



CARLISLE CITY COUNCIL BOUNDARY REVIEW (STAGE ONE).

A RESPONSE BY CARLISLE CITY COUNCIL
CONSERVATIVE GROUP.

THIS DOCUMENT IS A RESPONSE TO THE
LOCAL GOVERNMENT BOUNDARY
COMMISSION OF ENGLAND.

IT OUTLINES THE CASE FOR A 25% REDUCTION IN
COUNCILLOR NUMBERS TO 39, FROM THE 52
COUNCILLORS CURRENTLY ON CARLISLE CITY
COUNCIL.

APPROVED BY THE CONSERVATIVE GROUP
AT THEIR MEETING ON THE 19th OCTOBER
2017.

Introduction.

The Conservative Group on Carlisle City Council welcomes the LGBCE triggering a statutory review. For many years there has been a growing inequity in representation between various wards. Rural wards such as Dalston, Wetheral and Stanwix Rural experienced a concentration of development and population growth. Other wards in the urban core of Carlisle have experienced a stagnation or marked decline in population. This has resulted in several of the two member rural wards (Stanwix Rural and Wetheral) now having more residents than some of the three member urban wards (Upperby and Castle).

In 2010, the then Conservative led executive held a productive meeting with the LGBCE with a view to triggering a review and addressing these issues. At that time the Commission was undergoing an increased workload and was unable to proceed.

It is regretful that when the Council changed to a Labour administration in 2012, there was insufficient willingness in the new leadership of the Council to address this matter. Had this reluctance not occurred, the earlier intervention of the LGBCE would have addressed this inequity far sooner.

The Conservative Group consider that in many areas the role and workload of a Councillor has changed greatly in the 20 years since the last review was conducted. The organisational changes within local government and Carlisle City Council since then have been extensive, and as a result we consider these will now allow for a reduction in Councillors. Lastly, a great number of our CIPFA comparator authorities who have undergone a relatively recent review by yourselves, have achieved sizeable reductions clearly indicating that a review by yourselves can lead to better public representation and efficiencies without detrimentally affecting local democracy.

In gathering evidence for the report we have used as comparator years information from 2002-3, 2010-11 and 2016-17 as a basis for comparison. The last of these data sets is of course the last full year of information we have. The 2010-11 set represents the period where nationally there was a lot of changes about to be introduced into District Councils. The earliest set (2002-3) was chosen as it represents the earliest point from which verified City Council information could easily be obtained. IT system changes and the impacts of the

2005 and 2015 floods on stored information has presented difficulties in accessing earlier data.

We submit this report to support our resolution that Carlisle City Council should in future be governed by 39 Councillors. This is a reduction of 13 on our current numbers (25%) and would represent an average of one Councillor for (just over) every 2,100 electors. Based on the 2017 figures supplied by yourself, each Councillor currently represents an average of 1,547 electors. Given the advantages of modern technology and the streamlining of Carlisle City Council's operations we do not believe that the uplift in numbers to be too onerous.

Carlisle City Council:

Carlisle City Council is a District Authority operating within the two tier system of local government in Cumbria. We contain the main urban centre in Cumbria, the City of Carlisle, but also a large rural area of many villages and hamlets. This rural area comprises of 34 Parish Councils. In 2016 the Office of National Statistics estimated the population of the District to be 108,400 which ranked us as the 219th largest local authority in England (out of 326).

The population of the area in 2001 was 100,750. In 2011 it had grown by 6.6% to 107,500. In the 2017 local elections the number of registered voters was 80,466.

The City Council structure currently has 52 Councillors spread between 22 wards. Within the urban City area, all residents within these 12 wards each have three Councillors per ward. Within the Parished areas, the remaining 10 wards are: 1 x three member ward; 4 x two member wards and 5 x single member wards.

The last boundary review of Carlisle City Council was in 1997 (with elections in 1999), and it increased the Councillor numbers by 1 (from 51) whilst reducing the number of wards by 1 (from 23). The Council elects in thirds, and in September this year recently chose to continue with this method, when a motion to change to all out elections every four years was rejected.

The City Council's Governance Model:

Prior to the 2000 Local Government Act the Council, like most authorities operated a number of Committees, which oversaw and took responsibility for areas of the Council's operation. The 2000 LGA allowed the decision-making

function to rest with the Executive and since then on the Council has operated a Leader and Executive model. Currently the model has evolved into the “Strong Leader and Executive” function. The current Executive including the Leader contains 6 members. The Executive meets on a mainly six week cycle.

In addition to the Executive, the City Council operates Committees and Panels currently consisting of the following:-

Regulatory:-

- Development Control Committee – 12 members - (meeting every 5 weeks)
- Employment Panel – 6 members- (meeting as and when)
- Regulatory and Licensing Committees – 12 members - (meeting every 5 weeks and quarterly respectively)
 - 4 Licensing Committees – 3 members – (meeting rarely as and when)

Overview and Scrutiny Committees:-

- Business and Transformation – 8 members – (meeting every 6 weeks)
- Economic Growth – 8 members – (meeting every 6 weeks)
- Health and Wellbeing – 8 members – (meeting every 6 weeks)

In addition, the Chairmen and Vice Chairmen of each O&S Committees meet quarterly to appraise the Scrutiny function. Currently there is a discussion within this group about reducing the number of Overview and Scrutiny Committees from three to two to reflect a more streamlined approach to the workload.

Other Committees and Panels:-

Audit – 7 members – (meeting 5 times a year)

Standards – 7 members – (meeting as and when)

Three Appeals Panels - 3 members per panel – (meeting as and when).

THE CASE FOR A REDUCTION OF COUNCILLOR NUMBERS BY 25% TO 39.

We recognise Carlisle City Council is a much changed Council from the one the LGBC last profiled in 1997. Whilst Councillors remain committed to their wards and serving residents, we consider that over time Carlisle City Council has evolved and changed, embracing modern technology in the provision of iPads and broadband internet access, which has helped Councillors manage casework more efficiently. In addition, the function of a Councillor in 2017 is different to one in 1997, with former in-house services devolved to third parties and a lower requirement to attend outside bodies. As such we feel there is a capacity to reduce Councillors to 39 from 52. Our case focuses on two areas that represent a step change in how both the council and councillors operate, namely:

- the Changed Council and
- the Changing Councillor

PART ONE: THE CHANGED COUNCIL

Since the 1997 review Carlisle City Council has, like all other Local Authorities, had to review its scope and structure in light of changed financial circumstances. This has resulted in a leaner, more focused operation with fewer non-core services, and a slimmer structure across all areas of the Council. The noted exception is however the number of Councillors, which remains stubbornly at 52.

The following areas, while not exhaustive, highlight many of these very significant changes and are submitted as the evidence to our belief that in future Councillor numbers should be lower as well.

1. Transfer of Council Services to Third Parties

Since the last review, the Council has undertaken several large-scale contracts to devolve in-house service functions to “arm’s length” and external third parties. The effect has been to reduce the operational scope of the Council, thereby reducing the number of areas that Councillors would oversee as part of their wider elected duties.

a. Disposal of 'in house' Council Housing to Riverside Group.

In December 2002 the Council completed the transfer of its housing stock to the Liverpool based Riverside Group via a subsidiary called the Carlisle Housing Association, which was further absorbed into the Riverside Group under a 2008 Deed of Variation (DS117/08).

This totalled 7,687 dwellings and represented a significant transfer of staff, property and finances which had previously been handled within the Council on both an operational and strategic level. As there was no longer an “in-house” service, it also substantially reduced the level of direct Councillor involvement in the social housing process, such as providing assistance with housing applications and handling tenant’s complaints.

Under the original agreement the City Council nominated 4 Councillors to sit on the Carlisle Riverside Divisional Board. However, in 2016 the reorganisation of the Riverside Group removed their various regional boards. Due to the legal undertakings given at the time of the 2002 transfer, this was not an option available in Carlisle. As a result the Carlisle Board was placed ‘under review’ and has not met since September 2016. Given the views of Riverside to move away from regional boards and its continued expansion into other areas of Cumbria, it is extremely unlikely that any future arrangements would involve elected member representation to the extent that it has previously.

b. Transfer of Tullie House Museum and Guildhall.

In 2011, the operational management of Tullie House and the Guildhall was passed from Carlisle City Council to Tullie House Trust, a charitable body. Whilst the City Council retains ownership of the collections and property, the Trust oversees the operation and development of the museums, which have attracted between 230,000 and 253,000 annual visits since the establishment of the Trust. The involvement of elected Councillors is now limited to two positions on the Trust Board and the consideration of the three year business plan presented by the Trust to the Council for approval.

c. Transfer of Leisure Services to Carlisle Leisure Limited (now Greenwich Leisure Limited).

In November 2003, the City Council concluded the transfer of Leisure Services operations to Carlisle Leisure Limited. The facilities included The Pools, The Sands Centre, Bitts Park Tennis Facilities, The Sheepmount Athletics Tracks and Stoneyholme Golf Course. Whilst the City Council retains physical ownership of the properties, the transfer released the Council from the operational and employment management at these sites. Currently The Sands Centre attracts about 750,000 customer visits a year. In 2015, Greenwich Leisure Limited (GLL) took over Carlisle Leisure Ltd (CLL), and have since become the preferred bidder for the renewal of the contract in 2017. This has avoided a full retendering process which would have involved more Councillor consideration.

The City Council did have two representatives on the CLL Board, but since it was taken over by GLL this has ceased and is not expected to change.

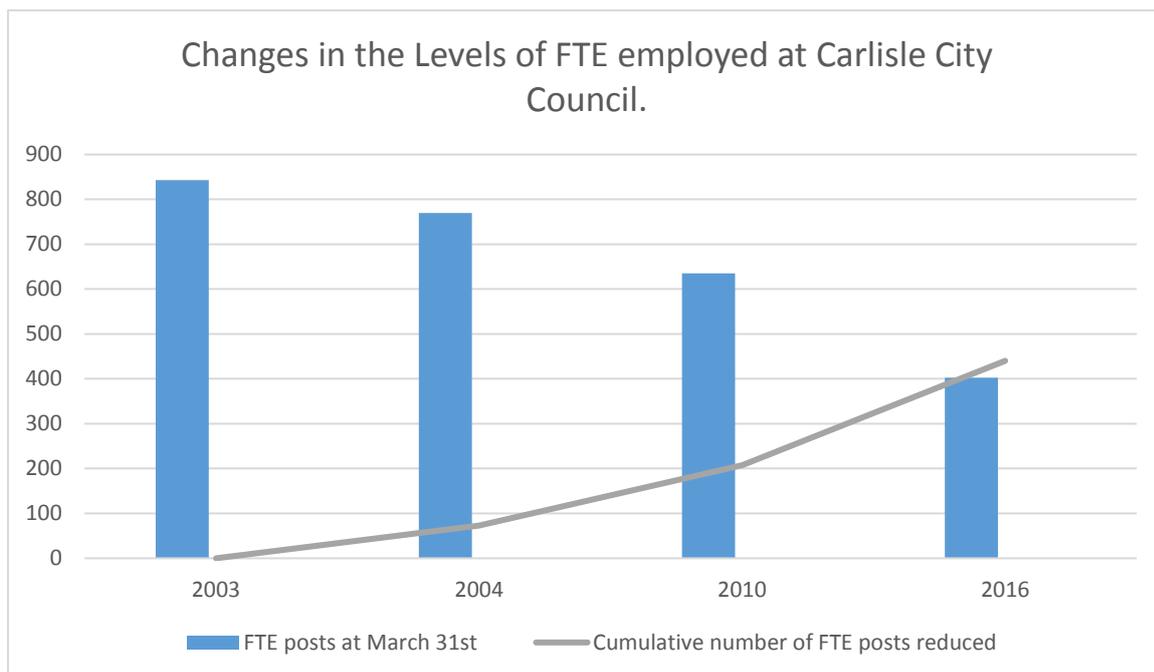
d. Transfer of Highways issues to Cumbria County Council

After the previous review Carlisle City Council chose to use statutory powers, under 'claimed rights', to undertake upkeep of the Highways functions. However after a decade these rights were returned to the County Council. Whilst during this period they added to the workload of the City Councillor, the current responsibility in this area now lies elsewhere. Again this is very unlikely to change.

2. Reduced Staffing Levels

As a result of the changes in operation, whether through divestment of services, redundancy, recruitment freezing or early retirement, the staffing levels of the Council have greatly decreased. The table below shows how employment statistics for the Council have declined by 52% since 2003.

Year	Employment levels (Number of Full Time Equivalents on the 31 st March that year)	Percentage change on the 2002
2003	842.84	-
2004	769.65	-8.06
2010	635.46	-24.60
2016	402.72	-52.21



The reduction in staffing has been across all areas and sections of the Council, from Senior Management to front of office and operational. The number of directorates has reduced from 8 to 4 areas, each with a Corporate Director.

3. Lean Systems working

Carlisle City Council has since 2006 has adopted an informal, and now more formalised 'lean systems' management system. Assets such as land holdings ranging from an airport, industrial estates, agricultural land and various buildings have been classified by importance to the authority and either divested, leased or managed by third parties.

In addition, efficiency reviews have removed several areas of operation which have either been outsourced (such as CCTV monitoring of the City), reduced (such as the number of play areas) or ceased (such as Claimed Highways Rights). Each of these changes has reduced the operational scope of the Council, resulting in a declining staffing level and reduced member involvement. For example, the reduction of Council operated play areas resulted in some smaller play areas being removed, whilst others were taken over by Parish Councils and Community Groups such as Belah Sparks. Other sites outlined as play areas in areas such as Morton were scrapped, with the money being returned to

developers. Therefore after the initial controversy, members had fewer play area related issues for the Council to address.

However the number of Councillors being remains at 52, the cumulative impact of these changes have led to there now being an over-capacity in the number of Councillors relative to the reduced operating scope of the Council. This has resulted in the widespread public opinion, which we have empathy with, that Carlisle City Council has too many Councillors in relation with its current duties, responsibilities and functions.

4. Comparing ourselves to others:-

Using the CIPFA comparisons of our 15 Nearest Neighbours (based on the Standard Family Group setting and taken in August 2017), we recognise that the trend over the last 7 years has clearly been to reduce the number of councillors in nearly all cases. We consider that no weighting should be given to any study before 2010 due to the length of time that has passed, making direct comparisons (with 8 such councils) difficult. It is worth consideration that of the remaining comparable councils:-

- a. Only one with a review after 2010 has kept its Councillor number above the current level of Councillors on Carlisle City Council (South Kesteven).
- b. The second most comparable Council, and the most recent review, actually was reduced by 16 Councillors. (Newcastle under Lyme), with the 3rd and 5th most comparable Councils reducing by 9 and 11 Councillors respectively (Wyre Forest and Mansfield).
- c. The average number of Councillors across the 15 CIPFA Councils is 43.13. The average of those Councils been reviewed since 2010 is 42.6.

Council	Year of Boundary Review	CIPFA Variance	Councillor changes	Change as a %	Average electors per cllr (post review)	Reason given
Bassetlaw	2000	0.0453	- 2 (to 48)	-4	1,805	17 year old review
Newcastle under Lyme	June 2017	00.473	-16 (to 44)	-26.66	2,130	
Wyre Forest	2014	0.0546	-9 (to 33)	-21.95	2,482	
Amber Valley	1998	0.0645	+2 (to 45)	4.65	2,191	19 year old review
Mansfield	2010	0.0645	-11 (to 36)	-23.40	2,390	Elected Mayor. Given the 6 Cllr Executive decision was that 30 non-Executive Councillors were sufficient scrutiny.
High Peak	2014	0.0657	0 (No change from 43)	0	1,765	Large increase in population due to demographic factors.
Erewash	2014	0.0688	-4 (to 47)	-7.84	1,893	
Cannock Chase	2000	0.0708	-1 (to 41)	-2.43	1,838	17 year old review
East Staffordshire	2000	0.0724	-7 (to 39)	-15.21	2,044	17 year old review
Newark and Sherwood	2014	0.0773	-7 (to 39)	-15.21	2,419	
Chesterfield	1998	0.073	0 No change from 48	0	1,719	20 year old review
Chorley	2000	0.0845	-1 (to 47)	-2.08	1,688	17 year old review
South Kesteven	2014	0.089	-2 (to 56)	-3.44	2,057	
Worcester	2002	0.0924	-1 (to 35)	-2.77	2,138	
Copeland*	1997	0.0965	0 (no change from 51)	0	1,081	Directly elected Mayor since 2015, but the Council numbers were set 20 years ago

One of the themes in comparing ourselves to the CIPFA set is that in the vast majorities of cases the number of electors per councillor are greater than our current level (1,547 electors per councillor based on the 2017 forecast) and also the forecasted 2023 population divided by 52 Councillors (which is 1,590 electors per Councillor). Our proposed Council of 39 members would result in one Councillor for every 2,120 electors which would rank us as 7th in comparison to the other CIPFA councils and 5th in comparison to those Councils which have been reviewed from 2010 onwards.

We consider that a requested electors per Councillor ratio of above 2000:1 is neither too radical or a vast departure from the outcomes of LBGCE reviews elsewhere.

Since the announcement of the LBGCE review into Carlisle, Copeland Council has announced that it would be contacting the LBGCE, with a request from the elected Mayor, for it be examined with a view to having a reduced Council of 33 members. This is a reduction of 18 Councillors or 35%. In addition Allerdale Council (our neighbouring authority to the west), has undergone a review by yourselves and is to be reduced by 7 seats (12.5%). The 49 Councillors there will be in 9 x three member wards, 8 x two member wards and 6 x single member wards. However as a group we consider that our preferred proposed operating level of 39 Councillors is more preferable as it better reflects the largescale changes in City Council function over the last two decades.

PART TWO: THE CHANGING COUNCILLOR.

As well as attending meetings fixed within the Council diary, a Councillor might also be put forward to a position on an outside body linked to Council. Within the Parished areas, a sitting Councillor would be advised to attend the Parish Council meetings within their wards. On occasion, members are also asked due to their procedural knowledge, to sit on groups such as the Schools Admission Panel. However the feeling of the Conservative Group is that since the last review, the demand on Councillors and the way that Councillors now work, present the scope for a reduction in Councillor levels.

1. Membership of Outside Bodies.

Carlisle City Council has a number of Councillor filled positions on outside bodies ranging from:-

- Local charities (such as the Carlisle Educational Charity),
- Community Centres,
- Partnership Organisations with other Local Authorities (such as Carlisle and Eden Community Safety Partnership),
- National and Regional Associations (such as the North West Local Authorities Employers Organisation) and,
- County and multi-District Organisations (such as Carlisle and Eden District Citizen's Advice Bureau).

The representation takes the form of sitting on an overseeing committee, though in the case of the national bodies it will be as a delegate to a conference. Most of the bodies will meet at least once a year, with the more regular groups meeting every other month. Outside Bodies can request a nominee from the Executive only. We estimate that currently 17 such Executive only positions exist in 2017. Since 2012 nearly all of the appointments to outside bodies have been politically decided from the members of the Labour Group although members of other parties have been willing and able to serve on these bodies.

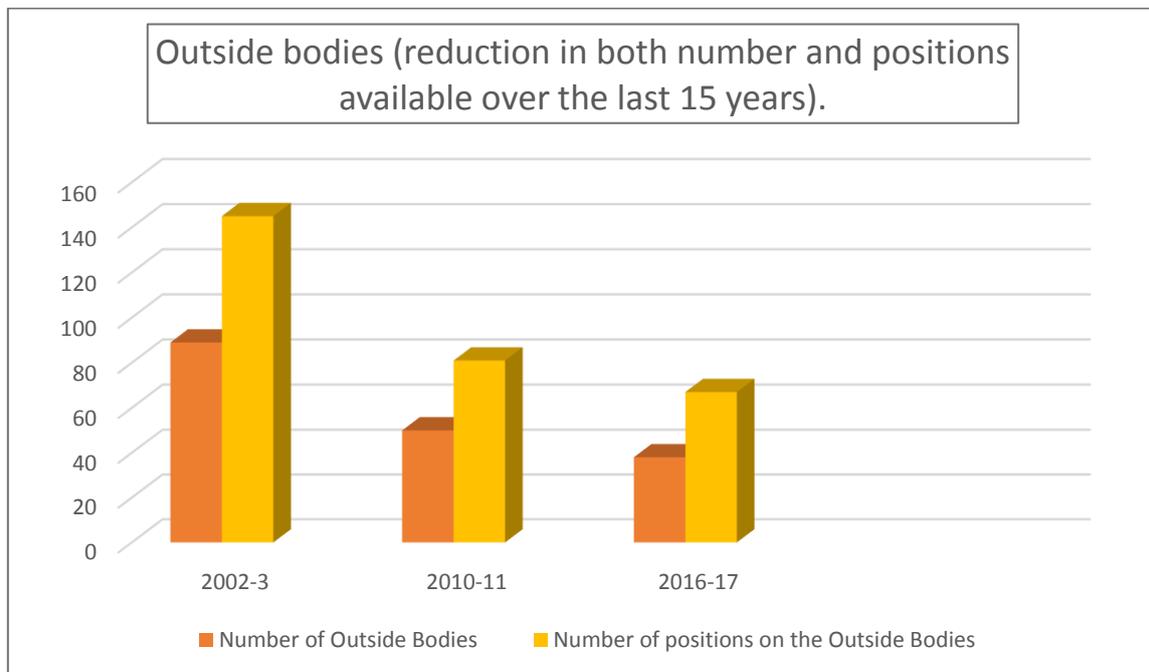
Since the 1997 Local Government Boundary Review, the trend has been to drastically reduce the number of representatives on outside bodies. This has been due to a number of factors:-

- Groups folding (such as the Anchorage Centre and Hadrian's Wall Heritage),
- Merging or being taken over (such as Carlisle Leisure Limited),
- Being reconstituted and revised so as not to require Councillor attendees (such as the Carlisle Law Centre and North Cumbria Technology College Management Group).

The table overleaf shows the position in 2002, 2010 and 2017. It clearly shows that over the period representation on outside bodies has fallen by 57.3%.

Year	Number of Outside Bodies nominated to	Change from 2002 (%)	Number of positions filled.	Change from 2002 (%)	Number of positions that also required a substitute.
<u>2002</u> (Report number TC.83/02)	89		145		2
<u>2010</u> (Report number GD.19/10)	50	-44%	81	-44%	8
<u>2017</u> (Report number GD.30/17)	38*	-57%	67*	-54%	7

*Includes the Division Board of Carlisle Riverside which are undergoing a review and have not met since 2016. (4 positions) see paragraph.



Traditionally City Councillors within a ward all sat on the Management Committee of any Community Centre within that ward. However since the last boundary review several Community Centres such as Longtown and Botcherby, have followed the example of Greystone Community Centre, and when revising their Articles of Association with the City Council, have reduced this to only one Carlisle City Councillor nominee. It is feasible that this process over time will include more Community Centres further reducing the numbers of outside bodies requiring representation.

2. Changing meeting structure

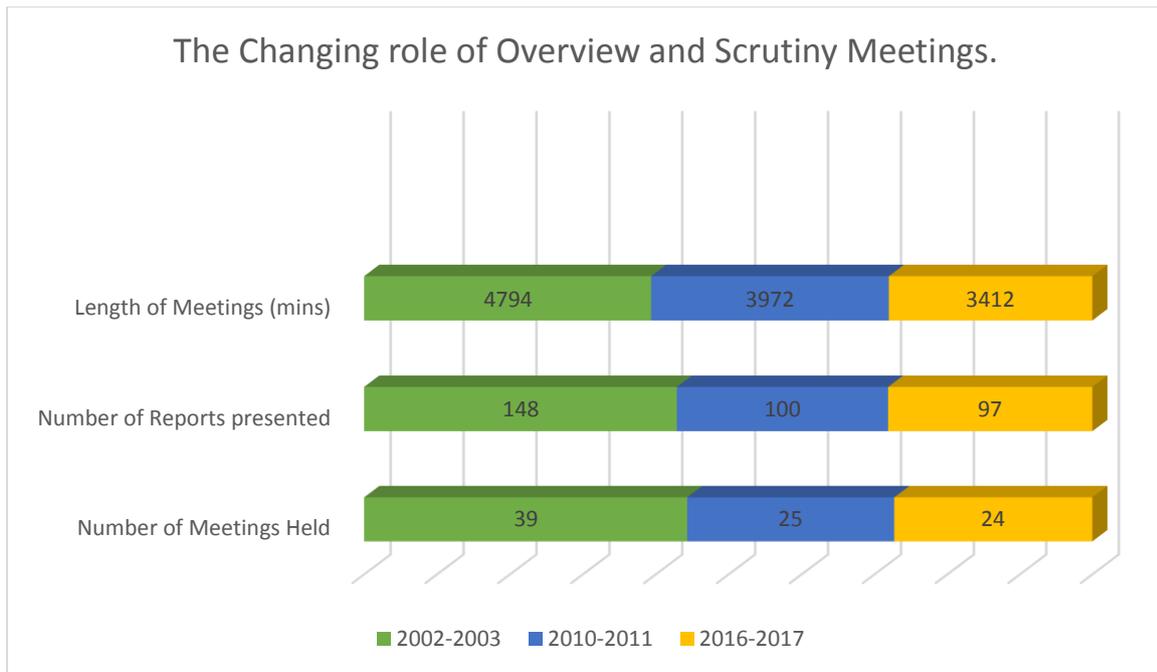
Since 1999, Carlisle City Council has changed Committee functions as a response to the Local Government Act (2000) and the Licensing Act (2003) which deregulated and delegated several licensing functions from Councillors. The impact of these reductions has been considerable but is not currently reflected in the Councillor numbers.

The Census of Local Authority Councillors 2013 by the LGA found that *“on average councillors were members of 3.3 committees or sub-committees”*. Having assessed Carlisle City Council against this average our Councillors are members of only 1.9 committees or sub-committees, which is 42% less than the LGA average.

a. Overview and Scrutiny

Since the adoption of the Leader and Executive model, the Committee system was replaced with three Overview and Scrutiny Panels. During the intervening 16 years there have been two reviews and a redistribution (in 2017) of the areas of scrutiny. However over this 2002 to 2016 period the number of meetings and there overall length have reduced. Councillors on Scrutiny now met less often, to consider fewer items in shorter meetings.

	2002-3	2010-11	Change in meetings (%)	2016-2017	Change in meetings on 2010-11	Change in meetings on 2002-3
Meetings held	39	25	-35.8% -14 meetings	24	-4% -1 meeting	-38.4% -15 meetings
Total length of meetings (mins)	4794	3972	-17.1% -822 mins	3412	-14.0 -560 mins	-28.8% -1382 mins
Number of reports considered*	148	100	-32.4% -48 reports	97	-3.0% -3 reports	-34.4% -51 reports



*not including standing agenda items such as the consideration of the Forward Plan

b. Licensing and Regulatory

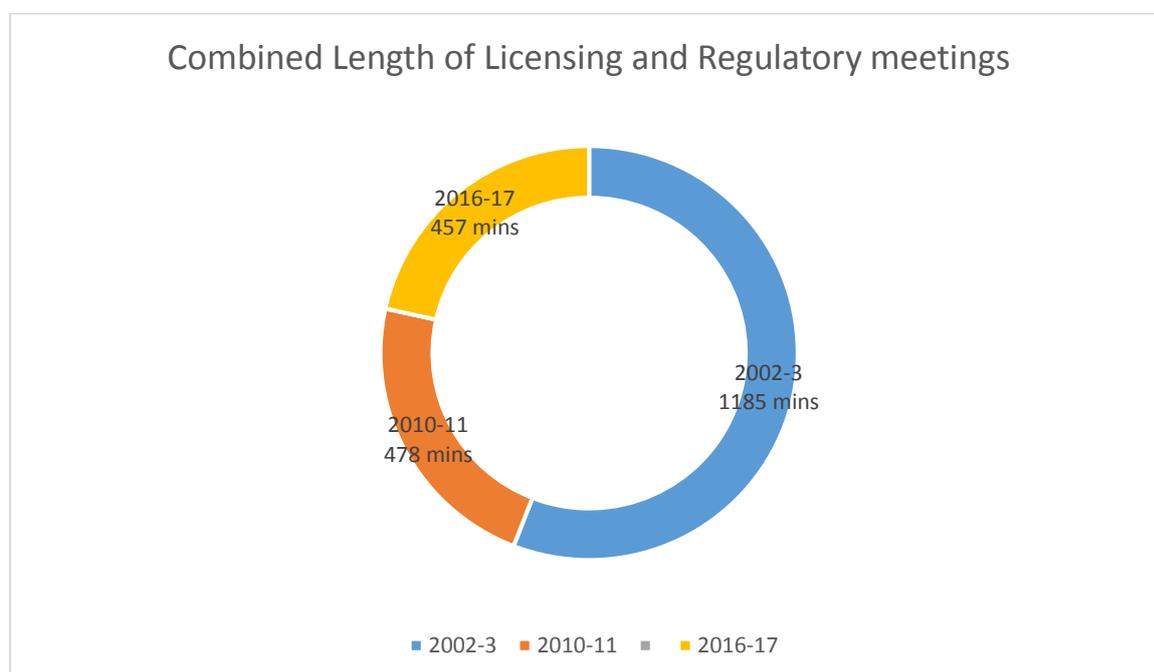
The Licensing and Regulatory Committees are Quasi-Judiciary functions of the Council. These Committees also consider the Council policy in terms of Licensing and Regulatory functions such as gambling. Since 1999, the functions of both committees have changed. The main area of change has come from the 2003 Licensing Act. Many committee responsibilities were either removed or delegated to Council officers. For example, prior to 2003 the Committee would consider and enforce behavioural complaints in door staff at local night clubs and would have to consider up to three or four such breaches per meeting. Following the 2003 changes and the creation of the SIA, that function disappeared as the SIA work directly with Council officers to ensure their policies are abided by.

As the table below shows although there are the same number of meetings they have fallen in by 61% as agenda items are reduced:

Key Licensing – (L), Regulatory (R), Total of the 2 combined (T)

	2002-3	2010-11	Change on 2002-3 in %	2016-17	Change on 2002-3 in %	Change on 2010-11 in %
Number of meeting held	12* (T)	5 (L) 9 (R) 14 (T)	+16	4 (L) 8 (R) 12 (T)	0	-14.2
Total Length of meetings (mins)	1185*(T)	21 (L) 457 (R) 478 (T)	-59.66	18 (L) 439 (R) 457 (T)	-61.43	-4.39

* Does not include a cancelled meeting and a morning meeting viewing Spiderman



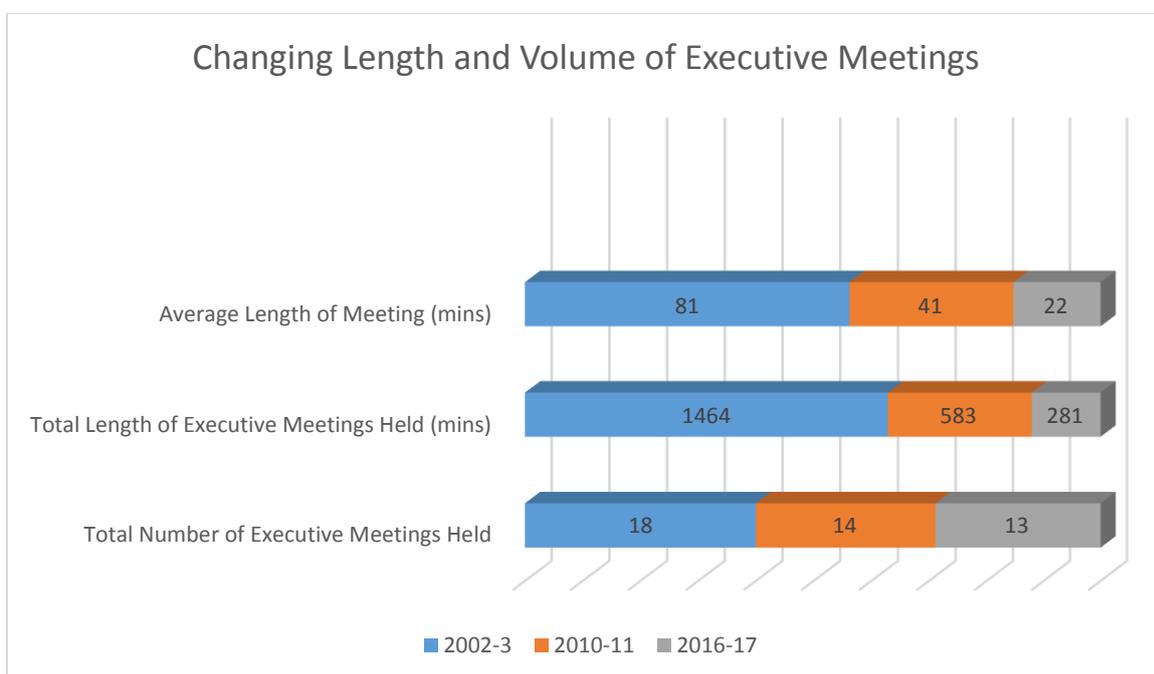
In addition to the reduction in the length of meetings, the Licensing Committee has changed to adopting a Licensing policy for 5 years rather than for 3 years. The current policy will now run until 2021. In previous years the revision of this policy has resulted in the forming of a Task and Finish Group and an increase in members workload, which will now be required less often.

c. The Executive Function.

The Executive was established when the Council adopted the ‘Leader and Executive Model’. In the early years the Executive held much longer meetings along the lines of an Overview and Scrutiny Panel. However the use of Joint

Management Team meetings (JMT's) and Executive Briefings, which have no public scrutiny has resulted in current Executive meetings being little more than the formal tabling of reports. As a result the meetings have dramatically reduced in both length and frequency, as the table below highlights.

Year	Number of Executive Meetings	Length of meeting (in mins)	Average length of each meeting (mins)
2002	18	1464 mins	81
2010	14	583 mins	41
2016	13	281 mins	22



3. Increasing role of the Customer Contact Centre

Carlisle City Council has over the intervening years invested capital and resources into formally channelling resident's questions, comments and complaints into a more formalised structure. Whilst this has not eliminated the need for Councillors to handle case work, the formalised structure handles many more customer contacts than any ward Councillors would receive.

In the last year the Customer Contact Centre processed:-

- 100,000 calls (which is 85% of the calls made to the Council – meaning that there are potentially 115,000 calls made to the Council).
- 15,000 emails.

- 40,000 customer visits.

If this level of Customer Contact was averaged out amongst the members it would result in each member receiving 57 calls/emails/visits a week for a year. Whilst members may receive casework and questions from residents it is very much outweighed by the level of direct contacts residents have with the Council rather than the Councillor.

The 2013 Census of Local Authority Councillors from the LGA found that the average councillor spent 25.1 hours on council and group/party business. This broke down into 20.8 hours on council business and 4.3 hours on group/party business. Separate to this report the Carlisle City Council asked all members to estimate their time spent on council work, so this information should be accessible to the LGBCE for consideration alongside the LGA study.

4. Increasing use of IT by members.

In 1998 Carlisle City Council announced that it was going to be a 'paperless Council'. Whilst even our kindest critic would agree that this has some way to go, there has however been an increase in IT across the City Council, and an increasing engagement by members in IT. Members all have internet addresses and have IT access and equipment available in their homes. In addition more Councillors have access to mobile phones and I-pads than ever before, which means they are accessible to council business when they are away from home and the Council.

The 2013 study by the LGA found that in terms of IT support of the responses by Councillors:-

- 90.3% had access to an email account (88.1% in 2010)
- 86.6% had IT hardware (such as a computer or smartphone) (87% in 2010)
- 73.7% ability to remotely log into the Council computer system (72.4% in 2010)

Within Carlisle City Council all members have access to these facilities, with additional access to members training resources and budget should they wish to develop their IT skills.

In addition the Council has evolved how members are supported. The use of Political Assistants assigned to the two main political groups was revised after 2000 and instead members are supported by two Member Support Officers

who can better assist members with research and case work, more effectively bridging requests from Councillors to Officers within Carlisle City Council.

CONCLUSION:-

Our submission was agreed by the Conservative Group on the 19/10/2017. We consider that the culmination of operational and legislative changes over the last two decades has presented a unique opportunity for LGBCE to change the City Council size for the better.

We believe that a reduction in Councillors by 25% to 39, will produce a Councillor base that is fit for future purpose and truly reflective of the landscape, both physical and metaphorically, in which we find ourselves. The creation of 39 Councillors across the District will provide a greatly slimmed down Council chamber which is highly desirable in the eyes of the public, and reflects that Carlisle City Council has shrunk in operation since the last review.

Carlisle has ambitious growth targets and will expand in several already identified areas in the 2016-30 Local Plan, a number of which are now currently being developed within the 5 year window that the LGBCE forecasts for. As such we have very grave concerns that the forecasting tool used by the LGBCE does not accurately or fully identify these growth locations within the forecast.

Therefore separate to this report we have challenged the data across many wards. We feel that if the LGBCE doesn't amend these forecasted growth areas, any warding patterns will quickly fall out of sync, requiring the LGBCE to have to return to reassess them within 5years. In short it will result in a warding pattern which is unsustainable over the medium and longer term, and one which would require a costly intervention by yourselves at some point.

We understand that other submissions will be made that will outline a minimal change in Councillors to largely maintain the status quo, and that these will vary little from the present ratio of 1,547 electors per Councillor that is currently the case in 2017. We firmly reject any notion of just trimming the numbers by only a few Councillors as this would be unrepresentative of the true extent of the reduced operation of Carlisle City Council. This would represent in the eyes of residents merely window dressing, and a massively wasted opportunity to slim down what they view as an over-sized area of local governance.

Whilst we accept from your briefing in April that election by thirds will require a Council that has a total number divisible by three, in researching your data on previous studies of other Councils we can see examples of single member wards existing alongside three member wards. We feel that in some more remote areas of the Council, these single member wards could still have a useful function, in preventing wards from becoming too vastly geographically sized, so should not be discounted totally.

We look forward to working alongside the LGBCE in the near future regarding warding boundaries and hope that you find this report a useful and persuasive argument that the time has now come to reduce the Councillor numbers on Carlisle City Council. Should you require any further information please do not hesitate to contact us.

Cooper, Mark

From: Cllr James Bainbridge [REDACTED]
Sent: 21 November 2017 13:50
To: Cooper, Mark
Subject: ADDENDUM TO CONSERVATIVE GROUP SUBMISSION – CARLISLE CITY COUNCIL.

Dear Mr Cooper

ADDENDUM TO CONSERVATIVE GROUP SUBMISSION – CARLISLE CITY COUNCIL.

Following the Carlisle City Council meeting of the 7th of November, the Council after series of recorded votes resolved to send a submission to yourselves in support of a Council reduced to 45 members. However the Conservative Group were unable to support the City Council Submission, and are still of the view that a Council of 39 members is more apt to the Authority in the following respects:

- **Growth forecasting.**

The City Council submission disagrees with your own forecast total of 82,690 electors by 2023. Your forecast is an increase of 2,224 electors from 2017. The City Council submits that from the position of 80,473 electors currently, the size of Carlisle will grow to 89,630 electors by 2023. This is a growth of 9,157 electors. We note that this level of growth has never been achieved in the history of Carlisle and is 4 times the growth predicted by yourselves based on ONS evidence. Historically the 1997 forecasts made when you last reviewed us in 1997, proved to be inaccurate. For example in Castle ward in 1997, the projected electorate was 4,736. In 2016 it was 3,738. In Dalston ward, the 1997 projection was 4,316, which had grown to 4,976 in 2016.

We agree where there is house building along the edge of the City it will result in electorate growth, but we feel that some of this growth will however further reduce the electorate in the urban inner core as a result. We feel that this pattern is an explanation for the drops of up to 10% of the population in urban wards such as Currock, Upperby and St Adians, whilst rural fringe wards such as Wetheral, Dalston and Stanwix Rural have seen populations rise by up to 30%.

Our view remains that growth to the level the City Council submitted to you is an over- optimistic forecast. From the latest Local Plan Authority Monitoring Report which was verbally presented to the Local Plans Working Group at their meeting on the 13th of November 2017. It states that last year Carlisle City Council achieved the following:

- 541 dwelling completions against an average target of 478.
- Permission for 1037 dwellings being granted in the last year (2015-16).
- A total of around 4,500 outstanding housing permissions as of this year, which represents a 5.6 year housing supply.

Our understanding is that the figure of 89,473 in the City Council submission is not a figure that has come from any forecast by the Local Plans section of Carlisle City Council, and we would ask that you make a further enquiry as to whether this figure is evidenced. It is a figure that we cannot endorse.

Carlisle City Council Local Plan on page 31 outlines the Housing Delivery Trajectory (as at April 2015) for the life of the Local Plan. For the years up to 2023 the figures are:-

Year	Electorate levels in City Council Submission	Local Plan requirements (as annualised average)	Total planned projected completions on pg32 of Local Plan	Actual completions
2016-17	80,473	475	659	541

2107-18		475	726	
2018-19		475	782	
2019-20		475	860	
2020-21		625	744	
2021-22		625	779	
2022-23	89,630	625	615	
TOTAL	+9,157	3,775	5,165	

Although the 475 averaged target was achieved this year and exceeded by 13%, in terms of meeting the precise target for the year we were short by 17%. At our most optimistic, if we accept we would achieve each year the average requirement plus 13%, the total of permissions built would be 4,265. Given an average of 1.8 electors per dwelling this would be 7,677 new electors. This is still 1,480 less than the City Council submission. If the City Council achieves only its average Local Plan requirements until 2023 this will amount to 3,300 extra dwellings. At 1.8 electors per dwelling this would amount to 5,940 more electors. In our view this is a more reasonable figure to take.

We can't help but feel that in taking the figure it has, the Council submission is trying to shore up a 45 Councillor submission which we aren't confident in as a group is the case. Over the 15 years since your last review the Council highlighted in their 2014 Strategic Housing Review, 6,000 new homes either approved or built. But this clearly hasn't corresponded to 6,000+ new electors over the same timeframe.

In brief our view is:

- There will be growth,
- Where it occurs it will be condensed into wards where the urban meets the rural,
- There will be an element of these new builds drawing residents from the current urban wards, rather than entirely new residents moving to the area.
- This will mean that whilst there will be new electors *in these wards* as a result, it means that not every new house results in a corresponding rise in new electors to the City as a whole
- **CIPFA Comparison with Newcastle under Lyme.**

The submission from the City Council uses the CIPFA comparison of our nearest 15th neighbours. Newcastle under Lyme being viewed as our second closest statistical neighbour. It was reviewed by yourself in 2016-17 and was reduced to 44 Councillors (1 Councillor per 2130 electors). As this review wasn't enacted by Parliament at the time of the report, the City Council submission uses as it's evidence the un-reviewed figure of 60 Councillors or 1551 electors per Councillor. In our view had the recent review of the Newcastle under Lyme Council been taken into account it would have further evidenced a greater reduction of Councillors numbers in Carlisle than the City Council have submitted. As a direct comparison between them and ourselves, it would have further made the case for 39 Carlisle City councillors.

- **St Cuthbert's Garden Village.**

Carlisle City Council has been selected as Garden Village site in January 2017. However the report we feel does not make clear that this is still a project in its early stages. The ambition in the Local Plan is to have the first 250 houses completed in this scheme by 2025-26 at the earliest. This a date well beyond the 2018-2023 timeframe the LGBCE is working within.

Yours sincerely

James Bainbridge

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