

AGENDA

Place Panel

Thursday, 13 October 2022 AT 16:00
In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG

****A pre meeting for Members to prepare for the Panel will
take place 45 minutes before the meeting****

The Press and Public are welcome to attend for the
consideration of any items which are public.

Members of the Place Panel

Councillor Bainbridge (Chair), Councillors Allison, Ms Ellis-Williams,
Glendinning, Mrs Mitchell, Mitchelson, Sunter, Dr Tickner (Vice Chair)

Substitutes:

Councillors Alcroft, Atkinson, Mrs Birks, Brown, Bomford, Collier, Mrs
Finlayson, Glover, Lishman, McKerrrell, Morton, Patrick, Pickstone, Robson,
Shepherd, Miss Sherriff, Southward, Miss Whalen and Wills.

PART A

To be considered when the Public and Press are present

APOLOGIES FOR ABSENCE

To receive apologies for absence and notification of substitutions.

DECLARATIONS OF INTEREST

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

PUBLIC AND PRESS

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

MINUTES OF PREVIOUS MEETINGS

5 - 10

To note that Council, at its meeting of 11 October 2022, received and adopted the minutes of the meeting held on 21 July 2022. The Chair will sign the minutes.

[Copy minutes in Minute Book 49(2)]

The Chair will move the minutes of the meeting held on 1 September 2022 as a correct record. The only part of the minutes that may be discussed is their accuracy.

(Copy minutes herewith).

A.1 CALL-IN OF DECISIONS

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

A.2 ENVIRONMENT AGENCY UPDATE ON FLOOD RISK MANAGEMENT IN CARLISLE

**11 -
26**

Portfolio	Cross Cutting
Directorate:	Economic Development
Officer:	Jane Meek, Corporate Director of Economic Development
Report:	ED.27/22 herewith

Background:

The Corporate Director of Economic Development to submit a report. Representatives of the Environment Agency have been invited to attend the meeting.

Why is this item on the agenda?

Item agreed by the Chairs and the Corporate Director of Economic Development at their work planning meeting in June 2022.

What is the Panel being asked to do?

Consider the details of the presentation.

A.3 HIGH STREET TASKFORCE

**27 -
44**

Portfolio:	Economy, Enterprise and Housing
Directorate:	Economic Development
Officer	Steven Robinson, Head of Regeneration
Report:	ED.28/22 herewith

Background:

The Corporate Director of Economic Development to submit a report which provides the Panel with an update on the recent visit from the High Streets Task Force.

Why is this item on the agenda?

Item agreed by Chair.

What is the Panel being asked to do?

Consider the details of the 'Unlocking Your Place Potential' reports included in Annex A and provide feedback on the analysis and recommendations included therein.

A.4 OVERVIEW REPORT

**45 -
50**

Portfolio:	Cross Cutting
Directorate:	Cross Cutting
Officer:	Rowan Jones, Policy and Scrutiny Officer
Report:	OS.23/22 herewith

Background:

To consider a report providing an overview of matters related to the work of the Place Panel.

Why is this item on the agenda?

The Place Panel operates within a Work Programme which is set for the 2022/23 municipal year. The Programme is reviewed at every meeting so that it can be adjusted to reflect the wishes of the Panel and to take into account items in the latest Notice of Executive Key Decisions.

What is the Panel being asked to do?

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

PART B

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

-NIL-

Enquiries, requests for reports, background papers etc to:
democraticservices@carlisle.gov.uk

Place Panel

Date: Thursday, 01 September 2022

Time: 16:00

Venue: Flensburg Room

Present: Councillor Trevor Allison, Councillor James Bainbridge, Councillor Mrs Anne Glendinning, Councillor Mrs Linda Mitchell, Councillor Michael Mitchelson, Councillor Peter Sunter, Councillor Dr Les Tickner, Councillor Mrs Ann McKerrell (for Councillor Ms Jo Ellis-Williams)

Also Present: Councillor J Mallinson, Leader
Councillor Mrs Mallinson, Communities, Health & Wellbeing Portfolio Holder
Councillor Mrs Bowman, Economy, Enterprise and Housing Portfolio Holder

Officers: Head of Regeneration
Policy and Performance Officer
Policy and Scrutiny Officer

PLP.19/22 APOLOGIES FOR ABSENCE

An apology for absence was submitted on behalf of Councillor Ms Jo Ellis-Williams.

PLP.20/22 DECLARATIONS OF INTEREST

No declarations of interest were submitted.

PLP.21/22 PUBLIC AND PRESS

RESOLVED - That the items in public be dealt with in Part A and the items in private be dealt with in Part B.

PLP.22/22 MINUTES OF PREVIOUS MEETINGS

RESOLVED 1) The Chair signed the minutes of the meeting held on 16 June 2022.

2) That the minutes of the meeting held on 21 July were agreed as a correct record.

PLP.23/22 CALL-IN OF DECISIONS

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

PLP.24/22 QUARTER 1 PERFORMANCE REPORT 2022/23

The Policy and Performance Officer submitted the Quarter 1 Performance Report 2022/23 against the current Service Standards and an update of the delivery of the Carlisle Plan 2021-23 actions as defined in the Plan. Performance against the Panel's 2022/23 Key Performance

Indicators (KPIs) were also included. (PC.22/22).

The Policy and Performance Officer highlighted the Summary of Exceptions that were set out in section 1.5 of the report and drew Members attention to the summary of results from the 2021/22 online customer satisfaction survey.

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

- The Panel asked for clarity with regard to the measure CSe22: Actual city centre pedestrianised zone revenue as a percentage of city centre expenditure.

The Policy and Performance Officer explained that the indicator measured the revenue income from events held in the city centre against the expenditure. It showed that for every £1 spent the Council received 77p in return.

The Panel discussed the measure and felt that, although recovering costs was beneficial, events in the city centre contributed to the economic vitality of the city and helped engage visitors and benefit retailers. The Panel asked for further details on the events, and costings, held in the City Centre.

The Policy and Performance Officer agreed to seek written responses to the following questions from Service Heads:

- Did CSe 14: Actual car parking revenue as a percentage of car parking expenditure include a reduction in revenue due to the free parking within the city centre?
- The Sands Centre Redevelopment Project was approximately four to five weeks behind programme, what was the potential impacts on costings of the delay?
- The current rough sleeper figures for Carlisle.
- Why was the frequency of grass cutting being reduced?

- A Member commented that it would be beneficial to the Panel to have actual figures for context included with the performance information.

The Policy and Performance Officer agreed to include additional information in future reports.

- Was the Disabled Facility Grants (DFGs) supply chain and contractor availability back logs due to financial constraints and would the back log be cleared before Cumberland Council came into sovereignty?

The Communities, Health and Wellbeing Portfolio Holder clarified that the significant increase in the cost of supplies had resulted in the jobs costing more than originally priced through the framework. In addition there has been some difficulty in finding available contractors. The Council was working with the NHS to clear the back log through a priority system which ensured those with the greatest needs were dealt with first. It was hoped that the back log would be cleared, however, she was due to attend a meeting with the Regulatory Services Manager and she would provide the Panel with an update following that meeting.

RESOLVED - 1) That the Panel had scrutinised the performance of the City Council with a view to seeking continuous improvement in how the Council delivers its priorities (PC.22/22).

2) That Panel are provided with written responses to the following:

- details of the events, and costings, held in the City Centre;
- did the actual car parking revenue account for the free car parking scheme;
- the potential impact on costings of the delay in the Sands Centre Redevelopment;
- why was the frequency of grass cutting being reduced.

3) That the Communities, Health and Wellbeing Portfolio Holder provides the Panel with an update on the Disabled Facilities Grants back log following her meeting with the Regulatory Services Manager.

PLP.25/22 ECONOMIC STRATEGY ACTION PLAN UPDATE

The Head of Regeneration submitted the Economic Strategy Action Plan Update (ED.21/22). The report provided an update on the progress of the delivery of: the Carlisle Economic Strategy Action Plan; the Town Deal; and, the Future High Streets Fund.

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

- Was there a preferred partner for the Central Plaza and Caldew riverside sites?

The Head of Regeneration confirmed that there was developer interest in the Central Plaza site, the work the Council was undertaking was to make the site more attractive and affordable for developers. With regard to the Caldew Riverside site, the Head of regeneration stated that the Council had carried out the remedial work on the site, as a result Homes England had expressed interest in the site and work was being carried out on feasibility and masterplanning.

A Member requested that an update be given to Members via a briefing in October.

- The Panel congratulated the Head of Regeneration and his team for their excellent work in securing funding and preparing transformative projects.

- Would the current financial issues impact the projects? Was there an option to review the projects for affordability and perhaps reduce them to maintain the more significant projects?

The Head of Regeneration confirmed that the programme was being managed to be agile. he was confident that the projects would be delivered with some value engineering but there would be opportunity to discuss redistribution of funding if required.

- Did the projects offer the opportunity to work in partnership to increase skill level to keep jobs local?

The Head of Regeneration confirmed that the Shared Prosperity Fund bid was a revenue bid focused on people and skills to address the skills gap and create a robust workforce. The bid had been aligned to the construction trade deficit to create opportunities with partners.

- What steps had been taken to protect the projects as the Council moved towards Local Government Reorganisation?

The Head of Regeneration had confidence in the Governance arrangements in place for the projects and it was expected that all projects would be in the implementation stage by Vesting Day. Similar work was being undertaken across Allerdale and Copeland and Shadow Executive were being regularly updated on the work.

- Would Members have the opportunity to provide feedback on the Market Square proposals before they went back out to consultation?

The Economy, Enterprise and Housing Portfolio Holder informed the Panel that there would be a workshop to engage Members in the process.

- Would the City Council be able to feed into the design proposals for Devonshire Street?

The Head of Regeneration explained that, although Cumbria County Council were leading on the project as the Highway Authority, the agreement allowed the Council input on the design.

- There was some concern that the Economic Strategy focused on the centre of Carlisle and those in the rural area felt the Strategy was not for the areas they lived. How would the Rural Strategy be incorporated into the Economic Strategy?

The Head of Regeneration explained that the Economic Strategy was an overarching district wide strategy, the Town Investment Plan and the Rural Strategy complimented the Economic Strategy.

RESOLVED - 1) That the progress on the delivery of the Carlisle Economic Strategy Action Plan, Town Deal and Future High Streets Fund be noted.

2) That the emerging risks to the delivery of the Action Plan and the regeneration programmes be noted.

3) That a briefing updating Members on the projects included in the Economic Strategy be arranged for October.

PLP.26/22 OVERVIEW REPORT

The Policy and Scrutiny Officer submitted report OS.21/22 which provided an overview of matters related to the work of the Place Panel.

In considering the Work Programme the Panel asked that the draft Cycling and Walking Infrastructure Plan be added to the Work Programme if the next meeting fell within the consultation period. the Panel also asked that the Market Square consultation be added to the work programme.

The Policy and Scrutiny Officer drew the Panel's attention to section 4 of the report. She reminded the Panel that they had recommended at their meeting in July that the Chair of both the Place Panel and People Panel meet to discuss potential changes to the Scrutiny Remits. The meeting took place and the Chairs agreed that the following items be moved from the Plane Panel remit to the People Panel remit:

- Homeless (strategy, hostels, prevention)
- Housing - empty properties, standards and improvements
- Housing advice and support

If the Panel agreed to the changes a report would be submitted to Council to make the necessary amendments to the Constitution.

RESOLVED - 1) That the Overview Report incorporating the Work Programme and Key Decision items relevant to the Place Panel be noted (OS.21/22);

2) That the following items be added to the Panel's work Programme if the consultation periods allowed it:

- Draft Cycling and Walking Infrastructure Plan Consultation
- Market Square Consultation

3) That the following items be moved form the Place Panel remit to the People panel's remit:

- Homeless (strategy, hostels, prevention)
- Housing - empty properties, standards and improvements
- Housing advice and support

The Meeting ended at: 17:20

Carlisle City Council

Report to Place Panel

Item
A.2

Report details

Meeting Date: 13 October 2022
Portfolio: Economic, Enterprise and Housing
Key Decision: No
Policy and Budget Framework: No
Public / Private: Public
Title: Environment Agency Update on Flood Risk Management in Carlisle
Report of: Corporate Director of Economic Development
Report Number: ED 27/22

Purpose / Summary:

The purpose of the report is to provide members of the Place Panel with an update on the work of the Environment Agency in terms of Flood Risk Management.

Recommendations:

Members of the Place Scrutiny Panel are asked to:

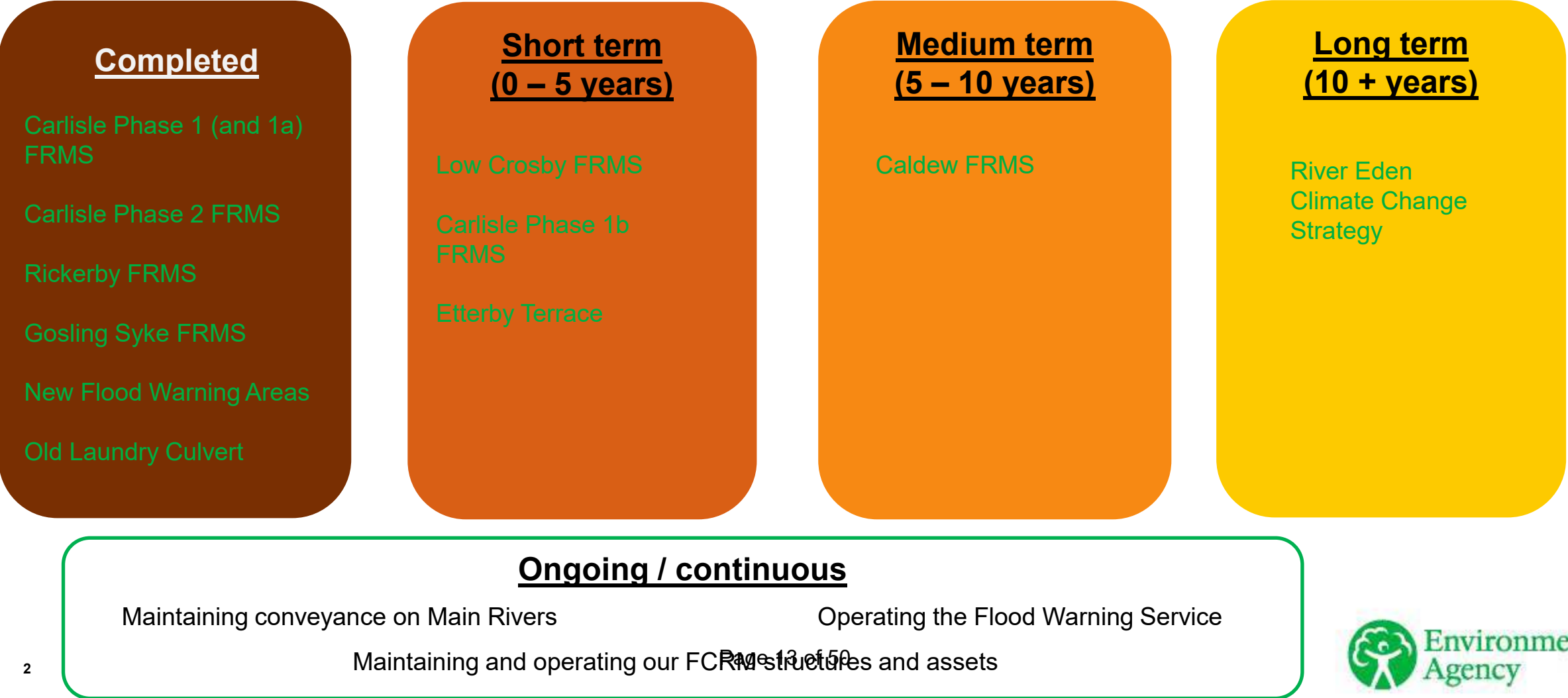
1. Consider the details of the presentation

Tracking

Executive:	
Scrutiny:	Place 13/10/22
Council:	

Carlisle Flood Schemes update for Carlisle City Council Place Scrutiny Panel

Summary of EA Flood Risk Management work in Carlisle



Completed Flood Risk Management work since 2015

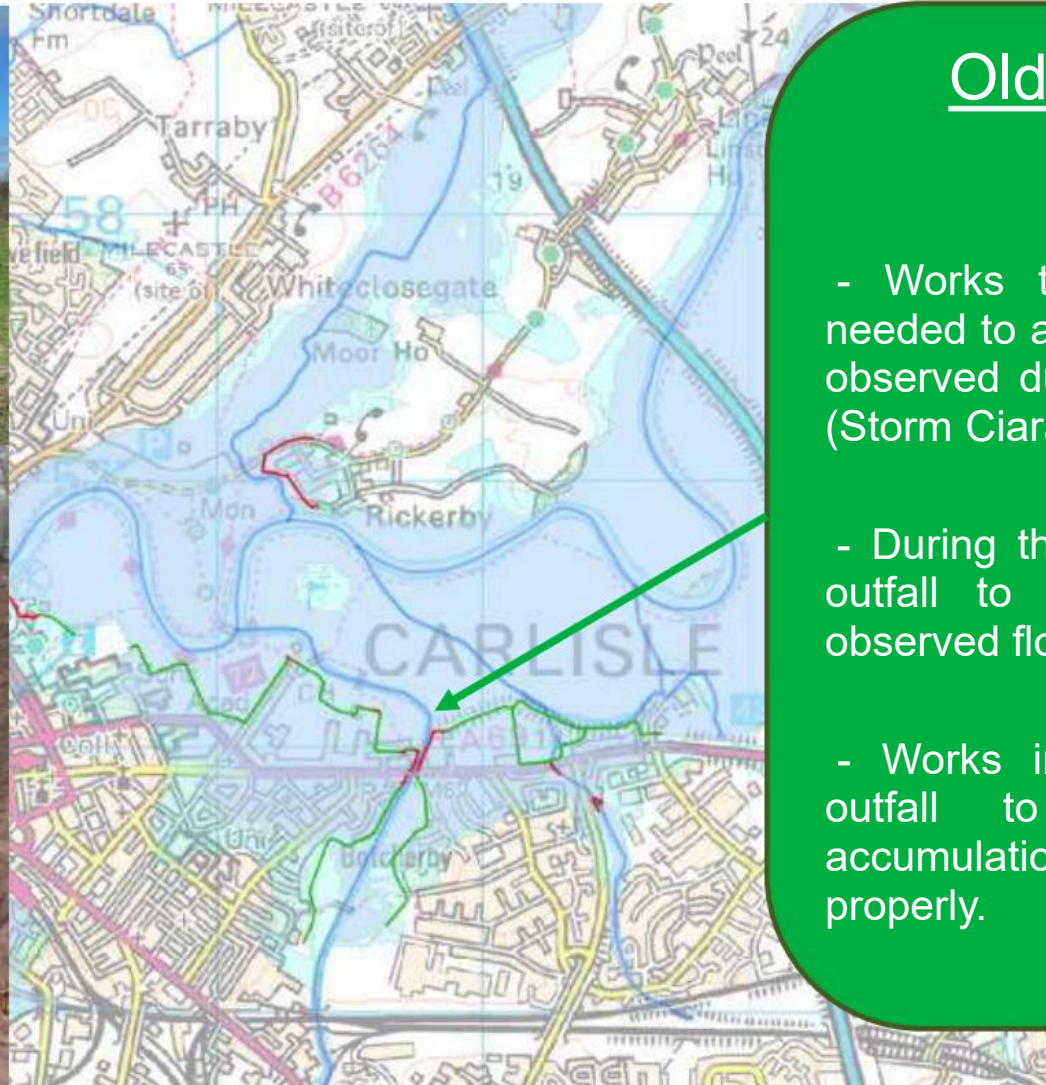


Carlisle Phase 1 and 1a

- Raising of (4km) of existing flood defences along the River Eden and Petteril.
- Completed in 2021.
- Protects 1,279 residential and 107 non-residential properties.
- Designed to provide a 1 in 200yr (or 0.5% AEP) standard of protection but also provides a Desmond standard of protection.



Completed Flood Risk Management work since 2015



Old Laundry Culvert upgrade.

- Works to upgrade the culvert were needed to address a flood mechanism first observed during storms of February 2020 (Storm Ciara).
- During this event failure of the flapped outfall to seal properly contributed to observed flooding.
- Works involved relocated the culvert outfall to reduce risk of gravel accumulation and mean flap can seal properly.

Completed Flood Risk Management work since 2015

Rickerby

- Constructing 0.6km of new flood defences along the River Eden and Brunstock Beck.
- Completed in 2020.
- Protects 32 residential and 1 non-residential properties.
- Designed to provide a 1 in 200yr (or 0.5% AEP) standard of protection but also provides and Desmond standard of protection.



Completed Flood Risk Management work since 2015



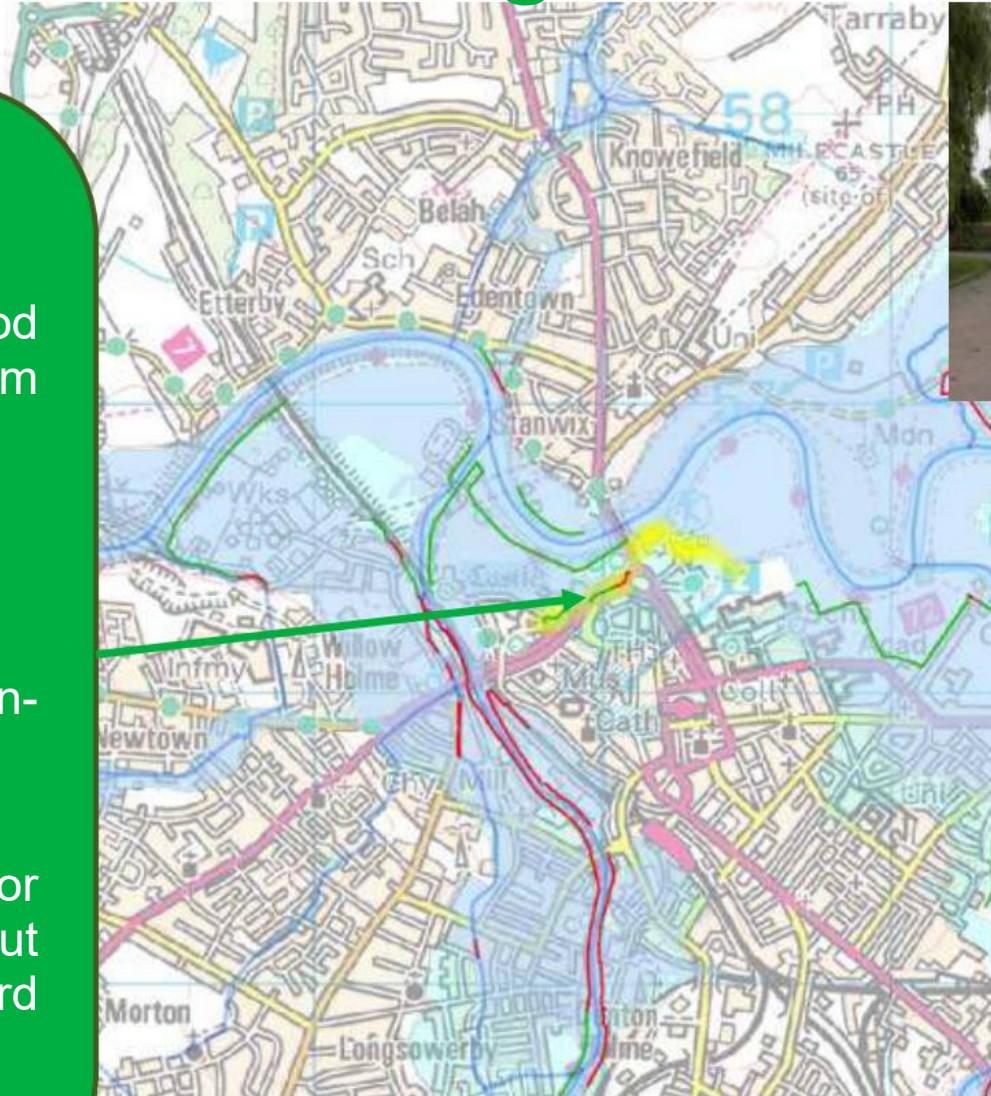
Gosling Syke

- Upsizing of 130m of Gosling Syke culvert and culvert inlet and grid improvements.
- Completed in 2021.
- Protects 53 residential and 2 non-residential properties.
- Designed to provide a 1 in 200yr (or 0.5% AEP) standard of protection.

Completed Flood Risk Management work since 2015

Carlisle Phase 2

- Raising and extending ~1km of flood defences along the River Eden from Trinity School to Carlisle Castle
- Completed in 2021.
- Protects 50 residential and 33 non-residential properties.
- Designed to provide a 1 in 200yr (or 0.5% AEP) standard of protection but also provides a Desmond standard of protection



Recent improvements to the Flood Warning service in Carlisle

- New Flood Warning Area for Parham Beck
 - Went live on 22nd March 2022
 - Includes 255 properties
 - Based on modelled data as no recoded flood history
 - Uses new river gauge on Parham Beck (pictured).
- New Flood Warning Area for Warwick Bridge
 - Includes areas at risk from Cairn Beck and Trout Beck
 - Complements existing (separate) FWA associated with the R. Eden
 - Includes 75 properties
 - Uses new river gauge on Trout Beck.



Carlisle FRMS progress updates – Low Crosby

- Removal of Warwick Holme historic agricultural flood embankment on south side of River Eden opposite Low Crosby allows river to reconnect with floodplain
- Significant flood risk reduction to ~ 60 properties in Low Crosby
 - Reduced risk to additional properties on floodplain between Low Crosby and Newby East
- Significant wider benefits including more environmentally friendly farming, no long term EA asset management requirement and carbon sequestration
- Works largely completed, just reseeding and reinstatement remaining

Carlisle FRMS progress updates – Low Crosby



Carlisle FRMS progress updates – Phase 1b

- Extend upstream end existing flood defences along west side of River Petteril in Melbourne Park
 - Tie into high ground at Tramside Way
 - Around edge of Adelaide St. allotments
 - Prevents any by-passing of new flood defences
- Earth bund / ground reprofiling in entrance to Melbourne Park from Adelaide St and 130m of raised reinforced concrete wall
- Current programme looking at Late spring '23 start date

Carlisle FRMS progress updates – Etterby Terrace

- Working with Cumbria County Council as LLFA to consider ways to improve existing drainage network in vicinity of existing flood defence wall
 - at present water can collect here during high river levels
 - Existing network difficult to access and maintain
- EA Operational response required to provide pumps during high water levels on the River Eden

Carlisle FRMS progress updates – Caldew scheme

- Work to date includes data collection and review, site visits, initial technical work on hydrology & hydraulic modelling and some of the feasibility studies.
- We have also launched a scheme website (<https://thefloodhub.co.uk/carlisle-caldew>) which provides an overview of our current work and will be used to provide updates.
- The next key milestone for the project is the conclusion of the hydrological and hydraulic modelling and economic assessment – due in spring 2023.
- In the coming months we plan to set up a stakeholder group which we hope will include from a range of stakeholders including political and local government, RMAs, businesses, river users, environmental and community representatives.
 - Please let us know if you would like to be part of this group.
- We also hope to brief the new shadow councillors as well key officers in the new authorities once appointed.

Planning for Climate Change on the River Eden

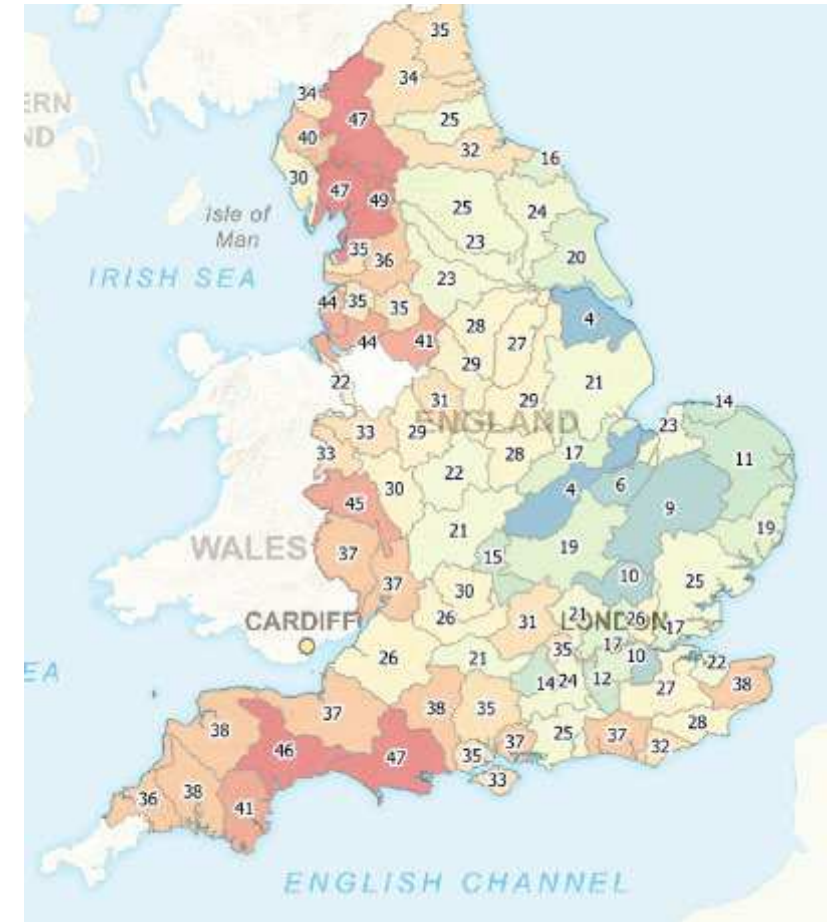
Recently completed flood risk management schemes in the city provide a very high standard of protection – but it is unlikely that defences can be raised further in the future.

Recently released guidance now shows that effect of climate change on flood risk in the River Eden catchment will be greater than we understood when these schemes were designed.

Resilience to the effects of climate change is likely to require either broader adaptation and improved resilience within the city and / or measures to attenuate flood flows upstream of the city.

We will be developing the flood resilience service and highlight the need for community emergency response groups. We aim to develop a strategy which will consider a range of options to mitigate the effects of climate change on flood risk.

Projected percentage increase to peak river flow by 2080s





Carlisle City Council

Report to Place Panel

Item
A.3

Report details

Meeting Date:	13 October 2022
Portfolio:	Economic, Enterprise and Housing
Key Decision:	No
Policy and Budget Framework	No
Public / Private	Public
Title:	High Street Taskforce
Report of:	Corporate Director of Economic Development
Report Number:	ED 28/22

Purpose / Summary:

The purpose of the report is to provide members of the Place Panel with an update on the recent of visit from the High Streets Task Force.

Recommendations:

Members of the Place Panel are asked to:

1. Consider the details of the 'Unlocking Your Place Potential' report included in Annex A and provide feedback on the analysis and recommendations included therein.

Tracking

Executive:	
Scrutiny:	Place Panel 13 October 2022
Council:	

1. Background:

- 1.1. The High Streets Task Force (“HSTF”) has government funding to work with 152 local authorities during its programme of support, which runs to 2024. In February 2022, the HSTF announced 68 local authorities to receive direct support, with Carlisle being included in this list.
- 1.2. The HSFT provides expert advice, training and data to support local authorities and their partners and stakeholders to make the best decisions on the future of their high streets and how they best serve their communities.
- 1.3. In July 2022 the High Streets Task Force (“HSTF”) undertook an ‘Unlocking Your Place Potential’ diagnostic visit in Carlisle. Following this visit, the HSTF has issued a report to the Council outlining the main barriers to high street transformation in Carlisle and setting out a number of recommendations to support the high street to adapt to the economic changes and challenges it faces. The full report is included in Appendix A.
- 1.4. The report identifies the key strengths the Carlisle has, including its unique heritage and history, events and festivals, affordable housing and housing growth, engaged public sector and strategic location and size – all of which is a significant advantage and underpins the city’s role as a sub-regional hub.
- 1.5. The report highlights the extent of transformational regeneration opportunities for Carlisle in the pipeline, which include the projects forming part of the Borderlands Inclusive Growth Deal, Future High Streets Fund, and Town Deal programmes. However, it also highlights the importance of ensuring that **short-term interventions** are in place to support these key projects and ensure the city achieves its longer-term regeneration objectives.
- 1.6. The report outlines key barriers to change. These are:
 - **A lack of activation:** There is an urgent need to stimulate the heart of the city centre through a wide range of activation measures as a key immediate requirement to support transformation in Carlisle.
 - **Requirement for enhanced partnerships:** the council can enhance partnership working to help optimise the regeneration activities within the city. Building stronger partnerships between the council, businesses and the wider community will also provide more capacity for making change happen in the city and reduce the reliance on the council. A fully coordinated approach will ensure more impact from the investment and interventions, whether they are initially led by the public, private or voluntary sector.

2. Recommendations of the report:

2.1. To improve the activation of the city the HSTF recommends a strategy of reinvention to help stimulate the city and drive viability and vitality. The report outlines the following recommendations:

1. Share the diagnostic report with everyone that attended the Unlocking Your Place Potential meeting.
2. Arrange an away day with the local authority, business and community leaders to review challenges facing the city and feedback from the Unlocking Your Place Potential visit and consider how these may inform the ongoing plan for the city going forward.
3. Devise a programme of activation measures, which sits alongside existing activities and events. Consider trialling new events, pop up and meanwhile uses, experiment with a bold art and culture offer. Considerations for using empty units for temporary incubation hubs or community uses. Consider engagement with younger people (i.e., through teenage market) Also consider activities around developing the evening economy. The temporary repurposing of retail and public space might point to more permanent opportunities.
4. Expand and empower your Task Force Board, or similar, of place leaders across from council, business and the community to shape the strategy for the city, oversee key projects and coordinate plans and activity. This should be focussed on the needs of the city, rather than being council-led, business-led or community-led.
5. The partnership could have key subgroups focused on workstreams. For example, consider setting up a landlord and property agents forum to look at new uses for empty units and to ensure a consistent approach to the repurposing of the city's estate. This group could take a leading role in putting forward innovative proposals for the repurposing or redevelopment of key sites such as Hoopers, Debenhams or other strategically significant spaces. Likewise consider activities to lead on the art and culture offer of the city that can feed into point 3.

2.2. Building on this, the Regeneration Team has also proposed the following recommendations:

- Consider the role for a new City Centre partnership group, to drive forward the economic growth of the city / city centre. With the onset of Local Government Reorganisation, and the dissolution of Carlisle City Council, partnership working focussed on the city area's growth would particularly benefit Carlisle, given the Cumberland Council's larger geographical remit.

- Consider undertaking a City Centre land ownership survey, as raised by taskforce members at the July session, this would support knowledge building, help identify opportunities, and engagement with land owners in the city centre.

3. Prescribed services from the taskforce:

Product Prescribed	Rationale
Expert Support	<p>Support from one of the Institute of Place Management experts who specialises in place activation to help stimulate the city centre.</p> <p>Opportunity to also focus on partnership development, with an Expert within the field of governance and place management structures.</p>
Workshop	<p>Carlisle would benefit from a Place Making Programme workshop for up to 70 delegates, focussing on place leadership and collaborative capacity.</p> <p>Focus on both quick wins as well as strategic recommendations.</p>
Teenage Market	<p>A popular and specific place activation measure comes in the form of a Teenage Market.</p> <p>The Task Force can help support you with the development and running tools of a market that is tailored to and run by young people.</p>
Online learning/resources	<p>Reinventing: making vital and viable multifunctional hubs</p> <p>Restructuring: building capacity, partnerships and assessing the need for spatial change</p>

4. Conclusions and reasons for recommendations:

- 4.1 The HSTF acknowledges the city centre regeneration ambitions of the Council and its partners, which are highlighted by the wide range of planned large scale capital transformational projects. However, it highlights that these projects will take time to come to fruition.
- 4.2 However, it highlights that these projects will take time to come to fruition. To ensure city centre vibrancy and vitality, the HSTF recommends that Carlisle would benefit from an activation programme, running and curating a wide range of non-retail activities.

4.3 Members of the Place Panel are asked to:

- Consider the details of the 'Unlocking Your Place Potential' report included in Annex A and provide feedback on the analysis and recommendations included therein.

5. Contribution to the Carlisle Plan Priorities

- 5.1. The support from the High Streets Task Force and the assessment and recommendations contained within 'Unlocking Your Place Potential' report, will support and add value to the projects currently being developed and delivered through the Town Deal and Future High Streets Fund regeneration programmes. Therefore, this activity will directly support the delivery of the vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region. It also contributes directly to the priority of delivering inclusive and sustainable economic growth, by making Carlisle a more attractive place for investment.

Contact details:

Contact Officer:
Steven Robinson

Ext: 7535

Appendices attached to report:

- Appendix 1 - 'Unlocking Your Place Potential' diagnostic report

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

- None

Corporate Implications:

Legal -

Property Services -

Finance -

Equality -

Information Governance-

Unlocking Your Place Potential



Carlisle City Council. July 2022.

Table of Contents

About the visit and this report.....	2
Carlisle Strengths	3
4Rs Framework and our method	4
Applying the 4Rs to Carlisle	5
Fishbone Analysis	7
Diagnosis of main barrier to transformation	8
Recommendations	9
High Streets Task Force Product Prescription	10
Appendix 1 – List of attendees.....	12

About the visit and this report

The High Streets Task Force visited Carlisle on 28th July 2022 to undertake an *Unlocking Your Place Potential* diagnostic visit. I was the High Streets Task Force Expert undertaking the visit. The attendees representing the city can be found in Appendix 1.

The purpose of the visit was to diagnose the main barrier to your transformation. In other words, what problem, if not resolved now, will make it difficult for the city to change. To do this, the Expert wanted to understand more about the challenges facing the city, your plans for transformation, meet key stakeholders, ask questions and tour the city.

As a result of the diagnostic process, the Expert has identified a lack of activation as one of the main barriers to increasing footfall and encouraging vitality within the centre.

The rest of this report identifies the strengths of the city, the main barrier to transformation, as well as clear recommendations the Local Authority and partners can action now to accelerate the transformation process. The report ends with a list of High Streets Task Force Products that we have prescribed.

On behalf of the High Streets Task Force, may I take this opportunity to thank attendees who gave up their time to attend the meeting, and who contributed to a frank and positive discussion. Thank you to Jane Meek and Zoe Sutton for organising the session and for taking me on an informative tour of the city centre.

I felt that you have a lot going for you in Carlisle – and many strengths both in the city and in your people. The High Streets Task Force is here to help you build on those strengths, and I hope you find it useful.

Matt Colledge

High Streets Task Force Expert and Executive Director

Carlisle – Strengths

- ✓ Wonderful architectural heritage
- ✓ Historic city centre with links going back 2,000 years
- ✓ Proximity to an area of Outstanding Natural Beauty
- ✓ Unique location in terms of proximity to Scotland
- ✓ Excellent road and rail links and connectivity with the rest of the country
- ✓ Largest urban centre in Cumbria
- ✓ Significant population catchment size within 2 hours of the centre
- ✓ Affordable housing relative to other cities
- ✓ Major house building programme
- ✓ Ambitious array of funding bids and strategic plans to transform the city centre
- ✓ Excellent public space potential in what is currently the central retail area
- ✓ Compact and easy to navigate city centre
- ✓ Indoor market provides significant opportunity for activation
- ✓ Events and festivals
- ✓ Evidence of some partnership working
- ✓ Evidence of some community engagement
- ✓ Committed council officers and partners

Carlisle is a charming compact city steeped in history going back over 2000 years. It has a very attractive centre with remarkable heritage and wonderful countryside, not to mention the world-renowned Hadrian's Wall, right on its doorstep.

As the largest urban centre in Cumbria, and with its unique location in relation to Scotland, impressive national transport connectivity, wonderful heritage and ambitious redevelopment plans, Carlisle now has a great opportunity to further optimise its success.

Much of the centre retains the original streetscape with significant architectural assets remaining from its past. In summary, the city has many strengths and although it is facing challenges, these strengths put the city at a significant advantage in relation to other parts of the region.

4Rs Framework and our method

The aim of the Unlocking Your Place Potential workshop is for our High Streets Task Force Experts to identify the key barrier(s) to the improvement of your high street and recommend an appropriate strategic response. To enable our experts to do this in an evidence-based way, the High Streets Task Force uses the '4Rs Framework'.

Research has identified 237 factors that impact on the success of the high street. However, it is too overwhelming to think of all these at once, so we have developed the '4 Rs' framework to provide some structure to the incredibly complex practice of place transformation. Without a framework, it is easy to be drawn into so much detail that you cannot see the big picture.

When you simplify the process of renewal, the reasons why so many regeneration plans do not result in the changes people expect fall into 4 categories:

- The problems facing the centre were not accurately identified
- The plans were good but not enough changed
- The place changed but people's perceptions didn't
- There were fundamental issues with governance or the spatial layout of the place

We looked at these problems and identified 4 strategies to address them, *repositioning*, *reinventing*, *rebranding*, and *restructuring*. So, the framework distinguishes between the processes of analysis and decision making (repositioning), effecting change (reinventing), communication (rebranding) and governance/spatial planning (restructuring). More detail on each of the '4R's' is set out below.



Figure 1: 4Rs Framework

Applying the 4Rs to Carlisle

Although the city and its people have many strengths, we did identify a number of weaknesses. We have grouped these using the 4Rs framework – see below.

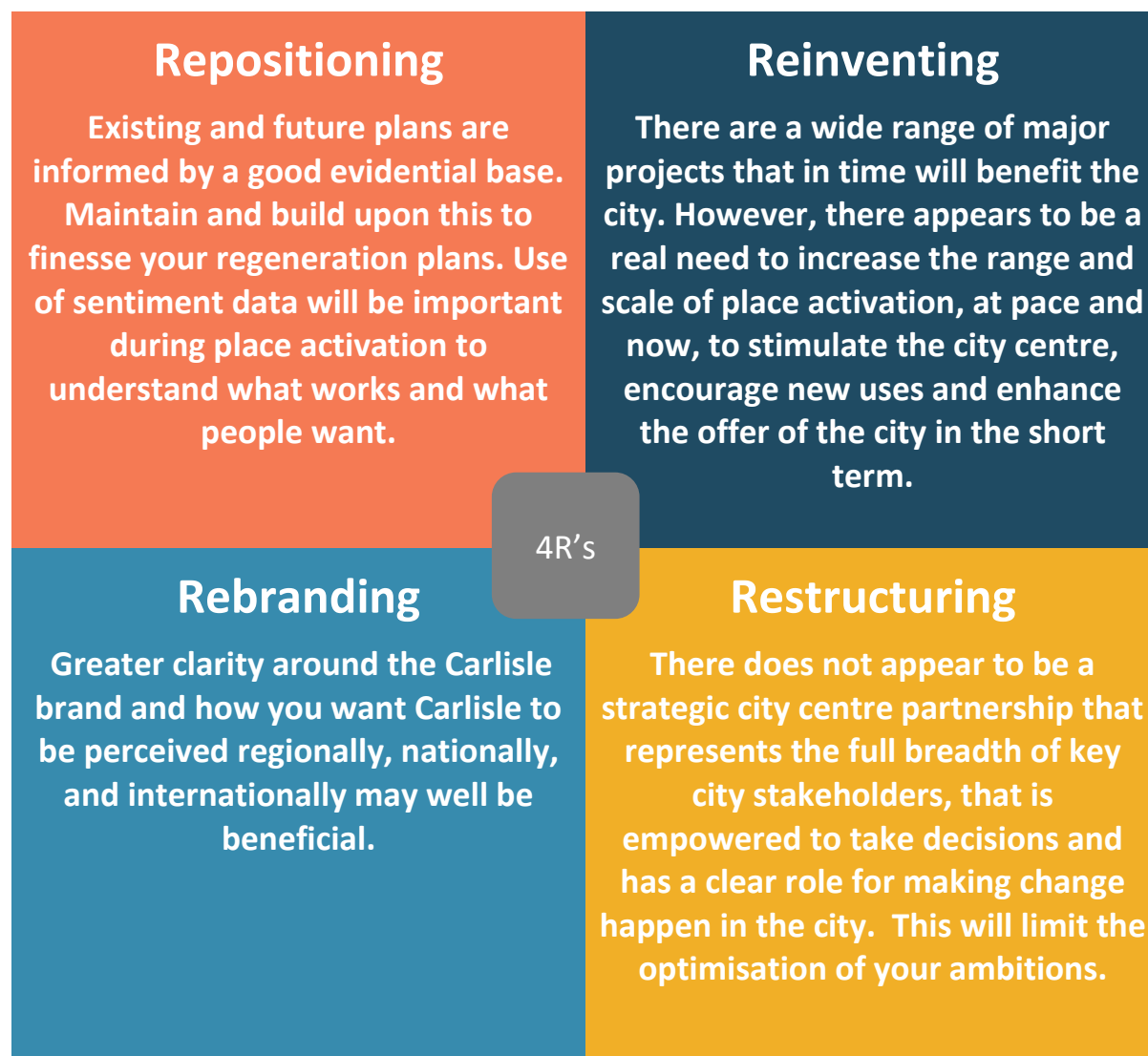


Figure 2: Applying the 4Rs Framework to Carlisle

We used all the information we had to identify which of the descriptions above fitted the evidence we had collected. We collected this evidence from looking at your strategic documents, the Unlocking Your Place Potential visit, including our meeting, discussions, exercises and the in-person city tour. We also included the information we found out about Carlisle from our desk research.

We then grouped each piece of evidence under the 4R headings of Repositioning, Reinventing, Rebranding, and Restructuring. You can see our working on the Fishbone Sheet included in this report.

By classifying every clue, we could see how these are grouped and where Carlisle is facing barriers. This then allows us to recommend suitable strategies to overcome these (see Figure 2). These strategies are *ways of working*, rather than ‘magic bullets’ relating to any particular intervention in your city. As mentioned at the start of the Unlocking Your Place Potential visit, you are the experts in Carlisle.

You can see the major barriers to your transformation in the next section.

Fishbone Analysis

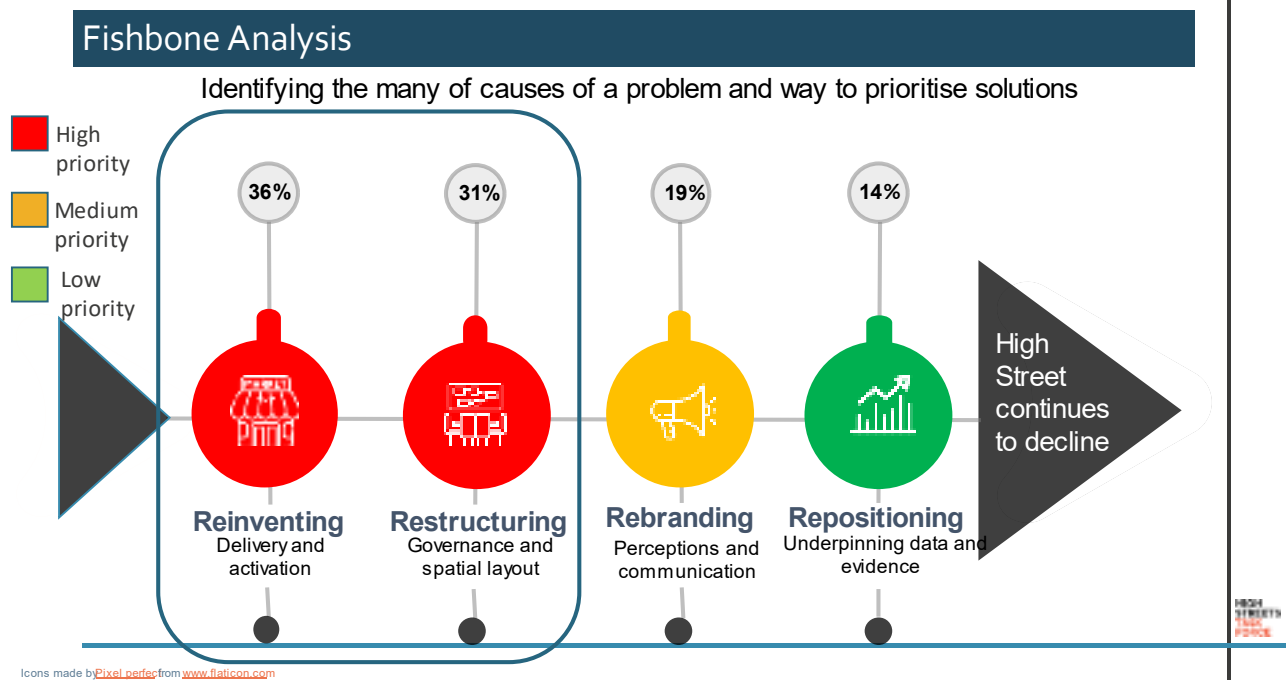


Figure 3: Fishbone analysis

Diagnosis of main barrier to transformation

As a result of the diagnostic process, we have identified a lack of activation as one of the main barriers to increasing footfall and encouraging vitality within the centre. There is an urgent need to stimulate the heart of the city centre through a wide range of activation measures as a key immediate requirement to support transformation in Carlisle.

The ambition of the council(s) and its partners is clear to see, highlighted by a wide range of planned large scale capital transformational projects. However, these projects will take time to come to fruition. Alongside this, the city appears to be overly reliant upon retail as a primary activity within the city.

To combat this, Carlisle would benefit from undertaking a rigorous activation programme, running and curating a wide range of non-retail activities. We think that a lack of this activity within the city centre may present a barrier to driving the vitality of the city. Furthermore, such a programme can help to reconnect people to their city and to help with trialling and experimenting a range of new offers that could become a permanent part of future city life.

We also believe that the council can enhance partnership working to help optimise the regeneration activities within the city.

Building stronger partnerships between the council, businesses and the wider community will also provide more capacity for making change happen in the city and reduce the reliance on the council. A fully coordinated approach will ensure more impact from the investment and interventions, whether they are initially led by the public, private or voluntary sector.

It was very clear from our meeting that there is a huge amount of enthusiasm and support for the city from both the council and business leaders. More frequent and open communication is needed, and we recommend restructuring your governance systems to facilitate a team approach to transformation, with council, business and the community.

Recommendations

To improve the activation of the city we are recommending a strategy of *reinvention* to help stimulate the city and drive viability and vitality.

1. Share the final version of this report with everyone that attended the Unlocking Your Place Potential meeting.
2. Arrange an away day with the local authority, business and community leaders to review challenges facing the city and feedback from the UYPP visit and consider how these may inform the ongoing plan for the city going forward.
3. Devise a programme of activation measures, which sits alongside existing activities and events. Consider trialling new events, pop up and meanwhile uses, experiment with a bold art and culture offer. Can empty spaces be repurposed to house some of these things, or indeed as temporary incubation hubs or other community uses? How can young people be encouraged to be involved in events and activities, for example you might want to consider running a Teenage Market (see below). Consider also activities around developing the evening economy. The temporary repurposing of retail and public space might point to more permanent opportunities.
4. Expand and empower your Task Force Board, or similar, of place leaders across from council, business and the community to shape the strategy for the city, oversee key projects and coordinate plans and activity. This should be focussed on the needs of the city, rather than being council-led, business-led or community-led. Find a structure to work together in.
5. The partnership could have key subgroups focused on workstreams. For example, consider setting up a landlord and property agents forum to look at new uses for empty units and to ensure a consistent approach to the repurposing of the city's estate. This group could take a leading role in putting forward innovative proposals for the repurposing or redevelopment of key sites such as Hoopers, Debenhams or other strategically significant spaces. Likewise consider activities to lead on the art and culture offer of the city that can feed into point 3. As stated above, this activity could be led by subgroups of your Task Force Board, with particular focuses on retail, food and drink, events and entertainment to name just a few.

We hope these recommendations are useful. As we explained in the Unlocking Your Place Potential visit, you are the experts in Carlisle not us. Nevertheless, we have experience of working with many towns around the country that face similar challenges – so when we undertake a diagnostic visit we are well trained in looking for strengths and weaknesses in the town's offer, as well as the structures and processes that manage and change the city.

High Streets Task Force Product Prescription

Based on our recommendations, we would like to offer you the following products. This has been decided after considering your key barriers to transformation and what we have concluded as the best way to help you achieve your transformation goals.

High Streets Task Force Products Prescribed:

Product prescribed	Rationale
Expert Support	<p>We are recommending the provision of support from one of our IPM Experts who specialises in place activation to help stimulate the city centre.</p> <p>If you wish to focus on partnership development, we will be able to offer an Expert within the field of governance and place management structures.</p> <p>Further detail regarding this support can be found in the attached product summary/guidance documentation.</p>
Workshop	<p>I have recommended that following the above Expert support, Carlisle would benefit from a Place Making Programme workshop.</p> <p>This is for up to 70 delegates invited to participate in a workshop to develop place leadership and collaborative capacity. It identifies quick wins as well as strategic recommendations and often benefits places when activation is needed – in other words needs to start taking some action now.</p> <p>The above Expert will be able to further discuss this product with you, to ensure that it is something that you will benefit from. If during the Expert visit the need for the workshop is agreed, arrangements will begin to put this in place, and further guidance supplied.</p>

<p>Teenage Market</p>	<p>A popular and specific place activation measure comes in the form of a Teenage Market. The Task Force can help support you with the development and running tools of a market that is tailored to and run by young people. It is also an excellent way to engage with younger people and, at the same time, perhaps collect their views as to what they want from their city.</p>
<p>Online learning/resources</p>	<p>We also recommend a number of other on-line resources that will help assist you in Carlisle.</p> <p>Reinventing: making vital and viable multifunctional hubs - this webinar helps place leaders to consider the role of their local high street in a broader context and look at approaches to reinvent places with economic and social vitality. You can access this online resource here.</p> <p>Restructuring: building capacity, partnerships and assessing the need for spatial change – this webinar helps place leaders to consider the role of partnerships and capacity building for high street transformation. You can access this online resource here.</p> <p>Advanced Dashboard – The High Streets Task Force Advanced Dashboard is designed to help those engaged in place management to understand the performance of their town centre or high street. It is available to any place management organisation in England that collects footfall data in a town centre or high street, using Springboard's automated footfall counting technology. If you would like to move forward with this, please register your interest here.</p>

Next steps:

Please liaise with your Operations contact to make arrangements for the delivery of the next stage of your support. The Operations team are available to assist with any queries relating to the delivery of the above support, so please do not hesitate to get in touch if any aspect is unclear.

More information about all of these products can be found on the HSTF website [here](#).

Appendix 1 – List of town attendees

Simon Harrison	Harrison Northern
Rev. Keith Teasdale	Former Vicar, St Cuthbert Church.
Alison Hatcher	Cumbria County Council
Catherine Coulthard	Prism Arts
Cllr Marilyn Bowman	Carlisle City Council
Paul Walker	Carlisle City Council
Louis Sleighton	Nelson Thomlinson School (work experience)
Jane Meeks	Carlisle City Council
Zoe Sutton	Carlisle City Council
Matt Colledge	High Streets Task Force

Place Scrutiny Panel

Item
A.4

Meeting Date: 13/10/2022
 Portfolio: Cross-cutting
 Key Decision:
 Policy and Budget Framework No
 Public / Private Public
 Title: Overview Report
 Report of: Policy and Scrutiny Officer
 Report Number: OS.23/22

Purpose / Summary:

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

Recommendations:

Members are asked to:

- Note the items within Panel remit on the most recent Notice of Key Executive Decisions.
- Note the current work programme, work planning activity and comment on the programme, in particular on items for the next Panel meeting.

Tracking

Executive:	Not applicable
Scrutiny:	Place 13/10/22
Council:	Not applicable

1. Notice of Key Decisions

1.1. The most recent Notice of Key Executive Decisions was published on 23 September 2022. This was circulated to all Members and is available on the CMIS section of the Council's webpages. The following items fall within the remit of this Panel:

Items that are included in the Panel's work programme:

- Tullie House Business Plan

Items that are not included in the Panel's work programme:

- High Streets Growth Grant
- To approve the year one (2022/23) project spend of the UK Shared Prosperity Fund Plan Investment for Carlisle

2. References from the Executive

2.1. None

3. Progress on resolutions from previous meetings

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

	Meeting date	Minute reference	Action	Status
1	17/06/21	EGSP 37/21	3) That the Cycling and Walking Infrastructure Plan be circulated to Panel Members when it became available.	Complete
2	16/06/22	PLP.09/22	2) That the Policy and Communications Manager provide written information to the Panel on: i) the dates, times and methods of data collection for the stakeholder and public consultation events on the Market Square project; ii) the known risk to the funding of the Carlisle Southern Link Road and its impact on the St Cuthbert's Garden Village project	Complete
3	21/07/22	PLP.15/22	2) That the Policy and Communications Manager provide the following written information to the Panel: - the last set of Local Authority Climate Policy Group minutes - the calculated emissions for the Victoria	Complete

			Health Suite - how the ZCCP appointed a representative of Cumbria's young people to the Partnership	
4	01/09/22	PLP.24/22	2) That Panel are provided with written responses to the following: - details of the events, and costings, held in the City Centre; - did the actual car parking revenue account for the free car parking scheme; - the potential impact on costings of the delay in the Sands Centre Redevelopment; - why was the frequency of grass cutting being reduced.	Pending
5	01/09/22	PLP.24/22	3) That the Communities, Health and Wellbeing Portfolio Holder provides the Panel with an update on the Disabled Facilities Grants back log following her meeting with the Regulatory Services Manager.	Pending
6	01/09/22	PLP.25/22	3) That a briefing updating Members on the projects included in the Economic Strategy be arranged for October	Pending
7	01/09/22	PLP.26/22	2) That the following items be added to the Panel's work Programme if the consultation periods allowed it: - Draft Cycling and Walking Infrastructure Plan Consultation - Market Square Consultation	Complete (LCWIPs to People Panel, 06/10/22)
8	01/09/22	PLP.26/22	3) That the following items be moved from the Place Panel remit to the People panel's remit: - Homeless (strategy, hostels, prevention) - Housing - empty properties, standards and improvements - Housing advice and support	Pending

4. Contribution to the Carlisle Plan Priorities

4.1. The scrutiny of Carlisle Plan items that fall within the remit of this Panel contribute to ongoing policy development.

Contact Officer: Rowan Jones

Ext: 7257

Appendices 1. Draft Scrutiny Panel Work Programme 2022-23
attached to report:

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

- **None**

CORPORATE IMPLICATIONS:

LEGAL –

PROPERTY SERVICES -

FINANCE –

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

INFORMATION GOVERNANCE –

APPENDIX 1: Draft Scrutiny Panel Work Programme 2022-23

Date	Title	Lead Officer
16/06/2022	End of Year Performance Report 2021/22	Steven O'Keeffe
	Riverside - regeneration of existing stock	Jane Meek/ Rowan Jones
	Cumbria Choice - accessibility of platform and performance of Allocations Policy	Gareth Torrens
	Homelessness - update on delivery of Strategy and Action Plan	Tammie Rhodes
07/07/2022	Talkin Tarn Management Arrangements - Site Visit	Jon May
21/07/2022	Local Environment (Climate Change) Strategy - delivery update	Steven O'Keeffe
	St Cuthberts Garden Village - Delivery Vehicle preparatory report	Neil Cole
	Feedback from attendance at Real Estate Investment & Infrastructure Forum (UKREiiF)	Jane Meek
01/09/2022	Performance Report Q1 2022/23	Steven O'Keeffe
	Economic Strategy Action Plan - performance monitoring (include update on Towns Deal and Future High Street Fund)	Steve Robinson
13/10/2022	Flood Risk Management - Carlisle schemes update	Jane Meek/ EA
	High Street Taskforce report	Jenson Kemp/ Jane Meek
01/12/2022	Local Air Quality Action Plan	Scott Burns
	Tullie House Business Plan - Part B item	Darren Crossley
	Shared Prosperity Fund - commitment and spend of funding	Jane Meek
	Talkin Tarn Future Management Arrangements	Luke Leathers
	Rural Strategy	Jane Meek
	Performance Report Q2 2022/23	Steven O'Keeffe
19/01/2023	Economic Strategy Action Plan - performance monitoring (include update on Towns Deal and Future High Street Fund)	Steve Robinson
	Events - update on planned activities and major events	Paul Walker
	St Cuthberts Garden Village - Delivery Vehicle Options Appraisal (subject to external report completion)	Neil Cole
	Junction 44 update	Mark Walshe
	Market Square Consultation	Steve Robinson
	LEP - Partner Update - LGR preparedness.	Jane Meek
02/03/2023	Performance Report Q3 2022/23	Steven O'Keeffe
	Scrutiny Annual Report	Rowan Jones

