



**Committee: CABINET**

**Date: TUESDAY, 5 NOVEMBER 2019**

**Venue: MORECAMBE TOWN HALL**

**Time: 6.00 P.M.**

## **A G E N D A**

**1. Apologies**

**2. Minutes**

To receive as a correct record the minutes of Cabinet held on Tuesday, 1 October 2019 (previously circulated).

**3. Items of Urgent Business Authorised by the Leader**

To consider any such items authorised by the Leader and to consider where in the agenda the item(s) are to be considered.

**4. Declarations of Interest**

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

**5. Public Speaking**

To consider any such requests received in accordance with the approved procedure.

Reports from Overview and Scrutiny

None

Reports

6. **Cultural Investment Framework** (Pages 1 - 10)  
**(Cabinet Member with Special Responsibility Councillor Parr)**  
Report of Director for Economic Growth and Regeneration
7. **Mellishaw Traveller Site - Future Arrangements** (Pages 11 - 17)  
**(Cabinet Member with Special Responsibility Councillor Caroline Jackson)**  
Report of Director of Communities and the Environment
8. **Medium Term Financial Strategy**  
**(Cabinet Member with Special Responsibility Councillor Whitehead)**  
Report of Director of Corporate Services (Report to follow)
9. **Climate Change Update** (Pages 18 - 43)  
**(Cabinet Member with Special Responsibility Councillor Frea)**  
Report of Director of Communities and the Environment
10. **Exclusion of the Press and Public**  

This is to give further notice in accordance with Part 2, paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item(s) in private.

Cabinet is recommended to pass the following recommendation in relation to the following item(s):-

“That, in accordance with Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following item(s) of business, on the grounds that they could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.”

Members are reminded that, whilst the following item(s) have been marked as exempt, it is for Cabinet itself to decide whether or not to consider each of them in private or in public. In making the decision, Members should consider the relevant paragraph of Schedule 12A of the Local Government Act 1972, and also whether the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In considering their discretion Members should also be mindful of the advice of Council Officers.
11. **Investment Proposals** (Pages 44 - 62)  
**(Cabinet Member with Special Responsibility Councillor Whitehead)**  
Report of Corporate Director for Economic Growth and Regeneration

## **ADMINISTRATIVE ARRANGEMENTS**

### **(i) Membership**

Councillors Erica Lewis (Chair), Kevin Frea (Vice-Chair), Dave Brookes, Tim Hamilton-Cox, Janice Hanson, Caroline Jackson, Jean Parr, John Reynolds, Alistair Sinclair and Anne Whitehead

### **(ii) Queries regarding this Agenda**

Please contact Liz Bateson, Democratic Services - telephone (01524) 582047 or email [ebateson@lancaster.gov.uk](mailto:ebateson@lancaster.gov.uk).

### **(iii) Apologies**

Please contact Democratic Support, telephone 582170, or alternatively email [democraticsupport@lancaster.gov.uk](mailto:democraticsupport@lancaster.gov.uk).

KIERAN KEANE,  
CHIEF EXECUTIVE,  
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<b>CABINET</b>
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## Cultural Investment Framework

5 November 2019

### Report of Director of Economic Growth and Regeneration

<b>PURPOSE OF REPORT</b>				
The report is to request Cabinet's approval of the Cultural Investment Framework, following consultation.				
<b>Key Decision</b>	<b>X</b>	<b>Non-Key Decision</b>		<b>Referral from Cabinet Member</b>
<b>Date of notice of forthcoming key decision</b>	7 <sup>th</sup> October 2019			
<b>This report is public.</b>				

#### RECOMMENDATIONS OF Councillor Jean Parr, Portfolio Holder for Leisure, Culture, Tourism and Climate Change

It is recommended that

- (1) **The draft Cultural Investment Framework at Appendix A is approved**

#### 1.0 Introduction

- 1.1 The Council plays an important role supporting arts and culture in a range of ways, including taking a leadership role at times, providing investments to support delivery of cultural activities, and as a cultural deliverer itself. In terms of its investment in arts and culture, the Council has strong relationships with cultural providers and seeks to ensure that appropriate outcomes are achieved and that there is value for money. However, there is no agreed framework in place that fairly and transparently outlines the Council's key requirements and the criteria.
- 1.2 In March 2019, Cabinet approved an Arts and Cultural Policy prior to consultation, (minute 96 refers). Since that time, engagement with arts and cultural partners has taken place and this report is to provide Cabinet with feedback from the consultation and a revised investment framework document for consideration.
- 1.3 The consultation undertaken was with the district's arts and cultural partners as part of a meeting and discussion, also providing the opportunity to feed back individual responses to the Council. Broadly, the draft Arts and Cultural Policy, as it was then being described, was well received but responses from arts and cultural partners indicated some understandable confusion over the purpose of the document. Although this was intended as a framework for Council investment, some partners expected the document to fulfil the role of a cultural strategy that would guide district wide priorities and seek to maximise the impact of culture overall. That was not the intention of the draft document, which was solely to provide a framework for the

Council's own investments. As a result, the draft Arts and Cultural Policy has been re-titled as the Cultural Investment Framework.

- 1.4 The Cultural Investment Framework is intended to be high level, setting out broad guiding principles that the Council will consider when thinking about its investment and support for arts and culture and which will ensure high standards of delivery and strong outcomes. It can be applied when reviewing existing support such as the service level agreements that it has with key arts organisations or its funding for major festivals. It will also provide a clear, transparent and consistent rationale when considering new investment and support for arts and culture. Bearing in mind that all cultural services vary greatly there is no "one size fits all" approach to performance and the framework does not therefore attempt to define the detailed outcomes and success measures expected.
- 1.5 All of the Council's investments in arts and cultural initiatives will be subject to its normal decision making processes and regular monitoring and evaluation as part of overall management arrangements.
- 1.6 The process of developing the council's Cultural Investment Framework highlights the lack of a current and up to date strategic cultural plan for the district that identifies aspirations, important opportunities and challenges and outlines agreed cultural priorities for the future. The 2009 Cultural Heritage Strategy is now very out of date. The Lancaster Arts Partnership Arts Strategy is much more recent but fulfils a different purpose.
- 1.7 The distinctive cultural offer of the district and surrounding area is recognised by Arts Council England and a new Cultural Compact has been awarded. Opportunities to bring in external funding and investment are increasing. Bearing this in mind and understanding the importance of arts, culture and heritage to the local economy and the health and well being of our communities, development of a refreshed Cultural Heritage Strategy is currently being planned.
- 1.8 No other key points were raised in the consultation with arts and cultural partners. However, discussions emphasised the importance of broad and meaningful engagement and consultation for the development of a refreshed Cultural Heritage Strategy as this is developed.

## **2.0 Proposal Details**

- 2.1 Following consultation with arts and cultural partners, the earlier draft Arts and Cultural Policy, presented to Cabinet in March 2019, has been retitled Cultural Investment Framework and fulfils the purpose of providing principles and criteria for the Council's own investment in arts and culture in the district.
- 2.2 Given that some months have passed since consideration of the draft in March, Cabinet should note that some additions have also been made to the earlier draft to reflect emerging priorities including community wealthbuilding, social value and climate change action.
- 2.3 This report now proposes that the final draft of the Cultural Investment Framework at Appendix A is approved.

**3.0 Details of Consultation**

3.1 The Cultural Investment Framework provides parameters that take account of the Council Plan, which has been widely consulted upon. In addition, direct consultation has been undertaken with arts and cultural partners as part of an event, in discussion and with the opportunity for individual feedback.

**4.0 Options and Options Analysis [including risk assessment]**

4.1 Continuing without a framework in place offers no identified benefits and risks public funds being used to promote activities that either do not provide value for money or offer no material benefit. Introducing the framework ensures fairness, consistency and transparency in terms of allocation of funds, resources and the Council's expectations, aligning the delivery of outcomes with the Council's priorities.

**5.0 Officer Preferred Option (and comments)**

5.1 The officer preferred option is to agree the draft Cultural Investment Framework.

**6.0 Conclusion**

6.1 The City Council invests and uses its resources to support arts and culture in the district. It is important that the Council establishes the arrangements necessary to ensure the best possible results from its contribution in a way that is fair, consistent and transparent.

**RELATIONSHIP TO POLICY FRAMEWORK**

The proposed investment framework refers directly to the Council Plan

**CONCLUSION OF IMPACT ASSESSMENT**

**(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Human Resources, Sustainability and Rural Proofing)**

A range of criteria are proposed within the policy framework that address the above as relevant.

**LEGAL IMPLICATIONS**

There are no direct legal implications from this report. However, the investment framework is designed to inform decision making.

**FINANCIAL IMPLICATIONS**

There are no direct financial implications arising from this report other than a potential positive impact on value for money.

**OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces:**

No direct implications as a result of this report as officer capacity is required to manage the Council's investment in any event.

**SECTION 151 OFFICER'S COMMENTS**

The Council has a long history of supporting Culture and the Arts within the City, and this Framework document will assist in developing a mechanism for assessing requests for new and continuing financial support.

Once established the final assessment criteria should include both financial and non-financial considerations in line with the Council outcomes and ensure that the correct governance and decision making authority is established.

**DEPUTY MONITORING OFFICER'S COMMENTS**

The Deputy Monitoring Officer has been consulted and has no further comments.

**BACKGROUND PAPERS**

Not applicable

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Richard Hammond

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# **Lancaster City Council**

## **Cultural Investment Framework** **September 2019**



## Introduction

This Cultural Policy is designed to create a framework for the Council's overall support for arts and culture in the district and as part of the North West cultural agenda. It is intended that this will ensure that the Council's engagement in arts and culture (including heritage) is purposeful, has a clear rationale, delivers value for money and outcomes that are positive for the district and reflect relevant priorities.

This investment framework is not intended to steer the development of arts and culture in the district, which is creative, innovative and, at times, has strong local ownership. However, it will provide clear guiding principles and criteria that reflect the Council's priorities and underpin its investment and use of resources.

It is recognised that this policy framework sits alongside, but is distinct from and has a different purpose to other strategies including the Lancaster District Arts Framework, the Cultural Heritage Strategy and the strategic plans of a range of cultural organisations in the district, the North West and nationally, all of which the Council may consider separately.

The Council has a strong role supporting, developing, investing, promoting and delivering arts and culture in the district. A clear policy framework will provide the means by which the Council can prioritise how it can deliver successfully against its priorities and achieve the best possible outcomes.

## Background

The cultural landscape of the Lancaster district is rich and varied and has shaped a unique identity and reputation in the North West. Arts and Culture in Lancaster district are recognised as important in terms of the economy, health and wellbeing and quality of life. "Connecting and Celebrating Culture and Heritage" has emerged as a key theme in the Lancaster Story, setting the district apart for its unique cultural offer.

Lancaster Arts Partners Economic Impact Assessment in 2011 showed that the Arts and Creative Industries sector is established as an economic sector in its own right in Lancaster district, supporting over 600 businesses and up to 2430 jobs at that time. Recently this sector has become more visible, developing alongside the digital sector in an area where 87% of businesses are small and micro enterprises.

The sector is also a major contributor to Lancaster district's growing visitor economy worth £476m, recording 7.5m tourism visits in 2017 (STEAM Data).

The importance of Arts and Culture can be linked with key priorities in the Council Plan, the Local Development Framework Core Strategy and the (currently draft) Economic Growth Plan 2019 - 2029. In more detail, the importance of supporting and developing the district's arts and cultural offer is articulated in the Council's adopted Cultural Heritage Strategy and the Lancaster District Arts Framework, developed by the Lancaster Arts Partnership.

Lancaster district's cultural offer is distinctive. It comprises outstanding producing and community theatre, a thriving music scene, innovative dance provision, award winning festivals, acclaimed literature, creative arts, galleries, museums and the spoken word. There is a strong partnership of imaginative cultural leaders and providers with ambitions to develop the current offer and to do new and different things. A range of outstanding venues, spaces and places set the scene for culture in the community but also as an important part of the district's visitor offer.

The district's cultural development is very much enhanced by a strong strategic and delivery role played by Lancaster University as part of the Lancaster Institute of Contemporary Arts and the Faculty of Arts and Social Science. A number of other partners play an important role in delivering a distinctive, ambitious and growing programme across the district.

The arts and cultural sector is currently affected by a wide range of external factors that create both positive and negative challenges. Overall, there is a growing recognition of the importance of the arts and culture as a driver for economic and social value but, following a number of years of economic pressure, this is taking place in the context of reduced public funding and an increased need for business resilience and adaptability. There is clearer recognition that some cultural activities can pay their way whilst other activities that may have a high value in terms of the economy and communities, will always need support and funding if they are to continue. These factors create both threats and opportunities, of course, but it is certainly true that the Arts sector in the district is facing considerable change. Arts Council England research (*The Value of Arts and Culture to People and Society*) identifies the difference culture makes in the following ways:

**Economy** – jobs, skills and developing talent, attracting and retaining visitors, revitalising places

**Health and Wellbeing** – increase in levels of good health and subjective wellbeing, cognitive abilities of children and young people, positive impact on specific health conditions including dementia and depression

**Society** – community cohesion, safer and stronger communities, social inclusion, employability, levels of volunteering

**Education** – literacy, early language acquisition, maths, cognitive abilities, educational attainment

### **Outcomes for the district**

The Council, through its investments in arts and culture, is in a position to drive up the value that is delivered within the district in respect of the local economy and the well-being of our communities, at the same time as protecting the environment and raising the bar in terms of collective responsibility.

In line with this, the Council will seek to drive a range of economic, social and environmental outcomes. Reflecting its priorities, there will be a clear focus on Community Wealthbuilding, to secure benefits for the local area; Climate Change Action helping to protecting the district from environmental damage and reflecting the Council's declaration of a Climate Change Emergency on January 2019; and Place, building on the distinctiveness of the district, its assets and opportunities.

### **Council support for arts and culture**

The Council states in its Council Plan that it will *“Develop and promote an exceptional arts and cultural offer at the national and international level, as a distinctive part of our offer to residents and visitors”*.

Reflecting its priorities relating to the economy, for communities and stewardship of place, the Council plays a key role supporting arts and culture in a number of different ways. Partnership underpins most arrangements and often the Council adopts a leadership and enabling role. As the Local Authority, the Council can bring a democratic mandate when this

is required, formalising support for an approach to culture. The Council owns and has access to land and buildings that provide the basis of the infrastructure required for some organisations, activities and events. Arts investments by the Council have supported a number of key organisations for some years and allowed for longer term planning for core delivery. The Council plays a strong role in promotion and marketing of the district's cultural activities to wide audiences within and beyond the district. As a delivery partner the Council plays an important role in relation to museums, heritage developments, major festivals and events, live entertainment and arts programming. Formally, the Council provides planning and licensing services and more informally has staff, skills and knowledge that can support delivery across the district.

### **Principles**

The Council's current approach to arts and culture in the district has developed over a number of years. In various ways, there has been considerable reference to the kind of outcomes the Council wants to support and this is generally consistent. In terms of its strategic support, delivery and investment, the Council has clearly contributed, along with the considerable work of partners, to some significant achievements and a growing reputation for arts and culture.

Currently, recognition has increased of the importance of arts and culture as a particular strength of this area and its economic and social impact. The Council is firmly embedded in the cultural agenda in many ways and, given the existing strategic policy framework, it seems likely that this will continue to be the case. Recognising this, it is an appropriate time to establish a clear investment framework for the Council's support for arts and culture that reflects its priorities and aspirations but ensures a strategic, transparent and robust approach that maximises outcomes and provides value for money.

This framework details the impact the Council will seek to achieve and the criteria it will use to appraise and evaluate the projects, programmes and delivery by cultural organisations that the Council may wish to support.

### **Impact**

In determining its use of financial or other resources, the Council will consider overall impact. The following outcomes provide a clear focus on what the Council will seek to achieve as a result of its investment in a strong and distinctive arts and cultural offer:

#### **Economic impact and contribution to community wealthbuilding**

Local jobs created and safeguarded; fair employment; meaningful work; skills and educational attainment; inclusion; number of visitors; local audiences; local spend; local businesses benefitting; contribution to the attractiveness of the district and wider region to those who live, work, study and visit the area here.

#### **Impact on local communities and social value**

Quality of life; skills and prospects for local people; health and well-being; inclusive and engaged communities; satisfaction with the area as a place to live; reduced reliance on public support services; impact on priority groups or areas.

#### **Environmental outcomes and climate change action**

Reduction in carbon emissions, for example, by encouraging use of green transport, use of clean energy, reducing energy and resource requirements, low carbon catering, reducing

consumption of materials, re-use and recycling. It is expected that digital technology will underpin and enable some significant reductions in carbon emissions.

### **Contribution to Place**

Reputation and profile of the area for its quality and distinctive cultural offer; protected and enhanced heritage assets; animation of places and spaces within the district to create vibrancy and engage communities; increased local, national and international audiences.

## **Appraisal and evaluation criteria**

The Council will also consider a range of specific criteria to appraise and evaluate individual and ongoing opportunities or requirements for financial or other support. These will include:

### **Contribution to Council's agreed corporate priorities and outcomes**

The Council will expect that use of resources would reflect priorities at any given point in time. The Council Plan is the key reference document but other policy documents including the Economic Growth Plan are also relevant.

### **Contribution to the agreed outcomes of cultural funding partners**

The Council works in partnership with strategic, funding and delivery partners and will endeavour to support delivery of shared priorities where possible and where the Council's own objectives are not compromised.

### **Established need or opportunity for the service**

Evidence of need or opportunity for the service is expected and can be provided in a number of ways including using published data but should also include, where possible and feasible, other qualitative information such as audience analysis, consultation and engagement feedback and service delivery information.

### **Added value and additionality**

The Council aims to use its resources to deliver that which is over and above what would otherwise be delivered. The intention is to complement and add to existing services rather than to displace or compete and to encourage collaboration and joint working to achieve resilience and shared benefits. A broad awareness of other relevant cultural services is necessary to ensure that new and developing proposals add value in the right way.

### **Value for Money**

The Council provides services from public funding and therefore must ensure that all expenditure achieves value for money requirements, which may include consideration of opportunities for income or efficiencies for the Council, availability of match funding, voluntary contributions as well as other financial and resource information.

### **Sustainable and deliverable business model / plan**

The Council will consider sustainability, deliverability and risks associated with any investment or resource requirements and proposals with the objective of ensuring strong outcomes and safeguarding its investment.

## **Quality, innovation and distinctiveness**

The Council wishes to support delivery of quality services but also set the scene for innovation, taking a positive approach to new ideas and developments and new ways of working. Entrepreneurialism and creativity are valued as well as developing adaptable and flexible services with the potential for new solutions. Distinctiveness in arts and culture is also valued and helps to set the district apart as well as increase the potential to draw in major funding. The Council will encourage digital developments and skills to support digital creativity, arts and engagement.

## **Governance, leadership, management and skills**

Appropriate governance, leadership, management and skills are important in term of successful delivery for cultural activities, particularly when delivery is at scale. The Council will seek to ensure that good arrangements are in place for cultural delivery supported by its investments and resources as a means of protecting its investment but also to achieve the best possible results.

## **Impact on environment and sustainability**

The Council will endeavour to reduce or minimise negative impact on the environment and in terms of climate change, as a result of any cultural activities it supports, whether delivered by the Council itself or by cultural partners the Council supports. Achieving a positive environmental impact will be encouraged.

## **Accessibility, equality and diversity**

Accessibility should be at the heart of arts and culture and a guiding principle for cultural organisations. The Council will seek to ensure that the arts and culture it supports will be accessible to all and that equality of opportunity and diversity are reflected in line with its policies.

## **Statutory requirements, including health and safety**

To protect the public and cultural deliverers, the Council will expect that all health and safety and any other statutory requirements will be met in full.

**CABINET**

**Mellishaw Traveller Site – Future Arrangements  
5<sup>th</sup> November 2019**

**Report of Director for Communities and the Environment**

PURPOSE OF REPORT			
To consider whether Cabinet wishes to support in principle the transfer of ownership of Mellishaw Traveller site from Lancashire County Council and refer to Full Council for a decision.			
Key Decision	<b>X</b>	Non-Key Decision	
		Referral from Cabinet Member	
Date of notice of forthcoming key decision	27 <sup>th</sup> September 2019		
This report is public.			

**RECOMMENDATIONS OF COUNCILLOR CAROLINE JACKSON**

- (1) Cabinet supports in principle the transfer of Mellishaw Traveller site from Lancashire County Council to Lancaster City Council for a nominal fee.
- (2) Cabinet refers the decision to Full Council in accordance with financial regulations as the funding requirement is currently not budgeted for and is outside the budget and policy framework.

**1.0 Introduction**

- 1.1 Mellishaw Traveller Site is a Gypsy and Traveller site with nineteen pitches. It is owned by Lancashire County Council and has been managed by Lancaster City Council since 1982. There are families who have lived on the site since it was developed, although it was originally designed as a transit site. It is fully occupied with either touring caravans or static caravans on the plots.
- 1.2 Following a consultation exercise, Lancashire County Council agreed to declare the Traveller site surplus to the County Council's needs as part of their budget savings proposals (together with their sites in Accrington & Preston). This decision was taken at their Cabinet meeting on 5<sup>th</sup> September 2019
- 1.3 Lancashire County Council can provide such sites (under s.24 Caravan Sites & Control of Development Act 1960), but no longer have a statutory duty to do so.
- 1.4 Similarly, District Councils do not have any statutory duty to provide Traveller sites. However, we are required to consider the needs to people residing in or who wish to reside on sites where caravans can be stationed. As the Planning Authority, we need

to consider Planning Policy for Traveller sites in conjunction with the National Planning Policy Framework and must assess the need for sites, identify land for sites and increase Traveller sites in appropriate locations.

- 1.5 During their consultation, the County Council confirmed that, if the sites were to be transferred, any sales would be subject to a condition that the sites could only be used as Traveller sites.
- 1.6 The general view from the consultation (particularly from residents) was that Lancashire County Council should retain the site, and that selling it could result in residents losing their homes, families being split up, and that a new landlord could have a negative impact. Those responding raised concerns that they may become homeless, or forced to live on the road. The primary concerns were around the use of intimidation, threats, violence and bullying by new potential owners resulting in residents being forced to leave.
- 1.7 During the consultation stage, the City Council submitted a response saying "*Lancaster City Council is keen to explore possible solutions with County which will result in a positive outcome for the residents and both councils as we recognise the potential distress and upset that major change and uncertainty could have on the residents of Mellishaw. Our officers have started a dialogue with Lancashire County Council officers and wish to continue this over the coming weeks and months with a view to investigating whether there is a way the City Council could look to take ownership and either manage directly or in partnership with a social housing provider.*"
- 1.8 During the Cabinet meeting, the Leader of County said he was aware of Lancaster City Council's wish to secure a positive outcome for the residents of Mellishaw and engage with the County Council to potentially take on the ownership of the site. He said he welcomed this and wished to continue this dialogue as soon as possible. In addition, County have stated that the disposal is to save on revenue costs, not to seek a capital receipt for the site. As such, the sale of the site to the City Council would be for a nominal fee.

## **2.0 Proposal Details**

- 2.1 The last major refurbishment of the site was in 2004/5 and the site is in need of major reinvestment to modernise it. Because the site was designed as a transit site initially, the sewerage and electricity infrastructure are not fit for purpose and are in need of renewal. Repairs have been carried out over the last few years, but no real improvement works.
- 2.2 Lancaster City Council commissioned an independent condition survey in July 2019 to provide an objective, professional opinion to indicate the types of works required to bring the site up to a suitable standard and the possible cost of the works.
- 2.3 In summary, the survey revealed that the site needs major works to the utility blocks (which have a constant issue of damp), site electrics (which need upgrading to increase the load), mains drainage connection and a number of other more minor repairs.
- 2.4 The utility blocks are in such a poor state that the only realistic options are either to demolish and rebuild the individual blocks to current standards or to demolish and provide one central amenity block for all residents. Although the latter is the cheaper option, officers would not recommend this option as we would want our residents to

have modern, dignified, accessible facilities for their homes. This is in line with current best practice design guidance.

- 2.5 The works required would need to be included in a more detailed plan, with specifications and costings, and we would want the residents to be fully involved in the design and layout. Therefore, the costs at present are only a 'best estimate' and are in the region of a capital cost of £1.2m. This would need to be borrowed and would, therefore, carry an annual revenue charge... Based on a 25 year life span for the works, the annual revenue contribution is estimated at £50k per annum.
- 2.6 With regard to day to day revenue costs, the current arrangement is that the City Council manage the site and collect rent and service charges (circa £70k) on behalf of Lancashire County Council, who in turn subsidise the net cost of the account in full. If the City Council took ownership of the site, this arrangement would then cease and the management would be transferred to the City Council, together with the net cost of the operation. Again, based on best estimates of staffing requirements and maintenance costs, the annual future revenue costs are likely to be £88k in 2020/21, rising to £96k by 2023/24. However, these costs may need to be revisited if maintenance or staffing costs turn out to be higher than expected.
- 2.7 Although taking on the site would result in increased costs for the council, if the site was sold to a private owner, it is possible that the council would incur some costs in rehoming residents should they become homeless. Experience elsewhere in the country has shown this is a real possibility.
- 2.8 The council could therefore be faced with the possibility of up to 19 families becoming homeless at about the same time with the consequential impact on council resources in terms of temporary accommodation costs and rehousing to more permanent homes... The district has a shortage of affordable housing for those who require it and specifically has a lack of suitable available accommodation for Travellers. In addition, homelessness has financial impacts on other agencies such as NHS, Police, DWP and the voluntary sector and Cabinet may wish to consider this in their decision making. It is widely accepted that preventing homelessness is preferable to rehousing both in financial and health and wellbeing terms especially as many people threatened with homelessness are vulnerable. Although it is difficult to estimate what the financial cost to the council would be if we were faced with assisting homeless Travellers from Mellishaw, the homeless charity, Shelter have estimated the general costs of homelessness to the economy. They report that evidence shows that people who experience homelessness for three months or longer cost on average £4,298 per person to NHS services, £2,099 per person for mental health services and £11,991 per person in contact with the criminal justice system.
- 2.9 The site is currently managed within the Council Housing service, but is a general fund function and is not covered by the housing revenue account. The proposal would be to continue to manage the site within the housing service. However, it is recognised that there may be other organisations with more specialist skills relating to Traveller site management and, thus, officers are exploring the option of a Housing Association partner managing the site in the future.
- 2.10 Lancashire County Council have served 12 months' notice on the City Council to terminate the management agreement dated 10<sup>th</sup> December 1996. This agreement terminates on 31st March 2020.
- 2.11 However, the County Council have indicated that, if the City Council is minded to take on the site, they would welcome a transfer as soon as possible and in advance of 31<sup>st</sup>



March 2020. This would provide them with the certainty of a new owner in place, which would mean they would not need to offer the site for sale on the open market. Therefore, the County Council's preference would be for a transfer date as soon as possible.

- 2.12 If the City Council is minded to take ownership of the site, officers do not foresee any major additional operational difficulty or financial requirement in advance of 31<sup>st</sup> March 2020 but this isn't guaranteed.
- 2.13 County have agreed to draw up the Heads of Terms for our agreement in due course.
- 2.14 There may be opportunities in the future to consider expansion of the site or reconfiguration to increase capacity and this may attract Homes England funding (although this cannot be guaranteed). This could be explored further as part of the improvements to the site if it was financially beneficial.

### 3.0 Details of Consultation

- 3.1 Lancashire County Council consulted widely on the proposal for them to dispose of the site and the main concerns from residents are included earlier in this report. Officers have had some quite in depth contact with Travellers as part of the Poverty and Truth Commission. Although only representing a couple of families, they have reported that there is strong support for the City Council to take ownership of the site.

### 4.0 Options and Options Analysis [including risk assessment]

	<b>Option 1:</b> The city council takes ownership of the site undertaking a programme of improvement works as outlined in the report and manages the site at least in the short term.	<b>Option 2:</b> The city council does not take on ownership of the site
Advantages	<p>The homes of the Travellers on the site are secured.</p> <p>The wellbeing of the residents is improved with the peace of mind that the council will own the site.</p> <p>The city council have several years of experience managing this site.</p> <p>An opportunity for the residents on the site to influence the scope and nature of improvement works therefore creating sense of pride and ownership.</p>	<p>Reduced financial outlay compared with any potential re housing costs.</p> <p>The council would still have an enforcement and licensing role in relation to any new owner.</p>
Disadvantages	Substantial additional capital investment required	The site would most likely be sold to a private owner with potential impacts on the

	Additional revenue costs required for maintenance and staffing costs in managing the site.	residents future security of their homes.  Increased demand due to homelessness on other statutory or third sector agencies.
Risks	<p>Possible reputational risk to council if council taxpayers not in favour of a large financial outlay for a small percentage of residents.</p> <p>The costs of undertaking the works and managing the site is a best estimate and unforeseen issues may mean the costs could be higher.</p>	Possible reputational risk to council if seen to be failing in safeguarding the residents homes

**5.0 Officer Preferred Option (and comments)**

5.1 As there is no statutory duty to provide Traveller sites, there is no officer preferred option

**6.0 Conclusion**

6.1 Following Lancashire County Council’s decision to declare Mellishaw Traveller site surplus to their requirements, this report provides information and the potential financial implications to the City Council if Cabinet is minded to support the council taking ownership of this site.

**RELATIONSHIP TO POLICY FRAMEWORK**

There are links to Healthy and Happy communities in relation to reducing health inequalities, preventing homelessness and providing access to quality housing.

Links to the housing strategy and local plan in relation to provision of pitches for Travellers.

**CONCLUSION OF IMPACT ASSESSMENT  
(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Human Resources, Sustainability and Rural Proofing)**

A decision to take on the ownership of the site will have a positive impact on meeting the housing needs of the Traveller community. Additional investment will provide modern, safe and welcoming facilities.

**LEGAL IMPLICATIONS**

Legal Services will be instructed in relation to any transfer of land to the City Council.

**FINANCIAL IMPLICATIONS**

As detailed in the report, initial estimates for the required capital works are in the region of £1.2M. This would need to be funded via prudential borrowing and would, therefore, carry an annual revenue charge. Based on a 25 year life span for the works, the annual revenue contribution is estimated at £50k per annum.

With regard to day to day revenue costs the current arrangement is that the Council manage the site and collect rent on behalf of Lancashire County Council (LCC) who in turn subsidise the net cost of the account in full. This arrangement would then cease and the management transferred to the Council together including the net cost of the operation. The estimated future revenue costs are as follows:-

<b>GENERAL FUND REVENUE</b>	<b>20/21</b>	<b>21/22</b>	<b>22/23</b>	<b>23/24</b>
	<b>Estimate</b>	<b>Estimate</b>	<b>Estimate</b>	<b>Estimate</b>
Employee Costs	27,800	28,700	29,600	30,400
Premises R&M	50,000	51,000	52,000	53,000
Utility Costs	27,100	28,100	28,800	29,400
Miscellaneous Costs	3,300	3,300	3,300	3,300
Minimum Revenue Provision (MRP)	50,000	50,000	50,000	50,000
Rent & Service Charge Income	-69,700	-69,900	-70,000	-70,200
<b>Additional Revenue Requirement</b>	<b>88,500</b>	<b>91,200</b>	<b>93,700</b>	<b>95,900</b>

It should be noted that the repairs and maintenance figure included in the table above is purely speculative at this juncture and therefore the additional revenue requirement is subject to change.

The operation of Traveller sites is a general fund function and as such these amounts have not been included in any current future budget projections and therefore consequently place a further burden on local council taxpayers (growth).

As the timing is outside that of the budget and policy framework, the decision to proceed with this proposal would require referral to and approval of Full Council.

**OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces:**Property

Lancashire County Council have provided draft heads of terms but no negotiations have taken place. The draft heads of terms include the following clawback provision, '*should any additional planning consent be granted other than for the direct benefit to the development / enhancement of the site for use as a GRT site during a period of 999 years from completion of the sale then the County Council will be entitled to 75% of the enhanced land value attributed to the benefit of such consent*'. Should the Council's position on the site change in the future such a provision would make a return on any investment made in the site unlikely. Another concern is the site boundary indicated in the draft heads of terms as it includes areas of adopted highway and incorporates a lease to Electricity North West and these issues will require further investigation.

Human Resources

The city council employs a member of staff for the Traveller site. If the city council takes ownership of the site, some additional staffing capacity would be required and this has been taken into account in the financial implications. If the city council didn't take on the site, there may be human resource implications which would be covered by TUPE legislation.

**SECTION 151 OFFICER'S COMMENTS**

In considering the proposal Members are advised to note that as a non-statutory function there is no legal duty placed on the Council to undertake this action.

The financial implications above represent the best estimates available at this time, and we continue to attempt to obtain more reliable financial data from neighbouring Councils with experience in managing such sites against which these can be benchmarked.

In this regard, Members should satisfy themselves that the proposal represents value for money, recognising initial capital, revenue costs and future commitments reflected against its stated outcomes and priorities.

**MONITORING OFFICER'S COMMENTS**

The Deputy Monitoring Officer has been consulted and has no comments.

**BACKGROUND PAPERS**

Lancashire County Council Cabinet minutes  
5<sup>th</sup> September 2019.

**Contact Officer:** Suzanne Lodge

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**Ref:** C154b

**CABINET**

**Climate Change- update  
Nov 5th 2019**

**Report of Director for Communities and the Environment**

<b>PURPOSE OF REPORT</b>			
To outline progress following the climate change emergency declared by the Council on Jan 20 <sup>th</sup> , 2019 and to seek Cabinet’s endorsement of the approach set out in Appendix 2 to reduce the Council’s direct CO2 emissions to net zero by 2030.			
<b>Key Decision</b>	<b>X</b>	<b>Non-Key Decision</b>	<b>Referral from Cabinet Member</b>
<b>Date of notice of forthcoming key decision</b>	Oct 7 <sup>th</sup> , 2019		
<b>This report is public.</b>			

**RECOMMENDATIONS OF COUNCILLOR FREA**

- (1) That Cabinet endorses the plan outlined in Appendix 2 to reduce the Council’s direct CO2 emissions to net zero by 2030. The estimated costs will be used to inform future budget projections. Before actions are implemented detailed business cases will be brought forward through the appropriate governance and financial processes.
- (2) To pre-approve in principle funding for Citizens’ Jury, conversion of 2 refuse vehicles to electric, pool car infrastructure and energy management software so that so that these schemes can commence subject to reserves and capital funding bids being made in accordance with the budget framework.

**1.0 Introduction**

- 1.1 Lancaster City Council declared a Climate Change Emergency on Jan 20<sup>th</sup>, 2019.
- 1.2 Since then work has been taking place to plan to deliver what Council required from the accompanying motion. Appendix 1 shows progress against the motion agreed by Cabinet.
- 1.3 To provide context in 2018/19 the Council produced 3,018 tonnes of carbon dioxide from directly provided activities. In the last period for which we have readily available information (2017) the Lancaster District as a whole produced 754,100 tonnes of carbon dioxide emissions (See Appendix 3).
- 1.4 The scale of the challenge is huge and requires immediate action by all governments, organisations, communities and individuals.
- 1.5 For its part Lancaster City Council is planning activities in three key areas-

- The Council's direct carbon emissions of 3018 tonnes. An outline plan as to how the Council could become net zero carbon by 2030 is attached at Appendix 2.
- The Council's direct areas of wider influence. These are areas where the Council can have a significant impact on reducing wider carbon emissions and mitigating climate in the District- eg Council Housing, planning / building control, tree planting.
- The Council's leadership role. The Council does not have any direct control over significant causes of emissions eg transport, agriculture, industry and housing. However, the motion makes clear it will adopt a leadership role and engage with, influence, support mitigation of climate change across the whole District.

1.6 In the 9 months since the date climate change declaration of particular note have been the following actions-

- The Deputy Leader of the Council has a portfolio role dedicated to dealing with climate change.
- A Cabinet Advisory Group to cover different aspects of Climate Change and the Environment has been formed.
- Following detailed analysis, and then consideration of best practice a plan to reduce the Council's direct carbon emissions has been produced and started (see Appendix 2).
- An ambitious project to plant an additional 1,000,000 trees in the District has commenced.
- With Lancaster University the City Council has submitted a bid which, if successful, would produce a viable source of decarbonised hydrogen to power the Refuse Collection Fleet.
- Feasibility plans for a Council owned 1MW and 25MW solar farm have been drawn up.
- Plans for how best to mitigate the carbon impact of our 3,800 Council properties are being developed.
- A Citizen's Assembly to deliberate Climate Change will commence early in the new year.
- Lancaster City Council has located 5 public electric car charging points on car parks and 4 for it's own fleet. More are planned for this year. In total there are now over 25 public charging points in the District.
- A grassland management plan that will inform how we manage the maintenance of public open space has been commissioned.
- The project to improve river defences on the Lune has commenced.

1.7 The fact the Council has declared response to climate change is an emergency means significant changes in how Council services are being planned and delivered are already underway. This will not be to the detriment of the Council's core services. Planning to deliver net zero carbon creates many benefits. These include-

- Increased efficiency and reduced waste- e.g. considering how to optimise the route of cyclical services like waste collection and plan the delivery of responsive services.
- Reduced revenue costs- e.g. electric vehicles cost more to purchase but are much cheaper to run.
- New sources of income- e.g. income from solar farm.

- Greater bio-diversity in public open space- by considering how best to manage and maintain each area of open space, as opposed to the current cyclical approach.
- Improved air quality.
- Increased staff involvement- e.g. staff have already contributed to some of the ideas in this report.

1.8 Following wider engagement, including the Citizens assembly, plans will be brought forward that place addressing climate change as a strategic means of –

- Reducing poverty and inequality
- Tackling other environmental issues (e.g. increasing recycling, reducing littering)
- Improving health
- Providing better quality housing
- Community wealth building
- Engaging and connecting communities
- Improving public space
- Identifying where adaptation needs to take place.

## **2.0 Proposal Details**

2.1 The outline action plan proposed in Appendix 2 gives an indication of how the Council's direct operations could become net zero carbon by 2030. Where possible estimates of the costs of the actions have been included. At this stage the estimates are intended to provide a guide for budgetary forecasting purposes.

2.2 Before actions are implemented detailed costings and business cases will be brought forward or detailed consideration through the appropriate governance and financial processes.

2.3 There are potential external sources of funding available for projects that contribute to the climate change agenda. Having an agreed action plan will also help in bidding for these as opportunities arise.

2.4 Cabinet are asked to approve, in principle, the outline action plan (Appendix 2). This will then allow Officers to develop detailed plans for those actions which will then be referred through the appropriate governance and financial processes.

2.5 Included in the financial summary of the ninth page of appendix two are a number of projects for which pre-approval is sought. These include:

- Citizens' Jury
- Conversion of 2 refuse trucks to electric
- Pool car infrastructure
- Energy Management Software

The second recommendation of this report seeks pre-approval for this schemes in order that business cases can be commenced ahead of the annual budget process.

2.6 At a later date Cabinet will receive further update and action plans for–

- The Council's direct areas of wider influence.

- The Council's leadership role

**3.0 Details of Consultation**

- 3.1 The development of the action plan (Appendix 2) has involved extensive engagement with a range of stakeholders.
- 3.2 The output of the Citizen's Assembly will be used to inform the Council's approach to delivering the motion.
- 3.3 Work has also been commissioned to assess the impact of the climate change emergency declaration and activity to date and establish how best to engage with our citizens, communities and many other stakeholders.

**4.0 Officer Preferred Option (and comments)**

- 5.1 As outlined.

**RELATIONSHIP TO POLICY FRAMEWORK**

As outlined in the report

**CONCLUSION OF IMPACT ASSESSMENT  
(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Human Resources, Sustainability and Rural Proofing)**

As outlined in the report

**LEGAL IMPLICATIONS**

Legal Services have been consulted and have no further comments

**FINANCIAL IMPLICATIONS**

Appendix 2 details a multitude of actions/projects aimed at reducing the Council's direct CO2 emissions to net zero by 2030.

Two of the projects are currently underway and have been factored into existing budgets. For the remainder, the estimated costs will be used to inform future budget projections. Before actions are implemented detailed business cases will be brought forward through the appropriate governance and financial processes.

**OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces:**

As outlined in report

**SECTION 151 OFFICER'S COMMENTS**



The financial implications resulting from undertaking some, or all of the actions outlined in Appendix 2 will need to be considered as part of the Council's budget framework. This would allow for due consideration by Members, and assessment against the Councils priorities.

**MONITORING OFFICER'S COMMENTS**

The Monitoring Officer has been consulted and has no further comments

**BACKGROUND PAPERS**

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**E-mail:** mdavies@lancaster.gov.uk  
**Ref:**

<i>COUNCIL AGREED ACTION</i>	<i>UPDATE</i>
<p>1) Supports the setting up of a Climate Change Cabinet Liaison group immediately, involving Councillors, residents, young citizens and experts from the two Universities and other relevant parties. Over the following 12 months, the Group will review the 2010 Lancaster City Council Climate Change Strategy and help the Council develop a new carbon budget taking into account both production and consumption of emissions;</p>	<p>A Climate Change Cabinet Liaison group was set up and met twice in the 18/ 19 Municipal Year.</p> <p>Following the Elections in May –</p> <p>The Deputy Leader has been allocated portfolio responsibility for Climate Change.</p> <p>A number of Cabinet Advisory Groups have been established to allow Portfolio holders to develop policy on key strategic issues. One of these groups is the Climate and Environment Advisory Group which has so far met on two occasions. Future meetings will be themed (eg next meeting is about ‘Adaptation’) and key stakeholders and interested parties will be invited to meetings.</p>
<p>1a) Calls on the UK Government to provide the powers, resources and help with funding to make this possible;</p>	<p>The UK government has declared a climate change emergency. As yet no specific additional resources have been allocated to local government to address climate change.</p> <p>At it’s conference in July 2019 the Local Government Association (of which Lancaster City Council is a member) declared a climate change emergency and is now developing a work programme in consultation with elected members.</p>
<p>1b) Draws upon the observations, insights and reports of the Citizens’ Assembly</p>	<p>A citizen’s jury (the same as an Assembly but at scale which is appropriate to the Lancaster District) is in the process of being arranged.</p> <p>We have appointed Shared Futures CiC to manage this for us.</p> <p>Preparatory work is underway. It is expected the jury will commence its deliberations in Jan 2020</p>

APPENDIX 1- Jan 20<sup>th</sup>2019, Climate Change Motion Update

<p>1c) Reviews the Council's Investment Strategy to give due weight to Climate Change targets in the Investment portfolio;</p>	<p>In progress.</p>
<p>1d) Reports to Full Council prior to the next budget cycle with a fully costed action plan to address this emergency to feed into the 2020 budget;</p>	<p>The costed plans to provided in Appendix 2 will be fed through the budget process</p>
<p>2) Requests that the Cabinet member with responsibility for Climate Change, working with the Climate Change Cabinet Liaison group, convenes a Citizens' Assembly in 2019 in order to help identify how the Council's activities might be made net-zero carbon by 2030;</p>	<p>See 1b)</p>
<p>2a) To consider systematically the climate change impact of each area of the Council's activities;</p>	<p>This work is well underway see Appendix 2</p>

<p>2b) To increase local resilience to climate impacts already in the system;</p>	<p>Local communities are working actively to increase resilience. (Support and advice is provided by the Council where requested)</p> <p>Besides the Lune Valley Flood Forum there are 3 flood action groups-</p> <p>South Lancaster (covering Burrow Beck). They have joined forces with the South Lancaster Community Emergency centre at St. Pauls, Scotforth to produce a community emergency centre plan.</p> <p>Galgate - formed after the Nov 17 floods.</p> <p>Slyne - a small group dealing with the surface water issues at Slyne but separate from the Slyne CEP Group</p> <p>There are thirteen Community Emergency Planning Groups with published plans in our district:</p> <p>Borwick and Priest Hutton Carnforth Caton and North Quernmore Ireby with Leck Halton with Aughton Nether Kellett Over Kellett Overton Slyne-with-Hest South Lancaster Sunderland Point Warton Wennington</p> <p>Three further parishes are working on plans -</p> <p>Galgate</p>
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	<p>Silverdale Thurnham with Glasson</p> <p>To help inform the Citizen Jury a Cabinet Advisory Group meeting on adaptation is planned.</p>
<p>2c) To maximise local benefits of these actions in other sectors such as health, agriculture, transport and the economy;</p>	<p>A plan to consider how best to influence areas that are not directly in the Council's control will be developed following the citizen's jury</p>
<p>2d) To support and with all other relevant agencies towards making the Lancaster District Zero Carbon within the same timescale;</p>	<p>A plan to consider how best to influence areas that are not directly in the Council's control will be developed following the citizen's jury</p>
<p>2e) Other actions that could be recommended include (but are not restricted to): increasing the efficiency of buildings; prioritizing these measures for council housing and private sector housing to address fuel poverty; building solar and other renewable energy generating and storage plant; requiring all new housing and commercial developments to be low carbon; replacing the vehicle fleet with electric and/or hydrogen powered vehicles; switching to 100% fossil-fuel-free energy; setting up a council run energy company (i.e. Robin Hood Energy) and adapting the council's purchasing policy; commissioning consultations with the district's young citizens, who will be most affected by the effects of climate change;</p>	<p>The Council has already switched to a renewable electricity tariff.</p> <p>Appendix 2 addresses some of the actions that are directly in the Council's control. (building solar, storage plant, replacing vehicle fleet</p> <p>The other actions are currently all being considered.</p>
<p>3) Requests that the Cabinet member with responsibility for climate change should take steps to proactively include young citizens in the process, being attentive of the fact that young citizens are frequently not on the electoral roll, due to being under 18, due to under-registration or due to living in Student/other temporary Accommodation;</p>	<p>The Cabinet Advisory group is open to all ages.</p> <p>Young citizens will be included in the citizen jury</p>

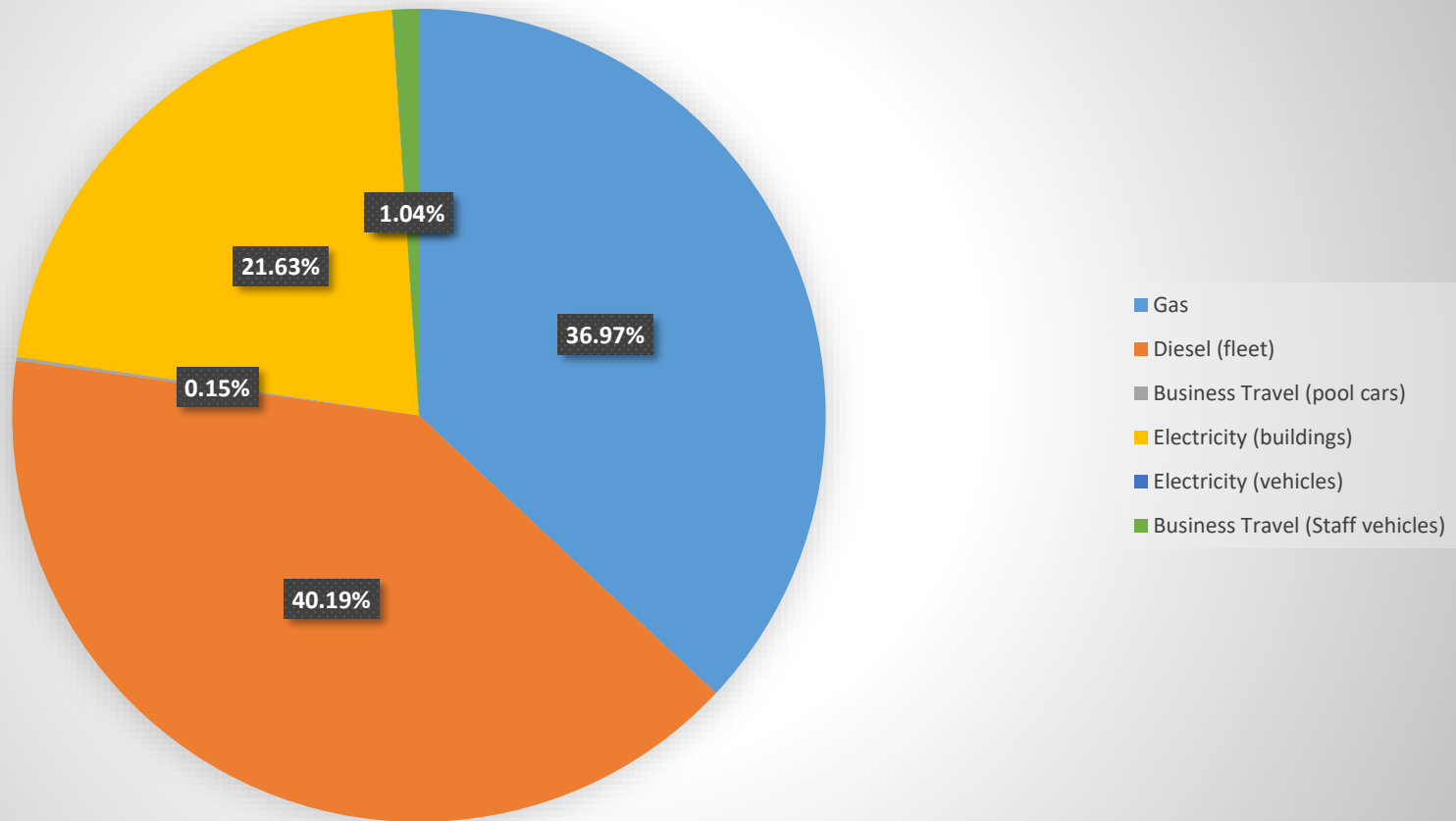
<p>4) Where necessary officer reports to Cabinet and Full Council contain impact assessments on Climate Change that include Carbon Emission Appraisals, including presenting alternative approaches which reduce carbon emissions where possible;</p>	<p>This is already in place and will be further refined.</p>
<p>5) Works with partners across the district, county and region to help deliver this new goal through all relevant strategies, plans and shared resources;</p>	<p>This is already being reflected in our strategic planning and partnership working.</p>
<p>6) Supports Lancashire’s public health group on air quality in Lancashire the “Air Quality Champions Network” and requests that a City Councillor be put forward to attend meetings.</p>	<p>Officers already support this. A request to put forward a City Cllr is to be submitted.</p>
<p>7) Requests a report from our pension funds and investment managers on the levels of investment in the fossil fuel industry that our pensions plan and other investments have, to be delivered within 3 months;</p>	<p>Report received</p>
<p>8) In recognition of the seriousness of the financial constraints that the Council faces, and the expectation that both the development and implementation of many measures above are likely to be contingent on securing significant additional extra funding, that the District’s local MPs be called upon to ensure that Central government provides the powers, resources and funding to make this possible, and that Council writes to them to seek their commitments.</p>	<p>A copy of this report will be sent by way of an update and outline of costs to date.</p>

**CARBON ZERO+ ACTION PLAN- Direct Operations**

2018/19- 3018t of CO2

2030- net zero

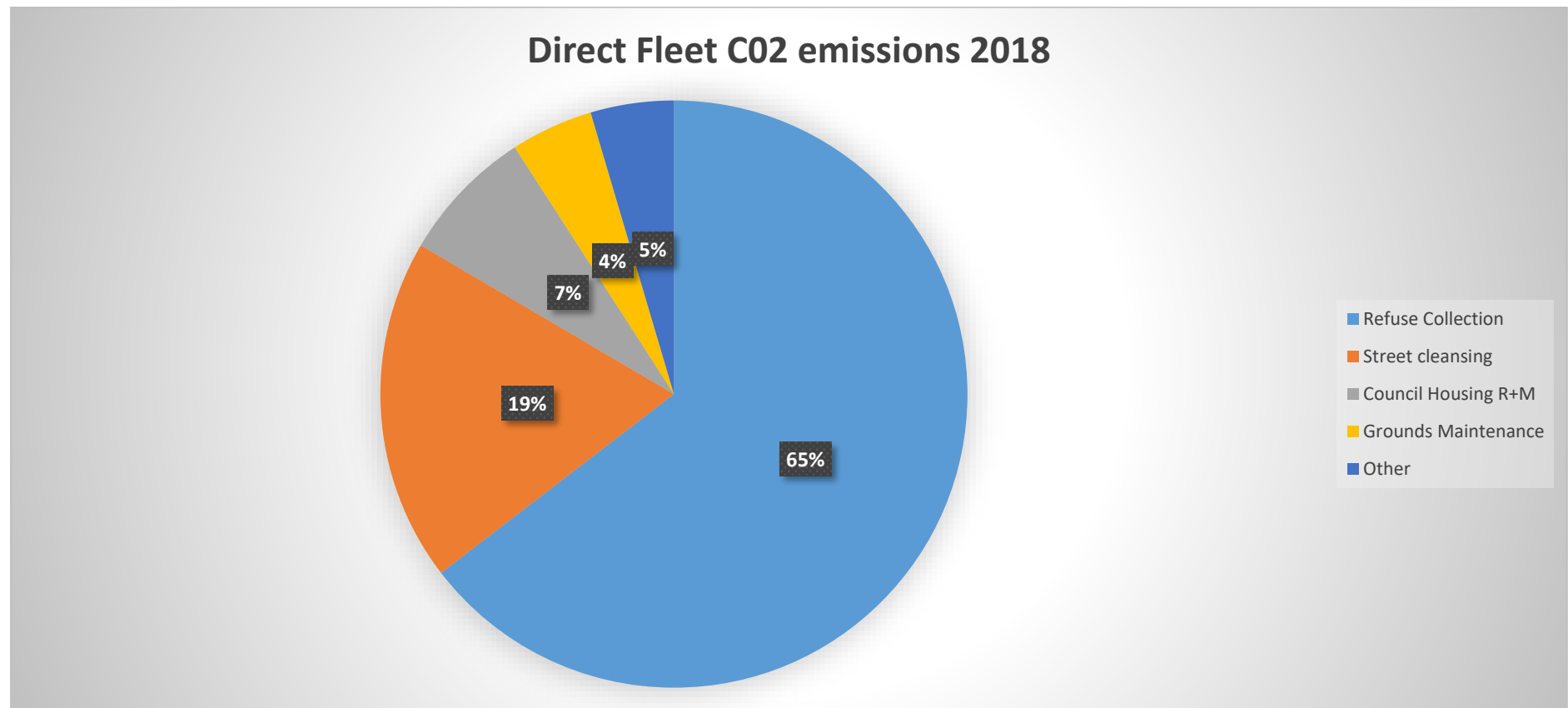
**Council CO2 emissions 2018/19- Total 3018tonnes**



## LANCASTER CITY COUNCIL DIRECT OPERATIONS

### TRANSPORT

In 2018 /19 Lancaster City Council's fleet used 453,130 litres of diesel in delivery of its vital services, resulting in 1,218 tonnes of CO2 emissions. A further 31.5 tonnes of CO2 were produced from business travel in staff owned vehicles.





## TRANSPORT ACTIONS

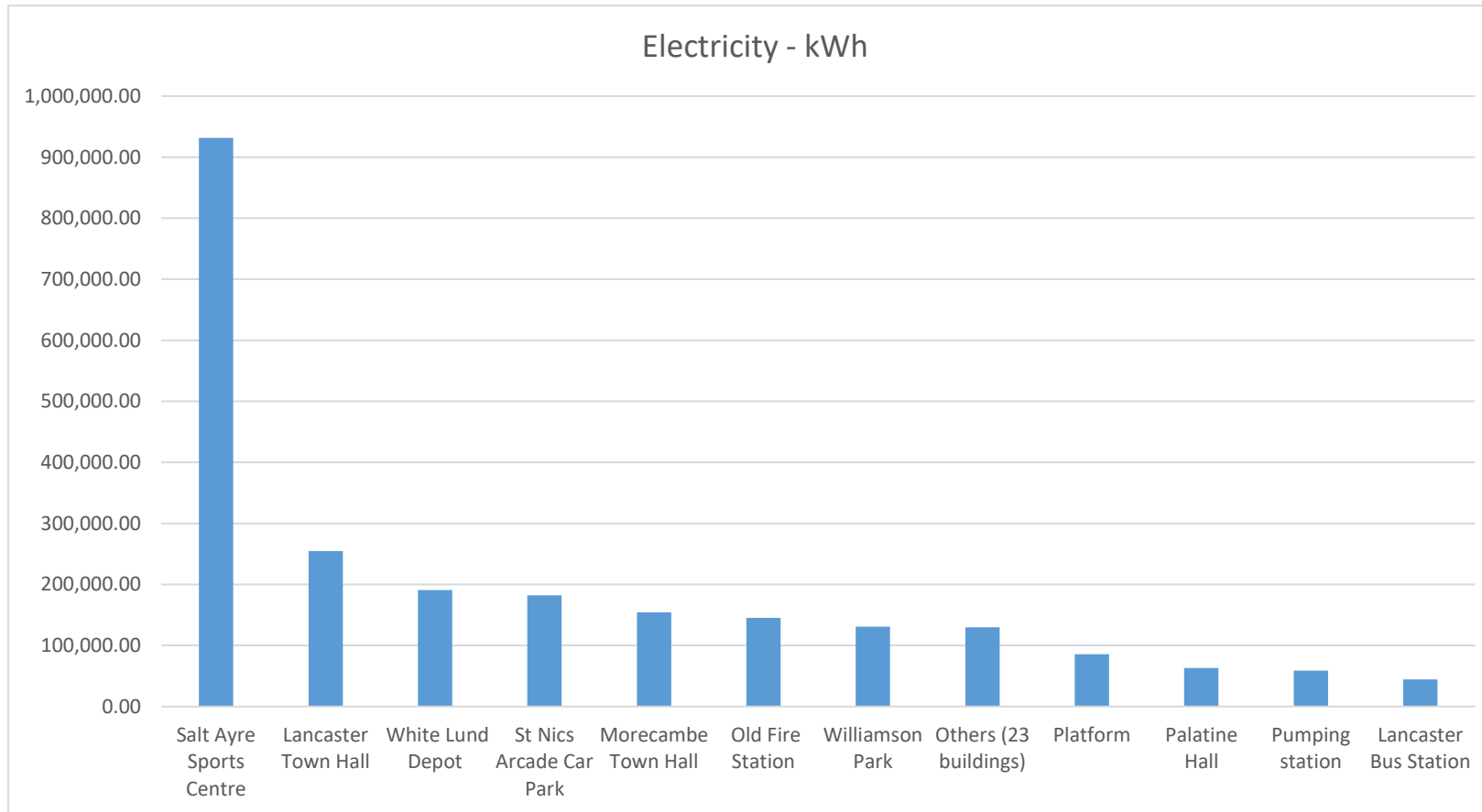
No	%c Cont.	Action	When	Estimated Additional Cost	Comments
1	5%	Small / medium vehicles replaced with electric vehicles in line with replacement programme	2019-2026	Within existing budgets	Requires additional charging infrastructure
2	2%	Convert 2 existing refuse collection vehicles to plug in electric to cover areas with the worst air quality	2020/21	£400K	Capital cost of conversion £200K / vehicle but will be reduced rev costs
3	23%	<p>Switch refuse collection fleet to hydrogen electric in line with replacement programme</p> <p>Refuelling station Tube trailers</p> <p>OR</p> <p>Switch refuse collection fleet to plug in electric in line with replacement programme</p> <p>AND</p> <p>*Assess feasibility of 2 collection shifts per day / introduce different collection arrangements. This will vastly reduce the capital costs and ongoing revenue costs</p>	2021-2030	<p>£3.6M *</p> <p>£1.0M £500K</p> <p>£4.45M*</p>	<p>Assume each vehicle costs £150,000 more than a diesel vehicle</p> <p>A joint bid between Lancaster Uni/ EDF Lancaster City Council has been submitted for to cover the hydrogen project.</p> <p>This project depends very much on the outcome of that bid.</p> <p>Allow £1M for charging facilities</p>

No	%c Cont.	Action	When	Estimated Additional Cost	Comments
4	7%	Switch cleansing vehicles to plug in electric in line with replacement programme.  Note the 7.5tonne sweeper is due for replacement now. No electric version is available. Replacement with an electric version will take place in the next replacement year of 2025.	2019-2028	£1.5M	Includes provision for charging
5	3.5%	In line with technological advances switch other specialised vehicles (eg ride on mowers) to electric in line with replacement programme	2019-2030	TBA	
6	4%	Use lean systems thinking and technology (vehicle tracking / route optimisation) to generate efficiency and therefore reduce mileage.	2019-2030	TBA	Aim for 10% reduction in mileage
7	1%	Provide sufficient plug in electric cars for the operational needs of services and consequently remove the need for staff to use their own vehicles  And  Provide electric pool bikes for staff to use	2020-2021  2019	£50K one off additional amount for infrastructure	Requires additional charging facilities hence £50K one off. (May attract OLEV funding)
8		Develop Council Travel plan	2020-2022	Within existing budgets	

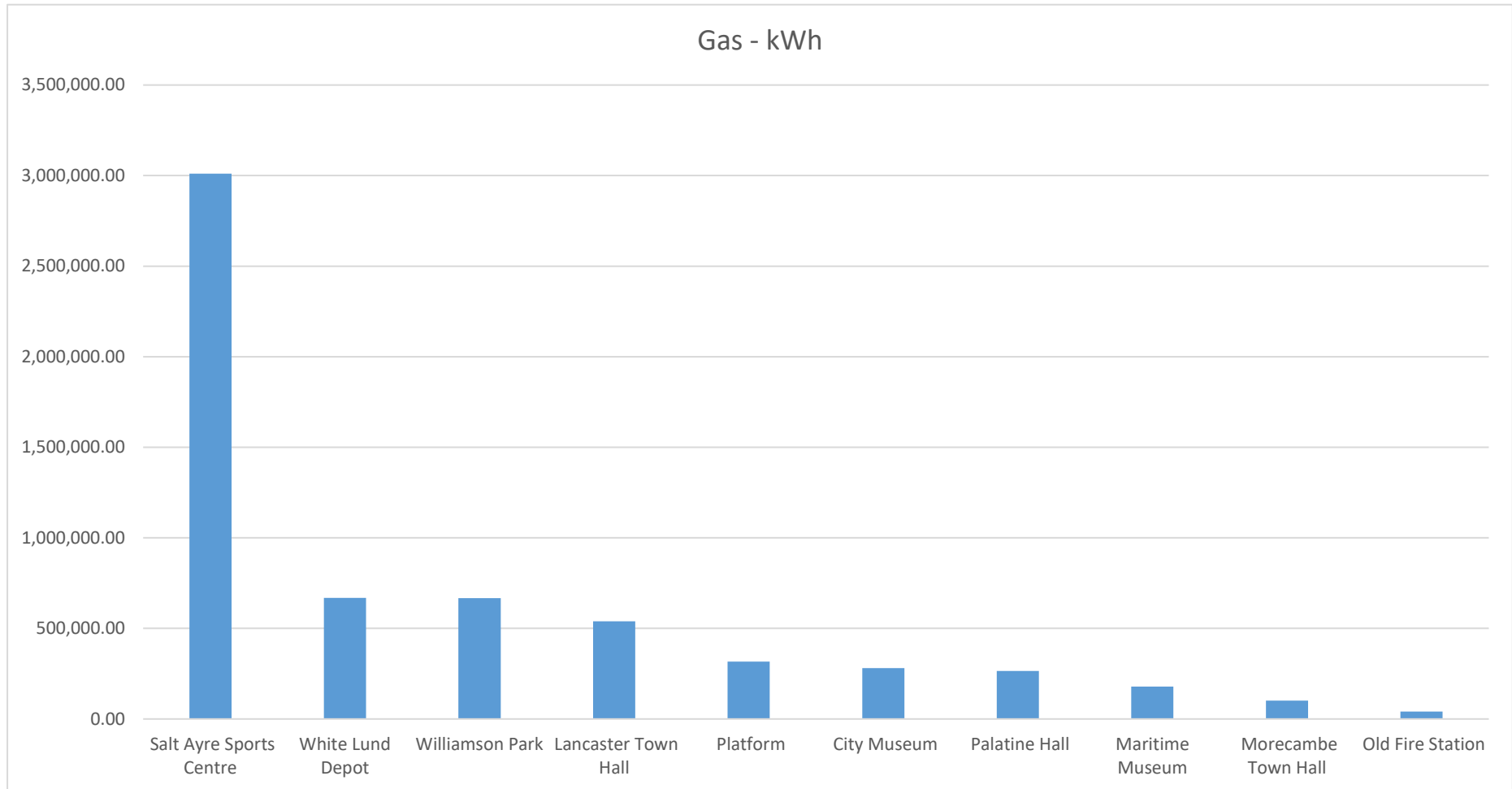
## ENERGY/ BUILDINGS

Across the Council's direct estate (excluding Council housing)

In 2018/19 the Council consumed 2,371,423 kWh of electricity. This resulted in 671.28 tonnes of CO2 emissions



In 2018/19 the Council consumed 6,067,684 kWh of gas. This resulted in 1,102.72 tonnes of CO2 emissions



(NOTE- The Council already owns a number of solar installations across its estate (including Council Housing) in 2018/19 these generated 247,006 kWh of renewable electricity.)

### ENERGY ACTIONS

No	%c Cont.	Action	When	Additional Cost	Comments						
8	8.4%	Salt Ayre Leisure Centre consumes over 1,000,000kWh of electricity pa. A 1MW ground mounted solar installation, with a 1MW battery and private wire would generate 896,940kWh of renewable energy	2020/2021	£1.4M	Represents an investment which will generate an ongoing income stream						
9	13.23%  Offset up to  +140%	<p>There is space on Salt Ayre tip to locate a 25MW solar farm This would need to be connected to the grid. The initial cost of grid connection is £1.4M so it makes financial sense to deck it out to the maximum</p> <p>The site could be decked in stages. 5MW would generate 4,484,700kWh pa of renewable energy.</p> <p>The eventual cost of a 25MW solar farm with a 10MW battery would be £24.3M and would generate 22,423,500kWh pa</p>	2022-2028	£1.4M  (connection to grid)   £24.3M	<p>Represents an investment which will generate an ongoing income stream</p> <p>Surplus / Offset</p> <table> <tr> <td>25MW solar farm</td> <td>22,423,500kWh</td> </tr> <tr> <td>Council requirement - Gas</td> <td>1,411,592kWh 6,067,684kWh</td> </tr> <tr> <td>Surplus</td> <td>14,944,244kWh</td> </tr> </table> <p>CO2 saved 4,230tonnes</p>	25MW solar farm	22,423,500kWh	Council requirement - Gas	1,411,592kWh 6,067,684kWh	Surplus	14,944,244kWh
25MW solar farm	22,423,500kWh										
Council requirement - Gas	1,411,592kWh 6,067,684kWh										
Surplus	14,944,244kWh										
10	37%	<p>Go off gas.</p> <p>The amount of renewable electricity being generated would provide the opportunity to convert to electric boilers or depending on the business case ground source heating, hydrogen etc</p> <p>There would of course be additional costs to this which would need further work to establish</p>	2025-2030	TBA	<p>Depends on heating system used</p> <p>Current cost of a 300KW fuel cell CHP system suitable for LTH would cost £1.75M- an external bid for this has been submitted as part of the joint hydrogen project with Lancaster Uni and EDF</p>						

No	%c Cont.	Action	When	Additional Cost	Comments
11	TBA	Reduce number of buildings the Council operates from. This would increase efficiency and provide an income to invest in the programme described	2022-2025	TBA	
12	TBA	Assess feasibility of a Council owned wind turbine	2023-2025	Feasibility £500K	The feasibility costs of a development of a wind turbine project are considerable
13	TBA	Invest in energy management software in main buildings This will then help us develop carbon budgets for teams	2020/21	£50K	

#### CULTURE CHANGE

The most cost effective and efficient way of saving carbon are gained through reducing waste and inefficiency. Buy in from staff is key to this

No	%c Cont.	Action	When	Additional Cost	Comments
14	TBA	Set up staff working group to identify and implement practical ways of reducing carbon across the Council	2019	none	
15		Include mitigating climate change as an organisational value and provide staff training programme	2020	£20K	
16		Employ 'Climate Change Project Manager' to coordinate the work streams and support the Director	2019	£150K	3 yr funding
17		Identify a 'virtual' team of existing officers who will be required to significantly support this program	2019	TBA	Need to reprioritise in services and identify if additional resource is required to support day to day work
18		Develop communications plan	2019	TBA	

**ESTIMATED ADDITIONAL COSTS**

<b>CAPITAL</b>	<b>19/20</b>	<b>20/21</b>	<b>21/22</b>	<b>22/23</b>	<b>23/24</b>	<b>24/25</b>	<b>25/26</b>	<b>26/27</b>	<b>28/29</b>	<b>29/30</b>
Convert 2 refuse trucks to electric		£400K								
Switch Refuse collection fleet to electric / hydrogen				£5.1M						
Switch Cleansing vehicles to electric		£1.5M								
Switch to electric mowers etc		TBA								
1MW Salt Ayre Solar	£1.4M*									
25MW solar farm		£24.3M								
Different heating systems							TBA			
Wind turbine feasibility				£500K						
Million trees		£200K								
Pool car- infrastructure		£50K								

<b>REVENUE</b>	<b>19/20</b>	<b>20/21</b>	<b>21/22</b>	<b>22/23</b>	<b>23/24</b>	<b>24/25</b>	<b>25/26</b>	<b>26/27</b>	<b>28/29</b>	<b>29/30</b>
Energy Management software		£50K								
Staff training		£20K								
Additional staff resource	£40K*	£50K	£50K							
Pool car- infrastructure		£50K								
Citizens Jury	£40K									

\* Denotes where already built into existing budgets

## NOTES

- There will be 25 yr income streams from the investment in the 2 solar projects. The 25MW solar farm is estimated to generate £48.5M net profit (over 25 yrs). The 1MW solar farm is estimated to generate £3.6M net profit (over 25yrs)
- Vehicle replacement assumes equivalent numbers of vehicles as now. Different operating methods would aim to increase efficiency. There will be revenue savings from fuel and repairs and maintenance.

## OTHER ACTIONS

More detailed action plans will be brought forward to show the indirect actions the Council will take following the Citizen's Jury. Good progress has been made-

- Launch of 1,000,000 trees project. The intention is to work with landowners, community groups, volunteers and other partners to plant an additional 1,000,000 trees on the District by 2030, as part of the Northern Forest project.
- Commissioning of Citizen's Assembly. This has now been commissioned and preparatory work is now taking place so that deliberations can begin in January.
- Council Housing stock. The Council has approximately 3,800 Council properties. Significant investment in energy saving works has already taken place. Following the declaration of the climate emergency officers are reviewing the capital programme to ensure that repair and maintenance programmes are prioritised to reduce carbon.



## Appendix 3 – from Lancashire County Council

### Lancashire Summary- 2017

The 2017 carbon dioxide results give a total figure of 7.2 million tonnes for the 12-authority Lancashire area. This equates to 6.0 tonnes per person (UK=5.3).

At the local authority area level, emissions range from 370.8 kilotonnes (kt) in Rossendale to 750kt or more in Lancaster, Ribble Valley and West Lancashire. Ribble Valley records an exceptionally high figure because of the presence of a major cement producer in the district.

### Introduction

Carbon dioxide (CO<sub>2</sub>) is the principal greenhouse gas believed to be contributing to global warming. In 2017, it was estimated to account for 81% of the UK greenhouse gas emissions. The vast majority of man-made CO<sub>2</sub> emissions come from the burning of fossil fuels in power generation and in the transport, domestic and industrial sectors. The level of emissions depends on the fuel mix and the fuel consumption data.

The [Department for Business, Energy and Industrial Strategy](#) (BEIS) {formerly DECC} publishes data on [carbon dioxide emissions](#) broken down by local authority, and the latest results are for 2017. The most recent figures for the 14 local authorities in Lancashire have been used in this article, along with a back-series of data from 2005 to 2016 for comparison purposes. Although entitled 'emissions' the totals are actually net values of CO<sub>2</sub> emissions and CO<sub>2</sub> sunk back into the land through forestry and agriculture, hence the negative values most noticeable in the Land Use Change sector figure for the United Kingdom.

### Lancashire results

Expressed in terms of per capita (per resident), in order to make allowance for the different size of areas, total CO<sub>2</sub> emissions in the 12 authority Lancashire area, at 6.0 tonnes per annum, were above the UK average (5.3 tonnes).

In considering such per capita ratios, it should be noted that while emissions per resident may be a useful measure for domestic emissions, CO<sub>2</sub> levels from industry and road transport are affected by many factors other than the size of the resident population so these ratios should be interpreted with caution.

Power stations supplying domestic electricity customers via the national grid have their emissions reallocated by domestic usage, rather than from where the emissions are actually released.

The 'motorways' element of transport emissions appears to be based to some degree on road length of motorways (there are no emissions allocated to this element in authorities that have no motorways, e.g., Ribble Valley. Likewise for diesel railways, there are no emissions for this element in Rossendale which has no stations or railway lines on the national rail network.

At the district authority level, CO<sub>2</sub> emissions can exhibit wide variations due to differences in population numbers, geography; the extent of the local road network and the structure of local industrial and commercial sector. Across the broader Lancashire area, total CO<sub>2</sub> emissions range from a low of 370.8kt in Rossendale, to 750kt or more in Lancaster, Ribble Valley and West Lancashire. Viewed in terms of CO<sub>2</sub> rates per head, the levels range from a low of just 3.6 tonnes in Blackpool to 6.8 in West Lancashire, and an exceptional 15.6 tonnes in Ribble Valley.

### **Results by Emissions Type**

Figure 1 (See below) presents the information from Table 1 in a format that provides additional emphasis to the variations in the mix of CO<sub>2</sub> emissions per authority between industry and commerce, domestic, road transport and land use.

It is important to note that the presence of certain high-energy using industries like refineries, metals production, glass and other non-metallic mineral sectors, which are concentrated in a few areas, can have a very large local impact. Within Lancashire the share of emissions attributable to industry and commerce is greatest in those districts where energy-intensive industrial activities have a disproportionate representation (see Figure 1). Blackburn with Darwen and especially Ribble Valley stand out as areas with high CO<sub>2</sub> emission levels from industry and commerce. Two [large cement works](#) have a fundamental impact on the outturn for Ribble Valley. Based on the 'Pollution Inventory' data, the contribution of these two works alone is around 622 kilotonnes in 2017. Cement production involves both CO<sub>2</sub> emissions from the fuel used to heat limestone and from the limestone itself as it is broken down into quicklime by the process. The cement industry as a whole is responsible for 5% of global CO<sub>2</sub> emissions.

Across Lancashire, total domestic carbon dioxide emissions vary from a highs of over 205 kt in Blackburn with Darwen, Lancaster, Blackpool and Preston to just 107.3 kt in Ribble Valley. In general, average domestic emissions can be influenced by the number of households in the area; fuel types used; the type and condition of the housing stock (including its insulation and energy efficiency); the average temperature (urban areas can be warmer and therefore easier to heat than rural areas); average household size; type of household; income and

preferences of its occupiers, though a figure of around 3.8 tonnes of domestic CO<sub>2</sub> emissions per household is found for five of the local authorities and also the Lancashire-14 area.

Transport emissions include freight and passenger transport, both private and for business purposes. The estimates of road transport CO<sub>2</sub> are made on the basis of the distribution of traffic, therefore some of the emissions within an authority represent through traffic, or part of trips into or out of the area whether by residents or non-residents. In some authorities this can be particularly significant and may, for example, provide part of the explanation for high figures in Chorley, Lancaster and Preston which are three authorities at the heart of the county's motorway network. Over 40% of their transport emissions of CO<sub>2</sub> are derived from motorway traffic.

For Burnley, Pendle, Rossendale and Blackpool domestic emissions are the largest source, whilst industry dominates in Ribble Valley, West Lancashire and Blackburn with Darwen.

Land use, land use change and forestry are the final sector considered in the CO<sub>2</sub> estimates. This is very much a minor or residual category. Because it can act as a sink, removing carbon from the atmosphere, as well as a source of carbon emissions, the measure takes account of both CO<sub>2</sub> emissions and removals. Within the 14-authority Lancashire area, the sector is responsible for just 74.2kt of emissions. West Lancashire is the only authority with a significant figure (93.3kt) in this category and is a reflection of the large amount of [top-grade agricultural land](#), the intensive nature of the farming and the use of heating and CO<sub>2</sub> supplementation (or enrichment) in the many glasshouses there. The value for Ribble Valley is negative, hence the county total is smaller than the West Lancashire total.

### **Lancashire trends in carbon dioxide emissions per capita (2005 to 2017)**

Figure 2 presents the changes in CO<sub>2</sub> emissions levels per capita for each of the 14 Lancashire authorities between 2005 and 2017. An encouraging pattern of declining emission levels was broadly apparent across all of the 14 areas during the twelve-year period. Of particular note is the dramatic reduction that took place in Ribble Valley between 2005 and 2012, but in 2013 and 2014 there were increases. No Lancashire authority recorded a per capita rise over the most recent twelve-month period, but two, West Lancashire and Blackburn with Darwen, were largely unchanged.

BEIS additionally examines those emissions which are within the scope of the local authority, excluding some categories such as transport emissions from motorways. In terms of reductions, Blackburn with Darwen is in the best 5 authorities, having reduced emissions by -44% since 2005, largely in the Industrial and Commercial Electricity sub-sector.

At the national level, there was a 3.5% decrease in emission totals between 2016 and 2017 due mainly to a switch from fossil fuel (down -10.0%) to renewable types of electricity generation (up +27.3%). Coal-fired power generation is being phased out, with Terawatt hour (TWh) estimates for national generation falling by 26% from 2016 to just 20.6 TWh in 2017 (Source: Elexon/National Grid). In November 2016 the Department for Business, Energy and Industrial Strategy announced a consultation to close the remaining coal-fired power stations by 2025. There are [more current 2018 statistics](#) available for greenhouse gas emissions at the national level.

**Table 1.** Local and regional estimates of CO2 emissions, 2017, (thousands of tonnes)

First Area name	Sum of Industry and Commercial	Domestic	Transport	Land use change and forestry	Total emissions	Per Capita Emissions (tonnes)
Ribble Valley	732.3	107.3	112.9	-26.8	925.6	15.6
West Lancashire	261.4	183.6	231.4	93.3	769.8	6.8
South Ribble	272.7	179.0	274.8	0.5	727.0	6.6
Lancashire-12	2,599.0	1,946.2	2,598.6	76.8	7,220.7	6.0
Chorley	128.5	188.0	367.3	0.0	683.7	5.9
Fylde	138.2	133.9	180.9	9.2	462.2	5.9
Wyre	215.2	175.9	221.1	21.7	633.8	5.7
Lancashire-14	3,005.9	2,374.7	2,861.0	74.2	8,315.7	5.6
North West	14,878.8	10,978.0	13,741.1	-199.0	39,398.9	5.4
United Kingdom	136,057.0	98,101.3	128,666.3	-11,323.4	351,501.3	5.3
Lancaster	193.3	214.5	358.7	-12.4	754.1	5.3
Rosendale	117.0	129.6	126.6	-2.4	370.8	5.3
England	102,047.2	80,782.1	107,177.9	-5,086.2	284,921.0	5.1
Preston	194.1	207.1	321.7	0.6	723.5	5.1
Hyndburn	102.6	130.0	144.5	-2.7	374.4	4.7
Pendle	137.0	153.8	126.2	-2.1	415.0	4.6
Burnley	106.8	143.4	132.6	-2.0	380.8	4.3
Blackburn with Darwen	261.2	216.7	150.6	-4.1	624.4	4.2
Blackpool	145.6	211.7	111.7	1.5	470.6	3.4

Figure 1. Carbon dioxide emissions by type, Lancashire local authorities (2017)

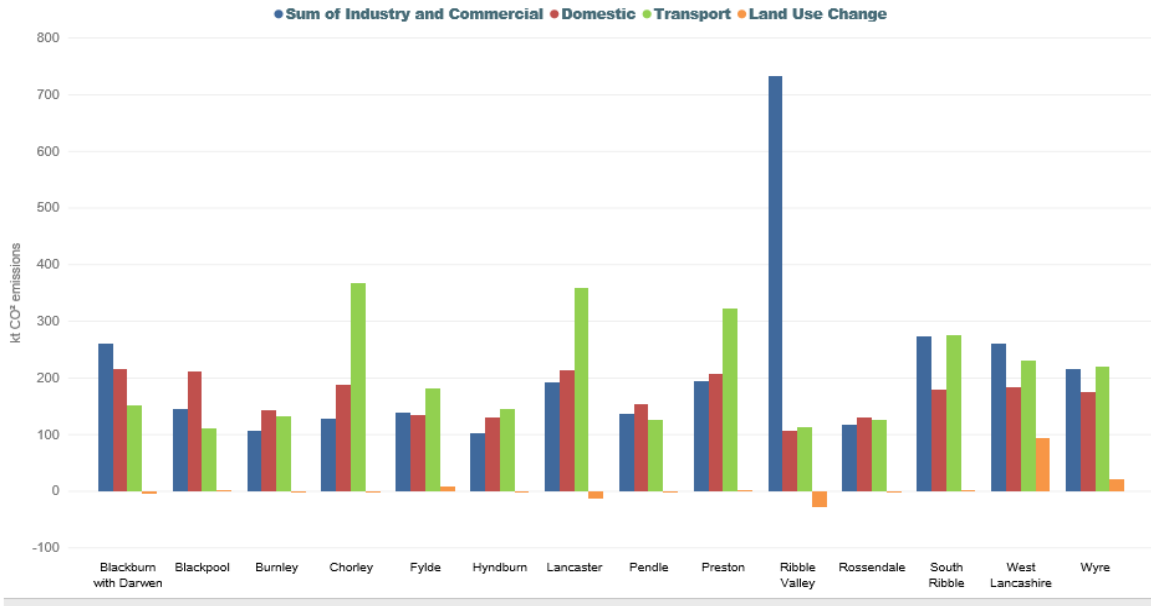
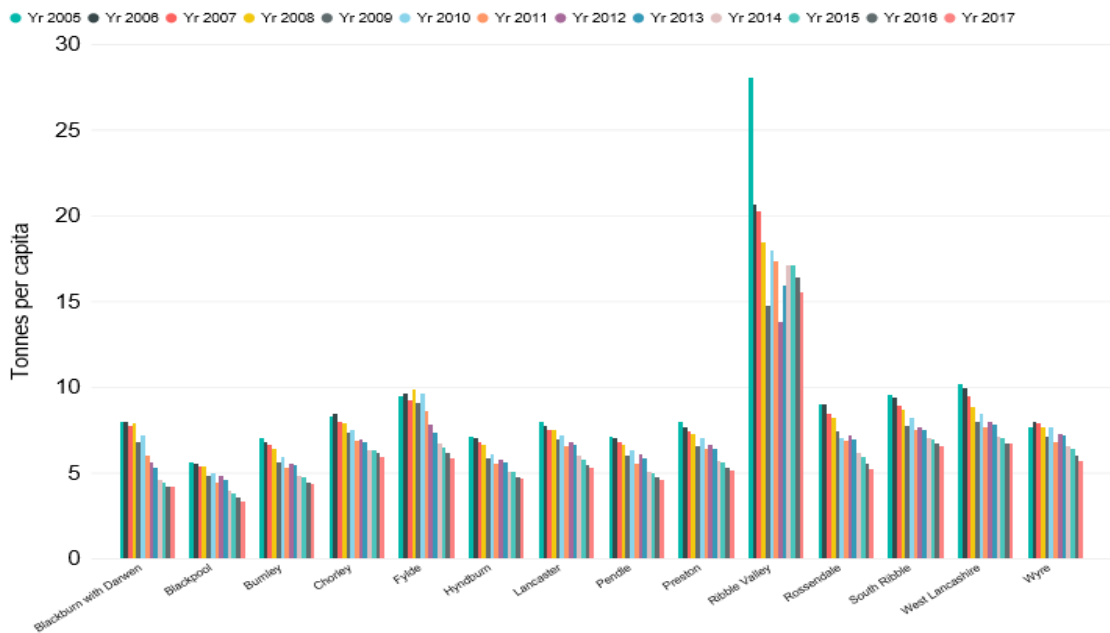


Figure 2. Changes in carbon dioxide emission levels, 2005 to 2017 (tonnes per capita)



Source: Department for Energy and Climate Change (DECC): Time series 2005 to 2017

## Addendum

### What is carbon dioxide?

Carbon dioxide (CO<sub>2</sub>) is a colourless, odourless gas, denser than air and which is faintly acidic and non-flammable, that occurs naturally in the Earth's atmosphere. It is released in large quantities from natural processes, notably respiration by living organisms. Releases from respiration are balanced by a similar quantity taken up by photosynthesis by ocean-dwelling plankton and land-dwelling biomass, including forests and grasslands (so-called natural "carbon sinks") as part of the carbon cycle. Other natural sources of carbon dioxide include volcanic eruptions, forest fires, decay of dead plant and animal matter and evaporation from seawater.

Man-made releases of carbon dioxide include burning fossil fuels (coal, oil and natural gas) and other fuels containing carbon (e.g. wood) mainly for power generation and transport. Unlike natural sources, CO<sub>2</sub> emissions from human activities are not balanced by a corresponding carbon sink and thus accumulate in the atmosphere or are absorbed by seawater.

Carbon dioxide has many commercial uses, being valued for its reactivity, inertness and coldness. Common uses are for fire extinguishing systems; carbonisation of soft drinks; freezing and chilling of food products and their transport; in decaffeinating coffee; enhancement of oil recovery from oil wells; a raw material in the production of various chemicals and treatment of alkaline water. A minor use of the solid (frozen) form of CO<sub>2</sub> is to produce smoke effects in television, film and theatre. In Lancashire (particularly West Lancashire district) CO<sub>2</sub> is used in the glasshouse horticultural business to boost crop growth.

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