



Committee: CABINET

Date: TUESDAY, 23 MARCH 2021

Venue:

THIS WILL BE A VIRTUAL MEETING

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Time: 5.00 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, 2 March 2021 (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. **STEP Site Nomination - Expression of Interest** (Pages 3 - 6)
(Cabinet Member with Special Responsibility Councillor Hamilton-Cox)
Report of Director for Economic Growth & Regeneration (report published on 17 March 2021)
7. **Decision to Award Contract - Solar Scheme SALC** (Pages 7 - 14)
(Cabinet Member with Special Responsibility Councillor Frea)
Report of Director for Communities & the Environment (report published on 18 March 2021)
8. **Local Government Reform Consultation Responses** (Pages 15 - 32)
(Cabinet Member with Special Responsibility Councillor Lewis)
Report of Chief Executive (report published on 19 March 2021)
9. **Mainway Future Vision** (Pages 33 - 100)
(Cabinet Member with Special Responsibility Councillor Jackson)
Report of Director for Communities & the Environment

ADMINISTRATIVE ARRANGEMENTS

(i) Membership

Councillors Erica Lewis (Chair), Dave Brookes, Gina Dowding, Merv Evans, Kevin Frea, Tim Hamilton-Cox, Janice Hanson, Colin Hartley, Caroline Jackson and Anne Whitehead

(ii) Queries regarding this Agenda

Please contact Liz Bateson, Democratic Services - email ebateson@lancaster.gov.uk.

(iii) Apologies

Please contact Democratic Support, telephone 582170, or alternatively email democracy@lancaster.gov.uk.

KIERAN KEANE,
CHIEF EXECUTIVE,
TOWN HALL,
DALTON SQUARE,
LANCASTER, LA1 1PJ

Published on 15 March, 2021.

At the time of publication, the Mainway report, which is a public report, was marked as exempt. The agenda was republished on 16 March to correct that.

Lancaster City Council | Report Cover Sheet

Meeting	Cabinet	Date	23 rd March 2021
Title	STEP Site Nomination – Expression of Interest (EOI)		
Report of	Head of Property, Investment & Regeneration		
Purpose of the Report: Cabinet to Approve the Submission of the EOI			
Key Decision (Y/N)	Y	Date of Notice	
		Exempt (Y/N)	

Report Summary

To approve the submission of an Expression of Interest nominating a site for the Spherical Tokamak for Energy Production (STEP) project to the United Kingdom Atomic Energy Authority (UKAEA)

In accordance with the Constitution Part 3, Section 3 of Overview and Scrutiny Procedure Rule 17 the Chief Executive has consulted with the Chair of Overview and Scrutiny in relation to Urgency and Call-in regarding this item. The reason for the urgency is that the Expression of Interest needs to be provided before the 31 March and if the report was called in the deadline would pass for the submission of the expression.

Recommendations

To submit the Expression of Interest by the deadline 31st March 2021

Relationship to Policy Framework

Conclusion of Impact Assessment(s), where applicable

Climate Not known at this stage	Wellbeing & Social Value See Introduction below
Digital Not known at this stage	Health & Safety Not known at this stage
Equality Not known at this stage	Community Safety Not known at this stage

Details of Consultation

The portfolio holder has been consulted.

Legal Implications

None

Financial Implications

None

Other Resource or Risk Implications

None

Section 151 Officer's Comments

The s151 has been consulted and has not comments to make at this stage	
Monitoring Officer's Comments	
The Monitoring Officer has no comments to make at this stage	
Contact Officer	Iain Robertson
Tel	07812 131178
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Links to Background Papers	
None	

1.0 Introduction

STEP (Spherical Tokamak for Energy Production) is an ambitious programme to design and build a prototype fusion power plant.

It is a UKAEA programme, currently with £222million funding from the UK Government to produce a concept design by 2024.

Beyond 2024, the UKAEA will move into the engineering design and build phases of the programme and will work with a range of partners to deliver the prototype of a commercially viable fusion plant.

The STEP prototype will demonstrate the commercial viability of fusion. The learning from this will enable the future development of a fleet of commercial fusion plants.

Once constructed, STEP will produce net energy and prove electricity can be predictably and stably produced in a fusion power station.

In Autumn 2020, there was an open call to communities across the UK to host the prototype. UKAEA will make a recommendation to the Secretary of State for BEIS on the most suitable locations for STEP following a rigorous process of assessment using a defined set of key criteria.

More information can be found on the siting process on the website step.ukaea.uk.

2.0 Site Requirements

With the plant still in design phase it's not possible to be too precise about what buildings and facilities will be needed on site. This will become increasingly clear in the coming years as the design develops and a site is established.

STEP will have the many features of a fully operational power station, including infrastructure and associated research and development facilities. It is likely to be of a comparable scale and value as any major power station.

The basic site criteria are:

- Minimum site area of 100 hectares
- Access to National Grid
- Local skills base - nuclear supply chain, design engineering, high-tech manufacturing, power station operations, fusion and high-tech R&D
- Transport & Infrastructure – access to strategic road network, rail line a port
- Close proximity to a significant mass of water

3.0 Community Benefits

There will be long term and enduring economic benefits to the host community.

STEP will create opportunities for growth across the UK, with jobs at all levels created in the region. The programme will also have a focus on skills development.

The skills needed will mostly be in science, technology, engineering and maths although there will be opportunities across a wide range of roles and skills.

UKAEA has already allocated resources to support an apprentice training scheme in the area selected to host STEP and will work with local education and training providers at the earliest opportunity.

4.0 Programme

Phase 1 – Produce a concept design by 2024.

Phase 2 – Design development through detailed engineering design, while all consents and permissions to build the plant will be sought.

Phase 3 – Construction of the prototype power plant with completion c. 2040

5.0 Options and Options Analysis (including risk assessment)

Options Analysis
<p>Advantages: The benefits to the community and economic advantages are outlined above. Lancaster City Council is collaborating with EDF at Heysham, Lancashire County Council, Lancaster University and other local stakeholders, institutions, industry supply chain and service providers to gather all relevant information for the EOI. It is understood that at some point in the near future, the decommissioning of Heysham Power Station may be implemented. This would have a significant negative impact on the local economy including revenue loss for the city council. The council has to investigate suitable alternatives to such an event and the STEP programme would provide an enduring benefit for the local economy.</p>
<p>Disadvantages: Not known at this stage</p>
<p>Risks: None at this stage, this is an Expression of Interest</p>

4. Officer Preferred Option (and comments)

4.1 The officer preferred option is to submit the Expression of Interest

Lancaster City Council | Report Cover Sheet

Meeting	Cabinet	Date	23 March 2021
Title	Award Of Contract – Chief Exec Delegated Authority		
Report of	Director for Communities and The Environment		
Purpose of the Report			
To seek approval from Cabinet to provide the Chief Executive with delegated authority to award the contract for the solar scheme, air source heat pumps and building upgrades at Salt Ayre Leisure centre following the completion of a number of compliant procurement exercises.			
Key Decision (Y/N)	Y	Date of Notice	01/02/21
		Exempt (Y/N)	N

Report Summary

In Jan 2019, the declared a climate change emergency. The Council's priorities include the theme of 'Taking action to meet the challenges of the climate emergency'. Specific actions include-

- Net zero carbon by 2030 while supporting other individuals, businesses and organisations across the district to reach the same goal.
- Increasing the amount of sustainable energy produced in the district and decreasing the district's energy use.

In September 2020, the Department for Business, Energy and Industrial Strategy (BEIS) launched the Public Sector Decarbonisation Scheme (PSDS). The scheme offered £1bn of grant funding to support the public sector to decarbonise and to deliver stimulus to the energy efficiency and low carbon heat sectors, supporting jobs.

In November 2020, officers submitted an expression of interest for up to £6.8M under the PSDS to install air source heat pumps (ASHP) to Salt Ayre Leisure Centre, along with retrofit glazing improvements to improve the thermal efficiency of the building. The bid also included an optimized solar farm on the disused landfill site adjacent to provide electricity to the leisure centre via a direct wire.

A project has now been developed which when delivered will reduce the Council's direct CO2 emissions by a net amount of 12%, which will make a significant contribution to this Council priority and take Salt Ayre off gas completely.

Furthermore, the capital costs of this project will be paid for by BEIS, which means the provision made in the Council's capital programme will not be needed for this project.

The timescales of the grant funding are very tight. The tendering stage for the procurement of the solar scheme has commenced and it is expected that all other associated elements related to the air source heat pumps, glazing and lighting will begin before the end of March 2021. Due to the value, a Key Decision has been submitted for each package of work.

Due to timescales and conditions attached to the grant funding, this report seeks approval from cabinet to provide the Chief Executive with delegated authority to award the contracts when a decision is made.

Decisions are expected to be made between mid-April to mid-May 2021 following a Public Contract Regulations 2015 compliant tender processes.

Officers have worked with the council's procurement manager to ensure processes are in line with the council's procurement strategy and confirm to the Contract Procedure Rules

Recommendations of Councillor Frea

- (1) That Cabinet support the request to provide delegated authority to the Chief Executive to award the associated contracts when a decision is ready to be made.
- (2) That Cabinet notes the latest financial information surrounding the proposal and endorses its position to delegate acceptance of the grant to Director of Communities & Environment and Section 151 Officer.

Relationship to Policy Framework

The project links to the following priorities and cross-cutting themes:

1. An inclusive and prosperous local economy. A proportion of the overall evaluation will include an element of social value, in line with the procurement strategy and contract procedure rules.
2. Climate Emergency – Net zero 2030 ambition. SALC is the council's single largest CO2 emitter within its property portfolio. This project is expected to reduce CO2 from SALC by up to 58% and generate a net reduction of 12% for the council.

Conclusion of Impact Assessment(s), where applicable

Climate- As set out in report

Wellbeing & Social Value

Digital

Health & Safety

Equality

Community Safety

Details of Consultation

Officers have been working with the council's Procurement Manager in relation to the work and development of tender documentation. S151 Officer and Director have approved the use of an appropriate framework for procurement of the solar scheme.

Legal Implications

Legal have been consulted and have approved the contractual documentation concerning the funding. External specialist legal advice has been taken and suitable contracts for the Council's use in this procurement process have been produced. Legal will continue to be consulted for approval/ amendment of any contracts and further external legal advice can be taken if appropriate.

Financial Implications

As part of the due diligence checks relating to the acceptance of PSDS funding and project delivery, it has been highlighted that the annual running costs post implementation are of a significant value. A number of scenarios are still being worked on and will form part of the decision which is currently delegated to the Director of Communities & Environment and the Section 151 Officer.

As highlighted in the report, the general fund revenue budget includes a recurring income amount of £130K which as a result of work done since the budget was set by Council on 24th February 2021 to date will not be achievable and therefore place a significant additional burden on future years budgets and the structural deficit. It should be noted that this is due to grid constraints and not specific to the new project so will need removing from the revenue budget at the next available opportunity.

The latest financial appraisal has been estimated over a 10 year period and can be summarised as follows :-

GENERAL FUND REVENUE	Current 10 Year Cost £'000	Potential 10 Year Cost £'000	Difference £'000
SALC - Electricity	1,455	3,436	(1,981)
less : Solar Electricity Offset		(958)	958
SALC - Gas	753		753
MRP - Solar Farm	633		633
MRP - Boiler Replacement	108		108
MRP - SALC Asset Management Plan (part)	50		50
Annual Operational Costs		109	(109)
Business Rates		330	(330)
Contingency Allowance		102	(102)
Energy Savings	(1,405)		(1,405)
Solar Generation Income		(142)	142
BUDGETARY POSITION ¹	1,594	2,877	(1,283)
Reversal of Energy Savings above	1,405		1,405
BUDGETARY POSITION ²	2,999	2,877	122

¹ The first budgetary position includes income which is deemed unachievable as previously discussed and as such highlights an ominous financial position for the scheme.

² The second budgetary position includes the removal of this income amount and Members need to be mindful of this when scrutinizing the financial appraisal of this project. Once removed the ten year cost of the scheme reduces to a favourable saving of £122K.

As the above appraisal includes revenue savings attributable to minimum revenue provision (MRP), the amounts included in the general fund capital programme will need removing at the next available opportunity.

GENERAL FUND CAPITAL		21/22
Phase 1 1MW Solar Farm		1,350,000
SALC Boiler Replacement		300,000
SALC Asset Management Plan (part)		140,000
EXISTING CAPITAL BUDGETS		1,790,000
<p>Procurement is being completed in line with the council's procurement strategy.</p> <p>As the project expenditure is covered wholly by external grant, the request to seek approval for the Chief Executive to have delegated authority to award the contract, subject to the accepted tender falling within the defined limits of the overall project cost.</p>		
Other Resource or Risk Implications		
<p>Project will be delivered in-house by the Business Improvement & Project Lead and Climate Change Project Manager. Support provided by finance and external consultants, including APSE Energy.</p>		
Section 151 Officer's Comments		
<p>There are no issues or risks to inform Members of in relation to the recommendation to delegate the procurement decision to the CEX.</p> <p>However, Members should note that current due diligence work has identified a significant problem surrounding the achievement of income via sales to the national grid plus potential internal energy savings included in the latest approved revenue budget. As highlighted in the report, this will need removing from future revenue projections contributing to further financial pressure to the structural deficit. Officers are working on several scenarios to reduce this impact and this forms part of the due diligence checks prior to the commencement of the scheme.</p> <p>Following the removal of this amount, the revised scheme returns both financial and CO2 savings over the lifetime of the project.</p>		
Monitoring Officer's Comments		
<p>Pursuant to Section 3 of the Council's Contract Procedure Rules approval of tenders with a value of over £200k can be delegated to the Chief Executive</p>		
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Links to Background Papers		

1.0 Introduction

- 1.1 In Jan 2019 the declared a climate change emergency. The Council's priorities include the theme of 'Taking action to meet the challenges of the climate emergency'. Specific actions include-
- Net zero carbon by 2030 while supporting other individuals, businesses and organisations across the district to reach the same goal.
 - Increasing the amount of sustainable energy produced in the district and decreasing the district's energy use.
- 1.2 The Council's CO2 emissions from its direct activities (scope 1 and 2) are split between 48% from gas (heating), 29% from road diesel and 23% from electricity.
- 1.3 Salt Ayre Leisure Centre (SALC) produces 30% of the council's overall CO2 emissions and is the highest single emitter across the council's property portfolio. 75% of the emissions produced from SALC are generated from gas (heating) which presents a particular challenge. Currently the leisure centre produces 642 tonnes of CO2 p/a from gas boilers.
- 1.4 Work had already been taking place to develop a project that will provide solar energy to SALC. This project is included in the Council's capital programme.
- 1.5 In July 2020, officers commissioned a heating and thermal efficiency review of SALC which was completed in September 2020. The focus of the work was to consider how to reduce gas consumption through building fabric upgrades and review alternative/decarbonised heating solutions.
- 1.6 Whilst providing for a significant reduction in our net CO2 emissions the capital cost of the alternative heating solutions is much higher than traditional gas fuelled boilers.
- 1.7 In November 2020, officers submitted a £6.8M bid under the Public Sector Decarbonisation Scheme to install air source heat pumps (ASHP) at SALC as recommended by the earlier report, along with retrofit glazing upgrades to improve the thermal efficiency of the building. The bid also included a 3MW solar farm with battery on the adjacent disused landfill site to provide electricity to the leisure centre via a direct wire. Such a scheme would generate significant CO2 reductions.
- 1.8 The proposed ASHP system uses electricity rather than gas. An optimum solar array to supply the leisure centre and ASHPs would be around 3 megawatts (MW). This would allow the council to sell excess energy in the summer months to offset the cost of electricity drawn from the grid over winter, when the solar isn't producing as much electricity.
- 1.9 Due to grid constraints at Heysham, the grid provider (Electricity North West Limited) has informed officers that it will only permit installations of up to 999KVA (0.99MW) (at the inverters) and will limit the export back into the grid to 500KVA (0.5MW).
- 1.10 Due to grid restrictions and limited export, the preferred scheme was resized. This means that, with the addition of the ASHPs, approximately one third of Salt Ayre's total electricity requirements would be met by the solar array (or 70% of the ASHPs).

The rest will be drawn from the grid, predominantly during the winter months. Despite the solar array being smaller, the scheme will be futureproofed to facilitate an extension of up to the original 3MW once the grid has been upgraded. It is expected that this will be done by 2026.

- 1.11 The main driver for the project is to allow the Council to meet the challenge of the 2030 net zero target. The net reduction in scope 1 and 2 carbon emissions of this one project is estimated to be 12%, which represents a significant step towards that target.
- 1.12 On 9th February 2021 Cabinet provided delegated authority to S151 Officer and a Director to accept the funding, should an offer be forthcoming, subject to all necessary due diligence. A formal offer was made to the council on 11th February 2021. Because of the need to scale down the solar array, the capital amount required will be less. Officers will be resubmitting figures to Salix for the revised scheme, which is expected to be up to £6.1M.
- 1.13 Due diligence continues to be carried out on the project. The budgetary implications of the project are based on a comparison of its impact compared to previously stated departmental budget forecasts. The financial implications are set out in the report. Further work is taking place to integrate the overall costs and benefits of the scheme into Council reporting.
- 1.14 The project delivers substantial CO2 savings which, at this stage, have not had a benefits value assigned beyond their direct impact on energy costs. It is widely recognised that decarbonising heat is one of the most significant challenges in achieving carbon neutrality in the UK context, and this project makes a significant contribution to both shifting away from the direct use of fossil fuels (gas) and generating local, renewable energy.
- 1.15 Procurement of the solar farm has commenced and it is expected that all other associated elements related to the air source heat pumps, glazing and lighting will begin before the end of March 2021. Due to the value, a Key Decision has been submitted for each package of work.
- 1.16 Conditions attached to the funding require the project to be delivered by the end of September 2021. Officers need to work at pace and in an agile manner to deliver the scheme within the required timeframe.

1 Proposal Details

- 1.16 That Cabinet support the request to provide delegated authority to the Chief Executive to award the contracts following completion of a compliant procurement process.

6.0 Options and Options Analysis (including risk assessment)

Option 1: Provide Delegated Authority to CEX
Advantages:

<ul style="list-style-type: none"> Enables officers to continue working at pace and deliver the project within the required timeframes in line with the PSDS funding set out by the department for Business, Energy and Industrial Strategy (BEIS)
<p>Disadvantages:</p> <p>None</p>
<p>Risks:</p> <p>None – Procurement in line with the council’s procurement strategy.</p>
<p>Option 2: Reject Delegated Authority Request</p>
<p>Advantages:</p> <ul style="list-style-type: none"> None.
<p>Disadvantages:</p> <ul style="list-style-type: none"> Decision to award contract will require a cabinet decision. Cabinet has meetings scheduled on 13th April and 8th June 2021. The meetings do not align with the programme of work needed to achieve a delivery deadline of September 2021. This puts the overall scheme at some risk.
<p>Risks: As above</p>

4. Officer Preferred Option (and comments)

Option 1: Award of Contract – Delegated Decision to Chief Executive

That Cabinet support the request to provide delegated authority to the Chief Executive to award the associated contracts when a decision is ready to be made in order to support and enable officers to meet the required delivery deadline.

Lancaster City Council | Report Cover Sheet

Meeting	Cabinet	Date	23 March 2021
Title	Local Government Reform – consultation responses		
Report of	Chief Executive		
Purpose of the Report			
This report is to seek Cabinet’s endorsement of the proposed approach to the government’s consultation on Local Government Reorganisation and to ask Cabinet to recommend the approach to Council.			
Key Decision (Y/N)	Y	Date of Notice	Exempt (Y/N)

Report Summary

This report refers to the report to full Council entitled “Local Government Reform – consultation responses”, which outlines the proposed approach to responding to the government’s formal consultation following submission of proposals for unitary councils in Cumbria and for the Bay. Cabinet is asked to endorse the proposed approach and to recommend it to Council.

Recommendations

It is recommended that:

Cabinet notes the attached Council report and appendices and endorses and recommends to Council the proposed approach to the government’s consultation on Local Government Reorganisation

Relationship to Policy Framework

Council approved the proposal for a Bay unitary at its meeting on 8 December 2020. The government’s consultation is pursuant to submission of the proposals for a unitary council for the Bay and other proposals for Cumbria in December 2020.

Conclusion of Impact Assessment(s), where applicable

Climate	Wellbeing & Social Value
Digital	Health & Safety
Equality	Community Safety

There are no direct impacts as a result of this report, which is a consultation response.

Details of Consultation

The three councils undertook a considerable level of engagement and consultation in the short period of time that was available to develop the Bay unitary proposal and this highlighted strong public support for the bid. At this time, the Council is responding to a consultation process and is making all local stakeholders and residents aware and encouraging them to respond to the consultation through the appropriate channels.

Legal Implications

There are no direct legal implications as a result of this report, which is a consultation response.

Financial Implications

There are no direct financial implications as a result of this report, which is a consultation response.

Other Resource or Risk Implications	
There are no direct resource impacts as a result of this report, which is a consultation response. Risks are also limited but by not submitting a response to consultation on the proposals submitted, the Council would significantly reduce its influence in the reorganisation of local government.	
Section 151 Officer's Comments	
The s151 Officer has been consulted and has no additional comments	
Monitoring Officer's Comments	
The Monitoring Officer has been consulted and has no additional comments	
Contact Officer	Kieran Keane
Tel	01524 582501
Email	
Links to Background Papers	

1.0 Report

- 1.1 This report refers to the attached Council report and appendices that provide further information on the ongoing government consultation on Local Government Reorganisation.

2.0 Proposal

- 2.1 Cabinet is asked to note the contents of the Council report and to endorse and recommend to Council the proposed approach to the government's consultation

3.0 Options and Options Analysis (including risk assessment)

- 3.1 There is an option not to submit a response. The Council's full proposal indicates the benefits and opportunities which could be realised for residents and businesses by a Bay Unitary. By not submitting a response to consultation on the proposals submitted, the Council would significantly reduce its influence in the reorganisation of local government. This option is not recommended.

4.0 Officer Preferred Option (and comments)

- 4.1 The officer preferred option is to submit responses to the government's consultation, taking the opportunity to influence decisions on local government arrangements for the area. Responding to the consultation does not create any specific risks for the council and would reinforce the strength of the proposal for the Bay unitary. Not responding to the consultation creates the risk that the Council is not able to influence the outcome of proposals.

COUNCIL

**Local Government Reform – consultation responses
24 March 2021**

Report of Chief Executive

PURPOSE OF REPORT

This report is to provide information to Council on the government's Local Government Reorganisation consultation and to seek Council's approval of the principles that will form the basis of the council's responses.

This report is public.

RECOMMENDATIONS

It is recommended that Council:

- (1) Receive the update on the consultation process following submission of the Bay Unitary proposal;**
- (2) Endorse the approach of the Council to the consultation responses as outlined in the report and Appendix 1;**
- (3) Endorse the approach to submitting additional commentary on the Bay and North Cumbria proposal as outlined in Appendix 2;**
- (4) Authorise the Chief Executive, in consultation with the Leader to finalise the responses to the consultation for submission to the Ministry of Housing, Communities and Local Government by the 19 April 2021 deadline.**

1.0 Introduction

- 1.1 At their meetings on 8 December Cabinet and full Council approved the full proposal for a unitary council for the Bay area for submission to the Secretary of State for Housing, Communities and Local Government. The proposal was also agreed by Barrow and South Lakeland Councils and submitted by the required deadline of 9 December 2020.
- 1.2 Following submission and correspondence with the Ministry further work was undertaken to update the impact assessment on the subsequent effect on local police force and fire and rescue service areas.
- 1.3 The Government has now confirmed that it is consulting on our proposal and is seeking views on the locally led proposals that the Secretary of State has received following his invitation to councils in Cumbria, North Yorkshire and Somerset to submit proposals for local government reorganisation.

- 1.4 Government is consulting on each of the proposals for local Government Reorganisation in Cumbria
- The Bay and North Cumbria
 - Two unitary councils within the Cumbria county footprint–
 - Eden, Carlisle and Allerdale / Copeland Barrow and South Lakeland – as proposed by Carlisle and Eden Councils
and
 - Carlisle, Allerdale and Copeland / Barrow, South Lakeland and Eden - as proposed by Allerdale and Copeland Councils
 - Single unitary for Cumbria – as proposed by Cumbria County Council
- 1.5 The Council is also being consulted on proposals for local government reorganisation in North Yorkshire. The Chief Executive will consider any response to this in consultation with the Leader.
- 1.6 The consultation will run to midnight on the 19th April 2020, and is hosted on the Government's online platform Citizen Space. The Government is consulting with a range of stakeholders. The consultation is open to any person or organisation wishing to express a view on local government reorganisation.
- 1.7 The three councils are making all of our local stakeholders and communities aware and encouraging their participation in the consultation. We encourage Ward Councillors to promote the opportunity to their local residents and communities to respond to the consultation.
- 1.8 Appendix 1 describes the approach the Councils are proposing to take in responding to the consultation. It provides a series of points in respect of each proposal submitted by other Councils. Appendix 2 sets out points for inclusion in additional commentary to be provided on The Bay and North Cumbria proposal. Subject to endorsement by Council they will, together with use of information in the Council's full proposal, be used to develop a series of full responses, to be approved by the Chief Executive in consultation with the Leader for submission to Government.
- 1.9 For Council's information, the Secretary of State has made an Order to postpone local elections to the Principal Authorities in Cumbria. Lancashire County Council elections will proceed as planned.
- 2.0 Proposal Details**
- 2.1 Members are asked to consider the approach and appendices as the framework for the Council's responses to the consultations and to delegate to the Chief Executive in consultation with the Leader to finalise the Council's responses by 19 April 2021 deadline.
- 3.0 Details of Consultation**
- 3.1 The three councils undertook a considerable level of engagement and consultation in the short period of time that was available to develop the Bay unitary proposal and this highlighted strong public support for the bid. At this time, the Council is responding to a consultation process and is making all local stakeholders and residents aware and encouraging them to respond to the consultation through the appropriate channels.

4.0 Options and Options Analysis (including risk assessment)

4.1 There is an option not to submit a response. The Council's full proposal indicates the benefits and opportunities which could be realised for residents and businesses by a Bay Unitary. By not submitting a response to consultation on the proposals submitted, the Council would significantly reduce its influence in the reorganisation of local government. This option is not recommended.

5.0 Officer Preferred Option (and comments)

5.1 The officer preferred option is to submit responses to the government's consultation, taking the opportunity to influence decisions on local government arrangements for the area. Responding to the consultation does not create any specific risks for the council and would reinforce the strength of the proposal for the Bay unitary. Not responding to the consultation creates the risk that the Council is not able to influence the outcome of proposals.

6.0 Conclusion

6.1 Following the submission of the proposal for a unitary council for the Bay, the government has now opened up consultation on all four proposals for Cumbria, including the Bay proposal which includes Lancaster. This is an important opportunity for the Council to influence the future of local government in this area. Council is asked to agree the key principles included in Appendices 1 and 2 so that a response can be made by the deadline of the 19 April.

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

No direct implications arise as a result of this report, which is a consultation response.

LEGAL IMPLICATIONS

There are no legal issues to raise in respect of this report, which is a consultation response.

FINANCIAL IMPLICATIONS

There are no direct financial, resource or procurement implications in this report which is to consider a consultation response. Previous reports to Council on the Bay proposal have set out the implications as they are currently and further detailed work will be required if the proposal is supported at this stage.

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

No significant resource implications arise as a result of this report, which is a consultation response.

SECTION 151 OFFICER'S COMMENTS

The S151 Officer has been consulted and has no further comments.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and no further comments.

BACKGROUND PAPERS

Contact Officer: Kieran Keane
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Ref:

Appendix 1

Key points proposed to form the basis of the Council's responses to proposals submitted by other Councils in Cumbria.

Introduction – It is proposed that the points in the following tables, together with information in the Council's full proposal, be used as the basis to develop a series of full responses by the Chief Executive in consultation with the Leader for submission to Government by 19th April 2021.

Overall approach - It is recommended that the Council submit a separate consultation response to each of the **three proposals** submitted by other Councils for local government reorganisation in Cumbria. These responses will be produced to answer the **6 questions** in the Government's consultation.

The responses will also provide commentary on the proposals with regard to how far they meet the Government's 3 criteria.

1. Whether the proposal is likely to improve local government and service delivery across the area of the proposal, giving greater value for money, generating savings, providing stronger strategic and local leadership, and which are more sustainable structures;
2. Whether the proposal commands a good deal of local support as assessed in the round overall across the whole area of the proposal;
3. Whether the area of each unitary authority is a credible geography consisting of one or more existing local government areas with an aggregate population which is either within the range 300,000 to 600,000, or such other figure that, having regard to the circumstances of the authority, including local identity and geography, could be considered substantial.

Further, it is recommended that the Council submits additional commentary on **The Bay and North Cumbria** proposal based on the points identified in Appendix 2.

Appendix 1

Key points proposed to form the basis of the Council's responses to proposals submitted by other Councils in Cumbria.

Proposal: One Cumbria	
Cumbria County Council has submitted a single county unitary proposal to replace existing councils in Cumbria.	
Question	Commentary
1. Is the proposal likely to improve local government and service delivery across each area?	<p>Most benefits claimed are generic to unitary local government, and underplays the value of local services and the way services are organised today, in particular the NHS</p> <ul style="list-style-type: none"> • One Cumbria appears to follow the lead of the County Council Network who have consistently argued for bigger councils with community concerns addressed through local committees. • It overlooks the reality of public services today which increasingly require collaboration and co-operation between public agencies, the voluntary sector and communities. • By comparison, The Bay will be a more collaborative and progressive council that works with partners and communities to get things done working as one system. <p>Financial stability and savings resulting from the proposal are questionable if staffing cuts are not delivered</p> <ul style="list-style-type: none"> • The value and cost of change need to be effective and sustainable. • Primary focus on cutting expenditure through staff reduction and reducing procurement costs. • A "Reorganisation now, transformation later" approach with uncertainty whether transformation will follow or that savings will be reinvested in improving services. The scale of anticipated savings are questionable. <p>The implementation of the proposal will lead to significantly less local democratic representation and accountability with less than 100 councillors</p> <ul style="list-style-type: none"> • Any move to unitary local government will reduce the total number of councillors across the area and will mean each represents a council responsible for all council services. • Boundary commission guidance would need to be followed and in One Cumbria this means the number of councillors reduces to less than one hundred, which risks being unsustainable. The time and case load commitments for councillors will be challenging with significant travel distances to participate fully in democracy. • The Bay and North Cumbria would substantially resolve that problem and bring councillors closer to the people they represent.
2. If services will be delivered on a different geographic footprint to currently, or through some form of joint arrangements, is this likely to improve those services?	<p>The proposal presents a minimal degree of change in what would be done in localities as it is focused primarily on efficiency.</p> <ul style="list-style-type: none"> • Top down approach, based on what the new unitary would be prepared to devolve. • No compelling narrative of change. Risks prioritising creating one council over issues and priorities of communities. Change needs to be about more than the internal efficiency of a council. • A huge unitary representing very different areas that would need to rely on delivering differently in each area. Commitments to locality working recognise this need to be closer to the communities and responsive to elected members.

Appendix 1

Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

<p>Proposal: One Cumbria Cumbria County Council has submitted a single county unitary proposal to replace existing councils in Cumbria.</p>	
	<ul style="list-style-type: none"> Parishes would have significantly less influence than the districts do today. They would be one of over 200 trying to have a voice. This contrasts with the bottom up model of The Bay, which will change how things are done by working with people and partners together to make the changes they want to see.
<p>3. Is the proposal likely to impact local public services delivered by others, such as police, fire and rescue, and health services</p>	<p>Improving outcomes could follow reorganisation but is not a purpose for it. This could be considered an inward looking reorganisation which would delay rather than drive reform.</p> <ul style="list-style-type: none"> Housing and planning don’t operate in a single market stretching from Barrow to Carlisle. Transport and highways don’t stop at the boundaries of Cumbria today and wouldn’t stop at the boundaries of new unitaries in the future as claimed. Effective care and well-being involve an increasingly closer integration of council and local health services. NHS services are aligned on a North Cumbria and the North and a South Cumbria and Lancashire basis and wouldn’t align with the One Cumbria footprint. Skills and education need to relate to jobs and industries of the future and build on real functioning economic areas. We need to be looking at the global and national relationships. One Cumbria is lacking as it looks first to internal structures and securing control, rather than building relationships and partnerships. The current Fire and Rescue Authority and Service would remain, which may not realise improvements which could result from a move to a new arrangement for Fire and Rescue Authority and service.
<p>4. Do the unitary councils proposed by the councils represent a credible geography?</p>	<p>The unitary size by area and by population would make it one of the biggest in England, physically remote from those it serves</p> <ul style="list-style-type: none"> A single unitary model would make it the 5th largest council in England. A big council covering a massive area. The geography of the Cumbria region is dramatically different to other areas due to the physical impact of the Cumbrian mountains in the centre. Significant risk and challenge to optimise and deliver services effectively over such a geography. Proposal relies on local areas that are effectively the same as the current districts though without accountability. <p>The vital importance of economic geography is overlooked</p> <ul style="list-style-type: none"> There is no one functioning economic area for Cumbria. Connections to wider region and market areas are generally either north & north east or south facing. The Bay has focus around Morecambe Bay – 96% of people live and work in the area. North Cumbria the connections are over the wider Borderlands region with Carlisle at its heart. One Cumbria would continue to have to choose between these areas of focus for its strategic input and investment. <p>Cumbria is a challenging geography for local administration that was only created in 1974</p> <ul style="list-style-type: none"> Not a historic county but was created by the 1974 reorganisation. There were alternative proposals to create a council along the lines of the Bay at that time based on the comprehensive Redcliffe-Maude report in 1969.

Appendix 1

Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

<p>Proposal: One Cumbria Cumbria County Council has submitted a single county unitary proposal to replace existing councils in Cumbria.</p>	
	<ul style="list-style-type: none"> • Need to reflect how the area functions today. The NHS recognises this, any single Cumbria body would need to work with two health systems. • One Cumbria would continue the challenges of a current administrative model for local government for a geography that only works because it is a two tier area. • The Bay will maintain Cumbria as an identity (as it will Lancashire) as identity is about place, not councils.
<p>5. Do you have any other comments with regards to the proposed reorganisation?</p>	<p>The proposal only more recently presented the results of an opinion poll conducted by the County Council.</p> <ul style="list-style-type: none"> • This poll suggests 46% of the 1000 respondents supported the One Cumbria proposal, and quotes higher percentages in Copeland (53%) and Carlisle (54%). South Lakeland and Barrow percentages are not similarly provided. • The poll did not present alternative options to One Cumbria. • The Bay and North Cumbria deliver the same advantages of unitary local government – and has demonstrated significantly stronger public support , with 60% of opinion poll respondents supporting the Bay and 31% the proposal of Cumbria County Council. <p>Devolution would not be possible on the government preferred model of combined authorities</p> <ul style="list-style-type: none"> • Only one devolution deal exists to a single local authority, Cornwall. All others are to combinations of authorities. • The Investment Fund in the Cornwall model is around £240 a head. In combined authorities it is typically around £600-700. • A single county unitary will weakens future case for devolution to a combined authority. • Need to consider the best approach that works for the whole region. Choices made now will affect our ability to secure future resources for all parts of the region
<p>6. Do you support the proposal from the councils?</p>	<p>The proposal is not supported</p>

Appendix 1

Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

Proposal: East and West unitaries – Submitted by Allerdale and Copeland Councils Barrow, South Lakeland and Eden areas would form a new ‘East Cumbria’ unitary	
Question	Commentary
1. Is the proposal likely to improve local government and service delivery across each area?	<p>The unitary size and population is below the range set out in the statutory guidance</p> <ul style="list-style-type: none"> • Neither council would meet a population range of between 300,000 and 600,000. • The rationale for smaller population level but would need to be specifically justified. It raises questions of viability for the councils. • The Bay and North Cumbria provide all of the benefits of a two unitary. solution and are compliant with the population range of the Secretary of State’s guidance. • Smaller populations over large areas raises viability concerns. <p>Confused democratic representation and accountability</p> <ul style="list-style-type: none"> • As presented, the East/West (and North/South) case depends on an additional new strategic authority operating Cumbria wide • With a focus on strategic services, this additional authority works against the clarity brought by unitary authorities • The Bay and North Cumbria would be viable and of sufficient scale to deliver strategic services themselves. Both would be free to ensure they focused on the needs of their communities, whilst still free to collaborate where it makes sense to do so.
2. If services will be delivered on a different geographic footprint to currently, or through some form of joint arrangements, is this likely to improve those services?	<p>A district not unitary focus which may not realise an ambition for change</p> <ul style="list-style-type: none"> • Dependence on a strategic combined authority reflects district not unitary thinking. Creating this to deliver many services may risk limiting the ambition of the new unitaries. • No clear ambition for reform such as alignment with health or creating new growth. It focusses on reorganisation of local councils. • The Bay and North Cumbria proposal is an opportunity to both areas to have a more ambitious agenda for change, reflecting their distinct priorities and opportunities, better than we can deliver today.
3. Rks againstIs the proposal likely to impact local public services delivered by others, such as police, fire and rescue, and health services	<p>The proposal does not take the opportunity to substantially align council boundaries with those of NHS services</p> <ul style="list-style-type: none"> • Care and well-being involve closer integration of council and local health services. NHS services are aligned on a North Cumbria and the North and a South Cumbria and Lancashire basis. Each council would need to work with two health systems. <p>The proposal requires a new arrangement for a combined Fire and Rescue Authority.</p> <ul style="list-style-type: none"> • We agree that a sustainable model for the delivery of Fire and Rescue is achievable which serves two unitary councils.

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Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

<p>Proposal: East and West unitaries – Submitted by Allerdale and Copeland Councils Barrow, South Lakeland and Eden areas would form a new ‘East Cumbria’ unitary</p>	
<p>4. Do the unitary councils proposed by the councils represent a credible geography?</p>	<p>Questionable geographies which the councils involved could not agree</p> <ul style="list-style-type: none"> • The East and West unitary proposal does not reflect or take account of the strong economic geography and functioning economic area of The Bay and is likely to significantly undermine benefits that could be achieved building on Bay wide strengths. • The options considered have created geographies which do not reflect how places work in practice. East and West Cumbria unitaries do not appear to relate to communities in South Cumbria and do not reflect strong existing links with Lancaster. • Barrow and South Lakeland are existing strong partners, already grouped together for existing services delivered in Cumbria but also with Lancaster. The Joint Committee of Lancaster, Barrow and South Lakeland reflects our shared economic geography. • Extending collaboration to Eden is not as beneficial as building on the strong links between Lancaster and South Cumbria. Eden has greater economic, service and community connection to Carlisle and the North East. • East and West unitaries do not maximise the shared benefits around the Bay from the sea ports, offshore wind and gas. • The four Northern districts have not agreed a single preferred solution for their two unitary model. The Bay and North Cumbria would provide that solution and is more viable but was not considered by the four Northern district councils. <p>No clear narrative for East and West Unitaries</p> <ul style="list-style-type: none"> • The proposal claims unitaries built around communities in the East and West are the best way, whilst the proposal for a North and South unitary model claims it is the best way. A compelling narrative is not provided although support for a two unitary approach is clear. • The Bay has a clear rationale for why it should be created that works on multiple levels. It also works for North Cumbria. <p>The economic case looks inwards not outward to the wider economy</p> <ul style="list-style-type: none"> • Our economic future of this area depends on connections to the wider economy and our growth potential. • Our links to the south and Lancaster are reflected in the Morecambe Bay economy and our growth and prosperity plans. Links to the North have been recognised through the Borderlands deal covering the wider north of England and south of Scotland. Links West have long been recognised as an energy coast built around the area’s energy specialisms. • Our economy depends on valuing these connections and looking outward to the wider north and regional potential. • The Bay and North Cumbria will enable us to play to our respective strengths, and to collaborate together and with others for regional success
<p>5. Do you have any other comments with regards to the</p>	<p>Evidence of local support is limited to the principle for two unitaries</p> <ul style="list-style-type: none"> • The evidence of support – mainly from rural communities – reinforces the support for the principle not the specific proposals of these councils.

Appendix 1

Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

Proposal: East and West unitaries – Submitted by Allerdale and Copeland Councils Barrow, South Lakeland and Eden areas would form a new ‘East Cumbria’ unitary	
<p>proposed reorganisation?</p>	<p>Within the survey as part of this evidence, there were only seven responses from people in Barrow, which cannot be considered representative.</p> <ul style="list-style-type: none"> Local support needs to be evidenced for organising on an East / West basis compared to other choices. The Bay proposals showed strong support for our specific proposals around creating a council supporting an area where 96% of people live and work. <p>Proposals defer to Government to decide what is best for their communities</p> <ul style="list-style-type: none"> The proposal does not make a clear claim to the ideal option and is willing to let the government consultation determine the outcome. By presenting this proposal, together with the North/South proposal, the options are identical apart from the alignment of districts, these proposals have withdrawn from making a clear proposal for change. <p>Devolution potential will not be enhanced by a combined authority which is focused on supporting existing functions</p> <ul style="list-style-type: none"> A Combined Authority focused on the delivery of strategic services within an existing Cumbria county footprint is unlikely to strengthen influence at a national level. The success of Combined Authorities, and the Government’s preferred approach, have been bringing together authorities to operate across strategic agendas that go beyond the existing authorities’ boundaries. Only Cornwall has a single authority devolution deal. Their investment fund is around £250 a head compared to £600-700 a head elsewhere. Relying on a Mayoral Combined Authority to make reorganisation models work will reduce our potential for devolution and correspondingly, the potential of future generations.
<p>6. Do you support the proposal from the councils?</p>	<p>The proposal is not supported</p>

Proposal: North and South unitaries Carlisle and Eden Councils have submitted this proposal for two unitaries within Cumbria aligned North and South. Under this proposal the Barrow, South Lakeland and Copeland areas would form a ‘South Cumbria’ unitary	
Point	Commentary
<p>1. Is the proposal likely to improve local government and service delivery across each area?</p>	<p>The unitary size and population is below the range set out in the statutory guidance</p> <ul style="list-style-type: none"> Neither council would meet a population range of between 300,000 and 600,000. The rationale for a smaller population level but would need to be specifically justified. It raises questions of viability for the councils.

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Key points proposed to form the basis of the Council’s responses to proposals submitted by other Councils in Cumbria.

<p>Proposal: North and South unitaries Carlisle and Eden Councils have submitted this proposal for two unitaries within Cumbria aligned North and South. Under this proposal the Barrow, South Lakeland and Copeland areas would form a ‘South Cumbria’ unitary</p>	
	<ul style="list-style-type: none"> • The Bay and North Cumbria provide all of the benefits of a two unitary solution and are compliant with the tests of the Secretary of State’s guidance. • Smaller populations over large areas raises viability concerns. <p>Confused democratic representation and accountability</p> <ul style="list-style-type: none"> • As presented, the North/South (and East/West) case depends on an additional new strategic authority operating Cumbria wide. • With a focus on strategic services this additional authority works against the clarity brought by unitary authorities. • The Bay and North Cumbria would be viable and of sufficient scale to deliver strategic services themselves. Both would be free to ensure they focused on the needs of their communities, whilst still free to collaborate where it makes sense to do so.
<p>2. If services will be delivered on a different geographic footprint to currently, or through some form of joint arrangements, is this likely to improve those services?</p>	<p>A district not unitary focus with limited ambition for change</p> <ul style="list-style-type: none"> • Dependence on a strategic combined authority reflects district not unitary thinking. Creating this to deliver many services risks limiting the ambition of the new unitaries. • No clear ambition for reform such as alignment with health or creating new growth. It focusses on reorganisation of local councils. • The Bay and North Cumbria is an opportunity to both areas to have a more ambitious agenda for change, reflecting their distinct priorities and opportunities, better than we can deliver today. • In the Bay, the thinking is like a unitary – we propose to co-create with our partners and communities new approaches that are better than we can deliver today as part of district and county structures.
<p>3. Is the proposal likely to impact local public services delivered by others, such as police, fire and rescue, and health services</p>	<p>The proposal does not take the opportunity to substantially align council boundaries with those of NHS services</p> <ul style="list-style-type: none"> • Care and well-being involve closer integration of council and local health services. NHS services are aligned on a North Cumbria and the North and a South Cumbria and Lancashire basis. Each council would need to work with two health systems. <p>The proposal requires a new arrangement for a combined Fire and Rescue Authority.</p> <ul style="list-style-type: none"> • A sustainable model for the delivery of Fire and Rescue is achievable which serves two unitary councils.
<p>4. Do the unitary councils proposed by the councils represent a credible geography?</p>	<p>Questionable geographies which the councils involved could not agree</p> <ul style="list-style-type: none"> • The North and South unitary proposal does not reflect or take account of strong economic geography and functioning economic areas including The Bay and is likely to preclude the significant benefits that could be achieved by building on Bay wide strengths. • The options considered have created geographies which do not reflect how places work in practice or historic identity. Copeland has intrinsic

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	<p>economic, service and community connection to Allerdale, Carlisle and the North East. South Cumbria has strong existing links with Lancaster.</p> <ul style="list-style-type: none"> • Road transportation links from South Cumbria to Copeland are challenging and involve lengthy (distance and time) journeys through what would be North Cumbria. • The Joint Committee of Lancaster, Barrow and South Lakeland reflects our shared economic geography. • A North /South unitary does not maximise the shared benefits around the Bay from the sea ports, offshore wind and gas. • It is noted that the four districts could not agree a single preferred solution for their two unitary model. The Bay and North Cumbria would provide that solution and is more viable but was not considered by the four district councils. <p>The economic case looks inwards not outward to the wider economy</p> <ul style="list-style-type: none"> • Our economic future of this area depends on connections to the wider economy and our growth potential. • Our links to the south and Lancaster are reflected in the Morecambe Bay economy and our growth and prosperity plans. Links to the North have been recognised through the Borderlands deal covering the wider north of England and south of Scotland. Links West have long been recognised as an energy coast built around the area’s energy specialisms. • Our economy depends on valuing these connections and looking outward to the wider north and regional potential. • The Bay and North Cumbria will enable us to play to our respective strengths, and to collaborate together and with others for regional success. <p>No clear narrative for North and South Unitaries</p> <ul style="list-style-type: none"> • The proposal claims unitaries built around communities in the North and South are the best way, whilst the proposal for an East and West unitary model claims it is the best way. A compelling narrative is not provided although support for a two unitary approach is clear. • The Bay has a clear rationale for why it should be created that works on multiple levels. It also works for North Cumbria.
<p>5. Do you have any other comments with regards to the proposed reorganisation?</p>	<p>Evidence of local support is limited to the principle for two unitaries</p> <ul style="list-style-type: none"> • The evidence of support – mainly from rural communities – reinforces the support for the principle not the specific proposals of these councils. Within the survey as part of this evidence, there were only seven responses from people in Barrow, which cannot be considered representative. • Local support needs to be evidenced for organising on an East / West basis compared to other choices. • The Bay proposals showed strong support for our specific proposals around creating a council supporting an area where 96% of people live and work.

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<p>Proposal: North and South unitaries Carlisle and Eden Councils have submitted this proposal for two unitaries within Cumbria aligned North and South. Under this proposal the Barrow, South Lakeland and Copeland areas would form a ‘South Cumbria’ unitary</p>	
	<p>Proposals defer to Government to decide what is best for their communities</p> <ul style="list-style-type: none"> • The proposal does not make a clear claim to the ideal option and is willing to let the government consultation determine the outcome. • By presenting this proposal, together with the North/South proposal, the options are identical apart from the alignment of districts, these proposals have withdrawn from making a clear proposal for change. <p>Devolution potential will not be enhanced by a combined authority which is focused on supporting existing functions</p> <ul style="list-style-type: none"> • A Combined Authority focused on the delivery of existing county services within an existing county footprint is unlikely to strengthen our influence at a national level. • The success of Combined Authorities, and the Government’s preferred approach, have been bringing together authorities to operate across strategic agendas that go beyond the existing authorities’ boundaries. • Only Cornwall has a single authority devolution deal. Their investment fund is around £250 a head compared to £600-700 a head elsewhere. • Relying on a Combined Authority to make reorganisation models work will reduce our potential for devolution and correspondingly, the potential of future generations.
<p>6. Do you support the proposal from the councils?</p>	<p>This proposal is not supported</p>

Appendix 2

Key points proposed to form the basis of additional commentary to be submitted on the Bay and North Cumbria proposal.

Introduction

It is proposed that the following points will be used to form the basis of additional commentary to be submitted on the Bay and North Cumbria proposal

The Bay and North Cumbria unitaries –

The Bay = the areas of Barrow, South Lakeland and Lancaster, **North Cumbria** = the areas of Copeland, Allerdale, Carlisle and Eden

North Cumbria is a working title to describe the area covered by Allerdale, Carlisle, Copeland and Eden districts.

Points with regard to North Cumbria

- 1. North Cumbria and the Bay would be two unitaries above 300,000 population.**
These significant and sizeable local councils would be viable in scale, sustainable for the future and able to attract quality staff to focus on their priorities.
- 2. North Cumbria and the Bay would reflect how natural geography influences services.**
Greater coherence than other proposals around credible areas, natural communities and local places
- 3. North Cumbria and the Bay could deepen integration with respective local NHS Integrated Care Systems.**
Alignment of councils and health is a vital alignment between public services at the local level with potential to deliver significant additional outcomes.
- 4. North Cumbria could excel in low density large distance service delivery.**
A diversity of service delivery models would be possible in the two unitaries without forcing a less effective single solution for different contexts of the north and south
- 5. North Cumbria and the North East have potential to connect as energy coasts.**
The North East, Tees Valley, Lancashire and Cumbria have shared strengths in advanced manufacturing businesses and energy generation facilities
- 6. North Cumbria and the Bay have distinct economic geographies.**
The Local Industrial Strategy for Cumbria recognises there are major differences in the economic and social challenges across different parts of Cumbria recognising the North and South.
- 7. North Cumbria would strengthen the potential of the Borderlands**
North Cumbria would provide a clear focus on the investment for that region, and accelerate the regions economic development, jobs and future investment opportunities
- 8. North Cumbria, the Bay and future unitaries in Lancashire could build a powerful combined authority.**
Working together the Bay, North Cumbria and potential future arrangements in Lancashire can make a powerful case for the right arrangements across the North West to accelerate the 'levelling-up' agenda and a devolution geography for the North of England.
- 9. North Cumbria and the Bay is a two unitary solution that delivers on the aims of the northern districts.**
North Cumbria and the Bay provides strong, viable authorities that can realise the benefits sought by the northern four districts in their proposals.
- 10. North Cumbria and The Bay have the potential for strengthening representation at every level**
The unitaries would bring local councils closer to the people and communities they represent with greater clarity and accountability for who is responsible for what services.

Appendix 2

Key points proposed to form the basis of additional commentary to be submitted on the Bay and North Cumbria proposal.

The Bay and North Cumbria unitaries –

The Bay = the areas of Barrow, South Lakeland and Lancaster, **North Cumbria** = the areas of Copeland, Allerdale, Carlisle and Eden

Points with regard to Lancashire

- 11. Creating the Bay still leaves 1.36m people within Lancashire- enough for three or four unitaries above the 300,000 population threshold.**
Including Lancaster in the Bay still enables the remainder of Lancashire to create sensible sized unitaries in the future, should they so desire
- 12. The Bay reflects a credible geography without stopping different solutions elsewhere.**
The position of Lancaster to the north of Lancashire means that its inclusion in the Bay would not impact alternative arrangements for the remainder of the Lancashire region
- 13. The Bay could accelerate integration with the existing local NHS Integrated Care System of Lancashire and South Cumbria.**
Integration and alignment between councils and the health service is a long held policy goal and widely shown to be fundamental to better care outcomes. Focussed on a local community approach
- 14. Lancashire continues as a ceremonial county.**
The creation of the Bay and changes to the local government boundary are not changes to the ceremonial county. Boundaries used for sporting, social and community events, leagues and festivals etc will continue to transcend the arrangements of local government.
- 15. The Bay is a crucial junction in strategic corridors north to south and east to west.**
The Bay acts a junction for both the southern link of the 'Energy Coast' corridor and the West Coast-Sheffield corridor
- 16. North Cumbria, the Bay and future unitaries in Lancashire could build a powerful combined authority.**
Working together the Bay, North Cumbria and potential future arrangements in Lancashire can make a powerful case for the right arrangements across the North West to accelerate the 'levelling-up' agenda and a devolution geography for the North of England
- 17. The Bay unitary could unlock change in Lancashire.**
Establishing the Bay could help trigger a further opportunity to put in place unitary arrangements across Lancashire
- 18. In their Proposition for Local Government Reorganisation, Lancashire County Council recognise current arrangements need to change.**
They want to facilitate joint working and stronger partnerships, including co-terminosity with health. This is what the Bay would achieve

Lancaster City Council | Report Cover Sheet

Meeting	Cabinet	Date	23 rd March 2021		
Title	Mainway: Future Vision				
Report of	Director for Communities and the Environment				
Purpose of Report					
To update on the Mainway estate project and authorise the next stages.					
Key Decision (Y/N)	Y	Date of Notice	25 th February 2021	Exempt (Y/N)	N

Report Summary

The Mainway project represents a once in a generation opportunity to shape the development of our District in way that fully involves our community.

The significance of this project is the contribution that it potentially makes to the delivery of the Council's priorities.

This particular report updates Cabinet on progress made on the Mainway Project, highlights some key issues and opportunities, and seeks agreement to allow use of reserves from the Housing Revenue Account to provide fully formed investment options for the Council to consider.

Mainway is a social housing estate comprising 257 properties which, except for a small number of right-to-buy properties (19), is almost wholly in Council ownership.

The estate was built in the 1960s. The expected lifespan of the buildings has been met and structural surveys show that the buildings either require significant refurbishment or rebuilding. The cost of rebuilding is estimated at £37M which will provide at least an 80–100-year life expectancy. The cost of refurbishment is estimated to be £23.5M which will provide an extra 25–30-year life.

Much detailed work planning has already taken place and can be found within the appendices of the report. However, in order to seek an investment decision from the Council, further information is needed to provide the necessary financial assessments and due diligence for a project of this scale.

To get to this point, the project now requires further work including- commissioning detailed site investigations, appraising different options for redevelopment, bringing forward a tenant management plan and establishing a detailed business plan (including financing the redevelopment of the site and project plan for delivering it). This business plan will enable the Council to understand its options, their implications for the Council's budget and agree any onward capital, borrowing and revenue implications.

An extensive consultation exercise has taken place to seek Tenant views through a range of events and other activities, with a clear picture emerging of a desire to retain a cohesive community at the Mainway location, to continue social housing at the location to achieve that, and therefore to support a significant renewal of the housing stock. 70% of the Tenants were in favour of change.

It is recognised that in order to provide certainty to residents, ensure that Council has needed information on which to base such a significant investment decision and maintain

the safety of the existing building considerable capacity will be required to maintain the momentum of this project.

Recommendations of Councillor Caroline Jackson

- (1) That Cabinet recognises the importance of this project and its contribution to Council priorities.
- (2) That Cabinet recognises that without significant investment within the next 2-5 years residents will be required to leave their homes on the Mainway site.
- (3) That Cabinet agrees to the use of up to £300,000 from the HRA Business Support Reserve as set out in Section 11 of the report, in order to allow the next phase of the Mainway Project to proceed:
 - o in developing a strategic vision for the site involving all key stakeholders,
 - o commissioning site design works and concept designs,
 - o developing the detailed Project and Business Plans through employing dedicated Project Manager resource, and
 - o to develop and deliver the Tenant Management Plan.

Details of which will be presented to Cabinet in September 2021 which will detail the further calls on reserves and any borrowing requirements.
- (4) Cabinet provides authority for officers to engage with tenants, residents and other stakeholders in order to undertake a comprehensive data collection exercise to inform the design approach and dwelling mix of a proposed scheme as well as the Tenant Management Plan.
- (5) Cabinet authorises officers to cease the re-letting of void council properties in the first proposed phase (Bridge House, Captains Row, Derby House, Lune House and Park House).

Relationship to Policy Framework

Council Priorities:

- A Sustainable District –Climate Emergency: The design and masterplanning will seek to ensure that the properties are resilient to a changing climate and are fit for a zero-carbon future.
- An Inclusive and Prosperous Local Economy – through the creation of jobs and training and opportunities for local companies. The reduction of blight at a key location, and provision of affordable, suitable housing which enables access to employment and reduces poverty. Ensuring money is spent locally.
- Happy and Healthy Communities – proposals contribute to the well-being of tenants, tackle health inequalities and provide quality housing and green space.
- A Co-operative, Kind and Responsible Council – working in partnership and truly listening to tenant voices through consultation has supported the future designs of the estate.

Local Plan - Contributes towards the provision of housing to meet a locally identified need and opportunities to increase the choice and supply of social housing.

Housing Strategy – will link directly to the-Homes Strategy for Lancaster district 2020-2025.

Conclusion of Impact Assessment(s) where applicable

Climate

Wellbeing & Social Value

Digital	Health & Safety
Equality	Community Safety
<p>The proposals set out in the report will have positive impacts particularly on climate change, equality, wellbeing/social value. Potential impacts on tenants and residents who may be elderly and/or vulnerable and/or have disabilities are an important consideration. This will be carefully managed through a full range of support, decanting and/or rehousing options, however it is important to note that their existing housing context is unlikely to be appropriate to support their wellbeing.</p>	
<p>Details of Consultation</p>	
<p>Officers of the Council were consulted to establish an initial project brief and project objectives and all relevant services were invited to attend the 'Welcome to Mainway' event held on 5th November 2019 to pool and align ideas and ambitions.</p> <p>In the July Cabinet report – 'Developing a Home's Strategy for Lancaster District', Cabinet authorised the opening of consultation with tenants, residents, councillors and stakeholders which is being conducted by Beyond Imagination – Lancaster University in partnership with Lancaster City Council.</p> <p>The consultation process is on-going. A preliminary summary is included with this report at Appendix 1.</p> <p>Additionally, local services including Police, Health, Fire and Rescue have also been consulted with on-going conversations planned as the programme of work continues.</p>	
<p>Legal Implications</p>	
<p>Under section 105 of the Housing Act 1985, the Council has a legal obligation to consult its secure tenants on matters of housing management such as changes to the management, maintenance, improvement or demolition of dwelling-houses let by the Council under secure tenancies or changes in the provision or services or amenities in relation to such dwelling-houses. The Council should consider the outcomes of such consultation prior to making any decisions that relate to such housing management matters.</p> <p>There are several legal implications stemming from each option in this report.</p> <p>If the Council were to demolish and redevelop the land, they would need to take steps to move current tenants – making suitable alternative accommodation available. Whilst every effort should be made to move sitting tenants by agreement, it may be necessary to seek possession via the Court, using the procedures set out in the Housing Act 1985. The Council would also have to make home loss payment to tenants/occupiers that are permanently displaced from their home. They would also need to consider disturbance payment to tenants. Consideration would also have to be given to the exercise of their discretion in relation to home loss and disturbance payment under the Land Compensation Act 1973.</p> <p>In respect of acquiring properties from homeowners the Council will need to consider its compulsory purchase powers and will need to be provided with specialist legal advice in relation to this.</p> <p>If the Council decided to refurbish the buildings, they would need to consider whether the work can be done with tenants remaining in the properties or whether they would need to be decanted. If decanted, they would need to consider the home loss and disturbance provisions of the Land Compensation Act 1973.</p>	

If the Council decided to demolish and sell the land, they would need to meet the requirements of the Housing Act 1985 and the s123 Local Government Act 1972 obligations. This may include the need for consent from the Secretary of State which may be given subject to conditions.

With regards to the option of demolishing the housing units and not replacing the same, the Council cannot simply displace its tenants by seeking to redevelop part of its housing stock. It would need to find suitable alternative housing for its tenants. This cannot be done unless it can offer existing tenants suitable housing from its own stock or from another suitable local housing provider. In particular, it should be noted that if the Council could not reach agreement with a tenant then it would need to seek a possession order via the Court on a ground under schedule 2 of the Housing Act 1985. A court may only order possession on demolition and redevelopment grounds if suitable alternative accommodation is available. Suitable alternative accommodation, amongst other things, includes accommodation to be let under a specified tenancy (affording a tenant suitable protection) and in the opinion of the court, needs to be reasonably suitable to the needs of the tenant and their family.

The Council would also need a compelling case to acquire properties from homeowners for the purpose of demolish under its CPO powers. Advice from specialist solicitors would be needed on this point and upon the process of obtaining a CPO.

The Council would also need to issue Initial and Final Demolition Notices on the secure tenants of any dwellings (or buildings containing dwellings) that would be demolished as part of the works using the process set out in the Housing Act 1985. This would have the effect of suspending the legal requirement of the Council to complete Right to Buy applications for as long as the notices remain in force (in terms of Initial Notices) and if Final Notices are issued any Right to Buy applications in progress would lapse and no further application can be made whilst a Final Demolition Notice is in force.

The Council's legal services would need to advise and assist in relation to any contract for demolition and redevelopment. Advice and assistance will also be needed in respect of any propose use of CPO powers (from specialist solicitors) and any on proposal for sale of land at the site. Legal advice and assistance would also be needed in connection with any proposed legal proceeding concerned with seeking possession of any land or dwelling.

Financial Implications

As reported during the 2021/22 Budget Setting process, it was anticipated that the Mainway project would necessitate a draw on the HRA's Business Support Reserve to fund project related costs during 2021/22, cost which were not included within the presented budget.

As a result of the budget setting process, the balance on the Business Support Reserve is expected to be £7.757M as of 31 March 2021. Allowing for approved use, including property conversions which are expected to utilise £640K over the next four financial years, £7.076M is available to be called upon. The £300K requested within this report will reduce this availability to £6.776M.

Other Resource or Risk Implications

The most significant risks which are detailed in the report can be summarised as: -

- Delaying decision making- the buildings have a limited lifespan. Residents also need certainty as to the future.
- The impact of the Right-to-Buy Scheme of any future scheme – although some protection is currently afforded in the short-medium term through cost floor allowances as part of redevelopment options.
- The cost of the proposed scheme relying on the use of existing HRA reserves and predicted borrowing within the HRA which could directly impact on the delivery of other priorities identified in the Homes Strategy i.e., a purpose-built extra care facility and the regeneration options for Ridge Square and the wider financial security of the council.
- Not realising the strategic potential of this project. It is much more than a housing project.

Section 151 Officer's Comments

As the project currently sits outside of the Budget and Policy Framework in accordance with the Council's constitution the decisions regarding inclusion into the capital programme and associated financing rests with Full Council.

At this stage to ensure Cabinet can make an informed decision each of the proposed options contained within the report will require detailed financial modelling, based on the outcomes of further consultation and master-planning, with careful consideration of a number of key assumptions and estimates including life expectancy of the building components, sources of funding, achievable operational savings, borrowing requirements and the acceptable impact on the level of HRA reserves. In line with regulatory requirements any associated prudential borrowing must be considered Prudent, Sustainable and Affordable across the entire Council and not in isolation. As noted above it is Council's responsibility to approve borrowing levels, associated debt financing and the impact on the Councils budgets.

These issues will be addressed at the next stage of the process, with any further financial implications being reported to Cabinet as appropriate.

Monitoring Officer's Comments

The Monitoring Officer has been consulted and has no comments at this stage.

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Links to Background Papers

Developing a Home's Strategy for Lancaster district – report to Cabinet July 2020.
The Homes Strategy for Lancaster District 2020-2025 – report to Cabinet October 2020.

1.0 Introduction

1.1 This report outlines progress in planning the biggest Housing project (and Capital project) ever undertaken by Lancaster City Council. It also seeks Cabinet's agreement to utilising reserves held in the Housing Revenue Account to progress the project to the point that Council can make such a significant investment decision.

1.2 It is however, much more than a 'Housing Project'. It is a once in a generation opportunity to shape the development of our District in a way that fully involves our community.

1.3 The significance of this project, is the contribution that it potentially makes to the delivery of the Council's priorities. Including: -

- Net zero carbon by 2030.
- Using our land, property, finance and procurement to benefit local communities.
- Supporting wellbeing and ensuring local communities are engaged, involved and connected.
- Addressing health and income inequality, food and fuel poverty, mental health needs, and loneliness.
- Focus on early intervention approaches and involving our communities in service design and delivery.
- (Re)developing housing to ensure people of all incomes are comfortable, warm and able to maintain their independence.
- Providing value for money and ensuring that we are financially resilient and sustainable.
- Focused on serving our residents, local organisations and district.
- Local job creation and significant spend locally within the District.

2.0 Background

2.1 The Mainway estate is a 1960s built estate in the Skerton area of Lancaster, comprising of 257 individual properties. The life expectancy of the buildings was planned for 25-30 years. Structural improvement works were undertaken in 1990. The point has now been reached where significant investment is required. Advice from structural surveyors Malone Associates is that the buildings need to be either refurbished or rebuilt in the next 2-5yrs.

2.2 The outside space also needs to be redesigned and improved to achieve the best outcomes for its community and the area as a whole.

2.3 Much work has already been undertaken to understand current issues and start to develop a vision for living in the area by engaging with the local community.

2.4 The expected lifespan of the buildings does mean that time is limited. Therefore, further resources are immediately required to -

- Develop the overall vision for the project.
- Provide certainty to residents.
- Ensure that Council has needed information on which to base such a significant investment decision.
- Maintain the safety of the existing building.

2.5 This report seeks authorisation to develop the vision and take forward the detailed masterplanning, project, engagement and business planning work to ensure that Mainway

remains a sustainable housing community and provides a high standard of living for our residents.

3.0 Technical Background

3.1 Mainway was built in 1960, using Wimpey 'no-fines' concrete, the system-built design is now notorious for poor build quality and with low insulation values. Additionally:

- The underlying concrete structures are approaching end of design life.
- The Structherm cladding, added in 1990, is at end of its useful life.

3.2 Without intervention, to ensure the safety of residents, the properties would need to be vacated in the next 2 - 5 years.

4.0 Current Housing Provision

4.1 The location of the Mainway estate is, situated on the west-side of the River Lune to the north and south of Skerton Bridge, being close to the city centre and with decent transport links nearby. The estate currently consists of:

- Two x 11 storey tower blocks: Bridge / Skerton House
- One x 9 storey tower block: Park House¹
- Fifteen x 3 and 4 storey apartment blocks of five different types:
 - Derby / Lune House: Four storey maisonettes each over two floors
 - Captains Row: Three storey flats above shops
 - Church / Kiln / Miller / Stewart House: Four storey maisonettes each over two floors
 - Acre / Greenwater / Shards House: Four storey maisonettes each over two floors
 - Ellershaw / Greg / Fleming / Frankland / Rigg House: three storey flats
- The estate consists of 54 two-bedroom maisonettes, 159 two-bedroom apartments and 44 one-bedroom apartments.

4.2 The current housing provision (flats and maisonettes) does not meet the requirements of a broad range of tenants as detailed below:

- Lack of choice to meet a wide range of need and household sizes— particularly one-bedroom flats which is the prevailing requirement of those on the Housing Register and taking account of the current provision of social housing in the district and the existing under-supply of one-bedroom properties borne out in the Homes Strategy.
- Poor aesthetics.
- Lack of suitable outdoor space.
- Poorly configured e.g., difficult for families with young children to navigate from road to door in the maisonettes.
- The properties are thermally inefficient and relatively expensive for tenants to heat and run.
- The outdated design of the buildings and estates does not contribute to the safety of residents.

¹ The three high-rise blocks comprise local lettings policies meaning that all household members must be over the age of 45 for Bridge and Skerton House, whilst at Park House all households members must be over the age of 50 years of age.

- The Mainway Estate is in the bottom 25% quartile of the Council's worst performing buildings for energy efficiency.

5.0 Proposal

5.1 From the work undertaken so far it is clear this project provides an opportunity to work with the community to develop a vision for the Mainway area that contributes significantly towards the priorities agreed by the Council and outlined at the outset of this report.

5.2 Work has been undertaken to start to develop the vision (see 6.2 below) with further work required to set out clearly what the possibilities are.

5.3 In order to deliver this vision a view on the different options for the buildings in the area is required.

There are essentially 4 options: -

- A) Refurbish the existing buildings to extend their life by approximately 25-30 years. The cost of this option is estimated to be £23.5M. This option would still require tenants to be relocated whilst works were undertaken. The end product would still not meet the Council's standards for housing energy efficiency, health, safety and security. It would essentially be a short-term repair, with little prospect of recovering the investment from rent returns before a further development or repair project would be required.
- B) Demolish and rebuild the estate. The cost of this option is estimated to be £37M (keeping a similar number of properties within the Council's portfolio). It is envisaged that the estate will mainly be built for social housing however further detailed analysis in terms of a mixed tenure scheme including opportunities for market and affordable rent, as well as other options and delivery through More Homes for the Bay (yet to be incorporated) will need to be considered. Additional properties could be considered however, to keep the integrity of the proposed new estate and ensure planning approval, this will be difficult.
- C) Demolish the estate, sell the land and seek to rebuild elsewhere. This is the least worked up option. On the basis that a) there will be considerable demolition costs that will offset the value of the land b) the Council does not have alternative land to build equivalent properties and c) uprooting an established community and moving people elsewhere creates considerable conflicts with the Council's intended outcomes for the District and its residents.
- D) Demolish the estate, sell the land and don't rebuild lost properties elsewhere. Along with option C this option has not been worked up in any detail. Properties would all need to be vacated within 5yrs- this would create a local housing crisis and creates a significant conflict with the Council's intended outcome for the District and its residents. There would be considerable risk to the future of the HRA through lost rental income.

5.4 Based on the work undertaken to date options A and B are the only options that are able to contribute to the Council's priorities. Option B is the one that provides the outcomes that best support the Council's priorities.

5.5 The point has now been reached where in order to seek an investment decision from the Council, detailed proposals need to be brought forward that can be financially assessed and considered within the overall context of the Council's budget and priorities.

5.6 To progress the project it is proposed that reserves from the Housing Revenue Account are used to undertake several key activities to progress the Mainway project. They are:

- Work with Elected Members, residents and partners and develop the overall vision for the project so that it is delivered in a way that best contributes to the Council's priorities.
- Commissioning the next phase of Master-planning and design works for option B. Producing a detailed Business Plan which enables the Council to proceed in resolving the challenges at the site in a way which presents best value for the Council in achieving its priorities.
- Developing and delivering a Tenant Management Plan to support the detailed engagement and planning work that will be required to support our residents through a period where they will need to be rehoused on an interim basis.
- Establishment of a project management team, including external experts.

Each of these are addressed in the following sections.

5.7 This work will result in a series of regular updates to Cabinet and stakeholders on progress and will seek to agree and bring forward the Business Plan and relevant financing details for the Project to September Cabinet.

5.8 It is also proposed that Cabinet endorse the cessation of lettings on the estimated Phase 1 of the proposed development (Bridge House, Captains Row, Derby House, Lune House and Park House) due to costs which may be incurred to the Project (as outlined within the Legal Implications) which outweigh risks around potential rent loss within this next six months.

6.0 Project Vision

6.1 Work will continue to take place with Elected Members, residents and partners to agree the overall vision for the project and how it will best deliver the Council's priorities.

6.2 The Table below outlines key goals already identified:

Digital inclusion: Proposals include community wifi, smart home technology and young person's hub.
Social value: Project methodology will ensure that Lancaster City Council meets all obligations under the Social Value Act 2012 and achieve our ambitions as set out in our Procurement Strategy July 2020.
Inclusion and diversity: The new vision for housing provision on Mainway is one of inclusion, diversity and choice, to create a housing offer that supports the needs and requirements for the broad range of households and age groups, presenting for housing, which are the components of a sustainable and balanced community.
New community centre: Proposals include a new community centre for the benefits of tenants and residents. Interest has been expressed by tenants, Councillors and other stakeholders in a multi-use tenant community centre to support a variety of activities, coffee mornings, sales, age groups and parent and child groups.
Sustainability: The Council has declared a climate emergency and being Carbon Zero by 2030. Mainway will make a significant contribution to achieving this target. The project goals are to create the most thermally efficient and environmentally sustainable buildings possible. We aim to go further to Passivhaus standards and as close to carbon neutral as possible using renewable technologies, for example a district heating scheme using a common ground source heat pump installation and set standard for sustainable housing in the district. Modern Methods of Construction are also being explored which will support this goal.
Riverside public spaces and ecology: Consultation has taken place to determine the investment and improvement strategy for the riverside public space. There is a genuine ambition to go further and ensure development measures improve biodiversity by supporting wildlife, encouraging pollinators, and enriching the habitat through re-introduction of native species.

Low carbon transportation: Proposals place a strong emphasis on measures to reduce the number of car journeys in and out of the estate and parking by commuters.

Local wealth building: Whilst the project proposes increases in local job creation and keeping money local, residents through the project will be able to gain increased knowledge and skills and have opportunities for taking the lead as the project develops,

7.0 Detailed Design work and Master planning

7.1 Pozzoni Architects have developed proposals for a redevelopment of the site contained within the existing boundaries of the Mainway estate.

7.2 The next stage of the brief will seek to revisit the:

- Creation of a range of mixed housing types and choices helping to meet future housing need.
- Tenant requirements for a 'village community' where they can meet and interact with family and friends safely.
- Creation of spaces which would be safe in design, where residents feel in control.
- Site ensuring it is fit for the future in the context of the climate emergency; and

Present a range of options on tenure, density and build to align with the production of a viable Business Plan.

7.3 Project delivery is estimated to be around 6.5 years (for Option B) however this could be reduced through investigating modern methods of construction, and around 5 years (for Option A) starting in April 2023. More detailed timelines and phasing will be presented to Cabinet alongside the business plan and site masterplan.

7.3 Further work will also take place to detail the options of refurbishment and demolition / sale of the land within the September reports.

8.0 Business Planning

8.1 Now the site has undergone a detailed appraisal, and tenant's views are understood, it is possible to move to the next stage of developing a detailed business plan which identifies a range of financing options, based on different design, tenure, partnership and delivery model choices.

8.2 This plan will identify the range of financing options available for the development, including:

- Income optimisation
- Tenure and density issues
- Partnership and co-financing
- Scheme profiling and sequencing, including phased investment.
- Blended investment from infrastructure funds, bonds and other mechanisms
- Access to grants and other funding sources.

8.3 Cross-subsidy by delivering a number of units through More Homes for the Bay or similar vehicles could be considered to potentially support the viability of the scheme. This information would be presented to cabinet in due course as part of the Business Plan.

8.4 Further consideration needs to be given regarding the inter-relationship between this Project and other Housing Strategy and delivery priorities, as well as wider Council investment priorities, as this will have longer term implications for the Housing budget and Council Budget

as a whole, potentially affecting the availability of funds for the development of future schemes and the maintenance and services to other existing housing stock.

8.5 The project assumes the following financial principles:

- The selected option must be affordable and financially sustainable.
- A stand-alone proposition, which generates income to cover liabilities.
- It must make a positive contribution, within a reasonable time.
- Consider attendant opportunity costs and residual debt.

8.6 This business plan will be brought to Council in September, in order to agree any Capital and Revenue provisions that may be needed to deliver the Project.

9.0 Tenant Management Plan

9.1 This section outlines the actions already taken and provides further information on the next steps that are required to develop and implement a Tenant Management Plan for Mainway. Where this report refers to a Tenant Management Plan, this is also intended to encompass the work needed with all current site occupants, including Tenants, Leaseholders and other property owners and occupants (e.g., those renting shops and tenants of leaseholders).

9.2 Consultation with residents started in July 2020 and has to date comprised of 14 separate events as well as dedicated 'door knocking' activities designed to give all residents on the estate an opportunity to share their views – an interim report can be found at Appendix 1. During consultation, the team engaged directly with 50% of all households on Mainway, conducting 119 doorstep interviews and generating over 260 resident interactions in total.

9.3 The key findings from the consultation are:

- 45% of tenants prefer redevelopment, but only 17% of tenants would opt for refurbishment.
- 70% of tenants overall would like to see change.
- Most participants see the redevelopment option as the one able to holistically address the social, sustainability and architectural issues, which are intertwined.
- Residents have a strong desire to connect with their community, particularly using open space and community-based activities and facilities.
- Many residents see safety, and the relationship between residents and other visitors and users of the estate, as a key priority.

9.4 The next stages of work with our tenants and leaseholders are highly complex, requiring detailed legal, engagement and financial planning and sequencing to ensure we can maintain housing provision while the site is redeveloped. This work will include:

- Talking to residents regarding household composition, future aspirations and requirements to plan for an interim redevelopment period, rehousing and future allocations
- Identifying alternative interim Housing provision
- Succession planning regarding the wider implications on housing stock and availability as a result of the Project
- CPO and related works for relevant properties

9.5 Given its complexities, and the sensitivities involved, this will be formulated into a clear Tenant Management Plan as a key workstream of the Project and brought forward to the September Cabinet.

10.0 Project Management Team

10.1 The scale and value of this project has now reached a stage where it would be diligent to establish a Mainway Project Team in order to take forward the complex range of actions required, coordinate the necessary work across the council and ensure appropriate project and governance milestones are met. This team would use standard, industry approved Project Management Office (PMO) techniques to progress the project, maintaining the appropriate planning and due diligence documentation. The Team will maintain a robust project management and reporting system for this significant capital project, and ensure that a transparent understanding of risks, opportunities and progress is in place.

10.2 They will seek to ensure that the project continues in a way which enables correct sequencing of planning, decision-making and governance with the risks and issues present at the site, coordinate the work required across council services and provide assurance to the Executive and Council regarding the project. It is proposed to offer a temporary contract to secure the additional PMO capacity required for this next, detailed phase of the project.

10.3 Additional external expertise will be commissioned as required.

11.0 Finances Required

11.1 In order to move forward with the next stages of the Project, Cabinet is requested to endorse the use of HRA reserves (£300,000) to bring forward items listed below comprising, external expertise including contracting project management support, detailed design work and master-planning, site specific surveys, pre-planning advice, tenant management plan. The costs of these are listed underneath.

- Concept designs - £170,000
- Project Management and other staffing resource - £80,000
- Legal and Financial expert advice - £30,000
- Pre-planning advice – £10,000
- Structural surveys - £10,000

11.2 The above will help with the formulation of detailed plans which will be presented to Cabinet in September.



My Mainway Consultancy Report

Consultancy Project | 13th November 2020 | Dr Mirian Calvo, David Perez, Prof Leon Cruickshank





Executive Summary

The aim of the consultation project was to critically explore with Mainway residents the benefits and disadvantages of two options: rebuild (regeneration) or renovate (refurbishment) of the Mainway Estate. We gathered the residents' preferences on this matter in order to inform the decision-making process of Lancaster City Council (LCC). We engaged with 50% of the total households in Mainway, conducted 119 interviews at the doorstep, and generated over 260 participant interactions in total. The gathering of data has captured over 3500 data points, systematically analysed following thematic analysis.

The community recommendation is to undertake a regeneration project for the future redevelopment of the estate. 45% of the participants selected this option, compared to the 17% who selected the refurbishment option. It is important to note that 38% of the participants expressed having mixed feelings, which indicates the requirement of maintaining a responsive approach to the evolution of the consultancy, joining our efforts to keep momentum. The most popular regeneration scenario depicting small clusters, with low buildings combined with 5-storey buildings. Most residents shared the wish of not having high-rises.

Another key factor of this proposal was the idea of embedding customisation, and being empowered to take decisions. Residents were attracted by the idea of co-designing certain aspects of their cluster, e.g. use/activities of semi-private spaces, security systems, garden areas, covering elements of façades etc. Most of participants also perceived the new construction as a good way to addressing simultaneously the property issues and the prime social issue: the eradication of illegal activities in the estate. Most of participants see the regeneration option as the one able to holistically address the social, sustainability and architectural issues, which are intertwined.



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Section one: Introduction

This report describes the My Mainway consultancy project carried out from July to October 2020. My Mainway aims to foreground as protagonists the present and future inhabitants and beneficiaries of the Mainway Estate. Citizen participation is an essential aspect in the transformation of the built environment since it brings together urban agents (e.g. residents, direct users, technicians, architects, planners, public workers, politicians, etc) around projects, acting as a catalyst to collectively define an agenda built upon citizen needs and social situations. Participation is not a series of events, rather, a process by which the estate, the city, and its inhabitants experience a collective process of learning, approaching perspectives from the common and the diverse, looking for agreements, commitments and reaching consensus.

The consultancy process had three objectives: (i) to begin building trust and mutual understanding with the dwellers; (ii) to explore the benefits and disadvantages of two ways of redeveloping the social housing estate: 1) refurbishment option (renovation) of the existing buildings in Mainway, and 2) regeneration option (rebuilding), which contemplated the demolition of the entire residential buildings; and (iii) to identify what do the residents prefer regarding these two options, and identify general space outcomes, e.g. clustering, customisation within limits and acknowledge also the implications of these choices in terms of disruption.

The consultancy project consisted of eleven engagement events undertaken from August to October 2020:

- 1) a touring walk around Mainway Estate with its residents, conducted the 6th of August;
- 2) another touring walk with LCC councillors, conducted the 26th of August;
- 3) a planning online workshop with LCC officers, conducted the 27th of August;
- 4) a five-day door-to-door engagement activities, conducted the 3rd, 4th, 5th, 7th and 8th of September at the doorstep of a total of 257 homes, -
- 5) training session to instruct five research teams shaped by one researcher from ImaginationLancaster (Lancaster University) and an officer from LCC;



- 6) a drop-in session focused on exploring and gathering the residents' views on the refurbishing (renovation) or regeneration (rebuilding) preferences, conducted the 16th of September;
- 7) a drop-in session focused on enabling residents to devise new visions about how the future of Mainway may look like, conducted the 26th of September;
- 8) a drop-in session where we presented the key findings about the explored two options to the residents and asked them to provide feedback, conducted the 30th of September;
- 9) a drop-in session focused on children living in Mainway, and on exploring with them and their parents what type of sociocultural activities they would like to have in the future redevelopment, conducted the 11th of October;
- 10) a drop-in session focused on young people living in Mainway, and on exploring with them sustainability as a there for the future redevelopment of Mainway, conducted the 24th of October;
- 11) a drop-in session focused on exploring and reimagining how each individual home could be retrofitted and enhanced in the case of adopting a refurbishing strategy for the redevelopment of the Estate, conducted the 28th of October.

In total, the consultancy project engaged with 50% of the total households in Mainway, of which 91.6% were residents of Mainway, and 8.4% were stakeholders from local businesses and public officers, and generated 260 participant interactions. The gathering of data of each of the events has enabled to capture more than 3500 meaningful statements from the participants. All the gathering-data set has been appropriately coded and analysed to inform the recommendations presented in this report.



Figure 1. New visions drop-in session, September 2020



Section two: Process

We deployed a number of collaborative design (co-design) methods to bring residents together from different buildings and backgrounds, to engage in dialogue in order to explore the prime social issues they experience as inhabitants of Mainway, and identify their preferences about the options presented by LCC: refurbishment (renovation) or regeneration (rebuilding). A participatory process of this nature allowed the incorporation of personal needs, expectations and demands of the inhabitants or direct users of Mainway. It provided essential information to illustrate an overview of resident views. This entailed a process involving residents in creative designerly situations at their doorstep and thereafter at the Hub, a shop in 7 Captains' Row that has been refurbished and reutilised to host community events. The Hub has been our headquarters, from where we operate and engage, making our presence more visible in the neighbourhood. It functions as a pop-up space, open weekly for anyone who wants to participate in the consultation, draw an idea and meet new and old neighbours around a cup of tea. All the engagement events followed strict social distancing measurements, where protective equipment was mandatory to ensure the health and wellbeing of residents and the research team.

The most important is that residents begin to feel they can trust the consultancy process. Just over one third of the participants expressed certain levels of scepticism and disengagement about the consultancy process, as one resident said:

"at the end of the day the council are gonna do what they are gonna do."

This is a dynamic that this consultancy process aims to change, by changing the way they feel about Mainway and becoming active in improving their living space and, with it, their way of living. With this, the consultation aspires to regenerate a sense of community which commit them to development.



Figure 2. Touring walk with residents, August 2020

The essence of a neighbourhood or a city is not found in the quality of the physical spaces but in the human activities and interactions (also with the environment) that they support, conforming a social environment. Hence, it is not just about physically creating a new residential development, but also, and far more important, building a networked community behind to support the diverse identities of it, to care for it, to be part of it before, during and after its materialisation.

To assemble the engagement events, we followed four steps: 1) preparation for community engagement events; 2) community engagement situations; 3) coding and systematising data; and 4) dissemination. This process enabled the validation of local knowledge that emerged throughout the dialogues during the engagements. The dissemination step is important in the process of validating data with the residents of Mainway. Each engagement event informed the development of the next event, presenting a rigorous and responsive approach. All the methods described below were adapted to strict hygiene and social distance measures according to COVID-19



regulations, as well as the number of participants was reduced. These measures were taken to ensure the health and wellbeing of the participants and the research team.

The following are the descriptions of the events that we conducted between 6th of August and 28th of October 2020.

Touring walk with residents

On the 6th of August 2020 we run the first event: a walk around Mainway to explore with 30 residents (in three toured walks: morning, afternoon and evening) their personal experience of living in Mainway. Walking became the way to engage in an informal and relaxed atmosphere (see figure 3). This also gave us the opportunity to experience first-hand the outdoors and some indoors spaces that shape Mainway. The residents picked the stops and shared their personal stories. During each walk, residents defined the stops where they shared their memories, pointed out social issues, and highlighted things they wanted to change.

During the walks, the participants expressed their concerns about the real intentions of LCC in relation to the project and their feelings about it. Residents claimed that the communications with LCC should be improved, and proposed to set a tenant's association seeking to solve this issue. They also shared the feelings of anxiety and discomfort on what would happen with them once the redevelopment begins. Some residents expressed their scepticism about the whole engagement process. One of them shared a belief that LCC has already a redevelopment plan with less social homes and an increment of private houses. Another resident said:

"The main thing is that say we all have to get out. That is going to be a problem surely."

Similarly, they also shared their experiences of living in Mainway They indicated that the main problem that the community faces is the consumption of drugs and alcohol in the communal areas and illegal activities such drug dealing. Some residents expressed that sometimes they need to share communal spaces or live door to door with dangerous

people. They argued that these are main issues that affected the possibility to generate a cohesive community in the area.

The walk also allowed us to begin to grasp some visions for the future redevelopment, as another resident said:

"If everyone has houses with own space, own garden and maybe some blocks of flats that are not above 4 floors, so we don't have tower blocks anymore. So, we can get out on to balconies and enjoy living here rather than feeling like we are just going to sleep in a box."



Figure 3. Touring walk with residents, August 2020.

Touring walk with councillors

On the 26th of August we facilitated the same toured walk around Mainway with five councillors (see figure 4) with the intention of gaining their views on the refurbishment (renovation) or regeneration (rebuilding) options. In this regard, one councillor said:

“We want to find out what the residents want so this estate can be reutilised as they please. For instance, the bin areas do not serve their purpose and they have been used to dumping other stuff.”

All the councillors shared the belief that Mainway could be one of the most vibrant and thrilling urban areas in Lancaster, but they had different views on how to make it happen. One councillor focused on connecting the South-West side of the estate, divided by Owen Road, with the North-East side. Another one shared a vision where Mainway would become a village again:



Figure 4. Touring walk with councillors, August 2020



"I would make it a village again, stop thinking about houses. What's a village look like? How do you know a centre? How do you know your neighbours? How do you enjoy each other's company? What things are around a village?"

Another one said:

"At the moment it is called Mainway, that is a road, and it doesn't seem to me to be very attractive. I would move people closer together, so they could see each other, talk to each other".

Planning session with LCC officers

On the 27th of August, we facilitated an online workshop to gather insights from LCC officers involved in the process. Ten participants engaged in a session and together we explored three themes: 1) energising the community; 2) security; and 3) Public and green spaces. After sharing some views, we identified the following principles:

- 1) Energising the community
 - Space for greater social cohesion
 - Community building
 - Connectivity between neighbours
 - Sense of ownership
 - Create a place, not a design

- 2) Security
 - Create a safe place
 - Difference between security and safety: security focuses on preventing the deliberate action directed towards inflicting harm, whether safety refers to the condition of being protected, also depicts the feeling in control of potential risks.
 - Ignite a welcoming feeling

3) Public and green spaces

- Enhance the great prime geolocation of the estate, highly valued by the residents.
- Enhance connectivity

Door-to-door engagement activities

From the levels of isolation and the impracticality of having mass events anytime soon due to the pandemic, we visited every single household in Mainway, a total of 257 households, investing an average of 30 minutes on each household, doing a series of creative activities 'at the doorstep', capturing their views and concerns about the redevelopment (see figure 5). Before the five-day door-to-door engagement, we delivered an online training session with all the members to illustrate the engagement activities, clarify roles, capturing of data, and health and safety protocols.



Figure 5. Door-to-door engagement, September 2020

For conducting this engagement, we divided into five teams of 2 people, one from ImaginationLancaster and one from LCC. Each team visited on average 50 households during five intense days, conducting 119 engagements at the doorstep and reaching 47% of the entire residents.



Figure 6. Door-to-door engagement, September 2020

The door-to-door engagement was conducted between the 3rd and the 8th of September 2020. Its purpose was to reach as many people as possible including those who for different reasons were isolated. We facilitated three activities that consisted of capturing

personal information from the residents, views on Mainway as a whole and inside of their flats, imagining the future redevelopment of the area (see figure 6). The analysis of the insights given by the residents will help to decide whether the redevelopment plan will consist of the renovation or the rebuilding of the state. The gathering-data set was analysed following thematic analysis (see section three for further information), unfolding an enriched set of themes, which assisted in the elaboration of our recommendations.

Rebuilding (regeneration) or refurbishing drop-in session

On the 16th of September, we facilitated a drop-in session at the Hub. This was the first time the Hub was open to the public. In total 29 participants took part in three activities guided towards exploring the advantages and disadvantages of the two renewal options. The first activity consisted of a conversation with a member of LCC which aimed to provide detailed information about how each option would influence them personally. The second activity focused on selecting a potential future scenario, expanding the conversations around the benefits of rebuilding or refurbishing the estate. The third activity consisted of mapping out the activities and concerns that each participant had about each option. This generated a visual big picture of the participants' views (see figure 7).



Figure 7. Rebuilding or refurbishing drop-in session, September 2020

New visions drop-in session

The 26th of September we conducted a second drop-in session with 18 residents and stakeholders at the Hub. In this session we focused on the creation of *new visions* for Mainway. We used a 1.8x1.2qm physical model at 1/300 scale to facilitate the co-creation process (see figure 8). The physical model had wooden blocks simulating buildings at the same scale. In order to explore refurbishing or rebuilding options, there were two sets of buildings: the first set depicted the current buildings as they are now, and another set with different simple geometric shapes.



Figure 8. New visions drop-in session, September 2020

Recommendations drop-in session

The next event was held at the Hub the 30th of September and brought in total 9 participants who were keen to find out what were our recommendations. We presented a summary of the key themes and sub-themes found in the analysis of the door-to-door engagement. We also displayed a sample of the data (see figure 9) to illustrate how the data was analysed. Then, we invited the participants to reflect on the sub-themes identified and prioritise their top five.



Figure 9. Debating about the recommendations with four residents, recommendations drop-in session, September 2020

Children drop-in session

On the 11th of October, we conducted another drop-in session focused on children at the Hub with 20 participants. The aim of the event was to collect ideas and considerations about what Mainway should include in the regeneration or refurbishment plan from the perspective of the children.

A bright and sunny day was on our side. We installed a gazebo in front of The Hub to invite people to participate. The Hub turned into a colourful and creative space where children, parents, and residents of the area shared their views of the project. The event

consisted of three activities geared towards exploring: (i) how children feel in Mainway; (ii) what are the places they like or dislike the most and why; and (iii) identifying concept-ideas to inform the new redevelopment.

The first activity was located outside of the Hub, where we pasted on the window shopping of the Hub a large poster to support a collective drawing activity. Also, we invited the little ones to colour the sidewalk, outside of the hub with their art ideas (see figure 10). The second activity invited participants to create a postcard where they could express their feelings and expectations of My Mainway project, from the perspective of children. The third activity was held inside the hub. Children were invited to portray their wishes on a scaled model of Mainway. We provided them cut-out balloons to do this, but their creativity went beyond, and they ended up creating models of go-karts and animals with the materials we had available.

Overall, parents, residents and children expressed their desire of having more activities and safe spaces for children. Safety was one of the issues that they mentioned the most. They would like safer places where children can play with others and not being exposed to anti-social behaviour and illegal activities.



Figure 10. Children writing and drawing on the pavement the activities they liked, Children drop-in session, October 2020



Young people drop-in session

On the 24th of October, we facilitated an engagement event called 'Scrawl on the Wall'. This event aimed to engage with the young people of Mainway and invite them to share their vision for future redevelopment. We hosted the event at the Hub on a rainy and windy day. The weather could have impacted the number of participants in the session. On that day, we had one resident of the area participating in the session. Thus, we decided to carry this activity on in the next days at the daily opening hours of the Hub. This decision allowed us to engage with a total of 8 participants and expand our data-gathering set.

During these drop-in sessions we used lettering and graffiti techniques to engage with young residents and citizens to explore meaningful ways to incorporate sustainability to the future development of Mainway (see figure 11). The term sustainability is increasingly being used on news and different media and gaining resonance to address the climate emergency and its associated urgent social challenges. We asked them to think and portray a concept in the windows of the Hub that illustrate their visions of a sustainable future for Mainway. Through this activity, we captured the residents' perspectives on sustainability and unpack what such a complex word meant to them. The activity helped them to prioritise what areas of sustainability they wish to see embedded in the future of Mainway. The creativity of participants remained impregnated in the windows of the Hub. Also, they showcased the creative talent and views on the sustainability of the residents of Mainway.



Figure 11. Participants engaging on the graffiti activity, Young drop-in session, October 2020

Refurbishment & customisation drop-in session

On the 28th of October, we facilitated the last engagement drop-in session concentrated on exploring how the residents' homes could be retrofitted in a refurbishing redevelopment. In total 10 participants took part in two activities guided towards reimagining the architectural conditions of each individual home.

We devised two A1 panels illustrating the technical/architectural plans of each building comprising the entirely social housing estate. Currently the estate has 18 buildings made up of six housing typologies: (i) type A depicts three towers (Park House – 9 storeys, Bridge House – 11 storeys, and Skerton House – 11 storeys); (ii) type B illustrates Captains' Row – 3 storeys; (iii) type C comprises Lune House and Derby House – 4 storeys; (iv) type



D (Klin Court, Church Court, Miller Court, and Steward Court – 3 storeys); (v) type E (Acre Court, Greenwater Court, and Shards Court – 4 storeys), and (vi) type F (Frankland House, Gregg House, Ellershaw House, Rigg House, and Fleming House – 3 storeys). In addition, we prepared A3 individual architectural plans of each of the typologies mentioned above to capture the views of residents about their properties. In conversations about communal areas and circulation spaces (e.g., corridors, stairs, lifts, passages, main doors, back doors, etc.) participants indicated:

- lack of soundproofing of vertical compartments (walls), particularly significant in the apartments and flats adjacent to the elevators/lifts
- problems of humidity and water collection from the pipes in the houses on the ground floor of buildings
- lack of communal or/and meeting spaces, e.g. neighbourhood meetings, community gatherings, etc.
- Security problems: it was reported that main doors and backdoors usually are open so non-residents and illegal activities roam at ease

The second activity focused on exploring and reimagining each participant home with the facilitation of an architect. The main question we asked was: “what would you do with your flat if you did not have any financial constraint?” To explore their visions, each participant was invited to build a rapid physical model using their own home plans and model making equipment (e.g. glue, scissors, blue tack, polymer clay, cardboard, wood, architectural figures, etc.). Also, we utilised sticky notes and drawing techniques with participants that did not want to build a physical prototype. As in the previous activity, we identified the following themes:

- Lack of heat and sound insulation of the walls, which was reflected in high costs of energy and reduced sense of privacy among flats (people can easily hear their neighbours)
- More space for storage
- Renovation of kitchens



Figure 12. Participants exploring retrofitting options with an architect, Customisation drop-in session, October 2020



Section three: Data Analysis

The analysis of the data collection of the eleven participation events followed a thematic analysis. Thematic analysis is a method that focuses on identifying themes (patterns of meaning) in qualitative data. It is well-established in many social science disciplines. We collected and analysed qualitative and visual data from audio recording of conversations, notes taken during the events and devising engagement tools that allowed us to collect the participants' views.

The touring walks and the planning online session were recorded, transcribed, and then analysed following a two-phase reflective process, each one illuminating a higher level of abstraction than the first analysis. The first phase consisted of revisiting the audio recordings, fieldnotes and transcripts to identify key insights. The second phase consisted in coding and clustering those insights according to their affinity. This process enabled us to identify five themes (patterns of meaning):

- 1) **Image and vision:** they comprise aspects related to the big picture of a place, such as comfortability, safety, cleanliness, and availability of sitting areas.
- 2) **Uses and activities:** they cluster aspects regarding activities and uses of a place. Activities are the cornerstone of a vibrant and thrilling place, because they provide a reason to come to a place. A place remains empty when there is nothing interesting to do, a symptom that something is wrong.
- 3) **Sociability:** this theme gathers insights about how residents and other users of a place interact. When a place becomes the favourite for gatherings of friends, family, where people feel safe to interact to strangers, these are symptoms of a healthy and wellbeing place.
- 4) **Access and linkage:** they comprise all aspects related to connections to the surroundings, including visual connectivity. Usually a great place is easy to access and navigate.
- 5) **Property scale:** this theme clusters aspects and insights related to communal building areas and homes.

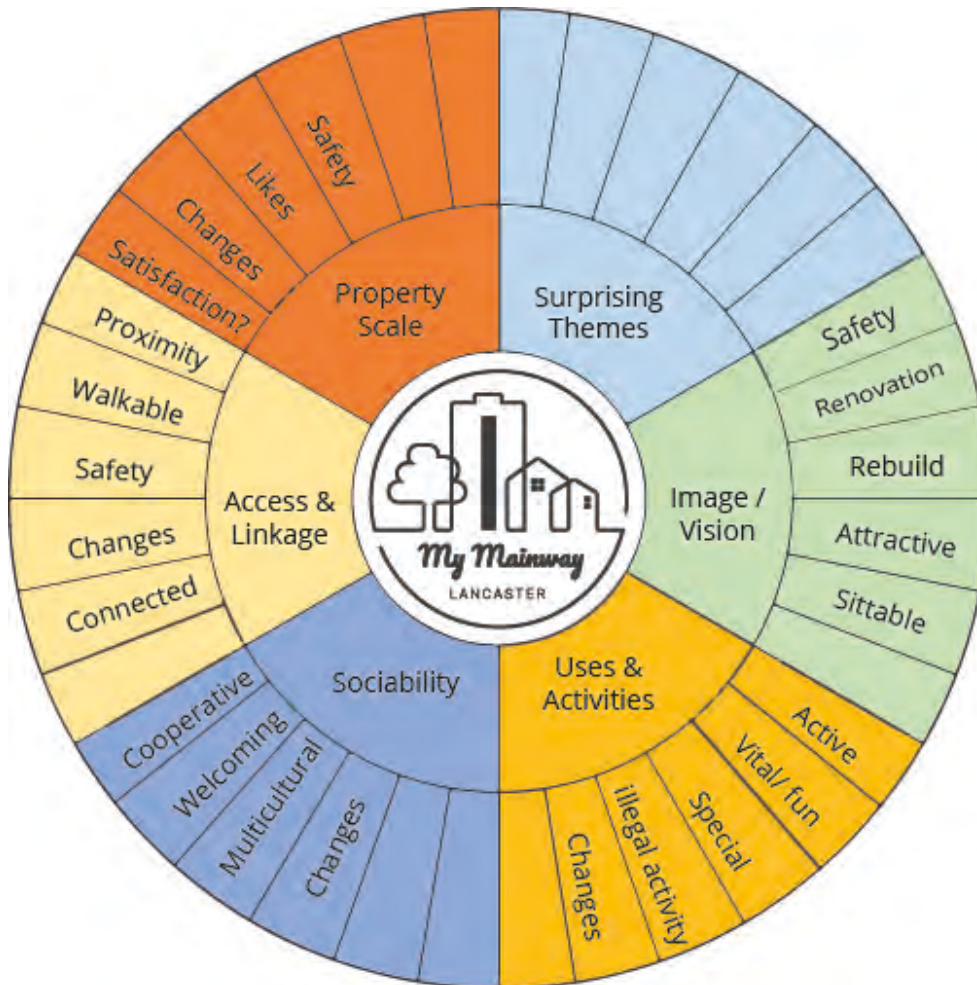


Figure 14. Thematic framework with sub-themes, September 2020

The most common sub-themes identified during this analysis are depicted in table 1:

Themes	Most Common sub-themes
Image and vision	<ul style="list-style-type: none"> • Safety / attractiveness: most of the people felt that the overall image of the estate is deteriorate during the last years. Not enough maintenance of the green and public spaces, of the buildings which have holes in the flats, damp on the walls etc. The neglected image of the estate, along with the illegal activities make some residents feel unsafe in their own home, and in the overall neighbourhood. • Preferred scenario: rebuilding option with small buildings in clusters



	<ul style="list-style-type: none"> • Enhance public and green areas: add flower beds, better play areas and gardens, better pathways etc. • More sittable and walkable • Semi-private communal spaces
Activities and uses	<ul style="list-style-type: none"> • Illegal activities: most of the residents expressed to be uncomfortable with the use of drugs/alcohol within the Estate. This was frequently mentioned, as well as anti-social behaviour issues. The prime activities in the estate are illegal: drug dealing, gangs and fly tipping are very ingrained in this urban tissue. Non-residents use the pathways (stairs and halls) to sleep over night and consume drugs and alcohol. • Inactivity of the public areas: 25% of the participants stated they do activities in Mainway, most of them related to family gatherings indoors, some people walk around the green areas.
Sociability	<ul style="list-style-type: none"> • Family: there are several residents who have relatives living in Mainway. • Cooperative: most of the residents take care of each other: • Not welcoming: some residents feel the estate is not a welcoming place, some of them shared that they feel embarrassed to tell friends where they live. • Welcoming: conversely to the image of the estate, most of the residents made the research team feel welcomed. Most of the participants acknowledge to have good neighbours who take care of each other, yet there are few people who are troublemakers (drug/alcohol issues related). • Feeling isolated: a few residents expressed not interacting with neighbours. Some of them related this due to the pandemic lockdown, others had mobility limitations, but most of them related this to the lack of gathering spaces



	<p>(the drug issues hamper current spaces to be enjoyed by its residents).</p> <ul style="list-style-type: none"> Enhance facilities: some participants mentioned to improve public services, and access to local businesses, in order to bring more sociocultural activities to revitalise the estate.
Access and linkage	<ul style="list-style-type: none"> Proximity: 49% of participants highlighted its location (close to town, close to parks and the river etc.). Walkable: 60% of the participants said they usually walk as major mobility option.
Property scale	<ul style="list-style-type: none"> Changes: many of the residents wanted to improve their flats. Some of them were related to building services: 24% of the participants emphasised the bad energy performance. Other concerns were about their home space (i.e. separated living /dining areas, kitchen/bathroom renovation, storage). Most valued aspects: the views, the size of the flats and the reasonable rent.
Surprising themes	<ul style="list-style-type: none"> Police Involvement: some residents mentioned the need of more intervention from the police to help discourage the anti-social behaviour in the area. Changes: idea of creating fixing rooms or drug consumption facility to help clearing needles off the estate. Unsafe, Frustration, and Lower expectations: 68% of the participants mentioned feel unsafe, and most of them seemed frustrated with their personal and living situation. Changes need to happen. Community Wellbeing Centre: 52% of the participants mentioned to be happy if a community centre, with shared spaces, was about to be built as part of the redevelopment. Concerns about to be moved out: 35% of the participants mentioned to be stressed, worried or similar feelings about being moved out.



This qualitative data set (Excel document) was then reviewed using narrative inquiry as a method to extract the residents' views about their preferences of the two options to undertaking the redevelopment: rebuilding (regeneration) or refurbishing. The notion of narrative is understood as an introspective meaning making, where narrative becomes a vessel for understanding people's opinions and their perspectives from their eyes (Chase 2008).

elderly	Mid age	young	children	alone	with people	Walk	Bike	Public transport	Private car	taxi	Scooter (mobility limitations)	Interested	Happy with the change	Concerned to move out	Refurbish	Regeneration	Mixed feelings	Favourite scenario	Activities in Mainway	Proximity	Know people in Mainway
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1	0	0	0	1	0	0	0	0	0	0	0	1	0	1	1	0	0	0	0	0	0
0	1	0	0	1	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	0	0
1	0	0	0	1	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	0	1
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2	0	0	0	0	1	1	0	0	1	0	0	1	1	0	0	1	0	4	1	1	1
0	1	0	0	1	0	0	0	0	1	0	0	1	1	1	1	0	0	1	1	1	1
0	1	0	0	1	0	1	0	0	0	0	0	1	1	0	1	0	0	1	0	1	1
0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
0	2	0	1	0	1	1	0	0	1	0	0	1	1	0	0	1	1	4	1	1	1
0	0	2	1	0	1	1	1	0	0	0	0	1	1	0	0	1	0	4	1	1	1
0	2	0	0	0	1	0	0	0	1	0	0	1	1	0	0	1	0	2	0	1	1
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2	0	0	0	0	1	1	0	1	0	0	0	1	1	0	0	1	0	4	1	1	1
0	0	2	1	0	1	1	0	0	0	1	0	1	1	1	0	0	1	4	1	1	1
0	1	0	2	0	1	0	0	0	1	0	0	1	0	1	0	1	1	4	1	1	1
0	0	1	2	0	1	1	0	0	0	0	0	1	0	0	0	0	1	0	1	1	1
0	0	1	1	0	1	1	0	1	0	1	0	0	0	0	0	0	1	0	1	1	1
2	0	0	0	1	0	1	0	1	0	0	0	1	0	1	1	0	1	1	0	1	1
2	0	0	0	0	1	0	0	0	0	0	0	1	0	1	0	0	1	0	0	1	1
0	1	0	0	1	0	1	0	0	1	0	0	1	0	1	1	0	0	1	0	1	1
0	1	0	0	1	0	0	0	0	0	0	0	1	0	0	0	1	0	2	0	1	1
1	0	0	0	1	0	0	0	0	0	0	0	1	0	0	0	1	0	4	1	1	1
1	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0	1	2	1	1	1
0	1	0	0	1	0	1	0	1	0	0	0	0	0	0	0	1	0	2	1	0	1
0	1	0	0	1	0	1	0	0	0	0	0	0	0	1	1	0	0	1	0	0	0
64	26	42	23	63	38	61	6	21	19	7	8	75	44	41	17	44	37	4	30	58	73

Figure 15. Quantitative data set, excel document, September 2020

During this process we quantified aspects of the inquiry (see figure 15), such as proportion of demographics engaged in the process, the residents' house co-habitation status, what are their usual means of mobility. Figure 16 shows the percentage of the population sectors that participated in these door-to-door events. Around 40% of them were elderly residents, followed by young residents with 27% of the total. Figure 17 illustrates that about 52% of the engaged residents live alone, and figure 18 illustrates that 50% of the residents engaged usually/preferably walk, then follows public transport with a 17%, followed closely by private car with a 15.5% of the residents engaged.

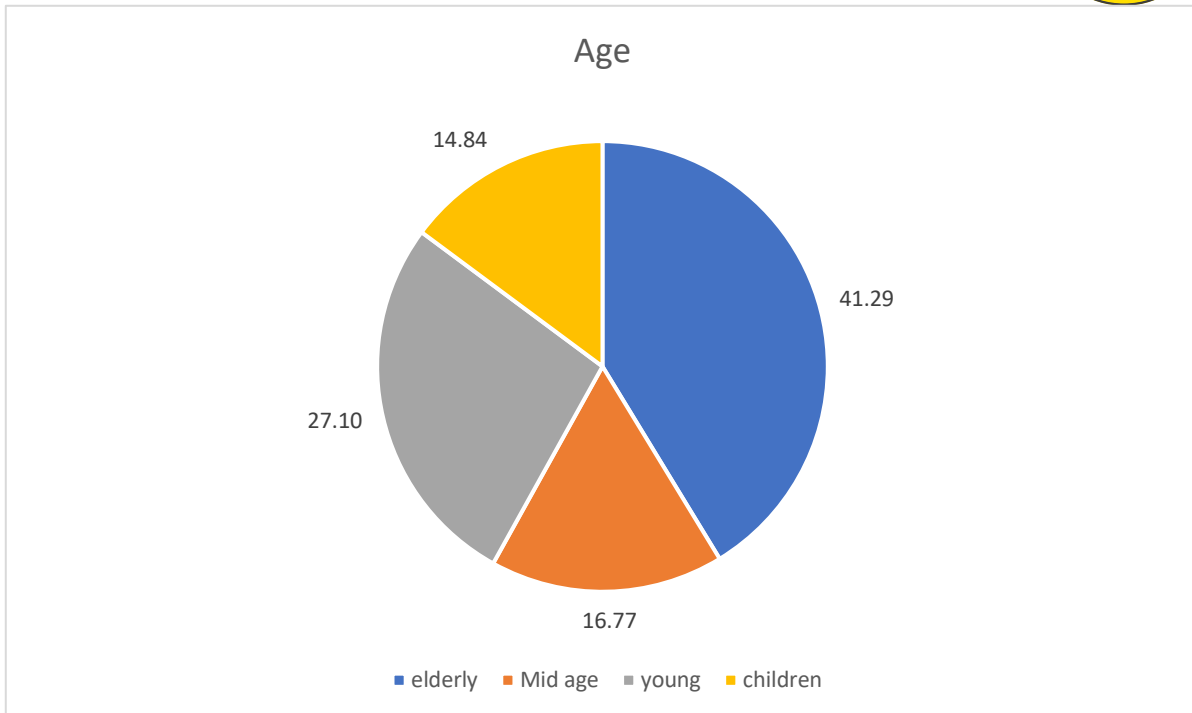


Figure 16. Percentage of the population sectors engaged, door-to-door activities, September 2020

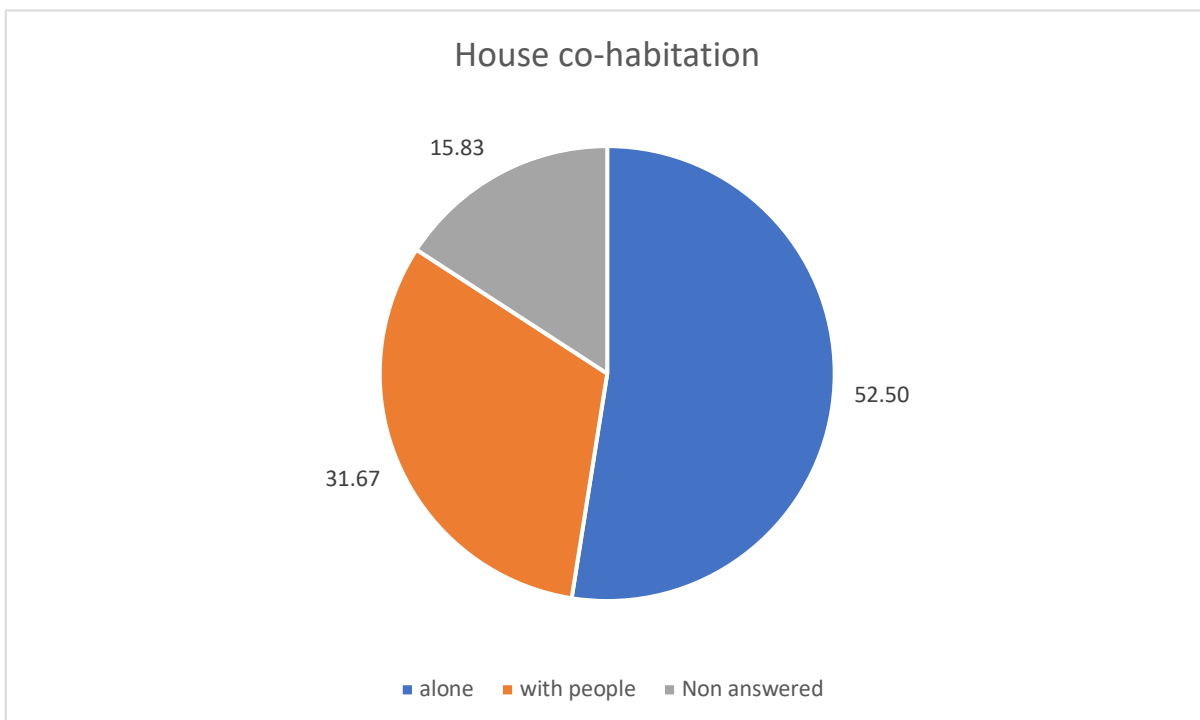


Figure 17. Percentage of the house co-habitation status, door-to-door activities, September 2020

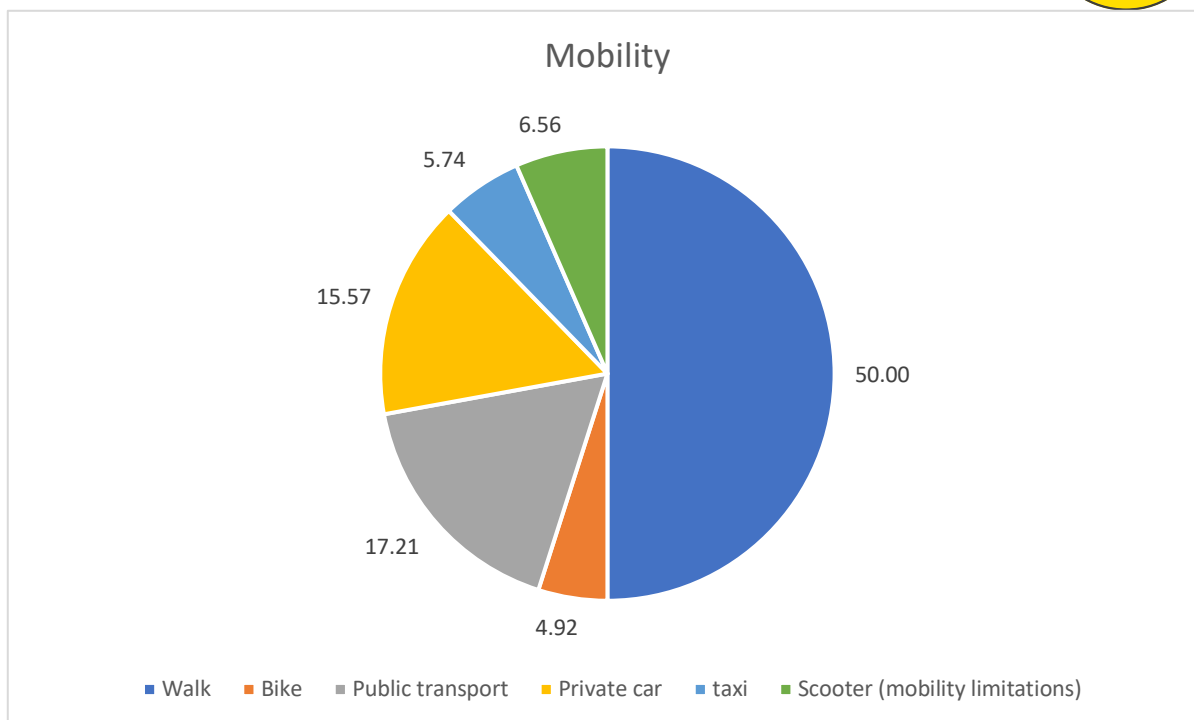


Figure 18. Percentage of usual mobility means of residents engaged, door-to-door activities, September 2020

We also measured their degrees of safety, and registered the activities taken place in Mainway, the degree of sociability of the neighbours, and what aspects of the estate were most valued by the residents (see figure 19). The most valued aspect of Mainway by the residents is its prime geolocation – proximity to town, to the river, to shopping areas, etc. It is relevant to indicate that almost 9% of the participants said they felt safe, leaving a big percentage of residents who said not feeling safe. This gives us a glimpse of the main problem in Mainway: the high incidence of illegal activities. The image of Mainway as the lawless place in Lancaster, where local drug sellers roam and drug consumers pilgrimage every day to buy their dose, just adds more frustration and vulnerability to the dwellers. We gathered a large amount of residents' statements emphasising this prime social issue, such as this quote:

"Door being broken all the time, people coming in, homeless people sitting on the stairs shooting up all the time, yeah, people in Derby House screaming, yeah, I'm not being funny, I am going to speak my mind Andrew, I want to speak my mind because I am sick and tired of it."

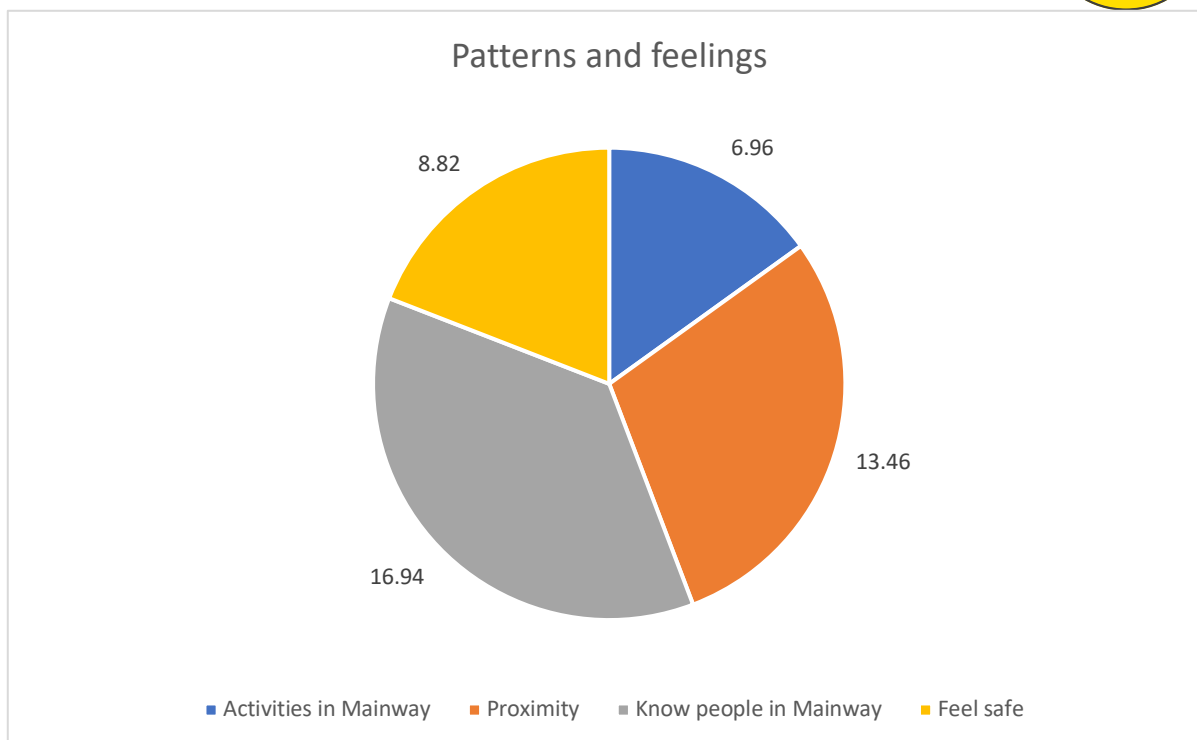


Figure 19. Patterns and feelings of residents engaged, door-to-door activities, September 2020

Figure 19 also illustrates that about 17% of the participants said to know their neighbours, most of those said to know their floor neighbours –highlighting the great cooperation and caring between these small groups of neighbours. Some residents also said they have relatives living in Mainway or close by. Yet just about 7% of the participants mentioned doing activities in Mainway. This is a clear symptom that Mainway is lacking public healthy life. **Any future redevelopment needs to prioritise the integration of human healthy and legal activities. As it is now the estate is one of the loci for *illegal* activities.**

We also were able to quantify that 48% of the people consulted showed interest in improving the neighbourhood, 27.5% seemed happy with significant upcoming change, and 26% expressed their concerned about moving out (see figure 20).

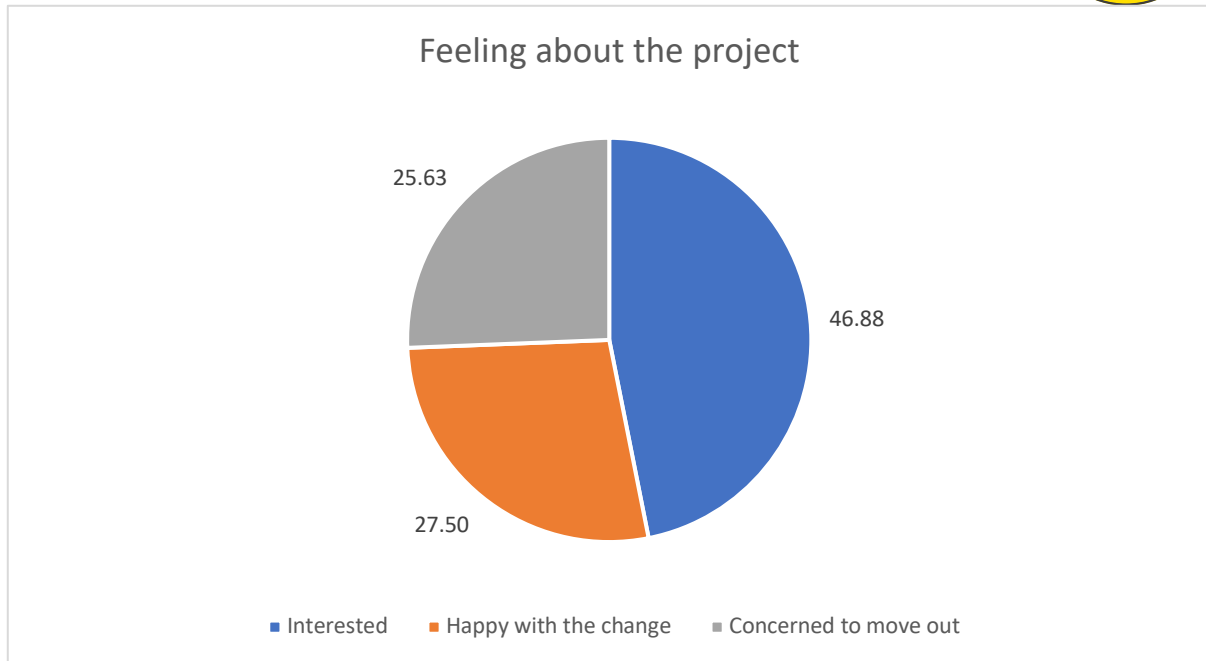


Figure 20. Participants' feelings about the consultation, door-to-door activities, September 2020

We analysed each conversation, following the principles of narrative inquiry, and quantified each resident's preference regarding the options of regeneration (rebuilding) and refurbishment. Figure 21 shows that 45% of the participants favour a regeneration project (rebuilding), followed by 38% of the participants who evidence to have mixed feelings, and 17% of the participants expressed strong desire of a refurbishment project. In activity 3 we provided four futuristic scenarios of Mainway to spark their thinking and envision what could be done. The first one depicted a refurbishment option, the other three regeneration options with different residential typologies. The most selected



scenario was the fourth option, depicting small clusters, with low buildings combined with 5-storey buildings.

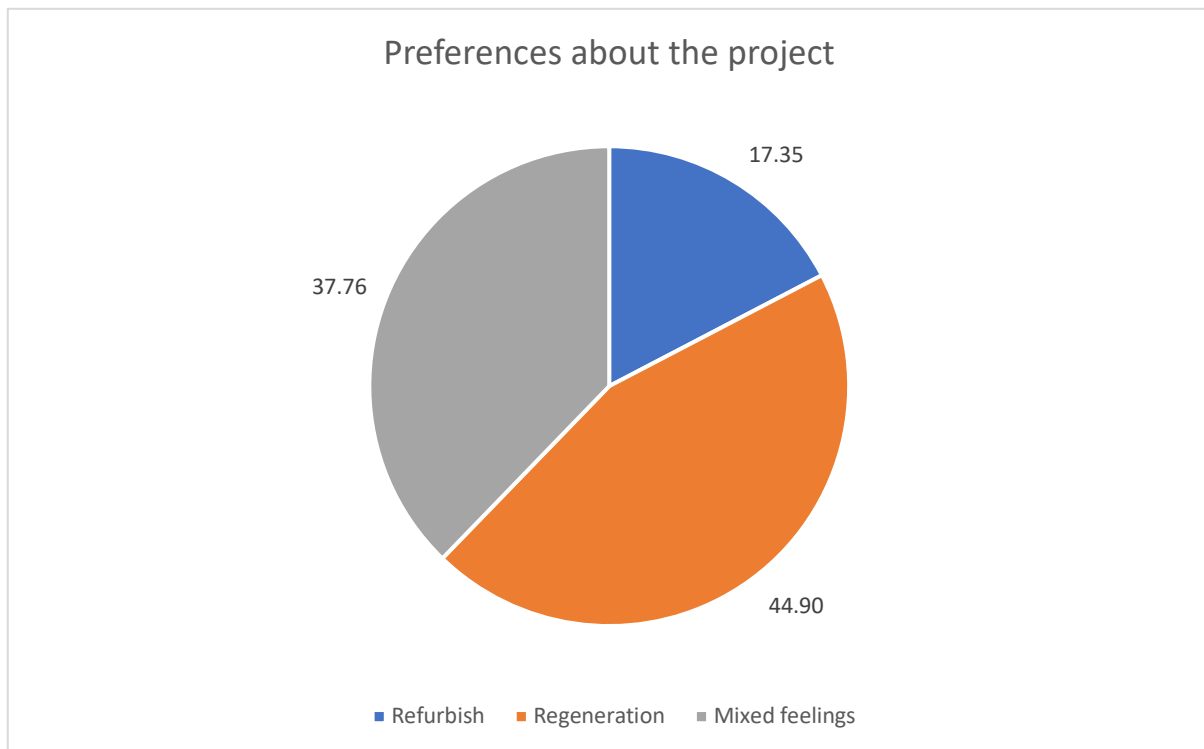


Figure 21. Residents' preferences about regeneration (rebuilding) or refurbishment, door-to-door activities, September 2020

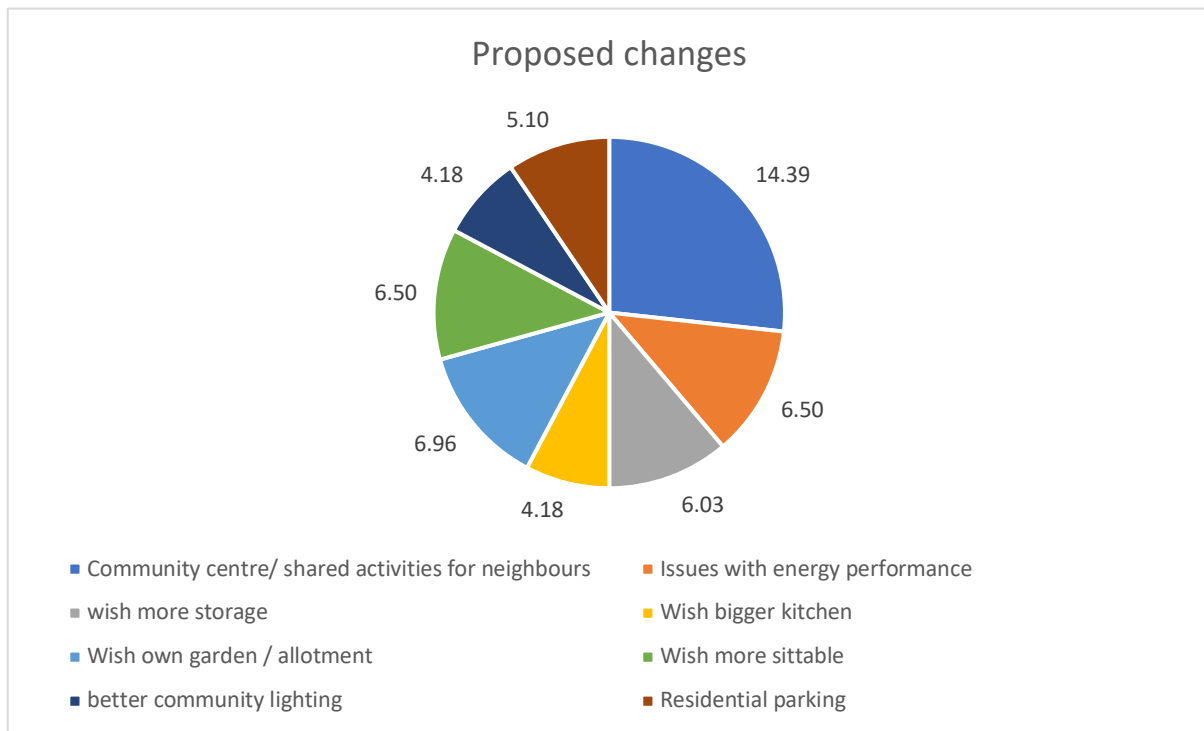


Figure 22. Most repetitive changes at both urban and property scale, door-to-door activities, September 2020

We also quantified the most common subthemes such as desired changes at both the urban and property scales. Figure 22 depicts the most common subthemes. Regarding the urban scale, most residents would like to see facilities supporting community building. 14.4% of the participants suggested a community/wellbeing centre or/and shared semi-public spaces for community activities, 7% would like to have access to a garden or allotment. This is a new trend in residential preferences in response to the lockdown – pandemic effect. From a property scale, 6.5% of residents engaged would like to have a better energy performance (heating etc.) and 6% more storage space.

The drop-in sessions were analysed using visual analytical methods. In the regeneration (rebuilding) or refurbishment drop-in session, the most voted scenario was the fourth option again (see figures 23, 24, 25, and 26).



Figure 23. Scenario 1: refurbishment option, regeneration or refurbishment drop-in session, September 2020



Figure 24. Scenario 2: regeneration option, regeneration or refurbishment drop-in session, September 2020



Figure 25. Scenario 3: regeneration option, regeneration or refurbishment drop-in session, September 2020



Figure 26. Scenario 4: regeneration option, regeneration or refurbishment drop-in session, September 2020

In the mapping activity, the regeneration (rebuilding) option gathered more likes and reinforced the most common desired features above described (see figure 27).



Figure 27. Regeneration option, regeneration or refurbishment drop-in session, September 2020

In the new visions drop-in session, the participants generated three completely new visions of the estate (see figures 28, 29, and 30).



Figure 28. New vision 1, regeneration proposal, new visions drop-in session, September 2020



Figure 29. New vision 2, regeneration proposal, new visions drop-in session, September 2020

The density of all the proposals was slightly increased comparing to the current layout. Mainway Street was enhanced with communal areas, fountains, sittable areas, areas for pets, for children to play, etc. One of the proposals considered a change in the outline of Mainway Street, folding the street depicting a small zigzag, to accommodate a mix of residential typologies, combining five/four storey buildings with terrace house. Another theme all the proposals shared is the collective aspirations to enhance the public space and green areas to serve the enjoyment of its residents.



Figure 30. New vision 3, regeneration proposal, new visions drop-in session, September 2020

The recommendation drop-in session served as a platform for people to discuss in small groups about our early findings. We presented the process of analysis in order to make as transparent as possible. The participants acknowledged the value of the consultancy process and provided feedback on the themes and subthemes on the thematic framework (see figure 31). Some of our findings were reinforced such as the community request to include a community/health centre, enhance the walkability of the area, or the



request for residential parking. Yet we also found new insights such as the community desire to repurpose the roofs as green/garden areas.



Figure 31. Feedback wall activity, Recommendation drop-in session, September 2020

For the children event, we first analysed the collective mapping activity made by children and supported with the physical model scale 1/300 (see figure 32).



Figure 32. Mapping collective wishes, Children drop-in session, October 2020

We classified each concept-idea in three main areas of interest: (i) environmental connection; (ii) motion, activity and games; and (iii) protection and relax. Figure 33 shows this classification of each concept-idea captured on the physical model.



Figure 33. Concept-idea classification

Figure 34 illustrates the location of each of these concept-ideas. This distribution of the desired activities could be, to some extent, interesting in case of adopting a refurbishing strategy to redevelop the estate.

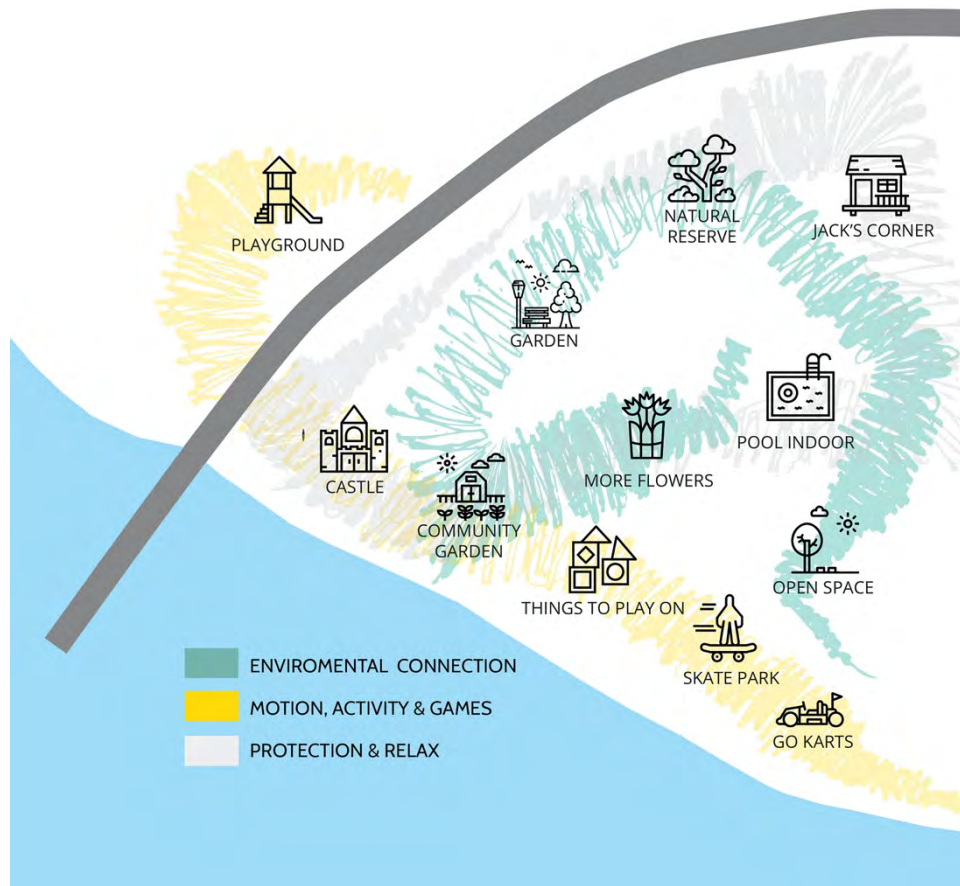


Figure 34. Concept-idea map analysis

However, we further analysed the data gathered through affinity diagramming, an interpretive and reflective method that is used to achieve new insights and ideas - not to provide definite, objective answers. Out of this, we produced another map illuminating a higher level of abstraction to locate the three main areas of interest (see figure 35).



Figure 35. Concept-idea and main areas of interest map

Out of this analysis, we also identified the following themes:

- **Activities:** activities for children in the area would significantly improve the quality of life for children, and indirectly for other demographics. Some of the activities identified include music and art clubs, festivals, games and sports activities, as one child said:

"I would like some meetings and games to be organised for more children so that they can play with others"

- **Infrastructures:** the analysis suggests that the estate has a deficiency of public/urban facilities to host/support children's healthy activities. During the analysis it has been highlighted that children need both outdoor and indoor spaces to play with other children from the area. The most popular outdoor spaces include skateparks, football pitches, go-karting and bicycle tracks. The playground area consists of an old-fashion layout that according to the maintenance support team needs to be updated, retrofitted or rebuilt. The children activities suggest also adding more swings and trampolines and provide more play areas (see figure



X). In terms of indoor facilities, a significant majority of the participants suggested that they would like to have a community/children hub. One parent said:

"After school, children don't have too much to do, same when it is bad weather, there is only one playground in the area".

- **Safety:** due to the anti-social behaviour and associated illegal activities, parents and children who took part on the activities expressed their feeling that Mainway does not offer a safe outdoors and indoors environment for children. Parents also explained that due to this fact they overprotect their children and limit the use of outdoor spaces. Another participant shared with us:

"They need to feel safe. Kids need to get rid of anti-social behaviour".

- **Surrounding areas:** Skerton is part of Mainway area of human living interactions. When participants were asked about activities and places where they visit or would like to improve, they also mentioned Ryelands Park. This park offers other spatial conditions for children of Mainway to play around. They would like to see a natural reserve or gardens in Ryelands.
- **Other:** big picture of the future of Mainway. Some participants drew in their visions about the overall consultancy project and redevelopment. Some of them suggested urban interventions with lower residential densities recalling visions of the old fishing village that used to be in Mainway. Some of them mentioned the desire to have community spaces dedicated to gardens, vegetable patches, and cafes.



Table 2 depicts the classification of each of the activities captured in the postcard activity:

Insights	Frequency	Type
Festivals	3	activities
A programme of activities for children/ games	3	activities
Art club	1	activities
Community centre for kids	4	infrastructure
Skatepark	3	infrastructure
Football	3	infrastructure
Go-Kart	2	infrastructure
Biking track	2	infrastructure
Spaces to play outside of their flats	1	infrastructure
Run race	1	infrastructure
Swings	1	infrastructure
Trampoline	1	infrastructure
Better playground	1	infrastructure
Community veg patch	1	other
Village style green	1	other
Community café	1	other
Houses with garden	1	other
Safe places/ no anti-social behaviour	2	safety
Nature area/gardens	2	surrounding areas
Rayland Park	1	surrounding areas

The overarching takeaway of this event is that people would like to have dedicated and safe spaces for children, both indoors and outdoors. In addition to these spaces, they would like to have a programme of activities to keep children entertained especially after school hours during winter. The programme of activities could involve sports activities, games, clubs and festivals.

In the young people drop-in session, participants found the graffiti and lettering activity to be therapeutic and mindful. The research team facilitated conversations about the theme, and then participants went through an individual activity where drawing the fonts/letters support their own reflections. One participant said:

"I'm actually really enjoying just adding bits from my imagination, I wouldn't normally do that".

The analysis of this activity identified three main areas of sustainability to prioritise in the designing of the new redevelopment:

- Community building (illustrated in figures 36 and 37). Participants argued that in order to have a sustainable Mainway is necessary to build a strong and cohesive community.
- Green energy efficiency (see figures 38 and 39). Energy was another common theme regarding sustainability. Neighbours claimed that a more sustainable Mainway requires the use of green energy also increasing the energy efficiency performance of the properties.
- Better balance between natural ecosystems (see figure 40) and the built environment. The third theme regards to wildlife and natural ecosystems. Participants reflected that it is important to consider the inclusion of wildlife (for example, more flowers to attract bees), flower beds and allotments in the redevelopment project.

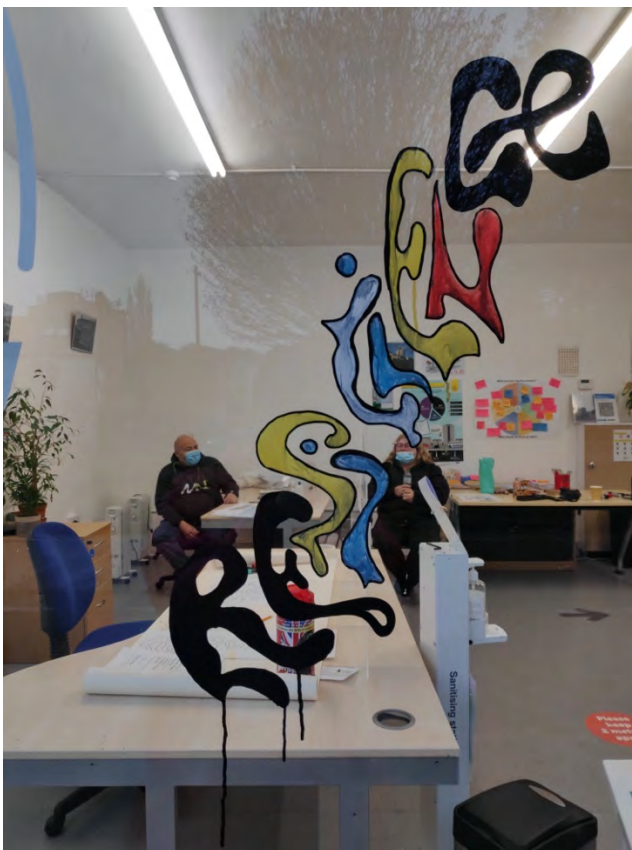


Figure 36. Community building graffiti artwork 1, Young drop-in session, October 2020



Figure 37. Community building graffiti artwork 2, Young drop-in session, October 2020



Figure 38. Energy efficiency graffiti artwork 1, Young drop-in session, October 2020



Figure 39. Energy efficiency graffiti artwork 2, Young drop-in session, October 2020

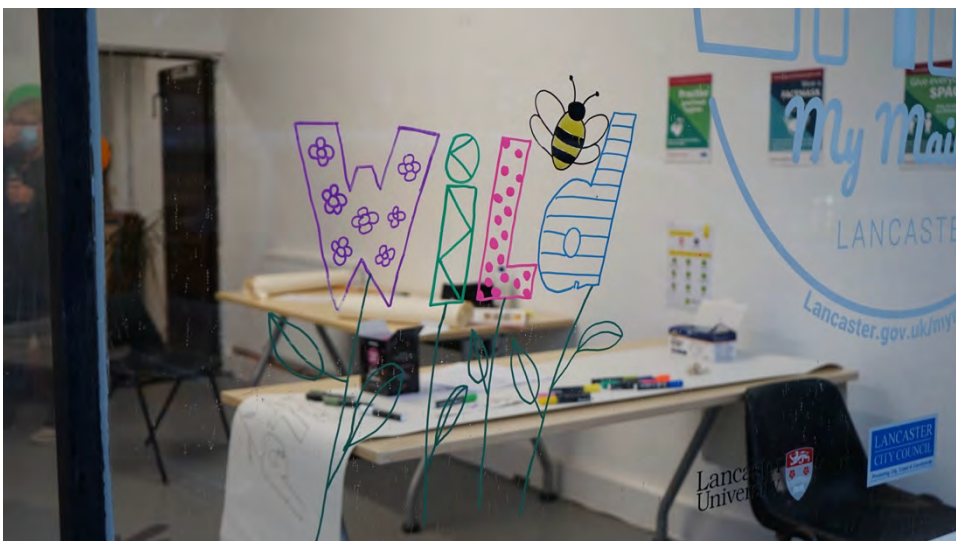


Figure 40. Nature & the built environment theme, Young drop-in session, October 2020

In the refurbishment and customisation drop-in session, the participants engaged in the making process which unfolded more personal conversations (see figure 41), also because this activity was conducted in small groups of two/three people, usually a single resident or a couple and the facilitator architect. Some participants did not engage in the making activity, but they drew their current layouts and reflect on potential changes (see figure 42).



Figure 41. Exploring retrofitting options, Customisation drop-in session, October 2020

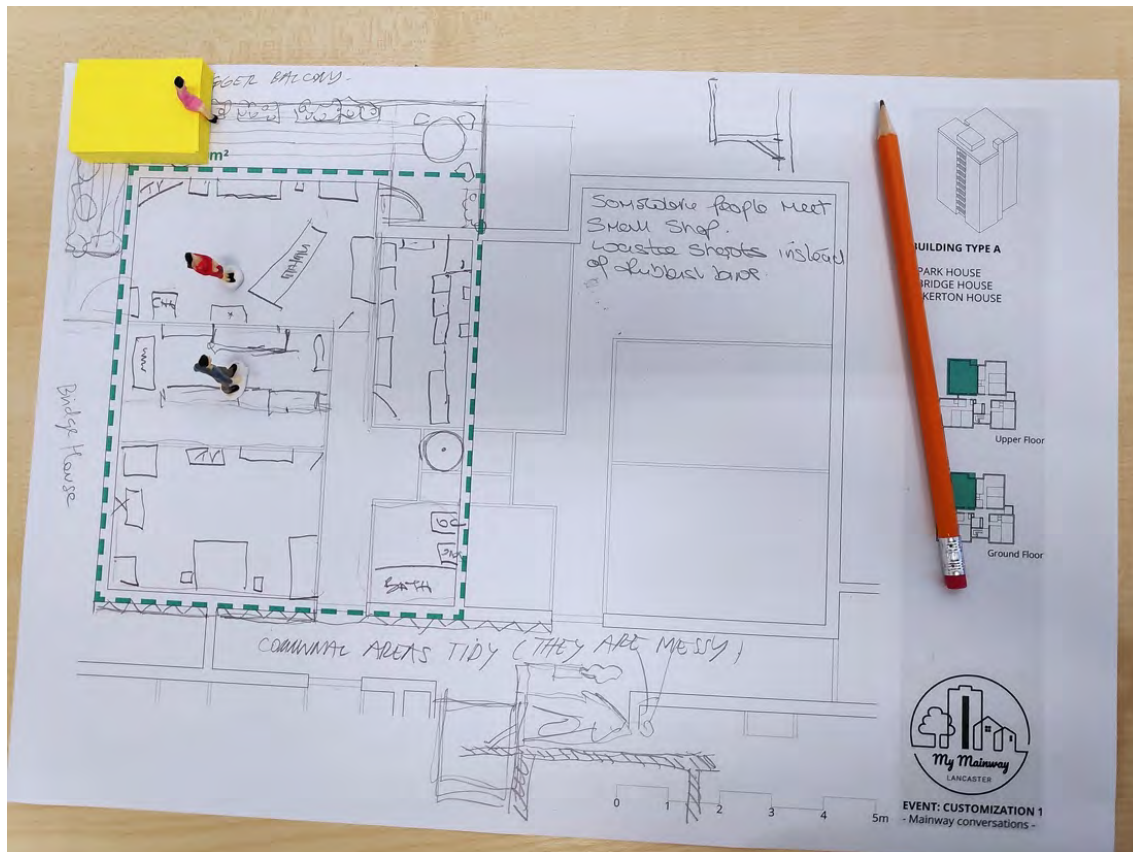


Figure 42. Retrofitting options outputs, Customisation drop-in session, October 2020

The activities enabled participants and the research team to collectively come up with retrofitted proposals or idea-generation concepts to solve the following recurring residents' demands at the communal scale:

- soundproofing walls
- better cost-effect energy systems (more affordable, better performance, sustainable green systems)
- installation of security systems (e.g. doors closed, corridors out of dangerous people, etc.)
- enhancement of tidiness and maintenance
- enhancement of accessibility for mobility limitations
- bin area redistribution

And at the property scale:



- walk-in showers
- increment of adjusted flats for mobility/healthy limitations of residents
- bigger kitchen space
- more cupboard spaces
- more storage spaces
- bigger balconies



Section four: Recommendations

The data analysis section has summarised the inputs and presented the sub-themes and results of the process taken throughout the project. In total, we engaged with 50% of the total households in Mainway, of which 91.6% were residents of Mainway, and 8.4% were stakeholders from local businesses and public officers and generated over 260 participant interactions. This section presents the consultancy recommendations building upon such results and the main ideas and concepts that emerged in the eight engagement events. The challenge was to get people to think and react and come up with ideas to make Mainway one of the most vibrant places in Lancaster, but also to position themselves about the options: regeneration or refurbishment. The materials supporting the interactions during the events were intended to be used as tools that provided some possibilities for the redevelopment, and not as recipes for how it could look like. Considering the analysis, our recommendations for the future redevelopment of Mainway are:

1. Regeneration option:

The supporting evidence are found in the residents' responses and reactions to the activities conducted. Figure 21 illuminates on the preferences of each participant after analysing every single conversation, where **45% preferred the regeneration option**. For instance, when asked how they feel about the redevelopment during the door-to door engagement, the patterns show three aspects: the percentage of people interested in the consultation, their concerns about being moved out, and their degree of acceptance and happiness about the redevelopment (see figure 20). The scenarios activity (conducted in the door-to-door and regeneration or refurbishment drop-in sessions) was also crucial in unfolding the participants' views on regeneration or refurbishment. The most selected scenario in both events was the fourth option, depicting small clusters, with low buildings combined with 5-storey buildings. The main reason to pick this option was that the buildings were lower than 5 storeys. Most residents shared the wish of not having high-rises. Another key factor of this proposal was the idea of embedding customisation and being empowered to take decisions. Residents were attracted



by the idea of co-designing certain aspects of their cluster, for instance, use/activities of semi-private spaces, security systems, garden areas, covering elements of façades etc. **Most of participants also perceived the new construction as a good way to addressing simultaneously the property issues and the prime social issue: the eradication of illegal activities in the estate. Most of participants see the regeneration option as the one able to holistically address the social, sustainability and architectural issues, which are intertwined.**

2. **Keeping an open-minded and responsive approach:** The results suggest that 38% of residents have mixed feelings about regeneration or renovation options. In most cases, this is due to a lack of understanding about the implications and possible benefits of each option. For example, during the door-to-door activities, the usual first reaction of residents was to express their concerns about being moved out. They assumed that a refurbishment option would not implicate a temporary moving out. Yet **throughout the conversation, some residents gained a better understanding about the implications and potential benefits of each option, hence being inclined to a regeneration option.** The consultation has generated a platform where residents can access information, raise concerns close to the community heart, and gained clear and transparent answers. This has led to beginning building incipient levels of trust with the consultancy team. Additionally, it has helped improving communications between LCC and the resident community, something highlighted as a priority. **We suggest and encourage LCC to keep a responsive approach, planning actions/measurements which respond to some of the claims and desires of residents.** For instance, it is necessary to address the illegal activities that are taking place in Mainway. We recommend establishing a team (including LCC expert officers, community members, police and maintenance team representatives, etc.) dedicated to identifying solutions in a short and mid-term. These actions will help to build trust and respect. An idea suggested after a conversation in the workshops was to set up a supervised injection site, sometimes known as fixing rooms or drug consumption facilities, which are legal, medically supervised spaces designed to offer a hygienic space in which to consume illicit recreational drugs intravenously. Fixing rooms are part of a



broader therapeutic approach in relation to the addicted population, known as harm reduction. When there, addicts will have access to support, sterile injecting equipment, information about drugs and health care, access to medical staff and importantly, treatment referrals. This is an initiative already considered in cities as Bristol to saving lives and clearing needles off the streets.

3. **Greater social cohesion, less social isolation:** The analysis illustrates residents' desires to see the estate become a greater place: with more sittable areas, enhancement and maintenance of greenery and pedestrian paths, residential parking areas, play areas for children, and the integration of community activities and facilities such as a community/ wellbeing centre to support legal activities with focus on healthy and therapeutic activities, and activities that can bring the community together. Most of the participants expressed their desire to connect with neighbours.

4. **Enhancement of relationships and sociability:** The most important and subtle challenge was, and still is, the continuous mediation of relationships between residents, residents with users of public and private spaces, and the relationship between residents and the city council. Evidence has been found to suggest that Mainway residents experience problems relating to each other, e.g. most of the elderly residents associate young residents with illegal activities, which has developed the desire to create clusters just for over 55 years old residents. One third of the residents expressed their distrust on LCC, and some residents said not to feel safe due to the antisocial behaviour of some non-residents (users of the estate), e.g. students from Chadwick School enter some buildings (illegally) to consume drugs and misbehave with some residents. We gathered an amazing breadth and depth of statements appointing to this, as it can be seen in this quote:

"A couple of weeks ago, someone entered the block as the door is usually open, and went straight into our apartment during the night. This stranger was looking for a drug dealer who lived across the hall. We have been having issues of people with needles entering the block going to the third floor".



Part of the issue is that most of the people visiting the area do it because Mainway is seen as a lawless land. Yet the neglected status of its public surroundings and the lack of quality communal spaces where residents can feel safe and establish relationships is an aspect that architecture design can address.

5. **Enhancement of legal activities and healthy uses of the public, semi-public and green areas. We suggest undertaking this regeneration project including residents and future stakeholders in the whole design process.** The redevelopment should address the architectural and inhabitation aspects alongside sociability matters (e.g., illegal activities), accessibility, and image. emphasis should be directed to provide legal and healthy activities to support the flourishing of a strong and healthy community. Activities are the cornerstone of any place; they provide a reason to come to a place. Figure 19 shows a 6% of residents who do activities in Mainway. Most of those activities consist of visiting relatives, seating in the few benches outdoors and go for a walk. This is a strong symptom that something is wrong. Additionally, **only 9% of residents feel safe, that is another indicator that healthy activities are an imperative to reverse the current trend of the estate.**

6. **Enhancement of safety:**

It is overwhelming the breadth and depth of the insights we found around safety. We define safety as the condition of being protected, and/or feeling in control of potential risks. We identified different dimensions regarding safety: 1) feeling safe when a place is welcoming newcomers; 2) feeling safe in accessing or passing by; 3) feeling safe in your own environment; and 4) feeling safe in your own house. All these aspects need to be addressed holistically through enhancing legal and healthy activities, minimising illegal behaviours and filling the neighbourhood with healthy social spaces. **We believe that security technology should be put in place in the regeneration project, but that is not enough because people make places, and craft its identity, rather than places make people.**



Section five: Future Work

This report has briefly outlined the participatory process of inquiry, the methods used, and presented the data analysis and findings. A series of recommendations have been articulated, the results of a systematic, thematic analysis. **Yet the consultancy process needs further research and work with aspects requiring further consideration:**

1) Definition of desired legal and healthy activities: we have investigated this aspect but in a general scale. This needs further elaboration and detail. We also need to identify what activities may be suitable for elderly, mid-age, young people and children, presenting a diversified programme of sociocultural and healthy activities. The data suggests there are not activities directed to these demographic groups of residents. The playground is old-fashioned and fails in serving its purpose. The green fields are in disuse.

2) Definition of the regeneration project: this option is still in incipient idea-generation. It is required to define a number of aspects, such as identifying how the clusters may be co-designed; who may be living on each one, and why; co-design features of the semi-public sharing spaces, establish its uses and maintenance, etc. The consultancy process should be able to promote some collective initiatives or pop ups that may arise from the future community engagement events.

3) Definition of the public spaces: we need to continue working on the definition of the public spaces, detailing and prioritising ideas.

4) Definition of property scale: we need to advance further the co-designing of indoor spaces of the potential clusters, as well as looking into the mix of residential typologies.



Acknowledgements

We would like to thank everyone who took the time to contribute their time to My Mainway consultancy project and making it such a success. Everyone we met made such valuable contributions, gave great insights and contributed really good ideas. Especial acknowledgements to ImaginationLancaster research team and Lancaster City Council (LCC) officers involved in the process:

Project leaders: Dr Mirian Calvo, Prof Leon Cruickshank

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Andrew Whittaker

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Paula Doherty

Rachael Harland

Juliet Grant

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<http://imagination.lancaster.ac.uk/project/my-mainway/>

<http://lancaster.gov.uk/mymainway>

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