Chief Constable;
  - Her Majesty's Commissioners for Revenues and Customs.

## **24 Rights of appeal and judicial review – Premises Licences**

- 24.1 This section deals only with appeals relating to premises licensing and other decisions by the Licensing Authority. The avenues of appeal against decisions the Licensing Authority are set out in sections 206 and 209 of the Act.
- 24.2 If an application under Part 8 of the Act is rejected, only the applicant may appeal. If an application under Part 8 of the Act is granted, the applicant and a person who made representations may appeal. It does not automatically follow that the person who made the representations will be appellant. It could be the licensee who is appealing, because he or she considers conditions attached to the licence too onerous. Similar arrangements will apply in appeals against a decision not to take action following a review, and in relation to the grant of temporary use notices. The Licensing Authority will choose who it has as its witness.
- 24.3 If the Licensing Authority takes action or determines to take no action (which may include revocation or suspension of the licence, or the removal or addition of licence conditions) after the review of a licence, any of the following may appeal:
- The licence holder
  - A person who made representations in relation to the review
  - Where relevant, the person who applied for the review
  - The Commission.
- 24.4 Where the Licensing Authority makes a decision in relation to the transfer of a premises licence, which may involve amending licence conditions, the licence holder and the applicant for transfer have a right of appeal.

- 24.5 Notice of an appeal must be given within 21 days of notice of the decision being received by the appellant. During that period, and until any appeal that has been brought has been finally determined, a determination or the other action by the Licensing Authority under Part 8 of the Act will not have effect unless the authority so directs (see section 208 of the Act).
- 24.6 In many cases, it is a requirement of the Act that Licensing Authority gives clear and comprehensive reasons for rejection of an application. It will give reasons for all its decisions (see section 165 of the act, which is also applied in relation to other applications under Part 8 of the Act). A failure to give reasons may compel a person to appeal, and may suggest that the Licensing Authority did not make its decision with regard to all the information that it should have regard to, and in line with its obligation under section 153 (regardless of the decision that was reached).
- 24.7 Any appeal against the Licensing Authority is made to the Magistrates court. The Magistrates court is located at:
- The Court House, Rickergate, Carlisle CA3 8QH Telephone 01228 518800
- 24.8 An appeal has to be commenced by giving of a notice of appeal by the appellant to the local magistrate's court within a period of 21 days, beginning with the day on which the appellant was notified by the Licensing Authority of the decision being appealed.
- 24.9 It should be noted that unless he is the appellant, the licence holder or a person who has made application for a licence, a transfer or reinstatement of a Licence or a provisional statement is a respondent in any appeal, in addition to the Licensing Authority.
- 24.10 On determining an appeal, the court may:
- Dismiss the appeal
  - Substitute the decision appealed against with any other decision that could have been made by the Licensing Authority
  - Remit the case to the Licensing Authority to dispose of the appeal in accordance with the direction of the court.

### **Provisional Statements**

- 24.11 A provisional statement can be refused on exactly the same grounds as a premises licence. The applicant may appeal against the rejection of an application of a provisional statement under section 206(1); and a person who made representations or the applicant may appeal against the grant of an application.

### **Judicial review**

- 24.12 Any party to a decision may apply for judicial review if they believe that the decision taken by the Licensing Authority is:

- Illegal – that is beyond the powers available to the Licensing Authority
- Subject to procedural impropriety or unfairness – which is failure in the process of reaching the decision, such as not observing the ‘rules of natural justice’
- Irrational – where a decision is so unreasonable that no sensible person could have reached it (in effect ‘perverse’ or ‘Wednesbury’ unreasonable).

24.13 For an application to succeed, the application must show that:

- The applicant has sufficient standing to make that claim
- The actions of the reviewed Licensing Authority give grounds for review

But the remedy is a discretionary one and the Court may decline judicial review if, for example, it considers that the applicant has an alternative remedy which is more appropriate to pursue, such as right of appeal, or has a private law claim against the defendant.

24.14 The applicant can ask the Court to grant a number of orders. A mandatory order compels the reviewed body to do something; a prohibition order compels it to refrain from doing something; a ‘declaration’ sets out the court’s view on the legality of particular course of action, the applicant can seek an injunction which is, in practice, similar to a mandatory or prohibition order.

**25    Unlicensed Family Entertainment Centre Gaming Machine Permits (Statement of Principles on Permits - Schedule 10 paragraph 7)**

- 25.1    Family Entertainment Centres (FECs) are commonly located at seaside resorts, in airports and motorway service stations, and cater for families, including unaccompanied children and young persons. Unlicensed FECs are able to offer only category D machines in reliance on gaming machine permit. Any number of category D machines can be made available with such permit subject to other considerations, such as fire regulations and health and safety. Permits cannot be issued in respect of vessels or vehicles.
- 25.2    If the operator of a family entertainment centre wants to make category C machines available in addition to category D machines, the operator will need to apply for a gaming machine general operating licence (Family Entertainment Centre) from the Commission and a premises licence from the Licensing Authority.
- 25.3    Where a premises does not hold a premises licence but wishes to provide gaming machines, it may apply to the Licensing Authority for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use (s238 of the Act).
- 25.4    The Act states that a Licensing Authority may prepare a *statement of principles* that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under section 25. The Gambling Commission's Guidance also states "In their three year licensing policy statement, Licensing Authorities may include a statement of principles that they propose to apply when exercising their functions in considering applications for permits, Licensing Authorities will want to give weight to child protection issues" (para, 24.6).
- Guidance also states: "... An application for a permit may be granted only if the Licensing Authority is satisfied that the premises will be used as an unlicensed FEC, and if the chief officer of police has been consulted on the application. Licensing Authorities might wish to consider asking applications to demonstrate: a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs;
  - that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act; and
  - That staff are trained to have a full understanding of the maximum stakes and prizes.
- 25.5    It should be noted that a Licensing Authority cannot attach conditions to this type of permit.
- 25.6    This Licensing Authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to

harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include appropriate measures/training for staff as regards suspected truant school children on the premises, measures/training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on/around the premises.

- 25.7 This Licensing Authority will also expect, as per Gambling Commission Guidance, that applicants demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs; that the applicant has no relevant convictions (Schedule. 7 of the Act) and that staff are trained to have a full understanding of the maximum stakes and prizes.

## **26 (Alcohol) Licensed Premises Gaming Machine Permits - (Schedule 13 paragraph 4(1))**

- 26.1 **Automatic entitlement: up to 2 machines** - There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The operator of the premises merely needs to notify the Licensing Authority and pay the prescribed fee. The Licensing Authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the Licensing Authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with);
- the premises are mainly used for gaming; or
- An offence under the Gambling Act has been committed on the premises.

- 26.2 **Permit: 3 or more machines** - If the operator of alcohol licensed premises wishes to have more than 2 machines, then an application must be made for a permit and the Licensing Authority must consider that application based upon the licensing objectives, any guidance and code of practice issued by the Gambling Commission issued under Section 24 & 25 of the Gambling Act 2005, and *“such matters as they think relevant.”*

- 26.3 This Licensing Authority considers that *“such matters”* will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff that will monitor that the machines are not being used by those under 18.



Notices and signage may also be a help. As regards the protection of vulnerable persons, applicants may wish to consider the provision of information leaflets/helpline numbers for organisations such as GamCare.

- 26.4 This Licensing Authority recognises that some operators of alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most likely need to be applied for, and dealt with as an Adult Gaming Centre premises licence.
- 26.5 The Licensing Authority may decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.
- 26.6 The holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

## **27 Prize Gaming Permits - (Principles on Permits - Schedule 14 paragraph 8(3))**

- 27.1 The Gambling Act 2005 states that a licensing authority may “prepare a statement of principles that they propose to apply in exercising their functions under this Schedule” which “may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for a permit”.
- 27.2 This Licensing Authority has prepared a Statement of Principles which is that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should demonstrate:
- that they understand the limits to stakes and prizes that are set out in Regulations;
  - that the gaming offered is within the law;
  - Clear policies that outline the steps to be taken to protect children from harm.
- 27.3 Prize gaming may be provided in bingo premises as a consequence of their bingo operating licence. Any type of prize gaming may be provided in adult gaming centres and licensed family entertainment centres. Unlicensed family entertainment centres may offer equal chance prize gaming under a gaming machine permit. Prize gaming without a permit may be provided by travelling fairs, providing that none of the gambling facilities at the fair amount to more than an ancillary amusement. Children and young people may participate in equal chance gaming only. 23.4 In making its decision on an application for this permit the Licensing Authority does not need to have regard to the licensing objectives but must have regard to any Gambling Commission guidance (Schedule. 14 para. 8(3) of the Act).
- 27.4 It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but that the Licensing Authority cannot attach conditions. The conditions in the Act are:
- the limits on participation fees, as set out in regulations, must be complied with;

- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
- Participation in the gaming must not entitle the player to take part in any other gambling.

## **28 Club Gaming and Club Machines Permits**

28.1 Members Clubs and Miners' Welfare Institutes (but not Commercial Clubs) may apply for a Club Gaming Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B3A, B4, C or D), equal chance gaming and games of chance.

Members Clubs and Miner's Welfare Institutes – and also Commercial Clubs – may apply for a Club Machine Permit. A Club Machine Permit will enable the premises to provide gaming machines (up to 3 machines of categories B, C or D). N.B. Commercial Clubs may not site category B3A gaming machines offering lottery games in their club.

This licensing authority notes that the Gambling Commission's guidance (para 25.44) states:

The licensing authority has to satisfy itself that the club meets the requirements of the Act to obtain a Club Gaming Permit. It is suggested that applicants for permits should be asked to supply sufficient information and documents to enable the licensing authority to take account of the matters discussed in paragraphs 25.45 to 25.47, at the time they submit their applications to the licensing authority. Licensing authorities should be particularly aware that club gaming permits may be misused for illegal poker clubs.

The club must be conducted 'wholly or mainly' for the purposes other than gaming, unless the gaming is permitted by separate regulations. The Secretary of State has made regulations and these cover bridge and whist clubs.

28.2 The Guidance also states that licensing authorities may only refuse an application on the grounds that:

- the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
- the applicant's premises are used wholly or mainly by children and/or young persons;

- an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
- a permit held by the applicant has been cancelled in the previous ten years; or
- An objection has been lodged by the Gambling Commission or the police.

28.3 There is also a 'fast-track' procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003 (Schedule. 12 paragraph 10). As the Gambling Commission's Guidance for local authorities states: "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the grounds upon which an authority can refuse a permit are reduced." and "The grounds on which an application under the process may be refused are:

- that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
- that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- That a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled".

28.4 There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

## **29 Temporary Use Notices (TUN)**

29.1 The Gambling Act 2005 enables the holder of an operating licence to give a Temporary Use Notice in respect of premises.

The TUN authorises the premises to lawfully be used for short period to provide facilities for gambling without the appropriate premises licence. The gambling must be in accordance with the terms of the TUN.

TUNs can only be made by the holder of an operating licence authorising them to provide the gaming activity proposed under the TUN.

29.2 The holder of the operating licence must give notice to the Licensing Authority in whose area the premises are situated. The Secretary of State has prescribed the form of the notice which must specify information including:

- The type of gaming to be carried on
- The premises where it will take place
- The dates and times the gaming will take place
- Any periods during the previous 12 months that a TUN has had effect for the same premises.
- The date on which the notice is given

- The nature of the event itself.
- 29.3 The same set of premises may not be the subject of a TUN for more than 21 days in any 12-month period, but may be the subject of several notices provided that the total does not exceed 21 days.
- 29.4 If the premises have been the subject of one or more TUN for more than a total of 21 days in the past 12 months, the Licensing Authority will issue a counter-notice that has the effect of stopping the TUN coming into effect. Failure to comply with the counter-notice will be an offence. The Licensing Authority may issue a counter-notice which limits the number of days that the TUN comes into effect, bringing it within the 21-day limit. Such counter-notices require consultation with the applicant to ensure that the restrictions they impose do not result in an unworkable event.
- 29.5 As notices may be given by different operators in respect of the same premises, the Licensing Authority will always check whether a counter-notice is appropriate.
- 29.6 A notice may not be given in respect of a vehicle. A notice may be given in respect of a vessel, but only if it is a passenger vessel or a vessel that is situated at a fixed place. A vessel at a fixed place would include a structure on water that is not intended to be able to move (such as an oil rig, or an artificially constructed island in the middle of a lake). It should be noted that a notice can only be given in respect of a vessel that is moored permanently at place (i.e. it could move but it does not) if it is a passenger vessel.
- 29.7 A TUN must be lodged with the Licensing Authority not less than three months and one day before the day on which the gambling event will begin. The application, fee and counter-notices are specified by the Secretary of State. The application must be copied to:
- The Commission
  - The Police
  - HM Commissioners for Revenue and Customs
  - If applicable, any other Licensing Authority in whose area the premises are situated
- 29.8 The person who is giving the TUN must ensure that the notice and the copies are with the recipients within seven days of the date of the notice. Where the premises are situated in the area covered by more than one authority, the person giving notice must send other notice to one authority and copy to the other(s).
- 29.9 Where the Licensing Authority receives a notice, it must send a written acknowledgement as soon as reasonably practicable. A written acknowledgement may include one sent by electronic mail.
- 29.10 The Licensing Authority and other bodies to which the notice is copied should consider whether they wish to give notice of objection. In considering whether to do so, they must have regard to the licensing objectives and if they consider that the gambling should not take place, or only with modifications, they must give a notice of objection to the person who gave the TUN. Such a notice must be copied to the Licensing Authority (unless it is

given by the Licensing Authority). The notice of objection and the copy to the Licensing Authority must be given within 14 days of the date of the TUN. An objection and the copy to the Licensing Authority must be given within 14 days of the date of the TUN. An objection may be withdrawn by giving written notice to those to whom the notice of objection was sent and copied.

- 29.11 The Licensing Authority has noted the timescales set out in the Act. The need to give a notice of objection within 14 days of the date of the TUN means that there must be procedures to ensure that such notices are considered without delay so that, where appropriate, the opportunity to lodge an objection is not missed.
- 29.12 If objections are received, the Licensing Authority must hold a hearing to listen to representations from the person who gave the TUN, all the objectors and any person who was entitled to receive a copy of the notice. If all the participants agree that a hearing is unnecessary, it may be dispensed with.
- 29.13 Those who raise objections may offer modifications to the notice that will alleviate their concerns. Remedies may include a reduction in the number of days when gambling occurs or a restriction on the type of gambling is permitted. If the modifications are accepted by the applicant, a new TUN must be prepared and the original notice withdrawn. The three-month time limit and fee will not apply to the new notice. The person who made the original objection and proposed the modification may not object to the new notice, but others whom it is copied may object. If there are no new objections, there will be no need for a hearing.
- 29.14 If the Licensing Authority, after a hearing has taken place or has been dispensed with, considers that the TUN should not have effect, it must issue a counter-notice which may:
- Prevent the TUN from taking effect
  - Limit the activities that are permitted
  - Limit the time period of gambling
  - Allow the activity to take place subject to a specified condition
- 29.15 If the Licensing Authority gives a counter-notice, it must give reasons for doing so and must copy the counter-notice to all those who receive copies of the TUN.
- 29.16 If the Licensing Authority decides not to issue a counter-notice, the TUN will take effect. The must give notice of its decision to the person who gave the TUN and others to whom it was copied.
- 29.17 An appeal against the Licensing Authority's decision may be made by the applicant, or any person entitled to receive a copy of the TUN, to the Magistrate's Court within 21 days of receiving notice of the Licensing Authority's decision. There is a further right of appeal to the High Court on a point of law.
- 29.18 If no objections are made within 14 days of the date of the notice, the Licensing Authority must endorse the notice as valid and return it to the person who gave it. If the endorsed

copy of the notice is lost, stolen or damaged, the person who gave the notice may request a new endorsed copy from the Licensing Authority, subject to a payment of a fee.

- 29.19 Section 228 sets a time limit of six weeks for the completion of all proceedings on a TUN. This includes considering whether to give a notice objection; hold a hearing, if it is necessary; and giving a counter-notice or notice dismissing the objections.
- 29.20 The person who gives a TUN may notify the authority that it is withdrawn at any time up to and during the time it has effect. In those circumstances the notice will have no effect, and any un-lapsed period of time will not count towards the 21-day maximum for a TUN having effect on the premises.
- 29.21 While the gambling is taking place, a copy of the TUN must be displayed prominently on the premises. It is an offence not to produce the notice endorsed by the authority when requested to do so by a constable, an officer of HM Revenue and Customs, an enforcement officer, or an authorised local authority officer.

### **30 Occasional Use Notices (OUN)**

- 30.1 Section 38 of the Act provides that where there is betting on a track on eight days or less in a calendar year, betting may be permitted by an OUN without the need for a full premises licence.
- 30.2 While tracks are normally thought of as permanent racecourses, it should be noted that the meaning of 'track' in the Act covers not just horse racecourses or dog tracks, but also any other premises on any part of which a race or other sporting event takes place, or is intended to take place (section 353(1)).
- 30.3 This means that land which as a number of uses, one of which fulfils the definition of track, can qualify for the OUN provisions (for example agricultural land upon which a point-to-point meeting takes place). Land used temporarily as a track can qualify, provided races or sporting events take place or will take place there. The track need not be a permanent fixture.
- 30.4 The intention behind OUN is to permit licensed betting operators (with appropriate permission from the Commission) to use tracks for short periods for conducting betting, where the event upon which the betting is to take place is of a temporary, infrequent nature. The OUN dispenses with the need for a betting premises licence for the track in these circumstances.
- 30.5 OUN may not be relied upon for more than eight days in a calendar year. Note that the requirement relates to a calendar year (starting 1 January) and not to any period of 12 months. The Secretary of State has the power to increase or decrease the number of OUN that are permitted, but there are currently no plans to use this power.
- 30.6 This Licensing Authority keeps a record of the number of notices served in relation to each track.

- 30.7 A notice must be served by a person who is responsible for the administration of events on the track or by an occupier of the track. The notice be served on the Licensing Authority and copied to the Chief Officer of Police for the area in which the track is located. The notice must specify the day on which it has effect. Notices may be given in relation to consecutive days, so long as the overall limit of eight days is not exceeded in the calendar year.
- 30.8 Provided that the notice will not result in betting facilities being available for more than eight days in a calendar year, there is no provision for counter-notices or objections to be submitted.
- 30.9 The Act does not require the applicant or the Licensing Authority to notify the Commission that an OUN has been given. However the Commission does require Licensing Authorities to submit returns showing how OUN may were received during each quarter.
- 30.10 It should be noted that betting operators cannot provide gaming machines at tracks by virtue of an OUN. Gaming machines may be made available by betting operators and this is reliant on a betting premises licence, which refers to a specific licensed area, but does not enable the operator to site gaming machines outside of that area.

## **31 Small Society Lotteries**

- 31.1 A lottery is small if the total value of tickets put on sale in a single lottery is £20,000 or less and the aggregate value of the tickets put on sale in a calendar year is £250,000 or less.
- 31.2 Part four and five of Schedule 11 to the Act set out the requirements on both societies and licensing authorities with respect to the registration of small society lotteries.
- 31.3 This licensing authority will adopt the recommendation of the Commission that lottery tickets must not be sold to a person in any street. For these purposes “street” includes any bridge, road, lane, footway, subway, square, court, alley or passage (including passages through enclosed premises such as shopping malls) whether a throughfare or not. Tickets, however, may be sold in a street from a static structure such as a kiosk or display stand. Tickets may also be sold door to door.
- 31.4 This licensing authority will adopt a risk based approach towards its enforcement responsibilities for small society lotteries. This authority considers that the following list, although not exclusive, could affect the risk status of the operator:
- Submission of late returns (returns must be submitted no later than three months after the date on which the lottery draw was held);
  - Submission of incomplete or incorrect returns;
  - Breaches of the limits for small society lotteries.

## **31 Rights of Appeal**

### **Permits**

- 31.1 The process of appeals in respect of permits is different to that for premises licences and is set out in the following Schedules of the Act:
- Schedule 10 – Family entertainment centre gaming machine permits (further explained in paragraphs 12.16 – 12.17 of the guidance).
  - Schedule 11 (Parts 4 and 5) – Small society lotteries (further explained in paragraphs 12.18– 12.19 of the guidance).
  - Schedule 12 – Club gaming permits and club machine permits (further explained in paragraphs 12.20 – 12.26 of the guidance).
  - Schedule 13 – Licensed premises gaming machine permits (further explained in paragraphs 12.27 – 12.28 of the guidance).
  - Schedule 14 – Prize gaming permits (further explained in paragraphs 12.29 – 12.30 of the guidance).

### **Temporary use notices**

- 31.2 Appeals in relation to temporary use notices are detailed with in section 226 of the Act. This section grants the right to appeal to the magistrates’ court to both the applicant and any person entitled to receive a copy of the notice (that is the Commission, local chief of police and HM Revenue and Customs). Appeals must be made within 21 days of receiving the notice of the Licensing Authority’s decision. If the appeal is against the decision of the authority not to issue a counter-notice, then the person giving notice must be joined with the Licensing Authority as a respondent in the case.
- 31.3 The magistrates’ court may take the following action: dismiss the appeal, direct the authority to take specified action, remit it back to the authority to decide in accordance with a decision of the court, and make an order for costs. It should be noted that if the decision is remitted to the authority, the same rights of appeal will apply as for the original decision.
- 31.4 There is no stay of proceedings in relation to temporary use notices (as there are in relation to applications under Part 8 of the Act). However, the time limits are such that the Commission would expect proceedings on appeal to be heard before the temporary use notice would otherwise take effect



## **APPENDIX 1    List of Consultees**

- **Responsible Authorities**
  - The Gambling Commission
  - Cumbria Constabulary
  - Cumbria Fire and Rescue Service
  - Cumbria Safeguarding Children Partnership (CSCP)
  - HM Revenue and Customs
  - Planning Services, Carlisle City Council
  - Environmental Services, Carlisle City Council
  
- Elected Members, Carlisle City Council
- Cumbria County Council Children's Services
- Cumbria Health and Wellbeing Board
- North Cumbria Community Safety Partnership
- Cumbria Chamber of Commerce
- William Hill
- Ladbrokes
- Bet Fred
- Paddy Power
- Gala Coral Group
- Association of British Bookmakers
- British Amusement Catering Trade Association
- Bingo Association
- Gamcare
- Gamblers Anonymous
- GambleAware
- Mencap
- NSPCC
- CAB
- Director of Public Health
- Carlisle College
- University of Cumbria

Note: This list is not intended to be exclusive. Comments and observations will be welcome from anyone who will be affected by this policy.

## APPENDIX 2    Categories of Gaming Machines

Category of Machine	Maximum Stake	Maximum Prize
<b>A</b>	Unlimited – no category A gaming machines are currently permitted	
<b>B1</b>	£5	£10,000*
<b>B2</b>	£100	£500
<b>B3A</b>	£2	£500
<b>B3</b>	£2	£500
<b>B4</b>	£2	£500
<b>C</b>	£1	£100
<b>D – non-money prize</b>	30p	£50
<b>D – non-money (crane grab machines only)</b>	£1	£50
<b>D – money prize</b>	10p	£5
<b>D – combined money and non-money prize</b>	10p	£8 (of which no more than £5 may be a money prize)
<b>D – combined money and non-money prize (coin pusher or penny fall machines only)</b>	20p	£20 (of which no more than £10 may be a money prize)

\* With option of maximum £20,000 linked progressive jackpot on premises basis only

\*\* Stakes are subject to change

### APPENDIX 3 Delegation of Functions

Matter to be dealt with	Full Council	Licensing Committee or Sub-committee	Officers
Final approval of three year licensing policy	X		
Policy not to permit casinos	X		
Fee setting (when appropriate)		X	
Application for premises licences		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for a variation to a licence		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional statement		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Review of a premises licence		X	
Application for club gaming/club machine permits		Where objections have been made (and not withdrawn)	Where no objections made/objections have been withdrawn
Cancellation of club gaming/club machine permits		X	
Applications for other permits			X
Cancellation of licensed premises gaming machine permits			X
Consideration of temporary use notice			X
Decision to give a counter notice to a temporary use notice		X	

X - Indicates at the lowest level to which decisions can be delegated.

## APPENDIX 4 Local Area Profile

Image 1 – Overview of Premises in Carlisle District



Image 2 – Gambling Premises in Carlisle

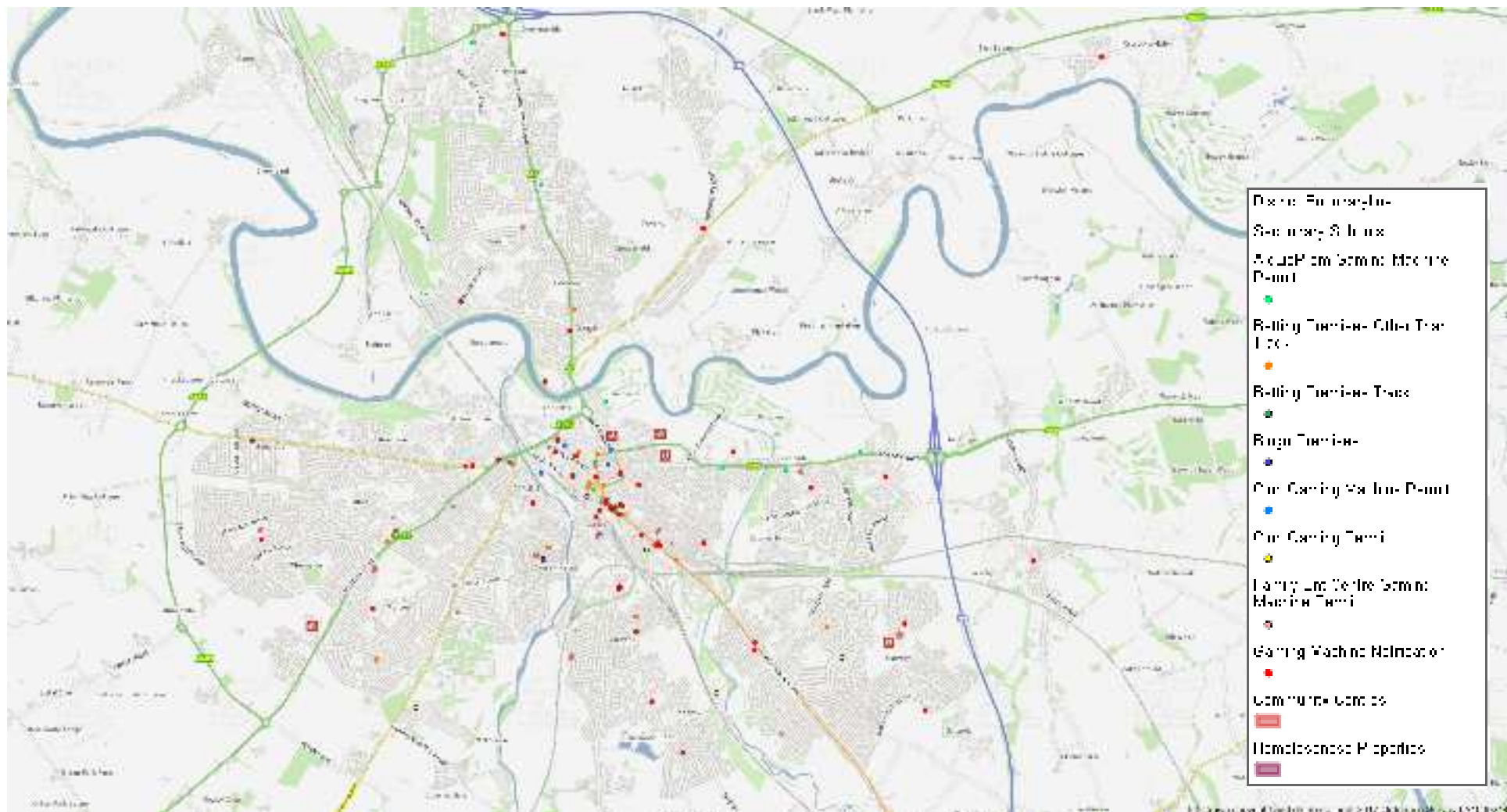




Image 3 – Gambling Premises in Carlisle city centre

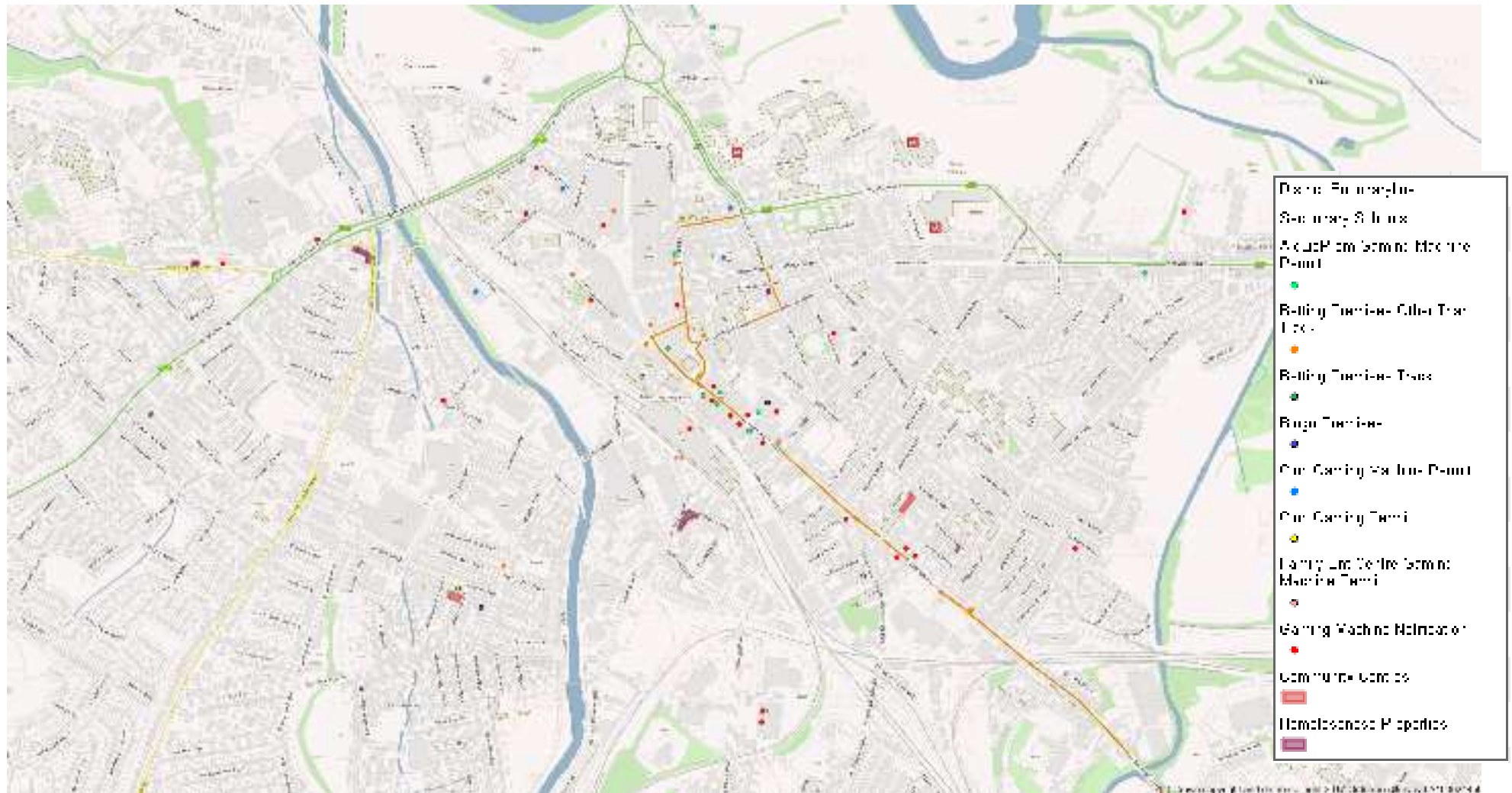


Image 4 – Gambling Premises in Brampton

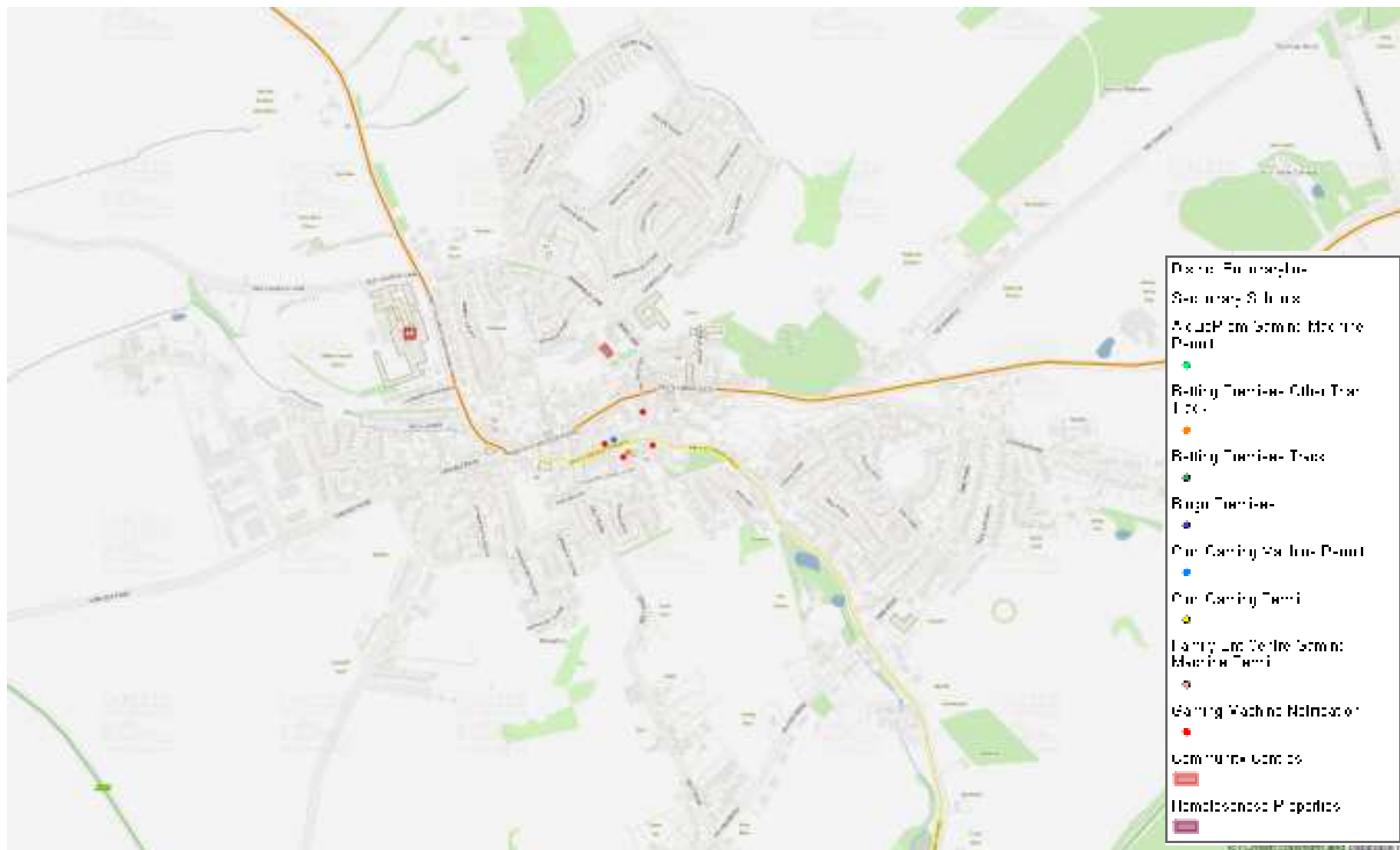
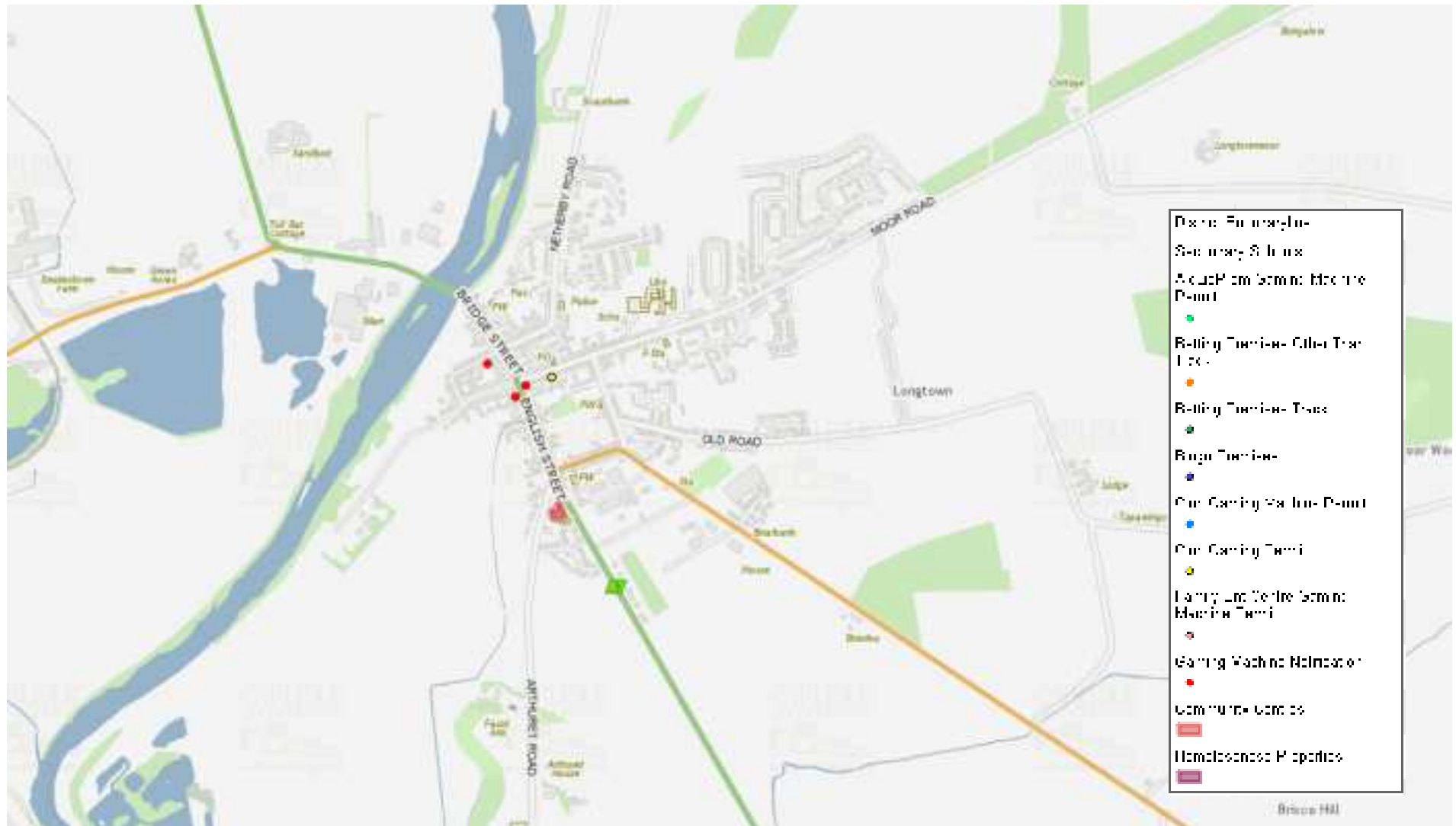


Image 5 – Gambling Premises in Longtown





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## **EXCERPT FROM THE MINUTES OF THE LICENSING COMMITTEE HELD ON 18 AUGUST 2021**

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### **LC.24/21      GAMBLING ACT 2005 – DRAFT STATEMENT OF PRINCIPLES**

The Regulatory Services Manager submitted the draft Gambling Act Statement of Principles (GD.48/21).

The Regulatory Services Manager reminded the Committee that the Gambling Act 2005 required all licensing authorities to prepare and publish a Statement of Principles that they proposed to apply in exercising their functions under the Act during the three year period to which the Policy applied. A new Policy must be published by the Authority by 4 January 2022 to take effect on 31 January 2022.

A draft Statement of Principles had been prepared for consultation and attached to the report, it was based on the requirements of the Act and the current guidance issued by the Gambling Commission. Members were asked to note that there had been a limited number of changes to regulation issued by the Secretary of State and guidance issued by the Gambling Commission, none of which materially affected the contents of the current statement of principles. Although there was no statutory duty on the Licensing Authority to complete an area profile, the authority had found it useful to complete an assessment as a means of mapping out potential local areas of concern. These were shown within the Appendix to the report

Following approval, the draft statement will be consulted upon with all Responsible Authorities and persons and organisations that were consulted in the original consultation. Details will be placed on the Council website, social media throughout the consultation period and a press release prepared.

In response to the Committee's questions the Regulatory Services Manager gave an overview of the changes to the Small Society Lotteries. Referring to the consultees he explained that the list included in the report could include additional consultees if the Committee requested it and he agreed to ask the Licensing Manager to look at the quality of the maps included and update them where necessary.

**RESOLVED** – That the draft Gambling Act Statement of Principles (GD.48/21) be approved for formal consultation, with the inclusion of Cumbria County Council Children's Services as a consultee, and following the consultation the Statement of Principles be resubmitted to the Licensing Committee on 27<sup>th</sup> October 2021.

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## **EXCERPT FROM THE MINUTES OF THE EXECUTIVE HELD ON 31 AUGUST 2021**

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**EX.88/21      GAMBLING ACT 2005 - DRAFT STATEMENT OF PRINCIPLES 2022-2025**  
(Key Decision - KD.19/21)

**Portfolio**      Finance, Governance and Resources

**Relevant Scrutiny Panel** Business and Transformation

### **Subject Matter**

The Finance, Governance and Resources Portfolio Holder reported (GD.49/21) that Section 349 of the Gambling Act 2005 required all licensing authorities to prepare and publish a Statement of Principles that they proposed to apply in exercising their functions under the Act during the three year period to which the policy applied.

The Finance, Governance and Resources Portfolio Holder advised that a draft Statement of Principles had been prepared for consultation and was approved by the Licensing Committee on 18 August 2021 (Minute LC.24/21). The draft Statement was based on the requirements of the Act and the current guidance issued by the Gambling Commission. It was noted that there had been a limited number of changes to both regulation issued by the Secretary of State and guidance issued by the Gambling Commission in the intervening 3 year period, none of which materially affected the content of the current Statement of Principles.

Although there was no statutory duty on the Licensing Authority to complete an area profile, the authority had mapped out local areas of concern, details of which were included at paragraphs 10.1 – 10.2 and Appendix 4 of the draft Policy.

The Finance, Governance and Resources Portfolio Holder concluded by formally moving the recommendations, which were seconded by the Leader.

**Summary of options rejected** None

### **DECISION**

That the Executive:

1. Noted the current position regarding the consultation process.
2. Had considered the draft Gambling Policy and noted that, following a consultation period, the Executive would have the opportunity to consider any amendments at its meeting on 20 December 2021.

### **Reasons for Decision**

To seek the observations of the Executive on the draft Gambling Policy.

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**EXCERPT FROM THE MINUTES OF THE  
LICENSING COMMITTEE  
HELD ON 1 DECEMBER 2021**

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**LC.34/21 GAMBLING ACT 2005 – DRAFT STATEMENT OF PRINCIPLES**

The Licensing Manager submitted the Draft Statement of Gambling Policy 2022-2027 for approval. (GD.85/21)

The Licensing Manager reminded the Committee that it had approved the revised Policy for consultation on 18 August 2021. The consultation period had taken place from 23 August to 8 October 2021. No responses had been received, therefore no amendments had been made to the Policy.

**RESOLVED** - That the final draft of the Statement of Gambling Licensing Policy 2022-2027 as attached to Report GD.85/21 be approved and recommended to the City Council for adoption.



Meeting Date: 20 December 2021  
 Portfolio: Communities, Health and Wellbeing  
 Key Decision: YES: KD 20 /21  
 Policy and Budget Framework  
 Framework YES  
 Public / Private Public

Title: REGULATORY REFORM (HOUSING ASSISTANCE) (ENGLAND AND WALES) ORDER 2002 - CHANGES TO EXISTING HOUSING ASSISTANCE POLICY  
 Report of: Corporate Director Governance and Regulatory Services  
 Report Number: GD.70/21

## Purpose / Summary:

The report has been prepared following a review of the existing Regulatory Reform Order (RRO) Housing Renewal Assistance Policy which was last updated in 2018 and approved by Council in January 2019. Revisions are now necessary to ensure the Housing Renewal Assistance Policy is fit for purpose as an offer for our residents and reflects the current demands on the service. The revised policy is referenced in Appendix 1.

## Recommendations:

It is recommended that Executive:

- 1 Consider the proposed revised Housing Renewal Assistance Policy 2022 in Appendix.1, in accordance with the Council's Budget and Policy Framework.

## Tracking

Executive:	25 October 2021 and 20 December 2021
Scrutiny:	25 November 2021
Council:	4 January 2022

## **1. BACKGROUND**

- 1.1 Article 3 (1) of the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO) allows the City Council to provide assistance in improving living conditions within its area. Assistance can be in any form (Article 3(3)) but Article 4 requires that the Council first adopt a Policy for the provision of the assistance. The first Housing Renewal Assistance Policy was adopted by Carlisle City Council on 9<sup>th</sup> September 2003. The Policy has been amended since its adoption to allow actions to be taken by officers relating to the housing sector, most recently in 2019. The Council's decision on the 2019 Policy delegated responsibility for the use of funds and the granting of grants specified in the Policy to the Corporate Director of Governance and Regulatory Services.
- 1.2 The main source of funding for the assistance offered by the City Council is from the Disabled Facilities Grant funding. The City Council is under a mandatory obligation to provide a Disabled Facilities Grant (DFG) to assist with adaptations to disabled persons homes under the Housing, Grants, Construction and Regeneration Act 1996, as amended by the Regulatory Reform (Housing Assistance) Order 2002. DFG mandatory assistance is available to eligible applicants for certain works, subject to a test of the applicant's resources. Before 2016 the amount of money required for mandatory DFGs within the district exceeded the Government grants and contributions from the City Council. The City Council did not have the budget to take advantage of the discretionary opportunities to extend the use of the DFGs as allowed by the Regulatory Reform (Housing Assistance) Order 2002. However, in 2016/17 the City Council's Government Grant was significantly increased and the Council was able to take advantage of the increased funding to extend the scope of DFG assistance by adopting new discretionary grants through the Housing Renewal Assistance Policy 2017 and the subsequent revisions. The 2021/22 Government DFG allocation for Carlisle City Council is £2,155, 574, which is £255,810 above the £1,899,764 allocation in 2020/21.

## **2. ADDITIONAL HOUSING ASSISTANCE**

1.1 Under the proposed Housing Renewal Assistance Policy 2022 (Appendix.1.), mandatory DFGs under the Housing Grants Construction and Regeneration Act 1996 will continue to be available and take priority over the discretionary assistance. The City Council, in accordance with its responsibilities under the Better Care Fund Policy Framework 2021 to 2022 has produced an Action Plan which details the proposed mandatory and discretionary allocation of DFG spending.

The Action Plan will be amended to account for the additional agreed assistance offered by the revised Policy in Appendix.1.

2.2 It is recommended that the City Council uses its discretionary powers under the Regulatory Reform Order to further broaden the scope of DFG's and allow specific DFG funding to be used for grants to assist the elderly, disabled or other vulnerable groups to live independently and to improve their living conditions and well-being. Specifically, minor works that support ill health prevention promote independence and delay transfer into care.

2.3 The main changes proposed in the revised Policy from the 2019 Policy are:

- Lifting the upper grant limit available for all the discretionary grants, to account for market conditions and material and labour costs rising significantly in the last 18 months.
- introducing a dedicated hospital discharge grant, with a dual element of either palliative care or short term need to enable faster recovery at home.
- Introducing a consistent policy regarding the application of a land charge (s) being registered against a property to ensure consistency across all non-mandatory grants through the discretionary grant offer.
- Updating the Relocation Grant conditions and including a set grant amount available for those applying for a relocation grant. Removing the mandatory DFG means test Criteria where it meets the criteria of the Better Care Fund.

- Updating the Independent Living grant, to include a household saving limit for applicants.
- Grant conditions being placed on the number of applications a household can make to the Council over a three-year period for any of the discretionary grants available.
- Updating the grant conditions to provide clarity on accessing the grant known as the Additional Discretionary Assistance for Mandatory Grants which is signed off by the presenting Occupational Therapist and the Director of Governance and Regulatory Services.

2.4 Delayed transfer of care with people staying unnecessarily long in hospitals, has historically been a problem for Carlisle. The 2019 Housing Assistance Renewal Policy introduced two posts funded from the DFG allocation as assistance to support the delivery of the DFG process, a Disabled Facility Trusted Assessor Post, and a Hospital Discharge Caseworker. The posts are both temporary for three years and funded through the DFG carry forward. Both posts have been extremely successful in the delivery of the Housing Assistance Policy over the last 18 months and the revised Policy will allow for the continuation of these posts subject to funds being available and the Corporate approval process being followed.

The 2019 Housing Renewal Assistance Policy was very successful in creating new pathways for assistance which directly benefitted the living standards of vulnerable home occupiers Carlisle. The expenditure from DFGs in 2019 / 20 was £2,252,045 compared to £520,936 in 2016/17. £ 1,011,472 of the 2019 / 20 assistance was directly to homes in Carlisle from discretionary grants introduced by the 2019 Policy. Without the Policy these Carlisle households would not have had DFG support keeping them safe and warm at home. The Revised Housing Assistance Policy 2022 in appendix.1. seeks to build on national good practice by further increasing the assistance available from the City Council in keeping its residents safe and living independently at home.



### **3. RISKS**

- 3.1** By improving the options and flexibility for housing assistance the proposed policy is likely to increase the funds required for an increase in grant applications. Although adequate funds exist at the present time to meet estimated demands the future of DFG funding is uncertain. This risk of demand exceeding the funds available is controlled as all the additional assistance within the revised Policy is discretionary and subject to the funds available.
- 3.2** The proposed Policy aligns the use of DFG funds with the outcomes sought from the Better Care Fund (BCF). Not revising the Policy could risk criticism that the DFG funding is not being spent effectively in assisting people to live safely and independently at home.

### **4 CONSULTATIONS**

- 4.2** Appendix.1. has been circulated within the County Council Occupational Therapist Team who were asked to contribute in the drafting of the proposed Housing Renewal Assistance Policy.
- 4.3** Foundations – Foundations is the national body for Home Improvement Agencies and also the Government lead for the transformation of the Disabled Facilities Grant. Foundations have been supportive of the proposals put forward by the updated policy.

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

- 5.1** The revised Housing Renewal Assistance Policy 2022 will assist in ensuring that best use is made of the DFG capital funding making use of existing capacity and expertise within the Housing and Pollution and Homelife teams.
- 5.2** The introduction flexibility into the assistance process is being promoted as good practice nationally and in line with government and local policies.

## 6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

**6.1** The proposals will help support the Carlisle Plan priority to: 'Address current and future housing needs to protect and improve residents' quality of life'

<b>Contact Officers:</b>	Scott Burns	<b>Email</b>	<a href="mailto:scott.burns@carlisle.gov.uk">scott.burns@carlisle.gov.uk</a>
	<b>Regulatory Services</b>		<a href="mailto:amelia.morphet@carlisle.gov.uk">amelia.morphet@carlisle.gov.uk</a>
	<b>Manager</b>		<a href="mailto:amelia.morphet@carlisle.gov.uk">uk</a>
	Amelia Morphet		
	<b>Principal Health and</b>		
	<b>Housing Officer</b>		

**Appendices**                      **Appendix.1 Housing Renewal Assistance Policy 2022**  
**attached to report:**

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

- None

### **CORPORATE IMPLICATIONS:**

**Legal** – As explained in the report, the Regulatory Reform (Housing Assistance)(England and Wales) Order 2002 requires the Council to have in place a policy setting out how it will exercise its power to provide assistance to people to adapt repair or renew accommodation. The policy is part of the Council's Budget and Policy Framework. As such, any amendment must be approved by Full Council following recommendation by Executive and scrutiny by the appropriate Scrutiny Panel.

### **Property services -**

**Finance** – The Council receives Disabled Facilities Grant funding through the Better Care Fund. The current budget allocation in 2021/22 stands at £3,387,200 (including amounts

carried forward from previous years and the 2021/22 allocation of £2,155,574). In order to progress the utilisation of this funding, the proposals in the report and appendix have been made. Disabled Facilities Grant has always been a capital grant allocated by the government to be incurred on providing capital enhancement works to those properties that require it, indeed the MHCLG's Grant determination states that it is to provide support towards capital expenditure lawfully incurred by the authority. The proposals in this report aim to utilise this funding in innovative ways in order to achieve the same end goal of improving prospects for people to remain in their own home. The Council is able to charge an administration fee that is income to the revenue budget which can then be used to support the administration (staffing) costs of providing the service.

**Equality** – Carlisle City Council has a leading DFG service.

**Information Governance** – Given the need to process personal and special category data, in order to assess and progress grant applications, the Council must ensure its grant procedures comply with current Data Protection Law; particularly the [data protection principles](#)

**Carlisle City Council**

**HOUSING RENEWAL ASSISTANCE**

**POLICY**

**Update 2021**

## **Introduction**

The Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 equipped local authorities with a wide-ranging power to provide assistance for housing renewal based on the principle that repairs are fundamentally the responsibility of the property owner but grant assistance should be given in particular circumstances.

Poor quality housing can have an adverse effect on the health and well-being of the occupants and the presence of long-term empty properties can be blight on the neighbourhood.

The City Council recognises that assistance cannot be made available to all residents. Mandatory Disabled Facilities Grants under the Housing Grants Construction and Regeneration Act 1996 will continue to be offered to applicants who meet the eligibility criteria.

This policy makes use of the powers provided under The Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 to broaden the scope of Disabled Facilities Grants and to offer alternative forms of grants for disabled, elderly, low income and other vulnerable residents in Carlisle and District. Also, the objective of this policy is to assist with meeting the aims of The City Council's housing strategy including to help combat fuel poverty and improving the standard of the housing stock in our area.

Through the City Council's Home Improvement Agency (H.I.A.), Homelife Carlisle, additional discretionary assistance may be provided to improve the health and well-being of Carlisle and District residents, particularly those considered to be more vulnerable. All forms of discretionary assistance beyond the Mandatory Disabled Facilities Grant Capital funding are dependent on the availability of external funding and can be withdrawn at any time.

Mandatory DFG applicants will not be disadvantaged by discretionary grants.

No works shall be carried out without a written formal grant approval. No retrospective applications will be considered.

## **Types of Assistance Available**

### **1.0 Mandatory Grants**

#### **1.1 Disabled Facilities Grants (DFG)**

The provisions governing mandatory Disabled Facilities Grant (DFG) are contained In the Housing Grants, Construction and Regeneration Act 1996 (the 1996 Act), as amended by the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002. The Order extended Mandatory DFG eligibility to those occupying park homes and houseboats.

Provided they meet the defined criteria, all owner-occupiers and tenants, licensees or occupiers are eligible for DFG. Private Sector landlords and Register Providers (RP) may also apply for a DFG on behalf of a disabled tenant, but the tenant must also satisfy the relevant requirements under the same means testing arrangements.

## **1.2. Mandatory DFG – Additional Discretionary Payments**

A discretionary payment in addition to a Mandatory DFG can be made by the City Council to provide top up funding to meet the cost of aids and adaptations to assist an applicant to live independently in their home where a DFG is approved at the statutory maximum and the eligible expense, less contribution, exceeds the statutory maximum (currently £30,000).

There will be no requirement for a separate application as the assistance is linked to a Mandatory DFG application, but a means test through standard test of resources will apply except where the grant is approved in respect of a disabled child under the age of 19.

The maximum additional discretionary grant will be set at £15,000; this does not include Renovation Grants; Dementia Friendly, or Safe and Warm Grants detailed in part 2.0 of this Policy.

Any works should be completed within 12 months of application's approval. Works must be to the satisfaction of the City Council.

## **1.3 Unforeseen Works – Mandatory Disabled Facility Grants**

A discretionary payment can be made by the Council, under this policy in the following circumstances:

The grant maximum of £45,000, including the discretionary top up has been reached, and unforeseen works have arisen onsite, which would not have been known at the time the grant was approved. i.e., Drainage, foundations work, requested changes by the Building Control Department.

The maximum grant for unforeseen works will be set at **£5,000**.

## **1.4 Independent Living Adaptation Grant**

The Independent Living Grant will provide a solution where an individual is not financially eligible for a Mandatory DFG and requires an adaptation which assists with independent living, provided they are supported by an Occupational Therapist / OT Assistant recommendation, or other competent authority.

The applicant will not be subject to a full financial means test but applicants will be asked to provide information on savings available to them as means to self fund an adaptation. Applicants will be eligible if they have savings under £60,000 per household or £35,000 for an individual.

**Amount of Assistance:**

**Up to £10,000.**

**The Number of Applications a household can make will be restricted in line with the Policy for accessing all discretionary grants from the Council detailed in section 4 of the Policy.**

### **1.5 Relocation Grant as an Alternative to Adaptations**

Where an existing home has been professionally assessed as no longer being a viable option for an individual/household, or it cannot be suitably adapted, to meet the needs of that individual to remain independent in the home, then as an alternative and in agreement with the client, the Council can assist with a **Property Relocation Grant**.

The relevant costs to be treated as eligible within this discretionary grant would be reasonable legal costs, estate agent fees, removal costs, necessary utility and service set up costs, and minor adaptations to make the property suitable. Applications can be from owner occupiers or tenants moving within the private rented sector or property provided by registered providers. This would be capped at £5,000.00 per household.

Financial assistance towards the purchase of a property may also be considered for owner occupiers who qualify for DFG assistance, but only where there would be no financial gain in the sale of the old property moving to the new property, equally the move to a new property must not place the applicant in negative equity. The contribution would be capped at £10,000.00 per household.

Applications for both elements of the grant will be considered from individuals where the applicant is not the person who the grant would benefit directly, but as the owner of the property and a person who resides in the same property as an essential carer. This would apply to parents/carers of children and for those with a family member under guardianship, power of attorney or those with a close family relationship and live in the same property as the disabled individual and that person is an essential carer to support independence. All applicants will be assessed to ensure that there is no financial gain in the sale of the old property moving to the new property.

In all cases the property to which the applicant moves must be compliant with the decent homes standard, when the current home cannot be suitably adapted.

**All applications must be supported by a qualified health professional as detailed in section 1.6 of the Policy.**

An individual who receives relocation assistance shall not be entitled to claim similar assistance for a period of 10 years. Receiving this grant does not prevent applicants applying and potentially receiving grants and assistance from other schemes in this policy.

## **1.6 Commissioning Independent Assessment of Need**

The Housing Grants, Construction and Regeneration Act 1996 makes no reference to assessment of need for an adaptation, it only places a duty on housing authorities who are not themselves a social services authority to consult the social services authority on the judgement of whether the works are necessary and appropriate to meet the needs of the disabled occupant (Section 24). In *Disabled Facilities Grant Programme: The Government's proposals to improve programme delivery*, 2007, the Department for Communities and Local Government made it clear that an occupational therapy assessment is not a legislative requirement.

The City Council will accept referrals from Private Occupational Therapists or other health specialists, including trusted assessors who are engaged by the applicant to advise on what works are required to meet their individual needs. The costs of these professional assessments would be recoverable under the grant.

Whilst many requests for a DFG come to The City Council via a Social Services assessment, applicants also have the right to make applications to the City Council directly. In addition, referrals for DFG applications may come from other organisations, including health professionals, voluntary sector organisations and different Council departments. Where applications do not come via a Social Services assessment The City Council shall proceed with the DFG application in the normal way and help the client complete the necessary application. The City Council has a legal duty to determine the application within 6 months of receipt. As part of the consideration process, The City Council has a duty to consult with Social Services department to ensure that the works being requested are necessary and appropriate.

**The City Council reserves the right to employ an Occupational Therapist, or other health professional or suitably competent person, through the DFG allocation to provide the necessary assessment and assistance with its delivery of the Disabled Facilities Grants programme.**

For example, this may include a medical health professional's assessment that confirms an individual is particularly at risk from excess cold due to a pre-existing medical condition. A DFG could be provided to improve any existing heating system or where there is no heating system, provide a system to meet their needs.

This policy does not include the costs of an Occupational Therapist acting on behalf of the Social Services authority in the discharge of their responsibilities under section 24(3)(a) of the 1996 Act (or any other enactment).

## **1.7 Priority Points System for allocation of DFGs**

If resources become limited in the future or demand increases significantly, The City Council will allocate DFG funding based on a priority points system. Applicants may be placed on a waiting list prior to being invited to make a formal application. Where this occurs, the applicant will be advised that they have been placed on a waiting list and will receive an update every 3 months as to the projected timescale for their application to be invited. Each applicant will be invited to make an application in date order. However, priority will be given to urgent applications as determined by both the City Council and the Occupational Therapist.



## **1.8 DFG for Recycled equipment**

In ensuring that the funding available for Disabled Facility Grants can benefit the maximum number of recipients, a scheme of re-commissioning key equipment such as ramps, stair lifts etc. will be applied where possible. All procurement frameworks relating to DFG supplies and services will include this as an option.

## **2.0 Discretionary Assistance**

Discretionary assistance will be made available under this policy, under the conditions and schemes criteria outlined. However, in all cases the works or assistance being provided must meet the following objectives:

- Increased home independence, safety and minimising the effects of disability.
- Enabling the carer to continue care in the home.
- Prevention of admission to more institutionalised care.
- Reducing pressures on the NHS by supporting people to be discharged from hospital.

All discretionary grant assistance is subject to the City Council's annual budget setting procedure and the availability of sufficient levels of external funding. All such payments are at the City Councils discretion and will be removed once available funds are exhausted.

## **2.1 Renovation Grants**

The City Council reserves the right to use its discretion under the Regulatory Reform Order to pay for works under a DFG that may otherwise not be eligible for assistance. Typically, these works could include the cost of undertaking repairs to a property to enable a DFG to proceed. These could include:

- a) Structural repairs.
- b) Undertaking works to resolve category one hazards within a property, such as remedial works to tackle damp or excess cold.
- c) Undertaking electrical repairs to a home where a new level access shower or stair lift is being provided.
- d) Undertaking measures to improve the safety and security of eligible households such as windows and door locks, fixing loose flooring, undertaking repairs to pathways and the removal of trip hazards.
- e) Assistive technology. Remotely operated equipment e.g., to allow people to control heating and appliances independently

Discretionary Renovation Grants shall only be awarded to households eligible for a Mandatory DFG. The Discretionary Renovation Grants are not means tested and shall not exceed **£15,000**.

Discretionary Renovation Grants will be registered as a separate land charge in full and subject to recovery as detailed in 4.0 of the Policy.

## **2.2 Additional Discretionary Assistance for Mandatory Grants**

Where the total cost of mandatory DFG works exceeds the grants available the County Council or the NHS can request further discretionary assistance from the City Council if funds are available.

The request must be in writing from the health professionally supporting the applicant and will be supported by the Council Officer processing the mandatory DFG. Additional discretionary assistance will be considered on a case-by-case basis and subject to funding being available for the anticipated mandatory commitments. All applications for additional discretionary assistance will be considered by the Corporate Director of Governance and Regulatory Services and applications will be capped at £30,000.00

The additional assistance will be registered as a separate land charge in full and subject to recovery as detailed in 4.0 of the Policy.

## **2.3 Dementia Friendly Grant**

To help people with dementia to make changes to the home that would support them to live in their own home safely and for longer. Examples of measures may include safety flooring, colour- contrast decorating, lighting and alarms.

### **Who can apply for a Dementia Friendly Grant?**

Any person diagnosed, or awaiting a diagnosis, for a cognitive impairment or dementia related condition and who is an owner occupier, private tenant or tenant of a registered provider of social housing.

Referrals should be from a health professional or from the community sector but householders or their carers can apply at the Home Improvement Agency's discretion.

Not subject to a means test.

**Amount of Assistance: Up to £5,000**

## **2.4 Safe and Warm Grants**

These grants are designed to enable qualifying owner occupiers and, for certain measures, tenants to access financial assistance to carry out a wide range of repairs and home improvement measures to:

- Keep them safe and warm at home
- Reduce risks and accidents around the home
- Promote independent living
- Assist with hospital discharge or prevent hospital admission.

## Conditions

The following paperwork will be required in order to make a completed application:

- Designated application form
- Proof of eligibility including proof of ownership or tenancy
- Landlord's permission where appropriate

Recipients of Renovation Grants would not normally be eligible for an additional Safe and Warm Grant.

## Criteria

1) **EITHER** The applicant or a member of their household must:

- have a prescribed medical condition that is impacted by their current housing situation
- **OR** be considered disabled by being in receipt of a disability benefit on the date of a completed application
- **OR** be 60 years of age or over
- **OR** be a carer for someone in their household.

**The applicant(s) must also meet the following financial criteria:**

- Have a low household income in line with the Home Improvement Agency's published criteria.
- **OR** be on a means-tested state benefit

## AND

- Have savings less than £23,500. The Council has discretion to waive the savings threshold in exceptional circumstances.

## Eligible Owner Occupiers

An owner occupier is eligible to apply for a Safe and Warm Grant if they:

- own their own home as a freeholder or leaseholder (with at least 5 years left to run)
- **OR** have a licence to occupy a residential park home on a licensed site

## AND

- Have owned the property for at least 6 months

## Eligible Tenants

Private sector and Registered Providers tenants may be eligible only if the measures do not fall under the landlord's general responsibilities or under the tenancy agreement.

Typical works that are eligible for a safe and warm grant for tenants would be:

- Deep Cleans that will prevent homelessness or which will facilitate other grant funded eligible measures administered by the Home Improvement Agency.
- Supply and fit of key-safes
- Basic draught-proofing measures

A tenant is one who meets one of the following:

- Is a secure tenant
- Is an introductory tenant
- Is a protected occupier under the Rent Act 1977
- Is an employee who occupies the dwelling or flat concerned for the better performance of their duties
- Is an assured tenant of a Registered Provider (Housing Association)

If the applicant is under 19 years old, then the parent or guardian will be required to confirm one of the above.

Tenants must supply permission from the landlord for any works to go ahead and that it is the intention of the landlord to let the property to the applicant for at least the next 12 months from the date of application.

Applicants will not be eligible if the landlord is seeking possession of the property and has served the relevant notice or if there are significant rent arrears at the time of the application.

## Amount of Assistance for a Safe and Warm Grant

**The maximum grant is £10,000.00.** The grant may include the cost of the eligible works plus any agency fee which is set annually according to the charging policy.

## Measures that are not eligible for Safe and Warm Grants

- Furnishings such as carpets and curtains – unless specialist safety flooring
- Work to non-habitable rooms such as garages, basements, outhouses and porches
- Work that is covered by insurance. If the householder does not have buildings cover discretion may be applied by the Council.
- Work that is covered by a government scheme such as the ECO or Sustainable Warmth energy schemes although the grant can be used towards client contribution to the costs of such measures if the grant allows.
- Work or measures that are another statutory agency's responsibility

- Deep-cleans should be funded through a discretionary grant once only, and the applicant, or the agency that may be supporting them, is expected to plan arrangements for on-going cleaning support.

## **2.5 Hospital Discharge Grant and Short Term Care Needs grant**

An applicant would qualify for the above grant if the referral was being made by a health professional as detailed in 1.6 of the Policy. Applicants will qualify if the professional making the referral details considers that works are required to make a residential property safe for that individual and their household or carer.

All referrals will be considered if the request being made is to, either prevent a short-term hospital admission or admission to institutionalised care setting; or to ensure that an individual can be discharged to a safe home from hospital or discharged from another institutionalised care setting and prevent a delayed discharge. In some circumstances the property the individual is being discharged could be that person's home or the address of the carer for the recovery period of that individual to prevent the delayed discharge.

Example of works that could be carried out under the grant include:

- One-off deep cleans that will enable hospital discharge
- Supply and fit of key-safes
- Financial support with short term stair lift rentals under 12 months
- Assistive technology or equipment that requires a level of permanence.
- Assistance with furniture relocation within the home such as moving a bed to a suitable habitable room.
- Equipment that is not supplied by another statutory agency. This may include medicine lock boxes

This grant would only be available if it falls outside the type of larger adaptation works that would traditionally been carried out through the Mandatory DFG grant process. The grant would not cover minor adaptations such as fitting of grab rails or temporary ramps to the home or are another statutory agency's responsibility.

No means-test will be applied if the applicant is eligible based on the need to make their home safe and to prevent a further delay in discharging the patient. A means-test may be applied for works that are not necessary to prevent the client returning home from hospital but are arranged by the department under any other means-tested grant scheme.

### **Conditions**

The following paperwork will be required in order to make a completed application:

- Referral from a qualified health or social care professional and consent from that individual to be referred.
- Landlord's or the property owner's permission where appropriate. Applications will be assessed on a case-by-case basis depending on how intrusive the required works are to the property.

The grant maximum will be £5000.00. Section 4.2 of the Policy does not apply to this grant in terms of number of applications and no land charge will be placed upon the property as the maximum value is under £5000.00.

## **2.6 Hospital Discharge and Trusted Assessor Support**

Subject to there being sufficient finance, the City Council may use DFG funding to employ a suitably competent person to:

- Provide the necessary liaison, assessment and assistance to aid the hospital discharge process or,
- To provide an assessment option for those with single care needs who are not eligible under the Care Act for assessment or,
- To support a reduction in lengthy timescales with Adult Social Care and any other discretionary assistance objectives as detailed in the annual DFG action plan.

## **2.7 Energy Efficiency Grants**

Discretionary Energy Efficiency Grants that meet the government's criteria in VAT notice 708/6 are available to improve the energy efficiency of low-income owner occupiers to improve health and well-being.

### **Who qualifies for this grant?**

The applicant must:

Live in the local authority area of Carlisle City Council

**AND** receive one or more of the following benefits:

- tax credits
- council tax reduction (means-tested) or second adult rebate
- housing benefit or local housing allowance
- disability living allowance or personal independence payment
- disablement pension
- war disablement pension
- income-based job seeker's allowance
- universal credit
- income-based employment and support allowance
- pension credit
- any other means-tested welfare benefit

The qualifying person should make the application for the grant.

### **Works that are eligible for an Energy Efficiency measures grant**

The grant covers the installation of heating appliances or for the installation, maintenance, replacement or repair of a central heating system or for a renewable source heating system.

These include:

- closed solid fuel fire cassettes
- electric dual immersion water heaters with factory-insulated hot water tanks
- electric storage heaters
- gas-fired boilers
- gas room heaters with thermostatic controls
- oil-fired boilers
- radiators
- insulation for walls, floors, ceilings, roofs or lofts, water tanks, pipes
- draught-stripping
- central heating and hot water system controls include manual or electronic timers, thermostats, mechanical or electronic valves, including thermostatic radiator valves
- space or water heating systems which use energy from solar, wind, hydro-electric, ground and air heat source powers

Applicants would be expected to apply for ECO or Sustainable Warmth funding with the assistance of the Home Improvement Agency towards the cost of any measures in the first instance.

### **Amount of assistance for an Energy Efficiency Grant**

The maximum grant is £7,500. The grant may include the cost of the eligible works plus any agency fee which is set annually according to the charging policy.

The grant is limited to one application in any 'rolling' 3-year period.

## **3.0 Other Grants**

### **3.1 Empty Property Grant**

Subject to the availability of funding, grants may be available to assist empty homeowners bring their properties back into use. Properties must have been empty for longer than 6 months and registered as empty with the City Council Tax Department.

The grant would be available to cover the cost of works associated with ensuring the property is free from Category 1 hazards under the Housing Act 2004.

The grant would be made available on a matched funding basis at a ratio of 50% grant 50% contribution from the owner.

The terms of the grant would require full time reoccupation of the property within 12 weeks on completion of the works with the property being occupied for a minimum of 12 months. Landlords would be required to let the property out within 12 weeks of completion of the works and the rate of rent must be set at the applicable Local Housing allowance Rate for 12 months. Repayment of the grant will be required if these conditions are contravened.

The grant would be repayable upon sale of the property, if sold within 10 years.

Empty Property Grants maybe be registered as a Local Land Charge. Immediate repayment of the grant will be required if grant conditions are not met. The City Council may recover the debt by Enforced Sale proceedings.

## **4. 0 General**

### **4.1. DFG for Registered Providers**

All Registered providers operating in the area will be asked to make a contribution if a tenant makes an application for a DFG. The receipt of any contribution entirely depends on the provider's Adaptation Assistance Policy, stock profile, asset management strategy of adapted properties and their financial position to make any contributions.

### **4.2 Limits on Discretionary Grants**

All grants detailed in section 2.0 of the Policy and the Independent Living Grant detailed in section 1.4 are deemed to be discretionary grants and are limited to one household application a year or up to two in any rolling three-year period, totalling a maximum of £20,000.00. The exception to the limit are those grants that enable hospital discharge in paragraph 2.5, which will be considered on a case-by-case basis.

Flexibility maybe given to those households who have already received the discretionary grant assistance to the maximum threshold over the rolling period or are within in the time limits for assistance when they subsequently require a Mandatory disabled adaptation, but do not meet the criteria of the Mandatory means for a DFG. Discretion will be applied in exceptional circumstances where it is another individual in the household that now requires assistance.

The assistance in this policy will allow for the authorised signatory under the Council scheme of delegation to make the final decision.

### **4.2 Grants Place as a Land Registry Charge**

Under the **Disabled Facilities Grant (Condition relating to approval or payment of grant) General Consent 2008** The City Council may place a Land Registry Charge on properties subject to a Grant where it is considered that the works add value to the property for mandatory grants. The discretionary grants allow the Council to consider a wider land charge policy and the discretion to state any reasonable condition as part of the grant application.

After a grant is approved and completed then a charge can be placed on the property (not the individual or the applicant). This policy sets out that if such a property is sold



within a 10-year period, starting on the date of completion of the work (date of the final invoice payment for the individual grant approval), the City Council will use its discretion to reclaim the funding from grants over £5,000 but may not require a repayment exceeding £10,000 per grant approval. In applying its discretion, the following criteria will be considered:

The recovery of the land charge will be registered against the property, not the individual for recovery. In the event of the death of applicant the grant amount maybe recovered at the point the property is sold but not before.

Land charges will not be registered against any qualifying tenant's applications, only applications made under schemes which may benefit the landlord and add value to a property. Individual grants which benefit landlords will have conditions in relation to recovery.

- **Mandatory Disabled Facility Grants** - A charge will only be applied where the grant adds value to the property in relation to the Mandatory element of the disabled facility grant. This will not include the top up to of £15,000 on the Mandatory £30,000.00 or the additions for any unforeseen works under 1.3, should it be required. Grants for stair lifts and level access showers will not have a land charge applied under the Mandatory DFG process as these measures are not considered to add value to the property.
- **Discretionary Grants** - A charge will be placed on the property for all grants under the discretionary housing assistance policy under section 2.0, including 1.4 the independent living grant (except stair lifts and level access showers), section 1.5 the property relocation grant where assistance has been made towards the purchase of a property and section 2.4 the grant which can be applied to the Mandatory DFG as a top up the Additional Discretionary Assistance for Mandatory Grants. The amount charged will be any amount over **£5,000.00** up to the full value of the works up to a maximum of **£10,000** per grant approval on the different grant options available. This could mean the individual accessing different grants in the discretionary scheme in a 10-year period may have multiple grants registered against the property for recovery.
- **The maximum amount of land charges the Council will place on a property for recovery over a 10-year period will be up to £50,000.00**

In all charges being recovered the following will be considered:

- The extent to which the property owner would suffer financial hardship if the grant were reclaimed.
- Whether the disposal of the property was to enable the recipient to take up employment or change the location of their employment.
- Whether the disposal of the property is made for reasons of the recipient's mental or physical health or well-being.
- Whether the disposal is made to enable the recipient to live with, or near, any person who will provide care for the recipient by reason of their disability

Any applications to the Council to waive the land charge requirements placed on the property must be in writing and any decision on repayment will be made by the Director of Governance and Regulatory Services. This would be published as an Officer Decision.

#### **4.3 Fees for professional services connected to DFG's.**

The City Council will charge professional fees for providing services to applicants which are subject to a DFG. The fees charges are fixed charges determined annually.

Grant Processing fees, to cover costs incurred by The City Council as permitted by The **Housing Renewal Grants (Services and Charges) Order 1996** will be determined annually. These will be applied to all applications and be dependent upon the works expected by The City Council. These professional fees will be calculated and provided at the Grant Approval stage and be paid from the DFG allowance.

**4.4** The licensed software required for managing and reporting on the grants delivered through the DFG allocation will be recovered from the allocation.

**4.5** This policy or any part of it can be withdrawn with immediate effect for individual applications yet to be approved. In such cases applicants will remain eligible for the existing national mandatory Disabled Facilities Grant.

#### **4.5 Complaints**

Complaints regarding housing renewal assistance should be made through Carlisle City Council's formal complaints scheme.

<https://www.carlisle.gov.uk/Council/More-about-the-Council/Corporate-Complaints>

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## **EXCERPT FROM THE MINUTES OF THE EXECUTIVE HELD ON 25 OCTOBER 2021**

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### **EX.115/21 REGULATORY REFORM (HOUSING ASSISTANCE) (ENGLAND AND WALES) ORDER 2002 - CHANGES TO EXISTING HOUSING ASSISTANCE POLICY**

(Key Decision KD.20/21)

**Portfolio** Communities, Health and Wellbeing

**Relevant Scrutiny Panel** Health and Wellbeing

#### **Subject Matter**

The Communities, Health and Wellbeing Portfolio Holder presented a review of the existing Regulatory Reform Order (RRO) Housing Renewal Assistance Policy which was last updated in 2018 and approved by Council in January 2019. Revisions had been necessary to ensure the Housing Renewal Assistance Policy was fit for purpose as an offer for residents and reflected the current demands on the service. The revised Policy had been attached to report GD.70/21 as an appendix.

The Communities, Health and Wellbeing noted that the report recommended that the City Council used its discretionary powers under the Regulatory Reform Order to further broaden the scope of the Disabled facilities grants (DFGs) and allow specific DFG funding to be used for grants to assist the elderly, disable or other vulnerable groups to live independently and to improve their living conditions and well-being. Specifically, minor works that supports ill health prevention, promote independence and delay transfer into care. She moved that this be added to the recommendations detailed in the report.

The Portfolio Holder highlighted the excellent work that City Council staff had undertaken with the NHS to support people moving from hospital to their own homes as safely as possible.

The Communities, Health and Wellbeing Portfolio Holder moved the recommendations and the Economy, Enterprise and Housing Portfolio Holder seconded them.

**Summary of options rejected** None

#### **DECISION**

That the Executive:

- i) had considered the proposed revised Housing Renewal Assistance Policy 2022 (appendix 1 of report GD.70/21)
- ii) referred the said Policy to the Health and Wellbeing Scrutiny Panel for consideration in accordance with the Council's Budget and Policy Framework;
- ii) that the City Council used its discretionary powers under the Regulatory Reform Order to further broaden the scope of the Disabled facilities grants (DFGs) and allow specific DFG funding to be used for grants to assist the elderly, disable or other vulnerable groups to live independently and to improve their living conditions and well-being. Specifically, minor works that supports ill health prevention, promote independence and delay transfer into care.

## **Reasons for Decision**

The revised Housing Renewal Assistance Policy 2022 will assist in ensuring that best use is made of the DFG capital funding making use of existing capacity and expertise within the Housing and Pollution and Homelife teams.

The introduction of flexibility into the assistance process is being promoted as good practice nationally and in line with government and local policies.

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## **EXCERPT FROM THE MINUTES OF THE HEALTH AND WELLBEING SCRUTINY PANEL HELD ON 25 NOVEMBER 2021**

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### **HWSP.83/21 REGULATORY REFORM (HOUSING ASSISTANCE) (ENGLAND AND WALES) ORDER 2002 - CHANGES TO EXISTING HOUSING ASSISTANCE POLICY**

The Principal Health and Housing Officer presented a review of the existing Regulatory Reform Order (RRO) Housing Renewal Assistance Policy which was last updated in 2018 and approved by Council in January 2019. Revisions had been necessary to ensure the Housing Renewal Assistance Policy was fit for purpose as an offer for residents and reflected the current demands on the service. The revised Policy had been attached to report GD.70/21 as an appendix.

The Executive had considered the matter at their meeting on 25 October 2021 (EX.115/21 referred) and resolved:

"That the Executive:

- i) had considered the proposed revised Housing Renewal Assistance Policy 2022 (appendix 1 of report GD.70/21)
- ii) referred the said Policy to the Health and Wellbeing Scrutiny Panel for consideration in accordance with the Council's Budget and Policy Framework;
- ii) that the City Council used its discretionary powers under the Regulatory Reform Order to further broaden the scope of the Disabled facilities grants (DFGs) and allow specific DFG funding to be used for grants to assist the elderly, disable or other vulnerable groups to live independently and to improve their living conditions and well-being. Specifically, minor works that supports ill health prevention, promote independence and delay transfer into care."

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

A Member commended the support the Council provided to those requiring an adaptation to their property upon leaving hospital, he asked how quickly the service was able to respond to such requests.

The Principal Health and Housing Officer reported that such requests were dealt with as a priority, and often required liaison with external bodies such as Adult Social Care, as such response times varied; she provided an example where such a request had been responded to and the adaptation installed within a week.

**RESOLVED** - That the Panel had received the proposed revised Housing Renewal Assistance Policy 2022 in appendix 1 of report GD.70/21 in accordance with the Council's Budget and Policy Framework.



# Report to Council

Item  
15.(iii)

Meeting Date: 4<sup>th</sup> January 2022  
Portfolio: Culture, Leisure and Heritage  
Key Decision: Yes: Recorded in the Notice  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: TULLIE HOUSE BUSINESS PLAN 2021–2030 (22/23 revision)  
Report of: DEPUTY CHIEF EXECUTIVE  
Report Number: CS 04/22

## Purpose / Summary:

This report provides an overview and analysis of the Tullie House Museum and Art Gallery Trust 2021/2022 – 2030/31 Business Plan for the 2022/23 financial year (Appendix 1). The purpose of this report is to allow consideration of the Business Plan in order that the Council may in due course agree core funding for the Trust. This is in line with Section 5 of the Partnership Agreement between the Council and Tullie House Trust (THT). This states that the Business Plan submitted by the Trust to the City Council should be used as the basis agreeing future years funding.

## Recommendations:

Carlisle City Council are asked :-

- To consider the comments of both the Health & Wellbeing Scrutiny Panel (as detailed in the minute excerpt of their meeting of 25/11/21), and the comments and recommendations of Executive as (detailed in the minute excerpt of their meeting on 20/12/21).
- Confirm the agreed levels of core funding for 2022/23 and the indicative levels for 2023/24 and 2024/25.

## Tracking

Executive:	25 <sup>th</sup> October 2021 & 20 <sup>th</sup> December 2021
Scrutiny:	25 <sup>th</sup> November 2021
Council:	4 <sup>th</sup> January 2022

## 1. BACKGROUND

- 1.1. On 14th December 2010 the City Council approved the principle of establishing a new Charitable Trust to run the Tullie House Museum and Art Gallery. Tullie House Museum and Art Gallery transferred from Carlisle City Council to a new, independent, charitable company on 5th May 2011.
- 1.2. The agreement between Tullie House Trust (THT) and Carlisle City Council states that the core funding for future years core funding from the Council to the Trust is set following consideration of a business plan submitted annually.
- 1.3. The agreement states that core funding should be agreed for a three-year period (covered by a Business Plan submitted annually).
- 1.4. In 2020, as part of the Business Plan approval process, Council agreed to start discussions to progress to a four-year business plan in order to offer stability and certainty in budgeting for both parties. The Trust believe that a four-year cycle would also fit into the Arts Council for England funding cycle and help with the delivery of Project Tullie. Due to both organisation's focus on the impact of Covid 19 this has not been progressed any further.
- 1.5. In 2020 Council also agreed to start discussions with THT to move from a payment mechanism that segregated the core funding, inflation and services costs to calculating one total financial support package and a single composite management fee. Again, due to Covid 19 this has not been progressed any further.
- 1.6. THT launched Project Tullie in 2018 to mark the 125<sup>th</sup> anniversary of the museum. Project Tullie is the Trusts masterplan to "*transform Tullie House Museum into the creative and cultural heart of the borderlands for the 21st century*" and, they believe, is central to their future business plans.

## 2. LOCAL GOVERNMENT REORGANISATION

- 2.1. The announcement of Local Government Reorganisation (LGR) in Cumbria will impact on the Council's future budget setting arrangements and will therefore have implications for outlining the indicative core funding for 2023/24 and 2024/25. As the LGR programme becomes clearer the implications for Tullie House Trust will be assessed and appropriately communicated.

## 3. CORE FUNDING

- 3.1. The management fee referred to in the Tullie House Trust Business Plan (Pages 51/52 7.3) represents the financial support offered to the Trust on an annual basis to



assist the Trust to operate. The Council has reduced this core funding since the commencement of the Trust in May 2011, these reductions are approximately in line with other revenue reductions managed by the Council during this period. The table below (2.2) demonstrates these reductions over time. To give the Trust certainty during this period the Council agreed to hold the core funding between the years 2013-15 and 2016-2020.

- 3.2. Previous core funding, inflation (borne by the Council) and Services costs (paid over to Tullie House Trust) are laid out below.

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Core Funding	1,314,420	1,256,420	1,198,420	1,198,420	948,420	734,420	734,420	734,420	734,420	634,420	584,420
Inflation	0	18,161	37,003	47,034	80,438	77,696	89,301	118,130	146,723	178,568	181,757
Services (HR/Payroll/ICT/H&S)	0	0	0	0	13,294	22,388	72,480	82,498	89,403	90,784	90,784
<b>TOTAL PAYMENT TO TULLIE HOUSE TRUST</b>	<b>1,314,420</b>	<b>1,274,581</b>	<b>1,235,423</b>	<b>1,245,454</b>	<b>1,042,152</b>	<b>834,504</b>	<b>896,201</b>	<b>935,048</b>	<b>970,546</b>	<b>903,722</b>	<b>856,961</b>

- 3.3. The total annual payment of funds to THT from the council is made up of the core funding, inflation and the market tested costs of services previously provided by the City Council (HR/Payroll/ICT/H&S).
- 3.4. The core funding is agreed as part of the annual budget cycle. The inflationary increase and cost of services calculations are written into the funding agreement.
- 3.5. Inflation is determined on an annual basis through a formula based upon individual income and expenditure budget heads included within the Tullie House Business Plan rather than on a fixed percentage increase on the core funding.
- 3.6. The future core funding built into the Council's current Medium-Term Financial Plan assumes the following reductions in core funding in respect of Tullie House Trust.

	2022/23	2023/24	2024/25
Core Funding	434,420	434,420	434,420
Cumulative Inflation total since 2011/12 (estimate*)	215,742	248,746	266,625
Services (HR/Payroll/ICT/H&S)	90,784	90,784	90,784
<b>TOTAL CORE FUNDING</b>	<b>740,946</b>	<b>773,950</b>	<b>791,829</b>
<b>Savings from 2021/22 levels</b>	<b>150,000</b>	<b>150,000</b>	<b>150,000</b>

\*Inflation estimated at 2% but will be calculated in line with the partnership agreement at CPI

## **4. BUILDING AND COLLECTION FINANCIAL IMPLICATIONS**

- 4.1. In addition to the core funding, inflation and services the City Council is responsible for other costs associated with the building and the collections.
- 4.2. The City Council owns the collections that THT exhibits. These are valued on the Council balance sheet at £18.3m, however they are currently insured for £30m as they are due to be re-valued and there is an expectation that the value has increased.
- 4.3. The Council's Property Services team are responsible for managing the Council's maintenance obligations within this contract.

More detail on these is provided in Appendix 2 but a summary is as follows:

Tullie House Museum / Herbert Atkinson House

c. £50,000 per annum on annual maintenance and repair costs

c. £33,000 per annum (average) on major capital costs

c. £29,000 per annum<sup>1</sup> of staff time supporting THM maintenance projects

<sup>1</sup> Staff time as estimated by Finance.

- 4.5 The Council also insures the buildings and the exhibit / fine art collections. The average cost over the last two years for the range of insurance policies that the Council maintains on behalf of THM and HAH is in the order £96,000 per annum.

## **5. PROJECT TULLIE & LEASE ARRANGEMENTS**

- 5.1. Project Tullie is the trusts long term plan for re-purposing and refurbishing the museum and art gallery property estate whilst also appealing to new audiences and creating a more sustainable financial position for the institution.
- 5.2. Although the capital costs fall outside the revenue budgets presented in the business plan, THT see the delivery of the project as crucial to their ability to fulfil their strategic priorities (Community Engagement and Financial Sustainability) and associated objectives.
- 5.3. The development of Project Tullie is managed via a Project Board. An extract from the Project Managers report is copied below, this covers the funding objectives for the overall programme of works.

Source	Type	Target Income	Progress update	Next steps
NLHF	Public	£4,500,000	Expression of Interest approved in March. Application submitted to 25 August 2021 deadline.	To receive a decision by the end of December 2021 – permission to start could be given by January 2022.
Levelling Up Fund	Public	£17,013,583	Administered through Carlisle City Council an application was submitted 18 June 2021.	Decision expected early October 2021.
Carlisle City Council	Public	£1,500,000	As per Executive report concerning Levelling Up Fund	Await decision of Government see above
Towns Fund	Public	£918,000	Funding confirmed. Mott Macdonald commission by CCC to undertake Business Case development.	Input in to Business Case development.
DCMS/ACE	Public	£2,000,000	Funding confirmed. Phase 2 scheme information submitted for review. Request for isolated £2m 'Plan b' scheme should LUF be unsuccessful.	'Plan b' scheme information in development for submission in September.
Borderlands	Public	£2,000,000 - £4,000,000	Discussions are ongoing with the Hadrian's Wall Partnership Board (HWPB) to confirm the project commissioning process. In addition, Carlisle City Council have commissioned consultants	HWPB commissioning process likely to take place over the Autumn period. TH awaiting invitation to meet with consultants Blue Sail to discuss

			AMION, to identify the best Roman themed project option for Carlisle.	strategic fit with overall HW Investment Plan.
FHSF	Public	£1,100,000 reduced allocation	Castle Street scheme only. Package removed from NLHF approach.	Open to further discussions with Carlisle CC as project develops.

- 5.4. A key part of achieving this level of external funding support is assuring funders of the security of their investments, in particular the term and extent of any property leases.
- 5.5. Tullie House is currently occupied on the residue of a 30-year lease from 1 April 2011 at a peppercorn rent with the City Council as Landlord being responsible for repairs. The agreement runs concurrently with the management agreement which also expires on 31 March 2041.
- 5.6. Given the proposals outlined above, Tullie House Trust now wish to proceed with an extension to their lease term and extend the Tullie House estate to cover Herbert Atkinson House (including the gardens and stable block), and potentially the Castle Street properties (clock tower to Dye Works). The Herbert Atkinson House assets feature strongly in the Project Tullie masterplan and are a part of the levelling up application.
- 5.7. The Castle Street properties (formerly University of Cumbria teaching assets) are of interest to the Trust and may inform the development of Project Tullie as their masterplan moves from RIBA stages 1 & 2 on to 3 (more detailed design).
- 5.8. The Council have agreed to progress with the lease negotiations during this financial year and has several options/considerations including:
- Granting Tullie House Trust a broader lease (or separate leases) for the assets outlined above i.e. Tullie House Museum and Art Gallery, part of Herbert Atkinson House, gardens and stable block and the whole or part of Castle Street properties.
  - Assessing the appropriate extension of lease (length) and appropriate terms.
  - Assessing the appropriate conditions for granting the above lease variations such as being predicated on successfully securing the various funding streams potentially available.
  - Should the Partnership Agreement be altered/extended to match any lease extension?

## 6. TULLIE HOUSE TRUST BUSINESS PLAN

- 6.1. The THT business plan highlights the continued impact of the pandemic on their financial position with the projected reduction in income at 50% on 2019/20 levels.
- 6.2. This has been mitigated to some extent by THT's application for the maximum amount of support available under the CJRS, a business rates discount and the fact that all non-essential activity and expenditure was suspended from mid-March 2020.
- 6.3. THT received a grant from the Government's Culture Recovery Fund (CRF) that allowed it to cover losses, pay for the additional costs involved in reopening and reflate our reserves.
- 6.4. THT's 'free' reserves at the start of 2021/22 were £402k but due to the reduction in earned income, THT expect free reserves to reduce to £295k by the end of the year. This is within the minimum target level for free reserves set by trustees of between £250k-£350k, and total reserves (including free, designated and restricted) will reduce from £2,063,852 to £1,050,000.
- 6.5. The THT are predicting a loss of c. £1m for 2021/22 (much of which is due to the development of *Project Tullie*), compared with a break-even position originally projected.
- 6.6. The THT business plan notes that the planned £150k reduction in the core funding for 2022/23 will reduce their reserves.
- 6.7. The THT business plan makes the following assumptions regarding the core funding over the next four years:

	2022/23	2023/24	2024/25	2025/26
Total Core Funding (£)	£740,964	773,950	791,829	810,066

The assumptions for the base core funding appear to be in line with the MTFP.

## 7. CONSULTATION

- 7.1. The Tullie House Trust Business Plan is due to be considered by Carlisle Health and Wellbeing Scrutiny Panel on the 25/11/21.

## **8. CONCLUSION**

- 8.1. That Carlisle City Council agree and approve the Tullie House Trust core funding in line with the Partnership agreement

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

- 9.1. “We will develop vibrant sports, arts and cultural facilities, showcasing the City of Carlisle”.

**Contact Officer:** Darren Crossley

**Ext:** 7120

**Appendices attached to report:** TULLIE HOUSE BUSINESS PLAN 2021–2030 (22/23 revision)

**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 –**

1. The agreement between the Council and Tullie House Museum & Arts Gallery Trust requires that the core funding is agreed on a three year rolling basis against a Business Plan submitted to the Council no later than 31 October each financial year which both parties must use their best endeavours to agree by no later than 31 December each year. In February, the Council approves its budget for 2021/22, as per normal, the following two years' core funding is indicative only.
2. It is noted at section 5.5 of the report that the proposed Business Plan relies on the availability of a number of funding streams and that in order to draw upon those funding streams the Trust would need to adjust its lease terms. It may also need to adjust the extent of the properties it holds under a lease to include Herbert Atkinson House and/or its gardens. However, whilst the Council can look to support the business plan in principle and look to agree the core funding as required by the current agreement, it should be noted that the Council's support should be subject to separate negotiation and agreement in relation to the following in order for the Council's discretion to remain unfettered in considering its position;

- a. Vary the terms of the lease of Tullie House and the Millennium Gallery; to include the length of the lease term, the extent of the property occupied and vary the repairing obligations. Under this heading the Council will also need to consider its an assessment of the Subsidy Control Regime on any new lease terms agreed and satisfying its S.123 Local Government Act 1972 duty in relation to obtaining best value;
- b. Vary the terms of the Operation Agreement dated 5th May 2011 to revert to a 4 year cycle of reporting and longer term to be in line with any variation to the lease. Under this heading the Council may need to consider any impacts procurement law may have and an assessment of the Subsidy Control Regime;
- c. [removing Herbert Atkinson House from the Disposal Programme and the impact of its removal on projected capital budgets]; and
- d. The Trust is obliged to obtain a number of written consents under the terms of the Operation Agreement outside of any specific consents required under the terms of its Leases.

**FINANCE –** The Medium Term Financial Plan assumes provision for the core funding of the Tullie House Trust in accordance with the Funding Agreement and includes reductions in the core funding which have been previously agreed. In line with standard procedures, further work is required in respect of the inflation calculation for 2022/23. The Medium Term Financial Plan assumes a phased introduction of recurring savings to the core funding payable to Tullie House following receipt of a jointly commissioned report; this was assumed at £50,000 from 2021/22 and a further £150,000 from 2022/23.

The proposed disposal of Herbert Atkinson House and 6-24 Castle Street are included within the Asset Disposal Plan which is embedded within the Council's financial planning processes. These assets are expected to generate capital receipts of £160,000 and £275,000 respectively. If a new lease arrangement is agreed with Tullie House Trust for Herbert Atkinson House, the asset is likely to be retained and removed from the Asset Disposal Plan and therefore no capital will be received.

Any potential revenue savings to the Council resulting from the requested revised lease arrangements will be confirmed and reported back to Executive.

The Council will need to have regard to any procurement requirements when varying the terms of any leases and the impact these may have on the arrangements for the Operation agreement.

**EQUALITY –**

## **INFORMATION GOVERNANCE –**

**PROPERTY –** The current lease arrangements will need review to assist the Trust in accessing the funding opportunities available. The Council also needs to ensure that appropriate arrangements are in place that reflect the respective financial positions of the two parties in light of the significant potential funding streams that may be forthcoming to ensure there is an equitable spilt of liabilities.

Herbert Atkinson House and Castle Street are both currently part of the disposals programme, careful consideration needs to be given to all opportunities to ensure that best value is derived from the assets.





## **Tullie House Business Plan** **2021/22 - 2030/31** *August 2021, NLHF Round 1 Submission*

## **Tullie House Business Plan 2021/22 – 2030/31**

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## Foreword: Business Plan, 2021/22, Strategic Update: Recovery and Growth

### Overview

Following the 2020/21 Covid-19 (C-19) global pandemic, museums in the UK were allowed to reopen on 17 May 2021. Recovery was slow but thanks to strong programming, good marketing and an outstanding new permanent costume gallery to celebrate, our income and visitor numbers by mid-August, were around our revised target of 50%. Our stretch target is 70%.

Financial year (2019/20) was our most successful year for almost a decade with footfall exceeding 200,000 and earned income up by 17% before the first of the C-19 national lockdowns were enforced.

The Museum partially re-opened in July 2020 on reduced hours to try to generate income whilst maximising benefit from the government's Coronavirus Job Retention Scheme (CJRS), but again had to close in November 2020. This period, due to a combination of social distancing measures and fragile customer confidence, resulted in the Museum experiencing a 70% decrease in previously projected visitor numbers and concomitant earned income.

As a result of the national uncertainty over the past 18 months and the huge financial impact the pandemic has had on Tullie House, this business plan has been updated to illustrate the scenario planning work that has been undertaken to assess the likely future viability of the Trust. Most of the chapters have been updated accordingly. The financial analysis provided in this Business Plan is therefore both realistic and robust and takes into account the depressed but slowly recovering visitor market as a result of the pandemic.

Despite the seismic impact of the pandemic on the cultural and visitor economy, the core element of our pre-pandemic strategy remains. The capital renewal set out in our *Project Tullie* plan is fundamental to our financial viability. Indeed, in the context of the coronavirus pandemic, *Project Tullie* is more vital than ever. In order to fully recover from the impact of the pandemic and to re-establish Tullie House as Carlisle's pre-eminent visitor attraction it is all the more pressing that we create a visitor experience that is fit for purpose, able to do justice to the city's long history and provide the bedrock for renewing and growing the Museum's income from non-public sources.

### Recovery

Prior to the pandemic our strategy for dealing with the planned reduction in funding from Carlisle City Council was a combination of short-term measures, including revising our admissions policy to grow income and cutting costs by replacing paid gallery staff with volunteers and the longer-term improvements that *Project Tullie* would enable.

The pandemic has had a major impact on our projected gains and savings we had planned, and will place additional, considerable strain on our reserves over the next two years as we develop *Project Tullie*. Our reserves – combined with the increase in income we had projected before the pandemic – would have been just sufficient to cope with the planned reduction in our management fee by Carlisle City Council which have been implemented and which will continue in 2022/23.

However, we are now projecting a reduction in earned income of 50% on 2019/20 levels. Whilst this has been mitigated to some extent by our application for the maximum amount of support available under the CJRS, a business rates discount and the fact that all non-essential activity and expenditure was suspended from mid-March 2020, we are still projecting a final operating result less than that originally expected. We expect to make a significant loss next year of around £1m (much of which is due to the development of *Project Tullie*), compared with a break-even position originally projected.

Our success in applying for a grant from the Government's Culture Recovery Fund (CRF) has been vital to our survival. It has allowed us to cover losses, pay for the additional costs involved in reopening and reflate our reserves so that our commitment to *Project Tullie* remains on course. Nevertheless, the planned reduction of a further £150k from Carlisle City Council in 2022/23 will once again erode our resources.

Tullie House's 'free' reserves at the start of 2021/22 were £402k but due to the reduction in earned income, free reserves are expected to reduce to £295k by the end of the year. Whilst this is within the minimum target level for free reserves set by trustees of between £250k-£350k, total reserves (including free, designated and restricted) will reduce from £2,063,852 to £1,050,000. A continuation of visitor numbers being below pre-pandemic levels limits the ability of the Trust to mitigate this reduction through earned income. All other areas for savings will be scrutinised, but there will inevitably be an impact on free reserves again.

## **Growth**

Remaining an Arts Council England National Portfolio Organisation is crucial to the ongoing sustainability of the Museum and will help drive further growth. The Arts Council's new 10-year investment strategy 'Let's Create', and the accompanying Investment Principles, are an ideal fit with our Manifesto and its focus on using collections, programmes and resources to inspire learning for life and position Tullie House as the 'heartbeat' of cultural life in Carlisle. The Investment Principles will help us to accelerate the progress we have been making in establishing our museum as a dynamic, relevant and sustainable organisation that plays a vital role in our local, regional and national cultural eco-system.

One of the few advantages of the C-19 pandemic has been the opportunity to develop and accelerate our capital fundraising campaign for *Project Tullie*.

Subject to final sign off, we have secured £2m direct from HM Treasury (announced in the Chancellor's Budget speech in March 2021), £918k from the Ministry of Housing, Communities and Local Government (MHCLG) via the Carlisle Town Deal, and £1.5m from Carlisle City Council in support of a single application to the Government's Levelling Up Fund (via MHCLG). The application to MHCLG under Levelling Up is for £17m and when matched with the funding listed above, would deliver the critical £21.4m Phase 2 of *Project Tullie*. A Phase 3 of £6m has also been progressed via an application to the National Lottery Heritage Fund (NLHF).

*Project Tullie* is our plan for renewal of the Museum, and is fundamental to Tullie House's ability to stabilise, survive and prosper as a thriving resource for the City of Carlisle. The comprehensive masterplan clearly demonstrates that with significant capital investment and the right business model Tullie House can be less reliant on income from local government and therefore become more independently sustainable. Phase 1 of the project saw the Costume Galleries opening to great acclaim in July 2021. In addition to securing the Museum's future, the project will also deliver huge economic and social benefit to Carlisle and the wider city region. It is clear from community and visitor research that the demand is there.

Andrew Mackay  
Director

# 1. Introduction: Vision, Mission, Aims and Objectives

## 1.1 Context: a period of change

Tullie House Museum and Art Gallery Trust operates and manages Tullie House Museum and Art Gallery in Castle Street, Carlisle, which is our principal place of business, and the Guildhall, a 14th century Grade I Listed building in the Greenmarket.

Additionally, the Trust occupies industrial premises for off-site collections storage, and in 2014 Carlisle City Council provided access to the adjacent Herbert Atkinson House in Abbey Street. This building is now used to house the Cumbria Biological Data Centre and the Senior Leadership Team

All of these premises are leased by the Trust from Carlisle City Council, as are the collections. The Trust manages the buildings and collections on behalf of the City Council.

***This business plan sets out Tullie House's ambitions and plans for the next 10 years from 2021/22 to 2030/31.***

This period is set to be one of significant change for the museum, and will encompass three important strands of activity and development:

1. **The delivery of the *Project Tullie* capital development programme**, our masterplan to transform Tullie House Museum into the creative and cultural heart of the borderlands for the 21<sup>st</sup> century.
2. **The completion of Arts Council England's (ACE) current cycle of investment in Tullie House Museum Trust, Wordsworth Grasmere and Lakeland Arts Trust as a consortium (CMC<sup>1</sup>)** being funded until 2022/23 as a National Portfolio Organisation (NPO). During the period covered by this plan we will be making the case for continued NPO investment by ACE in the museum.
3. **To work in close partnership with Carlisle City Council to further reduce Tullie House's dependence on its core support** in a way that delivers long-term financial sustainability and enables *Project Tullie* to be delivered.

The arrival of the global Covid-19 pandemic from March 2020 has of course had a significant impact on Tullie House. This business plan has been updated to reflect this and our immediate priority is ensuring the survival of the Museum in the short to medium term.

Despite the seismic impact of the pandemic on the cultural and visitor economy, our strategic aims remain unchanged. The capital renewal set out in our *Project Tullie* plan is fundamental to our medium to long-term financial viability. Indeed, in the context of the coronavirus pandemic, *Project Tullie* is arguably more vital than ever. In order to recover from the impact of the pandemic and re-establish Tullie House as Carlisle's pre-eminent visitor attraction it is all the more pressing that we create a visitor experience that is fit for purpose, able to do justice to the City's long history and provide the bedrock for renewing and growing the Museum's non-grant income.

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<sup>1</sup> Cumbria Museum Consortium

<sup>4</sup> Extended by one year as a result of C-19'

## 1.2 Vision and Mission

Tullie House Trust's **Vision** is:

*"Tullie House will help Carlisle and Cumbria be a thriving place for everyone. Our collections and programmes will bring people together, growing social capital, confidence and creativity. They will make this a better place to live and work and strengthen our identity and pride."*

Its **Mission** is:

*"Tullie House is the heartbeat of Carlisle's cultural life. We use our collections and programmes to inspire engagement and creativity in the heart of our community."*

## 1.3 Aims and Objectives

At the beginning of 2016 we introduced the *Tullie House Manifesto*. This was refreshed in 2021 and forms the basis of all our work and our two strategic priorities. **Community Engagement** is at the very heart of the Manifesto, and we will work hard to ensure that our community influences what we do and how we do it. We will communicate better, involve more people and open up new opportunities for people to be inspired by the collections we hold.

Our other priority area – **Financial Sustainability** – is also underpinned by the Manifesto. Greater engagement will increase visitor numbers and therefore admission income and secondary spend. However, we have also been testing the market – asking our users what they want – and, providing we can secure the required funding, many of their responses will be implemented over the next three years. We have started this by creating a permanent Costume Gallery to show, for the first time, our regionally important textile collection which is increasing audiences and providing contemporary interpretation as well as improved visitor facilities.

We recognise the need to improve performance, gather data and respond to visitor needs; these are all reflected in our Manifesto, but the challenge is to weave community engagement and financial resilience together so that we can develop our role, connect better with our audiences and deliver inspiring and popular programmes.

In 2018 we set out our aims and objectives as follows:

- **Aim 1: Financial Sustainability**

The CMC has secured NPO status from ACE for the period 2018 to 2023, however, the City Council has indicated that a further reduction in the core management fee is likely to be implemented in 2022/23. The Trust has therefore developed a strategy based on increasing income from both earned and contributed sources to plan for the potential reduction:

- Objective 1: Develop an organisational focus on generating greater earned income (including catering, retail and admissions)
- Objective 2: Improve management information so that we can better manage performance
- Objective 3: Secure funding to initiate a programme of capital developments designed to generate a significant increase in earned income
- Objective 4: Actively increase income from trusts, foundations, individuals and corporates



- **Aim 2: Community Engagement**

The Trust sees investing in its engagement programme as key to developing audiences – extending its reach and diversifying and growing the number of people interacting with the collections are core purposes that will also help make the organisation more sustainable.

- Objective 5: Focus on developing greater engagement with the Carlisle community
- Objective 6: Continue to work with the least engaged groups within Carlisle and the surrounding area
- Objective 7: Strengthening our Borderlands offer so that our collections can help people better understand our unique region, Hadrian's Wall and significance of Carlisle as a destination city
- Objective 8: Develop international audiences from China or with communities interested in Chinese culture

Within these eight objectives is a schedule of specific actions and priorities (see our current Action Plan, Appendix I). The Action Plan includes the ACE CMC commitments, some of which are shared across the consortium.

#### 1.4 Project Tullie: Overview and Objectives

**Project Tullie**, our masterplan to *transform Tullie House Museum into the creative and cultural heart of the borderlands for the 21<sup>st</sup> century*, is fundamental to the delivery of this business plan. Although the capital costs fall outside the revenue budgets presented here, the delivery and impact of Project Tullie are woven into this Business Plan. The delivery of the project is crucial in our ability to fulfil many of the aims and objectives outlined above, notably:

	Tullie House Objective	Project Tullie Outcome
Objective 1	Develop an organisational focus on generating greater earned income (including catering, retail and admissions)	Significant improvement in visitor experience and facilities, increasing visitor numbers and spend
Objective 4	Actively increase income from trusts, foundations, individuals and corporates	Improvement in the range and quality of activities, providing more fundable opportunities
Objective 5	Focus on developing greater engagement with the Carlisle community	Improved visitor experience and facilities; improved education and community spaces; increased opportunities for co-curation and creative engagement; new opportunities for volunteering.
Objective 6	Continue to work with the least engaged groups within Carlisle and the surrounding area	Increased capacity for engagement activities, newly relevant displays and exhibitions.
Objective 7	Strengthening our Borderlands offer so that our collections can help people better understand our unique region,	Engaging the community to help redisplay the collections, display of more

	Hadrian's Wall and significance of Carlisle as a destination city	relevant collections and tell inspiring stories
--	---	---

In Summary, *Project Tullie* has outcomes focused on three themes:

**People**

Creating a sense of inclusivity and community, being a catalyst for creative engagement

**Place**

Reimagining the original purpose of Tullie House as Carlisle's centre of arts, learning and knowledge

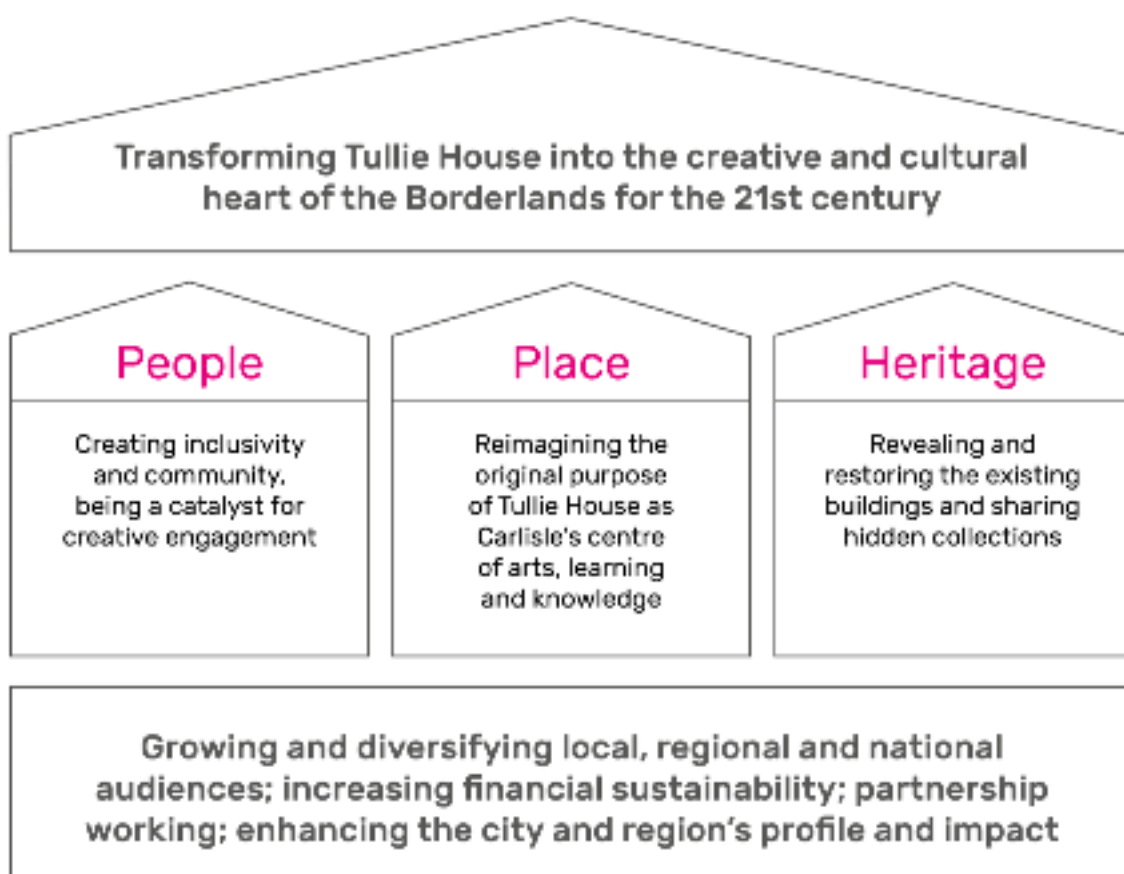
**Heritage**

Revealing and restoring the existing buildings and sharing hidden collections

These themes are founded on:

- growing and diversifying local, regional and national audiences.
- increasing financial sustainability.
- partnership working.
- enhancing the city and region's profile and impact

The following graphic summarises the vision for *Project Tullie*:



**Figure 1**

*Project Tullie Vision, Outcomes and Foundations*

The Primary Scenario of this plan has been updated to recognise that Phase 1 of Project Tullie, the Costume Gallery, has been completed. Phases 2 and 3, closely aligned with the masterplan, and prepared in conjunction with Counterculture and the architectural firm, Carmody Groarke (October 2019), will commence in 2021/22.

*Project Tullie* will transform the much-loved Tullie House Museum into a thriving, sustainable and dynamic hub for heritage, community engagement and wellbeing. Its twin heritage focus is to:

- Deliver a more accessible, refurbished and revealed historic property.
- Maximize access to some of the UK's most important historical and environmental collections.

The project will connect people to collections and the natural world by exposing beautiful hidden Victorian spaces, safeguarding collections currently at risk and creating a building that is fit for purpose. The museum will:

- Co-design these spaces with local communities, filling them with people's heritage and stories, Improve the visitor experience and community facilities.
- Expand the volunteer workforce.
- Build on work with minority groups and young people.
- Increase the volume of museum collections on display.
- Develop new opportunities for contemporary interpretations of the collection through co-creating new, active learning spaces and digital experiences with volunteers and community partners
- Ensure that this project is owned by the people of the region and seen as a flagship development for Cumbria and the Borders

Whilst the museum is successful in generating a wide range of income and delivering a well-received exhibitions and engagement programme, it also faces several challenges, to which Project Tullie responds:

- Modest level of paying visitors (c.35k-45k p.a.), with relatively low admissions yield; in part driven by collection displays are dated and tired, which do not tell all the stories the collection has to offer in a way that is relevant and appealing to visitors.
- Aspects of the collection in which the audience are most interested; natural history, social history and fine art, are either under-represented on display or relatively hidden or inaccessible.
- Tullie House has ambitions for co-creating, free-thinking, open learning environments, interdisciplinary practice, immersive spaces in its Manifesto, but is hampered in achieving this by the constraints of its building.
- Current learning facilities are not fit for purpose, even for the current offer, with the main learning spaces being inaccessible and too small. School activities are running at capacity, constrained by the available spaces, which limits income generation
- There is an appetite for volunteering that the museum does not have the staff or physical capacity to accommodate.
- Circulation and way finding within and between buildings is difficult, again constraining income generation and negatively affecting the visitor experience
- Due to limited resources, there is a lack of capacity in key areas including Development, Digital and Communications, Volunteer Management.
- Commercial income is underperforming, with relatively low conversion to catering and retail; the space and fit out of the café is dated.

The Project Tullie Masterplan represents a once in a generation opportunity to modernise the

museum's facilities and displays and make the organisation fit for purpose for the 21<sup>st</sup> Century.

The next phase of the Masterplan development, which we will deliver by 2024/5, involves:

- The refurbishment of the main gallery spaces, including new provision of learning spaces
- Renewal of the café, shop and entrance
- Provision of a new gallery building to link the two separate elements of the 1893 building.
- As well as renewing all aspects of the visitor offer, this option also transforms the way people will experience the collection by allowing visitors to begin in the centre of the museum and then chose which of a 'constellation' of galleries they would like to visit, rather than being funneled through a single route.
- This also will enable the museum to continually refresh its displays without disrupting the visitor experience.
- In summary, Phases 2 and 3, to be delivered in the period of this plan, will successfully deliver:
- Improved visitor experience through increased amenity and consolidated circulation, providing the setting for increased community activity, social use and public engagement with heritage.
- Enlarged exhibitions and improved collections storage which will improve both care and access to collections and drive increased visitor numbers and therefore income.
- Expanded learning and engagement offers through reestablishing Tullie House as a 'School of Learning' for Carlisle.
- Enable a sustainable business plan, with a greater range of earned income.

### **1.5 Treatment of the Capital Project in the business plan**

Capital project income and expenditure has been expressed as 'below the line' so it is possible to see the impact of the project on the Museum's revenue position during and after the project.

The Museum's reserves are unlikely to be large enough to provide cash flow for the construction phase of the project, given that the drawdown of public and lottery funds are both expected to be quarterly in arrears on certificated payments. As a result, a temporary bridging loan from a lender such as CAF or one of the Museum's local authorities will be required for the duration of the construction phase. An allowance has been made within the Project Budget for the costs of borrowing in this event.

### **1.6 Business Plan KPIs**

During the period of this business plan, Tullie House will grow and develop as an institution, safeguarding its current strengths and improving its financial sustainability, developing new audiences, attracting more visitors and engaging local people and visitors alike.

In order to provide a headline picture of desired change and in order to track progress against 'what success will look like', the following KPIs have been adopted by the board.

#### *Impact of Covid-19*

From March 2020, continuing until the time of writing (August 2021), the Covid-19 pandemic has had a significant impact on visitor and income levels and the timescale of the national recovery from this is uncertain. The KPIs have been accordingly updated to reflect the impact of Covid-19 and our plans for recovery:

KPI	Pre-pandemic (2019/20 Actual)	1 <sup>st</sup> Pandemic year (2020/21 Actual)	2nd Pandemic year (2021/22 Projected)	Pandemic recovery year (2022/23) 6m closure	By 2026 (post-Project Tullie)
Ticketed Visitor Numbers	53,855	5,898	26,000	16,756	100,000
Learning Programme Numbers <sup>2</sup>	31,832	2,801	15,916	11,000	40,000
Net Promoter Score <sup>3</sup>	81	81	81	85	91
Visitor types: increasing the proportion of harder to reach audiences	Facebook Families: 7%	Facebook Families: 7%	Facebook Families: 7%	Facebook Families: 9%	Facebook Families: 14%
Admissions income (£/% of total)	£142,360 / 6%	£25,501 / 1%	£79,198 / 5%	£49,826 3%	£500,000 + / 20% +
Trading income (net) (£/% of total)	£68,000 / 3%	£354/ 0%	£29,000 / 2%	£23,698 / 2%	£160,000 + / 7% +
Council funding / contract (% of total)	39%	36%	48%	48%	34%

### 1.7 Developing our business model: an overview

Tullie House operates a mixed business model, combining earned income from admissions and trading with core funding in the form of a management fee from Carlisle City Council and an annual grant from Arts Council England as an NPO museum, and raised income from various charitable sources.

Looking beyond the short-term impact of the pandemic, proposed changes to the museum and expected changes in the external environment mean that we anticipate both the amount and proportion of these income streams will change. There will be an increased emphasis on growing admissions and trading income, with relatively static (and in some cases reducing) support from elsewhere.

Detailed figures are described in the plan and presented in Sections 7,8 and 9. The table on the following page shows how we expect the business model (income and expenditure) to change from the most recent full year to the final year of this plan, taking into account both the impact of the pandemic and the delivery of Project Tullie.

The key working assumptions (which are discussed in more detail in Sections 7 and 8 of this business plan) include:

- Further reductions in income from the City Council (a total reduction of £100K in the management fee before inflation by 2022/23 (see Section 6.3 for further discussion of this);
- Continued NPO funding from Arts Council England at a standstill level from 2023/24 onwards;

<sup>2</sup> Consisting of engagement numbers of schools, families, young people, community, talks and outreach programme

<sup>3</sup> National measure, from –100 to +100; Tullie House is well above national average

- Reductions in earned income from admissions and trading to 30% of pre-pandemic levels in 2020/21 and 2021/22 reflecting the impact of the pandemic on these income streams in Summer 2020.
- Inflation is included in the business plan projections and is assumed to be 2% per annum.
- Future capital income and expenditure on Project Tullie is excluded.
- Delivery of the new Costume Gallery in 2021. We had anticipated an increase in annual visitors by c. 10,000 per annum as a result of this, however due to Covid-19 this is no longer the case.
- Revised charging structure with a single Annual Pass Ticket for adults (no concessions) with children free (unless part of a charged-for structured school visits);
- Our planned price rise from £10 to £11 (including VAT) for the Annual Pass ticket in 2020 has been postponed due to Covid-19.
- An increase in the annual ticket price to £14 (including VAT and inflation) for the same ticket after the delivery of Project Tullie in 2025
- Project Tullie Phases 2 and 3 are delivered during this period, with construction in 2024/25 and completion in April 2025;
- No admissions, catering or retail income are included in 2024/25, to reflect the potential need for temporary closure during the Project Tullie construction works. (NB: this is not confirmed or agreed at Trustee level but is a prudent working assumption at this early planning stage).
- Following the completion of Project Tullie, our Primary Scenario illustrates c. 100,000 ticketed visits per annum (with a spike in year 1 of opening). We have also prepared detailed scenarios showing 80,000 and 60,000 ticketed visits per annum.

In organisational terms, the masterplan will deliver an organisational structure that will support the new levels of ambition at the museum.

Following the completion of Phase 2 of the masterplan, the business plan anticipates an organisation that will have grown, developed and changed. There will be new income streams from larger audiences, a staffing structure that will match new levels of ambition and increased resources available for programme, audience development and marketing.

It is projected that ticketed visitors will increase from pre-pandemic levels, of around 50K per annum, to deliver audiences of c.100k ticketed visits each year. In the 100K visit Scenario (Scenario 1 and the Primary Scenario in this plan), key changes to the current business model include:

- Admission income increased from £137k in 2019 to £500k+ in from 2025 (including inflation).
- Retail, commercial events and catering income will increase as a result of improved facilities and increased visitor numbers.
- An expanded staff structure, providing capacity to deliver enhanced displays, services and business development.

The model is designed to be flexible and able to be scaled appropriately depending on visitor income. Details of the implications to the business of 60k and 80K annual visits (as opposed to 100k) are detailed in Section 10 below.

Detailed figures are described in the plan and presented in Sections 7,8 and 9 and Appendix II. The table on the following page shows how we expect the business model (income and expenditure) to change from the most recent full year to the final year of this plan.

## Summary of Projected Income & Expenditure 2021/22 – 2031/32, Primary Scenario

Overview		2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
100K visits Scenario				6m closure	Construction	Phase 2					
Phases 2 and 3 delivered					Closed	Completion					
LUF spend timeframe											
Inflation	Covid			NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
		0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
		1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
Footfall		26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed Admissions		5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
Income											
Carlisle City Council Management fee		903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
Other Core Funding		503,732	429,890	418,890	413,890	433,890	433,890	433,890	433,890	433,890	433,890
Other grants & sponsorship		315,949	227,483	205,000	200,000	215,000	220,000	225,000	230,000	230,000	230,000
Covid grants		697,787	41,602	0	0	0	0	0	0	0	0
Admissions		33,592	93,441	56,141	0	632,194	602,375	644,973	687,571	687,571	687,571
Trading (net of direct costs)		354	29,473	23,968	0	158,064	171,975	184,281	197,309	210,455	222,176
Learning income		2,656	20,230	11,366	0	20,438	41,693	42,527	43,377	44,245	45,130
Talks and other income/charges		2,478	7,665	2,305	5,000	29,902	30,500	31,110	31,732	32,367	33,014
Interest and investments		6,772	7,500	3,000	500	500	1,000	1,500	2,000	2,500	3,000
Central Charges		38,000	51,000	51,500	51,500	51,500	51,500	51,500	51,500	51,500	51,500
<b>Total Museum income</b>		<b>2,505,092</b>	<b>1,773,245</b>	<b>1,513,115</b>	<b>1,444,840</b>	<b>2,333,316</b>	<b>2,362,998</b>	<b>2,443,448</b>	<b>2,525,020</b>	<b>2,559,521</b>	<b>2,593,014</b>
CBDC income (gross)											
CBDC gross income		137,856	105,318	96,518	98,025	105,562	107,630	109,729	111,860	114,024	116,221
<b>Total income</b>		<b>2,642,948</b>	<b>1,878,563</b>	<b>1,609,633</b>	<b>1,542,865</b>	<b>2,438,878</b>	<b>2,470,628</b>	<b>2,553,177</b>	<b>2,636,880</b>	<b>2,673,545</b>	<b>2,709,235</b>
Expenditure											
Staffing costs		£944,185	£989,568	£854,676	£830,390	£1,036,154	£1,056,877	£1,078,015	£1,099,575	£1,121,567	£1,143,998
Exhibitions and projects		176,653	1,163,552	324,890	224,890	284,890	344,890	344,890	424,890	424,890	424,890
Utilities		130,398	135,000	135,000	135,000	165,000	168,000	171,000	175,000	180,000	185,000
Operational expenditure		342,398	474,640	485,879	500,100	597,706	570,576	579,590	588,754	597,481	606,362
Central costs allocated to trading		11,484	31,273	17,985	0	98,782	100,758	102,773	104,828	106,925	109,064
Capital Renewal allowance		0	0	0	0	0	25,000	25,000	25,500	26,010	26,530
Contingency		0	0	0	0	0	45,000	45,900	50,000	51,000	52,020
<b>Total Museum expenditure</b>		<b>£1,605,118</b>	<b>£2,794,033</b>	<b>£1,818,429</b>	<b>£1,690,381</b>	<b>£2,182,532</b>	<b>£2,311,101</b>	<b>£2,347,168</b>	<b>£2,468,548</b>	<b>£2,507,873</b>	<b>£2,547,864</b>
CBDC Costs											
CBDC Staffing		£89,020	£85,037	£86,738	£88,472	£90,242	£92,047	£93,888	£95,765	£97,681	£99,634
Other costs		£0	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000
<b>CBDC Costs</b>		<b>£89,020</b>	<b>£98,037</b>	<b>£99,738</b>	<b>£101,472</b>	<b>£103,242</b>	<b>£105,047</b>	<b>£106,888</b>	<b>£108,765</b>	<b>£110,681</b>	<b>£112,634</b>
<b>Total Expenditure</b>		<b>£1,694,138</b>	<b>£2,892,070</b>	<b>£1,918,166</b>	<b>£1,791,853</b>	<b>£2,285,774</b>	<b>£2,416,148</b>	<b>£2,454,056</b>	<b>£2,577,313</b>	<b>£2,618,553</b>	<b>£2,660,499</b>
<b>Surplus (Deficit)</b>		<b>£948,810</b>	<b>(£1,013,507)</b>	<b>(£308,533)</b>	<b>(£248,988)</b>	<b>£153,104</b>	<b>£54,480</b>	<b>£99,121</b>	<b>£59,567</b>	<b>£54,992</b>	<b>£48,736</b>
Planned transfer from restricted reserves		£0	£295,776	£54,902	£54,902	£54,902	£54,902	£54,902	£54,902	£54,902	£52,925
Planned transfer from/to designated reserves		£0	£610,591	£68,318	£68,546	£27,751	(£2,583)	(£82,841)	(£113,094)	(£108,343)	(£98,586)
Final position after planned transfer from/to reserves		£948,810	(£107,140)	(£185,313)	(£125,540)	£235,757	£106,799	£71,182	£1,375	£1,551	£3,075
Free reserves		£402,161	£295,021	£109,708	(£15,832)	£219,925	£326,724	£397,906	£399,280	£400,831	£403,906

### Note on capital expenditure

- Capital income and expenditure on *Project Tullie* is *excluded* from the revenue income and expenditure.
- The purpose of this approach is to prevent the revenue projections being distorted by significant capital income and expenditure.
- Investment in Project Tullie will be capitalised on the Trust's accounts as 'Leasehold Improvements'.

## 1.8 Reserves during the period of the business plan

The pandemic has had a major impact on our projected gains and savings we had planned and will place additional, considerable strain on our reserves over the next two years as we develop *Project Tullie*.

Tullie House's 'free reserve' at the start of 2021/22 were £402k but due to the reduction in earned income, free reserves are expected to reduce to £295k by the end of the year. Whilst this is within the minimum target level for free reserves set by trustees of between £250k-£350k, total reserves (including free, designated and restricted) will reduce from £2,063,852 to £1,050,000. A continuation of visitor numbers being below pre-pandemic levels limits the ability of the Trust to mitigate this reduction through earned income. All other areas for savings will be scrutinised, but there will inevitably be an impact on free reserves again.

The reserves position over the period of this business plan is intrinsically linked to the ability to deliver Project Tullie and then its successful operation.

With no project Tullie, total reserves will quickly be depleted, with little or no investment in the estate. In contrast, the primary scenario, as illustrated below, shows the replenishment of free reserves to close to the target level of c.£400K within three years of opening and then, by 2030, the development of an additional designated Project Tullie reserve of c.£390K, for investment in future phases of the master plan.

### Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
<b>Surplus (Deficit)</b>	<b>948,810</b>	<b>(1,013,507)</b>	<b>(308,533)</b>	<b>(248,988)</b>	<b>153,104</b>	<b>54,480</b>	<b>99,121</b>	<b>59,567</b>	<b>54,992</b>	<b>48,736</b>
Planned transfer from restricted reserves		295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves		610,591	68,318	68,546	27,751	(2,583)	(82,841)	(113,094)	(108,343)	(98,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(107,140)</b>	<b>(185,313)</b>	<b>(125,540)</b>	<b>235,757</b>	<b>106,799</b>	<b>71,182</b>	<b>1,375</b>	<b>1,551</b>	<b>3,075</b>
<b>Free reserves</b>	<b>402,161</b>	<b>295,021</b>	<b>109,708</b>	<b>(15,832)</b>	<b>219,925</b>	<b>326,724</b>	<b>397,906</b>	<b>399,280</b>	<b>400,831</b>	<b>403,906</b>
<u>Designated Reserves</u>										
Capital reserve	225,365	160,267	95,169	30,071	0	0	0	0	0	0
CBDC	127,818	127,818	124,598	121,150	123,470	126,053	128,894	131,988	135,331	138,917
Project Tullie	545,493	0	0	0	0	0	80,000	190,000	295,000	390,000
General Acquisitions	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Café Investments	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Gallery Improvements	0	0	0	0	0	0	0	0	0	0
<b>TOTAL DESIGNATED</b>	<b>928,676</b>	<b>318,085</b>	<b>249,767</b>	<b>181,221</b>	<b>153,470</b>	<b>156,053</b>	<b>238,894</b>	<b>351,988</b>	<b>460,331</b>	<b>558,917</b>
<b>Restricted funds at Year End</b>	<b>733,015</b>	<b>437,239</b>	<b>382,337</b>	<b>327,435</b>	<b>272,533</b>	<b>217,631</b>	<b>162,729</b>	<b>107,827</b>	<b>52,925</b>	<b>-</b>
<b>Total b/fwd</b>	<b>1,115,042</b>	<b>2,063,852</b>	<b>1,050,345</b>	<b>741,812</b>	<b>492,824</b>	<b>645,928</b>	<b>700,408</b>	<b>799,528</b>	<b>859,095</b>	<b>914,087</b>
<b>Total movement</b>	<b>948,810</b>	<b>(1,013,507)</b>	<b>(308,533)</b>	<b>(248,988)</b>	<b>153,104</b>	<b>54,480</b>	<b>99,121</b>	<b>59,567</b>	<b>54,992</b>	<b>48,736</b>
<b>Total c/fwd</b>	<b>2,063,852</b>	<b>1,050,345</b>	<b>741,812</b>	<b>492,824</b>	<b>645,928</b>	<b>700,408</b>	<b>799,528</b>	<b>859,095</b>	<b>914,087</b>	<b>962,823</b>



**Notes on the reserves table**

- **2020/21** – Government support compensates for impact of the pandemic, including developing reserves to cope with uncertain future challenges.
- **2021/22** – Ongoing impact of the pandemic: reduction in earned income and some expenditure, cuts in council management fee, and requirement to invest in developing Project Tullie in advance of *Levelling-up Fund* application.
- **2022/23, 2023/24** –Ongoing pandemic impact, lost income during construction requires unrestricted reserves to underwrite the museum’s operation.
- **2024/25 onwards** - Reserves begin to be rebuilt to sustainable levels (as per Charity Good Governance Guidance) from post-*Project Tullie* surplus.
- **Unrestricted reserves (excluding CBDC)** will be low in 2022/23 and 2023/24 and will require careful cashflow management, with potential for a borrowing requirement.

## 2. Context: Audiences and Commercial Overview

### 2.1 Visitor numbers, market penetration

Cumbria Tourism data suggests that 22.5% of visitors to the Carlisle Region attended a museum (compared to 14% of visitors to Cumbria as a whole), while Audience Agency research suggests that 25% of residents within a 30-minute drive of Carlisle city centre have visited a museum in the last 12 months.

In 2019/20 the Museum attracted 53,855 paying visitors. This equated to only 1% penetration of the market for visitors to the Carlisle Region with a propensity to visit a museum. There was a much higher penetration of local audiences, around 29%, assuming local visitors visited on average twice during the year.

Whilst these statistics clearly show the potential that the museum has to attract more visitors, it should also be noted that cross-referencing data from two sources can result in misleading assumptions. Tourists, for example, who are 'walking the Wall' may generally visit museums but are unlikely to be motivated to do so when undertaking a time driven walking expedition.

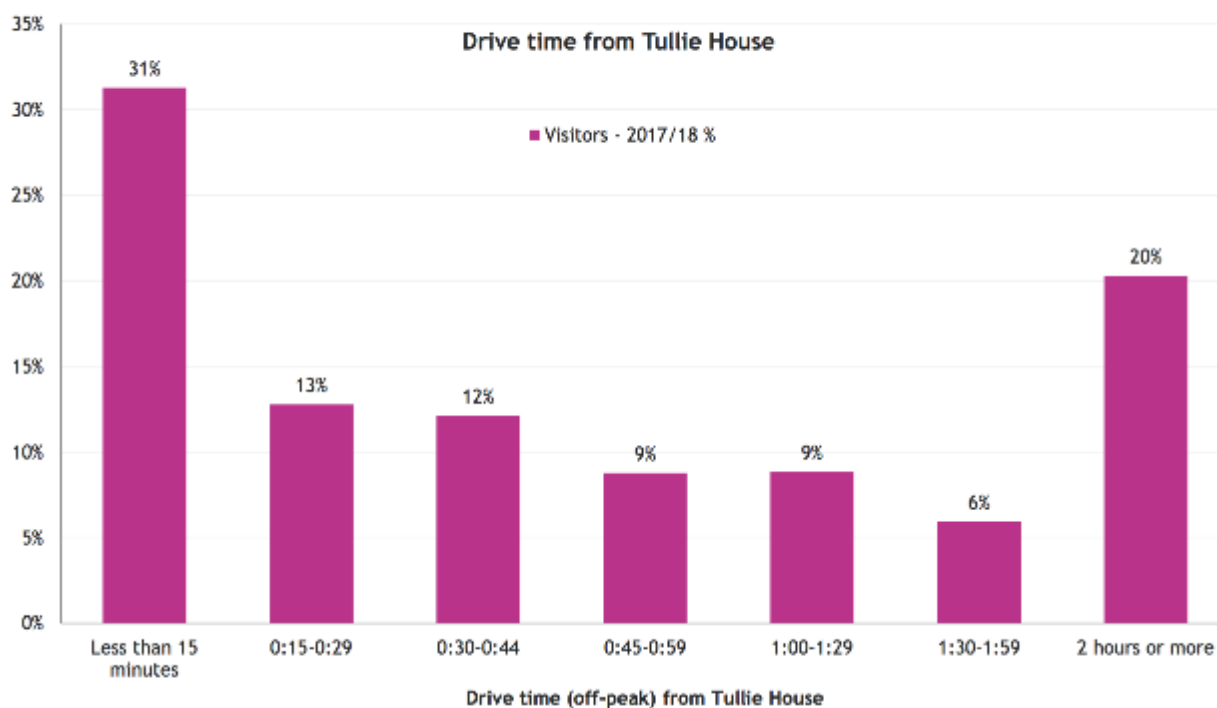
#### 2.1.1 Local visitors

Carlisle is the urban capital of the County of Cumbria with a population estimated at 107,000. The city is the centre of an economic region serving 500,000 people who live in Cumbria, Northumberland and Southern Scotland.

Tullie House is a well-used local resource with a good penetration of local audiences.

Audience Agency analysis of 2017-18 Gift Aid data suggests that around 44% of ticketed visitors were from within a 30-minute Drive Time.

## Drivetime



This represents a conversion rate of the local population of 14% (7.3% assuming 2 visits per annum). If we consider the section of the population who are likely museum attenders, the penetration rate is 57% (28.7% assuming 2 visits per annum).

### Audience breakdown and market penetration, 2017-18

Visitor penetration rates	Breakdown (%)	Paying Visits (#)	Total Market Size (#)	Penetration Paying (%)	Museum Attenders (%)	Likely Market Size (#)	Museum Attenders Penetration (%)
<b>Total visitors (current)</b>	<b>100.0%</b>	<b>43,370</b>					
Visitors from beyond 30 mins	56.00%	24,287	9,394,000	0.26%	22.5%	2,113,650	1.1%
30 minute DT (Carlisle City Council residents) (Excludes U15s)	44.0%	19,083	130,536	14.62%	25.5%	33,234	57.4%
Local penetration rates assuming 2 visits p.a. per visitor				7.31%			28.7%

### 2.1.2 Visitors to Carlisle

Tullie House already has a wide reach in attracting tourism visitors to Carlisle. Analysis of postcodes of ticketed visitors to the museum who opted to Gift Aid admissions during 2017-18 shows a national spread across the UK:

## Pinpoint map



**Figure 2**

*Map showing postcodes of visitors to Tullie House in 2017/18 (Audience Agency research)*

Analysis of the same data revealed that 35% of visitors came from further afield than a 1hr drive time and 20% came from more than 2 hours drive time from Carlisle.

Nevertheless, with an improved offer, Tullie House has the potential to be much more significant as tourism attractor than is currently the case.

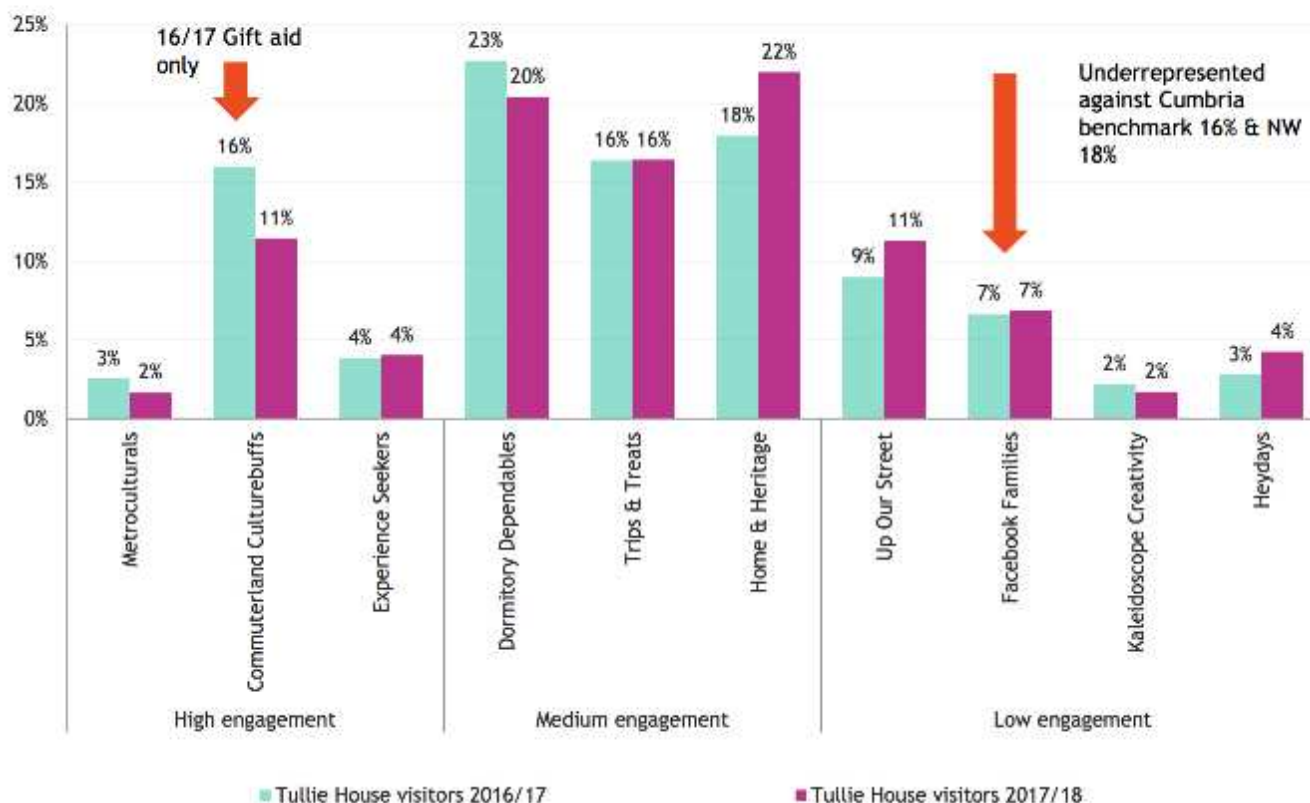
In 2017/18 the Museum attracted 43,370 paying visitors. This equated to only 1% penetration of the market for visitors to the Carlisle Region with a propensity to visit a museum (noting the caveat in 2.1).

### **2.1.3 Audience Profile**

Audience Spectrum segments the whole UK population by their attitudes towards culture, and by what they like to see and do. There are 10 different Audience Spectrum profiles that can be used to understand who lives in a local area, what current audiences are like, and what could be done to build new ones.

Audience Agency analysis of ticketed visitors to Tullie House by postcode reveals that the museum is successful in appealing to demographics with a high and medium propensity to engage with museums.

## Audience Profile - Ticketing (postcode analysis)



Looking at the available data for 2017/18 on the Tullie House audience, the five most highly represented segments are:

- Dormitory Dependables
- Trips and Treats
- Home and Heritage
- Commuterland Culturebuffs
- Up our Street

In addition, there is great potential to focus on ‘Facebook Families’ which were represented well in the previous year and are an audience present in Carlisle which Tullie House would like to attract more often, despite the challenges that this audience have in attending cultural venues (*see Appendix V for a description of these audience segments*).

In the future, Tullie House requires its interpretation to look to offer a solid family-friendly experience for the local and loyal ‘Trips and Treats’ audience and reach out to attract more ‘Facebook Families’. With good planning, this can be achieved while continuing to cater to the needs of the local and visiting ‘Dormitory Dependables’, local ‘Home and Heritage’ and ‘Up our Street’ and visiting ‘Commuterland Culture Buffs’.

## 2.2 Paying visitors

### Recent Performance

In 2018/19 Admissions and associated Gift Aid accounted for £125,000 from 40,743 ticketed visitors<sup>6</sup>.

In 2019/20 the equivalent figure was £137,000 from 53,855 visitors.

In 2019/20 the split of ticketed visitors was as follows:

Ticket type	% of total ticketed admissions
Annual Ticket purchase	11.5%
Day Ticket	35.6%
Annual Ticket Re-admission (free)	19.6%
Child (Free)	25.7%
Other Free of Charge	7.7%

### Future assumptions

In formulating the projections for visitor income in this plan, we have assumed the same split between paying and free ticketed visitors. However, from 2020 the Museum moved to the Annual Pass Gift Aid model, which meant that separate day tickets were phased out, with a single annual pass available.

Although the pandemic has meant that the impact of this on a full 'post-Covid' year has yet to be seen, the expected impact will be to:

- Increase yields on ticket sales.
- Simplify admissions charges for visitors (research reported confusion about the different ticket types).
- Increase income from tourist visitors with minimum impact on local audiences (many of whom already purchase annual tickets)

We will continue to offer free admission for under 18s (see Section 7.1 for rationale).

**In the short term we have had to revise our assumptions on admissions to c.30% - 50% of our previous projections:**

Year	Previously projected ticketed visits	Revised ticketed visits due to Covid-19
2020/21 (Including lockdown period)	47,700	5,898 (actual)
2021/22 (partial lockdown)	45,700	c.26,000 (projected @50%, actual after Q2 is 33%)

## 2.3 Other commercial assumptions

Detailed analysis of future trading income is included in Section 7.2 below.

### Shop

The museum shop will continue to be run in-house. Some small-scale improvements were made in 2019/20, with significant improvements to be made following *Project Tullie* developments. These will include better positioning, presentation, visibility and sightlines, combined with secondary outlets throughout the building and commercial stock based on aspects of the museum's collections that will be revealed through *Project Tullie* (for example natural history and fine and decorative arts).

## **Café**

A third-party operator currently runs the Museum's café (see 7.2.2). The café recently benefited from a light-touch makeover and will continue to be run by an independent operator.

During the development phase we will be looking at options for the catering operation with a focus on how it can be improved, tailored to our audience's requirements and deliver a greater financial contribution.

## **2.4 VAT**

Tullie House is VAT registered and has opted out of the Cultural Exemption Scheme.

VAT is charged on all admissions, ticketed activities, trading activities and service agreements with the Local Authority. As a result, all VAT incurred on expenditure is recovered. While we expect this position to be maintained during and beyond the capital project as there are no proposed changes to the fundamental principles of our business model (i.e., we will still charge for admissions and continue to opt out of Cultural Exemption), we have commissioned a review of our VAT position, which may result in a very small percentage of irrecoverable VAT becoming due to reflect our education work.

# **3. Context: Governance and Staffing**

## **3.1 Governance and management**

In 2011 Carlisle City Council transferred the management of Tullie House to a new charitable trust – Tullie House Museum and Art Gallery Trust. At the same time the employment contracts of Tullie House staff were transferred from the City Council to the Trust. The Trust was incorporated on 17 March 2011. It became a registered charity on 3 August 2011 (charity registration number 1143235). The charity's object is, "to advance the education of the public, including an understanding and appreciation of the arts, sciences and history".

The charity has a subsidiary trading company, Tullie House Museum and Art Gallery Trust (Trading) Limited, a private limited company that was incorporated on 19 July 2011 (company registration number 07710513). All receipts from trading (excluding admissions) are received by the trading company and any profits are gift-aided back to the museum.

The Trust operates and manages Tullie House Museum and Art Gallery – its buildings and collections – on behalf of the City Council.

The City Council continues to provide core funding to the Trust, in the form of annual grants, which are agreed based on a rolling three-year business plan prepared by the Trust. A series of 30-year legal agreements commencing in 2011 underpins key aspects of the operational and contractual relationship between the Trust and the City Council.

The Board of Trustees is comprised of between 6 and 13 members (currently 12), including two appointed by Carlisle City Council, and the Director of Tullie House. The Trustees agree the Trust's business strategy, business plans and key museological and administrative policies. They also agree financial and risk management policies and review performance. There are three board committees:

an Audit and Risk Committee comprising four Trustees which oversees financial risk and controls, and which monitors the Arts Council NPO programme; a Development Committee comprising six Trustees which is examining new methods of raising income and donations, and a Remuneration and Nominations Committee comprising three Trustees which reviews the Trust Director's pay and performance and makes recommendations on new Trustee appointments. In April 2021 a new Community Board was created to ensure that the voice of the community is heard and can influence the direction of the organisation. To ensure effective communication and appropriate status, the Chair of the Community Board sits on the Trust Board and one of the trustees has a seat on the Community Board.

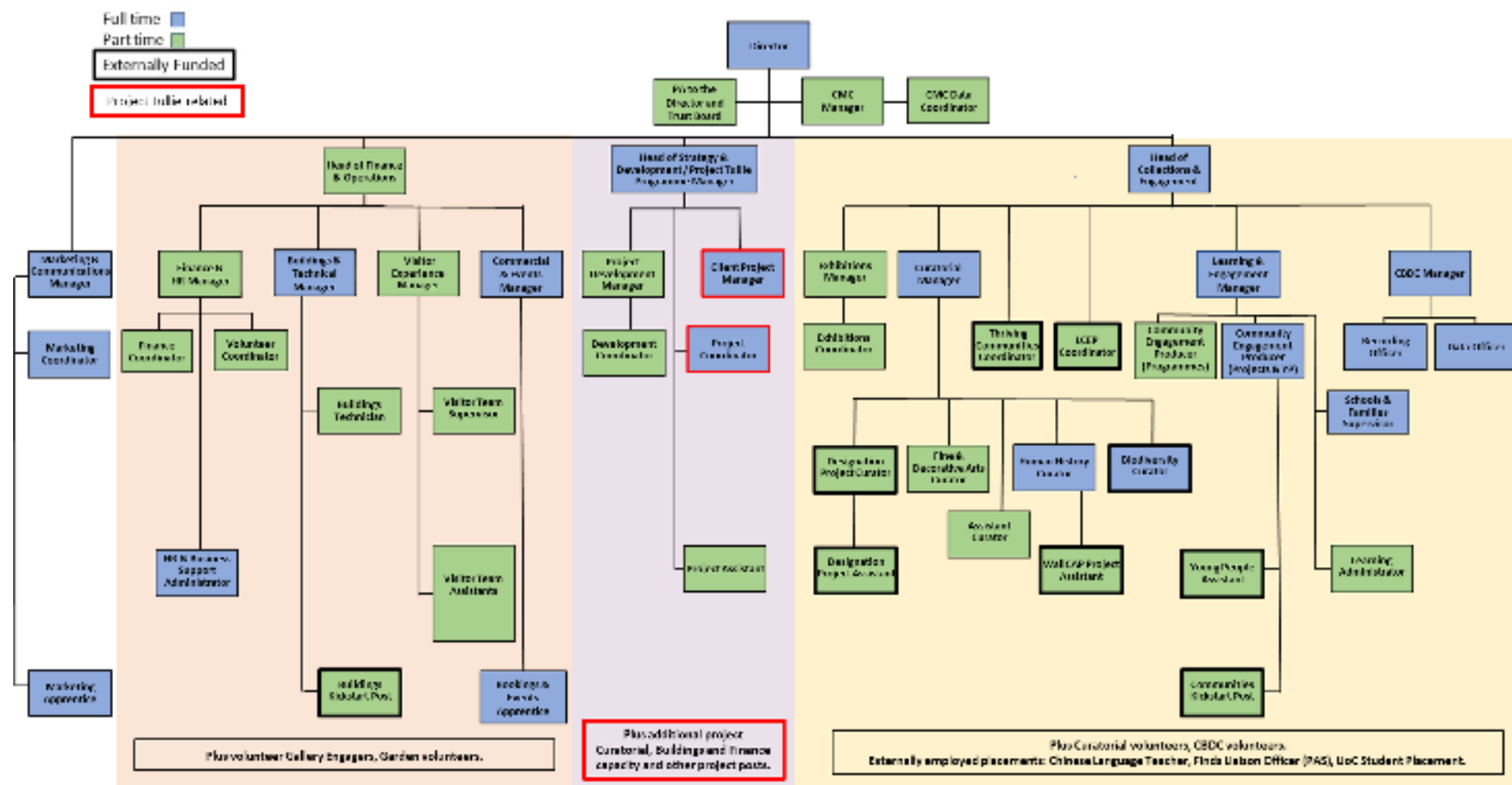
### **3.2 Staff structure**

There are currently 49 full- and part-time staff at Tullie House, with an FTE of 37.2.

Volunteers play an important role in supporting the staff team, with a total of 71 volunteers in 2021. details of volunteering at Tullie House are discussed in Section 8 below.

The following chart shows the current management structure at the Museum:





Following significant budget reductions in local government spending since 2010 (a reduction of more than £700,000 per annum imposed or planned on Tullie House over recent years) there are several areas of work in which the Museum needs additional capacity:

- Fundraising: lack of dedicated permanent staff resource impacts on the ability of the Tullie House to fully exploit philanthropic income and maximise external funding opportunities.
- Digital: lack of dedicated capacity and expertise affects ability to innovate and reach new audiences, particularly those from priority segments with a lower propensity to engage with culture.
- Curatorial and Learning: especially linked to the development of *Project Tullie*
- Resource Management: especially with finance in light of the capital programme, ACE NPO management and complex grant awards
- Volunteer Management: The Museum now has a part-time Volunteer Coordinator but will need more capacity in future as volunteer numbers increase.

The nature of the Tullie House estate means that staff are housed in small offices in different locations within the museum. Many of the spaces are not fit-for-purpose and the working environment inhibits rather than facilitates cross-team collaboration.

### **3.3 Project Tullie: Governance and Project Management**

Trustees have delegated responsibility for project delivery to the Project Executive, led by Museum Director, Andrew Mackay. The Project Executive has created a Project Board, led by a Trustee and which has guided the project through Feasibility and Briefing Stage. The Project Board currently meets quarterly two weeks before full Trust Board meetings, in order to provide thorough governance of the Project. There is also a Project Steering Group, which meets quarterly (as a minimum) open to all Trustees.

In addition, the Community Board's role is to provide guidance on the project from a community perspective. It is also intended that this board will provide a stepping stone for some members to become a future Trustees of the Museum.

The Director will lead an internal Executive Project Team consisting of:

- Head of Strategy and Development (and Programme Manager for Project Tullie)
- Project Development Manager
- Client Project Manager (new post to be recruited at the start of the development phase), responsible for liaison with the design team and other consultants
- Head of Finance & Operations
- Head of Collections & Engagement
- Project Tullie Lead Curator (all existing posts)
- Other staff and consultants as required

This team will meet fortnightly throughout the Development and Delivery Phases of the project.

The team will work with several external consultants, appointed via competitive tender, to complete specific elements of the Development Phase:

- Project Manager

- Conservation Management Plan consultant
- Activity Plan and Evaluation consultant
- Business Plan consultant

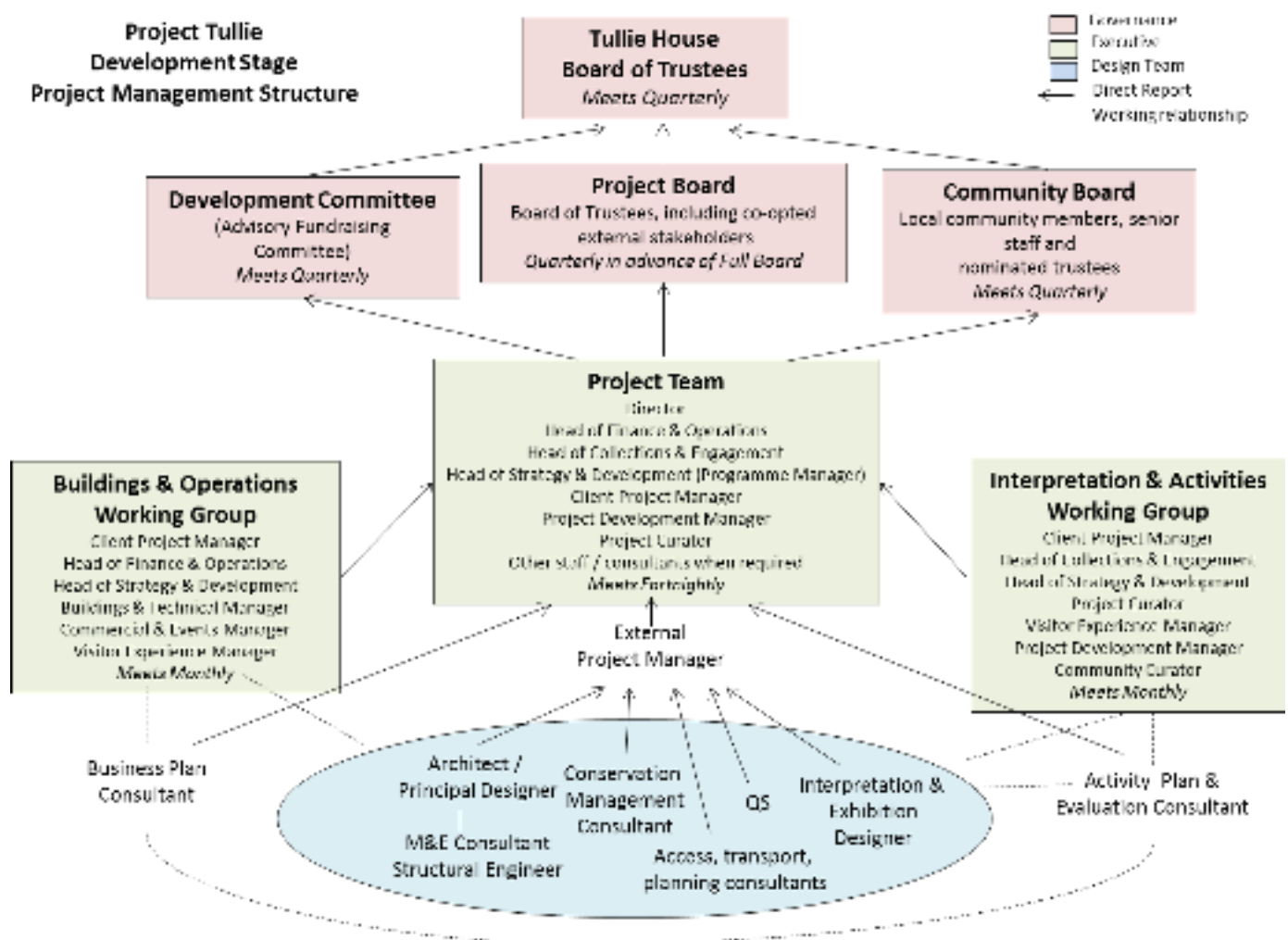
We will appoint a Design Team through an OJEU process, to be led by the Project Manager and comprising architects, interpretation and exhibition planners / designers, structural and services engineers and QS. The Design Team will be responsible for developing the building, interpretation and permanent exhibition plans and designs throughout the development and delivery phase. The Project Manager and Design Team, together with our Client Project Manager, will lead on our planning submission.

Design Team representatives will attend the Executive Project Team and Project Board meetings when required.

The Client Project Manager will be responsible for the Management and Maintenance plan for our non-collection assets.

Two staff working groups focusing on Buildings & Operations and Interpretation & Activities will feed into the project team.

The following diagram illustrates the Project Tullie Governance and Project Management structure:



## 4. Context: Local and National Policy

Over the coming years Tullie House and *Project Tullie* will contribute to a wide range of local, regional and national strategic objectives held by local and national government:

### 4.1 Carlisle City Council, Carlisle Plan 2015-18 (2015)

The City Council's vision, as set out in the Carlisle Plan, is to:

*"Improve the health, wellbeing and economic prosperity of the people of Carlisle"*

The second of the five priorities in the Plan are to:

*"Further development of sports, arts and cultural facilities to support the health and wellbeing of our residents"*

The Plan describes how,

*"This will help to make Carlisle an attractive prospect to investors and new residents. We are committed to supporting the city centre and visitor economy through our vibrant events programme and promoting the city's culture and heritage."*<sup>4</sup>

### 4.2 Carlisle City Council, Carlisle District Local Plan 2015-30 (2015)

The Local Plan's vision for Carlisle District in 2030 is for a place that,

*"People are attracted to visit, live, work, invest and importantly remain... a key driver of which is the setting of the historic City."*<sup>5</sup>

Project Tullie will deliver against several the Local Plan's Strategic Objectives:

**Economy:**

*Measures to enhance [Carlisle's] role as a sub-regional...cultural destination.*<sup>6</sup>

**Historic Environment:**

*To conserve, enhance and promote Carlisle's heritage and important historic landscapes whilst ensuring that development proposals respect and enhance Carlisle's historic assets.*<sup>7</sup>

Tullie House will also play a significant role in delivering two of the policies outlined in the Local Plan:

**Policy SP 7 - Valuing our Heritage and Cultural Identity**

*Opportunities will also be pursued, to aid the promotion, enjoyment, understanding and interpretation of both heritage and cultural assets, as a means of maximising wider public benefits and in reinforcing Carlisle's distinct identity.*

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<sup>4</sup> Carlisle Plan 2015-18, p4

<sup>5</sup> Carlisle Plan 2015-18, p2

<sup>6</sup> Carlisle Plan 2015-18, p12

<sup>7</sup> Carlisle Plan 2015-18, p14

This policy recognises that, *“Key elements which contribute to the distinct identity of Carlisle District, and which will therefore be a priority for safeguarding and enhancing into the future, include key cultural assets encompassing parklands, landscapes, museums, art galleries, public art, local food and drink and local customs and traditions”*

In addition, the Council will, *“promote heritage-led regeneration including in relation to development opportunities in the City Centre;”*

***Economic Policy EC9 - Supporting Arts, Culture, Tourism and Leisure Development***

*The tourism, arts, cultural and leisure sectors are vitally important to Carlisle as generators of economic prosperity, employment and enjoyment. It is essential that the potential of these sectors is promoted and supported to ensure the continued growth of the economy and cultural horizons of the district” (Economic Policy EC9).<sup>8</sup>*

### **4.3 Carlisle Culture: Strategic Framework for Culture**

Tullie House is a founding member of Carlisle Culture. The organisation’s Strategic Framework for Culture, launched in May 2020, sees Tullie House align with the city’s ambitions for cultural development.

### **4.4 Carlisle Town Investment Plan**

Complementary to the Carlisle Culture Framework is the Town Investment Plan, produced by the Town Deal Board. The Destination City strand of the plan focuses on the potential of the city’s rich heritage and specifically focuses on the development of the museum via *Project Tullie*, as Project 3:

*“The welcome & entrance to Tullie House Museum: Part of a wider £17m programme of improvements at Tullie House Museum, this project will better connect the Museum to the surrounding streetscape, increasing its visibility by providing a clear and contemporary point of arrival for visitors.*

*Delivering on our strategy:*

- *Destination City - Transforming one of the city’s key cultural assets, improving the visitor offer and attracting additional tourists and spending.*
- *Vibrant City - Boosting footfall and spending by attracting more visitors into the heart of the city.*
- *Growing City - Supporting a growing visitor economy, creating new jobs for local people, and making the city a more attractive place to live and work.”<sup>9</sup>*

### **4.5 The Borderlands Inclusive Growth Deal**

The ‘Borderlands Initiative’ was established in 2013 to facilitate co-operation across the Scotland-England border in recognition of the interrelationship (economically and socially) between these areas. The Initiative was jointly created by Carlisle City Council, Cumbria County Council, Dumfries and Galloway Council, Northumberland County Council and Scottish Borders Council in order to exploit and develop mutual economic and social links, and to develop a common ‘voice’ to influence the UK and Scottish Governments.

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<sup>8</sup> Economic Policy EC9 supporting Arts Culture, Tourism and Leisure Development

<sup>9</sup> [https://www.carlisle.gov.uk/Portals/29/Docs/town\\_investment\\_plan\\_June\\_2021%20FINAL.pdf](https://www.carlisle.gov.uk/Portals/29/Docs/town_investment_plan_June_2021%20FINAL.pdf), p28

The 'Borderlands Inclusive Growth Deal' will attract investment into the area, involving the development of projects to be presented to both the UK and Scottish Governments in a bid for capital funding.

Carlisle is a key point in the Borderlands narrative – the region's only City and at the crossroads of two of the identified growth corridors: the Western Borderlands Corridor and the Southern Borderlands Corridor.

#### ***Borderlands Inclusive Growth Proposition (2018)***

The Borderlands Inclusive Growth Proposition includes the desire to create, an agile platform upon which to diversify the region's economic bases including tourism and learning.<sup>10</sup>

One of the Proposition's five key strategic themes is:

*"Investing in both our people and places to build on the traditional strengths of our towns and the Historic City of Carlisle, connecting the heritage of our proud, if at times controversial, past - symbolised by physical structures such as the Citadel and Hadrian's Wall, with an agile and flexible future making the most of cross-border collaborations."*<sup>11</sup>

#### **4.6 Cumbria Local Enterprise Partnership, The Four-Pronged Attack: Cumbria Strategic Economic Plan 2014-2024**

Cumbria's strategic economic priorities are identified in Cumbria's Strategic Economic Plan (SEP)<sup>12</sup>. One of the LEP's priorities is, *"A vibrant rural and visitor economy "*

There is cross over between the SEP and the newly produced Local Industrial Strategy for Cumbria (LIS). The LIS, published in 2019, identifies a 10-year vision for the county. This vision includes the need to continue the '...role of Cumbria as a place to visit supporting a thriving tourism industry, which in turn supports the cultural and other assets our residents can benefit from.' The LIS identifies 'assets' and within its subthemes specific priorities which will deliver 'productivity and earning power'. Under Environmental Assets culture is closely connected with natural capital: 'We have a strong cultural offer closely linked to and inspired by our world class landscape'. Whilst within the 'Places' subtheme, Priority 2 links economic growth to young people and culture: 'Research carried out by the LEP, and others has shown that young people are particularly interested in the cultural offer...' This is further recognised in the LIS action schedule: 'Improving the cultural and creative offer for residents and visitors - including cultural facilities, activities and festivals (building on the potential Cultural Strategy for Cumbria) and better joined up promotion.'

The LEP, in conjunction with Cumbria County Council, has published a strategy to develop the Cultural and Creative Sector in the County. The strategy has been developed following significant consultation with a wide a range of businesses and organisations in the creative industries and art and cultural sector. The strategy promotes Cumbria as *'England's Natural Capital of Culture and Creativity'* based on a thriving creative and cultural offer in an amazing landscape. It has

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<sup>10</sup> Borderlands Proposition, September 2017, p1

<sup>11</sup> Borderlands Proposition, September 2017, p2

<sup>12</sup> Cumbria Local Enterprise Partnership, *The Four-Pronged Attack: Cumbria Strategic Economic Plan 2014-2024*, 2014

been designed to promote and develop the existing exceptional arts and cultural offer and to encourage further growth in the creative industries. The strategy has been developed in consultation with all partners and has widespread support in its ambition and strategic priorities. Tullie House is identified as being a major strategic asset in helping grow the Cumbria economy with *Project Tullie* highlighted as a 'case study' on page 28.

#### **4.7 Cumbria County Council**

Cumbria County Council recognises the value that culture plays in the economy and in the health and wellbeing of the community. In addition to incorporating arts & culture into the draft Public Health Policy, the County has been instrumental (via leadership and funding) in setting up the Cumbria Arts and Culture Network, now a sector led voluntary organisation that seeks to advocate on behalf of the county's vibrant and resourceful cultural economy and support its development. The Network's mission is to work together to deliver a diverse, innovative, resilient and high-quality cultural offer in Cumbria, supporting economic development and wellbeing through high levels of participation, engagement and social inclusion.

Tullie House is not only a founding member of the Network it is also a member of the Steering Group.

#### **4.8 University of Cumbria**

Tullie House has a Memorandum of Understanding with the University of Cumbria and works collaboratively on a range of projects covering arts, history, creative writing, teaching, zoology, conservation and tourism. The University's Strategic Plan 2017-2020 (updated in 2021) entitled *Enriching People Through Place* aims to '...create spaces where our students want to spend time and enhance partner environments. We'll improve connections with off-campus learners, and to the culture that's already thriving in each location, looking beyond our campuses to link our students with the rich array of arts, culture and adventure on offer...'

The Vice Chancellor of the University is a Trustee of Tullie House and Chair of the Audit & Risk Committee. This, together with the ongoing programme and development work, ensures that the University of Cumbria is a key partner in the planning and delivery of *Project Tullie*.

#### **4.9 Northern Powerhouse**

The Northern Powerhouse strategy aims to address regional inequalities in the United Kingdom, particularly focusing on the historical lag in productivity in the North of England. The Northern Powerhouse is orientated towards improving infrastructure between cities and towns in the North, fostering entrepreneurship, and building on the strengths of its economies to improve its economic potential.

Cities such as Carlisle are identified as key enabling economies with complementary strengths that can contribute to the Northern Powerhouse agenda, including Carlisle with its sectoral strengths in tourism, retail, logistics and its good road and rail links.

*Project Tullie* forms part of this agenda as a key asset for developing tourism in the city and region. A Northern Powerhouse Culture group has been established, of which Tullie House is a member.

#### **4.10 Arts Council England: *Let's Create***

Developing and renewing Tullie House, its programmes and its organisation will make a significant contribution to the Arts Council's new strategy for 2020-2030 and its ambition to produce 'a country transformed by culture, which bringing us together, makes us happier and healthier, and to excite, inspire, delight and enrich our lives.'

Through its work as a National Portfolio Organisation (NPO) as the lead partner of the Cumbria Museum Consortium (CMC), Tullie House will deliver against all four of the *Let's Create* Investment Principles:

- Ambition & Quality
- Dynamism
- Environmental Responsibility
- Inclusivity & Relevance

A new NPO Business Plan for the CMC will ensure that *Let's Create* dovetails with everything outlined in this Business Plan and that of *Project Tullie* to ensure seamless delivery, efficiency and read across.



## 5. SWOT

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>– Strong footfall</li> <li>– Collections, particularly Natural Sciences (Designated) and Hadrian's Wall archaeology (UNESCO branded)</li> <li>– Council supportive of the museum</li> <li>– TH role on Cumbria LEP Creative &amp; Cultural Panel, County Council Arts &amp; Culture Network and Carlisle Culture</li> <li>– Culture embedded in public health agenda via TH lead of Thriving Communities programme</li> <li>– Manifesto sets clear intent around co-creation, diversity and income generation</li> <li>– County repository for archaeology</li> <li>– CBDC – biological data centre embedded within TH</li> <li>– A dynamic, relevant and responsive Collections Development Policy</li> <li>– Learning programme strong (but facilities inadequate), success of Young People programme is important for ACE</li> <li>– Partnership working – Cumbria Museum Consortium, University, British Museum, Prism Arts, Borderlines, CAS, China etc.</li> <li>– Strong stakeholder support for <i>Project Tullie</i></li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>– Brand – still considered part of Local Authority / not a charity</li> <li>– Paywall still an issue for some</li> <li>– Lack of awareness among visitors of the full range of activities of the museum</li> <li>– 'Not for me' attitude amongst a part of the local population</li> <li>– Carlisle not necessarily perceived as a city of culture</li> <li>– Staff capacity</li> <li>– Current displays are in one continuous story-led gallery therefore incremental / small scale improvements difficult</li> <li>– Current galleries don't make it easy to add collections due to way they are planned / themed</li> <li>– Collections storage poor and in the wrong places</li> <li>– Quality of catering</li> <li>– Still developing role of volunteers</li> <li>– Office space an issue</li> <li>– Small membership scheme</li> <li>– Learning facilities inadequate / capping income opportunities. Income covers direct but not staff costs</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>– Footfall conversion</li> <li>– Crosby Garret effect (2011) showed it is possible to generate interest and funding (£2m raised)</li> <li>– Creating a brand for Carlisle as a great place to live/stay</li> <li>– Opportunity around Borderlands – funding and Tullie House brand development</li> <li>– Getting more on display (as demonstrated by the success of the Costume Gallery as Phase 1 of <i>Project Tullie</i>)</li> <li>– Newly Designated Natural Science collection</li> <li>– Developing stories / engaging communities</li> <li>– Make the Carlisle-ness of the Museum more visible</li> <li>– Opportunities to develop catering</li> <li>– Retail only breaks even – opportunities to improve</li> <li>– Volunteering still a big opportunity</li> <li>– World heritage site / UNESCO brand development</li> <li>– Art School heritage concept represents a strong opportunity</li> <li>– Further expansion of the Patron Scheme</li> <li>– Carlisle Culture strategic approach to developing investment in city</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>– Management fee reduction from City Council</li> <li>– <i>Project Tullie</i> programme slippage</li> <li>– <i>Project Tullie</i> match funding packages do not align</li> <li>– Local Government review – Carlisle City Council to be abolished in 2022, with new Northwest Cumbria authority yet to declare its strategic priorities</li> <li>– Staff burnout due to lack of resources / need to be consistently focused on securing external funding</li> <li>– Staff succession issues</li> <li>– Staff capacity</li> <li>– Losing ACE NPO status when reviewed in 2023</li> </ul>

## 6. Programme overview

This section provides an overview of how our main programme activity will develop over the next five years in pursuit of our aims and objectives.

### 6.1 Project Tullie capital development programme

#### 6.1.1 Summary of the Project Tullie Masterplan

In summer 2018, following the award of a Resilient Heritage Grant by the Heritage Lottery Fund (now National Lottery Heritage Fund (NLHF)), Tullie House appointed a consultant team comprising of Carmody Groarke (architects) and Counterculture (business planning) to work with staff and trustees on the development of the *Project Tullie* Masterplan.

The masterplan, developed and costed to RIBA Stage 1+, was completed in July 2019. The masterplan developed a brief for the long-term development of the Museum and its estate:

- Foregrounding the *Tullie House Manifesto* vision and developing a clear brand
- Building audiences and improving the visitor experience
- Enabling more community and learning activity
- Developing commercial income: Tullie House as a destination
- Unlocking the estate: circulation, visibility
- Revealing historic collections
- Revealing historic buildings and interiors
- Sustainable and resilient staffing to match the ambitions of the Manifesto

A comprehensive series of interventions is proposed in the masterplan to address:

- Collections displays and interpretation
- Visitor experience
- Circulation and access
- Commercial facilities
- Learning and community facilities
- Collections management and storage
- Staff accommodation and facilities
- Signage and way finding, relationship with the surrounding urban fabric and townscape

The masterplan acknowledges that a phased approach is required to address these improvements due to the collective cost of the proposals.

### **6.1.2 Summary of Phase 1: *The Costume Collection at Tullie House (complete)***

In 2021 the Museum delivered a new permanent display of its costume and textile collection in two Victorian galleries that were 'lost' in the 1990s. Despite having an outstanding collection, the Museum has never had a permanent costume gallery. The galleries were restored to reveal the architectural heritage and improve environmental conditions to exhibit fully conserved nationally important collections with deep local roots, making accessible for the first time a truly inspiring assemblage of decorative art history.

The new galleries feature innovative lighting, high specification display cases, transparent mannequins and a digital artwork to create a unique and innovative visitor experience.

The Costume Collection at Tullie House was generously supported by funding from the Cumbria Local Enterprise Partnership and the Northern Powerhouse, the DCMS/Wolfson Museums and Galleries Improvement Fund and the Garfield Weston Foundation.

### **6.1.3 Summary of Phase 2: *The Museum core***

Phase 2 of *Project Tullie* delivers a wide range of physical improvements to address the museum core circulation and visitor welcome, entrance and facilities, which will deliver connectivity across the site and increased space for collections display.

#### **Summary of second phase outputs:**

- Improved entrance with single main entrance/exit
- Remodelled central welcome area with enhanced visibility of collections and adjacent renewed retail offer
- Refurbished and improved catering and events space
- Ground floor collections store to be restored to public gallery space
- New build 'Garden Gallery' to provide vertical circulation at ground and first floor level along with new Gallery space and a lift for people and artworks. Access to 'Secret Garden' to the north of the museum also provided.
- Refurbishment of 1990s galleries on the first floor
- Restoration of 'hidden' 1893 art gallery on the first floor

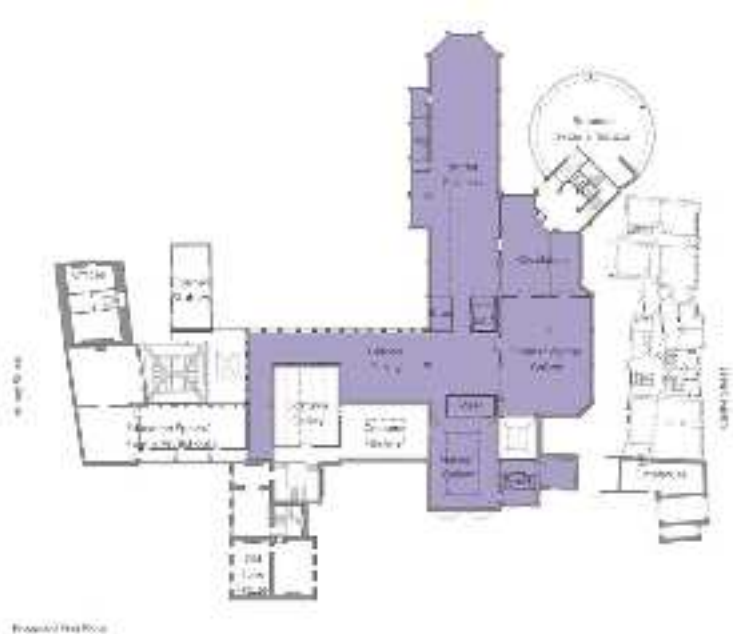
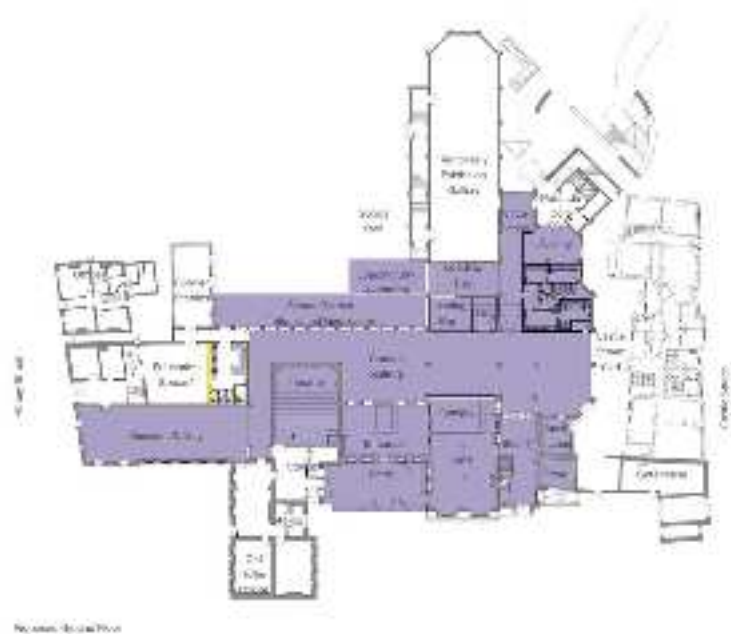
### **6.1.4 Summary of Phase 3: *The Art School***

Phase 3 of *Project Tullie* delivers a wide range of physical improvements and organisational, visitor and programme outcomes:

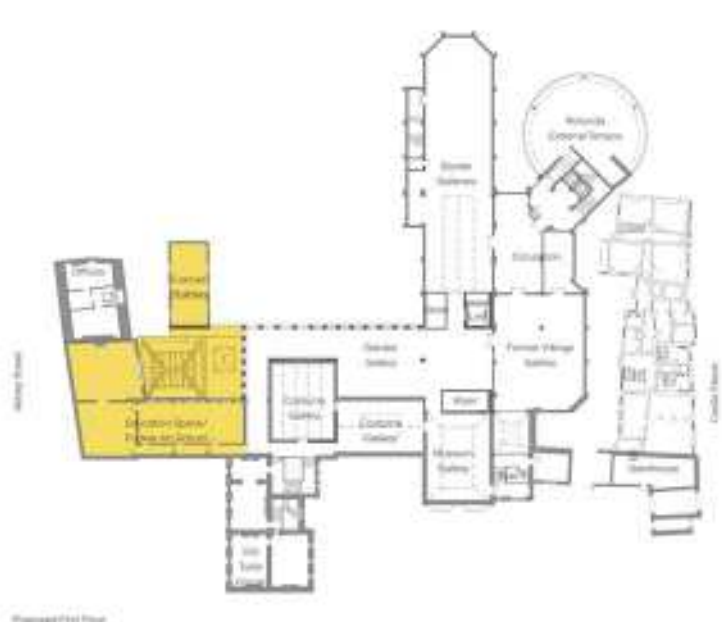
#### **Summary of third phase outputs:**

- Restoration of 'hidden' art school on the first floor
- New fit for purpose accessible blended learning, community and gallery spaces
- Renovation of historic Stable Block to create activity space and increased access to the 'Secret Garden' to further unlock the estate.
- Improved collections storage facilities and collections management
- New interpretation of the galleries and increased collections on display / access to heritage

It is our ambition the work towards the delivery of Phases 2 and 3, as outlined below, in the period of this business plan.



*Image: Phase 2 development (Museum core)*



*Image: Phase 3 development (The Art School / West Wing)*

### 6.1.5 Cost

The estimated cost of Phase 2 and Phase 3 of *Project Tullie* is £27.5m (RIBA 1 cost estimate) with a Phase 2 cost of £21.4m and a Phase 3 cost of £6.1m. A detailed cost plan is included in the masterplan and was reviewed and updated in May 2021.

Details of confirmed and applied for funding relating to both phases is included in Section 5.1.9 below.

A summary of the expected spend profile is included in Section 8.7 of this Business Plan.

### 6.1.6 Programme

A top-level programme for Phase 2 and Phase 3 is as follows:

Phase 2	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26
Development & Fundraising						
Contracts and Mobilisation						
Construction						
Phase 2 Completed						

Phase 3	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26
Development & Fundraising						
Contracts and Mobilisation						
Construction						
Phase 3 Completed						

### 6.1.7 Outcomes

The Project Tullie capital development programme delivers a range of outcomes against Tullie House's Strategic Objectives.

	Tullie House Objective	Project Tullie Outcome
Objective 1	Develop an organisational focus on generating greater earned income (including catering, retail and admissions)	Significant improvement in visitor experience and facilities, increasing visitor numbers and spend
Objective 4	Actively increase income from trusts, foundations, individuals and corporates	Improvement in the range and quality of activities, providing more fundable opportunities
Objective 5	Focus on developing greater engagement with the Carlisle community	Improved visitor experience and facilities; improved education and community spaces; increased opportunities for co-curation and creative engagement; new opportunities for volunteering.

Objective 6	Continue to work with the least engaged groups within Carlisle and the surrounding area	Increased capacity for engagement activities, newly relevant displays and exhibitions.
Objective 7	Strengthening our Borderlands offer so that our collections can help people better understand our unique region, Hadrian's Wall and significance of Carlisle as a destination city	Engaging the community to help redisplay the collections, display of more relevant collections and tell inspiring stories

### 6.1.8 Relationship to the financial projections in this plan

The capital cost of the works is excluded from the revenue aspect of this business plan and included as 'below the line' income and expenditure to illustrate when the work is likely to take place.

This approach means that the income and expenditure projections of the Trust can be read from year-to-year on a like-for-like basis without the distortion that would be caused by large capital income and expenditure items.

Investment in Project Tullie will be capitalised on the accounts of the Trust as "leasehold improvements" and depreciated over the period of the lease.

### 6.1.9 Capital funding

#### Phase 2: Towns Fund, DCMS and Levelling Up

Initial funding of £2,918,000 towards Phase 2 was secured in 2021 from the Government's Towns Fund (£918,000) and from DCMS/ACE (£2,000,000)

A funding application for Phase 2 was submitted to the Levelling Up Fund (LUF) in June 2021, requesting a contribution of £17.1m towards Phase 2 of the capital development.

Should the LUF bid be successful, Carlisle City Council has committed to make a 10% capital contribution towards the LUF Project Tullie, capped at £1.5million.

#### Phase 3: National Lottery Heritage Fund (NLHF)

The Museum will apply for funding to the National Lottery Heritage Fund in August 2021 towards Phase 3.

Should the NLHF bid be successful, this would leave a balance of £1,900,000 to secure on Phase 3 from Trusts & Foundations and the Borderlands Growth Deal

### Phases 2 and 3: Carlisle City Council

Carlisle City Council as owners of the collections and the building have confirmed a commitment of £1.5m capital contribution towards *Project Tullie*. They have also made a significant Levelling Up Fund application to MHCLG on behalf of the Trust. This support is vital to our success with our NLHF bid as it demonstrates the Council's support for the wider economic and social benefits to Carlisle that *Project Tullie* will bring.

This level of support will ensure that *Project Tullie* maintains momentum and that the long -term future of the Museum is secured. Without this investment, survival in the short term will preface continued financial challenges in the years to come and will be a significant opportunity lost.

## 6.2 Exhibitions and displays

### 6.2.1 Summary of aims of exhibitions programme

As part of the *Project Tullie* masterplan, a new exhibitions strategy will be produced in 2021/22. At present, the Museum's very successful temporary exhibitions are programmed based on nine interlocking principles:

1. targeted at our recognised audiences (families, young people, over 50s, digital audiences)
2. consider the Creative Case for Diversity and accessibility, and be ethically sound, consistent with the aims and objectives of the Trust's Manifesto
3. reflect the museum's collections (art, archaeology, social history and natural sciences) and / or the collecting themes (landscape, people, environment and collectors), or
4. as part of the museum's educational role illustrate areas of human endeavour / the natural world that cannot be easily seen in Cumbria (e.g., engineering, ethnography, science, technology and medicine) or,
5. consider income generating opportunities. Income generation should not be the key driver but should be a high priority
6. be produced to a high quality, reflecting the vision of the Trust and the standing of Tullie House as a nationally important, regional museum

Exhibitions can...

7. occasionally be challenging. The museum has a key responsibility within its constituency to be educational, to raise awareness and to stretch people's imaginations and understanding
8. occasionally be research driven using information from our own collections or from partner organisations
9. focus on individual artists or makers, or be group exhibitions

### 6.2.2 Summary of the temporary exhibitions programme 2020-2023

The Temporary Exhibitions Programme for calendar year 2021 and 2022 is included as Appendix III.

### 6.2.3 Plans for improvements to the permanent displays

#### 6.2.3.1 *The Costume Collection at Tullie House (previously 'Dressed to Impress')*

Opening in July 2021 the Museum opened two interlocking permanent galleries dedicated to displaying the regionally significant costume and textile collection. This project forms Phase 1 of *Project Tullie* and involves the complete refurbishment of Victorian galleries that were 'lost' in the 1990s. Despite having an outstanding collection, the Museum has never had a permanent costume gallery. The restored galleries display over 30 fully conserved dresses with deep local roots, in an accessible and dramatic assemblage – the first time the Museum has been able to show a truly inspiring and regionally important collection.

The new galleries have been designed to illustrate the approach to be taken with *Project Tullie* – not only exposing the impressive Victorian architecture but also featuring innovative lighting, high specification display cases, transparent mannequins and a digital artwork to create a unique and innovative visitor experience.

The DCMS/Wolfson Museum and Galleries Improvement Fund, the Garfield Weston Foundation and the Cumbria Local Enterprise Partnership and the Northern Powerhouse have contributed to the project.

### **6.2.3.2 Archaeology Gallery**

In 2021, thanks to a partnership with Newcastle University and with funding from the National Lottery Heritage Fund (NLHF), the museum will be redisplaying the Roman elements of the Border Gallery. The project, named WallCap, involves working with the local community to present stories about Hadrian's Wall led by some of the collections rarely seen by the public. This collaborative, co-curation approach will be used as a pilot for the way in which the museum intends to develop *Project Tullie*.

### **6.2.3.3 The Wildlife Dome**

Also, in 2021 the Museum's natural sciences collections will be redisplayed. This too will be part of the Museum's strategy to work with the community to help inform how best to tell stories, select specimens for display and then how best to interpret the collections chosen. The first step involves working with recognised groups as well as encouraging visitors to participate in the gallery (the current Wildlife Dome) through a series of interactive voting and engagement methods. The gallery will be changed according to community preference.

## **6.2.4 Audience development ambitions**

### **6.2.4.1 Temporary Exhibitions**

Temporary exhibitions are a key driver for ticketed admissions, with higher paying visitor numbers for particular exhibitions driving up annual results. Appendix III outlines the Temporary Exhibitions Programme, and the target visitor numbers for calendar years 2021 and 2022. These are regularly reviewed by the museum's Programme Executive Group along with the target visitor numbers.

### **6.2.4.2 The Costume Collection at Tullie House; new costume and textile gallery at Tullie House**

Temporary exhibitions featuring costume and textiles consistently attract large visitor numbers and have resulted in the demand for greater access to these important collections. Work with students from the University of Cumbria's Institute of the Arts, a costume volunteer programme and a community textile group have emphasised the need to 'reveal more' and make the collection more accessible to all.

Pre-C-19, we anticipated that, with appropriate marketing, the new costume gallery could contribute to attracting c.47,000 ticketed visitor numbers in the first year after completion. However due to the pandemic, these projections have been revised down in the light of the slow return of visitor numbers.

### **6.2.4.3 Project Tullie: Gallery developments and Interpretation approach**

Developing new and increased audiences is a key deliverable of *Project Tullie*. The *Project Tullie* Masterplan includes an interpretation proposal and a matrix of target audience segments with a rationale for how the revised galleries will appeal to these diverse audience groups.

Further development to the interpretation approach and visitor experience has been undertaken across June – August 2021. This work strengthens and further embeds the Manifesto into our developing strategy.

A number of visitor number scenarios have been tested in our business planning work; in our primary scenario we expect that the Museum could attract c.100,000 ticketed visitors per year following the delivery of Phase 2 of *Project Tullie*.



### 6.3 Learning and community

The Museum's Learning & Engagement Team has won awards for its service, including the Sandford Award for Excellence in Heritage Education (2013 and 2018) and the prestigious *Kids in Museums Family Friendly Award*, sponsored by the *Daily Telegraph* (2015).

Tullie House offers a range of learning and community activities aimed at specified audience groups and segments, including:

- Workshops and activities in the museum for visiting school groups.
- School membership scheme including loan boxes, school assemblies and discounted museum workshops.
- Family programme in the Museum including holiday crafts, Tuesday Tales (U5s), a popular programme of Toddler sessions, Interactive trails and Special Events.
- Programme for children and young people including, Tullie Time Travellers (8-13) and the monthly Youth Panel (14-21).
- Ongoing participation in the NLHF Kick the Dust NW project 'Hope Streets', aimed at transforming youth engagement with the museum sector over 5 years
- Programme for vulnerable adults including adults with mental ill health, adults with disabilities and adults with dementia, including participation in the national Thriving Communities social prescribing programme (TH is lead of the Carlisle Partnership)

The Museum's Cumbria Biodiversity Data Centre (CBDC) also provides a range of community engagement opportunities for specialists and non-specialists alike, including:

- species identification training
- bug hunts and activities at public events
- equipment and room space to train new bryologists and lichenologists
- data for research and developing our knowledge of Cumbria's natural history.

2018 saw the launch of the *Secret Garden*, a community outdoor space for less-engaged communities to learn about gardening, nature and environmental benefits. There are partnerships with local organisations that run services for adults dealing with addiction issues, homeless people and offenders in rehabilitation. The museum uses its collections to start conversations and challenging discussions, in a safe environment, and help create a sense of pride in Carlisle for the people who live there.

The following table illustrates the ranges of programmes and audiences that are catered for, and the targets for participation in 2021-22 which are all Covid-19 recovery targets of 50% of 2019/20 numbers.

Programme strand	Audience Segments	Participation rates	Measures	Tullie House Strategic Objectives
Families	Local Cumbrian (Facebook Families, Dormitory Dependables, Trips and Treats),  Tourist (Trips & Treats)	4,241 attendances (50% of 2019/20 numbers of 8,428)	Engagement will be measured through either INCREASING numbers, BROADENING the range of participants or DEEPENING engagement.	<b>Objective 4:</b> Actively increase income from trusts, foundations, individuals and corporates  <b>Objective 5:</b> Focus on developing greater engagement with the Carlisle community  <b>Objective 6:</b> Continue to work with least engaged groups within Carlisle and the surrounding area  <b>Objective 8:</b> Develop international audiences from China or with communities interested in Chinese culture
Young People	Marketed via specific groups, networks and through referrals	321 attendances (50% of 2019/20 numbers of 642)	BROADEN range and DEEPEN engagement	
Communities	Marketed via specific groups, networks and through referrals	450 attendances from vulnerable adults / adults with protected characteristics (50% of 2019/20 numbers of 900)	BROADEN range of participants and DEEPEN engagement through increased curatorial involvement	
Local Adults	Kaleidoscope Creativity, Homes & Heritage, Dormitory Dependables	No target for this year – programme is heavily determined by local Covid restrictions.		
Schools	All schools sessions targeted via print and digital marketing	7,341 pupils participating (50% of 2019/20 numbers of 14,682)	INCREASING pupil numbers and BROADENING range of participating schools	
Chinese Engagement Programme	Kaleidoscope Creativity, local adults, local Chinese-British families	Minimum of 8 hours teaching per week (Confucius Institute Target)		

The detailed Learning Programme for 2021-22, follows this structure and is included as Appendix IV towards the end of this Business Plan.

## **6.4 Volunteering**

There are around 70 active volunteers at Tullie House at present managed by individual departmental staff under the guidance of the museum's Volunteer Policy. A new part-time post of Volunteer Coordinator was introduced in January 2020 to help embed volunteering more strategically across the museum's core activity. In addition, the post has been leading a recruitment drive for the new volunteer role of Gallery Engager, which was introduced in the museum's galleries in October 2020.

## **6.5 NLHF Activity Plan**

An element of the total cost of Phase 3 of Project Tullie includes an NLHF-funded activity plan that supports community and learning activities, volunteering, community governance and decision-making, related staff and equipment costs and audience development aspects of the project such as brand and digital development.

Currently proposed activities include:

- Tullie on Tour outreach programme
- Expansion of the Thriving Communities social prescribing programme
- Significantly enhanced engagement programmes for families, schools, young people and vulnerable adults
- Development of a 'Carlisle Curriculum' with the Carlisle Local Cultural Education Partnership
- Major new volunteering and work placement programme
- Local artists commissions
- Festival and events programme for local adults

This income and expenditure sit within the 'below the line' capital income and expenditure. During the development phase, this programme will be refined, and costs specified further. They will then be incorporated into the revenue model.

The summary outline Activity Plan, which was used to estimate activity costs in the Round 1 Application is included as Appendix 6 of this business plan.

## 6.6 Collections Care

The collections and buildings at Tullie House are owned by Carlisle City Council and are managed by Tullie House Museum and Art Gallery Trust.

The curatorial team (consisting of a Curatorial Manager, Fine Art Curator, Human History Curator, Biodiversity Curator (externally funded, fixed term), Designational Development Fund Curator & Curatorial Assistant (externally funded, fixed term) and an Assistant Curator carry out Collections Management duties. The team is responsible for the following:

- Managing the collections in the galleries and stores (including monitoring and upgrading as appropriate)
- Preventive conservation measures including quarantine for incoming material
- Appropriate marking of objects
- Research and documentation
- Condition checking new material and all loans
- Appropriate storage methods including the use of archival materials
- Storage and display cleaning programmes
- Pest management
- Appropriate movement, handling and display methods
- Installing exhibitions
- Delivering staff training on collections care/management
- Preparing collections care procedures and guidelines
- Disaster planning
- Managing the annual budget for collections care
- Arranging remedial examinations and treatment by approved conservators for objects usually destined for display or loan for exhibition
- Carrying out a broad collections level condition assessment used to implement the Collections Care Action Plan
- Regular inspections of the off-site store at Longtown and the Guildhall Museum
- Providing surrogate digital images of parts of the collections to use for handling purposes where appropriate
- Providing access and managing all research

The Museum has a *Collections Care and Conservation Action Plan* (2017-23). It is based on the Accreditation Guidance Notes for Collections Care, a structured Benchmarks Survey and PAS 197: 2009 for which we aim to meet Basic standards in 2017 and aspire to meet 'Good' or 'Best' standards over time as outlined in the Plan.

The resources identified in Section 8 of the Business Plan will be used to implement the objectives of this plan. The plan has recently been updated but requires the resources identified to fully complete and deliver the stated objectives.

## **6.7 Cumbria Biodiversity Data Centre (CBDC)**

CBDC was originally the Tullie House Natural History Bureau established in memory of an eminent Victorian Natural Historian and founder of Tullie House Museum and Art Gallery – Rev Hugh McPherson. Its purpose was to collect wildlife information from across Cumbria and for a wide range of plants and animals and share it for the benefit of the public and scientific research. It was the first organisation ever to collect such a range of taxonomic groups across a significant geographical range.

Around 10 years ago the Government encouraged local authorities with wildlife and environmental data to set up and develop local record centres. The Natural History Record Bureau fitted this remit and CBDC was established to provide data services for the local authorities in Cumbria.

In the following nine years CBDC attracted highly skilled staff who have continued to develop data services for local authorities and ecological consultants working in planning and development. In addition, these services have then been adapted to support local and national conservation organisations working in the county, e.g., Plantlife, Buglife, Cumbria Wildlife Trust. These new partnerships have been vital to generate income and allow CBDC to showcase its skills, knowledge and data. The result has been an increased profile for CBDC and a growing reputation as the place to go for Biodiversity Information in the county.

Recently CBDC has diversified and as a result has provided:

- species identification training
- bug hunts and activities at public events
- equipment and room space to train new bryologists and lichenologists
- data for research and developing our knowledge of Cumbria's natural history.

The Recent Designation of the Natural Sciences collection offers the opportunity to harness data and specimens to create a compelling and powerful nationally significant biodiversity story.

## 6.8 Estate Management

### 6.8.1 Recent Improvements

- *Garden Café*  
2019 saw a light-touch improvement to the café, with the aim of helping to improve performance by creating a more attractive environment in line with contemporary expectations.
- *Costume Gallery*  
The new costume galleries opened in July 2021.
- *General Maintenance and improvements*  
Phased lighting replacement in the galleries – moving to LED technology – started in late 2020.
- *BMS improvements*  
Carlisle City Council will be continuing their future proofing investment in the Museum's Building Management System by commissioning upgrades to ensure that this sophisticated but essential technology remains fit-for-purpose
- *Gallery improvements*  
A series of on-gallery visitor improvements commenced in 2018: new introductory graphics have been installed on the main Border Gallery staircase to aid orientation and to provide simpler navigation; *Origins* – an impressive redisplay of the museum's significant pre-history collection; and *Formations*, which uses the geology collections to tell the story of how the Cumbria landscape was created; *The Wildlife Dome* – a re-fresh of existing displays focussing on family consultation; and WallCAP – a redisplay of Roman material on the Border Gallery co-curated with community archaeology volunteers (opening September 2021)
- *Secret Garden*  
A small and tranquil space in the middle of the city, where youth and community groups have combined to create a home for nature and a place where vulnerable groups can explore nature in a safe environment
- *Activity Room / Learning base*  
The Museum has invested in its activity room by extending the footprint so that schools have more space to undertake many of the award-winning activities

### 6.8.2 Future Plans

- *Project Tullie*  
*Project Tullie* is the focus for a series of major improvements to the estate in the coming years, and therefore there are relatively few stand-alone improvement projects in the meantime.

## 7. Incoming resources

### 7.1 Admissions and membership

#### 7.1.1 Ticketed admissions

Tullie House has charged for admission for several years using various structures. It has recently settled on a simplified pricing structure:

- Annual ticket £10.00 (inc. Gift Aid, annual pass method)
- Under 18s: Free with an adult

In 2018/19 Admissions and associated Gift Aid accounted for £125,000 from 40,743 ticketed visitors.

In 2019/20 the equivalent figure was £137,000 from 53,855 visitors.

In 2019/20, the most recent pre-pandemic year and the last year in which the Day Ticket was available, the split of ticketed visitors was as follows:

Ticket type	% of total ticketed admissions (pre 2020/21)
Annual Ticket purchase	11.5%
Day Ticket	35.6%
Annual Ticket Re-admission (free)	19.6%
Child (Free)	25.7%
Other Free of Charge	7.7%

The business plan makes the following assumptions about admissions prior to the delivery of Project Tullie. These have been (and will continue to be) radically impacted by the pandemic:

Year	Previously projected ticketed visits	Revised ticketed visits numbers due to Covid-19
2020/21 (Including first three lockdown periods)	47,700	5,898 (actual)
2021/22 (including part of third lockdown and restrictions once open)	45,700	26,000
2022/23 (likely ongoing impact on pandemic and 6-month closure for construction)	23,937	16,756

- The pricing structure was revised in 2020/21 to phase out the day ticket and move all admissions onto a £10 (including VAT but excluding Gift Aid) annual ticket.
- We will continue to offer free admission for under 18s. There are practical and strategic reasons for this:
  - Strategically, it contributes to the Museum's commitment to supporting the delivery of Arts Council England's ambitions in *Let's Create*.
  - Continued ACE NPO funding beyond the current cycle (ends 2023) is critical and this is an important part of our case to ACE.

- On a practical level, free admissions for children helps keep a simple-to-understand pricing structure, without different family tickets and concessions, which recent audience research revealed was important for visitors (especially those who are not regular museum visitors).
- Finally, our decision to increase the full adult admission to £14 following the completion of Phase 2 of *Project Tullie* (2024/25) is partly based on a calculation that keeping free admission for the under 18s maintains good value-for-money for families (particularly local families).
- Those who are tourist visitors or visiting for a specific exhibition are unlikely to take advantage of free in-year readmission
- Based on the current actual split of visitors as outlined in the table above, a single type of ticket with no concessions will mean that we assume 47% of ticketed visitors will pay this price.

Ticket type	% of total ticketed admissions (pre 2020/21)	% of total ticketed admissions (post 2020/21)
Annual Ticket purchase	11.5%	47%
Day Ticket	35.6%	0% (no longer available)
Annual Ticket Re-admission (free)	19.6%	19.6%
Child (Free)	25.7%	25.7%
Other Free of Charge	7.7%	7.7%

- It is likely that the construction works for Phase 2 of *Project Tullie* (projected to be in 2023/24) will require significant or full closure of the museum. In our primary scenario we have provisionally used a base-case scenario of significant closure with no admissions income in this year.
- Following the completion of Phase 2 of *Project Tullie* (2024-25), our primary scenario projects that ticketed visit numbers will rise to c.105K in the first year of re-opening with a Y2 onwards target of c.100,000 visits p.a.
- As noted above, Following the completion of *Project Tullie* Phase 2 in 2024/25, the ticket price will be increased to £14 (including VAT but excluding Gift Aid claimed) for an annual ticket.

Based on these assumptions, ticketed admissions for the period covered by this plan are estimated to be as follows.

Year	Ticketed admissions (#) Projections	Projected Income (net of VAT, ex Gift Aid)	Notes
2021/22	26,000	£79,198	As above
2022/23	16,756	£49,826	Part closure, post pandemic impact
2023/24	-	-	<i>Project Tullie</i> construction
2024/25	105,000	£576,000	Phase 2 of <i>Project Tullie</i> opens, price increase to £14 (inc. VAT). Annual Pass Gift Aid methodology.
2025/26	100,000	£548,000	Reduction after opening spike



### 7.1.2 Gift Aid

In 2019/20, Tullie House operated a split Gift Aid model, applying the 10% donation method to day tickets, and the annual pass model to the annual ticket.

In 2019/20, Gift Aid receipts equated to around 12% of all museum admissions income.

In 2020 the day ticket was phased out, along with the 10% Gift Aid methodology. All tickets will be annual tickets and accordingly the Annual Pass method will be used for Gift Aid.

This method often results in a higher conversion rate as it does not require an additional donation, however for the sake of prudence, we have assumed that Gift Aid receipts will continue to equate to c.8% of ticket admissions income.

Using this assumption, it is estimated that Gift Aid receipts will rise to c £50k p.a. following the opening of Phase 2 of *Project Tullie*.

Year	Ticked admissions (#) (Projected)	Income (net of VAT) (Projected)	Gift Aid claimed (Projected)
2021/22	26,000	£79,198	£7,793
2022/23	16,765	£49,826	£3,986
2023/24	-	-	
2024/25	105,000	£576,000	£50,000
2025/26	100,000	£548,000	£47,000

### 7.1.3 Membership

In 2021/22, our target for membership income is £6,450. We expect this level to be maintained throughout the period of this plan.

Following Phase 2 *Project Tullie* and the embedding of an increased annual ticket price we do not expect membership to grow significantly. Annual ticket schemes can undermine membership scheme as everyone benefits from free entry; this is often offset by increased Gift Aid conversion.

## 7.2 Trading income

Tullie House generates income via several trading activities, including:

- Retail
- Catering
- Venue Hire and Events

Income is via the charity's trading companies and profits are gift-aided to the charity.

A range of museum costs in addition to direct costs of sales are allocated to trading activities to recognise the true cost of the delivery of trading activities. This section outlines our expectations for the coming years in each of these trading areas.

### 7.2.1 Retail Income

The actuals for 2019/20 (last full year) reveal the following retail performance:

<b>Retail</b>	<b>2019/20 actuals</b>
Sales	£53,417
ATV	£4.34
Transactions	12,301
Footfall	200,477
Ticketed visitors	53,855
Conversion (all footfall)	6.14%
Conversion (ticketed only)	22.84%
Average spend per	
GPM (ex. staff costs)	43%
<b>Net income before overheads</b>	<b>£23,189</b>

In 2019/20 the Museum targeted an increase in Gross Profit Margin (before staff costs) in order to increase the profitability of the shop. Following recommendations from a retail consultancy, we have improved visual merchandising and layout, reviewed margins across all lines and sought alternative suppliers where improvements can be made and have developed a new selling space for local artists and makers.

However, as outlined elsewhere, the significantly reduced visitor numbers brought about the pandemic are having a major impact on trading income – both in terms of ticketed visitor numbers, and causal visitors and therefore spend per head – and this is set to continue in 2021/22 and into 2022/23 when the museum will be closed for part of the year.

**Retail income will be foregone during the construction of Phase 2, but the museum will remain open during the construction of Phase 3**

Following re-opening we are projecting retail income to increase in line with visitor numbers.

<b>Year</b>	<b>Ticked admissio ns (#)</b>	<b>Ave spend per paying visitor</b>	<b>Sales</b>	<b>GPM</b>	<b>Income net of cost of sales</b>
2021/22	26,000	£0.85	£22,110	50%	£11,055
2022/23 (part closure)	16,756	£0.93	£15,562	50%	£7,781
2023/24 (closure)	-	-	-	-	-
2024/25	105,000	£1.50	£157,000	45%	£70,000
2025/26	100,000	£1.60	£160,000	45%	£72,000

### 7.2.2 Catering Income

From 1 October 2019, local operator Origins Caterers t/a John Watt & Son took over the catering operation. The driver for this change was the need to improve the visitor experience of the catering offer and use as much fresh, locally sourced produce as possible. The contract was for five years with a three-year break and is for a profit share in year one, followed by a commission arrangement from year two.

After a promising start in the last 6 months of 2019-20, the pandemic struck resulting in extended closure and a slow recovery, hampered by further lockdowns. As a result, catering made a loss in 2020-21 and is projecting a modest surplus in 2021-22. We remain on the profit share agreement as it wasn't viable for the operator to move onto the commission arrangement during the pandemic and during recovery.

Following the delivery of *Project Tullie* Phase 2 and the physical re-modelling of the catering offer, we estimate net earnings will increase to above £60,000 per annum, through:

- Increased visitor numbers and conversion rates
- An improved offer and environment
- Use of café as a bar for events and summer evening use of the garden

**Catering income will be foregone during the construction of Phase 2, but the museum will remain open during the construction of Phase 3**

Year	Ticked admissions (#)	Income (net of VAT and direct costs)	Notes
2021/22	26,000	£9,000	Expected income in context of Covid-19
2022/23	16,756	£9,175	Expected income in context of Covid-19 and partial closure
2023/24	-	-	Construction (Phase 2) / closure
2024/25	105,000	£66,000	Re-opening
2025/26	100,000	£74,000	

### 7.2.3 Venue Hire and Events Income

In 2019/20 the museum earned £20,000 from venue hire, after direct and indirect costs. This was double the previous year as a result of new staff joining.

Following lockdown this area of business all but dried up and we are forecasting income just under £10,000 in 2021/22.

Following Phase 2 of *Project Tullie*, we have assumed a modest increase in sales over a period of years (£20,000 in 2024/25 rising to £45,000 by 2029/30) This acknowledges much improved premises, but also recognises the building will be well used for programme, particularly in the evening, meaning that there will be relatively limited additional venue hire opportunities.

## 7.3 Carlisle City Council

Tullie House was, until 2011, run by the local authority. The City Council continues to provide core income to the Trust, in the form of a management fee as part of an annual contract, which is agreed based on a rolling three-year business plan prepared by the Trust. A series of 30-year legal agreements commencing in 2011 underpins key aspects of the operational and contractual

relationship between the Trust and the City Council, relating to the care of the Council's collection and buildings (of which it retains legal ownership).

The management fee has decreased from the Council in the subsequent years:

CCC Income Type	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Core Grant (Base Funding before Inflation)	1,314,420	1,256,420	1,198,420	1,198,420	948,420	734,420	734,420	734,420	734,420
Inflation	0	18,161	37,003	47,034	80,438	77,696	89,301	118,130	146,723
Services (HR/Payroll/ICT)	0	0	0	0	13,294	22,388	72,480	82,498	89,403
<b>Revised Base Funding</b>	<b>1,314,420</b>	<b>1,274,581</b>	<b>1,235,423</b>	<b>1,245,454</b>	<b>1,042,152</b>	<b>834,504</b>	<b>896,201</b>	<b>935,048</b>	<b>970,546</b>

In the context of continued central government austerity policies, the Council has indicated it needs to make further reductions in its management fee and this will mean that this continues to reduce in real terms, even allowing for inflationary increases on a future reduced core fee.

The Council has indicated it will extend the multi-year management agreement from three years to four, in order to offer stability and certainty in budgeting for both parties.

Notwithstanding the existential challenge presented by on-going Council cuts in the context of the pandemic (as outlined in the following section below), during the period of this plan we have made the following assumptions regarding the management fee from Carlisle City Council over the next four years, based on our dialogue with the Council:

CCC Management Fee	2021/22	2022/23	2023/24	2024/25	2025/26
<b>Revised Base Income</b>	£864,961	£740,946	£773,950	£791,829	£810,066

## 7.4 Arts Council England (ACE)

Tullie House is an ACE National Portfolio Organisation (NPO) as part of the Cumbria Museum Consortium (CMC). As such, it receives £323,000 per annum from this source until 2023 (plus £76,000 per annum for joint CMC initiatives, which is expended via Tullie House). As with many NPOs, the impact of losing this funding post-2023 would provide a very significant challenge to the Museum's ability to deliver the range of activities, engagement and exhibitions, which it currently provides.

This plan assumes as its primary scenario that the CMC is successful in renewing its NPO status, albeit with a standstill grant which assumed no increase in arts funding from central government in the coming years.

If the CMC is unsuccessful then this will have the impact of significantly reducing the range of learning and community engagement programmes delivered by the museum, to which much of this funding is currently allocated.

## **7.5 Fundraising, Exhibition Sponsorship, Grants and Donations**

Each year, Tullie House raises between £200,000 - £400,000 from trusts and foundations, national lottery and other statutory sources towards its work, including funding for gallery refurbishment, exhibitions, staff costs and consultancy support on projects. This income forms an important part of the Museum's ability to deliver work beyond the core function it provides in caring for the Council's collection and buildings.

In addition to this contributed income, the Museum runs a successful Patrons scheme, launched as part of the 125 Anniversary dinner in November 2018. Growing the Patron membership is a fundamental part of the museum's future sustainability and, therefore, increased income targets have been set.

Tullie House has ambitions to raise more funding in future from philanthropy. Increased unrestricted income from trading could be used to support fundraising capacity in order to grow income in this field.

In 2019/20 fundraising brought in a total of £662,692, however this figure is unusually high due to successful fundraising for the Costume Gallery and the *Project Tullie* masterplan (in 2018/19 £191,761 was raised).

As outlined earlier, future fundraising for the *Project Tullie* capital programme will sit outside this business plan.

The target for fundraising for revenue programmes during the period of this business plan will be £200,000 per annum, based on previous experience at times when there has been no major project fundraising.

## **7.6 Exhibition Tax Relief**

Under current rules Tullie House can claim back a portion of its exhibitions expenditure in the form of Museums and Galleries Exhibitions Tax Relief (ETR). £65,755 was claimed in 2019/20, and £85,161 was claimed in 2020/21. Given that the long-term future of any tax relief regime is uncertain, we have made a modest ongoing projection of £20,000 per annum.

## 7.7 Revenue Income summary, Primary Scenario

Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café only):	26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed visitors:	5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	264,932	262,235	264,423	266,502	268,477	270,353
<b>Income</b>										
<b>Grants (Public)</b>										
Carlisle City Council Management fee	903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
ACE NPO	405,392	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890
NPO admin recharge to partners	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000
Exhibition Tax Relief (HMRC)	84,340	16,000	5,000		20,000	20,000	20,000	20,000	20,000	20,000
<b>Grants (core) subtotal</b>	<b>1,407,504</b>	<b>1,294,851</b>	<b>1,159,836</b>	<b>1,187,840</b>	<b>1,225,719</b>	<b>1,243,956</b>	<b>1,262,557</b>	<b>1,281,531</b>	<b>1,300,883</b>	<b>1,320,623</b>
<b>Other Grants and Sponsorship</b>										
HLF Resilience	0	0	0	0	0	0	0	0	0	0
Cumbria County Council	0	0	0	0	0	0	0	0	0	0
Headley Trust	0	0	0	0	0	0	0	0	0	0
DCMS Wolfson (Costume Gallery)	0	0	0	0	0	0	0	0	0	0
LEP / Garfield Weston	0	0	0	0	0	0	0	0	0	0
Other grants	257,503	213,323	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Donations	58,446	14,160	5,000	0	15,000	20,000	25,000	30,000	30,000	30,000
<b>Other grants &amp; sponsorship subtotal</b>	<b>315,949</b>	<b>227,483</b>	<b>205,000</b>	<b>200,000</b>	<b>215,000</b>	<b>220,000</b>	<b>225,000</b>	<b>230,000</b>	<b>230,000</b>	<b>230,000</b>
<b>Covid Grants</b>	<b>697,787</b>	<b>41,602</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Admissions</b>										
Admissions Income (Incl Gift Aid & Memberships, net of V	25,501	79,198	49,826	0	576,090	548,657	587,847	627,037	627,037	627,037
Gift Aid	3,782	7,793	3,986	0	50,104	47,718	51,126	54,535	54,535	54,535
Tullie Card	0	0	0	0	0	0	0	0	0	0
Membership	4,309	6,450	2,329	0	6,000	6,000	6,000	6,000	6,000	6,000
<b>Admissions subtotal</b>	<b>33,592</b>	<b>93,441</b>	<b>56,141</b>	<b>0</b>	<b>632,194</b>	<b>602,375</b>	<b>644,973</b>	<b>687,571</b>	<b>687,571</b>	<b>687,571</b>
<b>Trading (net income)</b>										
Retail	2,865	11,055	7,781	0	70,875	72,000	74,250	78,200	82,250	86,400
Catering	(4,534)	9,000	9,175	0	66,623	74,737	79,129	83,548	87,993	90,920
Events	1,818	9,000	7,012	0	20,566	25,238	30,902	35,560	40,212	44,856
Monday alternative and other	205	418	0	0	0	0	0	0	0	0
<b>Trading (net of direct costs) subtotal</b>	<b>354</b>	<b>29,473</b>	<b>23,968</b>	<b>0</b>	<b>158,064</b>	<b>171,975</b>	<b>184,281</b>	<b>197,309</b>	<b>210,455</b>	<b>222,176</b>
<b>Learning income</b>	<b>2,656</b>	<b>20,230</b>	<b>11,366</b>	<b>0</b>	<b>20,438</b>	<b>41,693</b>	<b>42,527</b>	<b>43,377</b>	<b>44,245</b>	<b>45,130</b>
<b>Talks and other income/charges</b>	<b>2,478</b>	<b>7,665</b>	<b>2,305</b>	<b>5,000</b>	<b>29,902</b>	<b>30,500</b>	<b>31,110</b>	<b>31,732</b>	<b>32,367</b>	<b>33,014</b>
<b>Interest and investments</b>	<b>6,772</b>	<b>7,500</b>	<b>3,000</b>	<b>500</b>	<b>500</b>	<b>1,000</b>	<b>1,500</b>	<b>2,000</b>	<b>2,500</b>	<b>3,000</b>
<b>Central Charges Contribution</b>										
ACE	38,000	38,000	38,500	38,500	38,500	38,500	38,500	38,500	38,500	38,500
CBDC	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>Subtotal Central Charges</b>	<b>38,000</b>	<b>51,000</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>
<b>Total Museum income</b>	<b>2,505,092</b>	<b>1,773,245</b>	<b>1,513,115</b>	<b>1,444,840</b>	<b>2,333,316</b>	<b>2,362,998</b>	<b>2,443,448</b>	<b>2,525,020</b>	<b>2,559,521</b>	<b>2,593,014</b>
<b>CBDC income (gross)</b>										
Income	103,355	73,868	75,346	76,853	78,390	79,958	81,557	83,188	84,852	86,549
CBDC trading profit	34,501	31,450	21,172	21,172	27,172	27,672	28,172	28,672	29,172	29,672
<b>Subtotal CBDC income</b>	<b>137,856</b>	<b>105,318</b>	<b>96,518</b>	<b>98,025</b>	<b>105,562</b>	<b>107,630</b>	<b>109,729</b>	<b>111,860</b>	<b>114,024</b>	<b>116,221</b>
<b>Total income</b>	<b>2,642,948</b>	<b>1,878,563</b>	<b>1,609,633</b>	<b>1,542,865</b>	<b>2,438,878</b>	<b>2,470,628</b>	<b>2,553,177</b>	<b>2,636,880</b>	<b>2,673,545</b>	<b>2,709,235</b>

## 8. Expenditure

### 8.1 Staffing and volunteering

In 2021/22 the staffing budget is projected to be £958,464 (excluding trading staff and CBDC staff). This has increased during the year to increase capacity to deliver Project Tullie. It is expected to reduce over the next two years as fixed term / temporary posts come to an end.

There is currently 49 staff full and part-time at Tullie House, with an FTE of 36.6.

As a result of *Project Tullie*, there will be an increase in staff capacity in the areas of development and marketing, resulting in additional staff costs of £120k p.a. + inflation from 2025/26, however these roles will only be maintained if the expected increase in paid admissions is achieved, and the Museum income increases accordingly.<sup>13</sup>

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
	£	£	£	£	£	£
Salaries (Trust only) + on costs	958,464	900,000	850,000	800,000	816,000	832,320
Additional Development and Marketing Staff	0	0	0	120,000	122,400	124,848
Additional hours	30,800	28,281	0	60,000	61,200	62,424
ACE NPO salaries (directly funded)	55,019	41,490	42,319	43,166	44,029	44,910
<b>Total</b>	<b>1,044,283</b>	<b>969,771</b>	<b>892,319</b>	<b>1,023,166</b>	<b>1,043,629</b>	<b>1,064,502</b>

### 8.2 Exhibitions and projects

As outlined in the fundraising section above (6.5), 2020 was an anomalous year with higher than usual expenditure for specific projects, notably the Costume Gallery, reflected in increased expenditure this year of £631k+.

It is expected that a more usual state of expenditure of c.£350k - £480Kp.a. will occur following the delivery of Phase 2 of Project Tullie.

Costs are split between temporary exhibitions, projects and 'NPO/CMC Expenditure' which is for projects directly funded by ACE NPO income. In the future this expenditure is dependent on ACE NPO status being maintained.

There will be a temporary reduction in exhibitions expenditure when *Project Tullie* construction works require temporary closure of the museum.

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<sup>13</sup> There will be additional fundraising capacity in the years before this which will be paid for as part of the *Project Tullie* capital budget and therefore outside the scope of this Business Plan.

Costs are projected to rise with inflation. *Project Tullie* will not necessitate additional increases in exhibitions budgets beyond inflation, as there are no new temporary exhibitions spaces proposed in the Masterplan.

As part of Project Tullie Activity Plan, which will be delivered alongside Phase 3 should NLHF funding be secure, there will be budget and staff allowances for local community groups to take part in the co-design and co-creation of exhibitions, displays and activities.

### 8.3 Operational Costs

In 2019/20 the Museum budgeted £585,000 for operational expenditure, including £143,000 for utilities costs. In 2020/21 this has reduced, due the closure brought about by the pandemic to £406,000 and £114,000 respectively.

Putting this temporary closure to one side, inflationary increases have been used for this business plan, with following adjustments:

- Utilities costs will reduce during construction, as contractors will be responsible for part of the site
- Security and maintenance costs will increase by c. £20,000 p.a. as a result of *Project Tullie* to ensure that permanent displays and other renewed areas of the building are properly maintained.
- Cleaning costs will be £45,000 p.a. rising with inflation.

In addition, a capital renewal fund will be instituted, to which the Trust will add £25,000 per annum from 2026/27 onwards. If unspent, this will be added to a designated reserve ('sinking fund') for future major renewal and maintenance, such as replacement of display cases and lighting.

#### Operational and Utilities Costs, Primary Scenario

Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction	Phase 2					
			HLF dev	Closed	Completion					
Covid	Covid			Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	45,000	75,000	76,500	78,030	79,591	81,182	82,806
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	55,000
Professional Fees & Insurance	32,672	51,950	45,000	45,000	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	20,000	15,000	45,000	46,000	47,000	48,000	49,000	50,000
General Office Expenses	8,945	19,300	20,000	20,000	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	45,000	65,000	60,000	60,000	60,000	60,000	60,000
Training	3,232	10,000	0	10,000	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	25,000	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	1,689	0	8,641	8,230	8,818	9,406	9,406	9,406
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>485,879</b>	<b>500,100</b>	<b>597,706</b>	<b>570,576</b>	<b>579,590</b>	<b>588,754</b>	<b>597,481</b>	<b>606,362</b>



## 8.4 Central costs allocated to trading

Prior to the pandemic, in 2019/20, £92,152, of central costs were allocated to trading. This figure reduced in the pandemic year, but post Phase 2 of Project Tullie it will return to similar levels and is set to rise with inflation over the rest of the business plan:

Costs Allocated to Trading	2019/20
Salaries, NI & Er's Pension	(£61,652)
Utilities	(£12,300)
Professional Fees	(£1,100)
General Office Expenses	(£5,500)
Marketing & Fundraising	(£8,000)
Subscriptions & Licences	(£2,600)
Bank & Credit card charges	(£1,000)
<b>Total allocated costs</b>	<b>(£92,152)</b>

Any savings offset by the pandemic are included in the overall expenditure projections of the Museum and any adjustments to the projected recharge will be made at year-end.

## 8.5 Cumbria Biodiversity Data Centre (CBDC)

To ensure its sustainability, CBDC needs to diversify and develop new sources of income<sup>14</sup>. This is a process that has been developing for the past couple of years and although volatile is proving to be successful. It brings with it several challenges to all members of staff as they balance the delivery of current activities and the development of new ones. This change in the business model has resulted in CBDC making a small annual loss, which at present is being offset by reserves accumulated over the past 10 years.

Project Tullie will see the CBDC renewing its original relationship with the museum – it grew out of the natural history curatorial department – providing increasing community engagement, volunteering and co-curating opportunities. This in turn will see raised income for CBDC engagement projects increasing. By pursuing this strategy, it is proposed that that current deficit will be closed in the future.

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<sup>14</sup> CBDC now offers ecological advice and training as well as project support and data consultancy

## 8.6 Revenue Expenditure summary, Primary Scenario

Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction	Phase 2					
			COVID	Closed	Completion					
			COVID	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café only):	26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed visitors:	5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	264,932	262,235	264,423	266,502	268,477	270,353
<b>Expenditure</b>										
<b>Staffing</b>										
Salaries (Trust only) and on costs	858,623	958,464	900,000	850,000	800,000	816,000	832,320	848,966	865,946	883,265
Core salaries offset by capital funding	0	(59,715)	(127,829)	(81,929)	0	0	0	0	0	0
Additional Development, Marketing, Exhibitions Staff	0	0	0	0	120,000	122,400	124,848	127,345	129,892	132,490
Additional hours	43,289	30,800	28,281	0	60,000	61,200	62,424	63,672	64,946	66,245
ACE MPM/NPO salaries	40,676	55,019	41,490	42,319	43,166	44,029	44,910	45,808	46,724	47,658
Travel and subsistence	1,597	5,000	12,734	20,000	12,989	13,248	13,513	13,784	14,059	14,341
Restructure allowance (one off)	0	0	0	0	0	0	0	0	0	0
Pension rebate & NI allowance	0	0	0	0	0	0	0	0	0	0
CIRS income	0	0	0	0	0	0	0	0	0	0
<b>Subtotal staffing expenditure</b>	<b>944,185</b>	<b>989,568</b>	<b>854,676</b>	<b>830,390</b>	<b>1,036,154</b>	<b>1,056,877</b>	<b>1,078,015</b>	<b>1,099,575</b>	<b>1,121,567</b>	<b>1,143,998</b>
<b>Exhibitions and Projects</b>										
Projects (Community, Gallery, etc)	63,376	306,333	60,000	80,000	80,000	120,000	120,000	160,000	160,000	160,000
Project Tullie	0	580,000	100,000	0	0	0	0	0	0	0
Costume Gallery	0	0	0	0	0	0	0	0	0	0
Temporary Exhibitions	9,481	52,400	20,000	0	60,000	80,000	80,000	120,000	120,000	120,000
ACE / CMC Expenditure	103,796	224,819	144,890	144,890	144,890	144,890	144,890	144,890	144,890	144,890
<b>Subtotal exhibitions and projects expenditure</b>	<b>176,653</b>	<b>1,163,552</b>	<b>324,890</b>	<b>224,890</b>	<b>284,890</b>	<b>344,890</b>	<b>344,890</b>	<b>424,890</b>	<b>424,890</b>	<b>424,890</b>
<b>Utilities</b>										
	<b>130,398</b>	<b>135,000</b>	<b>135,000</b>	<b>135,000</b>	<b>165,000</b>	<b>168,000</b>	<b>171,000</b>	<b>175,000</b>	<b>180,000</b>	<b>185,000</b>
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	45,000	75,000	76,500	78,030	79,591	81,182	82,806
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	55,000
Professional Fees & Insurance	32,672	51,950	45,000	45,000	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	20,000	15,000	45,000	46,000	47,000	48,000	49,000	50,000
General Office Expenses	8,945	19,300	20,000	20,000	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	45,000	65,000	60,000	60,000	60,000	60,000	60,000
Training	3,232	10,000	0	10,000	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	25,000	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	1,689	0	8,641	8,230	8,818	9,406	9,406	9,406
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>485,879</b>	<b>500,100</b>	<b>597,706</b>	<b>570,576</b>	<b>579,590</b>	<b>588,754</b>	<b>597,481</b>	<b>606,362</b>
<b>Trading</b>										
Salaries	6,776	15,423	8,500	0	65,108	66,410	67,738	69,093	70,475	71,884
Operational costs	4,708	15,850	9,485	0	33,674	34,348	35,035	35,736	36,450	37,179
<b>Central costs allocated to trading</b>	<b>11,484</b>	<b>31,273</b>	<b>17,985</b>	<b>0</b>	<b>98,782</b>	<b>100,758</b>	<b>102,773</b>	<b>104,828</b>	<b>106,925</b>	<b>109,064</b>
<b>Capital renewal allowance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>25,000</b>	<b>25,000</b>	<b>25,500</b>	<b>26,010</b>	<b>26,530</b>
<b>Contingency</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>45,000</b>	<b>45,900</b>	<b>50,000</b>	<b>51,000</b>	<b>52,020</b>
<b>Total Museum expenditure</b>	<b>1,605,118</b>	<b>2,794,033</b>	<b>1,818,429</b>	<b>1,690,381</b>	<b>2,182,532</b>	<b>2,311,101</b>	<b>2,347,168</b>	<b>2,468,548</b>	<b>2,507,873</b>	<b>2,547,864</b>
<b>CBDC Costs</b>										
CBDC Staffing	89,020	85,037	86,738	88,472	90,242	92,047	93,888	95,765	97,681	99,634
Other costs	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>CBDC Costs</b>	<b>89,020</b>	<b>98,037</b>	<b>99,738</b>	<b>101,472</b>	<b>103,242</b>	<b>105,047</b>	<b>106,888</b>	<b>108,765</b>	<b>110,681</b>	<b>112,634</b>
<b>Total Expenditure</b>	<b>1,694,138</b>	<b>2,892,070</b>	<b>1,918,166</b>	<b>1,791,853</b>	<b>2,285,774</b>	<b>2,416,148</b>	<b>2,454,056</b>	<b>2,577,313</b>	<b>2,618,553</b>	<b>2,660,499</b>
<b>Surplus (Deficit)</b>	<b>948,810</b>	<b>(1,013,507)</b>	<b>(308,533)</b>	<b>(248,988)</b>	<b>153,104</b>	<b>54,480</b>	<b>99,121</b>	<b>59,567</b>	<b>54,992</b>	<b>48,736</b>
Planned transfer from restricted reserves		295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves		610,591	68,318	68,546	27,751	(2,583)	(82,841)	(113,094)	(108,343)	(98,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(107,140)</b>	<b>(185,313)</b>	<b>(125,540)</b>	<b>235,757</b>	<b>106,799</b>	<b>71,182</b>	<b>1,375</b>	<b>1,551</b>	<b>3,075</b>
<b>Free reserves</b>	<b>402,161</b>	<b>295,021</b>	<b>109,708</b>	<b>(15,832)</b>	<b>219,925</b>	<b>326,724</b>	<b>397,906</b>	<b>399,280</b>	<b>400,831</b>	<b>403,906</b>

## 8.7. Project Tullie Income and Expenditure

A Cost Plan has been produced to estimate the Construction Cost of Phases 2 and 3 of Project Tullie, based on the RIBA Stage 1 masterplan, then reviewed updated in June 2021. In addition, a cost plan for the non-construction costs has been produced, including client costs, activity costs, the design team and other consultants.

- The total cost of Phase 2 of the project is estimated to be £21.4m, while the cost of Phase 3 is estimated to be £6.4m.
- Phase 2 is expected to be funded through Levelling Up Fund along with confirmed Town Deal funding and DCMS funding administered by ACE.
- Phase 3 is the subject of an NLHF application, with match funding from Trusts and Foundations and the Borderlands Inclusive Growth Deal.
- Expenditure on both phases will be spread over a period of 7 years between 2020/21 and 2027/28 (including spending on activities relating to Phase 3 in the event of NLHF support).
- The NLHF Development Phase, relating to Phase 3, is expected to run across 2021/22 and 2022/23.

A summary of the expected income and expenditure profile is in the table below:

Project Tullie: Summary Phase 2 and Phase 3 Project Costs

	June - Sept 2021/22	Oct - Dec 2021/22	Jan - Mar 2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Totals
Phase 2	TH Dev	LUF Development		Phase 2 construction		Phase 2 Open				
Phase 3	TH Dev	TH Dev	NLHF Development		NLHF Delivery		Phase 3 open			
Total Phase 2 Project Cost inc Tullie House pre application development work	481,836	614,281	610,977	7,547,241	12,650,756	0	0	0	0	21,905,091
Total LUF / ACE / Towns Fund eligible costs (October 2021 - end of March 2024)	0	614,281	610,977	7,547,241	12,650,756	0	0	0	0	21,423,255
Potential irrecoverable VAT liability (Phase 2 of Project)	1,446	1,843	1,833	22,642	37,952	0	0	0	0	65,715
Total Phase 3 Project Cost inc Tullie House pre application development work	15,490	73,187	86,294	534,965	2,077,719	2,848,345	484,189	293,652	180,962	6,594,803
Total NLHF and match eligible costs (Jan 2022 - end of March 2028)	0	0	86,294	534,965	2,077,719	2,848,345	484,189	293,652	180,962	6,506,126
Potential irrecoverable VAT liability (Phase 3 of project)	46	220	215	1,335	5,290	7,252	1,233	748	461	16,800
Total Tullie House pre-application Development work	497,326	73,187								570,513
Total Cost (Project 2 and 3 combined), including VAT, excluding costs spent by Tullie House to RIBA 3	0	616,124	699,319	8,106,183	14,771,718	2,855,597	485,422	294,399	181,423	28,010,185

## 9. Primary Scenario - 10-year Forecast

### Income and Expenditure Summary 2019/20 – 2029/30

#### Primary Scenario, Project Tullie Phases Two and Three delivered, 100k annual ticketed visits

Overview	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
100K visits Scenario			6m closure	Construction Closed	Phase 2 Completion					
Phases 2 and 3 delivered			NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
LUF spend timeframe										
Inflation	Covid	Covid								
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
Footfall	26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed Admissions	5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
<b>Income</b>										
Carlisle City Council Management fee	903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
Other Core Funding	503,732	429,890	418,890	413,890	433,890	433,890	433,890	433,890	433,890	433,890
Other grants & sponsorship	315,949	227,483	205,000	200,000	215,000	220,000	225,000	230,000	230,000	230,000
Covid grants	697,787	41,602	0	0	0	0	0	0	0	0
Admissions	33,592	93,441	56,141	0	632,194	602,375	644,973	687,571	687,571	687,571
Trading (net of direct costs)	354	29,473	23,968	0	158,064	171,975	184,281	197,309	210,455	222,176
Learning income	2,656	20,230	11,366	0	20,438	41,693	42,527	43,377	44,245	45,130
Talks and other income/charges	2,478	7,665	2,305	5,000	29,902	30,500	31,110	31,732	32,367	33,014
Interest and investments	6,772	7,500	3,000	500	500	1,000	1,500	2,000	2,500	3,000
Central Charges	38,000	51,000	51,500	51,500	51,500	51,500	51,500	51,500	51,500	51,500
<b>Total Museum income</b>	<b>2,505,092</b>	<b>1,773,245</b>	<b>1,513,115</b>	<b>1,444,840</b>	<b>2,333,316</b>	<b>2,362,998</b>	<b>2,443,448</b>	<b>2,525,020</b>	<b>2,559,521</b>	<b>2,593,014</b>
CBDC income (gross)										
CBDC gross income	137,856	105,318	96,518	98,025	105,562	107,630	109,729	111,860	114,024	116,221
<b>Total income</b>	<b>2,642,948</b>	<b>1,878,563</b>	<b>1,609,633</b>	<b>1,542,865</b>	<b>2,438,878</b>	<b>2,470,628</b>	<b>2,553,177</b>	<b>2,636,880</b>	<b>2,673,545</b>	<b>2,709,235</b>
<b>Expenditure</b>										
Staffing costs	£944,185	£989,568	£854,676	£830,390	£1,036,154	£1,056,877	£1,078,015	£1,099,575	£1,121,567	£1,143,998
Exhibitions and projects	176,653	1,163,552	324,890	224,890	284,890	344,890	344,890	424,890	424,890	424,890
Utilities	130,398	135,000	135,000	135,000	165,000	168,000	171,000	175,000	180,000	185,000
Operational expenditure	342,398	474,640	485,879	500,100	597,706	570,576	579,590	588,754	597,481	606,362
Central costs allocated to trading	11,484	31,273	17,985	0	98,782	100,758	102,773	104,828	106,925	109,064
Capital Renewal allowance	0	0	0	0	0	25,000	25,000	25,500	26,010	26,530
Contingency	0	0	0	0	0	45,000	45,900	50,000	51,000	52,020
<b>Total Museum expenditure</b>	<b>£1,605,118</b>	<b>£2,794,033</b>	<b>£1,818,429</b>	<b>£1,690,381</b>	<b>£2,182,532</b>	<b>£2,311,101</b>	<b>£2,347,168</b>	<b>£2,468,548</b>	<b>£2,507,873</b>	<b>£2,547,864</b>
CBDC Costs										
CBDC Staffing	£89,020	£85,037	£86,738	£88,472	£90,242	£92,047	£93,888	£95,765	£97,681	£99,634
Other costs	£0	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000	£13,000
<b>CBDC Costs</b>	<b>£89,020</b>	<b>£98,037</b>	<b>£99,738</b>	<b>£101,472</b>	<b>£103,242</b>	<b>£105,047</b>	<b>£106,888</b>	<b>£108,765</b>	<b>£110,681</b>	<b>£112,634</b>
<b>Total Expenditure</b>	<b>£1,694,138</b>	<b>£2,892,070</b>	<b>£1,918,166</b>	<b>£1,791,853</b>	<b>£2,285,774</b>	<b>£2,416,148</b>	<b>£2,454,056</b>	<b>£2,577,313</b>	<b>£2,618,553</b>	<b>£2,660,499</b>
<b>Surplus (Deficit)</b>	<b>£948,810</b>	<b>(£1,013,507)</b>	<b>(£308,533)</b>	<b>(£248,988)</b>	<b>£153,104</b>	<b>£54,480</b>	<b>£99,121</b>	<b>£59,567</b>	<b>£54,992</b>	<b>£48,736</b>
Planned transfer from restricted reserves	£0	£295,776	£54,902	£54,902	£54,902	£54,902	£54,902	£54,902	£54,902	£52,925
Planned transfer from/to designated reserves	£0	£610,591	£68,318	£68,546	£27,751	(£2,583)	(£82,841)	(£113,094)	(£108,343)	(£98,586)
Final position after planned transfer from/to reserves	£948,810	(£107,140)	(£185,313)	(£125,540)	£235,757	£106,799	£71,182	£1,375	£1,551	£3,075
Free reserves	£402,161	£295,021	£109,708	(£15,832)	£219,925	£326,724	£397,906	£399,280	£400,831	£403,906

## 10. Scenarios and Sensitivity

### 10.1 Summary of Scenarios

We have examined a range of potential future scenarios in preparing this business plan and in the associated work we have undertaken on the *Project Tullie* capital development plan.

These scenarios look at various delivery options and impacts, all of which have been prepared to the same level of financial detail.

We have included four scenarios in this business plan:

#### Scenario 1:

- Phases Two and Three of *Project Tullie* goes ahead with completion of the Phase 2 by April 2024 resulting in an increase in visitors to **c.100k ticketed visits per annum**

#### Scenario 2:

- Phases Two and Three of *Project Tullie* goes ahead with completion of the Phase 2 by April 2024 resulting in an increase in visitors to **c.80k ticketed visits per annum**

#### Scenario 3:

- Phases Two and Three of *Project Tullie* goes ahead with completion of the Phase 2 by April 2024 resulting in an increase in visitors to **c.60k ticketed visits per annum**

#### Scenario 4:

- *Project Tullie* Phases Two and Three do not go ahead
- 5% annual decline in visitor numbers following the uplift resulting from the Costume Gallery to **c.46k ticketed visits by 2024/25** with ongoing reductions after this

**Scenario 1 is the primary scenario adopted in this business plan**

### 10.2 Sensitivity of the Primary Scenario

Two sensitivity analyses have been undertaken on the income modelled in this plan:

- 1) Based solely on the admission charges
- 2) Based on all income as a whole (including admissions, retail, catering, raised and other grant income).

Both have been applied to the post-*Project Tullie* model (2025/26).

Tullie House has a strong recent history of cost control, and therefore significant expenditure variables are relatively low risk.

The impact of the pandemic has been so significant that any sensitivity analysis of this year and next year would be of limited worth as it is clear that the Museum is not sustainable in these two years without significant additional investment from emergency government support it has received thus far.

**Tullie House**  
**Sensitivity Analysis**  
**Post-Project Tullie, Primary Scenario**

2025 / 26

Project Tullie

	£
<b>INCOME</b>	
Admission and user charges	632,875
Trading	171,975
Public Sector	1,243,956
Grants and Donations	220,000
Learning Income	41,693
ACE/CBDC recharges	51,500
CBDC	107,630
Bank interest and investments	1,000
Planned Transfers from reserves	52,319
<b>Total income (A)</b>	<b>2,522,947</b>
<b>SPENDING</b>	
<b>Direct operating costs</b>	
Staffing	1,056,877
Exhibitions and Projects	344,890
Utilities, Operational Costs, capital renewal	738,576
Trading	100,758
CBDC	105,047
Capital renewal / contingency	70,000
Non-recoverable VAT	0
<b>Total spending (B)</b>	<b>2,416,148</b>
<b>Operating surplus or deficit (A-B)</b>	<b>106,799</b>

**Sensitivity analysis:**

**(i) TOTAL 'Cover'** **106,799**

<i>All income</i>			
<i>Negative variance of :-</i>			<i>(i) Cover</i>
3.0%	75,688		31,111
<b>4.2%</b>	<b>106,799</b>		<b>0</b>
7.5%	189,221		(82,422)
<i>Admissions</i>			
<i>Negative variance of :-</i>			
10.0%	63,287		43,512
15.0%	94,931		11,868
<b>17%</b>	<b>106,799</b>		<b>0</b>
20.0%	126,575		(19,776)

The level of 'cover' is equal to the projected surplus for the year (including planned transfers from reserves for restricted projects). In this instance (2025-26) this indicates that there are the following levels of sensitivity in this model:

- All income: - 4 %
- Admissions income only: - 17%

4% - 17% suggests moderate sensitivity and risk.

If the combined amount of contingency and capital renewal is also taken into account, the sensitivity would reduce further.

This is evidenced in the scenarios detailed in *10.3 Scenario Planning* below, a sustainable business models at 60k visitors post-*Project Tullie* has been identified. This represents a reduction of 40% in ticket income from the primary 100k visitor scenario, albeit with several operational compromises including reduced programme and staff expenditure.

### **10.3 Scenario Planning**

The range of annual visitor numbers expected at Tullie House following the delivery of *Project Tullie* is presented in a range of scenarios, which takes into consideration:

- Size of local and tourist market
- Potential conversion of Carlisle and Borderlands visitors
- Potential conversion of Carlisle residents

Three post-*Project Tullie* scenarios have modelled in this business plan, together with their respective penetration rates. These scenarios are:

- 100,000 visitors per annum – primary scenario
- 80,000 visitors per annum
- 60,000 visitors per annum

#### **10.3.1 Primary Scenario, Scenario 1, visitor numbers: 100,000 visitors per annum with an initial 5% spike in the first year of opening**

We are adopting the 100,000 visitors model as the primary expected model for planning purposes, though all three models have been worked up to the same level of detail to illustrate how the Museum's business model can be flexed downwards to produce a sustainable operation at all three levels.

This primary scenario forms the basis for this business plan as well as the longer-term forecasts that will be required for our major capital funders.

Sections 10.3.3 and 10.3.4 below explain the key changes to income and expenditure in the 80k and 60k models.

The Primary Scenario delivers a surplus of £153k in the first year, which is important in order to:



- Provide an adequate contingency against admissions and trading not meeting expectations.
- Enable the Museum to replenish its reserves following the first phase of *Project Tullie* which will involve deficits of c.£250K - £300k+ in the construction years due to loss of admissions and trading income.
- Enables the Museum to invest in to invest in realising future phases of *Project Tullie*.

In this scenario it is anticipated the surplus in 2024/25 would be utilised to replenish depleted free reserves.

At the level of surplus projected in this scenario, the Museum would achieve targeted free reserves of £400K by 2030, as well as investing 2030 if future phases of *Project Tullie*.

#### **Primary Scenario, opening date of Phase 2: 1<sup>st</sup> April 2024**

An opening date of 1<sup>st</sup> of April 2024 is proposed for Phase 2 to fit in with the Levelling Up Fund timetable. This has been used in year projections presented.

#### **10.3.2 Scenario 2, 80,000 visitors per annum**

The key changes in this model are:

##### ***Income***

- Reduced admissions ticket and gift aid income
- Reduced catering and retail income
- Total reduction in income in 2025/26 compared to 1000,000 visitor model: c.£156k (7%)

##### ***Expenditure***

- Reduction in annual 'additional staff' budget from £120K to £85K
- Reduction in annual 'Projects' budget from £160K to £80K
- Reduced contingency and no capital renewal allowance
- Reduction in amount of surplus contributed to 'Project Tullie' reserve for future phases of development, amounting to a reduction of c £220K in that reserve by 2030, compared to the primary scenario.

#### **10.3.3 Scenario 3, 60,000 visitors per annum**

The key changes in this model are:

##### ***Income***

- Reduced admissions ticket and gift aid income
- Reduced catering and retail income
- Total reduction in income in 2024/25 compared to 100,000 visitor model: c.£274k (12%)

##### ***Expenditure***

- No annual 'additional staff' budget
- Further reduction in contingency and no capital renewal allowance
- No surplus contributed to 'Project Tullie' reserve for future phases of development.

The Museum will take significantly longer to rebuild its reserves position following the construction phase of *Project Tullie*.

Scenario 3 represents an operating breakeven budget, supported in the early post-opening years by spending down restricted reserves.

#### **10.3.4 Scenario 4, no *Project Tullie* Phases 2 and 3**

The key changes in this model are:

##### ***Income***

- Reduced admissions ticket and gift aid income
- Reduced catering and retail income
- Reduced learning income
- Total reduction in income in 2025/26 compared to 100,000 visitor model: c.£364k+ (15%)

##### ***Expenditure***

- No additional staff appointed as in the *Project Tullie* go-ahead scenarios
- No contingencies or capital renewal budgets

This scenario shows growing deficits as there is no visitor number increase compared to the other *Project Tullie* go-ahead scenarios.

There is an annual deficit of c.£60K by 2025/26, with larger deficits in earlier years as the Museum responds to Council cuts and the impact of the pandemic.

Reserves will be depleted throughout the period of the business plan, with no clear route to replenishing these without capital investment.

## 11. Communications Plan

Tullie House (TH) is developing a detailed communications strategy centred around our manifesto, which will support the organisation in fulfilling both its commercial and charitable aims. The strategy will outline key audiences, tools, objectives and actions for the next three years and beyond.

Following the opening of the Costume Collection and throughout the development and delivery phases of *Project Tullie* (PT), effective and impactful communication will be key.

A summary of the communications strategy is presented here.

Objectives (numbers referenced in 'Tools and Actions' table below)

- Increase visitor numbers, reaching a wider range of audiences (1)
- Engage with and share the stories of our community (2)
- Assist with achieving related earned income projections (3)
- Grow hires and business development income streams (4)
- Effective stakeholder communication and engagement (5)
- Develop and strengthen relationships with funders and potential funders, encourage advocacy (6)
- Improve brand personality, identity, perception and awareness (7)
- Effective evaluation and impact assessment (8)

Target Audiences

### Visitors

- Day visitors to the Carlisle / North Lakes area
- Staying visitors to Cumbria and the Borderlands
- Families
- Independent adult visitors
- Special interest & tour groups
- Overseas visitors

### Locals

- Residents
- Schools and parents
- Community groups
- Underrepresented groups
- Stakeholders and user groups
- Members and patrons
- Local authority
- Business / Corporate

### Advocates

- Members and Patrons
- Trusts and Foundations – funders and potential funders
- TH employees, volunteers, Board of Trustees
- Local authorities
- Key influencers
- ACE and other major capital project supporters

## Peers

- Specialist audiences
- Other culture and tourism providers in Cumbria and the Borderlands
- Professional colleagues nationally & internationally with shared interest

## Tools and Actions

Audience	Actions	Tools	Corresponding objective/s	Year/s
Visitors, locals, advocates, peers	Undertake a brand redevelopment process to create a strong and unique tone of voice and visual identity, which brings the TH manifesto to life and enhances brand perception and awareness	<ul style="list-style-type: none"> <li>- Website</li> <li>- Social media</li> <li>- E-newsletters</li> <li>- Digital and printed marketing &amp; comms material (inc. leaflets, What's On, adverts, Impact Report)</li> <li>- Press releases</li> <li>- Internal &amp; external signage</li> <li>- Photography/video</li> <li>- Staff &amp; volunteer training/behaviour</li> </ul>	1, 2, 3, 4, 5, 6, 7, 8	2021/22 - ongoing
Visitors, locals, advocates, peers	Improve digital engagement and user experience across all TH platforms. Focus resources on development of a new website to drive visitor numbers & grow commercial income streams, share news and stories (crucial during PT closed period), and facilitate deeper engagement with our collections. Ensure on ongoing evaluation	<ul style="list-style-type: none"> <li>- New website, to include improved user experience, collections feature, news &amp; stories pages, strong imagery &amp; video, engaging, clear &amp; concise copy</li> <li>- Twitter, Facebook, Instagram, YouTube (potential to explore TikTok or other relevant channels)</li> </ul>	1, 2, 3, 4, 5, 6, 7, 8	2021/22 - ongoing
Visitors, locals, advocates, peers	Develop TH's personality and tone of voice, so that it reflects our manifesto and varied collection. Tell stories that excite and inspire. Speak and write in a relatable,	<ul style="list-style-type: none"> <li>- Website</li> <li>- Social media &amp; e-newsletter</li> <li>- Press releases/media engagement</li> <li>- Partnerships with relevant local businesses/organisations</li> </ul>	1, 2, 3, 5, 6, 7	2021/22 - ongoing

	welcoming and unique style. Respond to global issues that matter to people and ensure we are a museum for today. Ensure all communications are accessible, welcoming, and accepting of everyone	<ul style="list-style-type: none"> <li>- Advocates &amp; spokespeople</li> <li>- Video/photography</li> <li>- Internal &amp; external signage</li> <li>- Staff practice, policy and behaviours</li> <li>- Printed &amp; digital marketing &amp; comms material</li> </ul>		
Visitors, locals, advocates, peers	Maintain strong and informative communications during the PT closed period. Ensure TH still seems 'alive' and that we regularly update our audiences/stakeholders with news and progress. Build excitement around the project and share our collections in unexpected and ambitious new ways	<ul style="list-style-type: none"> <li>- Website (dedicated PT news section)</li> <li>- Social media</li> <li>- E-newsletters</li> <li>- Press releases/media engagement with local and national press</li> <li>- Photo/video content</li> <li>- Stakeholder and community engagement/consultation (e.g., Pop-up exhibition at local venue)</li> </ul>	1, 2, 3, 4, 5, 6, 7, 8	2022/23 – 2022/24
Visitors, locals, advocates, peers	Grow TH's reputation as a key cultural venue in the north of England. Lead with the strength of our special exhibitions programme and the newly opened Costume Collection. Ensure all communications are ambitious, inspiring and engaging	<ul style="list-style-type: none"> <li>- Partnerships with local businesses/organisations such as Cumbria Tourism, forum memberships (e.g., Lake District China Forum)</li> <li>- National press activity</li> <li>- All digital channels</li> <li>- Bold and impactful printed &amp; digital advertising</li> <li>- Utilising spokespeople</li> <li>- High-profile launch events</li> </ul>	1, 2, 3, 4, 5, 6, 7, 8	2021/22 – ongoing

Locals, advocates	Develop ambitions for TH to be the heartbeat of Carlisle's cultural life. Ensure we listen to our community and share their stories. Use our voice to engage with issues that matter to local people and stand up for underrepresented groups. Regularly share and celebrate news of our work with community groups. Ensure our communications reflect, and are fit for, all the people that we connect with	<ul style="list-style-type: none"> <li>- Local press and media (News &amp; Star, ITV border news, etc.)</li> <li>- National press, focusing on relevant current debates/issues</li> <li>- Social media &amp; E-newsletter</li> <li>- Online &amp; printed resources</li> <li>- Website</li> <li>- Photography/video capturing on-site events &amp; engagement</li> <li>- Advocates &amp; spokespeople</li> <li>- Established school &amp; community distribution channels</li> <li>- Continuing staff training/education</li> </ul>	2, 5, 6, 7	2021/22 – ongoing
Peers, advocates	Further develop TH's reputation as a national and internationally significant organisation, standing at the forefront of museum practice. Utilise our collection and staff expertise to educate, excite and inspire. Establish a culture of sharing and conversation with peers across the cultural sector. Ensure strong relations with key stakeholders and funders through events, news stories and reporting	<ul style="list-style-type: none"> <li>- Produce and distribute Impact Report</li> <li>- Digital networking (Twitter)</li> <li>- Educational and inspiring video content</li> <li>- Website</li> <li>- Include impact and advocacy reporting in annual report and case for support</li> <li>- Press releases/ media engagement for local/national specialist media (Museums Journal, Art Quarterly, etc.)</li> <li>- Senior staff to map out advocacy plan</li> <li>- Showcase staff expertise</li> <li>- Launch events/previews</li> </ul>	4, 3, 5, 6	2021/22 – ongoing

Visitors, locals, advocates, peers	Plan and deliver an impactful and ambitious marketing & communications plan to launch the reopening of the museum following PT and create a buzz around the new experience. Increase visitor numbers, community/learning engagement, and commercial income streams. Establish TH as a cultural hub with something for everyone	<ul style="list-style-type: none"> <li>- Website</li> <li>- Social media (organic &amp; paid)</li> <li>- E-newsletters</li> <li>- Regional/national PR campaign</li> <li>- Investment in bold and impactful advertising (e.g., large billboards at key train stations, leaflets distributed along M6 corridor, window graphics &amp; external banners)</li> <li>- Photography/video</li> <li>- VIP/community spokespeople and advocates</li> <li>- Partner with local businesses/organisations</li> <li>- Familiarisation visits for local businesses/tourism colleagues</li> <li>- Attendance at trade shows</li> </ul>	1, 2, 3, 4, 5, 6, 7, 8	2024
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## 12. Risk

### Methodology

The register methodology adopted for this plan is the 'xy+x' model, which gives greater weighting to impact over likelihood.<sup>15</sup>

For example, an event with medium likelihood (3) but low impact (1) scores 4 ((3x1)+1), whereas an event with medium likelihood (3) and high impact (5) scores 20 ((3x5)+5).

*Minor risks:* Scores under 10 = green

*Moderate risks:* Scores of 10 -19 = amber

*Major risks:* Scores of 20 and above = red

Likelihood of occurrence	High	5	6	12	18	24	30
		4	5	10	15	20	25
		3	4	8	12	16	20
		2	3	6	9	12	15
	Low	1	2	4	6	8	10
			1	2	3	4	5
			Low		Impact		High

### Risk Register

The risk register that follows adopts this 'xy+x' model and each risk is colour coded as above.

The register relates to risks with the operating business model. A risk register relating to specific risks on the capital project is included in the *Project Tullie* Masterplan and is available on request.

<sup>15</sup> Adopted from *A toolkit for effective risk management*, Kingston Smith



## Operational risk register

Risk Identified	Likelihood	Impact	Score	Mitigation/control	Improvements	Action	Review
Visitor numbers							
Targets not met	1	4	8	Detailed market analysis and benchmarking used in establishing prudent targets		Director	Quarterly
				Marketing, communications and advocacy strategies in place	Continue to develop TH brand and rollout in line with Comms Strategy.	Director/Comms	Ongoing
				Cost and activities constantly reviewed to ensure activities correlate with income	Quarterly management accounts and KPIs reviewed by the Board	Director/Finance	Quarterly
Targets exceeded	3	1	4	Detailed sensitivity and market analysis undertaken and benchmarked to establishing realistic targets.	Building in capacity for considerably higher than predicted visitor levels. Business model links success with income, therefore extra resources can be channelled to respond to need for extra maintenance, cleaning, staffing etc....	Director/Finance	Quarterly
Visitor Expectations							
Visitor expectations not met	1	4	8	Planning for quality in all aspects of delivery of offer.	Quality monitoring factored into KPIs for regular review	Director / Head of Strategy & Development / Head of Collections and Engagement	Quarterly
	1	4	8	Maintain breadth of programme across exhibitions and events. Established strong Visitor Experience offer tested with	Monitoring factored into KPIs for regular review	As above	Ongoing and Quarterly

				Community Board.			
	1	4	8	Expectations (particularly around programme) to be managed pre- and post-opening. Ensure programme is on-Brand	Communications Strategy and Brand development work includes being clear about the offer at Tullie House	As above	Ongoing and Quarterly
Communications							
Potential market not aware of Tullie House offer	1	5	10	Communications Strategy to be implemented	Communications strategy across all channels respond to research on how potential visitors find out about TH	Communications	Ongoing. Quarterly Comms update to board
Tullie House has low local profile	1	4	8	Communications Strategy to be implemented and developed with Community Board.	As above	As above	As above
Operations and earned income							
Catering targets not met	2	4	12	Prudent targets, benchmarked against relevant comparators. Partnership with experienced catering provider	Engagement of Trading Co members with specialist skills to advise on management of catering provider and consideration of in-house offer	Director/ Finance/ Trading Company Board	Quarterly
Retail targets not met	2	3	9	Prudent targets, benchmarked against relevant comparators. Staff costs covered by FoH function	Costs and product lines kept under review. Engagement of board member(s) with specialist skills. Be focussed on new Retail Strategy which	Director/ Finance/ Trading Company Board/Head of Collections & Engagement	As above
Development income targets not achieved	3	3	12	Additional fundraising capacity provided. Regular review of development performance.	Costs, especially staff costs, kept under review.	Director/ Board/Head of Strategy & Development	Quarterly

Operational and building costs greater than planned	2	4	12	Allowances have been increased across utilities, maintenance, insurance in response to detailed benchmarking with other organisations. Building designed to environmentally be light touch.	Potential to attribute more resource to this activity in the higher visitor number scenarios should this result in higher costs.	Director/ Finance	Quarterly
<b>Financial management</b>							
Fraud by staff or consultants	1	4	8	Systems in place involving Tullie House staff and external consultants. Rigorous Audit Committee scrutiny.	Systems continually reviewed and activity across all accounts monitored. Cybercrime awareness training undertaken by senior staff.	Director/ Finance/ Audit & Risk Committee	Annual and ongoing
<b>Organisational development and management</b>							
Failure to recruit skilled key staff	2	3	12	Local communication of opportunities Perception that Tullie House is a good employer.	Demonstrate opportunities to develop within roles	Director / Board	ongoing
Key staff leave during capital phase	3	4	16		Organisational and project knowledge spread throughout the organisation and board.	All staff and board.	ongoing
<b>Governance</b>							
Board does not respond to challenges of capital project	1	3	6	Leadership of Chair and Director.	Successfully meeting key project milestones	Chair/ Director	Ongoing
<b>Exhibitions and Learning Programme</b>							
Costs under-estimated	1	4	8	Programme costs based on existing delivery model	Programme can be flexed to respond to unexpected costs.	Director / Head of Strategy & Development / Head of Collections and Engagement	Quarterly

Political							
Local Government Review affecting core income	3	4	16	Early engagement with new authority to ensure that there's a strategic approach to supporting culture	Working with partners, e.g., Carlisle Culture and the LEP to embed culture as a strategic priority.	Director / Chair	Quarterly

## 13. Economic Impact

Tullie House commissioned a 10-year Economic Impact Study to establish the impact of a proposed **£27.5 million capital investment** at the museum on the local, regional and wider economy.

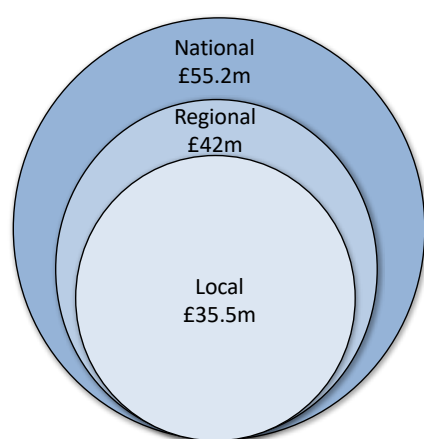
The study assesses the expected impact of the project in terms of volume and value of spend on the local, regional and national economic geographies across several sectors.

The business case for the Project Tullie projects **648,000 ticketed visits to the Museum over the 10-year period** between 2020/21 - 2029/30.

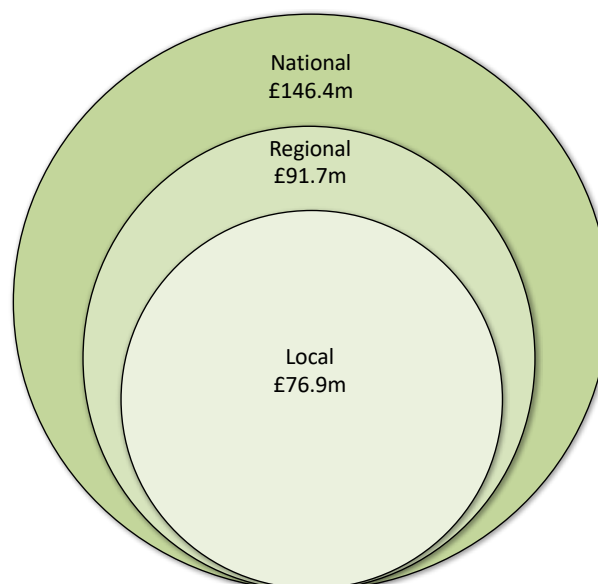
**The developments will result in £2.3m of additional operational expenditure at Tullie House over the same period** (excluding salary costs) and will directly support 35 FTE jobs in the region, with a further 48 FTE jobs supported in the wider economy (indirect and induced Impact).

In addition, the direct spend on construction through contractors and suppliers, will support approximately 50 construction-related jobs throughout the build process.

**The study demonstrates that £146m will be generated over 10 years of the Economic Impact Study (2020/21- 2029/30) through three geographic areas (local, regional and national), as follows:**



10 year impact, no project,  
2020/21 – 2029/30



10 year impact, project go-ahead  
2020/21 – 2029/30,  
100,000 ticketed visitors p.a.  
Post Project Tullie Phases 2&3

## Appendix I: Action Plan 2018-23

NB – This Action Plan should be read in conjunction with the following departmental plans:

- Environmental Action Plan
- Equality & Diversity Action Plan
- Audience Development Plan
- Digital Plan

### KEY

	Completed action
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Financial Sustainability				
Aim	Financial Sustainability			
Objective 1.	Develop an organisational focus on generating greater earned income and delivering efficiency savings			
			By Whom	By When
Deliverables	1.1	Job descriptions and PRDs need to reflect that staff and trustees are fully engaged in the need to focus organisational effort on income generation.	SLT	Completed
	1.2a	We will increase admissions to 47,000, a 14% increase on 2017/18. This will be achieved by: <ul style="list-style-type: none"> <li>○ Rebrand of the Annual Ticket offer to include access to family events; Bespoke marketing campaigns for each exhibition</li> <li>○ Delivery of exhibition and engagement programmes to target general and cultural tourists linked to our two World Heritage Sites</li> </ul>	SLT	Completed financial year 2019/20
	1.2b	We will achieve a minimum of 50% of 2019/admissions in 2020/21 (26,928), when permitted to be open <ul style="list-style-type: none"> <li>• By opening Costume Gallery</li> <li>• Temporary exhibition programme</li> </ul>		
	1.3a	Increase admissions income (from 2017/18) by 36% (an increase of £35k) by 2020 and achieve Gift Aid target of £15k	SLT	2020

	1.3b	Achieve a minimum of 50% 2019/20 admissions income in 2020/21 (£99,198), when permitted to be open		
	1.4	Increase shop income by 3% (an increase of £2k) by 2023 (with no capital investment) and increase (and maintain) average profit margin to 50%	HC&E	March 2023
	1.5	Conduct tendering exercise for new caterers to improve the catering offer and increase turnover from 2020/21	HF&R	October 2019
	1.6	Recover income from schools learning activity to pre-pandemic levels by end of 2022/23 - £28,000	HC&E	March 2023
	1.7	Recover income per year from curatorial research and development (e.g., loans, images, talks) to pre-pandemic levels by 2023 - £8,500	HC&E	March 2023
	1.8	Increase the number of Members to 350 by 2022 and Patrons to 32	HP&D	March 2022
	1.9	Exhibitions programme to contribute to driving footfall, visitor numbers and secondary spend: <ul style="list-style-type: none"> <li>• Programme minimum 3 exhibitions in the Art Gallery per year, each exhibition to have visitor number target</li> <li>• Minimum of 10% of the programme to be externally funded</li> <li>• Develop accompanying events programme to drive footfall to exhibitions</li> </ul>	HP&D	Ongoing
		<ul style="list-style-type: none"> <li>○ Ensure better collaboration via the Programme Executive Group to ensure greater communication across the organisation</li> </ul>		
	1.10	Commit to all actions in the Environmental Plan to reduce our carbon footprint and promote environmental sustainability (see Environmental Action Plan).	HF&R	Ongoing
	1.11	Update Procurement Policy	Dir	March 2020
	1.12	Review the outsourcing of the payroll service and if continuing, go through a procurement process to ensure best value for money.	HF&R	September 2021
	1.13	Create a clear strategy document for the Trading company that focusses on the individual areas of operation and the overall objectives of the Trading subsidiary.	HF&R & HC&E	September 2021

Objective 2.	Improve management information so that the Senior Leadership Team and Management Team can better manage performance		By Whom	By When
	2.1	Ensure that the Senior Leadership Team review KPIs monthly and disseminate key KPIs throughout the organisation	SLT	Ongoing
	2.2	Procure and implement new CRM system that is fit for purpose, maintained and effective communication with supplier is adhered to.	SLT	June 2021
	2.3	Ensure that the Trust uses its Audience Development Plan to drive up admissions, memberships and earned income to ensure we achieve targets in 1.2	HC&E & HP&D	Reviewed and updated annually
	2.4	As part of CMC, we will fulfil our survey requirements for the Audience Finder prog (380) and the Impact and Insights evaluation programme (four in 2019/20)	HC&E	Review and update annually
	2.5	Review Emergency Plan by end of September 2021 and disseminate	SLT	September 2021

Objective 3.	Secure funding to initiate a programme of capital developments designed to generate a significant increase in earned income		By Whom	By When
	3.1	Produce a comprehensive Masterplan showing the development potential of the site over a 15-year period	Dir & HP&P	September 2019
	3.2	Deliver DCMS / Wolfson funded Costume Gallery as Phase 1a of Project Tullie Masterplan, including securing additional funding from other sources (e.g., LEP, Garfield Weston)	Dir, HP&P, HC&E	March 2020
	3.3	Submit capital funding applications to HLF for Phase I of Masterplan	Dir & HP&D	November 2019
	3.4	Continue to undertake a programme of gallery refreshes using restricted reserves: Origins Gallery, Formations Display, new Social History Display	HC&E	March 2019
	3.5	Complete WallCAP and Social History gallery refreshes	HC&E	End of 2021/22
	3.6	Submit applications to and (if possible) secure funding from the following external sources for Phase 1 of Project Tullie: <ul style="list-style-type: none"> <li>• Future High Streets</li> <li>• Town Deal</li> <li>• Borderlands Growth Deal</li> <li>• National Lottery Heritage Fund (TBC)</li> </ul>	Dir & HP&D	March 2022



		<ul style="list-style-type: none"> <li>LEP Growth Fund</li> </ul>		
	3.7	Open Costume Gallery as Phase 1a of Project Tullie to contribute 3,500 visitors towards the annual target of 26,928 visitors, and £21,824 towards admissions income target of £99,198.	SLT	March 2022

Objective 4.	Actively increase income from trusts, foundations, individuals and corporates		By Whom	By When
	4.1	Produce Fundraising Strategies for 2020 -2022 to focus on identifying funding opportunities, develop key stakeholder relationships, explore partnership opportunities and support/promote/strengthen charitable messaging. Produce separate fundraising strategy for Project Tullie.	HP&P	March 2020
	4.1b	Review Fundraising strategy for March 2022		March 2022
	4.2	Secure funding to undertake the following curatorial projects: <ul style="list-style-type: none"> <li>Apply to Designation Development Fund for additional capacity and project funding within the natural Sciences collection</li> <li>Use Curatorial Trainee post to generate income and increase collections access by April 2020</li> </ul>	HC&E	June 2019
	4.3	Work with our Trustees to develop our capacity to raise more income from fundraising, aiming to raise £100k of contributed income by March 2023	Dir & HP&D	March 2023

Aim	Community Engagement			
Objective 5.	Focus on developing greater engagement with the Carlisle community		By Whom	By When
Deliverables	5.1	Across CMC deliver targeted activity programmes for 0-5s in response to high demand and identified potential for growth, with a 5% increase annually on the 18-19 baseline	HC&E	2022

	5.2	<p>Ensure access and inclusivity is at the heart of our spaces and programmes:</p> <ul style="list-style-type: none"> <li>○ Undertake an audit of our galleries/spaces to identify possible barriers to access.</li> <li>○ All staff to attend diversity awareness training.</li> <li>○ Explore new, inclusive approaches to interpreting collections in 18-19 and embed in 19-20.</li> <li>○ Trial 'relaxed' craft sessions for families with children with SEND</li> <li>○ Contribute to CMC target of increasing diversity of groups involved in developing exhibitions by 20% by 2022</li> </ul>	HC&E	March 2020
	5.2b	Commit to all actions in the Equality & Diversity Plan to embed equality and diversity principles across all departments and activity areas (see Equality & Diversity Plan).	HC&E	Ongoing
	5.3	<p>Develop co-production with our communities and embed the Creative Case for Diversity within the organisation.</p> <ul style="list-style-type: none"> <li>• Actively participate in the cross-CMC Creative Case Action Group</li> <li>• Quarterly meetings of the TH Equality &amp; Diversity Team</li> <li>• Embed CCD within all exhibitions in the Temporary programme</li> <li>• Continue to offer diverse artist response opportunities in partnership with Prism Arts</li> <li>• Develop ongoing programme of gallery updates using the TH collections and principles of co-creation &amp; CCD</li> <li>• As part of CMC, share CCD learning and outcomes with museums across Cumbria</li> </ul>	HC&E and HP&D	Ongoing
	5.5	<p>Ensure Collections Management procedures are followed to the highest standards, working towards Level 4 requirements of Accreditation, with the aim of increasing accessibility of collections.</p> <p>Achieve Level 3 and create plan for achieving Level 4 by end of March 2023</p>	HC&E	March 2023
	5.6	Deliver Designation Development Fund project, including associated collections management and public engagement objectives	HC&E	March 2023
	5.7	Develop Contemporary Collecting Programme to acquire and develop collections in partnership with local people, donors and grant giving bodies, including the development of a sector conference	HC&E	December 2019
	5.7b	<p>Continue to embed contemporary collecting across disciplines:</p> <ul style="list-style-type: none"> <li>• Develop Contemporary Art Collecting Policy</li> <li>• Review Collections Development Policy to ensure contemporary collecting is featured throughout</li> <li>• Work with the Tullie House Community Board to develop contemporary policies and initiatives</li> </ul>	HC&E	March 2022

	5.8	Contribute to the production of high-quality publications which will support greater understanding of collections <ul style="list-style-type: none"> <li>• Academic research</li> <li>• Publications relating to collections (2 by 2022)</li> <li>• Hosting and speaking at curatorial conferences</li> </ul>	HC&E	2022
	5.9	Respond to national events and campaigns via social media and our programme	HP&D and HC&E	Ongoing
	5.10	Review, develop and implement of Social Media strategy, including social media voice	HP&D and HC&E	June 2021
	5.11	Support contemporary artists to offer fresh perspectives on our sites and collections, subject to resources. Minimum of one per year	HP&D and HC&E	Ongoing
	5.12	Create and deliver programmes that increase the number and range of school pupils engaging with the museum with a 5% annual increase on 18-19 baselines	HC&E	March 2020
	5.12b	Recover to preC-19 levels of engagement with schools by end of 2022/23 – 15,688 pupil count		March 2023
	5.13	Extend Arts Award provision, contributing to reaching the CMC target of increasing the number of Arts Awards achieved annually by 27% from 776 to 985 by 2022	HC&E	March 2022
	5.14a	Explore the development of a Carlisle LCEP as part of Carlisle Culture programme	HC&E	March 2020
	5.14b	Set up Carlisle LCEP and transfer Chair responsibilities to another organisation	HC&E	June 2021
	5.15	Deliver ACE funded programme of activity and participation for Young People at 300 participation days annually and deliver the HLF funded Hope Streets programme (ongoing to 2022).	HC&E	Ongoing
	5.16	Deliver targeted activity programmes for families, increasing engagement by family members at 5% annually from 18-19 baselines.	HC&E	2022
	5.16b	Recover to preC-19 levels of engagement for families by end of 2022/23 – 10,800 engagements	HC&E	March 2023

	5.17a	<p>Expand and develop our digital offer as part of CMC:</p> <ul style="list-style-type: none"> <li>○ Pilot and deliver programme of virtual assemblies for teachers.</li> <li>○ Support cross-departmental digital team to drive digital ambition and increase captured content (filming and live-streaming artists and curator talks etc).</li> <li>○ Increase work with artists who create digital work (i.e. Creative Content), conducting scoping exercises and defining best practice by end of 2019 and a pilot project by end of 2022</li> <li>○ Deliver digital project with YP group</li> <li>○ Ensure each exhibition features an element of creative media</li> </ul>	HC&E and HP&D	March 2020
	5.17b	Commit to all actions in the Digital Plan to embed digital activity across the organisation and engage greater numbers of our community digitally (see Digital Plan).	HC&E and HP&D	Ongoing
	5.18	Create Volunteer Strategy and explore opportunities for funding with CVS to create Volunteer Coordinator post	HC&E & Dir	March 2020
	5.18b	<p>Increase the number of active volunteers to 80 by end of 2021/22 (50 gallery engagers, 30 BOH)</p> <ul style="list-style-type: none"> <li>• Volunteer Policy, Handbook and Procedures to be presented to all staff.</li> <li>• Volunteer activity to be mapped and needs analysis for each department carried out.</li> <li>• Carry out recruitment campaign for Gallery Engagers, working with Community &amp; Young People Coordinators to encourage diversity of applications.</li> <li>• New volunteer opportunities identified and planned across all departments.</li> <li>• Use 2021/22 Volunteer Hours and number of Active Volunteers as baseline for 2022/23 targets</li> </ul>	HC&E	March 2022
<b>Objective 6.</b>	<b>Continue to work with hard-to-reach groups within Carlisle and surrounding area</b>		By Whom	By When

	6.1	<p>Successfully deliver the Thriving Communities (ACE funded) programme on time and on budget:</p> <ul style="list-style-type: none"> <li>• Oversee reporting and delivery of all partner activity</li> <li>• Deliver upscaled Afternoon at the Museum sessions</li> <li>• Pilot Tullie on Tour programme</li> <li>• Support development of the 'Inside Out' pilot programme</li> <li>• Deliver 2 x Social Prescribing seminars</li> <li>• Carry out all admin/evaluation responsibilities as lead applicant</li> </ul>	HC&E	March 2022
	6.2	<p>Develop community and arts engagement with underrepresented groups</p> <ul style="list-style-type: none"> <li>• Continue to work with vulnerable adults, with a target of 600 participation days annually</li> <li>• Be active participants in the Carlisle Dementia Action Alliance and assist Carlisle's aspiration to become a Dementia Friendly City</li> <li>• Projects will be developed with artists from diverse backgrounds</li> <li>• Support exhibitions team to deliver a CCD project for each major exhibition</li> <li>• Continue to deliver Tullie Textiles and Accessible Art Group on a monthly basis</li> <li>• Programme and deliver 3-4 exhibitions in the Community Gallery per year</li> <li>• Deliver programme of activity for the Secret Garden over Summer 2021</li> </ul>	HC&E	Ongoing
	6.3	<p>Participate in the Of/By/For ALL programme:</p> <ul style="list-style-type: none"> <li>• Steer cross-departmental group of staff on the project</li> <li>• Identify and engage with community of interest</li> <li>• Communicate project outcomes internally and externally to key stakeholders</li> </ul>	HC&E	March 2022

<b>Objective 7.</b>	<b>Strengthening our Hadrian's Wall offer</b>		<b>By Whom</b>	<b>By When</b>
	7.1a	<p>Promote and champion links with Hadrian's Wall Partnership through building visitor awareness via internal and external marketing and communications</p> <ul style="list-style-type: none"> <li>• Remain a key partner in the Hadrian's Wall Partnership</li> <li>• Develop British Museum links in the interpretation of the Roman Frontier Gallery</li> </ul>	Dir, HP&D & HC&E	Ongoing

	7.1b	Ensure we maximize the impact of the UNESCO World Heritage brand, including installation of UNESCO signs	Dir, HP&D	May 2021
	7.2	Participate in key Hadrian's Wall initiatives and bodies: <ul style="list-style-type: none"> <li>• Hadrian's Wall Partnership Board (AM)</li> <li>• 1900 celebrations</li> <li>• Sub groups: Learning &amp; Interpretation (AS), Marketing (CO), Curators (EP), Learning Forum (Learning Team), Volunteers (KA)</li> </ul>	SLT	Ongoing
	7.3	Work with partners to further develop the China-UK Wall to Wall initiative between Hadrian's Wall and the Great Wall, including signing up to the Great China Welcome	Dir, HP&P & HC&E	Ongoing

Objective 8.	Develop international audiences from China or with communities interested in Chinese culture		By Whom	By When
	8.1	Bring world class collections to Cumbria from China and see collections shared internationally	HP&P and HC&E	March 2020
	8.2	Work with local partners / initiatives to attract more international visitors from American and Far East Markets <ul style="list-style-type: none"> <li>• Develop guided tours in Mandarin by end 2019</li> <li>• Work with Carlisle City Council on the England Originals aimed at the American market</li> <li>• Continue to attend Historic Quarter Meetings</li> </ul>	Dir, DD & HP&P. HC&E	Ongoing
	8.3	Continue to develop the Chinese Engagement Programme in partnership with the Confucius Institute, specifically schools and families programming.	HC&E	Ongoing

## Appendix II: Detailed income and expenditure accounts

### Scenario 1: 100,000 visits per annum, Phases Two and Three of Project Tullie delivered

Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café only):	26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed visitors:	5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	264,932	262,235	264,423	266,502	268,477	270,353
<b>Income</b>										
<b>Grants (Public)</b>										
Carlisle City Council Management fee	903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
ACE NPO	405,392	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890
NPO admin recharge to partners	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000
Exhibition Tax Relief (HMRC)	84,340	16,000	5,000		20,000	20,000	20,000	20,000	20,000	20,000
<b>Grants (core) subtotal</b>	<b>1,407,504</b>	<b>1,294,851</b>	<b>1,159,836</b>	<b>1,187,840</b>	<b>1,225,719</b>	<b>1,243,956</b>	<b>1,262,557</b>	<b>1,281,531</b>	<b>1,300,883</b>	<b>1,320,623</b>
<b>Other Grants and Sponsorship</b>										
HLF Resilience	0	0	0	0	0	0	0	0	0	0
Cumbria County Council	0	0	0	0	0	0	0	0	0	0
Headley Trust	0	0	0	0	0	0	0	0	0	0
DCMS Wolfson (Costume Gallery)	0	0	0	0	0	0	0	0	0	0
LEP / Garfield Weston	0	0	0	0	0	0	0	0	0	0
Other grants	257,503	213,323	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Donations	58,446	14,160	5,000	0	15,000	20,000	25,000	30,000	30,000	30,000
<b>Other grants &amp; sponsorship subtotal</b>	<b>315,949</b>	<b>227,483</b>	<b>205,000</b>	<b>200,000</b>	<b>215,000</b>	<b>220,000</b>	<b>225,000</b>	<b>230,000</b>	<b>230,000</b>	<b>230,000</b>
<b>Covid Grants</b>	<b>697,787</b>	<b>41,602</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Admissions</b>										
Admissions Income (Incl Gift Aid & Memberships, net of V	25,501	79,198	49,826	0	576,090	548,657	587,847	627,037	627,037	627,037
Gift Aid	3,782	7,793	3,986	0	50,104	47,718	51,126	54,535	54,535	54,535
Tullie Card	0	0	0	0	0	0	0	0	0	0
Membership	4,309	6,450	2,329	0	6,000	6,000	6,000	6,000	6,000	6,000
<b>Admissions subtotal</b>	<b>33,592</b>	<b>93,441</b>	<b>56,141</b>	<b>0</b>	<b>632,194</b>	<b>602,375</b>	<b>644,973</b>	<b>687,571</b>	<b>687,571</b>	<b>687,571</b>
<b>Trading (net income)</b>										
Retail	2,865	11,055	7,781	0	70,875	72,000	74,250	78,200	82,250	86,400
Catering	(4,534)	9,000	9,175	0	66,623	74,737	79,129	83,548	87,993	90,920
Events	1,818	9,000	7,012	0	20,566	25,238	30,902	35,560	40,212	44,856
Monday alternative and other	205	418	0	0	0	0	0	0	0	0
<b>Trading (net of direct costs) subtotal</b>	<b>354</b>	<b>29,473</b>	<b>23,968</b>	<b>0</b>	<b>158,064</b>	<b>171,975</b>	<b>184,281</b>	<b>197,309</b>	<b>210,455</b>	<b>222,176</b>
<b>Learning income</b>	<b>2,656</b>	<b>20,230</b>	<b>11,366</b>	<b>0</b>	<b>20,438</b>	<b>41,693</b>	<b>42,527</b>	<b>43,377</b>	<b>44,245</b>	<b>45,130</b>
<b>Talks and other income/charges</b>	<b>2,478</b>	<b>7,665</b>	<b>2,305</b>	<b>5,000</b>	<b>29,902</b>	<b>30,500</b>	<b>31,110</b>	<b>31,732</b>	<b>32,367</b>	<b>33,014</b>
<b>Interest and investments</b>	<b>6,772</b>	<b>7,500</b>	<b>3,000</b>	<b>500</b>	<b>500</b>	<b>1,000</b>	<b>1,500</b>	<b>2,000</b>	<b>2,500</b>	<b>3,000</b>
<b>Central Charges Contribution</b>										
ACE	38,000	38,000	38,500	38,500	38,500	38,500	38,500	38,500	38,500	38,500
CBDC	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>Subtotal Central Charges</b>	<b>38,000</b>	<b>51,000</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>
<b>Total Museum income</b>	<b>2,505,092</b>	<b>1,773,245</b>	<b>1,513,115</b>	<b>1,444,840</b>	<b>2,333,316</b>	<b>2,362,998</b>	<b>2,443,448</b>	<b>2,525,020</b>	<b>2,559,521</b>	<b>2,593,014</b>
<b>CBDC income (gross)</b>										
Income	103,355	73,868	75,346	76,853	78,390	79,958	81,557	83,188	84,852	86,549
CBDC trading profit	34,501	31,450	21,172	21,172	27,172	27,672	28,172	28,672	29,172	29,672
<b>Subtotal CBDC income</b>	<b>137,856</b>	<b>105,318</b>	<b>96,518</b>	<b>98,025</b>	<b>105,562</b>	<b>107,630</b>	<b>109,729</b>	<b>111,860</b>	<b>114,024</b>	<b>116,221</b>
<b>Total income</b>	<b>2,642,948</b>	<b>1,878,563</b>	<b>1,609,633</b>	<b>1,542,865</b>	<b>2,438,878</b>	<b>2,470,628</b>	<b>2,553,177</b>	<b>2,636,880</b>	<b>2,673,545</b>	<b>2,709,235</b>

Summary: Project Tullie Scenario 1

100K ticketed visits

Phases 2 and 3 delivered

LUF timescale

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café only):	26,673	100,000	79,000	0	159,932	162,235	164,423	166,502	168,477	170,353
Ticketed visitors:	5,898	26,000	16,756	0	105,000	100,000	100,000	100,000	100,000	100,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	264,932	262,235	264,423	266,502	268,477	270,353
<b>Expenditure</b>										
<b>Staffing</b>										
Salaries (Trust only) and on costs	858,623	958,464	900,000	850,000	800,000	816,000	832,320	848,966	865,946	883,265
Core salaries offset by capital funding	0	(59,715)	(127,829)	(81,929)	0	0	0	0	0	0
Additional Development, Marketing, Exhibitions Staff	0	0	0	0	120,000	122,400	124,848	127,345	129,892	132,490
Additional hours	43,289	30,800	28,281	0	60,000	61,200	62,424	63,672	64,946	66,245
ACE MPM/NPO salaries	40,676	55,019	41,490	42,319	43,166	44,029	44,910	45,808	46,724	47,658
Travel and subsistence	1,597	5,000	12,734	20,000	12,989	13,248	13,513	13,784	14,059	14,341
Restructure allowance (one off)	0	0	0	0	0	0	0	0	0	0
Pension rebate & NI allowance	0	0	0	0	0	0	0	0	0	0
CIRS income	0	0	0	0	0	0	0	0	0	0
<b>Subtotal staffing expenditure</b>	<b>944,185</b>	<b>989,568</b>	<b>854,676</b>	<b>830,390</b>	<b>1,036,154</b>	<b>1,056,877</b>	<b>1,078,015</b>	<b>1,099,575</b>	<b>1,121,567</b>	<b>1,143,998</b>
<b>Exhibitions and Projects</b>										
Projects (Community, Gallery, etc)	63,376	306,333	60,000	80,000	80,000	120,000	120,000	160,000	160,000	160,000
Project Tullie	0	580,000	100,000	0	0	0	0	0	0	0
Costume Gallery	0	0	0	0	0	0	0	0	0	0
Temporary Exhibitions	9,481	52,400	20,000	0	60,000	80,000	80,000	120,000	120,000	120,000
ACE / CMC Expenditure	103,796	224,819	144,890	144,890	144,890	144,890	144,890	144,890	144,890	144,890
<b>Subtotal exhibitions and projects expenditure</b>	<b>176,653</b>	<b>1,163,552</b>	<b>324,890</b>	<b>224,890</b>	<b>284,890</b>	<b>344,890</b>	<b>344,890</b>	<b>424,890</b>	<b>424,890</b>	<b>424,890</b>
<b>Utilities</b>	<b>130,398</b>	<b>135,000</b>	<b>135,000</b>	<b>135,000</b>	<b>165,000</b>	<b>168,000</b>	<b>171,000</b>	<b>175,000</b>	<b>180,000</b>	<b>185,000</b>
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	45,000	75,000	76,500	78,030	79,591	81,182	82,806
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	55,000
Professional Fees & Insurance	32,672	51,950	45,000	45,000	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	20,000	15,000	45,000	46,000	47,000	48,000	49,000	50,000
General Office Expenses	8,945	19,300	20,000	20,000	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	45,000	65,000	60,000	60,000	60,000	60,000	60,000
Training	3,232	10,000	0	10,000	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	25,000	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	1,689	0	8,641	8,230	8,818	9,406	9,406	9,406
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>485,879</b>	<b>500,100</b>	<b>597,706</b>	<b>570,576</b>	<b>579,590</b>	<b>588,754</b>	<b>597,481</b>	<b>606,362</b>
<b>Trading</b>										
Salaries	6,776	15,423	8,500	0	65,108	66,410	67,738	69,093	70,475	71,884
Operational costs	4,708	15,850	9,485	0	33,674	34,348	35,035	35,736	36,450	37,179
<b>Central costs allocated to trading</b>	<b>11,484</b>	<b>31,273</b>	<b>17,985</b>	<b>0</b>	<b>98,782</b>	<b>100,758</b>	<b>102,773</b>	<b>104,828</b>	<b>106,925</b>	<b>109,064</b>
<b>Capital renewal allowance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>25,000</b>	<b>25,000</b>	<b>25,500</b>	<b>26,010</b>	<b>26,530</b>
<b>Contingency</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>45,000</b>	<b>45,900</b>	<b>50,000</b>	<b>51,000</b>	<b>52,020</b>
<b>Total Museum expenditure</b>	<b>1,605,118</b>	<b>2,794,033</b>	<b>1,818,429</b>	<b>1,690,381</b>	<b>2,182,532</b>	<b>2,311,101</b>	<b>2,347,168</b>	<b>2,468,548</b>	<b>2,507,873</b>	<b>2,547,864</b>
<b>CBD Costs</b>										
CBD Costs	89,020	85,037	86,738	88,472	90,242	92,047	93,888	95,765	97,681	99,634
Other costs	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>CBD Costs</b>	<b>89,020</b>	<b>98,037</b>	<b>99,738</b>	<b>101,472</b>	<b>103,242</b>	<b>105,047</b>	<b>106,888</b>	<b>108,765</b>	<b>110,681</b>	<b>112,634</b>
<b>Total Expenditure</b>	<b>1,694,138</b>	<b>2,892,070</b>	<b>1,918,166</b>	<b>1,791,853</b>	<b>2,285,774</b>	<b>2,416,148</b>	<b>2,454,056</b>	<b>2,577,313</b>	<b>2,618,553</b>	<b>2,660,499</b>
<b>Surplus (Deficit)</b>										
Planned transfer from restricted reserves		295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves		610,591	68,318	68,546	27,751	(2,583)	(82,841)	(113,094)	(108,343)	(98,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(107,140)</b>	<b>(185,313)</b>	<b>(125,540)</b>	<b>235,757</b>	<b>106,799</b>	<b>71,182</b>	<b>1,375</b>	<b>1,551</b>	<b>3,075</b>
<b>Free reserves</b>	<b>402,161</b>	<b>295,021</b>	<b>109,708</b>	<b>(15,832)</b>	<b>219,925</b>	<b>326,724</b>	<b>397,906</b>	<b>399,280</b>	<b>400,831</b>	<b>403,906</b>



**Summary: Project Tullie Scenario 2**  
**80K ticketed visits**  
**Phases 2 and 3 delivered**

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# Summary: Project Tullie Scenario 2

80K ticketed visits

Phases 2 and 3 delivered

LUF timescale

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
Inflation	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
Compounded	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café/shop only):	26,673	100,000	79,000	0	162,678	162,235	164,423	166,502	168,477	170,353
Ticketed visitors:	5,898	26,000	16,756	0	84,000	80,000	80,000	80,000	80,000	80,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	243,932	242,235	244,423	246,502	248,477	250,353
<b>Expenditure</b>										
<b>Staffing</b>										
Salaries (Trust only) and on costs	858,623	958,464	900,000	850,000	800,000	816,000	832,320	848,966	865,946	883,265
Core salaries offset by capital funding	0	(59,715)	(127,829)	(81,929)	0	0	0	0	0	0
Additional Development and Marketing Staff	0	0	0	0	85,000	86,700	88,434	90,203	92,007	93,847
Additional hours	43,289	30,800	28,281	0	60,000	61,200	62,424	63,672	64,946	66,245
ACE MPM/NPO salaries	40,676	55,019	41,490	42,319	43,166	44,029	44,910	45,808	46,724	47,658
Travel and subsistence	1,597	5,000	12,734	20,000	12,000	12,000	12,000	12,000	12,000	12,000
Restructure allowance (one off)	0	0	0	0	0	0	0	0	0	0
Pension rebate & NI allowance	0	0	0	0	0	0	0	0	0	0
CJRS income	0	0	0	0	0	0	0	0	0	0
<b>Subtotal staffing expenditure</b>	<b>944,185</b>	<b>989,568</b>	<b>854,676</b>	<b>830,390</b>	<b>1,000,166</b>	<b>1,019,929</b>	<b>1,040,088</b>	<b>1,060,649</b>	<b>1,081,622</b>	<b>1,103,015</b>
<b>Exhibitions and Projects</b>										
Projects	63,376	306,333	60,000	80,000	80,000	80,000	80,000	80,000	80,000	80,000
Project Tullie	0	580,000	100,000	0	0	0	0	0	0	0
Costume Gallery	0	0	0	0	0	0	0	0	0	0
Exhibitions and Projects post 19/20	9,481	52,400	20,000	0	60,000	80,000	80,000	120,000	120,000	120,000
ACE / CMC Expenditure	103,796	224,819	144,890	144,890	144,890	144,890	144,890	144,890	144,890	144,890
<b>Subtotal exhibitions and projects expenditure</b>	<b>176,653</b>	<b>1,163,552</b>	<b>324,890</b>	<b>224,890</b>	<b>284,890</b>	<b>304,890</b>	<b>304,890</b>	<b>344,890</b>	<b>344,890</b>	<b>344,890</b>
<b>Utilities</b>	<b>130,398</b>	<b>135,000</b>	<b>135,000</b>	<b>135,000</b>	<b>165,000</b>	<b>168,000</b>	<b>171,000</b>	<b>175,000</b>	<b>180,000</b>	<b>185,000</b>
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	45,000	75,000	76,500	78,030	79,591	81,182	82,806
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	55,000
Professional Fees & Insurance	32,672	51,950	45,000	45,000	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	20,000	15,000	45,000	46,000	47,000	48,000	49,000	50,000
General Office Expenses	8,945	19,300	20,000	20,000	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	45,000	65,000	60,000	60,000	60,000	60,000	60,000
Training	3,232	10,000	0	10,000	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	25,000	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	1,689	0	8,641	8,230	8,818	9,406	9,406	9,406
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>485,879</b>	<b>500,100</b>	<b>597,706</b>	<b>570,576</b>	<b>579,590</b>	<b>588,754</b>	<b>597,481</b>	<b>606,362</b>
<b>Trading</b>										
Salaries	6,776	15,423	8,500	0	65,108	66,410	67,738	69,093	70,475	71,884
Operational costs	4,708	15,850	9,485	0	33,674	34,348	35,035	35,736	36,450	37,179
<b>Central costs allocated to trading</b>	<b>11,484</b>	<b>31,273</b>	<b>17,985</b>	<b>0</b>	<b>98,782</b>	<b>100,758</b>	<b>102,773</b>	<b>104,828</b>	<b>106,925</b>	<b>109,064</b>
<b>Capital renewal allowance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Contingency</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>20,000</b>	<b>20,400</b>	<b>20,808</b>	<b>21,224</b>	<b>21,649</b>
<b>Total Museum expenditure</b>	<b>1,605,118</b>	<b>2,794,033</b>	<b>1,818,429</b>	<b>1,690,381</b>	<b>2,146,544</b>	<b>2,184,153</b>	<b>2,218,741</b>	<b>2,294,930</b>	<b>2,332,142</b>	<b>2,369,979</b>
<b>CBDC Costs</b>										
CBDC Staffing	89,020	85,037	86,738	88,472	90,242	92,047	93,888	95,765	97,681	99,634
Other costs	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>CBDC Costs</b>	<b>89,020</b>	<b>98,037</b>	<b>99,738</b>	<b>101,472</b>	<b>103,242</b>	<b>105,047</b>	<b>106,888</b>	<b>108,765</b>	<b>110,681</b>	<b>112,634</b>
<b>Total Expenditure</b>	<b>1,694,138</b>	<b>2,892,070</b>	<b>1,918,166</b>	<b>1,791,853</b>	<b>2,249,786</b>	<b>2,289,199</b>	<b>2,325,629</b>	<b>2,403,695</b>	<b>2,442,823</b>	<b>2,482,614</b>
<b>Surplus (Deficit)</b>	<b>948,810</b>	<b>(1,013,507)</b>	<b>(308,533)</b>	<b>(248,988)</b>	<b>45,595</b>	<b>25,359</b>	<b>56,512</b>	<b>48,375</b>	<b>40,864</b>	<b>33,475</b>
Planned transfer from restricted reserves		295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves		610,591	68,318	68,546	27,751	(2,583)	(2,841)	(23,094)	(73,343)	(83,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(107,140)</b>	<b>(185,313)</b>	<b>(125,540)</b>	<b>128,248</b>	<b>77,679</b>	<b>108,574</b>	<b>80,183</b>	<b>22,423</b>	<b>2,813</b>
<b>Free reserves</b>	<b>402,161</b>	<b>295,021</b>	<b>109,708</b>	<b>(15,832)</b>	<b>112,416</b>	<b>190,094</b>	<b>298,668</b>	<b>378,851</b>	<b>401,274</b>	<b>404,087</b>

## Scenario 3: 60,000 visits per annum, Phases Two and Three of Project Tullie delivered

Summary: Project Tullie Scenario 3

60K ticketed visits

Phases 2 and 3 delivered

LUF timescale	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café/shop only):	26,673	100,000	79,000	0	154,932	157,235	159,423	161,502	163,477	165,353
Ticketed visitors:	5,898	26,000	16,756	0	65,000	60,000	60,000	60,000	60,000	60,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	219,932	217,235	219,423	221,502	223,477	225,353
<b>Income</b>										
<b>Grants (Public)</b>										
Carlisle City Council Management fee	903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
ACE NPO	405,392	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890
NPO admin recharge to partners	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000
Exhibition Tax Relief (HMRC)	84,340	16,000	5,000	0	20,000	20,000	20,000	20,000	20,000	20,000
<b>Grants (core) subtotal</b>	<b>1,407,504</b>	<b>1,294,851</b>	<b>1,159,836</b>	<b>1,187,840</b>	<b>1,225,719</b>	<b>1,243,956</b>	<b>1,262,557</b>	<b>1,281,531</b>	<b>1,300,883</b>	<b>1,320,623</b>
<b>Other Grants and Sponsorship</b>										
HLF Resilience	0	0	0	0	0	0	0	0	0	0
Cumbria County Council	0	0	0	0	0	0	0	0	0	0
Headley Trust	0	0	0	0	0	0	0	0	0	0
DCMS Wolfson (Costume Gallery)	0	0	0	0	0	0	0	0	0	0
LEP / Garfield Weston	0	0	0	0	0	0	0	0	0	0
Other grants	257,503	213,323	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Donations	58,446	14,160	5,000	0	15,000	20,000	25,000	30,000	30,000	30,000
<b>Other grants &amp; sponsorship subtotal</b>	<b>315,949</b>	<b>227,483</b>	<b>205,000</b>	<b>200,000</b>	<b>215,000</b>	<b>220,000</b>	<b>225,000</b>	<b>230,000</b>	<b>230,000</b>	<b>230,000</b>
<b>Covid Grants</b>	<b>697,787</b>	<b>41,602</b>								
<b>Admissions</b>										
Admissions Income (Incl Gift Aid & Memberships, net of VAT)	25,501	79,198	49,826	0	356,627	329,194	352,708	376,222	376,222	376,222
Gift Aid	3,782	7,793	3,986	0	31,017	28,631	30,676	32,721	32,721	32,721
Tullie Card	0	0	0	0	0	0	0	0	0	0
Membership	4,309	6,450	2,329	0	6,000	6,000	6,000	6,000	6,000	6,000
<b>Admissions subtotal</b>	<b>33,592</b>	<b>93,441</b>	<b>56,141</b>	<b>0</b>	<b>393,644</b>	<b>363,825</b>	<b>389,384</b>	<b>414,943</b>	<b>414,943</b>	<b>414,943</b>
<b>Trading (net income)</b>										
Retail	2,865	11,055	7,781	0	48,750	48,000	49,500	51,000	52,500	54,000
Catering	(4,534)	9,000	9,175	0	68,157	63,337	67,159	71,170	75,380	79,799
Events	1,818	9,000	7,012	0	24,651	25,144	25,646	26,159	26,683	27,216
Monday alternative and other	205	418	0	0	0	0	0	0	0	0
<b>Trading (net of direct costs) subtotal</b>	<b>354</b>	<b>29,473</b>	<b>23,968</b>	<b>0</b>	<b>141,558</b>	<b>136,481</b>	<b>142,305</b>	<b>148,329</b>	<b>154,562</b>	<b>161,015</b>
<b>Learning income</b>	<b>2,656</b>	<b>20,230</b>	<b>11,366</b>	<b>0</b>	<b>40,875</b>	<b>41,693</b>	<b>42,527</b>	<b>43,377</b>	<b>44,245</b>	<b>45,130</b>
<b>Talks and other income/charges</b>	<b>2,478</b>	<b>7,665</b>	<b>2,305</b>	<b>5,000</b>	<b>29,902</b>	<b>30,500</b>	<b>31,110</b>	<b>31,732</b>	<b>32,367</b>	<b>33,014</b>
<b>Interest and investments</b>	<b>6,772</b>	<b>7,500</b>	<b>3,000</b>	<b>500</b>	<b>500</b>	<b>1,000</b>	<b>1,500</b>	<b>2,000</b>	<b>2,500</b>	<b>3,000</b>
<b>Central Charges Contribution</b>										
ACE	38,000	38,000	38,500	38,500	38,500	38,500	38,500	38,500	38,500	38,500
CBDC	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>Subtotal Central Charges</b>	<b>38,000</b>	<b>51,000</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>	<b>51,500</b>
<b>Total Museum income</b>	<b>2,505,092</b>	<b>1,773,245</b>	<b>1,513,115</b>	<b>1,444,840</b>	<b>2,098,698</b>	<b>2,088,954</b>	<b>2,145,883</b>	<b>2,203,412</b>	<b>2,231,000</b>	<b>2,259,225</b>
<b>CBDC income (gross)</b>										
Income	103,355	73,868	75,346	76,853	78,390	79,958	81,557	83,188	84,852	86,549
CBDC trading profit	34,501	31,450	21,172	21,172	27,172	27,672	28,172	28,672	29,172	29,672
<b>Subtotal CBDC income</b>	<b>137,856</b>	<b>105,318</b>	<b>96,518</b>	<b>98,025</b>	<b>105,562</b>	<b>107,630</b>	<b>109,729</b>	<b>111,860</b>	<b>114,024</b>	<b>116,221</b>
<b>Total income</b>	<b>2,642,948</b>	<b>1,878,563</b>	<b>1,609,633</b>	<b>1,542,865</b>	<b>2,204,260</b>	<b>2,196,584</b>	<b>2,255,612</b>	<b>2,315,272</b>	<b>2,345,024</b>	<b>2,375,446</b>

Summary: Project Tullie Scenario 3  
60K ticketed visits  
Phases 2 and 3 delivered  
LUF timescale

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
			6m closure	Construction Closed	Phase 2 Completion					
	Covid	Covid	NLHF dev	Ph. 3 Delivery	Ph. 3 Delivery	Ph. 3 opening				
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café/shop only):	26,673	100,000	79,000	0	154,932	157,235	159,423	161,502	163,477	165,353
Ticketed visitors:	5,898	26,000	16,756	0	65,000	60,000	60,000	60,000	60,000	60,000
Learning / community ticketed visitors:	2,801	7,341	11,000	0	0	40,000	40,000	40,000	40,000	40,000
Total users + ticketed visitors:	32,571	126,000	95,756	0	219,932	217,235	219,423	221,502	223,477	225,353
<b>Expenditure</b>										
<b>Staffing</b>										
Salaries (Trust only) and on costs	858,623	958,464	900,000	850,000	800,000	816,000	832,320	848,966	865,946	883,265
Core salaries offset by capital funding	0	(59,715)	(127,829)	(81,929)	0	0	0	0	0	0
Additional Development and Marketing Staff	0	0	0	0	0	0	0	0	0	0
Additional hours	43,289	30,800	28,281	0	60,000	61,200	62,424	63,672	64,946	66,245
ACE MPM/NPO salaries	40,676	55,019	41,490	42,319	43,166	44,029	44,910	45,808	46,724	47,658
Travel and subsistence	1,597	5,000	12,734	20,000	12,000	12,000	12,000	12,000	12,000	12,000
Restructure allowance (one off)	0	0	0	0	0	0	0	0	0	0
Pension rebate & NI allowance	0	0	0	0	0	0	0	0	0	0
CIRS income	0	0	0	0	0	0	0	0	0	0
<b>Subtotal staffing expenditure</b>	<b>944,185</b>	<b>989,568</b>	<b>854,676</b>	<b>830,390</b>	<b>915,166</b>	<b>933,229</b>	<b>951,654</b>	<b>970,447</b>	<b>989,616</b>	<b>1,009,168</b>
<b>Exhibitions and Projects</b>										
Projects	63,376	306,333	60,000	80,000	80,000	80,000	80,000	80,000	80,000	80,000
Project Tullie	0	580,000	100,000	0	0	0	0	0	0	0
Costume Gallery	0	0	0	0	0	0	0	0	0	0
Exhibitions and Projects post 19/20	9,481	52,400	20,000	0	60,000	80,000	80,000	120,000	120,000	120,000
ACE / CMC Expenditure	103,796	224,819	144,890	144,890	144,890	144,890	144,890	144,890	144,890	144,890
<b>Subtotal exhibitions and projects expenditure</b>	<b>176,653</b>	<b>1,163,552</b>	<b>324,890</b>	<b>224,890</b>	<b>284,890</b>	<b>304,890</b>	<b>304,890</b>	<b>344,890</b>	<b>344,890</b>	<b>344,890</b>
<b>Utilities</b>	<b>130,398</b>	<b>135,000</b>	<b>135,000</b>	<b>135,000</b>	<b>165,000</b>	<b>168,000</b>	<b>171,000</b>	<b>175,000</b>	<b>180,000</b>	<b>185,000</b>
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	45,000	75,000	76,500	78,030	79,591	81,182	82,806
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	55,000
Professional Fees & Insurance	32,672	51,950	45,000	45,000	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	20,000	15,000	45,000	46,000	47,000	48,000	49,000	50,000
General Office Expenses	8,945	19,300	20,000	20,000	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	45,000	65,000	60,000	60,000	60,000	60,000	60,000
Training	3,232	10,000	0	10,000	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	25,000	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	1,689	0	8,641	8,230	8,818	9,406	9,406	9,406
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>485,879</b>	<b>500,100</b>	<b>597,706</b>	<b>570,576</b>	<b>579,590</b>	<b>588,754</b>	<b>597,481</b>	<b>606,362</b>
<b>Trading</b>										
Salaries	6,776	15,423	8,500	0	65,108	66,410	67,738	69,093	70,475	71,884
Operational costs	4,708	15,850	9,485	0	33,674	34,348	35,035	35,736	36,450	37,179
<b>Central costs allocated to trading</b>	<b>11,484</b>	<b>31,273</b>	<b>17,985</b>	<b>0</b>	<b>98,782</b>	<b>100,758</b>	<b>102,773</b>	<b>104,828</b>	<b>106,925</b>	<b>109,064</b>
<b>Capital renewal allowance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Contingency</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>15,000</b>	<b>15,000</b>	<b>15,000</b>	<b>15,000</b>	<b>10,000</b>	<b>10,000</b>
<b>Total Museum expenditure</b>	<b>1,605,118</b>	<b>2,794,033</b>	<b>1,818,429</b>	<b>1,690,381</b>	<b>2,061,544</b>	<b>2,092,453</b>	<b>2,124,907</b>	<b>2,198,919</b>	<b>2,228,911</b>	<b>2,264,484</b>
<b>CBDC Costs</b>										
CBDC Staffing	89,020	85,037	86,738	88,472	90,242	92,047	93,888	95,765	97,681	99,634
Other costs	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>CBDC Costs</b>	<b>89,020</b>	<b>98,037</b>	<b>99,738</b>	<b>101,472</b>	<b>103,242</b>	<b>105,047</b>	<b>106,888</b>	<b>108,765</b>	<b>110,681</b>	<b>112,634</b>
<b>Total Expenditure</b>	<b>1,694,138</b>	<b>2,892,070</b>	<b>1,918,166</b>	<b>1,791,853</b>	<b>2,164,786</b>	<b>2,197,499</b>	<b>2,231,795</b>	<b>2,307,684</b>	<b>2,339,592</b>	<b>2,377,118</b>
<b>Surplus (Deficit)</b>	<b>948,810</b>	<b>(1,013,507)</b>	<b>(308,533)</b>	<b>(248,988)</b>	<b>39,474</b>	<b>(916)</b>	<b>23,817</b>	<b>7,587</b>	<b>5,432</b>	<b>(1,673)</b>
Planned transfer from restricted reserves	0	295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves	0	610,591	68,318	68,546	27,751	(2,583)	(2,841)	(3,094)	(3,343)	(3,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(107,140)</b>	<b>(185,313)</b>	<b>(125,540)</b>	<b>122,127</b>	<b>51,404</b>	<b>75,878</b>	<b>59,395</b>	<b>56,991</b>	<b>47,666</b>
<b>Free reserves</b>	<b>402,161</b>	<b>295,021</b>	<b>109,708</b>	<b>(15,832)</b>	<b>106,295</b>	<b>157,699</b>	<b>233,577</b>	<b>292,972</b>	<b>349,963</b>	<b>397,629</b>

## Scenario 4: No Project Tullie

### Summary: Project Tullie Scenario 4 No Project Tullie

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
Inflation Compounded	Covid									
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café/shop only):	26,673	100,000	172,489	155,507	155,932	156,235	156,423	156,502	156,477	156,353
Ticketed visitors:	5,898	26,000	33,511	48,493	46,068	43,765	41,577	39,498	37,523	35,647
Learning / community ticketed visitors:	2,801	7,341	11,000	22,000	22,000	22,000	22,000	22,000	22,000	22,000
Total users + ticketed visitors:	32,571	126,000	206,000	204,000	202,000	200,000	198,000	196,000	194,000	192,000
<b>Income</b>										
<b>Grants (Public)</b>										
Carlisle City Council Management fee	903,772	864,961	740,946	773,950	791,829	810,066	828,667	847,641	866,993	886,733
ACE NPO	405,392	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890	399,890
NPO admin recharge to partners	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000	14,000
Exhibition Tax Relief (HMRC)	84,340	16,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
<b>Grants (core) subtotal</b>	<b>1,407,504</b>	<b>1,294,851</b>	<b>1,174,836</b>	<b>1,207,840</b>	<b>1,225,719</b>	<b>1,243,956</b>	<b>1,262,557</b>	<b>1,281,531</b>	<b>1,300,883</b>	<b>1,320,623</b>
<b>Other Grants and Sponsorship</b>										
HLF Resilience	0	0	0	0	0	0	0	0	0	0
Cumbria County Council	0	0	0	0	0	0	0	0	0	0
Headley Trust	0	0	0	0	0	0	0	0	0	0
DCMS Wolfson (Costume Gallery)	0	0	0	0	0	0	0	0	0	0
LEP / Garfield Weston	0	0	0	0	0	0	0	0	0	0
Other grants	257,503	213,323	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Donations	58,446	14,160	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000
<b>Other grants &amp; sponsorship subtotal</b>	<b>315,949</b>	<b>227,483</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>	<b>210,000</b>
<b>Covid Grants</b>	<b>697,787</b>	<b>41,602</b>								
<b>Admissions</b>										
Admissions Income (net of VAT)	25,501	79,198	99,652	228,052	220,982	214,132	207,494	201,061	194,828	188,789
Gift Aid	3,782	7,793	7,972	19,834	19,219	18,624	18,046	17,487	16,945	16,419
Tullie Card	0	0	0	0	0	0	0	0	0	0
Membership	4,309	6,450	4,657	5,000	5,000	5,000	5,000	5,000	5,000	5,000
<b>Admissions subtotal</b>	<b>33,592</b>	<b>93,441</b>	<b>112,281</b>	<b>252,886</b>	<b>245,201</b>	<b>237,755</b>	<b>230,540</b>	<b>223,548</b>	<b>216,773</b>	<b>210,208</b>
<b>Trading (net income)</b>										
Retail	2,865	11,055	15,561	31,500	32,130	32,773	33,428	34,097	34,779	35,474
Catering	(4,534)	9,000	18,351	27,500	28,050	28,611	29,183	29,767	30,362	30,969
Events	1,818	9,000	14,025	27,000	27,540	28,091	28,653	29,226	29,810	30,406
Monday alternative and other	205	418	0	0	0	0	0	0	0	0
<b>Trading (net of direct costs) subtotal</b>	<b>354</b>	<b>29,473</b>	<b>47,936</b>	<b>86,000</b>	<b>87,720</b>	<b>89,474</b>	<b>91,264</b>	<b>93,089</b>	<b>94,951</b>	<b>96,850</b>
<b>Learning income</b>	<b>2,656</b>	<b>18,511</b>	<b>37,000</b>	<b>37,740</b>	<b>38,495</b>	<b>39,265</b>	<b>40,050</b>	<b>40,851</b>	<b>41,668</b>	<b>42,501</b>
<b>Talks and other income/charges</b>	<b>2,478</b>	<b>9,382</b>	<b>13,796</b>	<b>14,072</b>	<b>14,353</b>	<b>14,640</b>	<b>14,933</b>	<b>15,232</b>	<b>15,536</b>	<b>15,536</b>
<b>Interest and investments</b>	<b>6,772</b>	<b>7,500</b>	<b>6,000</b>	<b>5,500</b>	<b>5,300</b>	<b>5,200</b>	<b>5,150</b>	<b>5,100</b>	<b>5,000</b>	<b>4,900</b>
<b>Central Charges Contribution</b>										
ACE	38,000	38,000	38,000	38,000	38,000	38,000	38,000	38,000	38,000	38,000
CBDC	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>Subtotal Central Charges</b>	<b>38,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>	<b>51,000</b>
<b>Total Museum income</b>	<b>2,505,092</b>	<b>1,773,243</b>	<b>1,652,849</b>	<b>1,865,038</b>	<b>1,877,789</b>	<b>1,891,290</b>	<b>1,905,494</b>	<b>1,920,350</b>	<b>1,935,812</b>	<b>1,951,619</b>
<b>CBDC income (gross)</b>										
Income	103,355	73,868	75,346	76,853	78,390	79,958	81,557	83,188	84,852	86,549
CBDC trading profit	34,501	31,450	21,172	21,172	27,172	27,672	28,172	28,672	29,172	29,672
<b>Subtotal CBDC income</b>	<b>137,856</b>	<b>105,318</b>	<b>96,518</b>	<b>98,025</b>	<b>105,562</b>	<b>107,630</b>	<b>109,729</b>	<b>111,860</b>	<b>114,024</b>	<b>116,221</b>
<b>Total income</b>	<b>2,642,948</b>	<b>1,878,561</b>	<b>1,749,367</b>	<b>1,963,062</b>	<b>1,983,350</b>	<b>1,998,920</b>	<b>2,015,222</b>	<b>2,032,210</b>	<b>2,049,835</b>	<b>2,067,839</b>

**Summary: Project Tullie Scenario 4**  
**No Project Tullie**

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
Inflation Compounded	Covid									
	Covid									
	0%	0%	2%	2%	2%	2%	2%	2%	2%	2%
	1.00	1.00	1.02	1.04	1.06	1.08	1.10	1.13	1.15	1.17
	Actual	Projection	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Users (visitors who are non-ticket buyers, e.g. café/shop only):	26,673	100,000	172,489	155,507	155,932	156,235	156,423	156,502	156,477	156,353
Ticketed visitors:	5,898	26,000	33,511	48,493	46,068	43,765	41,577	39,498	37,523	35,647
Learning / community ticketed visitors:	2,801	7,341	11,000	22,000	22,000	22,000	22,000	22,000	22,000	22,000
Total users + ticketed visitors:	32,571	126,000	206,000	204,000	202,000	200,000	198,000	196,000	194,000	192,000
<b>Expenditure</b>										
<b>Staffing</b>										
Salaries (Trust only) and on costs	858,623	958,464	900,000	850,000	800,000	760,734	759,346	757,929	756,485	755,011
Core salaries offset by capital funding	0	0	0	0	0	0	0	0	0	0
Additional Development and Marketing Staff	0	0	0	0	0	0	0	0	0	0
Additional hours	43,289	30,800	53,000	54,060	55,141	56,244	57,369	58,516	59,687	60,880
ACE MPM/NPO salaries	40,676	55,019	41,490	42,319	43,166	44,029	44,910	45,808	46,724	47,658
Travel and subsistence	1,597	5,000	12,734	12,989	13,248	13,513	13,784	14,059	14,341	14,627
Restructure allowance (one off)	0	0	0	0	0	0	0	0	0	0
Pension rebate & NI allowance	0	0	0	0	0	0	0	0	0	0
CJRS income	0	0	0	0	0	0	0	0	0	0
<b>Subtotal staffing expenditure</b>	<b>944,185</b>	<b>1,049,283</b>	<b>1,007,224</b>	<b>959,368</b>	<b>911,555</b>	<b>874,521</b>	<b>875,408</b>	<b>876,313</b>	<b>877,236</b>	<b>878,177</b>
<b>Exhibitions and Projects</b>										
Projects	63,376	306,333	60,000	80,000	80,000	80,000	80,000	80,000	80,000	80,000
Project Tullie	0	300,000	0	0	0	0	0	0	0	0
Costume Gallery	0	0	0	0	0	0	0	0	0	0
Exhibitions and Projects post 19/20	9,481	52,400	45,000	45,000	50,000	50,000	50,000	50,000	50,000	50,000
ACE / CMC Expenditure	103,796	224,819	144,890	144,890	144,890	144,890	144,890	144,890	144,890	144,890
<b>Subtotal exhibitions and projects expenditure</b>	<b>176,653</b>	<b>883,552</b>	<b>249,890</b>	<b>269,890</b>	<b>274,890</b>	<b>274,890</b>	<b>274,890</b>	<b>274,890</b>	<b>274,890</b>	<b>274,890</b>
<b>Utilities</b>	<b>130,398</b>	<b>135,000</b>	<b>135,000</b>	<b>135,000</b>	<b>165,000</b>	<b>168,000</b>	<b>171,000</b>	<b>175,000</b>	<b>180,000</b>	<b>185,000</b>
<b>Operational Expenditure</b>										
Rent & Business rates	19,300	33,100	98,979	100,358	101,765	103,201	104,665	106,158	107,681	109,235
Equipment & Materials	29,136	29,500	29,580	30,172	30,775	31,391	32,018	32,659	33,312	33,978
Security & Maintenance	41,926	56,900	45,000	58,000	62,000	65,000	68,000	70,000	72,000	75,000
Depreciation	112,897	120,000	120,000	120,000	85,000	55,000	55,000	55,000	55,000	53,000
Professional Fees & Insurance	32,672	51,950	45,000	68,023	69,384	70,772	72,187	73,631	75,103	76,605
IT Services	44,441	45,000	43,697	44,571	45,462	46,371	47,299	48,245	49,210	50,194
Cleaning	19,076	42,400	44,000	44,880	45,778	46,693	47,627	48,580	49,551	50,542
General Office Expenses	8,945	19,300	20,000	25,151	25,654	26,167	26,690	27,224	27,768	28,324
Marketing & Fundraising	3,547	46,500	36,934	37,673	38,426	39,195	39,979	40,778	41,594	42,426
Training	3,232	10,000	12,000	14,878	15,175	15,479	15,788	16,104	16,426	16,755
Subscriptions & Licences	25,402	16,300	25,000	30,244	30,849	31,466	32,096	32,738	33,392	34,060
Bank & Credit card charges	1,824	3,690	3,377	3,421	3,315	3,212	3,112	3,016	2,922	2,832
<b>Subtotal operational expenditure</b>	<b>342,398</b>	<b>474,640</b>	<b>523,567</b>	<b>577,370</b>	<b>553,583</b>	<b>533,946</b>	<b>544,461</b>	<b>554,131</b>	<b>563,960</b>	<b>572,950</b>
<b>Trading</b>										
Salaries	6,776	15,423	45,798	66,734	68,068	69,430	70,818	72,235	73,679	75,153
Operational costs	4,708	15,850	22,657	33,014	33,674	34,348	35,035	35,736	36,450	37,179
<b>Central costs allocated to trading</b>	<b>11,484</b>	<b>31,273</b>	<b>68,454</b>	<b>99,748</b>	<b>101,743</b>	<b>103,778</b>	<b>105,853</b>	<b>107,970</b>	<b>110,130</b>	<b>112,332</b>
<b>Capital renewal allowance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Contingency</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Museum expenditure</b>	<b>1,605,118</b>	<b>2,573,748</b>	<b>1,984,135</b>	<b>2,041,376</b>	<b>2,006,771</b>	<b>1,955,134</b>	<b>1,971,612</b>	<b>1,988,304</b>	<b>2,006,215</b>	<b>2,023,350</b>
<b>CBDC Costs</b>										
CBDC Staffing	89,020	85,037	86,738	88,472	90,242	92,047	93,888	95,765	97,681	99,634
Other costs	0	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000	13,000
<b>CBDC Costs</b>	<b>89,020</b>	<b>98,037</b>	<b>99,738</b>	<b>101,472</b>	<b>103,242</b>	<b>105,047</b>	<b>106,888</b>	<b>108,765</b>	<b>110,681</b>	<b>112,634</b>
<b>Total Expenditure</b>	<b>1,694,138</b>	<b>2,671,785</b>	<b>2,083,873</b>	<b>2,142,849</b>	<b>2,110,013</b>	<b>2,060,181</b>	<b>2,078,500</b>	<b>2,097,070</b>	<b>2,116,896</b>	<b>2,135,984</b>
<b>Surplus (Deficit)</b>	<b>948,810</b>	<b>(793,224)</b>	<b>(334,506)</b>	<b>(179,786)</b>	<b>(126,663)</b>	<b>(61,261)</b>	<b>(63,277)</b>	<b>(64,860)</b>	<b>(67,061)</b>	<b>(68,145)</b>
Planned transfer from restricted reserves	0	295,776	54,902	54,902	54,902	54,902	54,902	54,902	54,902	52,925
Planned transfer from/to designated reserves	0	310,591	68,318	68,546	27,751	(2,583)	(2,841)	(3,094)	(3,343)	(3,586)
<b>Final position after planned transfer from/to reserves</b>	<b>948,810</b>	<b>(186,857)</b>	<b>(211,286)</b>	<b>(56,338)</b>	<b>(44,010)</b>	<b>(8,942)</b>	<b>(11,216)</b>	<b>(13,052)</b>	<b>(15,502)</b>	<b>(18,806)</b>

## Appendix III: Temporary Exhibition Programme 2021-22

### **Driggsby, A Whale's Tale** **18 May 2021 – 5 September 2021**



An exciting new immersive, interactive and inspiring exhibition from the imagination of over 200 children from schools on Cumbria's west coast, telling the story of Driggsby the fin whale. Discover Driggsby's underwater world, meet the amazing creatures she shares the oceans with and follow her journey through dark tunnels, to the Mermaid's house, on to the North Pole and beyond. Funded by the National Lottery Heritage Fund.

Children from West Cumbria have worked with Prism Arts and Tullie House to explore life in our oceans, discover how Driggsby might have journeyed to Cumbria and learn why whales have been the inspiration for myths and legends. During this 18-month project, the children conducted beach cleans led by Workington Nature Partnership and saw for themselves how much rubbish can be found on our coastline. They left with a greater understanding and appreciation for the environment and are keen to spread the message that, in their own words, "The ocean is not a bin!"

#### **Key themes:**

- Conservation
- Creativity
- Learning through play and storytelling

#### **Target Visitor Numbers: 7,500**

Exhibition supported by:

- Schools programme
- Families programme during May Half Term and Summer Holidays

## **New Light: The Prize Exhibition**

### **18 September 2021 – 6 November 2021**



Preview: *Friday 17 September*

Following the success of the New Light: Real Northern Art Prize exhibition in 2018, we are again working with the charity New Light to deliver an even more impressive exhibition in their 10<sup>th</sup> anniversary year.

The showcase is one of the largest and acclaimed open exhibitions, highlighting contemporary artists who demonstrate exceptional application of practised skills, such as painting, drawing and print making; it is open to artists who were born, live or study art one of the historical counties of the North of England. A shortlist of 127 works feature in the tour, Tullie House will be the final point on the tour.

All works in the exhibition are available to buy and the exhibition will be complemented by a programme of events giving opportunities to meet the artists and discover more about their practice.

#### **Key themes:**

- Celebration of living artists
- Selling exhibition

**Target Visitor Numbers: 2,750 (shared with Artful Ways)**

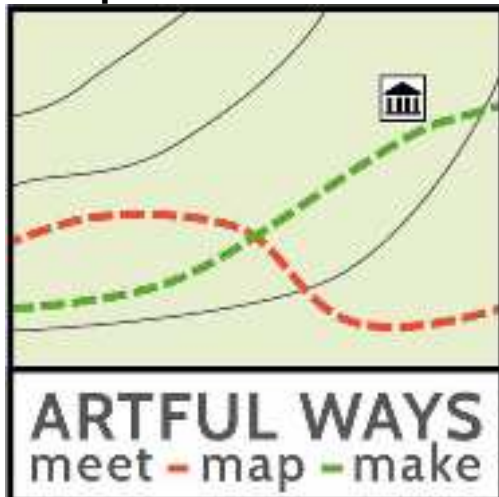
Exhibition supported by:

- Patron and members events



## **Artful Ways**

**18 September 2021 – 6 November 2021**



Preview: Friday 17 September

Artful Ways is an Arts Council funded project that will bring people together across Cumbria in a celebration of creativity and connection. From June 25 to July 25, Artful Ways invites people to meet up outside, to walk between studios, venues and other cultural landmarks, and to create something in response. Participant can record their route using a simple-to-use app, and their 'Artful Way' will be added to a new map featuring Cumbria's creative richness.

This map will be responded to by a Cumbrian artist and the resulting work, plus 4 other commissions and a selection of publicly submitted works will form an exhibition which will launch at Tullie House, then go on to tour other Cumbrian venues.

### **Key themes:**

- Celebration of living artists based in Cumbria
- Exploration of creativity and place
- Making contemporary art more accessible and relevant

**Target Visitor Numbers: 2,750 (shared with New Light)**

Exhibition supported by:

- Patron and members events
- 'Meet the Artist' presentation event

## Paddington, The Story of a Bear

20 November 2021 – 20 February 2022



Preview: *Friday 19 November (TBC)*

Paddington, The Story of a Bear is brand-new touring exhibition developed by the British Library, who will display the exhibition from July 2021. Tullie House will be the first venue on the tour.

The British Library exhibition will feature original artwork and manuscripts divided into three sections: **Arrival** This section will look at the beginnings of Paddington's story, exploring both how Michael Bond came to create Paddington and the beginning of Paddington's fictional story. **Home** This section will explore how Paddington settles into life at Windsor Gardens with the Browns, and how he makes friends and becomes part of the community. It will focus on the themes of family, and belonging. **Adventures** The final section will look at Paddington's adventures, focussing on three common themes: Paddington helping others, Paddington being creative, and Paddington exploring or trying new things.

### Key themes:

- Celebrating Paddington, character and story
- Importance of family and home
- Exploring experience of migration and belonging

### Target Visitor Numbers: 4,750

Exhibition supported by:

- Schools programme
- Family activities during Christmas and February Half Term
- Programming/commercial events (film screenings, family afternoon tea...)

## To the Edges of the Empire: Celebrating 1900 years of Hadrian's Wall

5 March 2022 – 12 June 2022



Image © National Museums Scotland



Copyright © The Fitzwilliam Museum

Preview: *Friday 4 March (TBC)*

As part of wall-wide celebrations to mark the 1900<sup>th</sup> anniversary of the commencement of the building of Hadrian's Wall in AD122, Tullie House will host a 'spotlight' type exhibition featuring high profile loans of objects from across the Roman Empire during Hadrian's reign. Within this exhibition we will launch an exhibition unveiling finds from the excavations of the Bathhouse Site at Carlisle Cricket Club. This exhibition within an exhibition will then tour to community centres and other venues across the city to celebrate and publicise the excavation.

### Key themes:

**Target Visitor Numbers: 700 (first 3 weeks only)**

Exhibition supported by:

- Schools programme
- Programme of talks

## **Looking further ahead for 2022-23**

### **Once Upon a Planet**

**25 June 2022 – 11 September 2022**

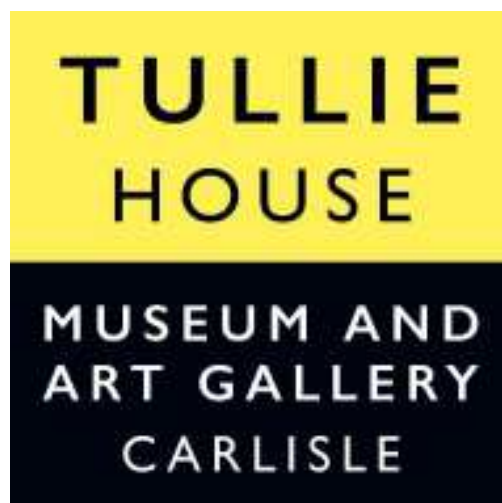


Co-curated 'work in progress' exhibition, as part of a wider project exploring how we use our Natural Science collections and how they can be used to advocate for and promote climate awareness and activism.

The exhibition will trial new ways of displaying and engaging our visitors with Natural Science collections to inform Project Tullie and new permanent displays,

As part of this exhibition, we will include selected 'Microworlds', which are digital 'creatures' which visitors interact with

in. Totally touch free and intuitive. These 'creatures' mimic real-life processes in nature, could be paired with Tullie House natural science collection.



## 2021/22 Learning & Engagement Programme

**Families 2021/22** – local Cumbrian (Facebook Families, Dormitory Dependables, Trips and Treats), tourist (Trips & Treats). Target of 4,241 - (Covid-19 recovery target - 50% of 2019/20)

Activity	Timing	KPI	Marketing
Under 5s programme: Tullie Toddlers	From 28 <sup>th</sup> July - 2 sessions every other Wednesday (max 15 per session for Summer Holidays, then drop from September)	2 sessions every other Wednesday – target of 480 attendances	What's On Social media – Facebook
Tuesday Tales	Every week during term time	5-10 participants per session	
Tullie House AV Trail	Launch before the end of the Summer.	Pilot activity so no KPI but will track number of hits and carry out targeted qualitative evaluation with visitors	
Tullie Time Travellers	Restart: monthly September – June	Maintain average of 15 attendees per session	Facebook
Relaxed Craft Sessions	October Half Term x 3  Christmas Holidays x 3	Target of 15 attendees per session Postcode analysis and increase number of SEND families	Carlisle City Council networks What's On Social Media
Holiday Activities	May Half Term x 6 bookable crafts Summer Holidays x 19 bookable crafts, 6 x storytelling sessions, 6 x meet the expert sessions inspired by Whale Tales exhibition  October – 6 drop ins, 3 pumpkin craft  Christmas - 3 drop-ins pre-Xmas  February HT – 9 drop-ins	May HT – 300 attendances  Summer Holidays – 800  October Half Term – 500  Christmas Holidays – 150  February Half Term - 500	What's On Holiday specific leaflets – distributed at local community venues and school bag drops Local advertising – Cumberland News Social Media Partner Cross-promotion
Family Gardening Club	Summer Hols – 5 sessions	15 attendees per session throughout Summer Holidays	What's On 2019 Mailing List
Christmas Fair	December	Target of 200 over the weekend. Work with commercial to add in extra events. Paddington link.	What's On Holiday specific leaflets – distributed at local community venues and school bag drops

			Local advertising – Cumberland News Social Media
Hadrian's Wall 1900 opening day	March 2022 - Crafts, storytelling, object handling	Target of 100 on the day	Exhibition promotion What's On Social Media TIC promotion Local partners
Outreach:	Uncovering Roman Carlisle Family Engagement September 2021  Carlisle Parks Outreach x 2 August/September	8 sessions, c. 240 attendees  No target – post Covid pilot of outdoor events	Social media Partner promotion Leaflets in community centres

**Young People 2021/22** – all YP activity is marketed via specific groups, networks and through referrals

Headline KPI of 321 participation days annually (Covid-19 recovery target - 50% of 2019/20)

Group	Timing	Activity	Measure
Hope Streets – NLHF funded project aimed at transforming youth engagement with museums across the Northwest. Split into five phases and finishing in 2022.	Phase 3- Deliver & Embed – April 2021 – March 2022	<p>Activity split into three strands:</p> <p><b>Senior Group</b> – made up of existing Hope Streets Young Producers plus additional recruitment. Focus on contributing to Project Tullie development and the planning and delivery of their own programme of events inspired by the exhibitions programme. 16-24 y/o.</p> <p><b>Junior Group</b> – focusing on 14 – 16-year-olds, one off monthly activities inspired by the Museum's collections and exhibitions. To replace existing Youth Panel.</p> <p><b>Research Group</b> – smaller group focusing on curatorial research projects linked to the collections and exhibitions. Project related so frequency TBD.</p>	<p>Minimum of 10 YPs in the group. Meeting frequency to be decided by the group.</p> <p>Target of 10 members.</p> <p>Target of 5 members</p>
Bubble & Me	April – July 2021 are the project dates, legacy	Weekly sessions with group of 10 – 16 y/o Syrian refugees, delivered in partnership with	Minimum of 5 attendees per session, plus family supporters.

	project TBD from August 2021	CDEC and M-Unit. Focus on developing confidence, creative skills and integration. Includes exhibition in Community Gallery.	
Hadrian's Wall Young Ambassadors	Summer 2021	Support the development of the Wall-wide programme using TH staff expertise. Host visit in the Summer Holidays plus a work experience day as part of the Uncovering Roman Carlisle excavation.	10 young people recruited and engaging

**Communities** – all community activity is marketed via specific groups, networks and through referrals

Headline KPI – 450 days annually with vulnerable adults / adults with protected characteristics (Covid-19 recovery target - 50% of 2019/20)

Group / Programme	Timing	Activity	Measure
Thriving Communities – national programme, TH leading Carlisle partnership	April 2021 – March 2022	Tullie on Tour – 2 sessions per month at urban community centre and rural community centre. Using collections to inspire conversation and creative activity.  Inside Out – participate in partner wide programme, 2 x sessions in each of the 6-week pilots (3 in total). Aimed at adults experience loneliness and isolation as a result of Covid-19.	5-10 attendees per session  5-10 attendees per session
Meet Me at the Museum	Monthly from November 2021	Collections inspired creative sessions for adults with dementia and their carers. Programme was 'Afternoon at the Museum' but Thriving Communities funding will double number of sessions to 2 per month.	5-10 attendees per session
Accessible Art Group	Monthly from April 2021	Sessions inspired by TH collections were participants will learn new art technique. Aimed at vulnerable adults to support with wellbeing and mental health.	5-10 attendees per session
Tullie Textiles	Monthly from April 2021	Group to continue at capacity, meeting monthly, with activity inspired by collections	Minimum of 20 attendees per session
Artful Ways Project	Q1 & Q2 2021/22	Lead 5 'Artful Ways' community walks, ending in Secret Garden with creative	5 activities with 5-10 attendees per session



		activity. Walks will be added to the Artful Ways digital map, with creative content developed in the sessions to be included in October 2021 exhibition.	
Secret Garden	Weekly volunteering opportunities through Summer	Focus on men experiencing mental health issues and loneliness/isolation following Covid.	5-10 attendees per session
Of / By / For ALL	April 2021- December 2021	Participate in international organisational development programme OBFA – aim is to create a new framework for community engagement increasing depth of connection with under-represented communities. Community of Interest to be identified by end of July.	KPI TBD by the team.
Community Gallery	Ongoing	1 display per quarter – 3-4 projects per year. Identified displays include:  Bubble & Me Tullie Textiles Romanians/Dacians project	
Carlisle United Project	Q2 2021	Linked to BHM programming – display in Garden, focusing on celebrating POC connected to the football club	KPI TBD
Uncovering Roman Carlisle Excavation	September 2021	Minimum of 5 ‘open access’ days for community groups	50-10 attendees per session
Paddington Exhibition Project	September 2021 – January 2022	Intergenerational project inspired by the Paddington exhibition – content TBD.	

**Schools – Target of 7,341 pupils (50% of 2019/20 – Covid recovery target)**

Activity	Content	Timing	Target
In house workshops	<p>Update to school pages of the website</p> <p>Update EYFS Under the Sea Session and Driggsby workshops to include Driggsby Whale Tales puppets/story into</p> <p>WW2 Session update</p> <p>Develop x2 new Geology Workshops with Neil for KS1 &amp; 2</p> <p>Loan boxes – update and repack where needed plus addition of x4 new boxes by Neil Fossils &amp; Rocks based.</p> <p>Audit of education collection with support of Curatorial Team to better use what we have and ensure safe display and storage and creatin of a database.</p>	<p>In line with website update</p> <p>October 2021</p> <p>Autumn '21</p> <p>pilot in Q3, deliver from Q4</p> <p>Autumn 2021</p> <p>Autumn 2021</p>	<p>Pages streamlined/ new imagery with teacher feedback gathered.</p> <p>Session piloted and rated as 'Excellent' by 75% of teachers</p> <p>Session piloted and rated as 'Excellent' by 75% of teachers</p> <p>Session piloted and rated as 'Excellent' by 75% of teachers</p> <p>New boxes to be advertised from autumn onwards – feedback gathered.</p> <p>Audit to have taken place by Autumn with action plan for improvements developed</p>
Special Event Weeks	<p>Paddington – special workshops created for exhibition</p> <p>Egyptian Week delivered</p> <p>Create and delivery Fossils and Footprint SEW with Neil</p>	<p>Develop Q3 deliver Q4</p> <p>Feb 2022</p> <p>March 2019</p>	<p>10 workshops delivered by end of Exhibition</p> <p>12 classes attending and rated as 'Excellent' by 75% teachers</p> <p>6 classes attending and rated as 'Excellent' by 75% of teachers</p>
Whale Tales	<p>Develop Exhibition and install</p> <p>Develop guided visit around the exhibition for EYFS, KS1 &amp; 2 groups.</p>	<p>Q1</p> <p>Q1 &amp; 2</p>	<p>10 sessions delivered and rates excellent by 75% teachers</p>
Outreach	<p>Working with Natural England, deliver 2 x Assembly Weeks, Oct&amp; March</p> <p>Deliver 'Poppy' Remembrance Week</p>	<p>Q3, Q4</p> <p>Q3</p>	<p>Reach 90% capacity during specific weeks with content rated as 'Excellent' by 75%</p>

	Deliver 2 x Chinese New Year Assembly Weeks	Q4	75% capacity with content rated as 'Excellent' by 90%
	Deliver a minimum of 6 history focused virtual assemblies per half term, include 2 new topics (prehistory and history of Carlisle )	Q3 & Q4	100% capacity in Week 1, 50% in Week 2, with content rated as 'Excellent' by 90% teachers  6 sessions per half term with content rated as 'Excellent' by 75% teachers

**Chinese Engagement Programme** – Kaleidoscope Creativity, local adults, local Chinese-British families. Minimum of 8 hours teaching per week (Confucius Institute Target)

Event / Programme	Timing	Target Audience & Marketing	KPI / Measure
Chinese Language and Culture Course	Weekly from September 2022– December 2019	Kaleidoscope Creativity and local adults – e-news, social media, leaflet locally	Average 8 attendees per session
YCT & HSK Accredited Mandarin Courses	Weekly (term time)	Chinese-British families – ongoing word of mouth	Average of 5 participants per session, achieving qualification each school year
Virtual School Language Course	Weekly (term time)	Local primary schools	2 course per half term
Virtual Introduction to China Assembly and CNY assembly week	Throughout year and Week of 31 <sup>st</sup> Jan 2022	Local Primary schools	2 per half term  Fully booked week.
Chinese Guide to the museum	Autumn 2021	Chinese Museum visitors – linked to great China Welcome	
Chinese New Year Event	February 2022	Local families	500 attendees

## Appendix V: Audience Spectrum Segments

### Audience Spectrum Segment Overviews (*Audience Agency*)

Up to date and in-depth information about each segment can found at:

<https://www.theaudienceagency.org/audience-spectrum/profiles>

#### Metroculturals

Prosperous, liberal urbanites, Metroculturals choose a city lifestyle for the broad cultural opportunity it affords. They are therefore interested in a very wide spectrum of activity, but many tend towards their own preferred artform or style. Although active museum attenders, more engage with the arts and many on a weekly basis. Working in demanding but rewarding professions, they are highly educated and have a wide variety of other interests from food and travel to current affairs and architecture.

#### Commuterland Culturebuffs

Affluent and settled with many working in higher managerial and professional occupations. Commuterland Culturebuffs are keen consumers of culture, with broad tastes but a leaning towards heritage and more classical offerings. Mature families or retirees, living largely in leafy provincial suburban or greenbelt comfort, they are willing to travel and pay for premium experiences, their habits perhaps influenced by commuting. Motivations are multiple, ranging from social and self-improvement, to the pursuit of learning opportunities for older children. They tend to be frequent attenders and potential donors.

#### Experience Seekers

An important and significant part of urban arts audiences, these highly active, diverse, social and ambitious singles and couples are younger people engaging with the arts on a regular basis. Students, recent graduates and in the early to mid-stages of their careers, they live close to city centres, have easy access to and attend a wide variety of arts, museums galleries and heritage. Interests cover mainstream, contemporary and culturally diverse offers and attending is at the heart of their social lives. They are mostly in search of new things to do and have disposable income to spend on a variety of leisure activities like sports/arts memberships and frequent visits to cafes, bars and restaurants. Digitally savvy, they will share experiences through social media on their smart phones.

#### Dormitory Dependables

A significant proportion of audiences are made up of this dependably regular if not frequently engaging group. Most live in suburban or small towns and show a preference for heritage activities, alongside popular and more traditional, mainstream arts. Many are thriving well off mature couples or busy older families; lifestage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family outing than an integral part of their lifestyle.

### Trips & Treats

While this group may not view arts and culture as a passion, they are reasonably active despite being particularly busy with a wide range of leisure interests. Comfortably off and living in the heart of suburbia their children range in ages, and include young people still living at home. With a strong preference for mainstream arts and popular culture like musicals and familiar drama, mixed in with days out to museums and heritage sites, this group are led by their children's interests and strongly influenced by friends and family.

### Home & Heritage

Conservative in their tastes, this more mature group appreciates all things traditional: a large proportion are National Trust members, while classical music and amateur dramatics are comparatively popular. While this is not a highly engaged group – partly because they are largely to be found in rural areas and small towns – they do engage with the cultural activity available to them in their locality. They look for activities to match their needs and interests, such as accessible day-time activities or content exploring historical events.

### Up Our Street

Living reasonably comfortable and stable lives, Up Our Street engage with popular arts and entertainment and museums and are also visitors of heritage sites. Many are older and have some health issues, living on average or below average household incomes, so access in all its forms can be an issue. Modest in their habits and in their means, value for money and low-risk are important factors in leisure decision making.

### Facebook Families

Arts and culture play a very small role in the lives of this younger, cash-strapped group living in suburban and semi-urban areas of high unemployment. They are the least likely to think themselves as arty, while less than a third believe that the arts is important. Nevertheless, they do go out as families: cinema, live music, eating out and pantomime.

### Kaleidoscope Creativity

Characterised by low levels of cultural engagement despite living in and around city areas where plenty of opportunities are within easy reach. A great mix of people comprise this segment with a wide range of ages, living circumstances, resources and cultural backgrounds all living cheek-by-jowl. Low incomes and unemployment can present barriers to accessing some cultural provision. Nevertheless, two thirds do engage with more popular and accessible culture annually, some of this in the local community and outside the mainstream. Free, local events like outdoor arts, festivals and carnivals may appeal, and so might popular offerings like musicals and music events.

### Heydays

Heydays are the group least likely to attend arts or cultural events, believing that the arts are no longer as important or relevant to them as perhaps they once were. Many live in sheltered or specially adapted accommodation for older people and are excluded from many activities due to a raft of health, access and resource barriers. If they do engage this is likely to be participatory such as

craft and knitting, painting, reading and writing activities organised by their sheltered housing, church group or community library.



## **Tullie House Activity Plan**

(Subject to review and development during the National Lottery Heritage Fund Development Stage)

## 1. Where we are now

### 1.1 *Our Organisation*

1.1.1 Tullie House Museum and Art Gallery is the largest Museum in Cumbria, attracting over 200,000 visitors per annum. We are the lead organisation of the Cumbria Museum Consortium, an Arts Council England Band 3 National Portfolio Organisation. The Museum opened in 1893 as a 'Museum, Public Library and School of Art', although parts of the building date back as early as the 17<sup>th</sup> century.

1.1.2 In 2016 we developed a Manifesto for the museum based on principles of co-creation, community engagement and active participation. The Manifesto was a progressive, forward-thinking vision for what a 21<sup>st</sup> century museum should be, championed by colleagues at other institutions as sector-leading and a powerful set of values to aspire to. It was inspired by 'The Participatory Museum' by Nina Simon, who used principles of participation and community engagement to transform the Santa Cruz Museum of Art & History from an organisation on the brink of collapse, to one that is both a thriving, dynamic, community hub and a successful multi-million-pound business. Simon subsequently created 'OF BY FOR ALL' an international organisational and community development programme, which we were one of the first English museums to be invited to participate in. This year, in part inspired by the tumultuous events of 2020, from Black Lives Matter to the youth climate strikes, we have re-worked the Manifesto into a new, more engaging format and written in more accessible language. The new Manifesto consists of ten powerful statements under three aspirational headings: Tullie House is the heartbeat of Carlisle's cultural life; Tullie House uses collections, programmes and resources to tell stories and inspire learning, for life; and Tullie House is a catalyst to connect Carlisle and Cumbria to the world. The Manifesto and OF BY FOR ALL form the blueprint for the values we want our engagement programmes and public spaces to embody, and together they have formed the structure for this Activity Plan.

1.1.3 Tullie House cares for an outstanding collection of almost half a million objects, covering fine & decorative art, human history and a recently Designated (2018) natural sciences collection. These collections form the basis for the four permanent galleries that make up the Museum; the award-winning Roman Frontier Gallery, opened in 2011, tells the story of life on Hadrian's Wall and features the innovative 'Living Wall' installation which compares ancient borders with modern frontiers; the Border Galleries, which tell the natural and historic story of Carlisle from the Ice Age to the present day, with specific sections focussing on Prehistory, Vikings, the Border Reivers and the flora and fauna of Carlisle; the Costume Collection at Tullie House, opened in 2021 as Phase 1 of Project Tullie showcasing some of the Museum's highly popular and regionally significant fashion and textiles collection; and Old Tullie House, where a selection of the Museum's fine and decorative art is displayed within the original manor house that gives the Museum its name.

1.1.4 Alongside the Museum's permanent galleries are two temporary exhibition spaces: the Community Gallery and the Art Gallery. The Community Gallery is updated on a quarterly basis and displays the creative outputs of community projects, including an exhibition currently showing that celebrates the creative outputs of the 'Bubble & ME'



project where Museum staff engaged with a group of young Syrian refugees to build confidence and language skills through creative activities. The Art Gallery is the largest temporary exhibition space in the North West and shows three to four major exhibitions annually in an outstanding programme of significant breadth and depth.

1.1.5 Tullie House's award-winning learning programme (Kids in Museums Family Friendly Award 2015, Golden Apple Award for Youth 2015, Sandford Award for Excellence in Heritage Education 2013 & 2018) engages with c. 30,000 people annually. Activity is funded through a combination of the Carlisle City Council management fee, National Portfolio Organisation funding from Arts Council England and project funding from grant bodies, trusts and foundations. Recent funders have included the National Lottery Heritage Fund (Whale Tales – an Our Heritage project), The Postcode Local Trust (the Secret Garden Project) and the Cumbria Community Foundation (health and wellbeing activities).

1.1.6 The Learning Team sits within the strategic responsibility of the Head of Collections & Engagement and works closely with the Museum's Curatorial Team. The current staff team consists of a Learning & Engagement Manager (FT), Community Engagement Producer (Young People & Projects - FT), Community Engagement Producer (Programmes – PT), Schools & Families Supervisor (FT) and a Learning Administrator (PT). In addition to these core posts we are recruiting for an Assistant Young People Producer (PT fixed term funded by the Hope Streets programme) and, as part of our China Engagement Programme, a Chinese Language Instructor seconded from Lancaster University Confucius Institute to deliver Chinese language and cultural activities with schools.

### *Our Audiences & Activities*

1.2.1 Audiences: in 2019/20 Tullie House attracted c. 54,000 ticketed visitors – a high percentage of these were local audiences, with a significant number of repeat visits which emphasises the key role Tullie House plays in the heritage and cultural offer of Carlisle. Detailed visitor profiles are outlined in Section 3 of the Masterplan. In addition to this, the Tullie House Learning Team delivers an award-winning programme of activity with schools, families, young people and vulnerable adults. In 2019/20 we delivered c. 31,000 instances of participation through a bespoke programme of engagement and participatory activity. This Activity Plan focuses on engagement with these crucial local audiences as well as new audiences that may be traditionally non-heritage users.

1.2.2 In 2020 we launched a new initiative: the Tullie House Community Board. The Community Board was set up to shape the future of the museum by listening to, and speaking for, the many different parts of our local community, including those who feel under-represented or marginalised in society. The 12 members of the Board are diverse, passionate and committed to making Tullie House more representative of the communities it serves. The Board's overarching purpose is to help Tullie House deliver on its Manifesto commitment to "mean more to more people". The Community Board will play a critical role in *Project Tullie* and in our Activity Plan are referred to as 'Tullie Connectors': they will help us deliver community consultation and outreach, and be our critical friend and sounding board throughout the Development and Delivery Phases.

1.2.3 Volunteers: we currently have c. 70 active volunteers providing vital support to the staff team. In 2020/21 this resulted in over 700 volunteer hours – a fantastic achievement given the extensive periods when the Museum was closed as part of national lockdowns. Volunteering is focussed on the following areas:

- Gallery Engagers – a new on-gallery volunteering initiative where volunteers help visitors get the most out of their visit and support the staff team to keep spaces and collections safe and secure
- Cumbria Biodiversity Data Centre – volunteers help to record sightings of flora & fauna in the county, and support with events
- The Tullie House Garden – weekly volunteers support the maintenance of the Museum gardens, including the Secret Garden (see Section 1.2.3)
- Curatorial volunteers – who support curators with documenting and cataloguing objects, with particular focus on our archaeology collections
- Learning volunteers – who support the delivery of family and community sessions

Volunteering is a vital area for development across all departments and is a key priority for *Project Tullie*. The value volunteers currently add to our operation cannot be overstated and we know that this can be developed significantly. This can be seen in the impact volunteering has had on one of our longest running programmes: our Lunchtime Lectures have been running for over twenty years, but lack of staff capacity for marketing and programming in recent years led to a decline in attendees. In 2018 we were approached by a volunteer who offered to support us in the coordination and promotion of the programme – this support has directly led to an increase in attendance of 114% compared to the previous year. There are many areas across our organisation where support like this is needed, and Project Tullie will help harness and accelerate the support and enthusiasm of our local audiences to make this happen. We also believe volunteering at Tullie House can support with loneliness and isolation post Covid-19 and are proud to be able to provide opportunities for our local residents to enhance their wellbeing through volunteering.

1.2.4 Learning: the Tullie House Learning Programme is split into four key audiences. Although severely impacted by Covid-19 in 2020/21, we are pleased to be scaling all programmes back up in 2021/22, with participation targets of 50% of 2019/20 engagements.

- a) Vulnerable adults: This programme is targeted at vulnerable or less engaged adults, primarily those who come under one of the ten protected characteristics. Tullie House's priority protected characteristics are Age, Socio-Economic, Disability, Sexuality and Ethnicity. In 2019/20 we saw over 900 'instances of participation', far exceeding our annual target of 600. Key programmes include *Afternoon at the Museum* - a monthly programme for adults living with dementia and their carers with a focus on object handling, sharing stories, visiting exhibitions and the social benefits of taking part in regular activity in a safe space. We have two Dementia Friend Champions and all Tullie House staff are trained as Dementia Friends. We are also members (and regular hosts) of the Carlisle Dementia Action Alliance and through this partnership we collaborate on projects and initiatives.

A key focus of this programme is mental health and wellbeing. We run our own in-house Art Group and Tullie Textiles group that focus on creative arts and wellbeing.

*“What a lovely way to spend an afternoon. It was just good to try something new, a bit scary, but in a good way. In fact, I was enjoying myself so much, I carried on painting for another hour or so!” Art Group Participant*

Tullie House is also leading on Carlisle’s ‘Thriving Communities’ project. Thriving Communities is a national fund supporting 37 projects across England and is being delivered in a unique partnership between the Arts Council England, Historic England and Natural England, NHS England and NHS Improvement, Sport England, the Money & Pensions Service and NHS Charities Together. Our project is the only one in Cumbria and is being delivered by the newly formed North Cumbria Arts, Health & Wellbeing Partnership (led by Tullie House), who have designed a programme that will help the people of Carlisle to recover from COVID-19 through the power of social prescribing. The partnership is made up of Tullie House, Carlisle City Council, North Cumbria Integrated Care Foundation Trust, Carlisle Healthcare, Prism Arts, Susie Tate Projects and Cumbria Wildlife Trust. We will be extending our reach and influence to deliver a programme of community co-produced arts, health and well-being activities across North Cumbria, working with other partners to increase the uptake of social prescribing to help improve the health and resilience of communities that have been particularly hard hit by Covid-19 and lockdowns. The programme includes upscaling partner activity (at Tullie this includes doubling the number of Afternoon at the Museum sessions for adults with dementia and their carers, and piloting a new programme of outreach at community centres), piloting a series of 6-week wellbeing programmes of accessible activities in green spaces (called Inside Out) and developing resources and events connecting local delivery organisations with the NHS and healthcare providers.

One of our most significant recent projects has been the development of our *Secret Garden*. In 2017 we received funding from the Postcode Local Trust to create a community garden in the grounds of Herbert Atkinson House, an adjoining property leased to the Museum used by staff. The Garden was developed with over 100 members of the community, and since its launch we have delivered a wide range of therapeutic and creative activities in the space. The success of the *Secret Garden* and the quality of the space formed part of the inspiration behind the proposed ‘Garden Gallery’ in Project Tullie, which aims to better connect the building with its beautiful green spaces.

*‘Being part of the Secret Garden project has been extremely beneficial to our Sunday Active group. It has been nice to be part of a project from the beginning through to its completion. The group have felt a great sense of inclusion and have taken pride from the changes they have helped to make for the garden.’ (Carlisle Mencap Support Worker)*

Groups who were a key part of the development of the *Secret Garden* (and who we continue to run regular sessions with) include Building Better Communities (for adults experiencing barriers to accessing work opportunities due to mental ill health) and Unity, a drug and alcohol rehabilitation service.

Carlisle Mencap are another key partner of our community programme. We have been their heritage partner on two NLHF bids exploring changing attitudes towards people with learning disabilities over the past 50 years, and the history of Mencap. Most recently we have worked with Mencap’s Independence Studio, a film and animation studio for creative adults and young people with physical and learning disabilities to produce their own creative output. We worked with the Studio to

create a short film telling the story of local fairground and showman communities as part of our major Summer 2019 exhibition 'Fantastic Fairground Factory'.

*Outreach* forms a key element of our work with protected characteristic groups. This includes regular sessions at care homes in Carlisle, focussing on object handling and themed around our collection areas. We also take part in a significant number of city-wide events (Cumbria Pride, Carlisle Unity Festival, Culture Bazaar) and from September we will be delivering the engagement programme for 'Uncovering Roman Carlisle', an 18-month programme of community archaeological investigation, exhibitions, and engagement exploring Carlisle's Roman remains funded by the National Lottery Heritage Fund. The project is being led by a partnership of Carlisle City Council, Carlisle Cricket Club, Tullie House Museum & Art Gallery and Wardell Armstrong.

Through our participation in the OF BY FOR ALL (OBFA) programme, we have been testing new methods of engagement with community partners. OBFA provides toolkits for researching potential new groups, carrying out initial consultation, advice on deepening relationships and the principles behind truly effective co-creation. In 2019 we chose to focus on the Nigerian community in Carlisle via the Elim Community Church, and used OBFA methodology to make connections, get to know the group and work with them to co-create an event as part of Black History Month – together we created a programme of song, music and storytelling celebrating the interests and passions of the group, accompanied by home cooked, traditional Nigerian dishes. We had over 150 people attend, our highest ever participation in a Black History Month event, which demonstrates the power of partnership working. This year our community of interest is people with hidden disabilities, in particular those with visual impairments. Frameworks and techniques developed during our participation in OBFA have been used to structure both the Development and Delivery Phases of the Activity Plan, with further testing planned for the Development Phase into the most effective and engaging co-curation opportunities.

- b) Young People: this programme focuses on young people (14-25) outside of formal learning. Since 2018, the driving force behind our youth engagement activity has been *Hope Streets* of which Tullie House is the Cumbrian partner. *Hope Streets* is a transformational youth engagement and organisational development project managed by Curious Minds and funded by the National Lottery Heritage Fund, as part of the 'Kick the Dust' funding stream. It is supported by Museums Development North West and Youth Focus North and launched in November 2018. Hope Streets provides a platform for 11-25-year olds from diverse backgrounds to work with heritage organisations, artists and experts to interrogate, agitate and re-present their local heritage to produce a huge range of engagement outcomes, including takeover days, exhibitions, events and festivals.

For the first Phase of the project we brought together a group of twenty young people through open recruitment and referrals from key partners including Cumbria Youth Service, Multicultural Carlisle's Youth Loop and Carlisle Young Carers. For their first project, the group helped recruit an emerging artist collective (Frog + Bone) to develop an immersive 'Hope Happening' event in the City Centre telling stories of Carlisle, past and present. In Phase 2, this group became our 'junior group' and we recruited an additional 10 older young people to form our Young Producers group. The Young Producers had originally planned to create and deliver a physical 'Festival of Hope' in Summer 2020. However, the group adapted brilliantly to Covid-19

restrictions and created a fantastic programme of digital activity. This included: 'underrepresent', a series of Q&A's which tackled under-representation and alternative creative careers, a visual arts competition for young Cumbrian creatives that resulted in a paid commission in our 'British Tattoo Art' exhibition, 'Culture of Freedom' a documentary about young people and the different hidden cultures with the city, an immersive, anti-digital public art installation in a pop-up shop in the Lanes Shopping Centre and a project exploring Carlisle's rock, metal and punk history. Our Hope Streets Young Producers will form the backbone of our engagement with young people during the Activity Plan – they will help us ensure our activity is meaningful, relevant and innovative and will include 'takeover' initiatives where we give our young people space, time and budget to plan their own programme of youth focussed events.

As well as delivering innovative youth engagement, Hope Streets also aims to permanently change how we work with young people, focussing on enabling young people to initiate, lead and guide projects that are meaningful for them, get involved in decision making and governance, evaluate and re-present how we communicate with young audiences. One element to this activity is regular 'Mystery Shopper' visits from Young People. Feedback from our first visit has shown that, in terms of gallery content, there was "not much that appeared to target itself at young adults" – this shows how important it is for us to work with young people on the development of new spaces as part of Project Tullie. Organisational change is at the heart of the current phase of the project – 'Deliver & Embed'. We are currently consulting with young people as to the shape of our re-launched offer and hosted a 6 month 'Alternative Saturday Job' role in our Exhibitions Team. We have also changed our recruitment policies to be able to recruit under 18s as paid casual staff and volunteers and are in the process of recruit two Kickstarter roles and two Apprenticeships.

Focus group work has shown that young people who do not visit Tullie House perceive the museum to be "outdated" with "no relevance" to them. Activity in our Delivery Phase will focus on changing these perceptions: we will use lessons learned during the 'Deliver & Embed' phase of Hope Streets to create bespoke marketing for young people, engage young people through after-school outreach at local secondary schools and develop our partnership with Carlisle Youth Zone to run activities with groups of their older users.

- c) Schools: in 2019/20 the Schools Programme reached almost 15,000 pupils through three strands of activity: in house mediated sessions (40%), self-guided visits (9%) and outreach sessions (51%). c. 40% of activity is with KS2 pupils but engagement with KS1 and EYFS pupils is increasing annually. Figures for 2019/20 as follows:

Type	EYFS	KS1	KS2	KS3/4/5	HE	Total
In house mediated	223	1329	4223	67	0	5842
Self-guided	59	198	534	460	60	1311
Outreach	507	2828	4194	32	0	7561
Total	789	4355	8951	559	60	14,714

The vast majority of this activity was with primary school pupils (c. 96%) with Carlisle, West Cumbria and South Scotland key areas of engagement. The below map illustrates the extent of Tullie House engagement with primary schools across the county<sup>16</sup>:



In-house workshops focus on the Museum's human history collections, with workshops covering the majority of key historical topics in the National Curriculum. This includes Prehistory, Egyptians, Romans, Vikings, Anglo-Saxons, Tudors, Victorians and the First & Second World Wars as well as locally specific topics such as the Border Reivers. We also offer a small number of sessions related to other collection areas, including natural sciences (Habitats & Minibeasts) and fine art (I See, I Think, I Wonder), areas that we would like to develop as part of the review in our Activity Plan. All of our sessions are created using principles of enquiry-based learning, and have object handling at their core.

Much of the outreach programme is developed and delivered in collaboration with partner organisations including Natural England (twice yearly assemblies on habitats) and the Lancaster University Confucius institute (CI). CI currently second two Chinese teachers who deliver a wide range of engagement activity, including Chinese Language and Culture assemblies and workshops in schools across the county. Feedback for the Tullie House schools programme is overwhelmingly positive, with 98% of sessions rated as 'Excellent' or 'Good'. Recent comments from teachers include:

*'This visit has been the icing on the cake for our topic on Vikings. Definitely a memorable and excellent experience for our pupils.'* (Teacher Newlaithes Juniors – Viking Week)

*'Children were fully engaged from start to finish. All activities were age appropriate and reinforced lessons taught in class.'* (Teacher Gretna Primary – Egyptians Workshop)

The Schools Programme also includes bespoke sessions related to the temporary exhibition programme. From 2018/19 – 2020/21, a key area of programme delivery has been 'Whale Tales' a major NLHF funded engagement programme delivered in

<sup>16</sup> Social Impact of Tullie House Report, DC Research, October 2018, p. 12

partnership with inclusive arts charity Prism Arts and inspired by Driggsby, a 12m long juvenile fin whale washed up in West Cumbria in 2014 and subsequently acquired by Tullie House. Over 150 EYFS pupils from six schools across West Cumbria are participating in the project, outcomes of which include an illustrated book about Driggsby created by the pupils, a co-curated exhibition telling Driggsby's story with an accompanying major engagement programme and teacher CPD sessions. Our schools programme is currently operating close to or at maximum capacity from September – March. This is largely due to inadequate space for learning activity, which is a major issue we are seeking to address as part of Project Tullie. In addition, although our programme has strong collection links, the majority of sessions do not take in our gallery spaces. Within the Development Phase of Project Tullie, we will undertake a root and branch review of our schools programme, recruit a Teacher Advisory Panel and carry out extensive consultation with users and non-users to inform the development of a new learning spaces and an on-gallery collections focussed schools programme. Working with partners on Carlisle's Local Cultural Education Partnership (founded and co-chaired by our Head of Collections & Engagement), we will also create a 'Carlisle Curriculum' (see Section 2.3).

- d) Families: This programme is a key driver behind our success with this audience who make up a significant proportion of our visitors. Where possible the family programme is linked to themes within the temporary exhibition programme or the Tullie House collections. At certain times of the year (Easter, Christmas, Halloween) we focus on seasonal themes popular with general audiences. In 2019/20 c. 8,000 people took part in the programme, which can be split into six key areas:

*Drop-ins:* We run 40 – 60 drop ins per year throughout holidays and term time. February Half Term and October Half Term are the busiest weeks in the year for the Museum, both for participation and visitor numbers. Drop-ins generally involve a simple 'make and take' craft activity and object handling. They are aimed primarily at 7 – 10 year olds but activities are simple enough that younger children can access them easily. Children are supervised by parents / guardians who are invited to take part in the activity alongside the children. In addition to general drop-ins, we run 'Relaxed Craft' sessions aimed at children with additional needs and the families who find out busy drop-ins overwhelming. During 2020/21 we adapted these sessions to make them Covid-19 safe, introducing pre-booking and creating a 'family bubble' system in our spaces.

*Tullie Toddlers:* a programme of drop-in sessions aimed exclusively at non-school age children, primarily 2 – 3-year olds although over the past two years we have seen an increase in babes in arms. Sessions are linked to our collections, with topics related to nature and wildlife the most popular. Following a pause during 2020/21 because of Covid-19, our Toddler programme has re-launched as a pre-booked session and is currently fully booked every week.

*Special Events:* we run a number of special or major events aimed at families during the year. This always includes a Christmas Fun Weekend and a 'family festival' linked to our Summer exhibition. Attendance ranges between 150 – 350 participants at each event.

*Outreach:* this comes in a number of different forms. It includes 'mass' outreach events either run by partner organisations or put on by Tullie for special occasions or

exhibitions. Key outreach events include Chinese New Year (c. 2,500 participants) and monthly sessions at the Sure Start centre in West Morton.

*Tullie Time Travellers*: This is a monthly club for children aged 7 – 14 years old and is themed around the Museum and its collections. It has been running for over ten years and operates at maximum capacity.

*YCT*: our Chinese Language Instructors run weekly Chinese language classes where children work towards reaching their YCT qualification in Basic, Intermediate or Advanced Mandarin. Children learn alongside their parents, and the core group of 16 meets every week during term time. It is primarily families with a Chinese parent that take part.

Our Families programme is well attended and well loved – evidence from focus groups carried out during our masterplanning phase suggested the wide range of activities and the “social” aspects of the programme were particularly valued. However, participation in activities could be much deeper in terms of direct engagement with collections. We also know we can build on our engagement with families from lower socio-economic areas. Audience Agency data shows that our family visitors largely come under the ‘Trips and Treats’ and ‘Dormitory Dependables’ segments. However, ‘Facebook Families’ present a very significant development opportunity for us – in 2019/20 this traditionally ‘low engagement’ segment made up just 9% of our visitors, but this could be as high as 16% based on the Cumbrian population. According to focus group work conducted in our masterplanning process, one of the perceptions non-attending local visitors have is that the Museum is static and unchanging. Delivering outreach sessions will help raise awareness of new developments as part of Project Tullie and help non-attending families get to know staff and volunteers and the kind of activities we offer.

1.2.3 Gallery Development: Over the past two months we have delivered a number of small scale ‘refreshes’ to our permanent galleries, with the twin aims of improving visitor experience and developing deeper relationships with community partners through co-curation. Projects have included:

*Cultures Collides* – a new display on the ground floor of Old Tullie House, developed in partnership with Prism Arts Studio Arts Group (aspiring artists facing barriers to accessing creative opportunities due to physical disabilities). A number of our pre-Raphaelite paintings are currently on loan to a major international touring exhibition in Japan, which gave us the opportunity to re-display this beautiful space. Artists from the Studio Arts Group worked with curators at the museum to create a stunning display inspired by the rarely seen Japanese collections. The group compared and contrasted landscapes, industry and home life as depicted in paintings, costume and social history objects. Prism Arts have been a long-standing collaborator of ours and will play a key role in the Development and Delivery Phases of Project Tullie.

*Origins* – a re-display of our Prehistory area, with more collections on display and more of a focus on the richness of material culture in this period, as opposed to a broad, chronological narrative. We worked with a local occupational therapist to



develop tactile elements of the gallery to support visitors with visual impairments, as well as making the space wheelchair accessible.

*Formations* – we worked with our long-standing partner, the Building Better Communities organisation, to co-curate a new geology display in the Border Galleries. The organisation supports adults unable to take up employment opportunities due to physical or mental ill health, and they played a key role in the development of our Secret Garden. We wanted to harness the group's passion for the environment to develop this new display, which tells Cumbria's amazing geological story.

*Wildlife Dome* – this much-loved display was in serious need of an update after thirty years. Our Biodiversity Curator worked with our Families team to install a 'work in progress' display this summer, testing and exploring approaches to engage families with our natural science collection including through a 'Nocturnal' area, spotting zone and bird hide, and voting stations. Findings from this initiative will be used to inform planning for our natural science galleries during the Development and Delivery phases.

This strand of activity has provided excellent groundwork for the Development and Delivery Phases of Project Tullie – we will use learning from these projects to work with a community partner on a quarterly basis to create co-curated temporary displays testing collections and stories.

## 2. Strategic Decisions About Engaging People

### 2.1 Our Project

Project Tullie is a bold and ambitious programme of long-term capital and organisational development that aims to bring Tullie House back into the heart of its community and celebrate its internationally significant collections. It will drive a major step change in turning our Manifesto (see 1.1.2) from being an aspirational set of values to a lived reality, making the Museum truly ‘mean more to more people’.

Underpinning the Manifesto and Project Tullie are our two Business Plan priorities: community engagement and financial sustainability. We see greater engagement as the route to income generation – more visitors will result in greater admissions income and secondary spend – and at its core Project Tullie and this Activity Plan have one overarching goal: more people experiencing the benefits of our buildings, collections and activity.

### 2.2 Our Audiences

This Activity Plan will focus on engagement with five key community and audience groups:

1. Local Adult Residents – 49% of our visitors are local, i.e. within a 30-minute drive time<sup>17</sup>. This is a significantly higher proportion of local visitors than most museums in Cumbria and shows how well-loved a resource the Museum is for some local residents. However, with a population of 100,000+ and a low-cost annual ticket offer (£10), we should be engaging with far more local residents than we currently do. Focus group activity suggests a perception amongst non-users that Tullie House is ‘static’ and that ‘nothing has changed in my whole life of living here’<sup>18</sup>. The major gallery developments planned within Project Tullie are the ideal opportunity to re-engage with locals, with the end of fixed displays that have remained unchanged for decades. Outreach in the Development and Delivery Phases will target local residents: our focus will be on having a Tullie House presence at local events in the City Centre and in surrounding districts (including Farmers’ Markets and festivals), delivering sessions at community centres, loaning objects, recruiting local volunteers and encouraging existing audiences to spread the word that Tullie House and its collection is relevant and inspiring. Visitor surveys show that ‘word of mouth’ is the most common mode of communication for making people aware of Tullie House<sup>19</sup>; we want our local residents and student population to become advocates and promoters for their Museum.
2. Vulnerable Adults – as outlined in Section 1, Tullie House has a strong track record in engaging with local adults who fall into one of the ten protected characteristics. Our focus for activity in the Development and Delivery Phases will be on adults with disabilities and health issues (including mental ill health), older adults and socio-economically disadvantaged adults, building on current social prescribing and wellbeing activity.
3. Young People – as outlined in Section 1, our existing programme of youth engagement connects with a wide range of young people outside formal learning through the Hope Streets programme. Our focus during this Activity Plan will deepen that engagement by ensuring young people’s voices are heard across all aspects of our programme and organisation.
4. Families – family audiences make up 40-50% of our overall visitors, depending on the temporary exhibition programme. As a previous winner of the national Kids in Museums

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<sup>17</sup> Audience Agency 2019-20 Visitor Survey Report p. 36

<sup>18</sup> Audience Agency, Qualitative Audience Research with Attenders and Non-Attenders February 2019, p.

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<sup>19</sup> 43% according to Audience Agency 2018-19 Visitor Survey Report, p. 19

Family Friendly Award (2015) we have a strong track record with this audience group, and we want to build on this expertise by co-designing family spaces to significantly enhance our offer. We also want to increase the proportion of lower income 'Facebook Families' visiting the Museum - 16% of Cumbrian families fall into this segmentation and we want to increase our percentage from a baseline of 9% in 2018/19.

5. Schools – Tullie House has the largest schools programme in Cumbria, and has a strong market penetration in Carlisle, West Cumbria and South Scotland. We want to increase our numbers by 33% by 2026, as well as providing more on-gallery teaching experiences for pupils

### 2.3 Our Activities

Active participation is at the heart of Project Tullie, and we have devised the following framework to ensure a wider range of people will be involved and to support the development and delivery of the project and guide our future work. It is based on the principles of our Manifesto, the consultation work carried out with Mike Sarna and OF/BY/FOR ALL, a movement and non-profit organisation which aims to help civic and cultural institutions around the world become of, by, and for their diverse communities. The critical Project Outcome 'a wider range of people will be involved in heritage' underpins each strand and every activity we will deliver. Where activities fulfil other NLHF Project Outcomes, this will be noted below and in the Action Plan Table. Our Community Board will sit above all strands of activity, helping us plan, deliver and evaluate engagement to ensure it is meaningful and relevant for the communities we serve.

*Strand 1: Connected Communities - We will engage communities to create understanding of people and places.*

This strand of activity will focus on connecting communities to the Museum and their heritage. In the Development Phase we will invite new and existing community groups to use Museum spaces for their own activity – this will help test demand for the use of Tullie House as a 'third space' for communities to run their own activities. The 'Tullie Tasters' programme will also be a vehicle for carrying out access audits for a range of different users. The Development Phase will also see us plan and test models of community outreach ahead of a major increase in the Delivery Phase. 'Tullie on Tour' will deliver hands-on object handling experiences in local community hubs, including pubs, community centres, parks and green spaces. This activity will also help us collect and record object stories and local histories for future use. Community engagement during Development & Delivery Phases will also focus on health and wellbeing activities through our 'Creative People' strand – building on learning from the current 'Thriving Communities' programme, we will deliver collections inspired creative wellbeing activities specifically aimed at vulnerable, isolated or less engaged groups. In the Delivery Phase we will significantly upscale outreach activity through initiatives such as 'Tullie Pop-Up' where we will develop uncommon partnerships through displaying Museum objects in unusual and unexpected places, engaging a wider range of people with heritage. In 'Tullie Takeover' we will use High Streets spaces to create mini-Museums that will engage people with collections and provide an ongoing connection with our communities during the closed period. Activity will be delivered by staff and volunteers, working together on planning and development and supported by our Community Board. As well as a 'wider range of people involved in heritage', this activity supports the NLHF Project Outcomes of:

- People will have developed skills
- People will have learned about heritage, leading to change in ideas and actions

- Local area will be a better place to live, work and visit
- People will have greater wellbeing
- The funded organisation will be more resilient

Strand 2: Creative People (Active Citizens): *We will nurture and deepen relationships with the communities we work with through actively listening and involving people in shaping and taking part in our work.*

This strand will focus on developing meaningful, long-term engagement with our key audience groups of schools, young people, families and vulnerable adults and community groups. All activity will be supported by volunteers: in the Development Phase we will work with a consultant to create a cohesive, strategic 'Team Tullie' volunteering programme that meets the needs of our audiences and activities, and offers progression, training and skills development for participants. Our aim is to double our number of active volunteers by 2026.

Schools: Learning from other examples of outstanding place based curriculums (including Hull), we will work with LCEP colleagues and our Teacher Advisory group to co-design a framework that celebrates and interrogates Carlisle's heritage. Content will be developed for all key stages (including Secondary School) and delivered in range of formats including outreach and digital. Activity will be tested as outreach in the first two years of the Delivery Phase, with a full launch in Year 3. Developing the Carlisle Curriculum will enable us to carry out a 'root and branch' review of all our schools provision, with a key focus of developing more on-gallery teaching experiences for pupils. By 2026, we aim to have increased our numbers by 33%, with a particular focus on increasing self-guided visits and mediated workshops.

Young People: working in partnership with our Hope Streets Young Producers, we will give young people the space, time and budget to trial youth focussed programming activities, paid commissioning opportunities and work placements to help develop skills, enhance wellbeing and support young people to connect and interpret their heritage. Through our three core groups ('junior group', Young Producers and Research Group) we will engage with 40-45 young people every month, and work with them to develop a monthly programme of events that will increase engagement with young people by 25% whilst also increasing depth and longevity.

Families: During the Development Phase we will carry out consultation with regular users and non-users, reviewing the existing programme and trialling ideas for new, collections inspired activities, including a planned annual 'Family Festival' on re-opening. We will also focus our consultation on on gallery family experiences – we will work with families to identify potential collections themes and what their requirements from highly interactive, child-focussed spaces would be. In addition, we will continue to make sure adults with families are represented on our Community Board to ensure family voices are heard at all levels of the project. We will also deliver outreach activities, which target lower income Facebook Families – this will include doing regular 'Takeover' weekends at empty units in our local shopping centre, The Lanes, and increasing our outreach at Sure Start centres in the city.

Vulnerable Adults & Communities: outreach activity will be an expansion of social-prescribing and wellbeing activities developed through the 'Thriving Communities' programme, and by working with partners including Cumbria Wildlife Trust, North Cumbria Integrated Care Community and Prism Arts. We will evaluate and overhaul our existing in-

house communities programme to better reflect the new spaces and galleries we will be creating in Project Tullie, co-designing it with our users and Community Board to ensure it meets the needs of our users and has long-term sustainability embedded from the outset. Co-curation will be a core element of this strand. A timetable and strategy will be created in the Development Phase to ensure all of the proposed galleries have an element of co-curation – from light touch consultation to long term development.

As well as a 'wider range of people involved in heritage', this activity supports the NLHF Project Outcomes of:

- People will have developed skills
- Heritage will be better explained
- People will have learned about heritage, leading to change in ideas and actions
- Local area will be a better place to live, work and visit
- People will have greater wellbeing
- The funded organisation will be more resilient

*Strand 3: A Thriving Ecosystem - We are part of a dynamic and interconnected system, and we want to ensure our long-term sustainability and that of the wider heritage/cultural sector in the city and beyond.*

The focus of this strand is on participation, collaboration and developing Tullie House's leadership role in the cultural and historic quarter of Carlisle. Activity will be rich and multi-faceted, digital and 'real world', and celebrating the talent of local artists and makers. We recognise that digital engagement and interpretation is a real development area for the Museum – our focus will be on innovative content using existing platforms and technologies that work for our audiences. In the Development Phase we will work with an external agency to develop a Digital Strategy for the Delivery Phase of the Activity Plan, covering the use of digital in outreach and engagement as well as in co-curation projects and gallery development.

We will deliver a programme of 'Creative Collaborations', based on consultation and planning with partners at the Cumbria Arts & Culture Network during the Development Phase. This will result in an annual local artist commissioning programme throughout the Delivery Phase, using the city's heritage and the Museum's collections as inspiration. The programme will support the local creative and cultural eco-system whilst providing our visitors and audiences with dynamic, thought-provoking on-gallery experiences rooted in heritage and collections. Championing and supporting the work of neuro-diverse artists and artists experience barriers to development will be a key part of this process: in the Development Phase we will work with our partners Prism Arts to create a strategy for engaging with their group of neuro-diverse artists throughout the Delivery Phase, creating opportunities for artists to work closely with curators on object selection and creative responses. Finally, we will engage with artist(s) on a 'Creative Relaunch' commission in the build up to re-opening that will generate local interest in the development through innovative and creative collections inspired art.

Other activity in this strand focusses on building a thriving events and festival programme with partners, focussed on Carlisle's heritage and culture. Together with partners in the Carlisle Culture Consortium (Tullie House is a founding lead member) and our Community Board, we will co-deliver a (ideally annual) 'Cultural Quarter Festival' that celebrates Carlisle's creativity and provides opportunities for local audiences to engage with their heritage in unusual locations, times and formats. In addition to this we will develop and

pilot a new 'Creative Cultural Events Programme' in the Museum: running all year round the programme will use our buildings, collections and programmes to create an events programme that supports the night time economy of the city, bringing new audiences to the museum and heritage. Finally, we will build on our success delivering the city's annual Chinese New Year Festival by re-inventing it following the closure period as a 'Lunar New Year' event that celebrates the diversity of Carlisle and the Museum's collections. As well as a 'wider range of people involved in heritage', this activity supports the NLHF Project Outcomes of:

- People will have developed skills
- Heritage will be better explained
- People will have learned about heritage, leading to change in ideas and actions
- Local area will be a better place to live, work and visit
- People will have greater wellbeing
- The funded organisation will be more resilient

#### *2.4 Our Staff*

The biggest challenge facing the existing Tullie House learning team is in capacity. For this reason, we will invest in two new posts. The Community Curator will bridge the learning and curatorial teams and support the delivery of collections inspired outreach and engagement activity. The post will work closely with the Project Tullie Lead Curator and will also develop and deliver on the Museum's Contemporary Collecting Strategy, ensuring that the collection is truly representative of the diversity of Carlisle today. The post will lead on the testing and embedding of OF BY FOR ALL frameworks within our co-curation activity and measuring the Activity Plan's success by coordinating evaluation of collections focussed engagement activity.

In addition to this, we plan to recruit an additional Volunteer Coordinator and Learning Producer in the Delivery Phase. Both these posts will add significant capacity to the team, helping deliver on the significant expansion of the volunteering programme and the ambitious but achievable targets for increasing learning activity across all areas.

#### *2.5 Longer term benefits*

Project Tullie will transform our Manifesto from a guiding vision to aspire to, to a set of principles in which all of our activity is based: the long-term benefits of this seismic shift will be felt by staff, volunteers and, most importantly, our visitors and participants. Extra capacity during the Development and Delivery Phases will support existing staff as new programmes are developed and on-going initiatives are enhanced, strategic evaluation frameworks are adopted and new skills developed. These fixed term posts will ensure change is a gradual, supported process so that at the end of the Delivery Phase staff feel comfortable to sustain programming and therefore benefits for participants are maintained. Volunteers will also undergo this gradual process of supported change, and their involvement in the delivery of activity will help it to be sustainable in years to come. Tullie House is well-connected across the heritage sector, and is part of the National Museum Directors Council and the English Civic Museums Network. The Cumbria Museum Consortium (of which we are the lead organisation) chairs the Cumbria Museum Directors Group and co-manages Museum Development North West so we are extremely well placed to share learning with other museums in the region. Particular focus for this sharing will be running a major capital development project using co-curation principles, and developing

and sustaining meaningful, wellbeing-enhancing activity for young people, families and vulnerable adults.

### 3. Action Planning

Our Manifesto and the OF BY FOR ALL programme have formed the framework for activity within the Development and Delivery Phases. The Action Plan Table that follows is split into the three strands outlined above.

Activity Plan

Activity: outline description	Target audience for activity	Outcome – what change will there be?	Resources	Costs in project budget (Total £xx and detail of each item £xx)	Timetable	Targets & measures of success (we will ask you to evidence your achievement against these targets in your evaluation report)	Method(s) of evaluation
<b>TULLIE CONNECTORS:</b> Community Board will help us plan and deliver all three strands of the Activity Plan, as well as inputting into capital development progress; interpretation strategies; brand development; co-designing exhibitions strategy; collections development.	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place to live, work & visit	Staff time; expenses budget	£500 p/a	Dev & Del	12 Community Board members engaged annually	Participant Surveys; record of ideas / changes fed into the project; annual evaluation with Community Board
Development Phase Jan 2022 - March 2023							
Connected Communities							
<b>TULLIE TASTERS</b> - reaching in by inviting new and existing groups to use museum spaces for their own activity. This will test demand for Tullie as a 'third space' for groups to use independently. Taster programme will also be a vehicle carrying out access audits for a range of different users.	Local residents, existing and potential new users	wider range of people will be involved in heritage; local area will be a better place to live, work & visit; funded organisation will be more resilient	Staff time; digital and print marketing	£500	April - October 2022	Target of 12 groups using spaces October - April	Participant surveys
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; digital and print marketing	£1,000	Plan in 22/23 Q1, deliver from Q2	Del Phase - 18 visits average 15 people per visit = 270	Numbers target; post activity participant survey
Creative People (Active Citizens)							
<b>VOLUNTEERS:</b> work with a consultant to create a cohesive, strategic 'Team Tullie' volunteering programme that meets the needs of our audiences and activities, and offers progression, training and development for participants.	Local residents (inc. communities with protected characteristics, particular focus on Age, Disability, Socio-Economic, Ethnicity and Sexuality	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff time; external consultant	£3,000	Dev	Retain 50 active volunteers after Autumn 2022 closure	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> working in partnership through LCEP and via recruitment of a Teacher Advisory Group, research and develop a Carlisle Curriculum linked to collections, crowdsourcing stories and resources, create supporting digital resources offer.	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff time; teacher backfill; external consultant	£1,500 (£500 teacher backfill, £1,000 consultancy)	Dev	8 teachers engaged in consultation; 10,000 pupils engaged in in house/outreach activities over 15 months	Survey teacher participation; pupils evaluation
<b>YOUNG PEOPLE (11-25 year olds):</b> embed Hope Streets learning via YP takeover of events programme April - October 2022 and the development of a Work Placement Programme in consultation with key partners including Cumbria Careers Hub, Cumbria Youth Service, Carlisle Key (charity supporting homeless young people), Carlisle Young Carers and Inspira.	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; partner consultation; resource for events & activities; Hope Streets budget	£3,000 (£2,000 consultation and development, £1,000 for activities - this budget will be supplemented by final year of Hope Streets budget)	Dev	30 young people engaged; 450 instances of participation (1 per month for 15 months)	Numbers target; interviews/surveys; development of bespoke evaluation programme ahead of Delivery Phase
<b>FAMILIES:</b> consultation programme plus Sumer 2022 Tullie Farwell party, use as opportunity to promote outreach programme starting in October 2022.	Local families	wider range of people involved in heritage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; consultation expenses; Arts Council activity budget	£500 (expenses towards consultation - ACE budget to cover event)	Dev	5000 attendees	Numbers target; interviews/surveys; development of bespoke evaluation programme ahead of Delivery Phase
<b>COMMUNITY GROUPS:</b> wellbeing (social prescribing) outreach activities linked to the collections Partners: Thriving Communities Partnership, Dementia Action Alliance, Carlisle Mencap, Multicultural Cumbria	Local residents, underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage	£3,000	Dev	360 individuals / 810 instances of participation	Numbers target; participant surveys; development of bespoke evaluation programme ahead of Delivery Phase



<b>CO-CURATION:</b> R&D for programme of co-creation using Of/By/For All community engagement frameworks, planning which galleries and community groups will be focussed on each year of the Delivery Phase	Local residents (inc. families), underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; R&D materials	£1,000	Dev	No delivery, just consultation	N/A
<b>A Thriving Ecosystem</b>							
<b>CREATIVE COLLABORATIONS:</b> Consultation with local artists on Delivery Phase commissioning activity, supported by Cumbria Arts & Culture Network	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Staff time; freelance artist fees for consultation	£2,000	Dev	Focus group of 10 artists plus survey of CACN members c. 50	Numbers target
<b>DIGITAL PLANNING:</b> engage Digital Strategy Consultant to plan digital activity in Delivery Phase as a 'golden thread' running through outreach and gallery development. Focus on innovation in content, not technology. To include staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; external consultant	£5,000	Dev	No numbers target - strategy developed	N/A
<b>PRISM ARTS PARTNERSHIP:</b> Staff backfill to plan Delivery Phase activity. Focus will be on developing opportunities for progression of neuro-diverse artists.	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Dev	Consultation - engage with 10 staff and artists	N/A
<b>Delivery Phase Y1 2023/24</b>							
<b>Connected Communities</b>							
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; marketing; equipment and materials; room hire fees	£2,000	Del Y1 - Y5	24 visits, average 15 attendees = 360	Numbers target; participant surveys
<b>TULLIE TEASERS</b> - in the Museum: small-scale community activities and conversations, behind the scenes tours (inc. virtual) during build and relaunch - supported by digital, brand and marketing activities. Volunteer co-designed & delivered.	Local residents (inc. families)	wider range of people involved in heritage; people will have developed skills	Staff time; volunteer time; marketing costs	£500	Del Y1	120 people (12 events x 10 people)	Numbers target; participant surveys
<b>TULLIE POP-UP</b> - on the High Street: developing 'uncommon partnerships' by taking museum objects out onto the high street and loaning to local shops and businesses across the city. Support ongoing awareness during closure period.	Local residents, businesses, tourists	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; cases for collections; interpretation costs	£5,000	Del Y1 & Y2	1200 (12 loans, average 100 people engaging with each loan)	Numbers target; on site evaluation (post it notes etc)
<b>TULLIE TAKEOVER</b> - on the High Street: taking over vacant units / spaces to create mini-museums, supporting ongoing offer during the closure period	Local residents, businesses, tourists	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; rent & rates; fit out costs; interpretation; marketing	£30,000	Del Y1	6,400 people engaged (1 takeover per month for 8 months, 800 people)	Numbers target; on site evaluation (post it notes etc)
<b>Creative People (Active Citizens)</b>							
<b>VOLUNTEERS:</b> Team Tullie initiative planned in Development Phase to be launched. Volunteer activity will include outreach, collections care, delivery of Tullie Teasers and the planning of future volunteer activity	Local residents (inc. communities with protected characteristics, particular focus on Age, Disability, Socio-Economic, Ethnicity and Sexuality	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff time; volunteer time; expenses; equipment and materials; recruitment costs	£4,500 (£2.5k to create training resources, £1k curatorial equipment, £1k recruitment).	Del Y1-Y5	Additional 20 volunteers recruited; 70 active volunteers total	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> pilot and test the Carlisle Curriculum with the LCEP and Teacher Advisory Group via outreach activities	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff time; teacher backfill; graphic design for the programme; equipment and materials; mileage	£5,000	Del Y1	2,400 pupils (average of 1 digital and 1 physical outreach per week during term time)	Teacher & pupil surveys
<b>YOUNG PEOPLE (11-25 year olds):</b> co-creation activities focussing on human history galleries; establish on site 'home' for YP activity during closed period; work placements	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£3,000	Del Y1	45 young people; 540 instances of participation (one per month)	Numbers target; YP evaluation programme

<b>FAMILIES:</b> Outreach at Community Centre and Church based toddler groups, Sure Start centres, Autism Family Support network. Consult on families programme planning for-reopening.	Local families	wider range of people involved in heritage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity budgets; mileage	£1,500	Del Y1-Y2	120 attendees (1 activity per month for 12 months)	Numbers target; participant surveys
<b>COMMUNITY GROUPS:</b> wellbeing (social prescribing) outreach activities linked to the collections Partners: Thriving Communities Partnership, Dementia Action Alliance, Carlisle Mencap, Multicultural Cumbria. Co-design communities offer, focussing on use of spaces.	Local residents (inc. families), underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage	£5,000	Del Y1-Y5	213 individuals / 480 attendances (one session per week for 12 months, average 10 attendees)	Numbers target; participant evaluation
<b>CO-CURATION:</b> Year 1 Co-curation programme, focussing on People, History & Carlisle Inspires galleries	Local residents inc underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; materials, equipment; expenses, interpretation	£10,000	Del Y1 & Y2	4 groups, average of 10 per group = 40 participants	Participant evaluation - bespoke programme created in development phase
<b>GREENER TULLIE:</b> Environmental awareness training for staff and volunteers	Staff & volunteers	people will have developed skills; people will have learnt about heritage leading to change in ideas and actions	Staff time; consultant / trainer delivery; volunteer time	£4,000	Del Y1	70 staff and volunteers trained	Participant evaluation
<b>A Thriving Ecosystem</b>							
<b>CREATIVE COLLABORATIONS:</b> Y1 of local artists commissioning programming for galleries	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Artist commissioning budget; staff time	£15,000	Del Y1-Y5	3 commissions per year; 3 artists	Visitor evaluation; artist survey
<b>DIGITAL:</b> delivery of plan created in Development Phase - innovative content, staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; equipment and materials	£3,000	Del Y1-Y5	No numbers target - digital activity will be woven through 'Creative People' events and activities	Participant evaluation
<b>CREATIVE LAUNCH:</b> Commission for relaunch campaign to build interest amongst local residents	Local residents	wider range of people involved in heritage	Staff time; artist costs	£15,000	Del Y1 & Y2	TBC - target confirmed following commission	TBC
<b>PRISM ARTS PARTNERSHIP:</b> delivery of activity	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Del Y1-Y5	5 artists engaged	Participant surveys
<b>Delivery Phase Y2 2024/5</b>							
<b>Connected Communities</b>							
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; marketing; equipment and materials; room hire fees	£1,500	Del Y1 - Y5	12 visits average 15 attendees per session = 180	Numbers target; participant surveys
<b>TULLIE POP-UP</b> - on the High Street: developing 'uncommon partnerships' by taking museum objects out onto the high street and loaning to local shops and businesses across the city. Support ongoing awareness during closure period.	Local residents, businesses, tourists	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; interpretation costs; budget less as infrastructure in place	£2,500	Del Y1 & Y2	6 loans, average 100 people engaging with each loan per month = 600 people	Numbers target; on site evaluation (post it notes etc)
<b>Creative People (Active Citizens)</b>							
<b>VOLUNTEERS:</b> Team Tullie programme, ongoing delivery to include gallery engagement, outreach, collections care, delivery of Tullie Teasers and the planning of future volunteer activity	Existing audiences, young people, unemployed	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff costs; volunteer expenses (higher as partially open); curatorial equipment; recruitment costs	£4,500 (£3k expenses. Collections Volunteers Equipment - £1k. £500 recruitment.)	Del Y1-Y5	Additional 20 volunteers recruited; 90 active volunteers total	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> in gallery testing of the Carlisle Curriculum with the LCEP and Teacher Advisory Group. Co-design of new Tullie House schools offer with teacher advisory group and pupils. R&D on Secondary Schools. Existing schools programme delivery & outreach.	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff costs; teacher backfills; design of materials; development of digital initiatives	£4,000	Del Y2	10,000 (based on use of one classroom plus outreach)	Teacher & pupil surveys

<b>YOUNG PEOPLE (11-25 year olds):</b> co-creation activities focussing on the New Insights Gallery, to include paid commission opportunities; co-design core offer for YP on re-opening, to include pilots of activities and events; work placements	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£2,500	Del Y2	45 young people in core groups (540 instances of participation); 6 events, 10 YP per event = 60 YPs. Total = 105	Numbers target; YP evaluation programme; event surveys
<b>FAMILIES:</b> Outreach ongoing, pilot new formats for family engagement activities in new galleries. Consult on programme for 2025/26 reopening year. Co-design elements of interactive Natural Science gallery installations. R&D on initiative to encourage repeat visits.	Families	wider range of people involved in heritage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£1,500	Del Y2	5,400 attendees	Numbers target; participant surveys; postcode analysis
<b>COMMUNITY GROUPS:</b> wellbeing (social prescribing) outreach activities linked to the collections Partners: Thriving Communities Partnership, Dementia Action Alliance, Carlisle Mencap, Multicultural Cumbria. Co-design re-launch communities offer, focussing on use of spaces.	Local residents (inc. families), underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage; consultancy	£7,000 (£5k activity, £2k consultation)	Del Y2	800 people /1800 instances of participation (double 2019/20)	Numbers target; participant evaluation
<b>CO-CURATION:</b> Y2 Co-curation Programme, focussing on New Insights gallery	Local residents inc underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; materials, equipment; expenses, interpretation	£10,000	Del Y2	4 groups, average of 10 per group = 40 participants	Participant evaluation - bespoke programme created in development phase
<b>A Thriving Ecosystem</b>							
<b>DIGITAL:</b> delivery of plan created in Development Phase - innovative content, staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; equipment and materials	£3,000	Del Y1-Y5	No numbers target - digital activity will be woven through 'Creative People' events and activities	Participant evaluation
<b>CREATIVE COLLABORATIONS:</b> Y2 of local artists commissioning programming for galleries	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Artist commissioning budget; staff time	£15,000	Del Y1-Y5	3 commissions per year; 3 artists	Visitor evaluation; artist survey
<b>CREATIVE CULTURAL PROGRAMME:</b> aimed at adults, evening events, theatre, art, performance. Year of pilot activities	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Staff time; freelance costs; marketing costs	£5,000	Del Y2	360 adults (average 2 events per month, 15 attendees)	Numbers target; participant evaluation
<b>CREATIVE LAUNCH:</b> Creative Commission for relaunch campaign to build interest amongst local residents	Local residents	wider range of people involved in heritage	Staff time; artist costs	£15,000	Del Y1 & Y2	TBC - target confirmed following commission	TBC
<b>PRISM ARTS PARTNERSHIP:</b> delivery of activity	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Del Y1-Y5	5 artists engaged	Participant surveys
<b>Delivery Phase Y3 2025/26</b>							
<b>Connected Communities</b>							
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; marketing; equipment and materials; room hire fees	£500	Del Y1- Y5	6 visits, average 15 attendees = 90	Numbers target; participant surveys
<b>Creative People (Active Citizens)</b>							
<b>VOLUNTEERS:</b> Team Tullie programme, ongoing delivery to include gallery engagement, outreach, collections care, delivery of Tullie Teasers and the planning of future volunteer activity	Existing audiences, young people, unemployed	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff costs; volunteer expenses (higher as partially open); curatorial equipment; recruitment costs	£4,500 (£3k expenses. Collections Volunteers Equipment - £1k. £500 recruitment.)	Del Y1- Y5	Additional 20 volunteers recruited; 110 active volunteers total	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> full launch of the Carlisle Curriculum programme and the new Tullie House schools offer.	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff costs; equipment and materials; marketing costs; re-brand costs	£5,000	Del Y3	17,700 pupils (8,000 mediated, 2,200 SG, 7,500 outreach) (increase of c. 3,000 on 2019/20)	Teacher & pupil surveys
<b>YOUNG PEOPLE (11-25 year olds):</b> deliver and evaluate core YP programme.	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£2,500	Del Y3	45 young people in core groups (540 instances of participation); 12 events, 10 YP per event = 120 YPs. Total = 165	Numbers target; YP evaluation programme; event surveys
<b>FAMILIES:</b> re-launch Families programme including summer festival, delivery and evaluation.	Families	wider range of people involved in hertiage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£4,000	Del Y3-Y5	7,000 attendees	Numbers target; participant evaluation; postcode analysis
<b>COMMUNITY GROUPS:</b> re-launch community programme; devise sustainable long-term outreach programme with goal of supporting people into on-site access.	Local residents (inc. families), underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage;	£4,000	Del Y3	1200 people / 2,700 instances of participation (treble 2019/20)	Numbers target; participant evaluation



<b>CO-CURATION:</b> Year 3 Co-curation Programme	Local residents inc underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; materials, equipment; expenses, interpretation	£5,000	Del Y3- Y5	2 groups, average 10 participants = 20 people	Participant surveys
<b>A Thriving Ecosystem</b>							
<b>CULTURAL QUARTER FESTIVAL:</b> Celebration of the reopening of Tullie, delivered in partnership with Carlisle Culture, Cathedral, Castle, local cafes and restaurants	Local residents	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; freelancer costs; marketing and promotion; seed funding	£10,000	Del Y3-Y5	3,000 attendees	Numbers target; participant evaluation
<b>LUNAR NEW YEAR FESTIVAL:</b> return of the event for the first time in 5 years	Local residents inc families, local Chinese population	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; performer time; marketing and promotion; equipment & materials	£10,000	Del Y3-Y5	2,000 attendees	Numbers target; participant evaluation
<b>CREATIVE COLLABORATIONS:</b> Y3 of local artists commissioning programming for galleries	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Artist commissioning budget; staff time	£15,000	Del Y1-Y5	3 commissions per year; 3 artists	Visitor evaluation; artist survey
<b>DIGITAL:</b> delivery of plan created in Development Phase - innovative content, staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; equipment and materials	£3,000	Del Y1-Y5	TBC - depends on digital output developed	TBC
<b>CREATIVE CULTURAL PROGRAMME:</b> aimed at adults, evening events, theatre, art, performance. Full programme launch.	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Staff time; freelance costs; marketing costs	£10,000	Del Y3 - Y5	Average 4 events per month, 15 attendees x 12 = 720 people	Numbers target; participant surveys
<b>PRISM ARTS PARTNERSHIP:</b> delivery of activity	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Del Y1-Y5	5 artists engaged	Participant surveys
<b>Delivery Phase Y4 2026/27</b>							
<b>Connected Communities</b>							
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; marketing; equipment and materials; room hire fees	£500	Del Y1- Y5	6 visits, average 15 attendees = 90	Numbers target; participant surveys
<b>Creative People (Active Citizens)</b>							
<b>VOLUNTEERS:</b> Team Tullie programme, ongoing delivery to include gallery engagement, outreach, collections care, and the planning of future volunteer activity	Existing audiences, young people, unemployed	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff costs; volunteer expenses (higher as partially open); curatorial equipment; recruitment costs	£4,500 (£3k expenses. Collections Volunteers Equipment - £1k. £500 recruitment.)	Del Y1- Y5	Additional 30 volunteers recruited; 140 active volunteers total	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> deliver Tullie House schools offer, evaluation and monitoring continuous.	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff costs; equipment and materials; marketing costs; re-brand costs	£4,000	Del Y4 - Y5	18,585 (5% increase on Y3)	Teacher & pupil surveys
<b>YOUNG PEOPLE (11-25 year olds):</b> deliver and evaluate core YP programme.	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£2,500	Del Y4 - Y5	45 young people in core groups (540 instances of participation); 12 events, 10 YP per event = 120 YPs. Total = 165	Numbers target; YP evaluation programme; event surveys
<b>FAMILIES:</b> including summer festival, delivery and evaluation.	Families	wider range of people involved in heritage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£4,000	Del Y3 - Y5	7,350 (Y3 + 5%)	Numbers target; participant evaluation; postcode analysis
<b>COMMUNITY GROUPS:</b> deliver & evaluate onsite provision.	Local residents (inc. families), underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage	£2,500	Del Y4-Y%	1260 people / 2,835 instances of participation	Numbers target; participant evaluation
<b>CO-CURATION:</b> Year 4 Co-curation Programme	Local residents inc underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; materials, equipment; expenses, interpretation	£5,000	Del Y3- Y5	2 groups, average 10 participants = 20 people	Participant surveys
<b>A Thriving Ecosystem</b>							
<b>CULTURAL QUARTER FESTIVAL:</b> delivered in partnership with Carlisle Culture, Cathedral, Castle, local cafes and restaurants	Local residents	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; freelancer costs; marketing and promotion; seed funding	£8,000	Del Y3-Y5	3,150 attendees (+5% Y3)	Numbers target; participant evaluation
<b>LUNAR NEW YEAR FESTIVAL:</b> return of the event for the first time in 5 years	Local residents inc families, local Chinese population	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; performer time; marketing and promotion; equipment & materials	£8,000	Del Y3-Y5	2,100 attendees (+5% Y4)	Numbers target; participant evaluation
<b>CREATIVE COLLABORATIONS:</b> Y4 of local artists commissioning programming for galleries	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Artist commissioning budget; staff time	£15,000	Del Y1-Y5	3 commissions per year; 3 artists	Visitor evaluation; artist survey

<b>DIGITAL:</b> delivery of plan created in Development Phase - innovative content, staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; equipment and materials	£3,000	Del Y1-Y5	TBC - depends on digital output developed	TBC
<b>CREATIVE CULTURAL PROGRAMME:</b> aimed at adults, evening events, theatre, art, performance.	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Staff time; freelance costs; marketing costs	£8,000	Del Y4 - Y5	Average 4 events per month, 20 attendees x 12 = 960 people	Numbers target; participant surveys
<b>PRISM ARTS PARTNERSHIP:</b> delivery of activity	Local residents	wider range of people involved in heritage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Del Y1-Y5	5 artists engaged	Participant surveys
<b>Delivery Phase Y5 2027/28</b>							
<b>Connected Communities</b>							
<b>TULLIE ON TOUR</b> - outreach programme in key community locations (e.g. community centres, pubs, parks and green spaces) - delivering object handling opportunities and collecting local histories and stories, supported by a social media campaign.	Local residents (inc. families)	wider range of people involved in heritage; people will have greater wellbeing	Staff time; marketing; equipment and materials; room hire fees	£500	Del Y1- Y5	6 visits, average 15 attendees = 90	Numbers target; participant surveys
<b>Creative People (Active Citizens)</b>							
<b>VOLUNTEERS:</b> Team Tullie programme, ongoing delivery to include gallery engagement, outreach, collections care, and the planning of future volunteer activity	Existing audiences, young people, unemployed	wider range of people involved in heritage; people will have developed skills; people will have greater wellbeing; funded organisation will be more resilient; local area will be a better place to live, work & visit	Staff costs; volunteer expenses (higher as partially open); curatorial equipment; recruitment costs	£4,500 (£3k expenses. Collections Volunteers Equipment - £1k. £500 recruitment.)	Del Y1- Y5	Additional 20 volunteers recruited; 160 active volunteers total	Numbers target; volunteer satisfaction/engagement surveys
<b>SCHOOLS:</b> deliver Tullie House schools offer, evaluation and monitoring continuous.	Teachers, Schoolchildren - primary and secondary schools	wider range of people involved in heritage; heritage will be better explained; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; local area will be a better place to live, work & visit	Staff costs; equipment and materials; marketing costs; re-brand costs	£4,000	Del Y4 - Y5	19,514 (5% increase on Y4)	Teacher & pupil surveys
<b>YOUNG PEOPLE (11-25 year olds):</b> deliver and evaluate core YP programme.	Young people (11-25 year olds)	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£2,500	Del Y4 - Y5	45 young people in core groups (540 instances of participation); 12 events, 10 YP per event = 120 YPs. Total = 165	Numbers target; YP evaluation programme; event surveys
<b>FAMILIES:</b> including summer festival, delivery and evaluation.	Families	wider range of people involved in heritage; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; activity and materials budget	£4,000	Del Y3 - Y5	7,718 (Y4 + 5%)	Numbers target; participant evaluation; postcode analysis
<b>COMMUNITY GROUPS:</b> deliver & evaluate onsite provision.	Local residents (inc. families), underrepresented groups	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; equipment and materials for activity, mileage; consultancy	£2,500	Del Y4-Y%	1322 people / 2,976 instances of participation	Numbers target; participant evaluation
<b>CO-CURATION:</b> Year 5 Co-curation programme	Local residents inc underrepresented groups, young people	wider range of people involved in heritage; people will have learned about heritage, leading to change in ideas & actions; people will have developed skills; people will have greater wellbeing; local area will be a better place to live, work & visit	Staff time; materials, equipment; expenses, interpretation	£5,000	Del Y3- Y5	2 groups, average 10 participants = 20 people	Participant surveys
<b>A Thriving Ecosystem</b>							
<b>CULTURAL QUARTER FESTIVAL:</b> delivered in partnership with Carlisle Culture, Cathedral, Castle, local cafes and restaurants	Local residents	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; freelancer costs; marketing and promotion; seed funding	£8,000	Del Y3-Y5	3,330 attendees (+5% Y4)	Numbers target; participant evaluation
<b>LUNAR NEW YEAR FESTIVAL:</b> return of the event for the first time in 5 years	Local residents inc families, local Chinese population	wider range of people involved in heritage; local area will be a better place to live, work and visit	Staff time; performer time; marketing and promotion; equipment & materials	£8,000	Del Y3-Y5	2,205 attendees (+5% Y4)	Numbers target; participant evaluation
<b>CREATIVE COLLABORATIONS:</b> Y5 of local artists commissioning programming for galleries	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Artist commissioning budget; staff time	£15,000	Del Y1-Y5	3 commissions per year; 3 artists	Visitor evaluation; artist survey
<b>DIGITAL:</b> delivery of plan created in Development Phase - innovative content, staff training.	Local residents inc families and young people	wider range of people involved in heritage; heritage will be better explained; people will have developed skills; funded organisation will be more resilient	Staff time; equipment and materials	£3,000	Del Y1-Y5	TBC - depends on digital output developed	TBC
<b>CREATIVE CULTURAL PROGRAMME:</b> aimed at adults, evening events, theatre, art, performance.	Local residents	wider range of people involved in heritage; local area will be a better place, to live, work & visit	Staff time; freelance costs; marketing costs	£8,000	Del Y4 - Y5	Average 4 events per month, 20 attendees x 12 = 960 people	Numbers target; participant surveys
<b>PRISM ARTS PARTNERSHIP:</b> delivery of activity	Local residents	wider range of people involved in hertiage; people will have developed skills; local area will be a better place, to live, work & visit	Staff time; PA staff time	£1,000	Del Y1-Y5	5 artists engaged	Participant surveys
<b>EVALUATION</b>				£40,000			

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## **EXCERPT FROM THE MINUTES OF THE EXECUTIVE HELD ON 25 OCTOBER 2021**

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### **EX.118/21 TULLIE HOUSE BUSINESS PLAN 2021–2030 (22/23 revision)**

(Key Decision KD.24/21)

**Portfolio** Culture, Heritage and Leisure

**Relevant Scrutiny Panel** Health and Wellbeing

#### **Subject Matter**

The Leader presented report CS.41/21, the purpose of which was to introduce and allow consideration of the Tullie House Museum and Art Gallery Trust 2022/23 Business Plan in order that the Council may, in due course, agree core funding for the Trust. That was in line with Section 5 of the Partnership Agreement between the Council and Tullie House Trust, which stated that the Business Plan submitted by the Trust should be used as the basis for agreeing future years funding.

Details of the background position; core grant; lease arrangements; building and collection financial implications; impact of COVID-19 and impact of the proposals put forward by Tullie House Trust were provided within the report.

The Executive was asked to give initial consideration to the Business Plan and refer that to the Health and Wellbeing Scrutiny Panel for their review and recommendations.

The Leader concluded his presentation by moving the recommendation which was seconded by the Finance, Governance and Resources Portfolio Holder.

**Summary of options rejected** that the Business Plan should not be referred for scrutiny

#### **DECISION**

That the Executive had given initial consideration to the Tullie House Trust Business Plan (Report CS.41/21) and referred it to the Health and Wellbeing Scrutiny Panel on 25 November 2021 for their review and recommendations.

#### **Reasons for Decision**

The recommendations allowed the report, the associated Business Plan and core funding to be approved in line with the Partnership Agreement

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## **EXCERPT FROM THE MINUTES OF THE HEALTH AND WELLBEING SCRUTINY PANEL HELD ON 25 NOVEMBER 2021**

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### **HWSP.76/21 TULLIE HOUSE BUSINESS PLAN 2021 - 2030 (22/23 revision)**

The Chair welcomed Mr Mackay, Ms Proud and Ms Smalley from Tullie House to the meeting.

The Health and Wellbeing Manager submitted report CS.44/21, the purpose of which was to introduce and allow consideration of the Tullie House Museum and Art Gallery Trust 2022/23 Business Plan in order that the Council may, in due course, agree core funding for the Trust. That was in line with Section 5 of the Partnership Agreement between the Council and Tullie House Trust, which stated that the Business Plan submitted by the Trust should be used as the basis for agreeing future years funding.

Details of the background position; core grant; lease arrangements; building and collection financial implications; impact of COVID-19 and impact of the proposals put forward by Tullie House Trust were provided within the report.

The Executive had considered the matter at its meeting on 25 October 2021 (EX.118/21 referred) and referred the report to the Panel for their review and recommendations.

Mr Mackay advised that the Business Plan as presented in the report had been predicated on the securing of £21.4M of grant funding for the capital development scheme Project Tullie, however, the application had been unsuccessful. Accordingly, the Trustees intended to develop a new Business Plan.

2022/23 was the second in a three year reduction of the grant funding received from the Council. In order to address the reduced level of monies from the Council, Tullie House Trust had taken steps to increase income and reduce costs in relation to its management fee. The restrictions placed on the facility in relation to Covid 19 had also had a negative impact, whilst restrictions were now lifted visitor number had not yet returned to the same level as they had been pre-pandemic. The facility was now only opening 6 days per week; without securing additional funding it was possible that a further reduction in opening hours would be needed. Mr Mackay stated that in order for the Trust to remain financially stable it may need to use its reserves, secure additional capital development grant funding or match funding from the Council. The Trust proposed that the revenue funding from the Council be reduced annually by £200,000 rather than the £300,000 put forward by the authority.

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

- Why was the Guildhall not open to the public

Mr Mackay advised that there were a number of structural and DDA non-compliance issues that meant that the facility could not be open to the public. The Heritage Officer had latterly undertaken a visit to the site which was an important Listed Building feature within the city; a further meeting with a group of Conservation Officers was scheduled for early in the new year, and it was hoped that solutions would be identified that would enable the Guildhall to be publicly accessible in the future.

- Was there any government funding that the Trust may access, perhaps in relation to Covid 19

Mr Mackay responded that the Trust had received some Covid 19 funding from government, however, such monies were disbursed at a sector level rather than to individual facilities. The Trust was part of the Destination strand of the Borderlands project, it was hoped some investment may be forthcoming from that involvement.

Following a question from a member of the Executive to Tullie House discussion arose as to the role of Executive members in Scrutiny meetings. Further discussion then ensued between the Panel and the Executive regarding the history of decision making in respect of the level of funding support the Council provided to Tullie House.

- What measures were Tullie House Trust taking in respect of Local Government Reorganisation (LGR) in Cumbria

Mr Mackay advised that he was having regular with Officers on the matter.

The Deputy Chief Executive added that legal contracts existed between the Tullie House Trust and the Council, as part of LGR, the appropriate legal processes would be enacted to ensure the proper transfer of the Trust to the new local authority.

RESOLVED - That the Panel had received report CS.44/21 and the proposed Business Plan



# Carlisle City Council

## Report to Council

Item  
15.(iv)

Meeting Date: 4<sup>th</sup> January 2022  
Portfolio: Finance, Governance & Resources  
Key Decision: Yes  
Policy and Budget Framework: Yes  
Public / Private: Public

Title: LOCAL GOVERNMENT REORGANISATION –  
IMPLEMENTATION RESERVE  
Report of: CORPORATE DIRECTOR OF FINANCE AND RESOURCES  
Report Number: RD54/21 (amended)

**Purpose / Summary:** This report was considered by the Executive on 22 November 2021 and summarises the resources required to fund the implementation costs of Local Government Reorganisation (LGR) within Cumbria, and requests appropriate delegations to the Council's S151 Officer to identify a funding source from earmarked reserves held by the Council in order to contribute up to £1.6million to a County wide Implementation Reserve.

**Recommendations:** Council is asked to:

1. note the requirement for a county wide LGR Implementation Reserve;
2. approve the establishment of an implementation reserve/budget provision of up to £1.6million, as the City Council's contribution to the LGR implementation costs, subject to contributions being approved by all of the other the Cumbrian authorities;
3. note the delegated responsibility to the Corporate Director of Finance and Resources (S151 Officer) to identify a funding source for (3) from earmarked reserves but initially approve the funding from the £3.2million Operational Risk Earmarked Reserve;
4. authorise the Corporate Director of Finance and Resources to pay the contribution (or the appropriate proportion thereof) in (3) to Cumbria County Council in [January/February] \* 2022;
5. note the governance arrangements and scheme of delegation regarding the use of the reserve as set out in the report (Paragraph 2.3 and associated appendices); and
6. note the delegated responsibility to the Corporate Director of Governance and Regulatory Services following consultation with the Leader, the Portfolio Holder for

Finance, Resources and Governance and the Corporate Director of Finance and Resources, to agree the terms contained within the Memorandum of Understanding, with all the other Cumbrian authorities, for the Implementation Reserve and sign the same.

\*To be agreed by Council as per the content of the Report (paragraph 1.7)

**Tracking**

Executive:	<b>22<sup>nd</sup> November 2021</b>
Scrutiny:	<b>Not applicable</b>
Council:	<b>4<sup>th</sup> January 2022</b>

## **1. BACKGROUND**

- 1.1. Following the Secretary of State's invitation, of 9<sup>th</sup> October 2020, to submit proposals on Local Government Reorganisation (LGR) in Cumbria, a consultation on the said proposals was launched which ran for eight weeks and ended on 19<sup>th</sup> April 2021.
- 1.2. On 21<sup>st</sup> July 2021 the outcome of the consultation was announced. Each local authority within Cumbria was notified that, subject to Parliamentary approval, two new unitary authorities would replace the current local government structure in Cumbria, with the Allerdale, Carlisle and Copeland areas being the footprint for a new unitary authority covering the west of the County, and Barrow, Eden and South Lakeland, being a footprint for a new unitary authority covering the east of the County, effective from 1<sup>st</sup> April 2023. All six districts and Cumbria County Council will cease to exist in their current format on 31<sup>st</sup> March 2023.
- 1.3. The East/West submission suggested that estimated annual savings of between £19.1million and £31.6million would be achieved and that the transition (implementation) would require a total one-off investment of between £17.6million and £23.8million.
- 1.4. Following the announcement, the Cumbria Chief Finance Officer's Group, attended by all S151 Officers of the seven Cumbrian authorities, have undertaken a high-level assessment of the financial impact of LGR and provided some indicative figures for implementation which have also been sense checked against other authorities which have been through the LGR process.
- 1.5. This report, therefore, provides an update to the indicative cost of implementation. It also covers the establishment of a County Wide LGR Implementation Reserve including governance arrangements, funding proposals and the required scheme of delegation for relevant officers.
- 1.6. This report does not deal with the costs of transformation nor how these will be funded, nor the level of savings these could generate, as these will be decisions for the new shadow authorities, once established, and will be dealt with at a later date.
- 1.7. **Council members should note that the Executive recommendations (22 November 2021) included payment of the Council's contribution in January 2022; however, due to the approval processes in place within other Cumbrian authorities, it is likely that the payment will not be made until after February 2022 once all contribution approvals have been made by all the authorities in Cumbria. Any reference to a January date within this report**

should now read February 2022 or later and it is recommended that the relevant recommendation is amended accordingly.

## 2. PROPOSALS

### 2.1. Costs of Implementation

- 2.1.1. The indicative, and high level, budget for implementation of “safe and legal” authorities on 1<sup>st</sup> April 2023 is £18.920million as set out in the table overleaf:

<b>East/West Unitary Authorities Indicative Implementation Costs</b>	<b>£</b>
Implementation	2,266,667
External Support Costs	5,500,000
Internal Programme Management	4,000,000
ICT Costs	4,000,000
<b>Sub- total</b>	<b>15,766,667</b>
Contingency (20%)	3,153,333
<b>Total Estimated Implementation costs</b>	<b>18,920,000</b>

Table 1: Indicative Implementation costs

- 2.1.2. These costs and assumptions will continue to be updated as the financial modelling develops and the workstreams and themes, established by the LGR Programme Board, commence their work, and identify the level of resources required for delivery.
- 2.1.3. It is likely that the spend may be incurred over three financial years (2021/22 – 2023/24) with some costs incurred after vesting day. Work is ongoing to fully understand the legacy position and how this will be supported.
- 2.1.4. For each of the categories of spend above, detailed definitions are being developed in order to ensure consistency of approach for any expenditure incurred; **Appendix A** provides the detail to date.
- ### 2.2. Implementation Reserve
- 2.2.1. It is therefore proposed that a County Wide Implementation Reserve be established, hosted by Cumbria County Council, in order to effectively and efficiently record, manage and monitor spend on the implementation of the new authorities. This is the preferred choice of the LGR Programme Board supported by the Finance and Commercial Programme Board, especially given the level of contribution being made by the County Council.

2.2.2. It is further proposed that all seven Cumbrian authorities contribute to the reserve with the County Council contributing 50% and the remaining 50% split equally between the district authorities. Therefore, the City Council's contribution will be up to £1.6million.

2.2.3. Following approval by the individual authorities, it is proposed that the reserve be established for January 2022 and be utilised in accordance with the governance arrangements set out below and in the associated appendices.

### 2.3. **Governance Arrangements of Reserve**

These governance arrangements are to be agreed by each Council through their own relevant arrangements and the following will form part of the delegated requirements:

2.3.1. **Purpose of Reserve** - To provide funds to resource the indicative implementation costs associated with LGR in Cumbria. **Appendix B** sets out more detail on the criteria to be used to determine whether the costs are eligible and are an appropriate charge to the Reserve.

2.3.2. **Conditions of Use** – Once paid over to Cumbria County Council, the management of the Reserve rests with the Senior Responsible Officer (SRO) for LGR. Approval to release funds from the reserve to individual themes and workstream programme boards (allocation being dependent upon their activity and responsibility) can only be given by the SRO (or a suitably appointed alternate officer) via an Officer Decision notice, under delegated powers. A scheme of delegation will need to be established by Cumbria County Council for the use and monitoring of the reserve.

- Allocations will be agreed to individual themes and workstream programme boards prior to January 2022 so that they can progress with spend on essential support prior to that date;
- Any advance spend incurred by individual authorities prior to January 2022 will be funded by each authority and recorded as such until such time that the collective reserve is established and the costs be fully charged against the reserve through a net payment being made after appropriate deductions (hence the reference to proportions in the recommendations);
- Throughout the transition process, and the use of the reserve for the programme delivery, compliance with relevant procurement legislation will be

required and adherence to the County Council's internal governance arrangements post January 2022; and

- Individual spending and virement limits will be detailed in the scheme of delegation.

- 2.3.3. **Monitoring of the Reserve** – Spending delegations will be made to the individual Workstream Sponsors as set out in the draft Scheme of delegation, with monthly reporting of spend to the LGR Programme Board via the Finance and Commercial Programme Board. From the January 2022 a regular report on a monthly basis will be taken to the Programme Board group of commitments and actual expenditure against the Implementation Reserve as a whole and against individual budgets. These will come from the individual Boards for the themes and workstreams. These reports will also be made available to each individual authority.
- 2.3.4. A Memorandum of Understanding (MOU) will need to be prepared, agreed and signed by all the Cumbrian Councils which will set out clear roles and responsibilities in relation to the Implementation Reserve and delegations in this respect are sought. This MOU will reflect the principles as set out in this report and associated appendices.
- 2.3.5. At the end of the programme any Implementation Reserve not utilised will be equally allocated to the two new Unitary authorities. This will be as part of the initial establishment of the Unitary authorities with one Unitary hosting the ring-fenced reserve initially until all commitments and expenditure have been fully accounted for. It is expected implementation costs will continue to be incurred after vesting day.
- 2.3.6. There will need to be formal secondment mechanisms for staff who will become part of the programme to enable appropriate costs to be covered so that host authorities' budgets can then fund any backfill arrangements.
- 2.3.7. The accounting treatment of the reserve for the 2021/22-year end accounts is being considered to ensure that all authorities comply with relevant accounting standards and generally accepted accounting practice. This will form part of the outturn reports and Statement of Accounts for 2021/22 and 2022/23 as presented to Members.
- 2.4. **Funding Proposals**
- 2.4.1. Individual authorities will need to identify a funding source whether this be via a review of general and earmarked reserves, the submission of a capitalisation

direction to MLUHC (utilising capital receipts and/or prudential borrowing) and/or alternative sources of funding. The Executive is asked to delegate responsibility to the S151 Officer to identify a funding source which will be reported to the next available Executive meeting but initially approve, for recommendation to Council, the use of the £3.2million Operational Risk Reserve earmarked as part of the 2020/21 outturn report.

### **3. RISKS**

- 3.1. There are several risks to consider in terms of the Implementation Reserve which Members should be aware of:
- The estimated costs, as set out at Table 1, are only indicative at this stage and the position will continue to be updated as the financial modelling develops and the workstreams and themes, established by the LGR Programme Board, commence their work, and identify the level of resources required for delivery.
  - Spend is not managed effectively; however, by having a collective reserve which is managed and monitored centrally in line with approved delegations and robust governance arrangements, this risk will be mitigated.

### **4. CONSULTATION**

- 4.1. None

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

- 5.1. To approve the County Wide Implementation Reserve to support LGR in Cumbria and to approve the required delegations and governance arrangements for the reserve.

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

- 6.1. To ensure effective service delivery for the residents and businesses of Cumbria.

**Contact Officer:** Alison Taylor

**Ext:** 7280

**Appendices**  
**attached to report:** Appendix A – Categories of Spend (draft)  
Appendix B – Eligibility Criteria (draft)

**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** – It is necessary to have sufficient funding to deliver LGR. It is also appropriate that there are relevant checks and controls on the use of the City Council's funds and these are to be put in place via the Memorandum of Understanding and the Scheme of Delegation referred to in the report.

**PROPERTY SERVICES** – No Property implications

**FINANCE** – An earmarked reserve was established as part of the 2020/21 outturn report which allocated £500,000 to support LGR, and this will be retained in order to fund any costs which the Council may incur itself and therefore outwith the eligibility criteria for the Cumbria Wide Implementation Reserve. Therefore £1.6million will need to be identified to ensure that funds are available to support the implementation work, as set out in this report. A review of earmarked reserves is therefore required, and this will be carried out by the S151 Officer supported by the Finance Team and the Senior Management Team. However, Members will recall that £3.2million was set aside in an Operational Risk Earmarked Reserve as part of the 2020/21 outturn report and it is proposed that this be used initially to fund the Council's contribution.

**EQUALITY** – None

**INFORMATION GOVERNANCE** – None



## High Level Estimate of Implementation and Transformational Costs: 2 Unitaries, Cumbria

Potential

<b>Implementation Reserve</b>	<b>£</b>
Implementation	£2,266,667 Including election costs
External Support Costs	£750,000 Legal support £1,000,000 Audit & finance support (including VAT, treasury management, MTFP, council tax harmonisation) £500,000 HR support £1,000,000 Skills / learning costs £2,250,000 Other specialist advice
Internal programme management	£4,000,000 Programme Team, Organisational Design and Change Programme, Business analyst and business support for each Council
ICT Costs	£4,000,000
<b>Sub-total Transition Costs</b>	<b>£15,766,667</b>
Contingency 20% Transition Costs	£3,153,333
Estimated Implementation Costs inc Contingency	£18,920,000

**Local Government Implementation Reserve – Criteria to determine eligibility (Draft)**

1. To deliver the creation of 2 unitary authorities within Cumbria, a single Local Government implementation reserve will be created.
2. The following principles will be used to determine expenditure eligible to be met from the reserve:
  - a) Costs of creating the shadow unitary authorities (test: would this cost be incurred if LGR were not occurring?); or
  - b) Costs of establishing the safe and legal new unitary authorities including the aggregation and disaggregation of services, assets, liabilities and funding; or
  - c) Costs of staff seconded to the LGR programme team.
  - d) Examples of eligible expenditure against the reserve being, but not limited to, the following:
    - i. Additional staff capacity to deliver the programme
    - ii. Procurement of specialist support and advisory services
    - iii. Communication and public consultation
    - iv. Systems and Information Technology
    - v. Election costs with regards to the two new unitary authorities
    - vi. Running costs related to the shadow authorities
    - vii. Rebranding, implementation and creating the two new unitary authorities
3. The following costs will **not** be eligible for funding from implementation funding:
  - i. Costs of continued functioning of Council services and operations to vesting day; or
  - ii. Costs relating to transformation and investment to deliver savings; or
  - iii. To clarify, costs of creation of new entities including parish or town councils ahead of decisions by shadow authorities are not eligible.
  - iv. Costs beyond 1 April 2023 unless otherwise approved and falling into 2) above.
4. Any changes to the scope of the activity which can be funded from the reserve will only be made with the agreement of the County Council and all the District Councils.

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## EXCERPT FROM THE MINUTES OF THE EXECUTIVE HELD ON 22 NOVEMBER 2021

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### EX.137/21 LOCAL GOVERNMENT REORGANISATION - IMPLEMENTATION RESERVE

( Key Decision)

(The Leader agreed to this Key Decision item being considered at this meeting, although not in the Notice of Executive Key Decisions)

**Portfolio** Finance, Governance and Resources

**Relevant Scrutiny Panel** Business and Transformation

#### **Subject Matter**

The Deputy Leader submitted RD.54/21 summarising the resources required to fund the implementation costs of Local Government Reorganisation (LGR) within Cumbria, and requested appropriate delegations to the Council's S151 Officer to identify a funding source from earmarked reserves held by the Council in order to contribute up to £1.6million to a County wide Implementation Reserve.

In July 2021 the Local Government Reorganisation was announced with Allerdale, Carlisle and Copeland areas being the footprint for a new unitary authority covering the west of the County. Following the announcement, the Cumbria Chief Finance Officer's Group, attended by all S151 Officers of the seven Cumbrian authorities, had undertaken a high-level assessment of the financial impact of LGR and provided some indicative figures for implementation which had also been sense checked against other authorities which had been through the LGR process.

The report provided an update to the indicative cost of implementation and covered the establishment of a County Wide LGR Implementation Reserve which included governance arrangements, funding proposals and the required scheme of delegation for relevant officers.

The Deputy Leader moved, and the Leader seconded the recommendations set out in the report.

**Summary of options rejected** Not to approve the County Wide Implementation Reserve

#### **DECISION**

The Executive:

1. Noted the requirement for a county wide Local Government Reorganisation (LGR) Implementation Reserve;
2. Approved the release of £500,000 earmarked reserve for LGR and retain this in order to fund any costs which the Council may incur itself which are outwith the eligibility criteria for the Cumbria Wide Implementation Reserve;
3. Approved, for recommendation to Council, the establishment of an implementation reserve/budget provision of up to £1.6million, as the City Council's contribution to the LGR implementation costs, subject to contributions being approved by all of the other the Cumbrian authorities;

4. Delegated responsibility to the Corporate Director of Finance and Resources (S151 Officer) to identify a funding source for (3) from earmarked reserves but initially approved the funding from the £3.2million Operational Risk Earmarked Reserve;
5. Authorised the Corporate Director of Finance and Resources to pay the contribution (or the appropriate proportion thereof) in (3) to Cumbria County Council in January 2022;
6. Noted the governance arrangements and scheme of delegation regarding the use of the reserve as set out in report RD.54/21 (Paragraph 2.3 and associated appendices); and
7. Delegated responsibility to the Corporate Director of Governance and Regulatory Services following consultation with the Leader, the Portfolio Holder for Finance, Resources and Governance and the Corporate Director of Finance and Resources, to agree the terms contained within the Memorandum of Understanding, with all the other Cumbrian authorities, for the Implementation Reserve and sign the same.

### **Reasons for Decision**

To approve the County Wide Implementation Reserve to support LGR in Cumbria and to approve the required delegations and governance arrangements for the reserve.

# Carlisle City Council

## Report to Council

Item  
15.(v)

### Report details

Meeting Date:	4 January 2021
Portfolio:	Finance, Governance and Resources
Key Decision:	No
Policy and Budget Framework	
Public / Private	Public
Title:	DATES AND TIMES OF MEETINGS 2022/23
Report of:	Corporate Director of Governance and Regulatory Services
Report Number:	GD.90/21

### Purpose / Summary:

The attached report relating to the dates and times of meetings for 2022/23 was submitted to the Executive on 20 December 2021. The Executive recommended that the Council agree the schedule of dates and times of meetings in the 2022/23 municipal year as set out in the calendar attached as an Appendix. The Executive also noted the dates and times of meetings of the Executive as chosen by the Leader.

### Recommendations:

- (1) That the dates and times of meetings in the Municipal Year 2022/23 be approved as set out in the attached Schedule.
- (2) That the dates and times for meetings of the Executive, which have been chosen by the Leader, be noted.

### Tracking

Executive:	20 December 2021
Scrutiny:	Scrutiny Chairs Group via email
Council:	4 January 2022

**Contact details:**

Contact Officer: Rachel Plant

Ext: 817039

**Appendices attached to report:**

- Executive Report GD.89/21 and Minute Excerpt

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

- Carlisle City Council's Constitution
- GD.38/21 – Dates and Times of Meetings 2021/22 from Council 24 May 2021



# Carlisle City Council

## Report to Executive

### Report details

Meeting Date:	20 December 2021
Portfolio:	Cross Cutting
Key Decision:	No
Policy and Budget Framework	No
Public / Private	Public
Title:	DATES AND TIMES OF MEETINGS 2022/23
Report of:	Corporate Director of Governance and Regulatory Services
Report Number:	GD.89/21

### Purpose / Summary:

To consider dates and times for meetings of the City Council, Executive, Scrutiny Panels, Audit Committee and the Regulatory Committees for the 2022/23 municipal year.

### Recommendations:

- (1) The observations of the Executive are requested on the schedule of dates and times for meetings in the 2022/23 Municipal Year for submission to the City Council.
- (2) That the dates and times for meetings of the Executive, which have been chosen by the Leader, be noted.

### Tracking

Executive:	20 December 2021
Scrutiny:	Scrutiny Chairs Group via email
Council:	4 January 2021

## 1. Background

- 1.1. The Constitution of the City Council requires that a calendar showing the date and time of ordinary meetings of committees, sub-committees, panels and working groups shall be prepared by the Corporate Director of Governance and Regulatory Services and approved by the Council before the commencement of the Council year and the calendar will then be distributed to all Members.

## 2. Proposals

- 2.1 Attached at Appendix A is a draft schedule of meeting dates for the City Council, the Executive, Scrutiny Panels and the Regulatory Committees for the 2022/23 Municipal Year.
- 2.2 The frequency of meetings is set out in the Constitution in respect of the Executive, Scrutiny Panels and the Audit Committee. The frequency of meetings of the Council and remaining Committees/Panels have been previously agreed. The current frequencies are as follows:-

City Council (ordinary meetings)	8 weekly;
Scrutiny Panels	6 weekly;
Executive (required to meet at least 13 times per year)	4 weekly;
Development Control Committee	6 weekly;
Regulatory Panel	5 weekly.
Licensing Committee	Quarterly

The Audit Committee will meet in July, September, December and March.

Meetings of the Standards Committee, Appeals Panel, Employment Panel, Licensing Sub-Committees, and other meetings are held as and when required and as such are not included in this schedule.

- 2.3 Dates and times for meetings of the Executive are at the discretion of the Leader and are currently every 4 weeks.
- 2.4 To celebrate the Queen's 20<sup>th</sup> anniversary as monarch, the Spring Bank Holiday (originally 30 May) has been moved to Thursday 2 June and an additional bank holiday has been added on Friday 3 June 2022.
- 2.5 The double bank holidays impacted the scheduling of meetings for 2022, in particular it had been difficult to schedule meetings to consider financial reports at the appropriate time. Following the announcement regarding Local Government Reform City Council elections will not be held in May 2022, this has allowed the



Annual Council to be held earlier and therefore the meetings could begin earlier and meet all scheduling requirements. **The Annual Council has been moved from 23 May 2022 to 16 May 2022.**

- 2.6 The Business and Transformation Scrutiny Panel and the Economic Growth Scrutiny Panel have been scheduled to meet at 4.00pm on Thursday and the Health and Wellbeing Scrutiny Panel has been scheduled for 10.00am on Thursday, as is current practice.
- 2.7 There is no requirement for a Budget Process in 2022/23, however, the Special Executive meeting on the 12 December 2022 and the Special Council meeting on 7 February 2023 have been left in the Calendar as provisional dates to allow for any other financial issues that might arise during the Local Government Reform process. These meetings will be cancelled if they are not required.
- 2.8 A final meeting of Carlisle City Council has been included to take place on 28 March 2023.

### **3. Risks**

- 3.1 Not having an agreed calendar of meetings contravenes the requirements of the Constitution of the City Council and would inhibit members of the public in engaging in the democratic process

### **4. Consultation**

- 4.1 The Scrutiny Chairs Group had considered the draft calendar via email and no comments on the calendar had been submitted.
- 4.2 Consultation has taken place with the Licensing Section, Economic Development and Finance on the scheduling of meetings. The Corporate Director of Finance and Resources' comments on the arrangements for considering and processing the Budget and the views of Economic Development on the schedule of Development Control Committee meetings have been incorporated in the schedule of meetings attached.

### **5. Conclusion and reasons for recommendations**

- 5.1 In accordance with Procedure Rule 1.1 (x) that the dates and times of meetings in the Municipal Year 2022/23 be approved as set out in the attached appendix.

5.2 That the dates and times of meetings of the Executive as chosen by the Leader be noted.

## **6. Contribution to the Carlisle Plan Priorities**

6.1 To ensure that the appropriate governance arrangements are in place to enable the City Council to meet all of the Carlisle Plan priorities

### **Contact details:**

Contact Officer: Rachel Plant

Ext: 817039

### **Appendices attached to report:**

- Appendix A – Schedule of Dates and Times of Meetings for 2022/23

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

- Carlisle City Council's Constitution
- GD.38/21 – Dates and Times of Meetings 2021/22 from Council 24 May 2021

### **Corporate Implications:**

Legal – Comments are incorporated in the report.

Property Services – N/A

Finance - Subject to the Council agreeing a schedule of meetings for Council, Scrutiny Panels and Regulatory Committees and the Leader arranging a schedule of meetings of the Executive which are broadly comparable with the schedule of meetings for the current Municipal Year, there are no additional staffing/resource requirements arising from this report. There is no requirement for a Budget Process in 2022/23, however, the Special Executive meeting on the 12 December 2022 and the Special Council meeting on 7 February 2023 have been left in the Calendar as provisional dates to allow for any other financial issues that might arise during the Local Government Reform process. These meetings will be cancelled if they are not required.

Equality -None

Information Governance - None

# May 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
						1
2 <i>Bank Holiday</i>	3	4	5 <i>Elections</i>	6	7	8
9	10	11 10.00am— Development Control Site Visits	12	13 10.00am— Development Control Committee	14	15
16 <b>11.00am—Annual Council</b>	17	18	19	20	21	22
23	24	25 4.00pm—Executive	26 4.00pm—Business and Transformation Scrutiny Panel	27	28	29
30	31					

# June 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
		1 2.00pm —Regulatory Panel followed by Licensing Committee	2 <i>Bank Holiday</i>	3 <i>Bank Holiday</i>	4	5
6	7	8	9 10.00am—Health and Wellbeing Scrutiny Panel	10	11	12
13	14	15	16 4.00pm—Economic Growth Scrutiny Panel	17	18	19
20	21	22 9.45—Development Control Committee 10.00am—Development Control Site Visits	23	24 10.00am—Development Control Committee	25	26
27 4.00pm—Executive	28	29	30			

# July 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
				1	2	3
4	5	6 2.00pm—Regulatory Panel	7 4.00pm—Business and Transformation Scrutiny Panel	8 10.00am—Audit Committee	9	10
11	12	13	14 10.00am—Health and Wellbeing Scrutiny Panel	15	16	17
18	19 6.45pm—Council	20	21 4.00pm—Economic Growth Scrutiny Panel	22	23	24
25 4.00pm—Executive	26	27 10.00am—Audit Committee	28	29	30	31

# August 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
1	2	3 10.00am— Development Control Site Visits	4	5 10.00am— Development Control Committee	6	7
8	9	10 2.00pm—Regulatory Panel	11	12	13	14
15	16	17	18 4.00pm—Business and Transformation Scrutiny Panel	19	20	21
22	23	24	25 10.00am—Health and Wellbeing Scrutiny Panel	26	27	28
29 <i>Bank Holiday</i>	30 4.00pm—Executive	31				

# September 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
			1 4.00pm—Economic Growth Scrutiny Panel	2	3	4
5	6	7	8	9	10	11
12	13 10.00am— Development Control Site Visits 6.45pm - Council	14 2.00pm—Regulatory Panel	15	16 10.00am— Development Control Committee	17	18
19	20	21	22	23	24	25
26 4.00pm—Executive	27	28 10.00am—Audit Committee	29 4.00pm—Business and Transformation Scrutiny Panel	30		

# October 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
					1	2
3	4	5	6 10.00am—Health and Wellbeing Scrutiny Panel	7	8	9
10	11	12	13 4.00pm—Economic Growth Scrutiny Panel	14	15	16
17	18	19 2.00pm —Regulatory Panel followed by Licensing Committee	20	21	22	23
24 4.00pm—Executive	25	26 10.00am—Development Control Site Visits	27	28 10.00am—Development Control Committee	29	30
31						



# November 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
	1	2	3 4.00pm—Business and Transformation Scrutiny Panel	4	5	6
7	8 6.45pm—Council	9	10	11	12	13
14	15	16	17	18	19	20
21 4.00pm—Executive	22	23 2.00pm—Regulatory Panel	24 10.00am—Health and Wellbeing Scrutiny Panel	25	26	27
28	29	30				

# December 2022

Mon	Tue	Wed	Thu	Fri	Sat	Sun
			1 4.00pm—Economic Growth Scrutiny Panel	2	3	4
5	6 4.00pm—Business and Transformation Scrutiny Panel	7 10.00am— Development Control Site Visit	8 10.00am—Audit Committee	9 10.00am— Development Control Committee	10	11
12 4.00pm—Special Executive	13	14	15	16	17	18
19 4.00pm—Executive	20	21	22	23	24	25
26 <i>Bank Holiday</i>	27 <i>Bank Holiday</i>	28	29	30	31	

# January 2023

Mon	Tue	Wed	Thu	Fri	Sat	Sun
						1
2 <i>Bank Holiday</i>	3 6.45pm—Council	4 2.00pm—Regulatory Panel followed by Licensing Committee	5 4.00pm—Business and Transformation Scrutiny Panel	6	7	8
9	10	11	12  10.00am—Health and Wellbeing Scrutiny Panel	13	14	15
16	17	18 10.00am—Development Control Site Visits 4.00pm—Executive	19 4.00pm—Economic Growth Scrutiny Panel	20 10.00am—Development Control Committee	21	22
23	24	25	26	27	28	29
30	31					

# February 2023

Mon	Tue	Wed	Thu	Fri	Sat	Sun
		1	2	3	4	5
6	7 6.45pm—Special Council	8 2.00pm —Regulatory Panel	9	10	11	12
13	14	15	16 4.00pm—Business and Transformation Scrutiny Panel	17	18	19
20 4.00pm—Executive	21	22 10.00am—Development Control Site Visits	23 10.00am—Health and Wellbeing Scrutiny Panel	24 10.00am—Development Control Committee	25	26
27	28 6..45pm—Council					

# March 2023

Mon	Tue	Wed	Thu	Fri	Sat	Sun
		1	2 4.00pm—Economic Growth Scrutiny Panel	3	4	5
6	7	8	9	10	11	12
13	14	15 2.00pm—Regulatory Panel followed by Licensing Committee	16 10.00am—Audit Committee	17	18	19
20 4.00pm—Executive	21	22 10.00am— Development Control Site Visits	23	24 10.00am— Development Control Committee	25	26
27	28 6.45pm—Final Council	29	30	31		



# Carlisle City Council

## Report to Council

Item  
16.

Meeting Date: 4 January 2022  
Portfolio: Finance, Governance and Resources  
Key Decision: Not Applicable:  
Within Policy and Budget Framework YES  
Public / Private Public

Title: LOCAL AUDIT AND ACCOUNTABILITY ACT 2014 –  
APPOINTMENT OF EXTERNAL AUDITORS  
Report of: Corporate Director of Finance & Resources  
Report Number: RD.63/21

### Purpose / Summary:

This report summarises the arrangements for the appointment of external auditors for the five-year period 2023/24 to 2027/28. The report was considered by Audit Committee on 10 December 2021.

### Recommendations:

Council Members are requested to approve that:

- The Council opts into the sector led procurement of local authority external auditors and accepts the PSAA invitation for the five-year period from 2023/24 to 2027/28; and that
- Delegation is provided to the Corporate Director of Finance & Resource in consultation with the Chair of the Audit Committee to complete the Formal Notice of Acceptance on behalf of the Council.

### Tracking

Audit Committee:	<b>10 December 2021</b>
Overview and Scrutiny:	<b>Not applicable</b>
Council:	<b>4 January 2022</b>



# Carlisle City Council

## Report to Audit Committee

Meeting Date: 10 December 2021  
 Portfolio: Finance, Governance and Resources  
 Key Decision: Not Applicable:  
 Within Policy and Budget Framework YES  
 Public / Private Public

Title: LOCAL AUDIT AND ACCOUNTABILITY ACT 2014 –  
 APPOINTMENT OF EXTERNAL AUDITORS  
 Report of: Corporate Director of Finance & Resources  
 Report Number: RD63/21

### Purpose / Summary:

This report summarises the arrangements for the appointment of external auditors for the five-year period 2023/24 to 2027/28.

### Recommendations:

Members are requested to consider the options set out in the report and it is proposed that the Audit Committee recommends to Council that:

- The Council opts into the sector led procurement of local authority external auditors and accepts the PSAA invitation for the five-year period from 2023/24 to 2027/28; and that
- Delegation is provided to the Corporate Director of Finance & Resource in consultation with the Chair of the Audit Committee to complete the Formal Notice of Acceptance on behalf of the Council.

### Tracking

Audit Committee:	<b>10 December 2021</b>
Overview and Scrutiny:	<b>Not applicable</b>
Council:	<b>4 January 2022</b>



## **1. BACKGROUND**

- 1.1 Under the Local Audit and Accountability Act 2014 the Council is required to appoint an auditor to audit its accounts for each financial year.
- 1.2 The current auditor appointment arrangements cover the period up to and including the audit of the 2022/23 accounts. Members are reminded that the Council opted into the “appointing person” national arrangements established by the Public Sector Audit Appointments (PSAA) for the period covering the accounts for 2018/19 to 2022/23, with Grant Thornton being the appointed body.
- 1.3 PSAA is now undertaking a procurement for the next appointing period, covering audits for 2023/24 to 2027/28. During 2021/22 government bodies need to make important decisions about their external audit arrangements from 2023/24. They have options to arrange their own procurement and make the appointment themselves or in conjunction with other bodies, or they can join and take advantage of the national collective scheme administered by PSAA.
- 1.4 If the Council wishes to take advantage of the national auditor appointment arrangements, and as the City Council operates an Executive arrangement, it is full Council that must appoint the local auditor, not the Executive. The function of appointing the auditor cannot be delegated to a committee, sub-committee or an officer of the authority or to any other authority. The notice of acceptance of the invitation to opt in must be completed and returned by 11 March 2022.
- 1.5 Given that the Council is going through Local Government Reorganisation, any newly established local government bodies have the right to opt into the PSAA’s scheme under Regulation 10 of the Appointing Person Regulations 2015; and it is suggested that current eligible bodies confirm their acceptance to opt in to avoid the requirement to have to make local arrangements should reorganisation be delayed. The Regulations also set out that a local government body that ceases to exist is automatically removed from the scheme.
- 1.6 The three main options available to Councils consist of the following:
  - To appoint its own auditor, by the setting up of an Independent Auditor Panel;
  - To act jointly with other authorities to procure an auditor following the procedures in the Act;

- To opt into the national auditor appointment scheme administered by a body designated by the Secretary of State as the 'appointing person'. The body currently designated for this role is Public Sector Audit Appointments Limited (PSAA).

1.7 These options are set out in more detail below.

## **2. OPTIONS AVAILABLE FOR THE LOCAL APPPOINTMENT OF EXTERNAL AUDITORS**

### **2.1 Independent Auditor Panel**

This would be required in order to make a stand-alone appointment. The members of the panel must be wholly or a majority independent members as defined by the Act. Independent members for this purpose are independent appointees, this excludes current and former elected members (or officers) and their close families and friends. This means that elected members will not have a majority input to assessing bids and choosing which firm of accountants to award a contract for the Council's external audit. A new independent auditor panel established by the Council will be responsible for selecting the auditor.

#### *Advantages/benefit*

Setting up an auditor panel allows the Council to take maximum advantage of the new local appointment regime and have local input to the decision.

#### *Disadvantages/risks*

Recruitment and servicing of the Auditor Panel, running the bidding exercise and negotiating the contract is estimated by the LGA to cost in the order of £15,000 plus on going expenses and allowances

The Council will not be able to take advantage of reduced fees that may be available through joint or national procurement contracts.

The assessment of bids and decision on awarding contracts will be taken by independent appointees and not solely by elected members.

### **2.2 Joint Independent Auditor Panel**

The Act enables the Council to join with other authorities to establish a joint auditor panel. Again, this will need to be constituted of wholly or a majority of independent appointees (members). Further legal advice will be required on the exact constitution

of such a panel having regard to the obligations of each Council under the Act and the Council need to liaise with other local authorities to assess the appetite for such an arrangement.

From discussions at Cumbria Chief Finance Officers' Group, there is no appetite for a collaborative approach throughout Cumbria (especially given the LGR process underway), with all Cumbrian Councils likely to support a sector-led approach.

#### *Advantages/benefits*

The costs of setting up the panel, running the bidding exercise and negotiating the contract will be shared across a number of authorities.

There is greater opportunity for negotiating some economies of scale by being able to offer a larger combined contract value to the firms.

#### *Disadvantages/risks*

The decision-making body will be further removed from local input, with potentially no input from elected members where a wholly independent auditor panel is used or possible only one elected member representing each Council, depending on the constitution agreed with the other bodies involved.

The choice of auditor could be complicated where individual Councils have independence issues. An independence issue occurs where the auditor has recently or is currently carrying out work such as consultancy or advisory work for the Council. Where this occurs, some auditors may be prevented from being appointed by the terms of their professional standards. There is a risk that if the joint auditor panel choose a firm that is conflicted for this Council then the Council may still need to make a separate appointment with all the attendant costs and loss of economies possible through joint procurement.

### 2.3 Opting- in to the national auditor appointment scheme

PSAA is specified as the 'appointing person' for principal local government under the provisions of the Act and the Local Audit (Appointing Person) Regulations 2015. PSAA let five-year audit services contracts in 2017 for the first appointing period, covering audits of the accounts from 2018/19 to 2022/23. It is now undertaking the work needed to invite eligible bodies to opt in for the next appointing period, from the 2023/24 audit onwards, and to complete a procurement for audit services. PSAA is a not-for-profit organisation whose costs are around 4% of the scheme with any surplus distributed back to scheme members.

In summary the national opt-in scheme provides the following:

- the appointment of a suitably qualified audit firm to conduct audits for each of the five financial years commencing 1 April 2023;
- appointing the same auditor to other opted-in bodies that are involved in formal collaboration or joint working initiatives to the extent this is possible with other constraints;
- managing the procurement process to ensure both quality and price criteria are satisfied. PSAA has sought views from the sector to help inform its detailed procurement strategy;
- ensuring suitable independence of the auditors from the bodies they audit and managing any potential conflicts as they arise during the appointment period;
- minimising the scheme management costs and returning any surpluses to scheme members;
- consulting with authorities on auditor appointments, giving the Council the opportunity to influence which auditor is appointed;
- consulting with authorities on the scale of audit fees and ensuring these reflect scale, complexity, and audit risk; and
- ongoing contract and performance management of the contracts once these have been let.

### **3. CONCLUSION AND REASONS FOR RECOMMENATIONS**

3.1 The Council has until March 2022 to respond to the invitation if it wishes to opt into the national appointment scheme so that appointments can be made by the statutory deadline of 31 December 2022. In practical terms this means one of the options outlined in the report will need to be in place by spring 2022 in order that the contract negotiation process can be carried out during 2022.

3.2 Members are therefore requested to consider the options set out in the report but based upon the national scheme providing an appointment with limited administrative costs being incurred by the Council; ensuring that there is a continuing and sustainable public audit market into the medium and long term; and by acting with other councils to optimise the opportunity to influence the audit market, it is proposed that the Audit Committee recommends to Council that:

- The Council opts into the sector led procurement of local authority external auditors for the five-year period from 2023/24 to 2027/28; and that

- Delegation is provided to the Corporate Director of Finance and Resources following consultation with the Chair of the Audit Committee to complete the Formal Notice of Acceptance on behalf of the Council.

#### **4. RISKS**

- 4.1 The risks are that the Council fails to appoint an auditor in accordance with requirements of the Local Audit and Accountability Act and associated regulations or does not achieve value for money in the appointment process. These risks can be mitigated through opting into the collective procurement process with PSAA.

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

- 5.1 To ensure that the Council has the necessary governance arrangements in place to comply with statutory requirements.

**Contact Officer: Alison Taylor**

**Ext: 7290**

**Appendices  
attached to report:**

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

**The Local Audit and Accountability Act 2014  
Local Government Association website**

#### **CORPORATE IMPLICATIONS:**

**Legal** –Section 7 of the Local Audit and Accountability Act 2014 (the Act) requires a relevant authority to appoint a local auditor to audit its accounts for a financial year not later than 31 December in the preceding year. Section 8 governs the procedure for appointment including a requirement that the authority consult and take account of the advice of its auditor panel on the selection and appointment of a local auditor. Section 8 further provides that, where a relevant authority is a local authority operating executive arrangement, the function of appointing a local auditor to audit its accounts is not to be the responsibility of an executive of the authority under those arrangements;

If the authority fails to appoint a local auditor, section 12 provides that it must immediately inform the Secretary of State, who may direct the authority to appoint the auditor named in the direction or appoint a local auditor on behalf of the authority.

Section 17 gives the Secretary of State power to make regulations in relation to an 'appointing person' specified by the Secretary of State. This power has been exercised in the Local Audit (Appointing Person) Regulations 2015 (SI 2015/192) and this gives the Secretary of State the ability to enable a Sector Led Body to become the appointing person.

Following the decision by the DCLG to specify PSAA Ltd as an appointing person, PSAA has formally issued invites to opt-in. PSAA will let the contract, ensuring compliance with OJEU and then make the necessary appointments of individual firms to opted-in authorities.

#### **Property Services – not applicable**

**Finance –** Over recent years local authorities have benefited from reduction in fees in the order of 50% compared with historic levels. However, current external fees are likely to increase once the current contract ends as it has become clear that the scope of audit work has broadened, requiring more audit days and increased fees. The Council's current external audit fees are £42,300 for 2021/22.

There are also concerns about capacity and sustainability in the local external audit market so opting into the national scheme (a large-scale collective procurement arrangement) provides maximum opportunity to ensure fees are realistic as possible, whilst ensuring that the quality of audit is maintained. It also removes the cost of establishing an auditor panel.

Until the procurement process is completed, it is not possible to estimate the level of audit fees for 2023/24 onwards.

**Equality –** There are no explicit equality implications arising from this report.

**Information Governance -** None

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## **EXCERPT FROM THE MINUTES OF THE AUDIT COMMITTEE HELD ON 10 DECEMBER 2021**

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### **AUC.69/21 LOCAL AUDIT AND ACCOUNTABILITY ACT 2014 – APPOINTMENT OF EXTERNAL AUDITORS**

The Corporate Director of Finance and Resources submitted the Local Audit and Accountability Act 2014 - Appointment of External Auditors (RD.63/21). The report summarised the arrangements for the appointment of external auditors for the five year period 2023/23 to 2027/28.

The Corporate Director of Finance and Resources recommended that the authority opt into the PSAA scheme, she noted that all of the other Cumbrian district local authorities had indicated that they were intending to do so. In terms of the new councils, which would be created via the Local Government Reorganisation in Cumbria, they would have an option to join the scheme.

A Member commented that the proposal sounded reasonable.

RESOLVED - That the Audit Committee recommend to Council:

- 1) That Council opt into the sector led procurement of local authority external auditors and accept the PSAA invitation for the five year period from 2023/24 to 2027/28; and that
- 2) Delegation be provided to the Corporate Director of Finance and Resources, in consultation with the Chair of the Audit Committee to complete the Formal Notice of Acceptance on behalf of the Council.





Meeting Date: **4 January 2022**  
 Portfolio: **Finance, Governance and Resources**  
 Key Decision: **N/A**  
 Within Policy and Budget Framework: **Yes**  
 Public / Private: **Public**

Title: **APPOINTMENT OF COMMITTEES AND PANELS 2021/22  
(January 2022 Onwards)**  
 Report of: **CORPORATE DIRECTOR OF GOVERNANCE & REGULATORY  
SERVICES**  
 Report Number: **GD.01/22**

**Purpose / Summary:**

This Report informs Members of the allocation of seats on Committees and Panels for the remainder of the Municipal Year 2021/22. The report takes account of the by-election for the Currock and Upperby Ward, a change in Political Group membership and the formation of a new political group, namely the Independent & Liberal Democrat Group.

**Recommendation:**

Council agree that the report of the Corporate Director of Governance & Regulatory Services – Appointment of Committees and Panels 2021/22 (January 2022 Onwards) – be received and approved, and that the allocation of seats on and the appointment of Members to the various Committees and Panels of the Council as set out in the Report and Schedules attached be approved.

**Contact Officer:** Mark Lambert

**Ext:** 7019

**Tracking**

Council:	4 January 2022
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## APPOINTMENT OF COMMITTEES AND PANELS 2021/2022 (January 2022 Onwards)

### SUMMARY OF REPORT

1. The City Council by election for the Currock and Upperby Ward was held on 28 October 2021, which resulted in a change to the composition of the Council. In addition, there has been a change in the membership of the political groups on the Council and also the formation of a new political group. The Corporate Director of Governance & Regulatory Services has received a Notice pursuant to Regulation 17 of the Local Government (Committees and Political Groups) Regulations 1990, requesting that a review of allocations takes place in accordance with section 15 of the Local Government and Housing Act 1989. It is, therefore, necessary for the Council to review the allocation of the seats on Council Committees and Panels so that they reflect pro-rata the strengths of the political groups on the Council and comply with the provisions of the aforementioned Act. As there has been a change in the political balance of the Council, the allocation of seats to the groups, therefore, falls to be reviewed.
2. The seats to be allocated to the political groups will have been re-calculated and the Group Leaders informed. The appendices to this Report are:
  - Appendix 1 The Method of Allocation of Seats
  - Appendix 2 The Calculation of Aggregate Entitlement to Seats.  
The Allocation of Seats on Committees.  
The Groups' nominations for appointments to Committees/Panels for the remaining Municipal year 2021/22.
3. At the request of the Leaders of the two main political groups on the Council, it is recommended that in relation to the Overview and Scrutiny Panels (excluding councillors appointed as members of each panel and other councillors ineligible for appointment thereto (i.e. members of the Executive)) that all of the remaining political group members are appointed as substitute members of each panel.
4. IT IS RECOMMENDED that the Report of the Corporate Director of Governance & Regulatory Services – Appointment of Committees and Panels 2021/22 (January 2022 Onwards) – be received and approved, and that the allocation of seats on, and the appointment of Members to, the various Committees and Panels as set out in the Report and Schedules be approved.

## **Appendix 1**

### **1. METHOD OF ALLOCATION OF SEATS**

- 1.1 The rules governing the allocation of seats on Committees and Panels to Political Groups are set out in the Local Government and Housing Act 1989 and regulations made thereunder. The Executive is exempt from the application of those rules and does not have to be politically balanced. The Licensing Committee is also exempt from the rules on political balance, although it is recommended that it should be balanced as far as possible and the Council therefore decided (Minute C.246/04(b)) that it should be comprised of the same members as form the Regulatory Panel. The political balance rules strictly therefore only apply to the Committees and Panels shown in Appendix 2.

The rules governing the allocation are relatively complex and are:

- (i) That not all the seats are allocated to the same Political Group.
  - (ii) That the majority of the seats on each Committee go to the Political Group with the majority on the full Council.
  - (iii) Subject to the above two principles, that the total number of the Committee seats allocated to each Group bears the same proportion to the proportion of the Group on the full Council.
  - (iv) Subject to the above three principles, the number of seats on each Committee allocated to each Political Group bears the same proportion to the proportion of the Group on the full Council.
- 1.2 It is important to note in understanding the allocations shown in the Appendix that the principles must be applied in the order set out above. In other words, the principle in paragraph 1.1 (ii) of giving the largest Political Group on the Council the majority of seats on each Committee must be complied with first, even if this means that that Group exceeds their total aggregate allocation of seats on the full Council referred to in paragraph (iii). This is important in the allocation of the seats in the Council's case as can be seen below because the Conservative Group, having been allocated a majority of seats on each Committee, exceed their aggregate entitlement and this has the knock-on effect of reducing the seats available for distribution to the other political groups.

- 1.3 The duty is to apply the above principles so far as reasonably practicable. This is met by rounding down fractional entitlements of less than a half and rounding up entitlements of a half or more. If there are competing fractions then the higher fraction will “win”.
2. CALCULATION OF THE GROUPS’ ENTITLEMENT ON COMMITTEES AND PANELS
  - 2.1 There are in total 77 seats to be allocated by the Council on the Regulatory Panel, the Development Control Committee, the Overview and Scrutiny Committees, the Standards Committee, the Employment Panel, the Audit Committee and the Appeals Panels. The Conservative Group has 20 Members, Labour 13, the Independent Group has 2 Members and the new Independent and Liberal Democrat Group has 2 Members. In addition to the political groups there are two individual members of the Council: one Independent and one Green Party councillor. As can be seen from the calculations in the Appendix attached, when working out the total aggregate allocation to each Political Group relative to their strengths on the Council, the Conservatives should receive 39 seats, Labour 26 seats, the Independent Group get 4 seats, the Independent and Liberal Democrat Group get 4 and the individual councillors each get 2 seats from the remaining positions.
  - 2.2 However, when the seats are allocated on each individual Committee and Panel and the principle of giving the Conservative Group a majority on each is complied with, it can be seen that this brings the total allocation to the Conservative Group to 47 seats. This is a consequence of the duty in the legislation to ensure that the majority Group has a majority on each Committee and that the principles referred to above are applied in their statutory order of priority. The formation of the new Independent and Liberal Democrat Group means that it is not possible for the other political groups to be allocated their full allocation from the remaining 30 seats to be allocated. Accordingly, it is necessary to reduce the Labour Group allocation by 2 seats to 24 seats and the other two groups by 1 seat each so that they each receive 3 seats. There are no remaining committee seats for the individual members who are not members of a political group.

## Appendix 2

### CALCULATION OF AGGREGATE ENTITLEMENT TO SEATS

1. The political balance on the full Council is:

20 Conservatives; 13 Labour; 2 Independent Group Members; 2 Independent and Liberal Democrat Group Members; 1 Independent; and 1 Green Party Member

2. There are 77 seats in total on those Committees and Panels which are subject to the proportionality rules giving aggregate entitlements to the groups as follows:

Conservative	$\frac{20}{39} \times 77 = 39.49$	39 rounded down
Labour	$\frac{13}{39} \times 77 = 25.67$	26 rounded up
Independent	$\frac{2}{39} \times 77 = 3.95$	4 rounded up
Independent and Liberal Democrat Group	$\frac{2}{39} \times 77 = 3.95$	4 rounded up

#### **Members not in a political group:**

Green Party	$\frac{1}{39} \times 77 = 1.97$	2 rounded up
Independent (RB)	$\frac{1}{39} \times 77 = 1.97$	2 rounded up

<b>Total</b>	<b>77</b>
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ALLOCATION OF SEATS ON COMMITTEES AND PANELS – 2021/2022 (January 2022 onwards)  
(77 seats in all) - Licensing Committee to be the same as the Regulatory Panel (Minute C.246/04(b))

	Number of Seats	CONSERVATIVE Proportion	Actual	LABOUR Proportion	Actual	LIB DEM/IND Proportion	Actual	IND GROUP Proportion	Actual
Regulatory Panel	12	6.15	7	4.00	4	0.62	1	0.62	0
Development Control	12	6.15	7	4.00	4	0.62	0	0.62	1
Health & Wellbeing Scrutiny Panel	8	4.10	5	2.67	2	0.41	0	0.41	1
Business & Transformation Scrutiny Panel	8	4.10	5	2.67	2	0.41	1	0.41	0
Economic Growth Scrutiny Panel	8	4.10	5	2.67	3	0.41	0	0.41	0
Standards Committee	7	3.59	4	2.33	2	0.36	0	0.36	1
Employment Panel	6	3.08	4	2.00	2	0.31	0	0.31	0
Audit Committee	7	3.59	4	2.33	2	0.36	1	0.36	0
Appeals Panel 1	3	1.54	2	1.00	1	0.15	0	0.15	0
Appeals Panel 2	3	1.54	2	1.00	1	0.15	0	0.15	0
Appeals panel 3	3	1.54	2	1.00	1	0.15	0	0.15	0
<b>TOTAL</b>	<b>77</b>		<b>47</b>		<b>24</b>		<b>3</b>		<b>3</b>

## COMMITTEES AND PANELS (TO BE APPOINTED BY COUNCIL) 2021/22 (January 2022)

### REGULATORY PANEL (12)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Collier 3 Mitchell 4 Meller 5 Morton 6 Nedved 7 Shepherd  Sub: Bainbridge Sub: Mallinson E Sub: Mallinson J	1 Sherriff 2 Sunter 3 Tickner 4 Whalen  Sub: Alcroft Sub: Birks Sub: Patrick	1 Bomford          Sub: Allison			

## LICENSING COMMITTEE (12)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Collier 3 Mitchell 4 Meller 5 Morton 6 Nedved 7 Shepherd  Sub: Bainbridge Sub: Mallinson E Sub: Mallinson J	1 Sherriff 2 Sunter 3 Tickner 4 Whalen  Sub: Alcroft Sub: Birks Sub: Patrick	1 Bomford          Sub: Allison			

**The Council on 15 December 2004 under Minute C.246/04(b) resolved to establish a Licensing Committee to undertake the Licensing functions referred to in the Licensing Act 2003 with the same Members and substitutes as the Regulatory Panel.**



## DEVELOPMENT CONTROL COMMITTEE (12)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Christian 3 Finlayson 4 Meller 5 Morton 6 Nedved 7 Shepherd  Sub: Collier Sub: Mitchell Sub: Tarbitt	1 Alcroft 2 Brown 3 Glendinning 4 Southward  Sub: Birks Sub: Patrick Sub: Tickner		1 Tinnion          Sub: Paton		

**Government Guidance suggests that the Executive Member with responsibility for the Local Plan should be on the Development Control Committee although he/she should not normally be the Chair**

## HEALTH AND WELLBEING SCRUTINY PANEL (8)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Finlayson 2 McKerrell 3 Robson 4 Shepherd 5 Tarbitt 6 Robson  Sub: Bainbridge Sub: Bowman Sub: Collier Sub: Ellis-Williams Sub: Lishman Sub: Meller Sub: Mitchell Sub: Mitchelson Sub: Morton	1 Glover 2 Whalen          Sub: Alcroft Sub: Atkinson Sub: Birks Sub: Brown Sub: Glendinning Sub: Patrick Sub: Sherriff Sub: Southward Sub: Sunter Sub: Tickner Sub: Wills		1 Paton          Sub: Tinnion		

**All remaining Group Members (with the exception of Executive Members who cannot be members of Scrutiny Panels) are named substitutes on the Scrutiny Panels**

## BUSINESS AND TRANSFORMATION SCRUTINY PANEL (8)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bainbridge 2 Bowman 3 Ellis-Williams 4 Mitchell 5 Mitchelson  Sub: Collier Sub: Finlayson Sub: Lishman Sub: McKerrell Sub: Meller Sub: Morton Sub: Robson Sub: Shepherd Sub: Tarbitt	1 Alcroft 2 Tickner  Sub: Atkinson Sub: Birks Sub: Brown Sub: Glendinning Sub: Glover Sub: Patrick Sub: Sherriff Sub: Southward Sub: Sunter Sub: Whalen Sub: Wills	1 Allison  Sub: Bomford			

**All remaining Group Members (with the exception of Executive Members who cannot be members of Scrutiny Panels) are named substitutes on the Scrutiny Panels**

## ECONOMIC GROWTH SCRUTINY PANEL (8)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Ellis-Williams 3 McKerrell 4 Meller 5 Mitchelson  Sub: Bainbridge Sub: Collier Sub: Finlayson Sub: Lishman Sub: Mitchell Sub: Morton Sub: Robson Sub: Shepherd Sub: Tarbitt	1 Brown 2 Glendinning 3 Sunter  Sub: Alcroft Sub: Atkinson Sub: Birks Sub: Glover Sub: Patrick Sub: Sherriff Sub: Southward Sub: Tickner Sub: Whalen Sub: Wills				

**All remaining Group Members (with the exception of Executive Members who cannot be members of Scrutiny Panels) are named substitutes on the Scrutiny Panels**

## STANDARDS COMMITTEE (7)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Mallinson E 3 Meller 4 Tarbitt  Sub: Mitchelson Sub: Morton Sub: Robson	1 Sunter 2 Tickner  Sub: Sherriff Sub: Southward		1 Tinnion  Sub: Paton		

## EMPLOYMENT PANEL (6)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Ellis 2 Mallinson J 3 Mitchelson 4 Nedved  Sub: Bowman Sub: Christian Sub: Higgs	1 Atkinson 2 Glover  Sub: Birks Sub: Tickner				

**One Executive Member must be a member of the Employment Panel**

## AUDIT COMMITTEE (7)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Lishman 2 Meller 3 Mitchell 4 Tarbitt  Sub: Finlayson Sub: McKerrell Sub: Shepherd	1 Birks 2 Patrick  Sub: Tickner Sub: Wills	1 Bomford  Sub: Allison			

**No member of the Executive and no Chair of Scrutiny Panels will be eligible to be a member of the Audit Committee**

## APPEALS PANEL NO 1 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Collier 2 Mallinson J  Sub: Bowman Sub: Mallinson E	1 Atkinson  Sub: Patrick				

## APPEALS PANEL NO 2 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Shepherd  Sub: Morton Sub: Mallinson J	1 Sunter  Sub: Alcroft				

## APPEALS PANEL NO 3 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Mallinson E 2 McKerrell  Sub: Meller Sub: Mallinson J	1 Tickner  Sub: Wills				

**One of the Appeal Panels should have an Executive Member who is not on the Employment Panel**

## COMMITTEES / GROUPS NOT APPOINTED BY COUNCIL

The following Sub-Committees are appointed by the Licensing Committee:

It is suggested that each Member of the Licensing Committee is appointed as a Member and a substitute on one of the Licensing Sub-Committees. These groupings will enable all Members of the Licensing Committee to have a role as both a Member and a substitute on one of the Licensing Sub-Committees.

### LICENSING SUB-COMMITTEE 1 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Bowman 2 Mitchell  Sub: Nedved Sub: Shepherd	1 Sherriff  Sub: Sunter				

### LICENSING SUB-COMMITTEE 2 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Meller 2 Morton  Sub: Bowman Sub: Mitchell	1 Sunter  Sub: Tickner				



### LICENSING SUB-COMMITTEE 3 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Nedved 2 Collier  Sub: Meller	1 Tickner  Sub: Whalen	  Sub: Bomford			

### LICENSING SUB-COMMITTEE 4 (3)

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Shepherd  Sub: Morton Sub: Collier	1 Whalen  Sub: Sherriff	1. Bomford			

## COMMITTEES / GROUPS NOT APPOINTED BY COUNCIL – APPOINTMENTS MADE BY THE LEADER OR BY OTHER COMMITTEES / GROUPS

### EXECUTIVE

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Mallinson J 2 Ellis 3 Christian 4 Higgs 5 Mallinson E 6 Nedved					

**Appointments made by the Leader**

### JOINT CONSULTATIVE GROUP

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Mallinson J					

**Appointments made by the Leader (1)**

**MARKET MANAGEMENT GROUP**

CONSERVATIVE GROUP	LABOUR GROUP	INDEPENDENT AND LIBERAL DEMOCRAT GROUP	INDEPENDENT GROUP	GREEN	INDEPENDENT
1 Ellis 2 Mallinson J 3 Nedved					

**Appointments made by the Leader (3)**





# Carlisle City Council

## Report to Council

Item  
19.

### Report details

Meeting Date:	4 January 2022
Portfolio:	Cross-cutting
Key Decision:	Not applicable
Policy and Budget Framework	Not applicable
Public / Private	Public
Title:	OPERATION OF THE PROVISIONS RELATING TO CALL-IN AND URGENCY
Report of:	Corporate Director of Governance and Regulatory Services
Report Number:	GD.91/21

### Purpose / Summary:

To report on the operation of call-in and urgency since the previous report to Council on 4 January 2022.

### Recommendations:

That the position be noted.

### Tracking

Executive:	
Scrutiny:	
Council:	4 January 2022

## **1. Background**

- 1.1 Rule 15(i) of the Overview and Scrutiny Procedure Rules deals with the procedure in respect of occasions where decisions taken by the Executive are urgent, and where the call-in procedure should not apply. In such instances the Chair of the Council (i.e. the Mayor) or in her absence the Deputy Chair of the Council must agree that the decision proposed is reasonable in the circumstances and should be treated as a matter of urgency.

The record of the decision and the Decision Notice need to state that the decision is urgent and not subject to call-in. Decisions, which have been taken under the urgency provisions, must be reported to the next available meeting of the Council together with the reasons for urgency.

Furthermore, Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 prescribes that the intention to hold a meeting in private must be published at least 28 clear days prior to that meeting.

Where the date by which a meeting must be held makes compliance with the regulation impracticable, the Chair of the relevant Scrutiny Panel or the Chairman of the Council may agree that the meeting is urgent and cannot reasonably be deferred.

## **2. Operation of the Provisions Relating to Call in and Urgency**

- 2.1 The Executive, at their meeting held on 20 December 2021, considered the following reports:

Gambling Policy (GD.86/21)  
Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 –  
Changes to Existing Housing Assistance Policy (GD.70/21)  
Tullie House Business Plan 2021 – 2030 (22/23 Revision) (CS.46/21)  
Dates and Times of Meetings 2022/23 (GD.89/21)

All Members will have received copies of the reports and minutes with the Summons for the Council meeting and will have the opportunity to consider the items at the Council meeting on 4 January 2022.

It was considered that any delay caused by a call-in would prejudice the Council's interests in delaying approval of the matters. The Mayor therefore agreed that the above decisions were urgent and, for the reasons set out above, that the call-in process should not be applied to the decisions..

## **3. Conclusion and reasons for recommendations**

- 3.1 That the position be noted.

**Contact details:**

Contact Officer: Rachel Plant

Ext: 7039

**Appendices attached to report:**

- None

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

- Carlisle City Council's Constitution

<https://www.carlisle.gov.uk/Council/Council-and-Democracy/Constitution>

- The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

**Corporate Implications:**

Legal - Report is by the Corporate Director of Governance and Regulatory Services and legal comments are included.

Property Services – Not applicable

Finance – Not applicable

Equality – Not applicable

Information Governance- Not applicable

