

# AGENDA

## Environment and Economy Overview and Scrutiny Panel

Thursday, 14 August 2014 AT 10:00  
In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG

**\*\*Briefing meeting for Members will be at 9.15 am in the  
Flensburg Room\*\***

### 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 item 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

To approve and sign the Minutes of the meetings held on 10 April 2014 and 2 May 2014.

[Copy Minutes in Minute Book Volume 41(1)]

To note the Minutes of the meeting held on 3 July 2014.  
(Copy Minutes herewith)

## **PART A**

### **To be considered when the Public and Press are present**

#### **A.1 CALL-IN OF DECISIONS**

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

#### **A.2 OVERVIEW REPORT AND WORK PROGRAMME**

**5 - 14**

To consider a report providing an overview of matters related to the work of the Environment and Economy Overview and Scrutiny Panel, together with the latest version of the Work Programme and details of the Key Decisions items relevant to this Panel as set out in the Notice of Executive Key Decisions.

(Copy Report OS.20/14 herewith)

#### **A.3 TALKIN TARN COUNTRY PARK**

**15 - 20**

To consider a report that provides the Panel with an interim report on the development of a business plan for Talkin Tarn Country Park and includes the financial results for the year ended 31.03.2014, analysis of strengths, weaknesses, opportunities and threats, and initial ideas for addressing opportunities (to be developed further in the business plan).

(Copy Report LE.13/14 herewith)

#### **A.4 UPDATE ON THE SENSE OF PLACE PROGRAMME**

**21 - 28**

To consider a report that updates Members of the Economy and Environment Overview and Scrutiny Panel on the implementation of and key initiatives associated with the Carlisle Sense of Place programme.

(Copy Report ED.29/14 herewith)

**A.5 CARLISLE CITY CENTRE (DRAFT) DEVELOPMENT  
FRAMEWORK**

**29 - 44**

To consider a report that updates Members of the Environment and Economy Overview and Scrutiny Panel on the recommendations and key proposals within the draft City Centre Development Framework, including the arrangements associated with the current public consultation.  
(Copy Report ED.30/14 herewith)

**PART B**

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

-NONE-

**Members of the Environment and Economy Overview and  
Scrutiny Panel**

**Conservative** – Mrs Bowman, Mitchelson, Nedved (Chairman), Mrs Mallinson (sub), Mrs McKerrell (sub) Mrs Vasey (sub)

**Labour** – Caig (Vice Chairman), Dodd, Watson, Wilson, Bowditch (sub), Burns (sub), Harid (sub)

**Independent** – Graham, Betton (sub)

**Enquiries, requests for reports, background papers,  
etc to Committee Clerk: Sheila Norton - 817557**



# Economy & Environment Overview and Scrutiny Panel

Agenda  
Item:  
**A.2**

Meeting Date: 14<sup>th</sup> August 2014  
Portfolio: Cross Cutting  
Key Decision: No  
Within Policy and  
Budget Framework  
Public / Private Public

Title: OVERVIEW REPORT AND WORK PROGRAMME  
Report of: Overview and Scrutiny Officer  
Report Number: OS 20/14

## Summary:

This report provides an overview of matters related to the Economy & Environment O&S Panel's work. It also includes the latest version of the work programme.

## Recommendations:

Members are asked to:

- Decide whether the items on the Notice of Key Executive Decisions should be included in the Panel's Work Programme for consideration.
- Note/make comment on the position of the Claimed Rights Memorandum of Understanding
- Agree the Terms of Reference for the Litter Bin Task Group
- Note and/or amend the Panel's work programme

## 1. Notice of Key Executive Decisions

The most recent Notice of Key Executive Decisions was published on 18<sup>th</sup> July 2014 and has been circulated to all Members. The following issues fall into the remit of this Panel.

**KD.13/14 Development at Rosehill.** - The Executive will be asked at their meeting on 18<sup>th</sup> August 2014 to approve the release and leasehold disposal of the property on final terms to be agreed by the Director of Economic Development and the Property Services Manager. This is to be a private report.

**KD.16/14 Adoption of North Pennines Area of Outstanding Natural Beauty (AONB) Management Plan** - The Executive will be asked to consider the North Pennines AONB Management Plan and refer to Council for adoption. Members of the Panel agreed at the meeting on 3<sup>rd</sup> July 2014 that they did not wish to scrutinise this report.

## 2. References from the Executive

There are no references from the Executive following their meeting on 21<sup>st</sup> July 2014.

## 3. Litter Bin Review Task Group

The Task Group, comprising of Cllrs Dodd, Nedved and Wilson held their initial meeting on 24<sup>th</sup> July 2014. The draft Terms of Reference for the work is attached at **Appendix 1** for the Panel to approve.

## 4. Claimed Rights – Memorandum of Understanding

Members received a report on the transfer of Claimed Rights to the County Council at the last meeting of the Panel on 3<sup>rd</sup> July. Members were informed that Officers from Cumbria County Council had indicated that they were now prepared to enter into a Memorandum of Understanding for residual services and they would ask their (the County) Legal Team to draft the appropriate documentation. At the time of writing there has been no further development and the appropriate Officer at Cumbria County Council is now on Annual Leave. The panel will be verbally updated if this situation changes.

## 5. Scrutiny Chairs Group

The Scrutiny Chairs Group held a meeting on 17<sup>th</sup> July 2014. Cllr Watson was selected to lead the group for the current year and the notes of the meeting are attached at **Appendix 2** for information.

## 6. Work Programme

The Panel's current work programme is attached at **Appendix 3** for comment/amendment. The work programme has been amended to take into account the Panels discussions at the meeting on 3<sup>rd</sup> July 2013.

<b>Contact Officer:</b>	<b>Nicola Edwards</b>	<b>Ext: 7122</b>
<b>Appendices attached to report:</b>	<b>1. Litter Bin Review Scoping Document</b>	
	<b>2. Scrutiny Chairs Group – notes of meeting 17<sup>th</sup> July 2014</b>	
	<b>3. Economy &amp; Environment Work Programme 2014/15</b>	

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None**

# Scrutiny Review Scoping Document

<b>Title of Review</b>	Litter Bin Review
<b>Outline reasons and purpose of Review</b>	To assist officers in the litter bin review which is currently underway. The Task Group will complement, not duplicate, this work in order to assist in the analyse of information collated on street bins to give a view from a Member perspective and to give Member support.
<b>Scrutiny Panel(s)</b>	Economy & Environment
<b>Task Group Members</b>	Cllrs Dodd, Nedved and Wilson
<b>Consideration of Co-optees</b>	None required
<b>Link to Carlisle Plan</b>	The review will complement the priority within the Carlisle Plan - <b>Together we will make Carlisle clean and tidy.</b>
<b>Terms of Reference</b>	To gather evidence on the number, location, type and usage of public litter bins in the District. To consider the resources available and whether they are maximised. To look at best practice and new technology in the field.
<b>Expected outcomes</b>	To make recommendations that will ensure that the service is fit for purpose, efficient and meets the demands of the public. To ensure that Members are involved in the process.
<b>Timescale for Review (including indicative milestones)</b>	Report to E&E Panel 27 <sup>th</sup> November 2014
<b>Research required/ Possible sources of information</b>	Audit of bins (currently being undertaken) Financial information (budget and costs of service and how this compares with other LA's) Best/alternative practice and examples Complaints information (CRM) Hotspot for dog fouling issues Information about enforcements
<b>Possible witnesses (for written or oral evidence)</b>	Street Cleaning Supervisors Waste Services Managers Portfolio Holder and Director of Local Environment (towards end of review)
<b>Budget Information</b>	Need more information on budget and costs of service

## Scrutiny Review Scoping Document

<b>Risk Issues</b>	That Members widen their review - refer back to ToFR throughout the review. That Members don't give consideration to budgetary pressures – ensure that Members are informed of all financial information and pressures on service.
<b>Potential Site Visits</b>	Bousteads Grassing Shadow a street cleaning team on their collection
<b>Support Officers and role</b>	Nicola Edwards – project management and report writing Liam Gallagher – professional advice and support
<b>What will not be included</b>	Wider dog fouling issues
<b>Publicity Requirements</b>	Possible press release at the end of the review



**SCRUTINY CHAIRS' GROUP MEETING**

**Thursday 17 July 2014 at 10.00am in Committee Room A**

**Attended:** Councillor Burns – Chairman of the Community Overview and Scrutiny Panel  
Councillor Mrs Prest – Vice Chairman of the Community Overview and Scrutiny Panel  
Councillor Nedved – Chairman of the Environment and Economy Overview and Scrutiny Panel  
Councillor Watson – Chairman of the Resources Overview and Scrutiny Panel  
Councillor Allison – Vice Chairman of the Resources Overview and Scrutiny Panel  
Jason Gooding, Town Clerk and Chief Executive  
Nicola Edwards, Scrutiny Officer  
Rachel Rooney, Lead Committee Clerk

**08/14 APOLOGIES FOR ABSENCE**

No apologies for absence were submitted.

**09/14 SCRUTINY CHAIRS GROUP LEAD**

RESOLVED – That Councillor Watson would lead the Scrutiny Chairs Group for 2014/15.

**10/14 SCRUTINY CHAIRS GROUP – TERMS OF REFERENCE**

The Terms of Reference for the Group had been circulated for approval.

RESOLVED – That the Terms of Reference for the Scrutiny Chairs Group as circulated be agreed.

**11/14 LGA FUTURE COUNCIL REVIEW**

The Town Clerk and Chief Executive informed the Group that the Authority would undertake an LGA Peer Review in September. It was hoped that the Review would be carried out by Sir Stephen Houghton CBE, Leader of Barnsley Metropolitan Borough Council if he was available. The Review would also be carried out by Katherine Fairclough, Deputy Chief Executive of Warrington Borough Council and Bridget Taylor, who was the Director of BT Global Services.

The Review was voluntary and would stretch and challenge the Authority to ensure that the Council was as good as it possibly could be. The Peer Reviewers would meet with Group Leaders, Portfolio Holders and the Senior Management Team; they would also meet with the Scrutiny Chairs Group.

The Executive and the Town Clerk would meet with the LGA before the Review to ensure that everyone was clear about the Review's objectives and to agree the areas that would be looked at.

The Town Clerk and Chief Executive added that all other Districts in the area had undertaken a Review and it was timely for the City Council to undertake the Review. The pledges and priorities of the new administration were in place and a Review of those would focus the direction of the Council.

The Group highlighted some concerns following previous reviews and asked that clear terms of reference for the Review were in place to achieve as much as possible from the Review.

The Town Clerk and Chief Executive understood that previous reviews had not been successful but felt that this one would challenge the Council in the right way. At the end of the Review the LGA would present its findings in the form of a letter, most Councils publish their letters on their websites and he agreed to circulate links to the letters to Members.

RESOLVED – That the Scrutiny Chairs Group support the LGA Challenge Review and would make themselves available to meet the Peer Reviewers in September.

## **12/14 LEADERS SCHEME OF DELEGATION**

The Policy Areas and Executive Functions, as set out in the Leader's Scheme of Delegation, was circulated to Members. The document showed the Portfolio areas matched with the relevant Overview and Scrutiny Panels.

The Group was asked to consider the document and discuss any areas of contention and agree which Panels should lead on those matters or identify areas where joint Panel working could take place.

The Town Clerk and Chief Executive reminded the Group that each Panel should set their Work Programme for the year including any big issues and then they would be able to decide which Panel would lead or if joint working was required. If the Panels were proactively planning their work at the beginning of the year they would be able to focus the work of the Panel and report on their achievements at the end of the year.

The Scrutiny Officer agreed that setting clear priorities would focus the Panels work. The Environment and Economy Panel had already identified three priorities for the year and had set their Work Programme around those priorities. She encouraged the other two Panels to set their priorities to focus their work and then any issues could be addressed by the Scrutiny Chairs Group.

A Member of the Group asked if the definition of the Panels were correct and if they could be looked at. The Group were reminded that they had considered the number and make up of the Panels last year and each Political Group had been asked for their opinion. Each of the Groups fed back that there was no appetite to change the Panels at that time but it may be worthwhile revisiting this following the Peer Review.

The Group discussed the pros and cons of the previous committee system and highlighted the number of Members who felt disenfranchised due to the current system.

The Town Clerk and Chief Executive informed the Group that to change the committee structure there would have to be a successful petition and a referendum.

The Scrutiny Officer suggested that the empowerment of Members could be achieved through a different way of working within the current structure.

The Town Clerk and Chief Executive added that a cross Panel Task and Finish Group could consider the wider remit of the Panels and how best to involve Members in the democratic process.

RESOLVED – 1) That the Community and Resources Overview and Scrutiny Panels set their priorities and work programme for the current year and any issues regarding the remit of the three Panels be discussed by the Scrutiny Chairs Group.

2) That at their meeting on 7 August 2014, the Resources Overview and Scrutiny Panel consider commissioning a cross party Task and Finish Group to look at how Members could be encouraged to be involved in the democratic process.

### **13/14 SCRUTINY TRAINING**

The Scrutiny Officer informed that Group that, at the request of the Chairs Group in 2013/14, a training session would be organised for all Scrutiny Members to take place in September 2014.

The Group discussed ways to encourage more participation at training and requested that the Town Clerk and Chief Executive raise the issue with the Group Leaders and ask them to encourage Members to take part in training.

RESOLVED – That the Town Clerk and Chief Executive discuss the low attendance at training and how this could be addressed.

### **14/14 ANY OTHER BUSINESS**

A Member of the Group asked why committee meetings were held through the day and if consideration had been given to changing the start time to allow those Members who worked to attend meetings.

The Town Clerk and Chief Executive responded that there could be logistical and financial issues in moving meetings to the evening.

### **15/14 DATE OF NEXT MEETING**

AGREED – That the next meeting of the Scrutiny Chairs Group will take place on 7 November 2014 at 10.00am.

(The meeting ended at 11.30am)

# ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY PANEL WORK PROGRAMME 2014/15

Date last revised: 01 August 2014

Issue  Portfolio Holder & Lead officer	Type of Scrutiny					Comments/status	Meeting Dates							
	Performance Management	Key decision Item/Referred from Executive	Policy Review/Development	Scrutiny of Partnership/ External Agency	Monitoring									
							3 Jul 14	14 Aug 14	25 Sep 14	23 Oct 14	27 Nov 14	22 Jan 15	12 Mar 15	23 Apr 15
CURRENT MEETING – 14 <sup>th</sup> August 2014														
Local Plan Cllr Bradley/Jane Meek		✓				August – City Centre Masterplan		✓	✓					
Carlisle Story Cllr Bradley & Glover/Jane Meek				✓		Report to include prospectus for Carlisle and Sense of Place update		✓						
Talkin Tarn Cllr Martlew/Angel Culleton			✓			Interim report August. Business Plan in October	x	✓		✓				
TASK AND FINISH GROUPS														
Litter Bin Review			✓			Cllrs Dodd, Nedved and Wilson – scoping review		✓						
Business Support			✓			To commence in Oct 2014				✓				
FUTURE MEETINGS														
Business Interaction Centre				✓		To receive an update on the Centre				✓				
Performance Monitoring Reports Steven O’Keefe/all PH	✓				✓	Monitoring of performance relevant to the remit of Panel	✓		✓		✓		✓	

# ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY PANEL WORK PROGRAMME 2014/15

Date last revised: 01 August 2014

Issue  Portfolio Holder & Lead officer	Type of Scrutiny					Comments/status	Meeting Dates							
	Performance Management	Key decision Item/Referred from Executive	Policy Review/Development	Scrutiny of Partnership/External Agency	Monitoring		3 Jul 14	14 Aug 14	25 Sep 14	23 Oct 14	27 Nov 14	22 Jan 15	12 Mar 15	23 Apr 15
<b>TIC and Public Realm</b>		✓			✓	Update on projects				✓				
<b>Section 106 Agreements</b> Jane Meek/Cllr Bradley					✓	Panel requested report detailing outstanding Section 106 agreements – to receive annual report on monies spent							✓	
<b>Re-thinking Waste Project</b> Cllr Martlew/Angela Culleton		✓	✓	✓	✓	Sept – Presentation on project Nov – Meeting dedicated to waste issues			✓		✓			
<b>Environmental Performance of the Council</b> Arup Majhi/Cllr Tickner			✓		✓	Annual Monitoring of performance. For information then within performance report in future years.						✓		
<b>Budget</b> Peter Mason/Darren Crossley/All Portfolio Holders		✓	✓			To consider budget proposals for 2015/16					✓			
<b>Skills Audit</b>			✓			To receive report detailing outcome of audit						✓		
<b>Scrutiny Annual Report</b>			✓		✓	Draft report for comment before Chairs Group								✓

# ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY PANEL WORK PROGRAMME 2014/15

Date last revised: 01 August 2014

Issue  Portfolio Holder & Lead officer	Type of Scrutiny					Comments/status	Meeting Dates							
	Performance Management	Key decision Item/Referred from Executive	Policy Review/Development	Scrutiny of Partnership/External Agency	Monitoring									
							3 Jul 14	14 Aug 14	25 Sep 14	23 Oct 14	27 Nov 14	22 Jan 15	12 Mar 15	23 Apr 15
<b>COMPLETED ITEMS</b>														
<b>Claimed Rights</b> Angel Culleton/Cllr Martlew		✓				Monitoring of Highways services following transfer to Cumbria CC	✓							
<b>Recycling</b>			✓			Executive response to Task Group Report	✓							

# Report to Environment & Economy Overview and Scrutiny Panel

Agenda  
Item:  
**A.3**

Meeting Date: Thursday 14 August 2014  
Portfolio: Environment and Transport  
Key Decision: Not Applicable:  
Within Policy and Budget Framework YES  
Public / Private Public

Title: TALKIN TARN COUNTRY PARK  
Report of: The Director of Local Environment  
Report Number: LE13/14

## Purpose / Summary:

The purpose of the report is to provide the panel with an interim report on the development of a business plan for Talkin Tarn Country Park and includes the financial results for the year ended 31.03.2014; analysis of strengths, weaknesses, opportunities and threats; and initial ideas for addressing opportunities (to be developed further in the business plan).

## Recommendations:

The Panel considers the report and information and provides comments to inform the further development of the business plan.

## Tracking

Executive:	
Overview and Scrutiny:	
Council:	

## **1. BACKGROUND**

- 1.1** Since 2006, Talkin Tarn Country Park, near Brampton, has been owned and managed by Carlisle City Council after being acquired from Cumbria County Council for a nominal sum. In its first year of ownership the City Council invested over £1m in upgrading the facilities at the Tarn including the Education cabin, public toilets, boat houses and workshop/office.
- 1.2** The country park has long been popular with visitors from the local area and the Tyne Valley who come for fresh air, woodland and waterside walks, water-based recreation and the opportunity to enjoy views of the North Pennine fells. A converted boat house functions as a tea-room and a take-away kiosk. Visitor numbers have never been accurately counted but based on car-park data the estimate is 120,000 annual visitors. There is a small body of regular visitors who come daily to walk their dog early and/or later in the day, travelling a short distance to do so.
- 1.3** In 2010 the Council introduced a charge for car-parking which met with some resistance but has now been largely accepted by visitors. The first hour's stay is £1.00, £2.00 after that. Charges do not apply before 10.00 or after 18.00. Increasing the car-park charges is an option for bringing in additional revenue.
- 1.4** Income from the tea-room for year ended 31 March 2014 was about £125,000 and the car park £38,000. Other sources (hire fees, grants and rents) brought the total earned income up to £193,000. With the net budget contribution included, the total income for the year was £248,500
- 1.5** Expenditure for the year, including maintenance of the park and running the tea-room totalled £183,000. A contribution to central recharges of £60,000 brought this figure up to £243,000.

### **1.6 Talkin Tarn Country Park Income and Expenditure Account, 2013-14**

#### **Expenditure**

Expenditure for the tea-room and park has been amalgamated for simplicity and includes employee costs, premises, inc heat and light, transport, equipment & materials etc. Total Expenditure £243,000



## Income

Income is generated at Talkin Tarn through a number of streams including car park ticket sales, sales of refreshments and gifts, boat hire and watersports, grazing rents, agri-environmental grants, Rowing Club, Sailing Club licences etc

Total Income £248,500

These results are very encouraging – the Country Park as a whole made a surplus of £5,500 on the year and made a £60,000 contribution to the City Council's central costs.

## 2. Developments in the past 12 months

- 2.1** Since the visit of the O&S Panel to Talkin Tarn in 2013 there have been a number of developments at the Country Park, both in the management of the outdoor environment and in the commercial operations at the tea-room:
- Outdoor seating and tables outside the take-away kiosk to encourage customers to stay in the vicinity to consume refreshments purchased
  - Refurbishment of the upstairs balcony to provide improved eating experience with extensive views of the tarn and the North Pennine fells
  - Redesign of interior seating area to provide an area of informal seating on sofas, next to the woodstove
  - Signing up a 2-year agreement with Tarn Adventures to provide a range of water-sport activities including boat hire and kayak instruction.
  - Creation of a wader-scrap – a shallow pool for use by wading birds as a feeding area, within the natural wetland to the side of the tarn.
  - Adoption of a Woodland Improvement Grant scheme (WIG) which has provided funds for an extensive tree-planting scheme

## SWOT ANALYSIS

STRENGTHS	WEAKNESSES
Committed and experienced staff <i>People who care about the future of the Tarn and who see their job as a personal commitment to its success</i>	Local Authority procedures and decision-making that inhibit flexible response to market and customer demands
Good quality products – home-made and locally sourced ingredients <i>Using the best of Cumbrian suppliers and ingredients and supporting local businesses</i>	Lack of entrepreneurial experience
	Location which requires a specific decision to visit
Excellent customer service <i>All staff are trained in food hygiene and in</i>	Limited access by public transport

<i>providing excellent care for all our customers</i>	Relatively high overheads (central recharges)
Seasonally variable food and drink offer <i>The tea-room offers a varied menu including home-made food with seasonal specialities</i>	Commercial competition nearby
High standards of maintenance of the outdoor environment <i>Talkin Tarn is an all-round visitor experience and customers at the tea-room may also choose to enjoy a walk around the lake or through the extensive natural; woodlands</i>	Weather dependent
	Income deficiency from out-of-hours visitors
Exciting recreational opportunities including land and water based <i>Visitors will be able to hire a boat or inflatable to take on to the water for a safe and enjoyable experience and will be able to use, free of charge, our children's adventure trail in the Tarn woodlands</i>	
Talkin Tarn is well-known in the region and is already popular with visitors <i>A history of day visitors from the Tyne Valley has continued, together with people from the wider Carlisle district.</i>	

<b>OPPORTUNITIES</b>	<b>THREATS</b>
Among the opportunities for increasing the revenue generated at Talkin Tarn are:-	Local authority resources under pressure
Increase payable car-parking hours to start at 9.00am (currently 10.00am)	Perceived poor performance (income generation)
Introduce new attractions for young families to bring in new visitors, e.g. adventure play trails	Over-development
Development of wet-weather attractions and activities	Intense public scrutiny leads to inhibited decision making
Develop our relationship with the water-sports franchisee to maximise the	Shortage of site staff resource

recreational potential and income generation from water-based activities	
Close attention to business costs and operational practices – ensuring costs are controlled and the value of our investment in catering operations is maximised, e.g. flexible staff hours at quiet times; portion control.	Un-cooperative partners (rowing club)
Introduce high-end camping opportunities on a franchise basis	Blue-green algae inhibiting use of the water body
Joint marketing with nearby attractions	
Joint development and promotion of the site in partnership with North Pennines AONB	
Customer loyalty scheme offering free products as a reward for repeat purchases	
License the premises to host weddings and other celebrations	
Install suitable vending machines to provide out-of-hours refreshments service	
Organise more events and specific activities to bring in families (who will then become repeat business)	
Permanent lease on the Alex boathouse to generate guaranteed income from a private tenant	
Campaign of promotion and advertising including sponsorship opportunities	

### 3. ANALYSIS

#### 3.1 Survey data already available to us reveals some useful information:

- Currently the average contribution per visitor to Talkin Tarn Country Park is approximately £1.00
- The total number of visitors is slowly increasing
- Visitors numbers are closely correlated with the weather
- Visitors are drawn from a wide catchment including a significant number from the Tyne Valley

- 3.2** The SWOT analysis above gives us some pointers for further development and refinement in the forthcoming Business Plan.

#### **4. OBJECTIVES OF THE BUSINESS PLAN**

- 4.1** The over-riding objective to be addressed in the business plan is the optimising of the customer experience at Talkin Tarn Country Park, from arriving at the park entrance, parking their car, accessing the woodland and lakeside, taking part in some of the activities on offer and enjoying some refreshment at the catering outlets. Within this framework we would wish to make sure that the outstanding environment of Talkin Tarn is protected and conserved for future generations and that the commercial aspects of the park are in tune with the location.
- 4.2** Notwithstanding the above, the strongest safeguard for the future of the Country Park will be evidenced by it performing as an asset to the City Council and this means it will have to be able to show a significant degree of financial self-reliance. The SWOT analysis suggests there may be some additional development work to do on the commercial aspects of the Tarn in order to achieve this outcome – the Business Plan will include more detail on the options available to the Council.

#### **5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 5.1** *‘Develop sports, arts & cultural facilities, showcasing the city of Carlisle’* – up to 150,000 visitors per annum, many from outside the district enjoying first class natural environments and excellent visitor facilities. Growing amateur rowing club based at Talkin Tarn bringing up to 1,000 people for the annual regatta.

*‘Ensuring a high quality environment which is attractive to new businesses and residents’* – managing a SSSI wetland and Cumbria Wildlife Site woodland including at least one Red Data Book species of rare wildflower (Sword-leaved helleborine). 2 new businesses in the process of becoming established at the Country Park - watersports and camping pods.

**Contact Officer:** Angela Culleton

**Ext:** 7325

**Appendices  
attached to report:**

# Report to Economy & Environment Overview and Scrutiny Panel

Agenda  
Item:  
**A.4**

Meeting Date: 14<sup>th</sup> August 2014  
Portfolio: Economy, Enterprise and Housing  
Key Decision: No  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: **Update on the Sense of Place Programme**  
Report of: Director of Economic Development  
Report Number: ED 29 14

## Purpose / Summary:

To update Members of the Economy and Environment Overview and Scrutiny Panel on the implementation of and key initiatives associated with the Carlisle Sense of Place programme.

## Recommendations:

That Members note the content of the report.

## Tracking

Executive:	N/A
Overview and Scrutiny:	14 <sup>th</sup> August 2014
Council:	N/A

## **1. BACKGROUND**

- 1.1 The Economic Review of Carlisle 2013 established that in order to sustain and enhance economic performance Carlisle needs to grow and identified a clear need to raise the profile of Carlisle in order to do so. In response the Carlisle Economic Partnership set a key priority for action, ‘... to promote Carlisle’s image as a place to visit, learn, do business and invest.’ in order to attract more people to visit, study, live, work and play in the City.
- 1.2 In order to achieve this objective it was considered essential to develop a consistent message which would be recognised and used by businesses and organisations to promote the area beyond Carlisle and Cumbria. The Carlisle Story which provides a vision for Carlisle as a regional capital recognises the benefits of Carlisle (the Place), and provides a cohesive narrative for Carlisle organisations and groups to use to promote themselves through promoting the Place and making the most of Carlisle’s offer.
- 1.3 The challenge for all involved is to get Carlisle firmly placed on the map – ensuring that investors, customers, suppliers know Carlisle via our key story themes: Independent, United and Proud; Animating our History; Destination for entertainment, fun and freedom.
- 1.4 The narrative and visual expression of the Carlisle Story forms the basis for a suite of documents and resources which have been, or are being, produced to ensure that the place brand can be accessed, used and delivered in a consistent and effective way by all stakeholders. Alongside these efforts a number of further initiatives have been instigated with partners as a means of pro-actively driving the Sense of Place agenda.

## **2. AMBASSADOR SCHEME**

- 2.1 A key initiative to help realise the Sense of Place agenda is the Carlisle Ambassador programme. This programme, which was launched in July 2013, has brought together businesses from across the City with the common purpose of bringing the Carlisle Story to life.
- 2.2 There are currently 59 organisations, including the City Council, signed up to the Ambassador Programme. A wide range of business interests and size and scale of operation are involved. Following a hugely successful launch event, hosted by the University of Cumbria and attended by over one hundred people, there have been

four further key events as follows, with each hosted at a different venue and focussing on a different theme:

- Nov. 2013 'Independent, United and Proud' - Kingmoor Park
- Jan 2014 'Animating History' - Tullie House
- Mar 2014 'Opportunities' - Business Interaction Centre
- May 2014 'Destination for Entertainment, fun & freedom' - Carlisle Racecourse

2.3 The next series of Ambassador events are anticipated to commence in September, following a Summer break.

### **3. PROSPECTUS**

3.1 The Prospectus builds on the Carlisle Story and constitutes a powerful promotional document. The content, approved by the Place Board, is designed to provide an introduction to Carlisle, regarding where it is and what it has to offer, going into more detail than the Story itself. It employs the Carlisle Sense of Place branding to aid a consistent marketing approach, and as such is easily recognisable as a part of the wider programme to which it relates.

3.2 The intention is that the Prospectus will feature within and headline similarly branded folders the content of which can then be easily tailored to suit the needs of an event, opportunity or specific agenda.

3.3 No formal launch of the prospectus has yet taken place, however copies were made available at the recent Ministerial Announcement of successful Local Enterprise Partnership funding in Longtown and at the recent Carlisle Partnership Annual General Meeting. Initial feedback has been very positive.

3.3 Two different sized printed formats of the prospectus have been designed with 1000 copies of each having now been printed. The document is also available electronically. It has not yet been, but will shortly be, made available in due course to all who wish to use it as part of their own marketing material.

### **4. WIDER IMPLEMENTATION**

4.1 The numerous resources associated with the Sense of Place programme including the key documents and branding are available free of charge to any local business wishing to make use of them. These have been developed to ensure that the place

brand can be accessed, used and delivered in a consistent and effective way. Existing resources include:

- Carlisle Story Book
- Carlisle Prospectus Book
- Carlisle Prospectus Folders
- Visual expression and brand toolkit
- Image library
- Pop up banner designs
- Hoarding designs and toolkit
- 'e' banners for use on websites, emails etc
- Brand templates: PowerPoint and Publisher

- 4.2 To maximise the benefits of employing the above resources however, and to secure the best level of support, those businesses wishing to make use of the above resources are encouraged to participate in the Ambassadors programme.
- 4.3 It is also important to acknowledge that the Sense of Place programme operates alongside and is complementing and conversely being supported through other local programmes and initiatives. One such example is the Signage Suite which has been produced to form the basis of the public realm works within the City Centre which includes new gateway and interpretive signage at key points.
- 4.4 Assorted marketing material has featured at numerous conferences and events including the Carlisle Skills Fair (Carlisle), Growth Twenty14 (Kendal), Medical Careers Fair (Gateshead) and the Carlisle Partnership AGM (Carlisle, July 2014), Cumbria Tourism's 'Place to Be' campaign and most recently on hoardings at the former Lonsdale site on Cecil Street, which is part of the ongoing Halston development.
- 4.5 A recent example of how the programme works in practice and can benefit the area as a whole is the GP recruitment campaign. The campaign utilised the Ambassador programme and the sense of place branding at a Careers Fair in Gateshead. The event was attended by over 70 professionals looking for recruitment opportunities and saw promotional material offered by a range of Carlisle businesses active in the Ambassador Programme.
- 4.6 The stand and associated marketing material was highly commended by the event organisers and received excellent delegate feedback - many of whom had not previously considered Carlisle, but were now willing to do so. Testament to the success is also that an interest has now been registered in hosting a further medical



professional event in Carlisle the focus of which will be securing such professionals to pursue employment opportunities in Carlisle and the wider Cumbrian sub-region.

- 4.7 Further testament to the success of implementing the programme saw the City Council approached by The Local Government Association to provide a case study of the Sense of Place campaign at a recent conference in Bournemouth. This interest came about as a result of the positive feedback received from the Department of Business, Innovation and Skills, and recognition by the United Kingdom Trade Industry, of the calibre of a recent partnership bid submission which employed the Carlisle Sense of Place branding.

## **5. PLACE MANAGER**

- 5.1 In order to sustain the momentum of the programme and increase its success, the Ambassadors group has identified a need to appoint a dedicated programme manager. In terms of moving this notion forward, funding is now in place to support an appointment on a full time basis for an initial 12 month period, with the cost of doing so having been match funded by the private sector.
- 5.2 The private sector have contributed £25,500 towards the post illustrating how they value the Sense of Place programme and the benefits of growing it. The City Council will also be contributing £25,500. In order to sustain the post in the longer term, a key role of the Place Manager would be to work with the Ambassadors and local businesses to sell the benefits of supporting and buying into the programme.
- 5.4 The Place Manager is a key role and it is important that someone with the right skills is appointed. Unfortunately the panel were unable to appoint from those shortlisted for interview and options are currently being considered which will ensure that the Ambassador programme does not lose momentum.

## **6. RESOURCES**

- 6.1 Costs associated with the programme from inception to date (end of June 2014), which the City Council have encountered, are set out below:
- 2012/13 - £31,085
  - 2013/14 - £36,294
  - 2014-15 - £ 929
- 6.2 These costs cover all aspects of the programme, with the exception of the Prospectus, including the design and print costs of the Carlisle Story, other

branding materials, toolkit and promotional material; research costs; photography; hospitality and promotion.

6.3 The costs associated with preparing the Prospectus are £3,555, £1,300 of which relate to the design work with the remainder relating to print costs. These costs were met by the City Council within existing economic development related budgets.

6.4 It is important to acknowledge that the programme has so far been funded through a private / public sector partnership. Private sector contributions to the Place Manager total £25,500 with many in kind contributions also having been received. The delivery of all four ambassador events have for example been funded entirely by those who hosted them. In addition Ambassadors have been offering significant incentives directly in response to the Sense of Place programme, through for example discounted products and services. Whilst these latter costs are difficult to quantify, they are nevertheless important to acknowledge as part of the overall investment in the initiative.

## **7. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

7.1 Members are asked to note the content of the report in order that they are appropriately informed with regards to current and forthcoming key initiatives associated with the Sense of Place programme.

## **8. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

8.1 The programme directly supports and cuts across a number of the corporate priorities including:

- Promotion of Carlisle as a prosperous City, one in which we can all be proud.
- Supporting the growth of more high quality and sustainable business and employment opportunities.
- Working more effectively with partners to achieve the City Council's priorities.

**Contact Officer:** Kerry Martin

**Ext:** 7212

**Appendices  
attached to report:**

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

- **None**

**CORPORATE IMPLICATIONS/RISKS:**

**Chief Executive's -**

**Community Engagement –**

**Economic Development –**

**Governance –**

**Local Environment –**

**Resources -**



# Report to Economy & Environment Overview and Scrutiny Panel

Agenda  
Item:  
**A.5**

Meeting Date: 14<sup>th</sup> August 2014  
Portfolio: Economy, Enterprise and Housing  
Key Decision: No  
Within Policy and Budget Framework: Yes  
Public / Private: Public

Title: **Carlisle City Centre (Draft) Development Framework**  
Report of: Director of Economic Development  
Report Number: ED 30 14

## Purpose / Summary:

To update Members of the Economy and Environment Overview and Scrutiny Panel on the recommendations and key proposals within the draft City Centre Development Framework, including the arrangements associated with the current public consultation.

## Recommendations:

That Members note the content of the report.

## Tracking

Executive:	N/A
Overview and Scrutiny:	14 <sup>th</sup> August 2014
Council:	N/A

## 1. BACKGROUND

- 1.1 GVA were appointed in June 2013 to prepare a Development Framework to guide future development in Carlisle City Centre to 2030. A key objective of the study is to identify suitable locations within the city centre to accommodate future development to meet identified needs, and specifically those relating to additional retail and leisure floorspace.
- 1.2 The requirement to prepare a Development Framework was prompted by the findings of the [Carlisle Retail Study](#)<sup>1</sup>, prepared by GVA on the Councils behalf in August 2012. This study concluded that there was a significant quantitative and qualitative need for new Class A1 comparison (non-food) retail development within Carlisle over the period to 2030.
- 1.3 The [National Planning Policy Framework](#)<sup>2</sup>, to which all Local Plans must be in conformity with, is categorical in requiring that identified needs for new development are met in full. It also requires that in so far as retail needs are concerned, the priority for meeting such needs should be within existing town and city centres, subject to the availability of suitable development sites.
- 1.4 The 2012 [Carlisle Retail Study](#) identified that there was a limited availability of potential development sites within the existing City Centre Primary Shopping Area (PSA) which could accommodate substantive new retail development to meet the identified future needs. Consequently, if appropriate sites within or immediately adjacent to the City Centre PSA cannot be identified within deliverable timeframes, the Council would be required to identify less central sites to meet the needs arising. It is therefore critical that appropriate sites within the City Centre are identified to meet future needs, and the CCDF seeks to identify what if any options exist to achieve this objective, in order that these can then be taken forward through the emerging Carlisle Local Plan (2015-2030).
- 1.5 Work on the CCDF has broadly followed a six stage process, as illustrated in Table One. The release of the current draft CCDF represents stage five of this six stage process.

Stage 1	Information review and analysis of City Centre area
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<sup>1</sup> GVA (2012) Carlisle Retail Study. Available at URL: [http://www.carlisle.gov.uk/downloads/FINAL\\_REPORT\\_web\\_2012.pdf](http://www.carlisle.gov.uk/downloads/FINAL_REPORT_web_2012.pdf)

<sup>2</sup> CLG (2012) National Planning Policy Framework. Available at URL: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Stage 2	Identification of opportunities, constraints, key issues and initial ideas and options for change
Stage 3	Consultation and feedback on initial ideas and options
Stage 4	Refinement and identification of Preferred Option(s)
<b>Stage 5</b>	<b>Consultation and feedback on Preferred Options</b>
Stage 6	Final report and recommendations

**Table 1 – Six Stage CCDF Process**

## **2. IDENTIFIED DEVELOPMENT NEEDS**

- 2.1 The [Carlisle Retail Study](#) was commissioned as a key component of the evidence base for the emerging Local Plan to assess future need for new retail and leisure provision within Carlisle. The study was informed by a healthcheck assessment (looking at existing performance including vacancies) and robust primary research including household telephone and shopper surveys.
- 2.2 With the aim of proactively planning for the enhancement of Carlisle as a vital and vibrant city centre destination, the study set out a number of recommendations. It identified that notwithstanding that the City Centre was performing well in many regards, that in order to deliver a step change in its performance to enable it to better perform its sub-regional function, a projected increase in the overall market share is estimated to generate capacity for an additional 18,200 sqm comparison (non food) retail floorspace by 2030. This level of floorspace is broadly equivalent in size to three adult football pitches.
- 2.3 The assessments which support these conclusions take account of projected expenditure levels based on a number of factors including projected population increases and demographic changes within the wider sub-regional catchment that Carlisle, from a retail perspective, serves. In this regard it is pertinent to note that from a retail catchment perspective Carlisle extends to cover a population of approximately half a million people. Such assessments also take account of the changing nature of retailing habits including increased internet shopping and other trends.
- 2.4 Importantly the study concluded that the market share enhancement will only be achieved if the new provision which comes forward is of genuine quality to add to the existing clothing and fashion offer in particular. It further recognised that the

balance between attracting new retailers to the city and facilitating new opportunities for existing retailers to upsize will be particularly important to ensure that any new scheme(s) does not lead to the significant displacement of retailers from the existing primary shopping area.

- 2.5 The CCDF has been developed within this context in response to the recommendations within the [Carlisle Retail Study](#). It also responds to the requirements of the [NPPF](#) to meet identified needs in full. The levels of need identified within the study are considered to remain robust and therefore considered to constitute an appropriate basis from which to continue planning for future retailing needs within Carlisle, both through the CCDF and emerging Local Plan.

### **3. CCDF KEY DRAFT RECOMMENDATIONS AND PROPOSALS**

- 3.1 An initial public consultation was held in November of last year which focused on defining and analysing key character areas and setting out issues and initial options within each of these areas. Since then technical information such as design work and transport analysis together with the responses received and engagement with landowners and officers at both the City and County Council have all been used to refine the draft development framework further.
- 3.2 Each of the character areas has now been categorised according to their potential for future change and prospective scope for intervention, drawing on the analysis undertaken to date. Those areas with the highest potential for change were identified as being the Citadel and the Area North of Lowther Street including Rickergate.
- 3.3 The recommendations for the Citadel area relate to pursuing a mixed use redevelopment opportunity which will present itself following the relocation of Cumbria County Council offices to new ones in Botchergate. The evidence supports however that the Citadel is unlikely to be suitable for major retail redevelopment given the absence of a strong frontage and therefore logical link with the existing primary shopping area, which reflects that much of the opportunity is backland in nature. Alternative uses suggested for this area include offices, residential, leisure, further education and ancillary car parking. Other recommendations relating to the Citadel area relate to improving access to Carlisle Rail Station, enhancing the public realm and securing viable future uses for the statutory listed Citadel structures and other important heritage assets.
- 3.4 The area to the North of Lowther Street including Rickergate has been identified as the preferred option to accommodate the majority of the required additional retail



floorspace as part of a wider mixed use comprehensive redevelopment proposal including leisure uses, new residential units and car parking provision. Two options have been identified within this area as a means of fulfilling this objective. The two primarily differ in that one option includes the retention of the Civic Centre Tower (Option A) whilst the other assumes that the entire Civic Centre site would be comprehensively redeveloped (Option B).

- 3.5 Both options would see existing premises on Warwick Street cleared to make way for a new leisure hub and new public realm. Both also propose the introduction of residential units on Corporation Street, the conversion of the old police station to new retail premises, the clearance and redevelopment of the more recent courts building for retail units, and enhanced public realm throughout. Option B has been recommended as the preferred option given that it would result in a greater level of retail floorspace and is considered to be a much more commercially attractive proposition.
- 3.6 A [consultation leaflet](#) which constitutes a concise executive summary of the CCDF report is appended to this report. This summary leaflet provides greater details on the recommendations for all of the character areas and the preferred option in responding to identified retail needs, including graphics to illustrate the draft proposals. **This [summary leaflet](#) should be read in conjunction with this report to provide a fuller understanding of the key recommendations and proposals to emerge from the draft CCDF.**

#### 4. CURRENT CONSULTATION

- 4.1 A five week period of public consultation commenced on the draft CCDF on Monday 28<sup>th</sup> July. Interested parties have until Monday 1<sup>st</sup> September to submit comments on the draft. The consultation material comprises of the [draft CCDF report](#), a [consultation leaflet](#) which essentially constitutes an executive summary of the report, and [a response form](#) which aside from inviting general comments also seeks views on a number of prescribed questions.
- 4.2 Consultation efforts have sought to mirror those employed with regards to previous consultations on the emerging Local Plan, and the November 2013 consultation on earlier CCDF work, and are therefore in accordance with the approach to consultation set out in the Council's adopted Statement of Community Involvement.
- 4.3 Aside from the consultation material being available through the Council's website, reference copies have been deposited at Carlisle Central Library and the Civic Centre. Specifically for the convenience of Members, copies of the consultation

material have also been deposited in each of the Group rooms within the Civic Centre.

4.4 An exhibition displaying details of the development framework can be viewed in the Civic Centre throughout the consultation period. Public drop in sessions where officers will be available to answer any queries regarding the consultation material will also be held on:

- Saturday 9<sup>th</sup> August, 10am - 4pm at the Assembly Rooms in the Carlisle Tourist Information Centre
- Wednesday 20<sup>th</sup> August, 11am - 3pm at the Best of Carlisle Market, Carlisle City Centre.

4.5 The consultation has been promoted through the Council's website, written notifications to those who have registered an interest to be kept informed of Local Plan or CCDF matters, a press release and through a number of posters. Flyers have also been produced and deposited at key locations around the City Centre. Awareness of the consultation has also been aided by a strong media interest in the draft CCDF, with a number of radio and television interviews having been conducted as part of wider coverage.

4.6 Prior to the consultation being announced publically, a presentation on the draft CCDF was given to informal Council. This was followed by an email to all elected Members inclusive of a copy of the presentation. Email notifications were also sent to staff within the Civic Centre in order to provide reassurances over the future of the City Council given the proposals to demolish the building. The Save Our Streets community group were briefed via telephone in advance of news on the consultation breaking, and an invitation extended to meet with officers to discuss the proposals during the consultation. Letters doing likewise were hand delivered to residents and businesses within Rickergate, and a verbal briefing was given to the management of the Lanes Shopping Centre.

4.7 Officers have already responded to a number of requests from interested parties to discuss the draft CCDF proposals in more detail, and will continue to do so throughout the course of the consultation.

## **5. NEXT STEPS**

5.1 Following the close of consultation, responses will be analysed and will be considered in the preparation of the final CCDF Report. Beyond this the recommendations and proposals within the final CCDF will be used to inform the

relevant aspects of Carlisle's emerging new Local Plan (2015-2030), and specifically the 'publication' draft of this plan which will be subject to its own consultation in early 2015.

- 5.2 In order to support that the eventual preferred option(s) for new development taken forward through the Local Plan are suitable, available and deliverable, further and more detailed work will be undertaken. Such work will include building on work conducted to date to ascertain whether proposals can be developed within the timescales envisaged, are viable in cost terms, that they respond well to market demand and that the impacts of any development on infrastructure, including the highways network, is understood and appropriate mitigation measures identified if necessary. In this latter regard this work will be achieved through the process of the Council's Infrastructure Delivery Plan which will consider such impacts in the context of all of the development proposals within the emerging Local Plan, and therefore the cumulative impacts of these.

## **6. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 6.1 Members are asked to note the content of the report in order that they are aware of and understand the recommendations and key proposals within the draft City Centre Development Framework, including the arrangements associated with the current public consultation.

## **7. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 7.1 The City Centre Development Framework will support, both directly and indirectly, a number of the corporate priorities including:
- Promotion of Carlisle as a prosperous City, one in which we can all be proud.
  - Supporting the growth of more high quality and sustainable business and employment opportunities.
  - We will develop vibrant sports, arts and cultural facilities, showcasing the City of Carlisle.

**Contact Officer:** Garry Legg

**Ext:** 7160

**Appendices  
attached to report:**

- **Carlisle City Centre Draft Development Framework Consultation Leaflet**

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

- **None**

**CORPORATE IMPLICATIONS/RISKS:**

**Chief Executive's -**

**Community Engagement –**

**Economic Development –**

**Governance –**

**Local Environment –**

**Resources -**



GVA has been appointed to prepare a Draft Development Framework for Carlisle City Centre to guide the consideration of future development opportunities in the City to 2030. A previous consultation was undertaken in November 2013 and the following boards present the work that has been undertaken to refine the initial ideas / options and identify a preferred option.

### Aims and Objectives

The Draft Development Framework has the following key objectives:

- To guide future development in the city centre to 2030;
- To identify suitable locations within the city centre to accommodate future development to meet identified needs;
- To identify potential timeframes for development/delivery;
- To incorporate the views of the community in preparing options for future development; and
- To ensure the work forms part of the Council’s evidence base for the Local Plan which will inform development options and future strategy for the City Centre.

### Planning Policy Context

NPPF requires local planning policy to:

- Promote competitive town centre environments;
- Adopt the sequential approach to development – ‘centres first’ followed by edge and then out of centre;
- Allocate a range of suitable sites to meet identified future needs;
- Assess the potential to expand centres to ensure sufficient supply of sites; and
- Identify the timescales for delivery.

It is recognised that out of centre retail development could undermine the vitality and viability of Carlisle City Centre.

The Draft Development Framework therefore seeks to address the requirements of National Planning Policy in identifying potential sites to meet future identified needs.

### Retail Context

City-wide Retail Study (2012) conclusions:

- Quantitative need for c. 18,000 sq. m (200,000 sq. ft) of Class A1 non-food retail floorspace across the city by 2030;
- Limited availability of sites within the existing City Centre Primary Shopping Area (PSA) to meet current and future needs;
- Existing retailers and key department stores in the City Centre trading from relatively constrained units (size, configuration, age);
- Carlisle lacks prominent mid-to-high range retailers; and
- In retail catchment terms the City centre caters for almost 500,000 people.

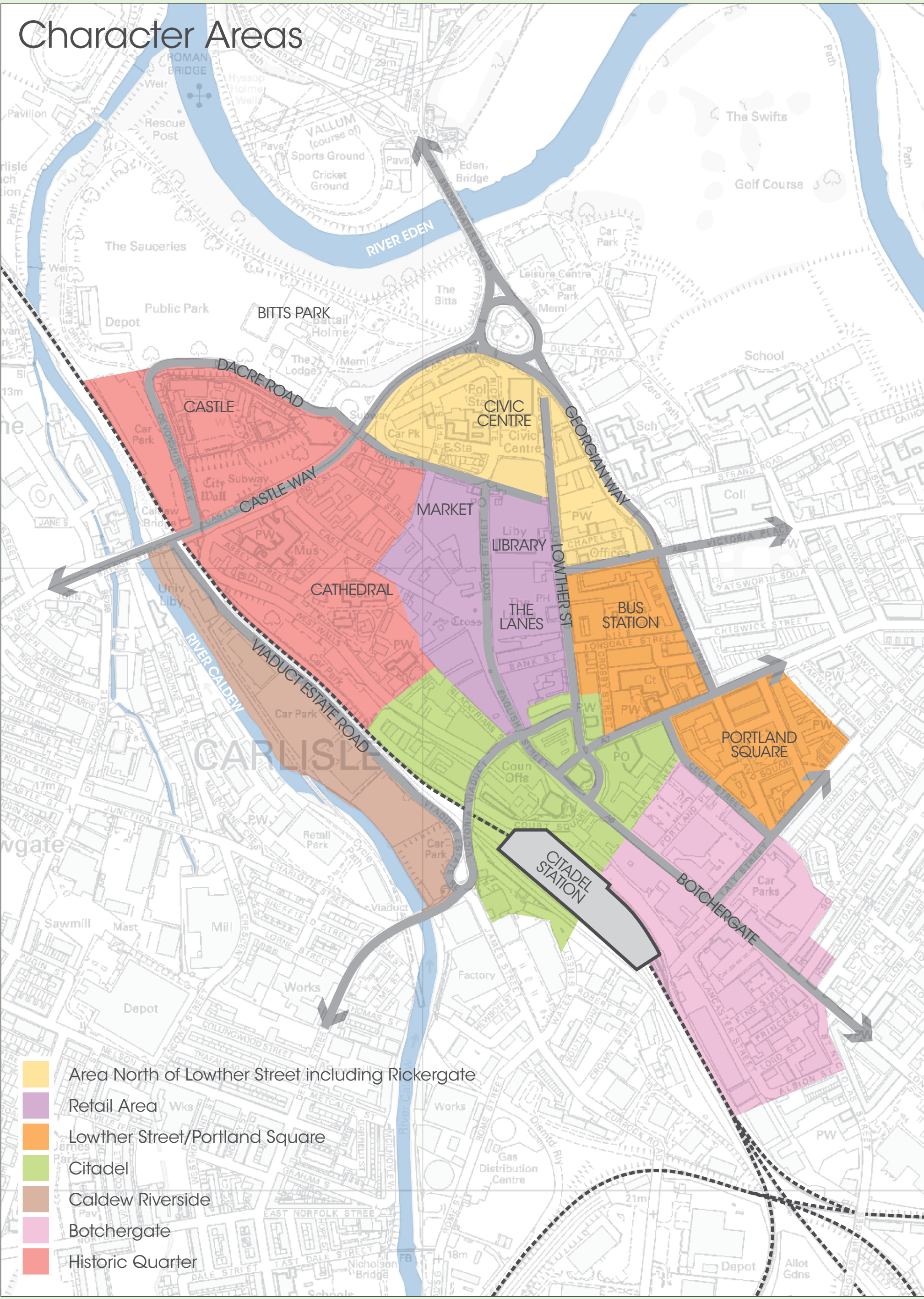
Current Issues:

- City Centre facing significant competition from out-of-centre retail destinations;
- Without identifying appropriate range of suitable and deliverable sites then City Centre vulnerable to competition; and
- Inability to meet latent retailer demand for new premises in Carlisle – retailers could gravitate to less constrained out-of-centre locations.

### Where We Are Now

The Draft Development Framework is a six stage process. We are currently at Stage 5: Consultation and feedback on preferred options Recommendations

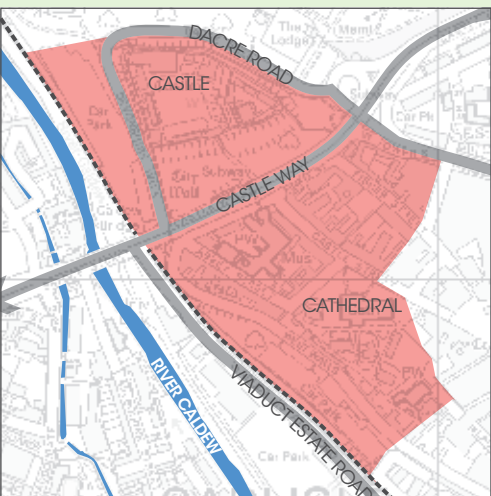
Stage 1	Information review and analysis of City Centre area
Stage 2	Identify opportunities, constraints, key issues and initial ideas and options for change;
Stage 3	Consultation and feedback on initial ideas and options
Stage 4	Refinement and identification of Preferred Option(s)
Stage 5	Consultation and feedback on preferred options Recommendations
Stage 6	Report and Recommendations





Detailed analysis of the character, opportunities and constraints and ideas regarding future options for change for each respective character area were set out in the previous public consultation exercise in November 2013. The detail below summarises this analysis so as to provide a baseline context for this preferred option consultation exercise.

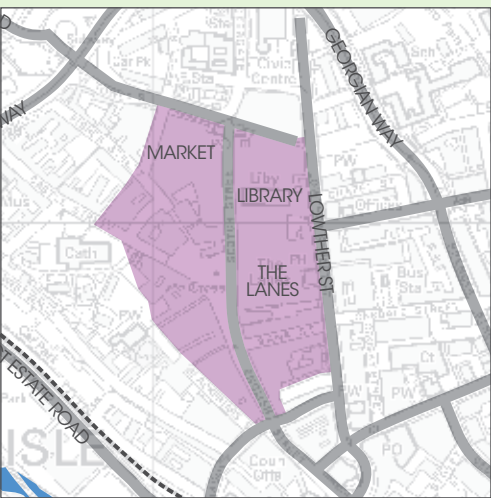
Historic Quarter



**Character:** the area is an established conservation area with a number of iconic listed buildings and structures including the Castle, Cathedral and City Walls. There is an attractive public realm (landscaping, surfaces, buildings etc.) and opportunities for outdoor congregation. The area also includes Tullie House Museum and Art Gallery which is a major tourist destination.

**Key Issues:** Castle Way severs the Castle from the wider Historic Quarter resulting in constrained pedestrian movement to the west and north. The railway and changes in levels further restricts movement. The former Hooper’s department store is presently vacant and was an important destination between the City Centre Primary Shopping Area and the Historic Quarter.

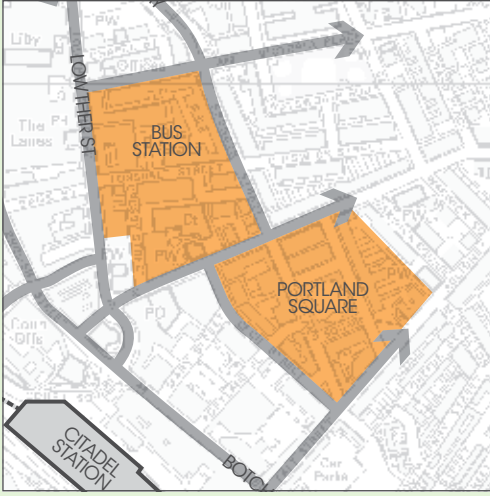
Primary Shopping Area (PSA)



**Character:** the PSA is linear in configuration and extensively covered by a conservation area designation with a number of historic buildings and structures including the iconic Old Town Hall. The western side of the PSA fronting on to English Street comprises substantial retail and commercial buildings inter-dispersed with modern ‘infill’ retail units. The Market Cross is a prominent and popular public realm area in the centre of the PSA. The Lanes Shopping Centre is a modern mall destination located to the east of English Street which is physically and visually integrated with the wider historic PSA. The area also includes an indoor market.

**Key Issues:** whilst the historic and linear nature of the City Centre PSA is a significant asset, it also constrains future potential for new development without substantial physical intervention. There are limited infill opportunities. Access, movement and car parking availability are also key issues.

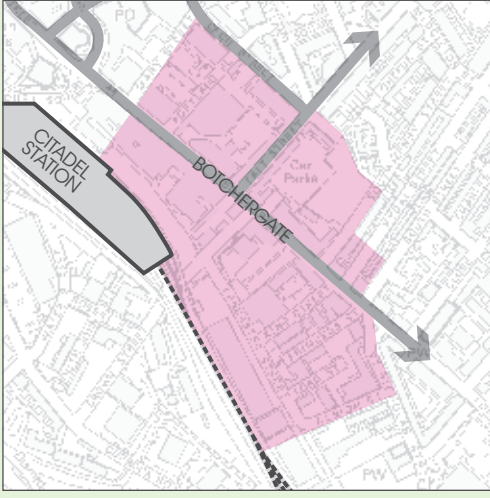
Lowther St / Portland Square



**Character:** the area comprises a mix of retail, commercial and residential uses. Portland Square is an important conservation area with a number of listed buildings centred around an attractive garden square. Lowther Street is a secondary retail area with a number of shops and commercial uses. The area is the primary north – south route through the city centre for public transport with the bus station as an important hub.

**Key Issues:** the relocation of Cumbria County Council offices to Botchergate will reduce footfall in the area and potential alternative viable uses for vacated premises will be required. There are significant vehicle movements along Lowther Street given the number of car parks.

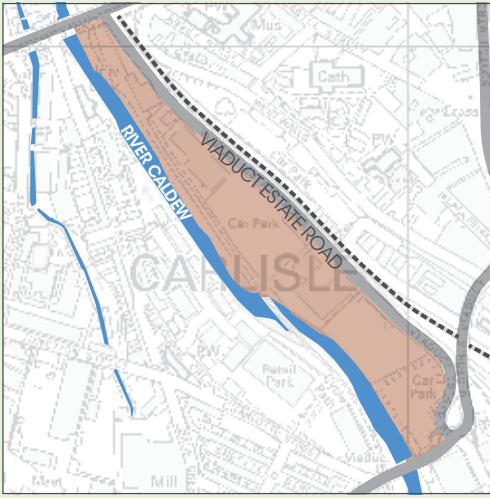
Botchergate



**Character:** the gateway to the City Centre from the south, Botchergate is a mixed-use area and the main focus of the City Centre evening economy with a number of pubs, clubs, restaurants and takeaway uses. The multiplex cinema is a key attraction.

**Key Issues:** the evening economy uses generate some environmental and visual amenity issues relating to blank day-time frontages. The new Cumbria County Council offices will significantly increase day-time footfall in the area and provide the stimulus for further investment. There are multiple ownerships in the area and physical intervention will be a challenge.

Caldew Riverside



**Character:** the area is detached from the wider City Centre by the railway line and significant changes in levels. Currently there are a mix of low grade commercial and leisure uses along with extensive areas of surface car parking and the area includes a number of vacant sites.

The site is under-utilised although a significant proportion of the site is subject to planning permission for a new Tesco superstore.

**Key Issues:** the site is in mixed ownership and Tesco has an extant planning permission. Whilst the site is an important brownfield regeneration opportunity, it is detached from the City Centre and would effectively function as a standalone destination with limited prospects of physical integration.

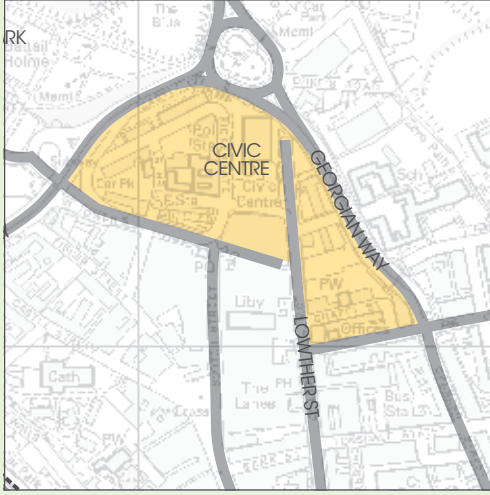
Citadel



**Character:** a key City Centre gateway extending from the railway station to the PSA. The area is covered by a conservation area designation which includes the railway station, Station Square and the iconic Grade I listed Citadel buildings. More modern buildings to the rear of the Citadel structures accommodate a mix of retail and commercial uses. Cumbria County Council offices are located to the rear. The Crescent is a busy thoroughfare and comprises retail and leisure uses including a number of restaurants, bars and takeaways.

**Key Issues:** the relocation of the County Council to its new offices on Botchergate provides an opportunity to secure new viable uses for surplus sites and also the Citadel structures. The relocation of The Pools to the Sands Centre from the rear of the station also provides opportunities to review how approaches to the station function.

Area North of Lowther St including Rickergate



**Character:** A mixed-use area located between the PSA to the south and key transport routes and Bitts Park to the north. The area comprises residential, civic and administrative uses (City Council offices, police station and Magistrates Courts). The area is well defined by Georgian Way to the north and West Tower Street to the south. There are a number of surface car parks.

**Key Issues:** a significant proportion of the site is within public ownership and is relatively under-utilised with surface car parks and large building footprints. Pedestrian connectivity to the PSA and changes in levels are key issues for the wider site.



On the basis of the initial options and ideas presented through the November 2013 consultation, we have undertaken further analysis to identify the potential for future change within each of the character areas. This board summarises the technical work which underpins the development of the preferred options. On the basis of this analysis, each of the character areas is categorised below according to the potential for change and prospective scope of intervention.

### What have we done since

GVA led the consultant team and undertook the planning and development analysis. BDP prepared the urban design / landscape analysis and concept plans. The transportation analysis was undertaken by Hyder and Montagu Evans provided broad brush viability and property market advice.

This work has included:

- Physical Capacity and Design Analysis of the Area to the North of Lowther Street including Rickergate;
- Transport Analysis of the Area to the North of Lowther Street including Rickergate and the Station/Citadel;
- Engagement with Officers at Carlisle CC and Cumbria CC on all character areas;
- Initial engagement with public sector land owners in the Area to the North of Lowther Street including Rickergate;
- Commercial advice / soft market testing in the Area to the North of Lowther Street including Rickergate.

An updated Draft Development Framework document has now been drafted.

### Potential for Change

Each of the character areas has been categorised according to their potential for future change and prospective scope of intervention. This is illustrated on the plan to the right and draws upon the analysis undertaken to date.

**Low Potential For Change/ Intervention:**

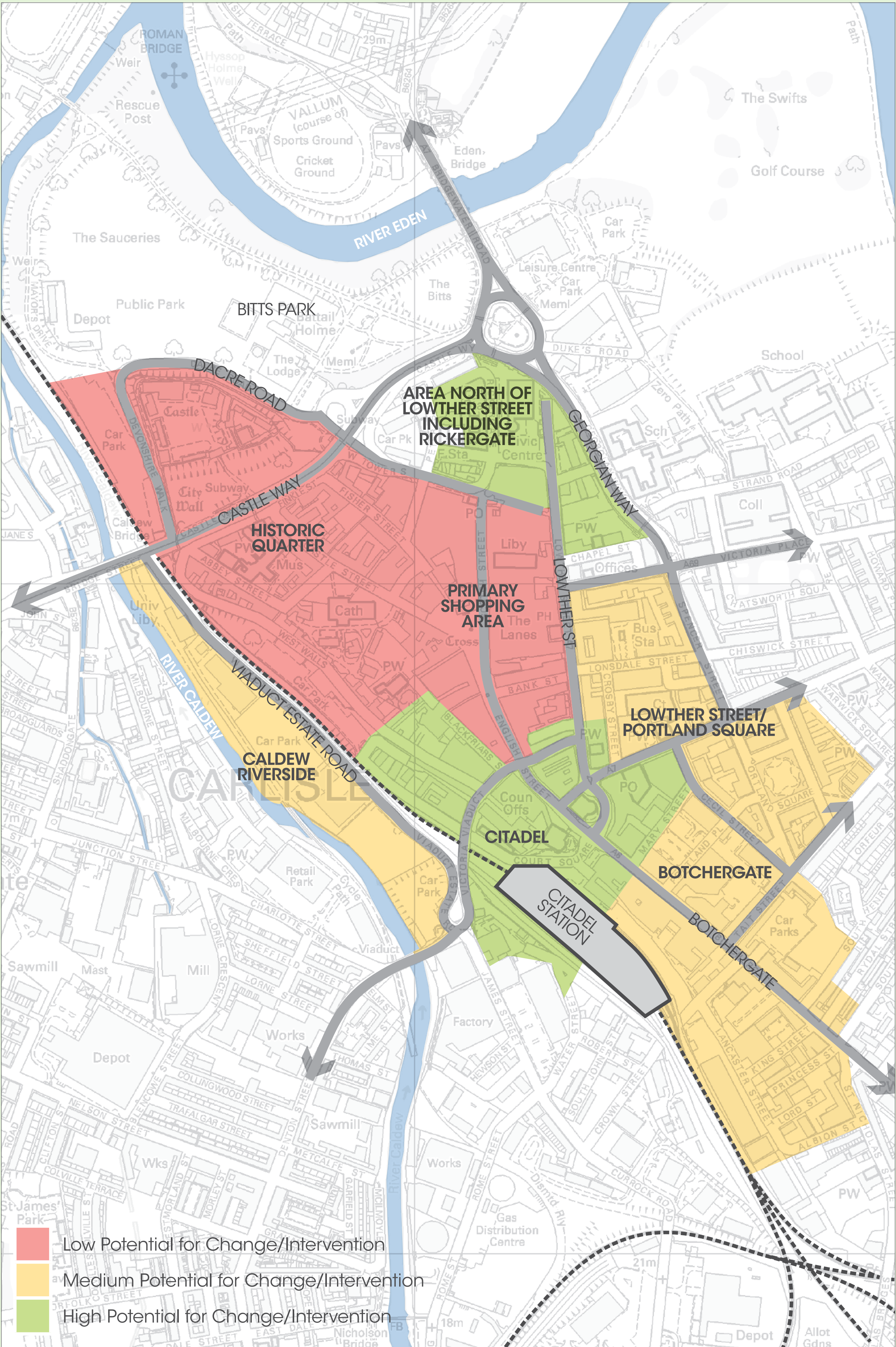
- Historic Quarter; and
- Primary Shopping Area;

**Medium Potential For Change/ Intervention:**

- Botchergate;
- Lowther Street/Portland Square; and
- Caldew Riverside;

**High Potential For Change/ Intervention:**

- Citadel, and
- Area North of Lowther Street Including Rickergate





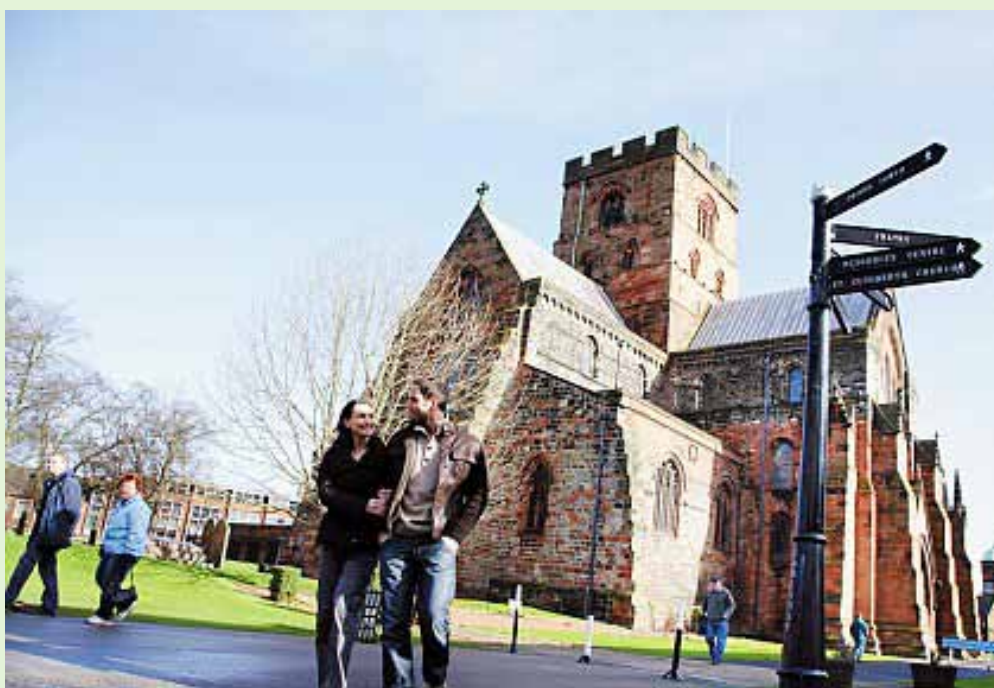
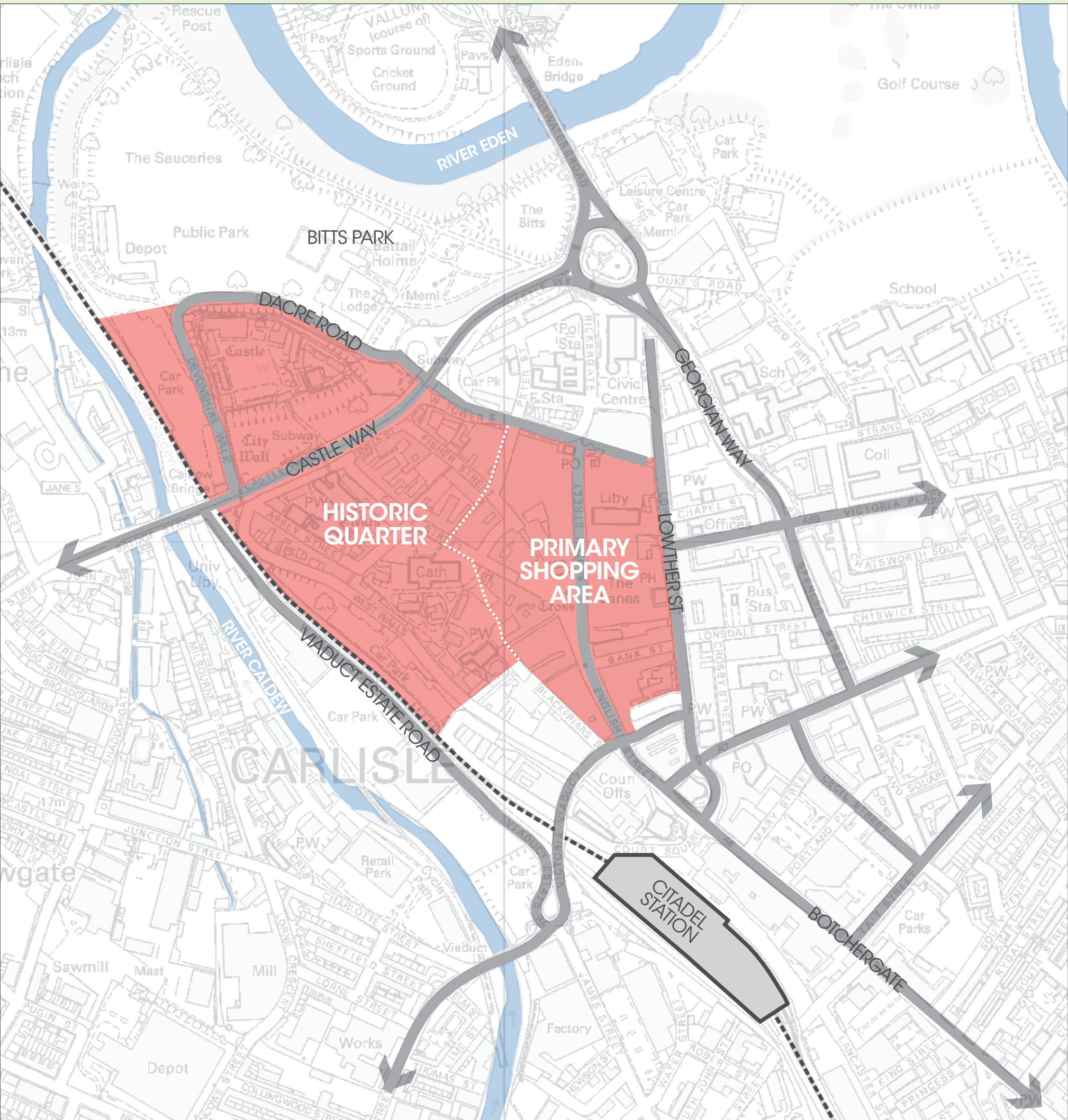
This Board presents the guiding principles which will be used to promote and enhance the Historic Quarter and the Primary Shopping Area in the future. The emphasis for these character areas should be active management rather than significant physical interventions.

Historic Quarter

- Limited (if any) Physical Intervention/Redevelopment;
- Increase Pedestrian Permeability and Accessibility (Castle Way);
- Promote Key Attractions (Museum, Castle and Cathedral);
- Maintain and Enhance Attractive Public Realm;
- Focus on uses and activities which complement and enhance the character of the area; and
- Potential for more outdoor seating and pedestrian activity.

Primary Shopping Area

- Limited (if any) Physical Intervention/Redevelopment;
- Increase Pedestrian Permeability and Accessibility;
- Promote Flexibility in Secondary Areas (Off Pitch);
- Maintain and Enhance Attractive Public Realm;
- Maintain and Enhance Transport Movement Circulation; and
- Manage Parking Capacity.





Carlisle City Centre Draft Development Framework

Medium Potential for Change / Scope for Intervention

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This Board presents the guiding principles which will be used to promote and enhance the Botchergate, Lowther Street/Portland Square and Caldew Riverside character areas in the future. These areas require active management but also have potential for new development.

Botchergate

- Build Upon New County Council Office Anchor;
- Increase Pedestrian Permeability and Accessibility;
- Promote Flexible Uses in Secondary Areas (Off Pitch);
- Improve Public Realm – Gateway from the South;
- Implement the adopted Conservation Area Management Plan and reduce the risk posed to the Conservation Area as a heritage asset;
- Manage the Evening Economy (Land Use and Environmental);
- Enhance Transport (Movement) Circulation (where possible); and
- Manage Parking Capacity.



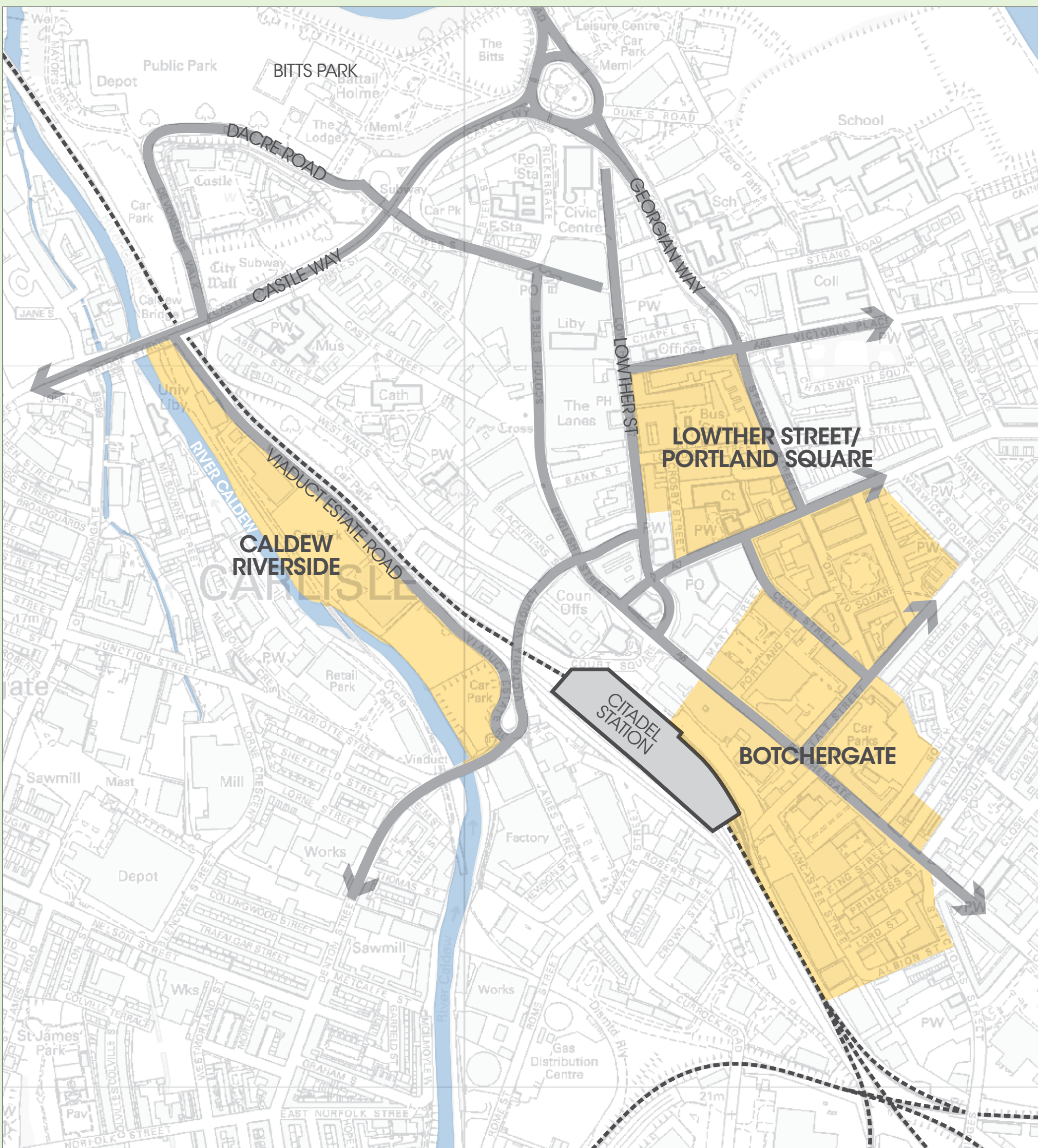
Lowther St / Portland Square

- Limited Physical Intervention in Portland Square due to the conservation area and historic buildings;
- County Council relocation provides opportunities to encourage a viable new mix of uses (residential, employment);
- Opportunity to redevelop surface car park on Lowther Street;
- Encourage flexible mix of uses on Lowther Street;
- Improve public realm and viability of uses around the bus station;
- Opportunity to address physical barrier of Lowther Street by improving permeability and ease of access to PSA;
- Improve public realm where opportunities arise;
- Enhance transport (movement) circulation (where possible); and
- Manage parking capacity.



Caldew Riverside

- Assist in expanding the City's Green Infrastructure network through the creation of a riverside walk/cycle way.
- Brownfield Regeneration Opportunity;
- Implemented Foodstore Consent (Tesco); and
- Potential for mix of uses to complement (but not compete) with the City Centre.





This Board presents the guiding principles which will be used to promote the Citadel/Station and Area to the North of Lowther Street including Rickergate in the future.

Citadel / Station

- Significant Enhancement of Station Public Realm;
- Improved Gateway (Station Square to Citadel);
- Limited Physical Intervention at Station Square;
- English Street/Rear of Citadel - Mixed Use Redevelopment Opportunity (Public Ownerships);
- Opportunity to Secure Viable Use for Listed Citadel Structures; and
- Public realm enhancements to English Street (where possible).

Area North of Lowther St including Rickergate

Option A: Retain Civic Centre Tower

Whilst the Civic Centre tower is retained under this option, there are significant physical interventions proposed, including:

- Construction of new development on the footprint of the Civic Centre buildings which are to be demolished (excluding tower);
- Construction of new development on the adjacent existing car park;
- Demolition and redevelopment of existing police station / courts buildings (Old Police Station façade to be retained);
- Demolition of existing premises along Warwick Street;
- Pedestrianisation of Rickergate;
- Creation of a new vehicular access from Georgian Way.

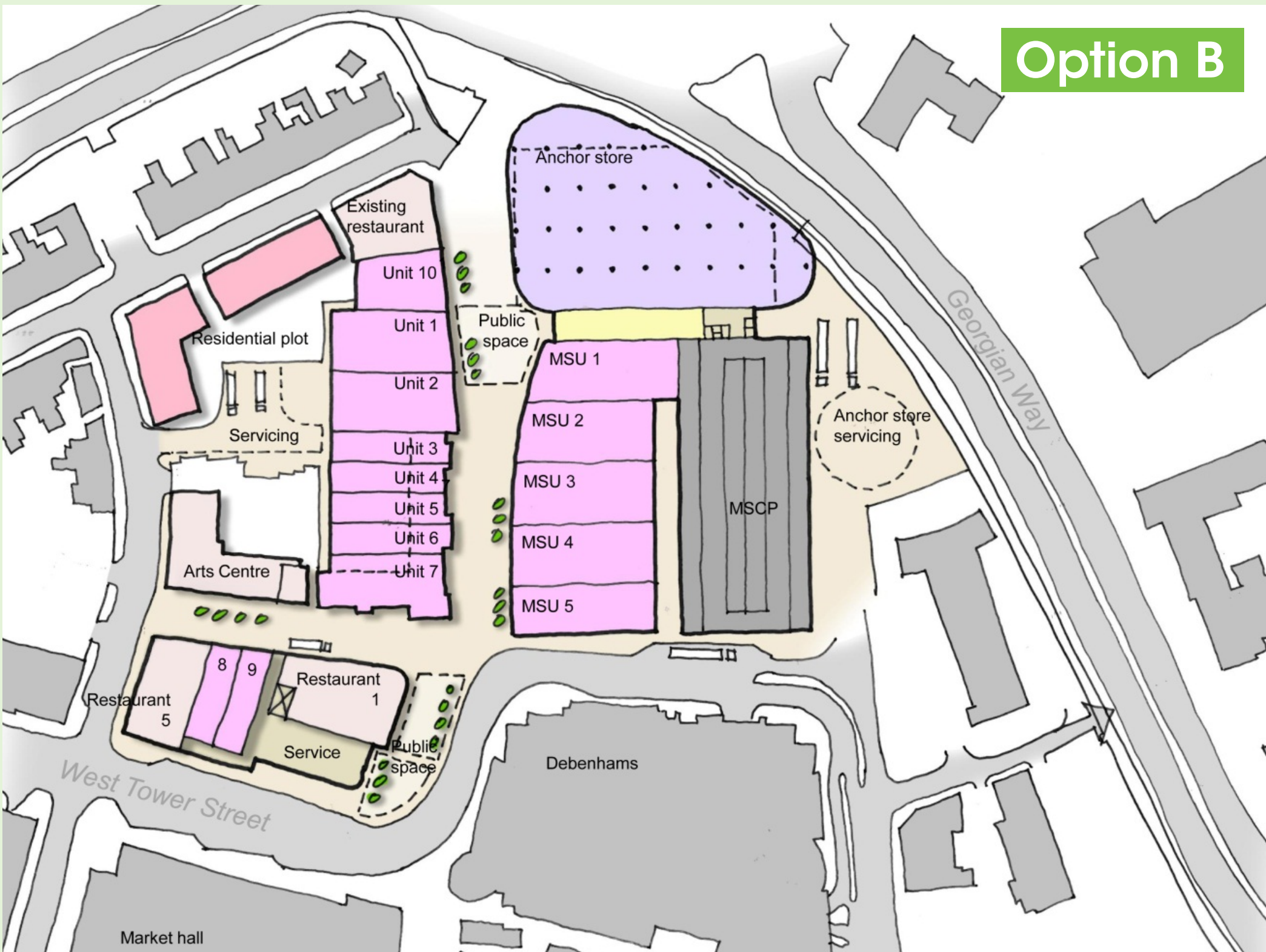
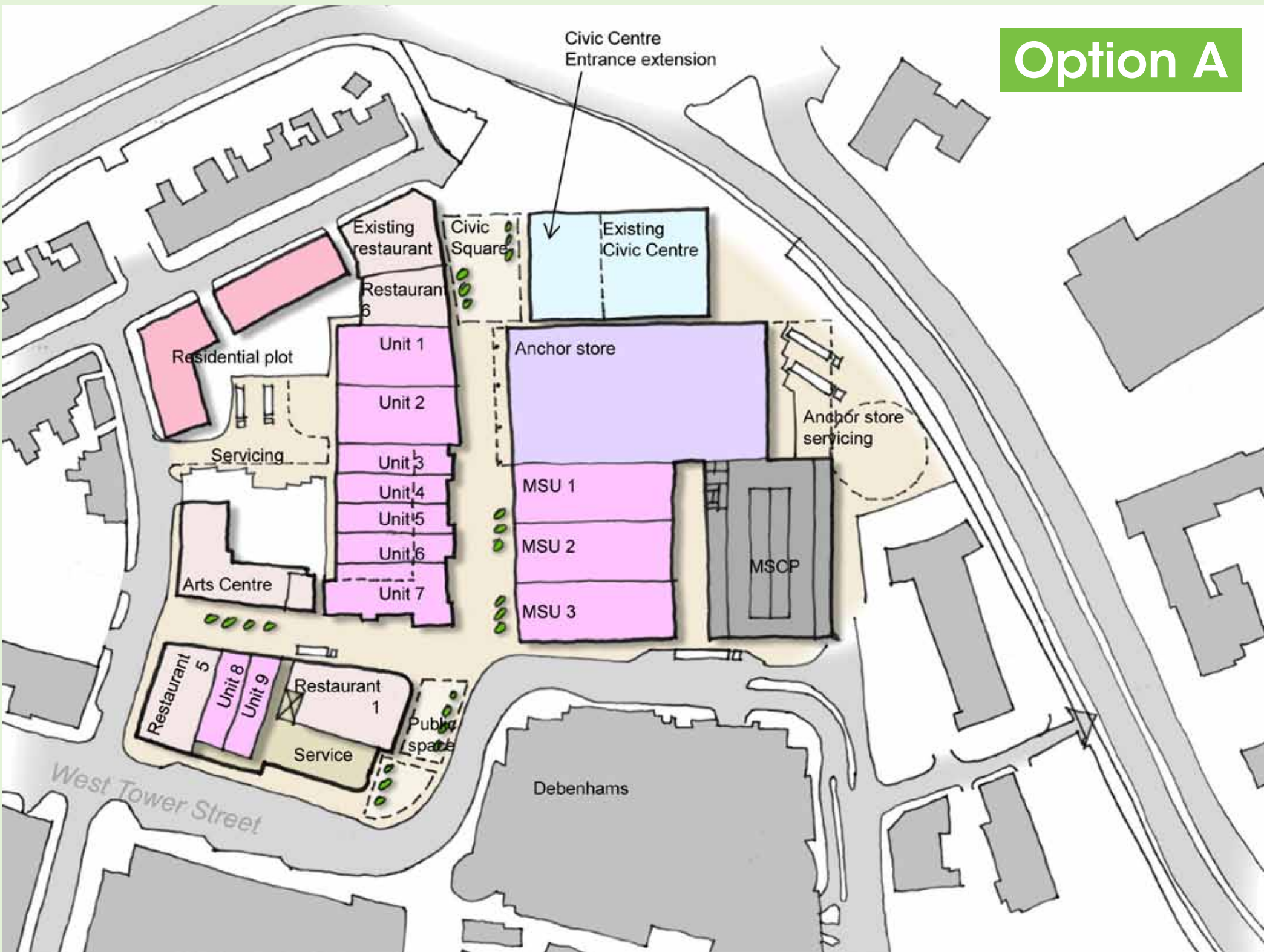
Option B: Comprehensive Development of Civic Centre Tower

The interventions are the same as under Option A with the exception that:

- The Civic Centre would be demolished and the site would be subject to comprehensive redevelopment;
- The Anchor Store is slightly larger and has a higher quality of space;
- The unit next to the existing restaurant would be used for retail as it is located on the Anchor Store retail circuit; and
- The large retail units on Rickergate would be double height, providing more floorspace.

Key proposals for both options are as follows:

Use	Option A	Option B
	Quantum (m²)	Quantum (m²)
Class A1 Department Store	8,278	8,688
Retail Units	3,676	5,130
Small Retail Units	2,976	2,976
Restaurant Units	2,272	1,929
Total	17,202	18,723
Residential	31 Apartments	31 Apartments





Carlisle City Centre Draft Development Framework

Option Analysis & Precedents; The Preferred Option

7

This Board presents the analysis of the options for development in the Area to the North of Lowther Street including Rickergate together with a series of exemplar images and artist’s impressions of the preferred option.

The Preferred Option / Comparative Analysis

Whilst both options provide a logical extension to the existing City Centre Primary Shopping Area (PSA), the main difference between the respective options for Rickergate is as follows:

- Option A promotes partial demolition of the Civic Centre (tower retained) whilst Option B identifies total demolition;
- Option B enables more retail development to be delivered given the larger development area;
- Commercial feedback has identified that the size, shape and frontage / prominence of the Anchor Store under Option B is more attractive whereas it is constrained under Option A and does not meet current operator expectations;
- Option B has a stronger retail street / circuit and frontage; and
- Option B provides an increased quantum of car parking.

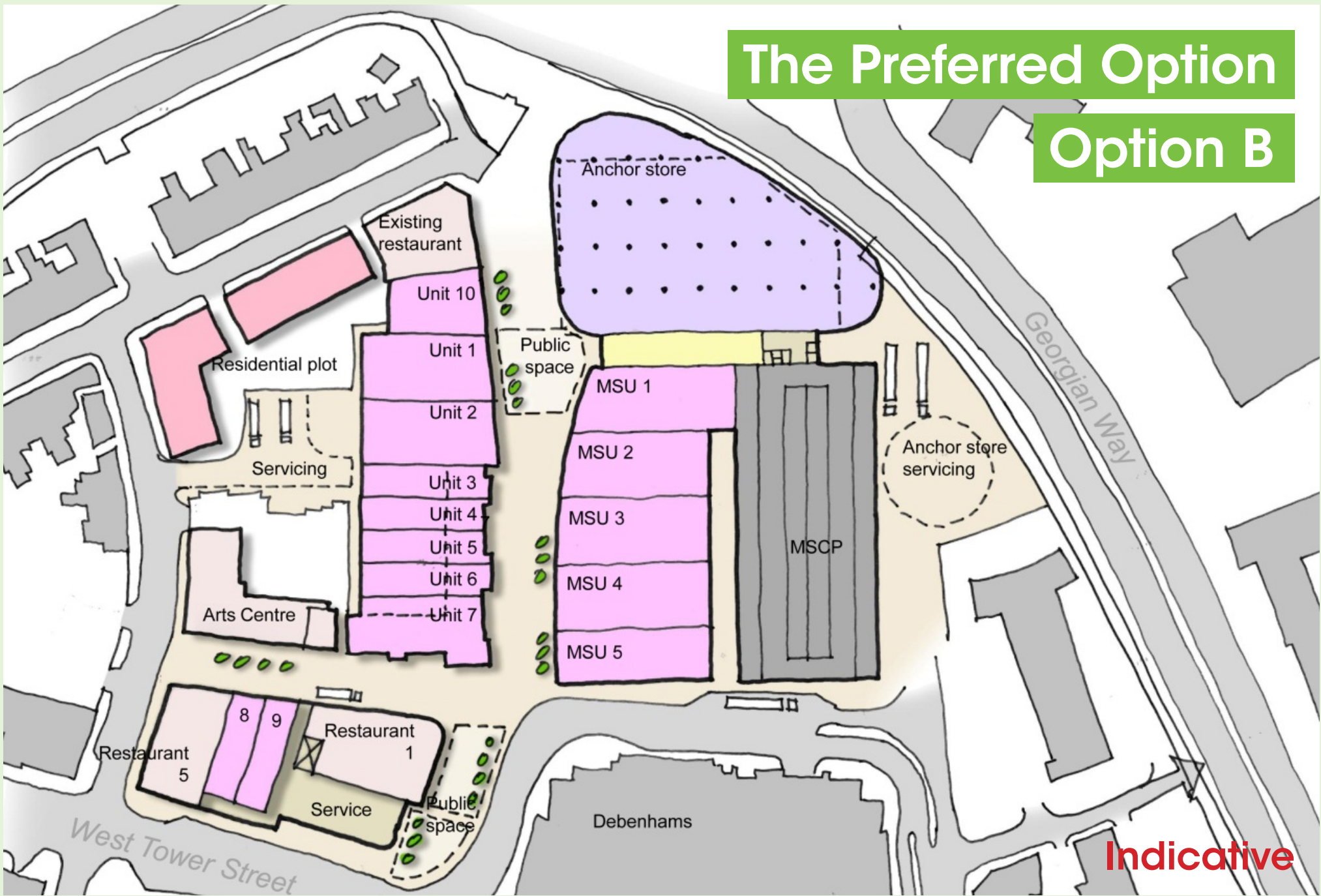
Option B is therefore recommended as the preferred option for new retail-led development in Carlisle City Centre. It would largely but not exclusively meet the quantitative need identified in the City-wide retail Study which the City Council are actively required to plan for.

The Way Forward

It is important that the identified Preferred Option (Option B) is ultimately available, suitable and deliverable. A significant amount of further work will therefore be required to identify whether:

- The site could be made available for development;
- The proposed scheme, which includes relocation of the Council offices and other public sector bodies, is viable in cost terms (funding and investment);
- There is sufficient physical capacity to accommodate the site (highways and other site-specific environmental matters); and
- The proposal is commercially viable in terms of economic returns, land values and levels of potential market demand.

The images below show examples of redevelopment elsewhere whilst the drawings indicate how the scheme may look if development is brought forward.





# Carlisle City Centre Draft Development Framework

## Have your Say – How to Get Involved

# 8

An exhibition displaying details of the Draft Development Framework can be viewed in the Civic Centre throughout the consultation period.

Public drop in sessions where officers will be available to answer any queries regarding the consultation material will also be held on:

**Saturday 9th August** 10am - 4pm at the Assembly Rooms in the Carlisle Tourist Information Centre

**Wednesday 20th August** 11am - 3pm at the Best of Carlisle Market, Carlisle City Centre.

Further copies of the consultation material and response forms are available on [www.carlisle.gov.uk/localplan](http://www.carlisle.gov.uk/localplan) with reference copies also available at the Civic Centre and the Carlisle Central Library.

We hope that you will get involved in the consultation and look forward to receiving your comments.

Please return your comments before midnight on **Monday 1 September 2014**

If you have any questions regarding the Draft Development Framework consultation or would like any further information, please contact a member of the Planning Policy Team on 01228 817569, or by email to [lpc@carlisle.gov.uk](mailto:lpc@carlisle.gov.uk)

