

AGENDA

Economic Growth Scrutiny Panel

Thursday, 04 June 2020 AT 10:00

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

Members of the Economic Growth Scrutiny Panel

Councillor Brown (Chair), Councillors Mrs Atkinson, Denholm, Meller (Vice Chair), Mitchelson, Mrs McKerrell, Paton, and Rodgerson.

Substitutes:

Councillors Alcroft, Bainbridge, Betton, Birks, Bomford, Mrs Bradley, Mrs Bowman, Collier, Ms Ellis-Williams, Mrs Finlayson, Mrs Glendinning, Glover, McNulty, Morton, Patrick, Robinson, Robson, Shepherd, Miss Sherriff, Southward, Tarbitt, Dr Tickner and Tinnion.

PART A

To be considered when the Public and Press are present

Register of Attendance and Declarations of Interest

A roll call of persons in attendance will be taken and Members are invited to declare any disclosable pecuniary interests, other registrable interests and any interests, relating to any item on the agenda at this stage.

Apologies for Absence

To receive apologies for absence and notification of substitutions

Public and Press

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

MINUTES OF PREVIOUS MEETING

5 - 14

To note that Council, at its meeting of 3 March 2020, received and adopted the minutes of the Economic Growth Scrutiny Panel held on 16 January 2020. The Chair will sign the minutes at the first practicable opportunity. [Copy minutes in Minute Book 46(5)]

The Chairman will move the minutes of the meeting held on 27 February 2020 as a correct record. The only part of the minutes that may be discussed is their accuracy (Copy minutes herewith).

A.1 CALL-IN OF DECISIONS

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

A.2 HOUSING DELIVERY IN ST CUTHBERT'S GARDEN COMMUNITY

**15 -
32**

Portfolio: Economy, Enterprise and Housing
Directorate: Economic Development
Officer: Jillian Hale, Principal Planning Officer
Report: ED.15/20 herewith

Background:

The Corporate Director of Economic Development to submit options for delivering innovation in the housing type, tenure and mix; how land ownership can impact plans for housing development; how a mix of developers and registered providers could be engaged to deliver the housing mix.

Why is this item on the agenda?

The Panel resolved (EGSP.19/20) that they would like to receive an update on St Cuthbert's Garden Village that was focused on a housing theme, rather than a general overview.

What is the Panel being asked to do?

To note the opportunities to make progress on these aspects of the project.

A.3 SCRUTINY ANNUAL REPORT**33 -
38**

Portfolio: Cross Cutting
Directorate: Cross Cutting
Officer: Rowan Jones, Overview and Scrutiny Officer
Report: OS.08/20

Background:

The Overview and Scrutiny Officer to submit the draft Economic Growth Scrutiny Panel Section, along with general sections, for the Scrutiny Annual Report 2019/20

Why is this item on the agenda?

Annual Scrutiny Report.

What is the Panel being asked to do?

Consider and comment on the draft section of the Scrutiny Annual Report 2019/20.

A.4 OVERVIEW REPORT**39 -
82**

Portfolio: Cross Cutting
Directorate: Cross Cutting
Officer: Rowan Jones, Overview and Scrutiny Officer
Report: OS.09/20

Background:

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

Why is this item on the agenda?

The Economic Growth Scrutiny Panel operates within a Work Programme which has been set for the 2020/21 municipal year. The Plan will be reviewed

at every meeting so that it can be adjusted to reflect the wishes of the Panel and take into account items relevant to this Panel in the latest Notice of Executive Key Decisions.

What is the Panel being asked to do?

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

PART B

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

- NIL -

Enquiries, requests for reports, background papers etc to:

Rachel Plant, Democratic Services Officer - rachel.plant@carlisle.gov.uk

ECONOMIC GROWTH SCRUTINY PANEL

27 FEBRUARY 2020 AT 10.00AM

PRESENT: Councillor Brown (Chair), Councillors, Glover (as substitute for Councillor Rodgers), Mrs McKerrill, Meller, Mitchelson, and Patrick (as substitute for Councillor Mrs Atkinson).

**ALSO
PRESENT:** Councillor J Mallinson – Leader
Councillor Ellis – Deputy Leader and Finance, Governance and Resources Portfolio Holder
Councillor Christian – Environment and Transport Portfolio Holder
Councillor Nedved – Economy, Enterprise and Housing Portfolio Holder

OFFICERS: Corporate Director of Economic Development
Policy and Communications Manager
Neighbourhood Services Manager
Team Manager - Parking and Enforcement
Policy and Performance Officer
Overview and Scrutiny Officer

EGSP.08/20 APOLOGIES FOR ABSENCE

Apologies for absence were submitted on behalf of Councillors Mrs Atkinson, Denholm, Paton and Rodgers.

EGSP.09/20 DECLARATIONS OF INTEREST

There were no declarations of interest submitted.

EGSP.10/20 PUBLIC AND PRESS

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

EGSP.11/20 MINUTES OF PREVIOUS MEETINGS

RESOLVED – It was noted that Council, at its meeting on 7 January 2020, received and adopted the minutes of the meetings held on 17 October and 28 November 2019. The Chair signed the minutes.

EGSP.12/20 CALL IN OF DECISIONS

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

EGSP.13/20 BORDERLANDS INCLUSIVE GROWTH DEAL / KEY PROJECTS

The Corporate Director of Economic Development submitted report ED.08/20 which provided an update on the progress of the Borderlands Inclusive Growth Deal and the Key Projects associated.

The report detailed developments in relation to the following projects: the Station Regeneration; Citadels; Caldew Riverside, and the Place project and the Corporate Director advised the following:

- Station Gateway Project – The second stage of consultation had been embarked upon and consultants had been appointed to assess the responses. The consultation feedback would be used to inform the development of the Full Business Case for the project, which was the mechanism for drawing down the necessary funding.
- Citadels – The land was jointly owned by the City and County Councils. Consultants had recently been appointed to develop the Business Case for the project.
- Caldew Riverside – The Council was working with Homes England in relation to the remediation of the site which had formerly been a gas works.
- Place Project – Analysis of the evidence base indicated that Longtown best met the criteria, however, assessment was ongoing.
- Future High Street Fund (FHSF) – was focussed on the high street and had a tighter physical boundary than the Place Project.

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

- Would the £15M earmarked for the Station Project cover all works associated with the project or would match funding be required?

The Corporate Director advised that match funding was being sought to assist with the delivery of the project, and discussion had commenced with Avanti the operator of the West Coast mainline franchise.

In response to a further question from the Member regarding the total cost of the project, the Corporate Director advised that the scheme would be delivered in a phased way, she set out the processes the Borderland Partnership had to undertake to draw down funding from government.

The Panel noted the dual ownership of land at the Station site and sought assurance that all parties involved were signed up to the vision of the project and were committed to its delivery.

The Corporate Director advised that work had been undertaken to ensure that all parties were aware of the project, its scope and vision.

The Deputy Leader and Finance, Governance and Resources Portfolio Holder further added that he and the Leader of the Council had set up a cross authority group to aid communication between the two Council's on the project.

A number of Members emphasised the importance of the project to the front of the station, as well as the provision any additional car parking to the rear, which they considered an important gateway to the city.

- Was the methodology used in the Place Programme stipulated by government?

The Corporate Director confirmed that the Borderlands Partnership had agreed a methodology across its area for the development of Outline Business Case for the Place Programme, central government had set out the methodology to be used for the submission of strategic business cases.

A Member asked whether town(s) not selected to be part of the programme would have the opportunity to take part in other schemes.

The Corporate Director indicated that those town(s) would be able to participate in other schemes, subject to meeting their criteria. In response to a question from the Member regarding, the membership of the board of the Towns Fund, the Corporate Director undertook to circulate the membership list to the Panel.

The Deputy Leader and Finance, Governance and Resources Portfolio Holder noted that there had recently been a presentation on the proposals related to the FHSF, which he felt Members would benefit from seeing. The Corporate Director undertook to circulate the presentation to the Panel.

- Would the FHSF encourage empty properties to be used for non-retail purposes, for example as places to live?

The Corporate Director stated that the matter had been discussed and it was recognised that modern high streets were not exclusively for retail premises. In terms of the city she noted that there was a lack of desirable, modern office facilities, it was important that a variety of uses were included to maintain the vitality of the high street.

The Panel considered a number of areas in the district which acted as high street for its locality and question whether such areas were eligible for the fund.

The Corporate Director advised that the fund applied to a strict geographical area only, which had been determined by central government.

The Panel discussed the importance of variety on the high street as well as providing support for areas outside of the city centre where trade and retail services were provided.

- Was it likely that recent changes to ministerial personnel would impact the Station Gateway Project?

The Economy, Enterprise and Housing Portfolio Holder stated that there was no indication that the project would be affected by the change in government personnel. Moreover, local MPs were very supportive and engaged with projects which were now in the process of development.

- Would the University be able to relocate to a single site as part of the Citadels Project?

The Corporate Director explained that the University had contributed funds to the development of the citadels business case, which in her view demonstrated the organisation's commitment to relocating to another site. Consultants had been appointed to draw up the business case as part of which accommodation for the university would be considered.

- How confident were Officers that effective remediation was able to be carried out at the Caldew Riverside site?

The Corporate Director advised that Homes England had been very positive in their approach and had funded a remediation study of the site. Once the study was completed consideration would be given on the drawing down of funds to address the issue identified at the site. Ideas for the future use of the site were at an embryonic stage.

Responding to a further question from the Member regarding the flood resilience of the site, the Corporate Director was of the view that flooding did not preclude development of a particular

site, however, it was essential that any structures were designed in such a way as would mitigate flood risk.

- A Member commented that the report set out a number of projects, each of which had exacting timescales, he asked how confident the Council was that all the elements would be delivered?

The Corporate Director acknowledged the scale of the projects being developed, she highlighted the importance of clear and broad communication for securing buy-in to the projects, and various organisations understanding their responsibilities in relation to each.

The Chair noted that the bidding for funds was via a competitive process, she asked what gave Carlisle advantage over other areas bidding for the same funds.

The Corporate Director responded that the authority had a good working relationship with ministers and civil servants in central government, as well as having a good reputation for delivering on projects which would stand the authority's bids in good stead. However, she recognised that it was unlikely that all the bids would be successful.

RESOLVED – 1 That report ED.08/20 be received.

2) That the Corporate Director of Economic Development circulate the following items to the Panel:

- The Membership of the Towns Fund Board;
- The Future High Streets Funds proposal presentation.

EGSP.14/20 CITY CENTRE BUSINESS SUPPORT

The Corporate Director of Economic Development submitted report ED.04/20 which provided an overview of the provisions of the proposed City Centre Business Support Fund. She highlighted that whilst Carlisle's city centre vacancy rate was below the national average it was prudent to anticipate potential vulnerabilities.

The Economy, Enterprise and Housing Portfolio Holder commented that the Fund consisted of a tangible set of proposals which aimed to keep Carlisle as the sub-regional high street hub.

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

- The Chair asked whether areas outside of the City Centre such as Denton Holme were able to apply to the Fund.

The Economy, Enterprise and Housing Portfolio Holder responded that due to limited resources, the fund was only accessible to city centre businesses currently. However, he also viewed the scheme as a pilot, were it to be successful consideration would be given to rolling it out to other areas.

- How was the fund to be publicised?

The Corporate Director stated that information would be available on the Council's website. Responding to a further question from a Member on the criteria used for assessing applications to the fund, the Corporate Director undertook to circulate them to the Panel.

- Was the city centre a defined area?

The Corporate Director confirmed that from a statutory point of view the city centre was a clearly defined area.

The Panel discussed the potential for a Business Improvement District (BID) in the city, noting the importance of the business community leading on the matter, and reflecting upon the lessons learned from the previous, unsuccessful attempt to create a BID in the city.

RESOLVED 1) That the provisions of the City Centre Business Support Fund be noted.

2) That the allocation of £40,000 from the 2020/21 budget to the City Centre Business Fund be noted.

EGSP.15/20 FREE AFTER THREE PARKING TRIAL

The Environment and Transport Portfolio Holder presented report CS.08/20 which provided an update on the Free After Three parking trial. The scheme comprised three car parks: Castle, Caldew Riverside and Viaduct and had initially been set to conclude on 31 March 2020. At its meeting of 10 February 2020, the Executive took the decision to extend the duration of the trial to 31 August 2020, the reasons for which were detailed in the report.

The Team Manager - Parking and Enforcement summarised the estimated financial impact of the trial, the analysis of which considered not only the loss of income from the car parks included in the trial, but also the loss of income caused by user drift i.e. car park users changing from non-trial car parks to those included in the scheme to take advantage of the free alternative.

Consultation on the trial had taken place at the beginning of the scheme, and in relation to the extension of the trial. The level of responses received was not sufficient to form any clear views on the effectiveness of the trial as yet, and further views were to be sought both from users of the trial and businesses in the city centre to ascertain whether any economic benefit had been derived from the scheme.

Monitoring and evaluation of the scheme would continue so as to understand its impact, the Executive would be asked to consider options for the future of the trial later in the year. The report outlined some other potential parking initiatives that may be tested and developed in the future.

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

- A number of Members noted that there seemed to be some confusion relating to the scheme with car park users paying to use facilities when it was not necessary or not being clear on which car parks were included in the trial.

The Neighbourhood Services Manager acknowledged there was some confusion amongst users, despite extensive advertising including signage installed at the ticket machines of the car parks included in the scheme.

A Member commented that they had witnessed users paying for tickets after 3pm in car parks in the trial, she asked whether it was possible for that to be prevented, by for example turning off the relevant ticket machines.

The Neighbourhood Services Manager responded that there may be resource implications to turning the machine off, i.e. a member of staff would be required to attend each site to do that. He undertook to look at ways to effectively prevent users paying for the facility when it was not necessary.

Members expressed their support for the extension of the trial as it would enable the Council to more clearly understand the impact of the scheme.

Support for the other potential parking initiatives was also expressed by the Panel.

RESOLVED 1) That report CS.08/2 be noted.

2) That the Panel supported the extension of the Free After Three parking trial.

3) That the Panel supported the investigation of other parking initiatives detailed in the report.

The Panel adjourned from 11:40am and reconvened at 11:45am

EGSP.16/20 LOCAL ENVIRONMENT (CLIMATE CHANGE) STRATEGY

The Policy and Communications Manager submitted report PC.09/20 which set out the background and context within which the draft Local Environment (Climate Change) Strategy was being developed.

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

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

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

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

- A Member commented that the timetable for consultation appeared disjointed, he noted that the matter was not scheduled to be submitted to the Panel again.

The Policy and Communications Manager responded that should the Panel wish to scrutinise the matter again it was able to be added to its Work Programme. He added that the Strategy was an aspect of emerging work for the authority, it was intended be a working document that would respond to the evolving understanding of responses to climate change. Moreover, the Strategy would be submitted to Full Council for approval.

The Member added that he had been a member of the Council's Working Group which contributed to the development of the Strategy, however, he had not been advised that a draft document had been completed.

The Environment and Transport Portfolio Holder apologised for the quicker than anticipated emergence of the Strategy, he had felt that it was important that the matter be progressed, therefore he had instructed Officers to formulate and consult on the draft Strategy. He appreciated the Member's comments regarding the Working Group and indicated his intention to reform the body in the future.

The Member thanked the Environment and Transport Portfolio Holder for his comments and stated that he felt it was incumbent upon all Councillors to support the Strategy.

- Would a Citizen's Jury be a useful method for consulting on the Strategy?

The Policy and Communications Manager advised that he was currently following a national Citizens' Assembly to assess the process, a Jury was a scaled down Assembly. The research he had undertaken on the Citizens' Assembly illustrated that they met over a number of weeks or months after which a report on their work was published. There was little information on the outcomes generated by the Juries.

The Corporate Director stated that the Council had a good track record of conducting consultations and it would do its best to ensure that the widest possible audience was reached.

The Environment and Transport Portfolio Holder added that the consultation, in addition to seeking views also sought to provide information to residents and businesses in the district about the Strategy.

The Panel discussed a number of issues relating to Climate Change: carbon capture; carbon off setting; the global recycling market, and the environmental impact of schemes which supported economic growth, and potential areas of challenge between the two.

- Referring to objective 2, a Member noted the timescale for working with developers to deliver sustainable housing developments was listed as long term, he asked whether the Council was able to impose the requirements of the Strategy on developers?

The Corporate Director responded that the Council was only able to ask developers to comply with the Strategy, it was not in a position to require compliance. However, there was Building Control legislation which stipulated standards within house building which developers had to adhere to.

- Which method of carbon accounting was the Council likely to adopt?

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

RESOLVED – 1) That report PC.09/20 be received and welcomed.

2) That a report on the Local Environment (Climate Change) Strategy be submitted annually to the Panel for scrutiny.

EGSP.17/20 QUARTER 3 PERFORMANCE REPORT 2019/20

The Policy and Performance Officer submitted PC.05/20 – Quarter 3 Performance Report 2019/20. The report contained the Quarter 2 performance against the current Service Standards and a summary of the Carlisle Plan 2015-18 actions as defined in the 'plan on a page'. Performance against the Panels' 2019/20 Key Performance Indicators were also included.

The Chairman asked how the Key Performance Indicators were agreed upon and revised.

The Policy and Performance Officer explained the current Key Performance Indicators had been agreed approximately three years ago via a Member Working Group and service planning, they were reviewed on an annual basis by Service Managers and Corporate Directors. Members were able to input into the process via the scrutiny process.

RESOLVED That report PC.05/20 be noted.

EGSP.18/20 OVERVIEW REPORT AND WORK PROGRAMME

The Overview and Scrutiny Officer presented report OS.04/20 which provided an overview of matters relating to the work of the Economic Growth Scrutiny Panel. The Panel's 2019/20 Work Programme had been attached to the report for consideration.

The report made reference to the most recent Notice of Executive Key Decisions (published on 7 February 2020), copies of which had been circulated to all Members and made available to the public on the Council's website. It noted that there was an item within the Panel's remit: *KD.02/20 - Grant Funding Agreement – Carlisle Southern Link Road, Housing Infrastructure Fund (HIF) Award*. The matter was to be considered by the Executive of 9 March 2020.

The Executive had also made available the Street Name and Numbering Policy to the Panel. The Panel indicated it did not wish to scrutinise the matter.

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

Member discussed the matter at length and appreciated there were several different approaches that may be implemented. The Chair suggested that the Scrutiny Chairs Group develop a list of options for scrutiny going forward for the Panel to consider. The Members indicated their assent.

EGSP.19/20 STANDING ORDERS

During discussion and pursuant to Council procedure Rule 9, The Chair moved and it was AGREED that the meeting should continue beyond three hours to enable the remaining business to be transacted.

With reference to the items on the Work Programme for the Panel's 9 April meeting, the Scrutiny Officer invited the Panel to set out areas it wished the reports to focus on.

St Cuthbert's Garden Village – housing allocations (e.g. developer / self-build, etc); ideas for different housing types; the involvement of Registered Social Landlords; an update on the Members Working Group timelines.

Local Enterprise Partnership – a presentation from the LEP with a covering Officer report; governance and scrutiny arrangements; European Union funding post Brexit.

Enterprise Zone – the effectiveness of the Zone; jobs and growth created; an invitation for a representative of Kingmoor Park to attend the Panel.

RESOLVED – 1) That the Overview Report and Work Programme (OS.04/20) be noted.

2) That the Scrutiny Chairs Group be asked to develop a list of options for scrutiny going forward for the Panel to consider

(The meeting ended at 1:15pm)

Economic Growth Scrutiny Panel

Agenda
Item:

A.2

Meeting Date: 4th June 2020
Portfolio: Economy, Enterprise and Housing
Key Decision: No
Within Policy and Budget Framework: Yes
Public / Private: Public

Title: Housing Delivery in St Cuthbert's Garden Community
Report of: Corporate Director of Economic Development
Report Number: ED 15/20

Purpose / Summary:

To engage the panel in options for delivering innovation in the housing type, tenure and mix; how land ownership can impact plans for housing development; how a mix of developers and registered providers could be engaged to deliver the housing mix.

Recommendations:

To note the opportunities to make progress on these aspects of the project.

Tracking

Executive:	
Scrutiny:	
Council:	

1. BACKGROUND

- 1.1** St Cuthbert's Garden Village (SCGV) is anchored in the adopted Carlisle District Local Plan 2015 – 2030, which identifies land to the south of the City for growth for a major mixed-use development focussed on housing. The project was accepted into the Government's Garden Villages, Towns and Cities Programme in January 2017.
- 1.2** Key project strands were identified comprised of Masterplanning; Plan Making; Carlisle Southern Link Road; and Delivery. The Governance arrangements include a now well-established cross-party Members' Advisory Group which also includes a representative from each parish council within the area. A review of these arrangements as the project progresses has led to the creation of a multi-disciplinary Vision and Quality Project Group and a Plan Making Group to coordinate Local Plan development with the masterplanning outputs. A multi-agency public sector led Strategic Partnering Board demonstrates a significant strength in joint working and engagement.
- 1.3** The project continues to make good progress with Stage 2 of the masterplanning well underway including robust and ongoing public and stakeholder engagement. A preferred option has been drafted with the intention to consult in summer 2020. Progress has been aided by a series of successful capacity funding bids with the latest award of £320 000 aimed at facilitating key work streams this year.
- 1.4** The project is increasingly complex as interdependences between the individual project strands come to the fore. Report ED 06/19, taken to the Executive in February 2019, sets out the key stages of work for masterplanning, local planning and delivery. A similar report will be considered by the Executive at their 6th April meeting, at which they will be asked to approve workstreams and the indicative spending profile for the year ahead.
- 1.5** This paper is, in response to a direct ask by the Panel, focussed on housing mix and how more innovative approaches to housing delivery could feature as part of the wider delivery response to St Cuthbert's.

2. PROPOSALS

- 2.1** Delivering innovation in housing type, tenure and mix

- 2.2** The National Planning Policy Framework (NPPF) advocates that in order to deliver genuinely affordable homes for all there must be a robust analysis of need. To this end an update to the Strategic Housing Market Assessment (SHMA) was commissioned and the final report received in July 2019. This piece of evidence, which the Panel has previously considered separately, looks at demographic trends and housing need projections, affordable housing need, family households and housing mix, older people, people with disabilities and the private rented sector.
- 2.3** Due to the proposed scale of St Cuthbert's it is a given that there will be a wide mix of dwellings and the opportunity will attract a wide variety of players. Therefore the SHMA seeks to set out an understanding of the appropriate mix of housing. However, to reflect that the life of this project could well extend to 2050, the report also provides key analysis looking forward and attempts to capture future changes in the housing market.
- 2.4** The identified mix will inform strategic policies in the St Cuthbert's Local Plan although a flexible approach will need to be adopted, in particular on individual development sites where regard should be had to the nature of the site and the character of the area. However, the scale of the potential development in St Cuthbert's provides the opportunity to deliver a wide range of different housing products for different groups of the population.
- 2.5** The challenge is to address the public perception that new development is designed without any consideration of the character or vernacular of the locality, often with standard house types and street layouts leading to a homogenous layout dominated by the private car. These negative perceptions can lead to public resistance to new housing developments, and is something that has been raised frequently during public consultation on the garden village.
- 2.5** St Cuthbert's therefore offers a unique opportunity to provide a diverse range of housing types and tenures, built by a diverse range of providers. There are a number of different delivery models including development corporation, self and custom build, registered provider, community led initiatives and local authority led partnerships. The following paragraphs and accompanying presentation set out a number of examples of ways in which innovation in housing type, tenure and mix can be achieved, together with any implications of land ownership.
- 2.6 Self/Custom Build and modern methods of construction** : self and custom build can provide variation in design and it is important that they are part of the housing mix at St Cuthbert's. Land should be set aside for this purpose, potentially as

serviced plots. In recognition of the role that self and custom build can play, the Right to Build Task Force was commissioned last year to provide a range of advice on good practice around policy development, identifying opportunities to support custom and self-build housing, and a briefing session was held with officers.

- 2.7** The Task Force is now undertaking further work to help the City Council increase its understanding of local demand for self and custom build, in order to demonstrate supporting evidence for policies pursued by the Council and to inform thinking in relation to future pilot projects.
- 2.8** Officers have been on a fact-finding site visit to the Gateshead Innovation Village where Home Group is looking at new ways of how we can construct homes quicker, use technology smarter and create more energy efficient housing. This is a live research project to build housing from scratch using a mix of traditional and modular homes whilst testing their ongoing performance. It also provides an opportunity for skills training with modular housing increasingly being pursued by some Registered Providers in direct response to ongoing skills shortages in traditional on-site roles such as bricklayers.
- 2.8** **Affordable housing and developer mix:** given the levels of affordable housing need across the whole district, it is considered that opportunities to provide affordable within St Cuthbert's should be maximised (subject to viability). Such housing should be available to buy and rent, as well as an element of housing specifically for older people. The SHMA considers that the Council could consider including a reasonable proportion of bungalows and about 10% of homes as specialist accommodation, in both the market and affordable sectors.
- 2.9** Engagement with Registered Providers has taken place since the inception of the project. Specifically, briefing sessions have been held at The Halston and at Carlisle Racecourse where a range of developers and agents, including registered providers, came together to hear an overview of work to date, pose questions and network with each other. In addition, regular meetings are held between the City Council and registered providers where discussions have centred around the aging population and changing profile of tenants, whose future needs may not be met by their current accommodation, and the opportunities that St Cuthbert's may present to address this.
- 2.10** **Design Guide:** housing type and mix can be influenced and directed by the production of a design guide. Principle 2 of the 9 guiding principles is 'Locally Distinctive' and is aimed at supporting locally distinctive design of buildings, streets

and spaces to create memorable and unique places to live. Stage 2 of the masterplanning includes a requirement to deliver strategic design guidance that will provide clarity about the character of St Cuthbert's and the distinctiveness of the planned villages as well as other important strategic spaces and infrastructure components. In addition there will be consideration of the potential for contemporary design.

- 2.11** This higher-level design guide will then be translated into a Supplementary Planning Document to guide early development in St Cuthbert's. Whilst feedback from consultation has resulted in many comments that people don't want to see houses built by volume housebuilders being part of St Cuthbert's, in reality these developers still have a role to play. However, the design requirements of the planning framework for St Cuthbert's will ensure a more locally responsive output that aligns with our vision for the area.
- 2.12** **Land ownership:** a complex pattern of land ownership extends across the St Cuthbert's area and officers have sought to establish, using data from the Land Registry, a comprehensive map base identifying all known land parcels. Early and continuing engagement with key landowners and their agents has provided an opportunity to verify and amend this map to keep it as up to date as possible. The draft masterplan reflects the availability of land from key landowners, whilst reflecting all known constraints such as flooding, topography, the need to protect key views etc.
- 2.13** It is important that land values are realistic so that the high ambitions embodied in the 9 guiding principles can be met. Public ownership of land can provide an opportunity for innovation in design and delivery of housing. Community land ownership similarly can provide an opportunity to deliver housing in a different way, as in the example of the Lancaster Co-Housing low carbon scheme at Forgebank.
- 2.14** Co-Housing is a Scandinavian model which results in a planned neighbourhood with some shared facilities. The Lancaster scheme factored in the carbon footprint of the building materials, the use of local labour, transport of materials, design of short terraces which are good for retaining heat, and a district heating scheme powered by wood chip amongst a range of other innovative and low carbon initiatives. The resulting scheme has workspace on site, a reduction in heating bills by approximately 84% and community facilities to support the development.
- 2.15** Capital and Centric specialise, amongst other things, in building affordable energy efficient houses that are also faster to construct and cheaper to heat when finished.

Their design emphasis focusses on creating a community as well as space on the street for local facilities. Feedback from consultation on the emerging plans for St Cuthbert's has consistently raised the issue that local people want to see something different to what is currently on offer in and around Carlisle from the existing volume house-builders active in the area.

- 2.16** Housing design hasn't really changed for decades, and feedback has highlighted that there is a perceived blandness and mediocrity in what is on offer. Standard layouts rarely vary whilst the full potential of sites is often not realised. Capital and Centric schemes specialise in space efficient layouts that create high-density living with a community feel but without high-rise living. This has a positive impact on viability, and creates a community where people have the opportunity to interact with each other.

3. RISKS

- 3.1** The main risk to delivery is the reliance that is placed on a willing landowner selling to a developer. Whilst we are aware that a wide range of more innovative players are interested there will be risk to innovative delivery if the public sector doesn't own land or take more of an active stake. Therefore our emerging delivery strategy will need to consider this aspect.
- 3.2** A dedicated risk register is kept and regularly reviewed as part of the overall project management approach. The main risk continues to be centred on the availability of adequate resourcing (in terms of both staff time and budgetary provision) for undertaking the technical work and further engagement needed to maintain momentum and progress of each of the key project strands. Key to managing this will be the continued availability of Government capacity funding, the latest award being announced in January 2020 for the 2019/2020 financial year, but with the inevitable lag between the announcement and receipt of funds.

4. CONSULTATION

- 4.1** Progress to date has been underpinned by robust, extensive and innovative engagement with this having added clear value to the vision and concept proposals, and options plans for the Garden Village. This has included community engagement, dialogue with key stakeholders including infrastructure providers, dialogue and facilitated sessions with the local Parish Councils and with Members including via the

dedicated Members' Advisory Group. In addition there is an ongoing dialogue with all the key landowners within the area.

4.2 The most recent consultation in Autumn of last year on the options plans for St Cuthbert's saw a wide range of community drop in events in a variety of locations throughout the area together with more focussed stakeholder and landowner workshops. The feedback report from this stage has been published and is available on our web site.

4.3 Community and stakeholder feedback together with ongoing development of evidence, such as viability work, together with the Sustainability Appraisal and the Habitats Regulations Assessment will all help to shape the preferred option for St Cuthbert's, which will form the next step in the masterplanning process.

5. CONCLUSION AND REASONS FOR RECOMMENDATIONS

5.1 Good progress continues to be made on the specific aspects outlined in this report in relation to St Cuthbert's. With Stage 2 Masterplanning well underway, together with viability work, landowner engagement and Local Plan development, 2020 will be a critical time for putting a framework in place which will not only guide future planning applications, but which will set down a marker for the standards that we expect with this development. Given the nature and profile of the SCGV project, it is important that Members continue to keep abreast and are comfortable with specific elements of the project as well as the overall direction.

6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

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

- *“supporting the growth of more high quality and sustainable business and employment opportunities”* – through identifying new sites for development and opportunities to better balance the local economy;
- *“addressing Carlisle's current and future housing needs”* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;

- *“working more effectively with partners to achieve the City Council’s priorities”* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

Contact Officer: Jillian Hale

Ext: 7191

Appendices
attached to report:

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

- **ED 28/19 Report to EGSP on St Cuthbert’s Progress Update**

CORPORATE IMPLICATIONS:

LEGAL – ultimately any resultant Development Plan Documents will need to be approved in accordance with Article 4 of the Constitution and the Budget and Policy Framework. Consultants and persons/companies delivering work packages will need to be procured in accordance with the Council’s Contract Procedure Rules and contracts properly documented as appropriate.

PROPERTY SERVICES – If the Council decide to become more active and acquire land, valuation advice will be required to ensure all transactions are at market value and on suitable terms.

FINANCE – The Council’s Medium Term Financial Plan and budgeting for 2019/20 has identified that the Garden Village project is a key priority for the City with Council funding being allocated to supplement the Capacity Funding bids awaited. Further commitments have also been included in the proposed 2019/20 budget for future allocations towards the Carlisle Southern Link Road.

EQUALITY – The SHMA will look at equality issues and housing need projections. In particular, older people and people with disabilities.

INFORMATION GOVERNANCE – There are no Information Governance implications with this report.



St Cuthbert's

**Delivering innovation in
housing type, tenure and mix**

EGSP 4th June 2020



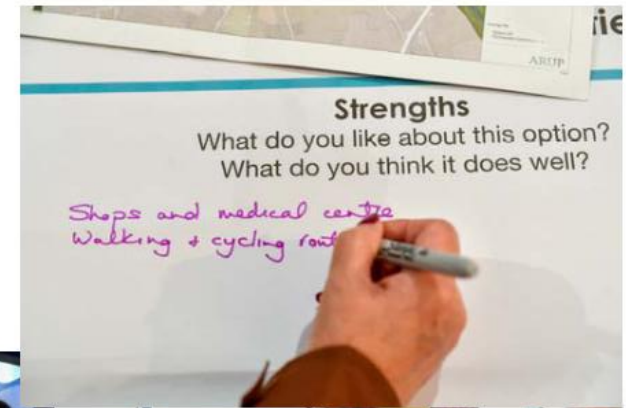
Collaborative Working

- Where others have gone before
- Best practice from around the country
- **Encourage challenge!**
- Networking
- Learn from others – the good, the bad and the ugly!



Engagement

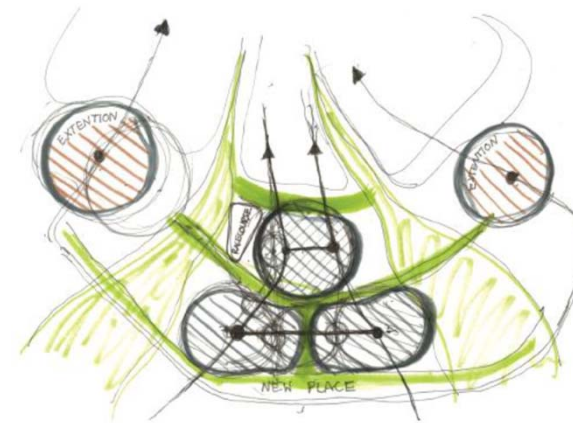
WHERE DO YOU
THINK THE GARDEN
VILLAGE SHOULD
GO?





Design Review

- Bespoke Panel – membership tailored to key drivers
- Independently chaired
- More collaborative approach – tasked with highlighting opportunities / solutions
- Early enough to make a difference!



Each overall strategy could be built up of the three components below. It could be almost as simple as the explanatory diagram, but relating more closely to the existing road layout/urban form.



Key green infrastructure



Public transport routes



Neighbourhood unit*



Approach to Design

- Masterplan will show a range of alternative residential character areas;
- Each area will deliver variations in density, built form and landscape treatment;
- References to local vernacular and materials, but not stifling innovation;
- Let's not forget high quality design principles for employment and community hub areas.

Forgebank Community Housing





Gateshead Innovation Village





Graven Hill





Self and Custom Build

- Element 1
 - effective policy to deliver quantity, form, type and mix of custom and self build housing
- Element 2
 - identifying and maximising opportunities . How to enable and grow this sector
- Element 3
 - what has worked well elsewhere and the role the local LPA played in facilitating this

Economic Growth Scrutiny Panel

Agenda
Item:

A.3

Meeting Date: 04 June 2020

Portfolio: Cross-cutting

Key Decision: No

Within Policy and
Budget Framework

Private/Public Public

Title: Scrutiny Annual Report

Report of: Overview and Scrutiny Officer

Report Number: OS.08/20

Purpose / Summary:

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

Recommendations:

Members are asked to:

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

Tracking

Executive:	Not applicable
Scrutiny:	EGSP 04/06/20
Council:	TBC

1. Background

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

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

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

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

2. Recommendations

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

Contact Officer: Rowan Jones

Email: rowan.jones@carlisle.gov.uk

Appendices

attached to report:

Draft general and Economic Growth Scrutiny Panel sections for the Scrutiny Annual Report 2019-20

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

- None

CORPORATE IMPLICATIONS:

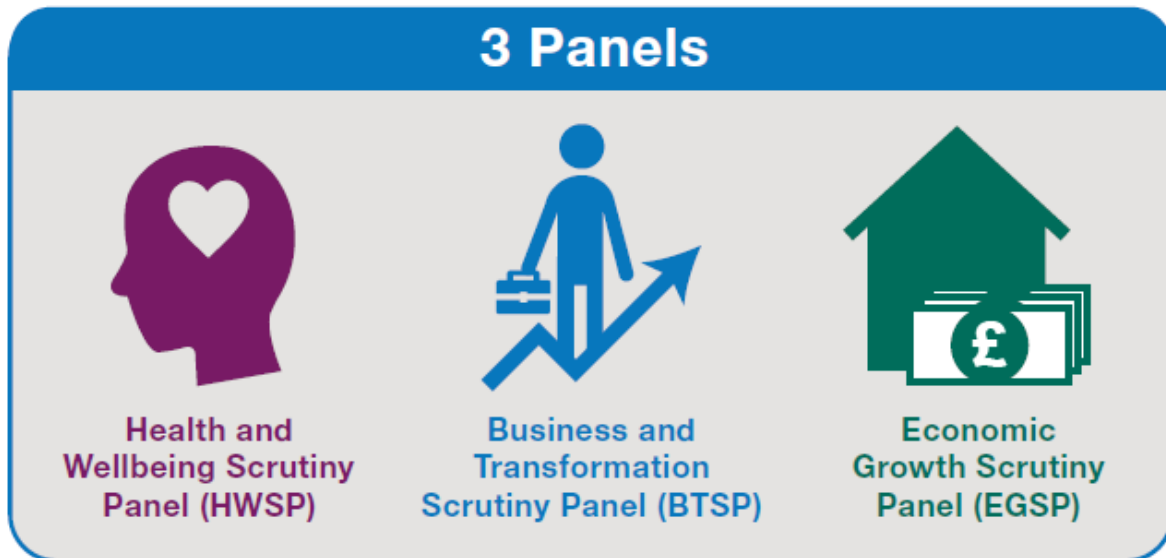
LEGAL -

FINANCE –

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

INFORMATION GOVERNANCE –

Scrutiny in Summary



2 special meetings



1 site visit



83
agenda items
scrutinised



Partners engaged with:

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

Introduction

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

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

What is Scrutiny and why is it important?

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

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

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

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

Changes to Scrutiny arrangements for 2020-21

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

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

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

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

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

Economic Growth Scrutiny Panel (EGSP)

Chairs Report, Councillor Lisa Brown

It has been a privilege to Chair the EGSP this past year. My thanks go to Cllr Mellor as Vice Chair and all the members and substitutes for their support and attendance, it's very clear that each member wants to see the very best for the City of Carlisle and its residents.

Our agendas have always been full, with several key projects on our work programme, such as Borderlands and St Cuthbert's Garden Village or Housing Strategies and other more day to day items such as Free after 3 carparking.

The reports brought to the scrutiny panel have provided us with a clear picture of the project and members have been able to feedback ideas to officers and portfolio holders but importantly raise issues and concerns when they have seen potential issues arising, or perhaps felt things needed referred back to the Executive to look at again. There are important items that had to be postponed due to the Covid-19 crisis such as the Economic Strategy for the Carlisle which must be top of our agenda when Scrutiny returns. The recent peer review highlighted the need for an updated Carlisle Plan, so it is vital these are completed.

The Council had a clear vision for the City before March, but it will not have escaped anyone's attention how much this must change now that Covid-19 has caused such upheaval across the country. Economic growth is a powerful instrument for reducing poverty and improving quality of life, both of which have had the spotlight shone on them during recent months. Any projects we looked at before will need to be viewed in a new light and we must be sure that our growth is truly inclusive and not just for growth's sake.

Comment from Councillor Paul Nedved, Portfolio Holder for Economy, Enterprise and Housing

Scrutiny Panels play a significant role within the Council in aiding the development of policy and critically scrutinising Executive Decisions and holding the Executive to account.

As a former Chair of Scrutiny and now a Portfolio Holder I have learnt to respect Members level of expertise and interest in a wide area of Council responsibilities. Having attended regularly the Economic Growth Scrutiny and Health and Wellbeing Panels I have welcomed the robust questioning and discussions from Members which has been invaluable in contributing and shaping the decision making process.

Economic Growth Panel have scrutinised a wide range of reports and updates notably the Borderlands Growth Deal Projects, ongoing plans to deliver St Cuthbert's Garden Village , Housing Needs and Strategy, Enterprise Zone, Business Support / High St Fund and Budget Setting and within Health and Well-being Panel reviewed reports on Homelessness, Rough Sleeping and Empty Home Grants that fall within the Economy, Enterprise and Housing Portfolio.

I would like to thank the Chairs and Panel Members for their contribution made to the Council and the commitment and hard work involved in the scrutiny process.

Equally can I thank Officers and Support staff also for their support, commitment and professionalism.

Potential items for Economic Growth Scrutiny Panel in 2020-21

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

- Economic Strategy
- Environment (Climate Change) Strategy
- Looking at the development of the housing offer for Carlisle

Economic Growth Scrutiny Panel

Agenda
Item:

A.4

Meeting Date: 04 June 2020
Portfolio: Cross-cutting
Key Decision: No
Within Policy and Budget Framework
Private/Public Public

Title: Overview Report
Report of: Overview and Scrutiny Officer
Report Number: OS.09/20

Purpose / Summary:

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

Recommendations:

Members are asked to:

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

Tracking

Executive:	Not applicable
Scrutiny:	EGSP 04/06/20
Council:	Not applicable

1. Notice of Key Decisions

1.1 At the time of writing this Overview Report, the most recent Notice of Key Executive Decisions was published on 24 April 2020. This was circulated to all Members. The following items fall within the remit of this Panel:

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

- None

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

- KD 02/20 – Grant Funding Agreement – Carlisle Southern Link Road, Housing Infrastructure Fund (HIF) Award. Decision to be taken 27 May 2020.

1.2 A new Notice of Key Executive Decisions will be published on 22 May 2020. Members are asked to consider this, and items that fall within the EGSP, remit prior to their meeting on 04 June 2020.

2. References from Executive

2.1 None

3. Progress on resolutions from previous meetings

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

	Meeting date	Minute reference	Action	Status
1	16/01/20	EGSP 06/20	3) That the Corporate Director of Economic Development circulate the dates for the Environment Agency's next community engagement exercises to Members of the Panel.	Closed Action pre-dates Covid-19 impact on consultation. May 2020 Newsletter emailed to EGSP.
2	27/02/20	EGSP	2) That the Corporate Director of Economic	Complete

		13/20	Development circulate the following items to the Panel: - The Membership of the Towns Fund Board; - The Future High Streets Funds proposal presentation.	
3	27/02/20	EGSP 16/20	2) That a report on the Local Environment (Climate Change) Strategy be submitted annually to the Panel for scrutiny.	Complete Added to draft workplan 2020/21
4	27/02/20	EGSP 18/20	2) That the Scrutiny Chairs Group be asked to develop a list of options for scrutiny going forward for the Panel to consider	Complete

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

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

5. Scrutiny Chairs Group Update

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

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

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

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

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

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

6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

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

Contact Officer: Rowan Jones

Ext: rowan.jones@carlisle.gov.uk

**Appendices
attached to report:**

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

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

- None

CORPORATE IMPLICATIONS:

LEGAL -

FINANCE –

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

INFORMATION GOVERNANCE –

APPENDIX 1: Draft Economic Growth Scrutiny Panel Work Programme 2020-21

Title	Reason for inclusion on workplan	Lead Officer	Meeting Date
End of Year Performance Report - for information item	Reported annually	Gary Oliver	04/06/2020
St Cuthberts Garden Village - housing theme	Carried over from April 2020	Jane Meek	04/06/2020
Scrutiny Annual Report 2019/20	Carried over from April 2020	Rowan Jones	04/06/2020
Borderlands Inclusive Growth Deal/key projects	Panel saw item during 2019/20. Chair would like included in workplan for 2020/21.	Steven Robinson	09/07/2020
Solway Coast AONB Management Plan 2020-2025	Item from forward plan	Jane Meek/ Richard Wood	09/07/2020
Economic Strategy Workshop	Carried over from April 2020. No longer to be a physical workshop, but still a priority. To consider how to deliver.	Jane Meek	20/08/2020
Performance Report - Q1	Standing item	Gary Oliver	20/08/2020
Free After Three Car Parking	Chair wishes to include in 20/21 workplan	Colin Bowley	01/10/2020
Local Enterprise partnership (LEP)	Carried over from April 2020	Jane Meek	01/10/2020
Housing Needs and Housing Strategy	Chair wishes to include in 20/21 workplan	Jane Meek	01/10/2020
Performance Report - Q2	Standing item	Gary Oliver	26/11/2020
Budget setting	Annual activity	Alison Taylor	26/11/2020
Performance Report - Q3	Standing item	Gary Oliver	21/01/2021
Environment (Climate Change) Strategy	EGSP Resolution 16/20 - Environment Strategy be submitted annually to the Panel for scrutiny.	Jane Meek/ Steven O'Keeffe	21/01/2021
Business support/High Street Fund	Chair wishes to include in 20/21 workplan	Steven Robinson	21/01/2021
Economic Strategy Update	Chair wishes to include in 20/21 workplan	Jane Meek	21/01/2021
St. Cuthbert's Garden Village	Chair wishes to include in 20/21 workplan	Jane Meek	21/01/21
Flood risk management and community resilience	Chair wishes to include in 20/21 workplan	Steven O'Keeffe	04/03/2021
Scrutiny Annual Report 2020/21	Reported annually	Rowan Jones	12/04/2021
EGSP and HWP Joint Transport Inquiry Day	Carried over from 2019/20 workplan. Paused as not currently appropriate/ timely.	Rowan Jones/ Jane Meek	Not scheduled
Enterprise Zone	Carried over from April 2020. Paused as not currently appropriate/ timely.	Jane Meek	Not scheduled

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

Resources

Portfolio

Scrutiny Panel

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

Business and Transformation

Income Generation from Existing Services

Business and Transformation

Income Management

Finance, Governance and Resources

Business and Transformation

Infrastructure Development

Economic Growth

Insurance

Finance, Governance and Resources

Business and Transformation

Internal Audit

Finance, Governance and Resources

Business and Transformation

Investment Strategy

Finance, Governance and Resources

Business and Transformation

Inward Investment

Economy, Enterprise and Housing

Economic Growth

IT Systems Development

Business and Transformation

Keepers/Civic Suite

Business and Transformation

Land Charges

Finance, Governance and Resources

Business and Transformation

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

Resources

Shared Services Monitoring

Finance, Governance and
Resources

Business and Transformation

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

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

APPENDIX 2: Overview and Scrutiny Panel Remits

Resources

Portfolio

Scrutiny Panel

Tullie House

Culture, Heritage and Leisure

Health and Wellbeing

Web, Phone, Face 2 Face Customers Service
development

Business and Transformation

Workforce Development Strategies

Finance, Governance and
Resources

Business and Transformation

Young People's Activities

Leader

Health and Wellbeing

Youth Council Links

Leader

Health and Wellbeing

APPENDIX 3:

SCRUTINY CHAIRS' GROUP MEETING

13 March 2020 at 10.00am

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

07/20 APOLOGIES FOR ABSENCE

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

08/20 LEAD MEMBER

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

09/20 NOTES OF LAST MEETING

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

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

10/20 PROCESS FOR SIGNING OFF ANNUAL REPORT

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

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

11/20 TRANSPORT INQUIRY DAY

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

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

12/20 FUTURE SCRUTINY ARRANGEMENTS

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

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

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

Substitute Arrangements for 2020/21

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

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

Number of Members on each Panel for 2020/21

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

Panel Times for 2020/21

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

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

13/20 WORK PROGRAMMES

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

Appendix 4



Corporate Peer Challenge **Carlisle City Council**

28th to 30th January 2020

Feedback Report

1. Executive Summary

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

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

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

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

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

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Chief Executive: Mark Lloyd

Local Government Association company number 11177145. Improvement and Development Agency for Local Government company number 03675577

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

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

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

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

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

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

2. Key recommendations

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

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

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

3. Summary of the Peer Challenge approach

The peer team

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

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

Scope and focus

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

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

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

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

The peer challenge process

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

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

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

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

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

4. Feedback

4.1 Understanding of the local place and priority setting

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

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

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

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

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

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

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

4.2 Leadership of Place

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

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

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

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

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

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

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

4.3 Organisational leadership and governance

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

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

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

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

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

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

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

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

4.4 Financial planning and viability

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

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

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

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

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

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

4.5 Capacity to deliver

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

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

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

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

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

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

4.6 Commercialisation

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

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

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

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

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

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

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

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

4.7 Performance management

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

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

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

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

5. Next steps

Immediate next steps

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

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

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

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

Follow up visit

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

Next Corporate Peer Challenge

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

