

AGENDA

Economic Growth Scrutiny Panel

Thursday, 02 December 2021 AT 16:00

In the Cathedral 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 Economic Growth Scrutiny Panel

Councillor Brown (Chair), Councillors Mrs Bowman, Ms Ellis-Williams, Mrs Glendinning, Meller (Vice Chair), Mrs McKerrell, Mitchelson, Paton.

Substitutes:

Councillors Alcroft, Atkinson, Bainbridge, Birks, Collier, Mrs Finlayson, Glover, Lishman, Mrs Mitchell, Morton, Patrick, Robson, Shepherd, Miss Sherriff, Southward, Sunter, Mrs Tarbitt, Dr Tickner, Tinnion, Miss Whalen.

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

To note that Council, at its meeting of 9 November 2021, received and adopted the minutes of the meeting held on 9 September and 21 October 2021. The Chair will sign the minutes.

(Copy minutes in Minute Book 48(3))

A.1 CALL-IN OF DECISIONS

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

A.2 FLOOD RISK MANAGEMENT UPDATE

9 - 22

Portfolio: Cross Cutting
Directorate: Economic Development
Officer: Jane Meek, Corporate Director of Economic Development
Report: Presentation

Background

Stewart Mounsey, Area Flood Risk Manager for the Environment Agency has been invited to attend and provide an update on FCRM programme for Carlisle and performance of defences in recent floods.

Why is this item on the agenda?

Agreed by the Chairs at their November 2021 work planning meeting that this report would be timely in light of recent adverse weather.

What is the Panel being asked to do?

Consider the presentation from the Environment Agency.

A.3 BUDGET 2022/23

Portfolio: Finance, Governance and Resources, Culture, Heritage and Leisure, Communities, Health and Wellbeing and Environment and Transport

Directorate: Finance and Resources

Officer: Alison Taylor, Corporate Director of Finance and Resources

Report: **Members are reminded that the Budget reports were circulated to all Scrutiny Members on 12 November 2021. Members are asked to bring the relevant budget reports to the meeting.**

Page numbers listed in item A.3 refer to the Budget Book

Revenue Budget Reports:**(a) Budget Update - Revenue Estimates 2022/23 to 2026/27**

Report: RD.46/21

Officer: Alison Taylor, Corporate Director of Finance and Resources

Background:

To consider new revenue spending pressures and reduced income projections which fall within the area of responsibility of this Panel:

| | |
|---|---------------------|
| Planning Services Reserve | Pages 3, 12, 20, 24 |
| Economic Recovery Reserve | Pages 3, 12, 20, 26 |
| District Centre Business Support Fund | Page 7 |
| Developer Contributions | Page 8 |
| Building control reserve | Pages 12, 20, 23 |
| Section 106 & Other Bonds | Pages 13, 28 |
| Developer Contributions - Carlisle Southern Relief Road | Page 17 |
| Rural Services Delivery Grant | Page 17 |
| Conservation Reserve | Page 23 |
| City Centre Reserve | Page 23 |

(b) Individual Charges Reviews –

Background:

To consider and comment on the review of charges in respect of the following areas which fall within the area of responsibility of this Panel:

Community Services

Report: CS.37/21

Officer: Darren Crossley, Deputy Chief Executive

| | |
|----------------------------|---------------------|
| City Centre | Pages 30, 36 |
| Car Parking | Pages 31, 34, 37-40 |
| Tourist Information Centre | Pages 33, 47 |

Economic Development

Report: ED.39/21

Officer: Jane Meek, Corporate Director of Economic Development

| | |
|--|------------------|
| Planning Services | Pages 56, 60 |
| Building Control Income | Pages 57, 58, 61 |
| Building Control Discretionary Charges | Pages 57, 58, 61 |
| Investment & Policy Income | Pages 57, 62 |

(c) Revised Capital Programme 2021/22 and Provisional Capital Programme 2022/23 to 2026/27

Report: RD. 4721

Officer: Alison Taylor, Corporate Director of Finance and Resources

| | |
|--------------------------------------|--------------------------|
| Future High Street Fund | Pages 120, 121, 122, 126 |
| Carlisle Southern Relief Road | Pages 120, 121 |
| Towns Deal – Bitts Park Improvements | Page 126 |
| Carlisle Citadel | Page 126 |
| Towns Deal - Caldew Riverside | Page 126 |
| Affordable Home (S.106) | Page 126 |

Background:

To consider the capital spending which falls within the area of responsibility of this Panel:

Why are these items on the agenda?

Annual scrutiny as part of the Budget process

What is the Panel being asked to do?

Scrutinise the reports and provide feedback to the Executive.

A.4 ST CUTHBERT'S GARDEN VILLAGE - DEVELOPMENT CORPORATION 23 -
BUSINESS CASE PROGRESS REPORT 34

Portfolio: Economy, Enterprise and Housing
Directorate: Economic Development
Officer: Jane Meek, Corporate Director of Economic Development
Report: ED.32/21 herewith

Background:

The Corporate Director of Economic Development to provide further detail as to progress made in preparing the Business Case for a Development Corporation style delivery vehicle over the next two years.

Why is this item on the agenda?

Confirmed by the Chair at the November 2021 work planning meeting,

What is the Panel being asked to do?

1. Note progress made to date in preparing the Development Corporation Business Case and the programme for taking it forward over the next 2 years;
2. Consider and comment upon the Draft Aims and Objectives for the new Delivery Vehicle, set out at paragraphs 2.4 and 2.5.

A.5 CARLISLE TRANSPORT AND MOVEMENT PLAN 35 -
80

Portfolio: Environment and Transport / Economy, Enterprise and Housing
Directorate: Economic Development
Officer: Jane Meek, Corporate Director of Economic Development
Report: ED.40/21 herewith

Background:

The Corporate Director of Economic Development to submit a report on the Carlisle Transport and Movement Plan which had been commissioned to define and plan recommended investment in the future transport network and coordinate connectivity.

Why is this item on the agenda?

Confirmed by the Chairs at their November 2021 work planning meeting.

What is the Panel being asked to do?

Consider the contents of the Carlisle Transport and Movement Plan and provide feedback on the strategy, vision and objectives set out therein.

A.6 QUARTER 2 PERFORMANCE REPORT 2021/22

**81 -
90**

Portfolio: Finance, Governance and Resources
Directorate: Community Services
Officer: Gary Oliver, Policy and Performance Officer
Report: PC.39/21

Background:

The Policy and Communications Manager to submit the quarter 2 performance 2021/22 against current Service Standards and a summary of the Carlisle Plan 2021-23 actions as defined in the Plan. Performance against the Panel's 2021/22 Key Performance Indicators are also included.

Why is this item on the agenda?

Quarterly performance monitoring report.

What is the Panel being asked to do?

Scrutinise the performance of the City Council with a view to seeking continuous improvement in how the Council delivers its priorities.

A.7 OVERVIEW REPORT

**91 -
94**

Portfolio: Cross Cutting
Directorate: Cross Cutting
Officer: Rowan Jones, Overview and Scrutiny Officer
Report: OS.28/21 herewith

Background:

To consider a report providing an overview of matters related to the work of the Economic Growth Scrutiny Panel.

Why is this item on the agenda?

The Economic Growth Scrutiny Panel operates within a Work Programme which is set for the 2021/22 municipal year. The Programme is reviewed at every meeting so that it can be adjusted to reflect the wishes of the Panel and take into account items relevant to this Panel 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
Note the current Work Programme.

PART B

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

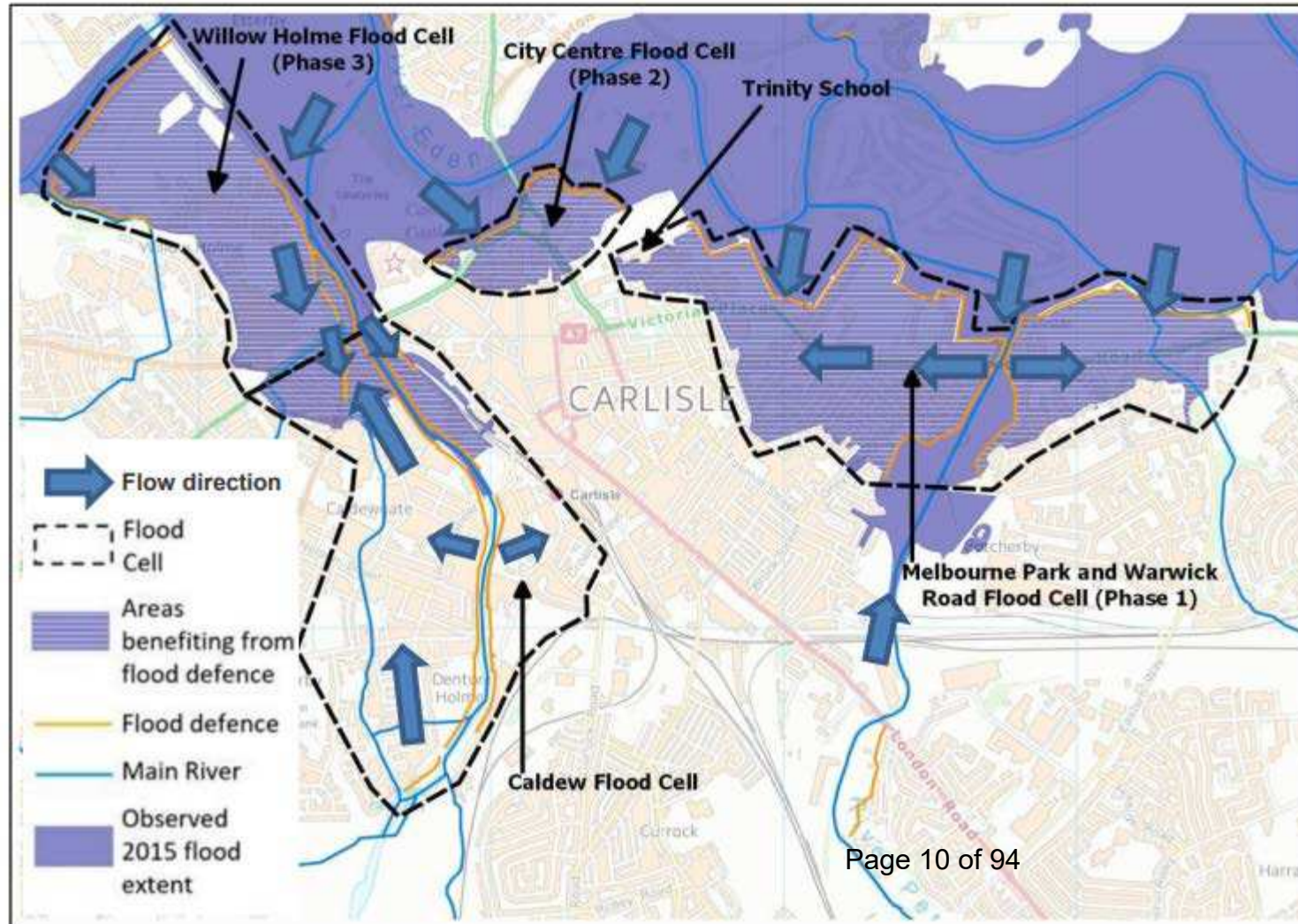
-NIL-

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

Update to Economic Growth Scrutiny Panel, Carlisle City Council by Environment Agency

2nd December '21

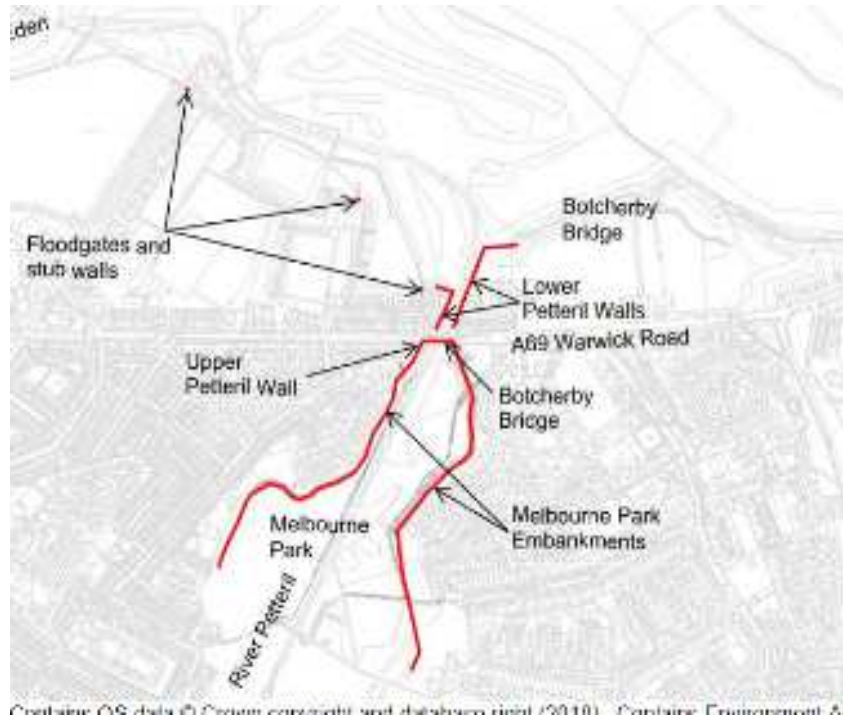
Carlisle phases overview recap



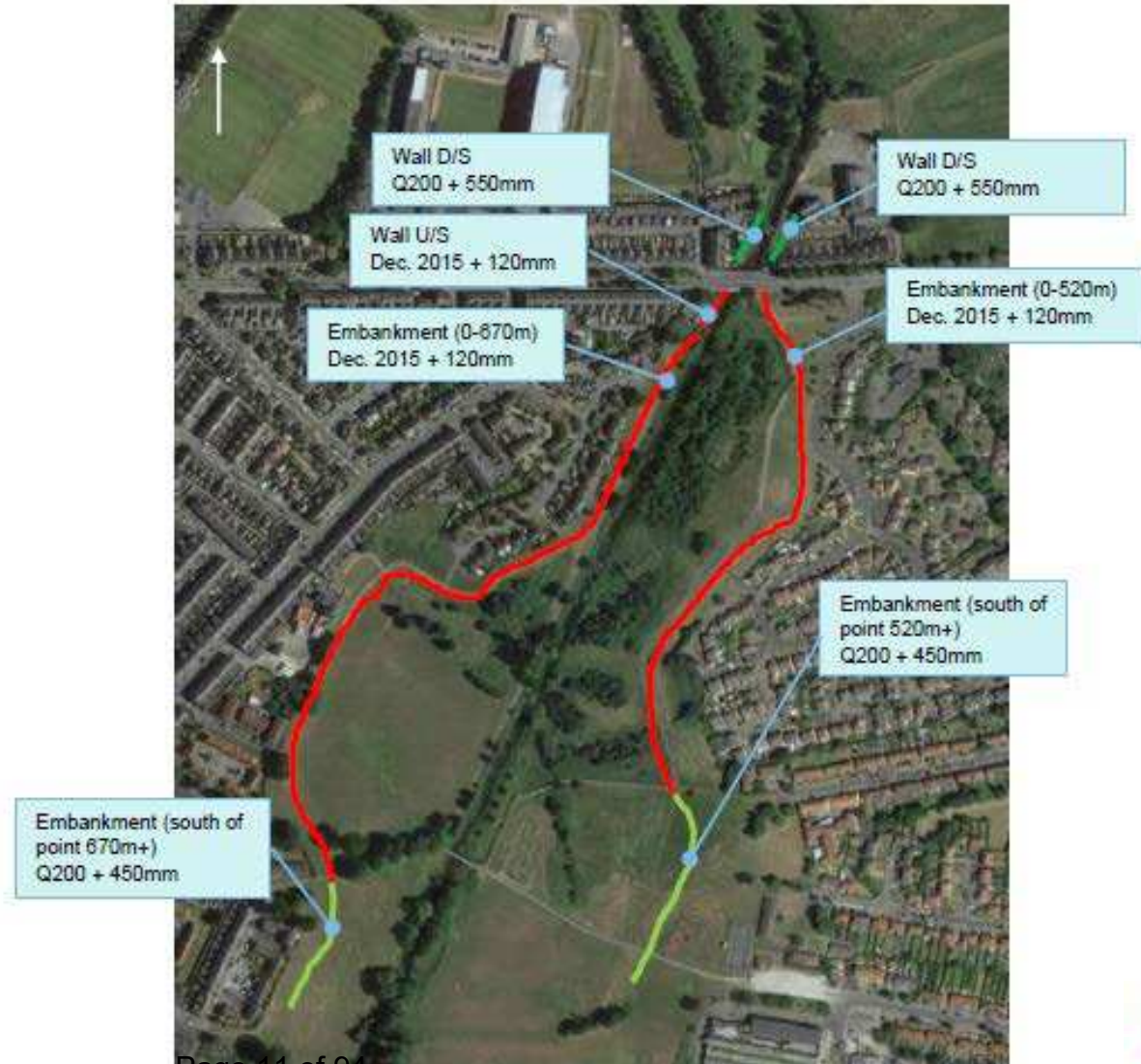
3 main phases
2 completed (1 & 2)
1 in appraisal (3)
Phase 1b – Design
Old Laundry Culvery – under construction
Satellite schemes – Gosling Sike, Rickerby completed
Etterby Terrace – in appraisal
Low Crosby - design
Parham Beck – future pipeline

Phase 1 and phase 1a – what has been built

Figure 2: Freeboard Plan



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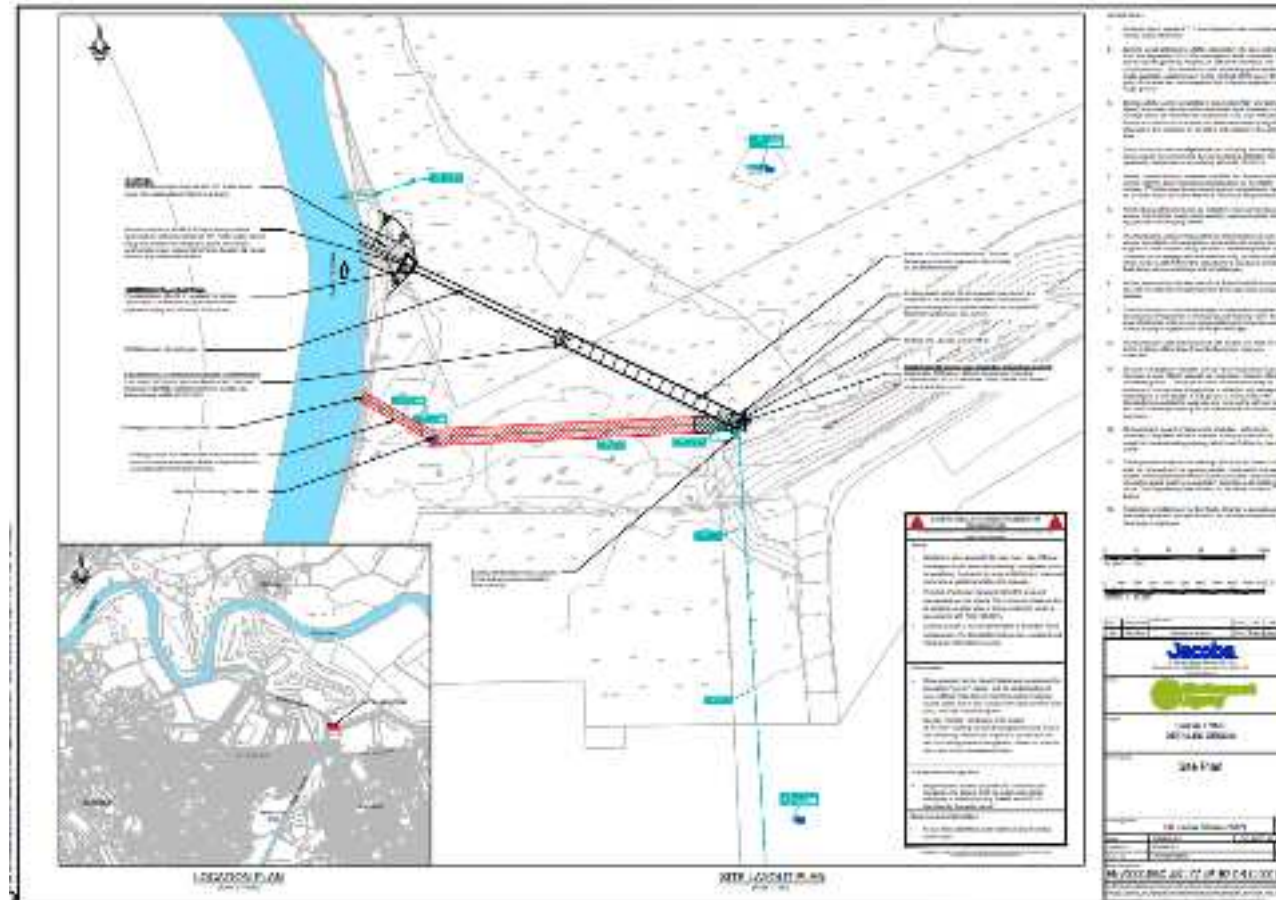
Phase 1a – Eden embankments raised from Tescos to Trinity



Phase 1b and Old Laundry Culvert



Old Laundry Culvert



Phase 2

Overview

[Map](#)

[Programme](#)

[Newsletters](#)

[Area 2 - The Swifts Embankment](#)

[Area 3 - The Sands Centre Walls](#)

[Area 4 - The Sands Centre Western Embankment](#)

[Area 5 - Bitts Park East Wall](#)

[Area 6 - Bitts Park Wall](#)

[Area 7 - Bitts Park Embankment](#)

[Area 8 - Bitts Park West Wall](#)


[Area 9 - Bitts Park Car Park Footpath And Wall](#)

[Area 10 - Dacre Road Embankment](#)

[Area 11 - Dacre Road Raising](#)

[Frequently Asked Questions](#)

[Contact Details](#)



A map showing the 10 areas of the Carlisle Phase 2 flood scheme

The map is an aerial photograph of a residential and commercial area in Carlisle, UK. It shows the River Ure flowing through the area. Eleven specific areas are highlighted with colored lines and labels: Area 2 (cyan), Area 3 (yellow), Area 4 (pink), Area 5 (purple), Area 6 (green), Area 7 (orange), Area 8 (purple), Area 9 (blue), Area 10 (green), and Area 11 (yellow). The areas are distributed along the river and around various buildings and roads.

Phase 3 Current Plan



Original proposal

- Our feasibility study following 2015 floods identified an option based on improved conveyance in the River Caldey channel and localised defence raising. As more detailed analysis of this option emerged it became apparent that it was not economically viable and there was a low confidence of achieving the target standard of protection. Furthermore, maintaining the desired standard of protection was made more difficult given climate change predictions that will increase the frequency and size of floods in the future. New guidance published this summer and based on more up-to-date climate modelling shows that, for the Eden Catchment, the rate and magnitude of this change will be greater than previously understood.

Future proposals - feasibility assessment

- In 2020 the Government updated the funding calculator for flood risk management projects and this applies to all projects started after April 2021. In light of this, we applied for funding for a feasibility study to identify a wider range of options for managing flood resilience in the Caldey Corridor. This funding application was approved in August 2021.
- In terms of timescales for a potential scheme, we will need to go through the feasibility process and build a business case. At this early stage it is not possible to give any certainty on the viability of scheme or likely timescales.
- Phase 3 will required stakeholder and partner engagement across at a more significant scale than was the case for phases 1 and 2

An ask - Phase 3 will need to have a group of elected members to work with us on community engagement – who would they be?

Satellite schemes

- Rickerby - complete
- Gosling Sike – complete (minor landscaping remaining)
- Low Crosby – design being reviewed, delivery summer '22 subject to landowner agreement (see next slide)

Low Crosby, some detail



- Re-connect river to floodplain on southern bank by re-profiling existing flood embankment
- Drops river levels sufficiently to take water level below threshold levels of lowest properties in Low Crosby (reduced risk to nearly 100 properties)
- More sustainable scheme with a higher standard of protection
- Environmental benefits (via change in management of farm and new stewardship arrangements)
- Carbon savings
- No future maintenance for EA

Recent floods and performance

At Honister this event is the third largest over the 36 to 72 hour timeframe in the last 30 years (Environment Agency records extend back to 1994).

| Peak Rainfall Duration | November 2008 (mm) | December 2015 (mm) | October 2021 (mm) |
|---------------------------|-----------------------|-----------------------|----------------------|
| 36 hour | 377 | 379 | 363 |
| 48 hour | 391 | 382 | 380 |
| 72 hour | 461 | 427 | 424 |

Table 2: Historical comparison of peak rainfall accumulation.

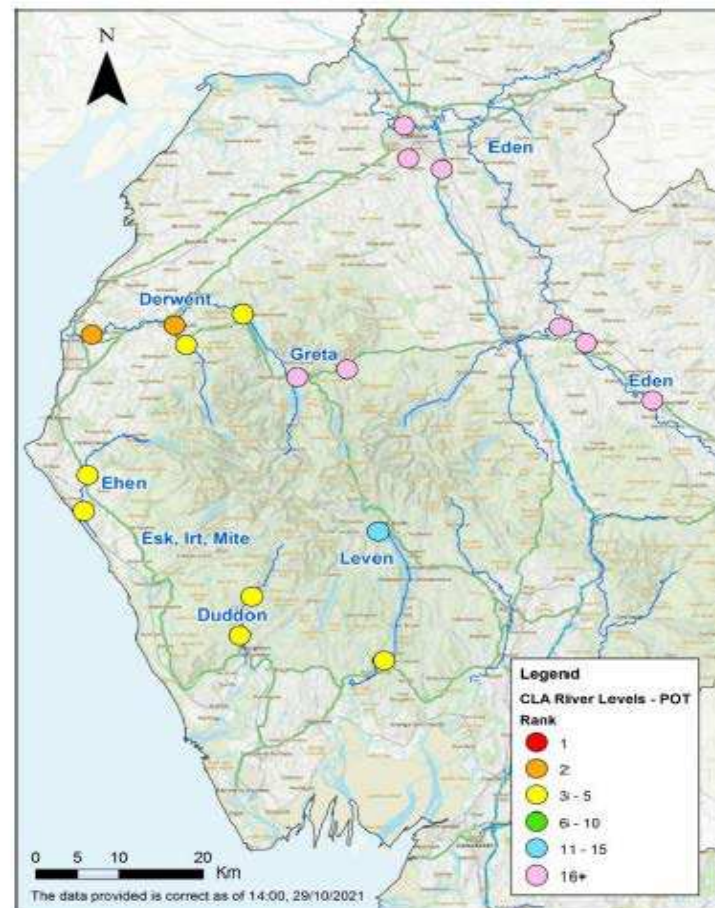
Significant event in the west of the County

Whereas Honister observed over 400% of the LTA average for October in a 48 hour period the Eden catchment observed 75 – 100% at Brothers Water (wettest place in Eden catchment)

So a less significant event in the east (indeed not in top 16 recorded annual peak river levels anywhere on the Eden – pink dots)

No observed issues in Carlisle (or indeed in the Eden catchment)

Some historic issues in previous storms (see Old Laundry Culvert section)



Future programme

- Parham Beck – Flood mapping indicates a potential risk in Heysham Park / Shaddongate area investigation commencing 2024/5. Rare example of a risk that hasn't been realised in the city
- Etterby Terrace – problem definition underway (we have two flood mechanisms so need to understand the relative impacts in order to understand how to progress). Small number of properties may constrain what can be delivered here
- Phase 1b
- Phase 3

Climate change, adaptation and wider catchment

- Work in the city has sustained one of the highest Standards of Protection (SoPs) in England
- Work post Desmond has helped in the short to medium term
- Can't raise defences further and SoP will erode over time
- Infrastructure resilience (for example NR are looking at resilience of their infrastructure along the River Caldew)
- Wider catchment may be where opportunities to keep pace with climate change exist
- Adaptation of the city – do we need to move certain forms of development in the medium term?
- We will be developing the flood resilience service and would highlight the need for community emergency response groups (not something we have in Carlisle city at present)
- Climate change projections (increased projected peak flows for 2080 for the Eden catchment, an increase even relative to the previous set of projections for the 'central' estimates we used in our scheme appraisal)
- <https://eip.ceh.ac.uk/hydrology/cc-impacts/>



Carlisle City Council

Report to Economic Growth Scrutiny Panel

Item
A.4

Report details

| | |
|-----------------------------|---|
| Meeting Date: | 2 December 2021 |
| Portfolio: | Economy, Enterprise and Housing |
| Key Decision: | No |
| Policy and Budget Framework | No |
| Public / Private | Public |
| Title: | St Cuthbert's Garden Village – Development Corporation Business Case Progress Report. |
| Report of: | Corporate Direct of Economic Development |
| Report Number: | ED 32/21 |

Purpose / Summary:

To provide the Panel with further detail as to progress made to date in preparing the Business Case for a development corporation style delivery vehicle over the next two years.

Recommendations:

The Panel is asked to:

- i. Note progress made to date in preparing the Development Corporation Business Case and the programme for taking it forward over the next 2 years;
- ii. Consider and comment upon the Draft Aims and Objectives for the new Delivery Vehicle, set out at paragraphs 2.4 and 2.5.

Tracking

| | |
|------------|--|
| Executive: | |
| Scrutiny: | |
| Council: | |

1. Background

- 1.1. St Cuthbert's Garden Village (SCGV) is embedded in the adopted Carlisle District Local Plan 2015 – 2030. This commits us to prepare a separate Development Plan Document to enable its delivery (the St Cuthbert's Garden Village Local Plan).
- 1.2. The project was accepted into the Government's Garden Villages, Towns and Cities Programme in January 2017 and owing to its scale and the progress made was elevated to the Government's Garden Towns programme in early 2020.
- 1.3. As reported to Executive in August 2021 (Exec Rpt 23/21), good progress is being made to advance the emerging Local Plan. However, given the multiplicity of land ownerships; the scale and complexity of infrastructure delivery; the emerging viability understanding; and importantly, the fact that there is currently no privately led scheme promoter/s, means there is a risk that an entirely private sector led approach to delivering SCGV along true 'Garden Settlement' principles, may not be fully successful.
- 1.4. We therefore recognise the need for the public sector to take on a wider and longer term role (beyond that of the local planning authority), to ensure the expected quality of St Cuthbert's is delivered and maintained over its 30 year build out and beyond.
- 1.5. In October 2021, Executive (Exe Rpt 31/21) were informed that our Expression of Interest to Government was successful and we were awarded £750,000 to fund the preparation of a Business Case over the next two years. This will explore a suitable, public/private partnership delivery vehicle for St Cuthbert's (which need not itself be a development corporation) and allow us to:
 - Investigate the business case for a new Parks Trust to implement the strategic green infrastructure, including a healthy capital assessment;
 - Procure appropriate support to develop a governance and finance structure, based on public/private partnership;
 - Further landowner engagement, to create formal partnerships where required and identify areas for intervention as necessary;
 - Detail financial viability and infrastructure work to assess delivery costs and understand where intervention is necessary and the benefits that can result;
 - Promote St Cuthbert's as a location for investment;
 - Investigate the potential for an energy company and other climate change initiatives;
 - Secure additional project management and design support.
- 1.6. To deliver greater efficiencies, we have 'pooled' monies from our separate 2021/22 Housing Capacity Funding where there are clear overlapping outputs that will inform both the emerging Local Plan and Business Case.

- 1.7. Executive approved a programme of works and timetable to deliver the Business Case by June 2023 (Appendix 1). This programme identified a number of early key steps necessary to advance the Business Case detailed whose progress is detailed within this report.

2. Progressing the Development Corporation Business Case to Date

Reviewing the Governance Arrangements

- 2.1. Strong project governance arrangements were introduced in May 2017 to provide a solid foundation to advance SCGV. This includes a Strategic Project Board to oversee the project which is supported by a series of themed working groups. Crucially, a cross-party Members' Advisory Group (MAG) is now well-established.
- 2.2. SCGV is now moving into a new phase of its development (*ie* beyond establishing the baseline about its scale, mix of uses and design aspirations) and into one that now focuses on how the respective elements will be delivered. Accordingly, those governance arrangements have been reviewed. Specifically, the 'Development Corporation Set Up Board' is now established to oversee the Business Case's preparation (chaired by the Corporate Director for Economic Development, with representatives from Governance and Regulatory Services, the County Council and Homes England). The roles and remits of the relevant working Groups and MAG have been similarly been extended to support the preparation of the Business Case.

Establishing the Aims and Objectives of the New Delivery Vehicle

- 2.3. A fundamental part of creating a new and innovative delivery vehicle for St Cuthbert's, is to define its strategic aims and objectives. These are required from the outset, to underpin the Business Case and set a course of direction for the new delivery vehicle. As a Garden Settlement, SCGV already has a Vision and 9 Guiding Principles (see Appendix 2), that define the quality of place expected to be delivered in time. The strategic aims and objectives of the emerging delivery vehicle need not duplicate these, but should draw from them, articulating the focus and role of the new vehicle as it steps up to deliver and maintain the Garden Settlement in future.
- 2.4. Initial strategic aims and objectives were prepared as part our original Expression of Interest. Further work has taken place to assess the strategic aims and objectives of existing development corporations/delivery vehicles from across England and the views of the Member Advisory Group were sought in August 2022. The MAG were particularly keen to emphasise the role of the delivery vehicle in delivering a low carbon community, that offers the highest standard of

homes for all elements of society. The latest version of the **draft aims** for the delivery vehicle are:

- Ensuring a unique, high-quality, low carbon innovative community is created at St Cuthbert's, to support homes for all, excellent employment opportunities and digital inclusion.
- Delivering fantastic, comprehensive and strategic green and blue infrastructure for St Cuthbert's and Carlisle, that will support healthy living, climate change mitigation and create a resilient place.
- Working in partnership with the community, to set the foundations for a long-lasting governance arrangements.

2.5. Similarly, the emerging **draft objectives** are:

- A public/private community led partnership: Building on established and emerging structures, locally led by the public sector partners, in formal partnership with local businesses, developers and national investors, to harness and focus investment in St Cuthbert's.
- Professionally Run: A bespoke delivery vehicle, with strong locally focussed governance underpinned by expertise in large scale place creation, that has a multi-disciplinary approach to creating quality places.
- Enabling healthy, low carbon living based on 21st Century Garden Settlement principles: Designing and delivering excellent strategic green/blue and low carbon infrastructure, to ensure access to a healthy environment and clean energy for the new community. The environment and amenities will link into wider Carlisle networks, providing sustainable travel options, creating a City-wide facility, benefitting the health and well-being of the wider population.
- Self-funding over time: Capturing and re-investing appropriate elements of the increase in land value, to the benefit of the scheme and developing stewardship models to ensure sustainable forms of income, that will provide a financial return to patient investors and the community.
- Quality of development: Ensuring the delivery of the highest standard of homes for all the community, including lifetime homes. The delivery vehicle should seek to encourage innovation in housing and social infrastructure delivery, in keeping with the Garden Village ideals and the aspirations of the wider Carlisle community.

2.6. Work is now required to refine and develop the above aims and objectives prior to sign off by the Executive in early 2022. This will assist in progressing the content of the business case for an innovative new delivery vehicle – the bulk of which will need to take place from early 2022 onwards.

2.7. In refining the above draft aims and objectives, the views of this Panel are now sought and a number of key questions are suggested for consideration:

- i. Is the remit of the potential delivery vehicle wide enough from the aims and objectives as set out? If not, what else should be encompassed?

- ii. Should specific reference/cross reference be made to the 9 Guiding Principles?
- iii. Do we need to be more specific with the objectives, for example should we refer to key potential actions such as land assembly? If so, should these be objectives or a sub-set of potential actions?
- iv. Are the aims and objectives flexible and robust enough to withstand the inevitable change that will take place to relevant institutions, e.g. Local Government Reform etc.?

Procuring Specialist Advice and Evidence

2.8. We remain on track to commence the formal commissioning of a number of key appointments in January 2022 to provide the relevant specialist capacity and skills to support the formulation of the Business Case. This will provide specific support in relation to the following:

- Governance advice on new structures - what are the options for a delivery mechanism; what should it look like; what powers should it incorporate; how does it relate to and be overseen by the Council etc?;
- Corporate finance and private investment advice – how can private investment be levered in, from which sources; in what format etc?;
- Landowner and market engagement – how can we best raise the profile of St Cuthbert's and Carlisle as a destination for investment; how can we best target those investment opportunities; and how can this best align with the work already underway to promote Carlisle and the sub-region?

2.9. As outlined above, to support both the emerging Local Plan and Business Case, we have now commissioned specialists to provide robust and more up to date information to inform our knowledge of the infrastructure requirements and deliverability. Principally, these relate to:

- A Green and Blue Infrastructure Delivery Strategy - to further define the strategic green and blue infrastructure network across the site and detail the action plan to deliver the network and include proposals for ongoing management, maintenance and stewardship;
- A Zero Carbon and Smart Connections Strategy - regarding the digital infrastructure requirements and the realistic options available to progress to a zero carbon development at the earliest opportunity;
- A Playing Pitch and Outdoor Sports Strategy - to further understand the needs for additional playing pitches;
- The Transport and Movement Study and Local Cycling and Walking Improvement Strategy - to understand the highway implications, junction improvements and realistic options to deliver non-car borne solutions;

- A Socio-Economic Study - to confirm the quantum of employment and retail floorspace required within the proposed district centres;
- Education requirements - The County Council have completed their baseline modelling work and are now in a position to model future school capacity/deficits based on alternative development scenarios;
- Infrastructure Delivery Plan - which updates and pulls together the infrastructure requirements into a single report to inform what specific infrastructure is required, when, how much it will cost and how the funding is to be secured; and
- Whole Plan Viability – to understand the financial viability and deliverability of SCGV.

3. Risks

3.1. A dedicated risk register is kept and regularly reviewed as part of the overall project management approach for the Garden Village. The main risk continues to be centred on the continued availability of adequate resourcing (in terms of both staff time and budgetary provision) for undertaking the technical work and further engagement needed to maintain momentum and progress of each of the key project strands.

3.2 The overriding risk is that a failure to plan comprehensively for the growth of St Cuthbert's would result in growth occurring to the south of the city in a much more fragmented and incremental nature and not in alignment with the vision and principles established through Masterplanning Framework. Such an approach would prejudice the delivery of the necessary infrastructure needed to support new communities; impact on the sustainability and overall quality of place; undermine strategic ambitions; and risk not delivering the mix of development needed nor at the pace required. Developing the Business Case for, and if appropriate, implementing a development corporation style delivery vehicle is one such mechanism by which such risks could be mitigated.

3.3 Finally, the timely delivery of the project is also an obligation of the successful HIF award for the Carlisle Southern Link Road given that the desired primary outputs of the investment are new homes as opposed to transport benefits.

4 Consultation

4.1. Progress to date for St Cuthbert's has been underpinned by robust, extensive and innovative engagement (despite the impact of Covid) with this having added clear value to the emerging draft and high-level proposals for SCGV. This has included public engagement, dialogue with key stakeholders including infrastructure providers, dialogue and facilitated sessions with the local Parish Councils and with

Members including the dedicated Member Advisory Group which now also includes parish council and County Council representatives. The Council's Economic Growth Scrutiny Panel also continue to be engaged at key stages of the project including the evidence base upon which the project continues to be progressed.

4.2. November and December 2020 saw extensive consultation in relation to the Local Plan Preferred Options and Strategy Design SPD on the three options for St Cuthbert's. Whilst we had hoped to continue engaging with our communities and stakeholders through a comprehensive suite of face to face events, Covid restrictions and Government announcements meant our last engagement was largely confined to a digital platform. As a pre-emptive measure we undertook several 'pre-consultation' events during October 2020, specifically with landowners and other stakeholders to highlight the opportunity that is coming up, and in particular with the two parish councils in the garden village area, and one adjacent to the area. Awareness of the consultation was raised using a variety of means including leaflets and posters, the local media, our web site, the banner on the Civic Centre and through direct communication with those on our mailing list. In addition, the Communications team developed a virtual 360 consultation tool which allowed people to access a virtual setting and access the full range of documents. The Council's Facebook and Twitter mediums were also used. A consultation feedback report has recently been completed and published on the dedicated St Cuthbert's web pages and all respondents have been directly notified of its availability.

4.3. Further engagement will be undertaken with the emerging Local Plan associated with the formal Publication Draft Plan.

5 Conclusion and reasons for recommendations

5.1 Good progress continues to be made with both the planning and delivery aspects of St Cuthbert's Garden Village. Exploring the potential for how an innovative delivery vehicle could work would provide greater certainty to the longer term delivery of the Garden Village in line with the high quality development objectives that we have set.

6 Contribution to the Carlisle Plan Priorities

6.1 St Cuthbert's Garden Village will have a significant influence in terms of shaping how Carlisle will grow and function long into the future. Accordingly, it will have a significant, direct and positive impact on a number of Carlisle Plan priorities including:

- *“supporting the growth of more high quality and sustainable business and employment opportunities”* – through identifying new sites for development and opportunities to better balance the local economy;
- *“addressing Carlisle’s current and future housing needs”* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;
- *“working more effectively with partners to achieve the City Council’s priorities”* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

Contact details:

Contact Officer: Neil Cole

Ext: 07547 414560

Appendices attached to report:

- **Appendix 1 – Key Indicative Milestones**
- **Appendix 2 - St Cuthbert’s Garden Village Vision and Guiding Principles**

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

- **ED 23/21 Report to Executive - St Cuthbert’s Garden Village – Progress Report and Key Next Steps**
- **ED 31/31 Report to Executive - St Cuthbert’s Garden Village – Development Corporation Business Case Progress Report and Key Next Steps.**

Corporate Implications:

LEGAL – This report sets out the progress made thus far and the next steps in developing the business case to be submitted to LUHC. Despite the name given to the funding stream, it is important to note that the business case will seek to identify the most appropriate form of public/ private delivery vehicle to achieve the Council’s garden village aspirations, and this may not necessarily be a development corporation. The ultimate decision as to which delivery vehicle is chosen will be the subject of a report to the appropriate committee, however, members are being asked at this point to provide input into the scope by responding to the questions raised in the report. Specialist external legal advice is being procured to assist in identifying appropriate vehicles and the advantages/ disadvantages of each.

PROPERTY SERVICES - As plans progress the Council will need to decide how proactive it wants to be in land assembly to assist with delivery of the Garden Village. Property

Services will be able to advise on this at the appropriate time and undertake any acquisitions required.

FINANCE – The report outlines that the programme of works required to deliver an options appraisal to establish an appropriate delivery mechanism to successfully achieve the St Cuthbert's Garden Village programme. The Council has been awarded £750,000 from the 'New Towns Development Corporation Competition' spread over 2021/22 and 2022/23, however, it is noted that the second year allocation is still subject to ratification in the Spending Review, so there is a risk that the Council could over-commit to spending funding that may not materialise although it is realised that this risk may be low

The report outlines a programme of work streams that will be required to deliver the option appraisals in recommending the most appropriate delivery mechanism, which could include the establishment of a Development Corporation.

A significant portion of the funding received is to progress looking at the delivery model for the projects and whether a development corporation in some form may be appropriate. Any new governance structure will need relevant financial and legal input to ensure it operates in both the Council's best interests and the wider projects interests.

Any new delivery mechanism will need to consider the relationship the Council (and its successor organisation) will have in the preferred structure with any other public sector organisations and also the private sector. This will need to take into consideration any ongoing financial support, guarantees or bonds, VAT implications and management responsibilities.

The Council has not allocated any of its own budget to support the development of this programme of work, however, it has allocated budget to support the Programme Management Office for wider support of Economic Development Projects, including St Cuthbert's Garden Village. The Council has committed to provide a £5m contribution to the Southern Relief Road project in its capital programme.

EQUALITY – An EqiA has been completed on the Preferred Options Policies (December 2020), this will be refreshed in time for public consultation. A Health Impact Assessment has been drafted, based on the SPD. This will be developed further alongside the Plan, in time for public consultation.

INFORMATION GOVERNANCE – There are no information governance implications with this report.

Appendix 1 : Key Indicative Milestones

| Workstream | Stages | Description/Comments/Actions (updated regularly) | Aug-21 | Sep-21 | Oct-21 | Nov-21 | Jan-22 | Feb-22 | Mar-22 | Jun-22 | Aug-22 | Oct-22 | Dec-22 | Jan-23 | Mar-23 | Jun-23 |
|--|----------------------------------|---|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Partnership | | | | | | | | | | | | | | | | |
| Draft Vision & Objectives | Draft | Initial input from Member Advisory Group | | | | | | | | | | | | | | |
| | Approved | At first Set Up Board - with review at key points | | | | | | | | | | | | | | |
| Set Up Board | Exec approval | Report on structure and resourcing | | | | | | | | | | | | | | |
| | Set Up Board meetings | Convened from Nov onwards | | | | | | | | | | | | | | |
| Project Support | Appointment | Project management and leadership | | | | | | | | | | | | | | |
| Legal/Governance/finance | Finalise brief | Including soft market testing | | | | | | | | | | | | | | |
| | Appointment | Need legal and corporate finance advice | | | | | | | | | | | | | | |
| | Preferred Options | Options for delivery vehicle | | | | | | | | | | | | | | |
| | Draft Business case for approval | Preferred DV option reported to Executive | | | | | | | | | | | | | | |
| | Final Draft Business Case | Approved by new Unitary | | | | | | | | | | | | | | |
| Drive Delivery | | | | | | | | | | | | | | | | |
| Viability Assessment | Appoint consultants | Aspal Verdi appointed | | | | | | | | | | | | | | |
| | Draft Viability Report | Iterative viability work throughout | | | | | | | | | | | | | | |
| | Final Report | To feed into business case finalisation | | | | | | | | | | | | | | |
| Infrastructure Assessment | Appointment | Direct appointment | | | | | | | | | | | | | | |
| | Infrastructure Assessment | Ongoing and to align with viability and local plan work | | | | | | | | | | | | | | |
| | Draft Report | | | | | | | | | | | | | | | |
| Landowner Strategy | Final Report | | | | | | | | | | | | | | | |
| | Approved by set up Board | Strategy already prepared | | | | | | | | | | | | | | |
| | Landowner Forum/Communication | Relationships already established | | | | | | | | | | | | | | |
| Landowner Support | Key MOUs in place | Homes England supporting | | | | | | | | | | | | | | |
| | Appointment | Hive appointed to implement strategy | | | | | | | | | | | | | | |
| Place Marketing Strategy | Draft Brief | To include strategy for investors | | | | | | | | | | | | | | |
| | Appointment of advisors | | | | | | | | | | | | | | | |
| | Place Investment Strategy | | | | | | | | | | | | | | | |
| Quality | | | | | | | | | | | | | | | | |
| Masterplanning Work | Draft Brief | Work underway and locations agreed | | | | | | | | | | | | | | |
| | Commission consultants | Multi-disciplinary practice | | | | | | | | | | | | | | |
| | Key locations work finalised | Delivery report for key locations to feed into Local plan and business case | | | | | | | | | | | | | | |
| Green Infrastructure (incl. stewardship) | Commission | | | | | | | | | | | | | | | |
| | Final Report | | | | | | | | | | | | | | | |
| | Draft Stewardship Option | | | | | | | | | | | | | | | |
| | Implementation plan approved | | | | | | | | | | | | | | | |
| Landscape Competition | Launch | | | | | | | | | | | | | | | |
| | Winning Scheme | | | | | | | | | | | | | | | |

St Cuthbert's Garden Village Vision:

"St Cuthbert's will be a series of connected villages embedded in stunning healthy landscapes within the world - class setting of the Lake District National Park, the North Pennines Area of Outstanding Natural Beauty and Hadrian's Wall World Heritage Site. A cluster of distinct Garden Villages set in an attractive recreational, riverside and landscape setting will be well connected to Carlisle and the wider countryside. St Cuthbert's will actively promote healthy lifestyles providing integrated communities focused around high quality homes, locally distinctive spaces and inclusive facilities. Innovation and technology will support attractive employment opportunities and exemplary low carbon living."

St Cuthbert's Garden Village 9 Guiding Principles

1. **Start with the Park:** Deliver a landscape-led masterplan that harnesses the rivers, world class views and woodlands to create a network of unique, high quality, active landscapes and new destinations.
2. **Locally Distinctive:** Support local distinctiveness in the design of buildings, streets and spaces to create memorable and unique places to live.
3. **Quality Homes and Lifetime Neighbourhoods:** Promote a mix of high-quality homes in distinct and integrated lifetime neighbourhoods.
4. **Community Focussed:** Focus inclusive communities around a hierarchy of excellent facilities clustered around village centres.
5. **Innovative Employment:** Support a variety of entrepreneurial and creative employment and skills opportunities.
6. **Healthy Environments:** Promote health and well-being through accessible facilities and healthy lifestyles for all ages.
7. **Smart & Sustainable Living:** Support low carbon living through sustainable planning, transport and energy.
8. **Integrated Sustainable Transport:** Provide excellent sustainable connections and environments that make walking, cycling and public transport the most attractive method of getting from A to B, making the most of the opportunities presented by the Carlisle Southern Link Road.
9. **Exemplary Delivery & Stewardship:** Continue to positively engage a range of people and communities in design, delivery and stewardship.

Report to Economic Growth Scrutiny Panel

Item
A.5

Report details

| | |
|-----------------------------|--|
| Meeting Date: | 02 December 2021 |
| Portfolio: | Environment and Transport / Economy Enterprise and Housing |
| Key Decision: | No |
| Policy and Budget Framework | No |
| Public / Private | Public |
| Title: | Carlisle Transport and Movement Plan |
| Report of: | Corporate Director of Economic Development |
| Report Number: | ED40/21 |

Purpose / Summary:

The report provides members of the Economic Growth scrutiny panel with an overview of the Carlisle Transport and Movement Plan (T&M Plan). The T&M Plan has been commissioned to define and plan recommended investment in the future transport network and coordinate connectivity.

The T&M Plan will support the successful delivery of the recently adopted Carlisle Economic Strategy and inform the development and implementation of regeneration projects that are being funded through the Borderlands Growth Deal, Town Deal and Future High Streets Fund programmes.

Recommendations:

Members of the Economic Growth Scrutiny Panel are asked to consider the contents of the Carlisle Transport and Movement Plan and provide feedback on the strategy, vision and objectives set out therein.

Tracking

| | |
|------------|------------------|
| Executive: | |
| Scrutiny: | 02 December 2021 |
| Council: | |

1. Background

- 1.1 In the recently adopted Economic Strategy 2021-2026, Carlisle has set out a strong ambition to be a major economic hub within the strategically important Borderlands region of Northern England and Southern Scotland. As the largest settlement and only city in the region, it already plays a key service role. Investment through the Borderlands Inclusive Growth Deal, Housing Infrastructure Fund, Towns Fund and Future High Streets Fund have been secured to deliver projects that will deliver economic growth and transform the city into a prosperous and liveable multipurpose centre.
- 1.2 As the key development in Carlisle presses ahead, with Carlisle Station, the Citadels, Caldew Riverside and the former Central Plaza forming a cluster of major regeneration schemes in the heart of the city, it has become clear that the current transport infrastructure is forming a key barrier to economic development. At present, journey times, capacity and quality of trips by sustainable modes are not adequate to fully support a vibrant and accessible city centre.
- 1.3 On this basis, Carlisle City Council and Cumbria County Council have worked in partnership to develop and produce a Transport and Movement Plan (T&M Plan) for the city centre. The T&M Plan will guide future investment in city centre transport schemes and develop a cohesive and integrated transport strategy action plan. This will raise Carlisle's ability to perform as a regional hub – and support both existing and future development.
- 1.4 Transport and movement are vital elements in the overall ambition to deliver growth, prosperity and liveability in the city. The T&M Plan has been developed on four key principles that underpin this ambition:
 - Public realm and sense of place:

Creating a sense of place is important to transform Carlisle into a city destination. The T&M Plan will support the development of a stronger economy by improving access so people can visit, use and enjoy the city centre. This includes encouraging sustainable and active travel as attractive and viable alternatives to the private car. It also sets out the importance of high quality streetscape and public realm and the need to enhance the physical environment within the central area.
 - The importance of sustainability:

Carlisle's existing transport network prioritises motorised vehicles and there is a growing need to de-carbonise the transport network. The T&M Plan encourages the delivery of more sustainable travel – particularly more active travel – as part of the collective network. This includes the delivery of walking and cycling routes

(and associated infrastructure) and helping to reduce carbon through diverting or reducing vehicle emissions or using innovative low-carbon technologies.

- Inclusivity and safety

Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services must become more accessible for those who may face mobility challenges. The T&M Plan encourages the use of inclusive street design to accommodate mobility impaired users and for young people, there is a focus on safer routes to school. For the working population, there is an emphasis on accessibility to employment and future-proofing the transport system to deal with planned growth.

- The importance of Carlisle as a destination

In order to become a well-connected, accessible and attractive destination for both local people and visitors, emphasis needs to be placed on the city's infrastructure. Therefore, the T&M Plan focuses on providing a better environment and connectivity, particularly within the central core, and ensuring that spaces between the station, pedestrianised area and the historic quarter are high quality with good levels of orientation and minimal severance.

2. Strategic Framework

2.1 Vision

- 2.1.1 The vision set out in T&M Plan is to help create a sustainable, accessible and thriving city for the future, delivering liveability and social mobility. The city has the potential to achieve this, however its infrastructure must be integrated with future land use and support aspirations for a greener, cleaner city. Consequently, the purpose of T&M Plan is to begin to define the future transport network needed to support regeneration and economic development and coordinate project development and delivery.

2.2 Objectives

- 2.2.1 To be able to deliver this vision, three overarching objectives were identified for Carlisle, with a final additional wraparound objective bringing them all together:
 1. Connectivity to areas of growth and development
 2. Prioritised active modes for the climate emergency
 3. Encouraging future visitors, workers and residents to Carlisle
 - *An integrated and balanced network, delivering for all its users*



2.3 Connectivity to areas of growth & development

This objective seeks to ensure Carlisle's future transport network provides connectivity and access to areas of economic growth, particularly the new developments in the city centre.

The T&M Plan will go hand-in-hand with future land-use planning activity in the city to create a stronger, more resilient economy. The future transport system must not only support opportunities for employment growth and housing, but also support the higher proportion of dependent people, such that they too have access to services, healthcare and education. A variety of transport options need to be available, at affordable prices, and schemes need to be integrated.

2.4 Prioritised active modes for the climate emergency.

This objective seeks to ensure Carlisle's transport network reflects the climate emergency, by prioritising sustainable transport modes and reducing the need to travel by conventional private car. This includes tackling existing congestion and encouraging more sustainable travel, via public transport, walking and cycling.

Measures to ensure the city is well-connected will be a challenge given its large rural and semi-rural catchment.

The T&M Plan looks at how modes could be integrated and considers a sustainable future of transport, which includes promoting low-carbon mobility solutions, such as electric vehicles.

2.5 Encouraging future visitors, workers and residents to Carlisle

This objective seeks to transform Carlisle into a city destination, that attracts new people to live, work, and explore the city. Its growing cultural offering, its strong community feel and its walkability that are selling points.

The T&M Plan acknowledges that transport and movement schemes need to be sensitive to the city's historic character whilst making the city easy to navigate and enjoy. The T&M Plan also recognises that the city requires other improvements to its urban form, including its streets, public realm and green spaces, in order to bring in more spending visitors and more investment, and to encourage more people to come to Carlisle to live and work.

2.6 An integrated and balanced network, delivering for all its users.

This objective seeks to ensure that Carlisle's transport network works as one integrated network, balancing and blending the requirements of transport policy, emerging and future schemes in the city, current and future users and the need to encourage visitors, young people and workers to the city.

To be truly transformational, the T&M Plan recognises that Carlisle's transport network must be viewed as an integrated, whole, and balanced system. Balanced transport systems not only reduce carbon emissions, but also reduce traffic congestion and contribute to more vibrant streets and a healthier population.

3. **Understanding Travel in Carlisle - Issue and Opportunities**

3.1 Carlisle is well connected as it sits on both the M6/M74 north-south motorway link between the Midlands and Glasgow, and the West Coast Mainline rail route between London and Glasgow/Edinburgh. The A69 provides a direct route to Newcastle via Hexham to the east, while to the west of Carlisle the A595 connects to Whitehaven, Workington and the Cumbrian Coast. In transport terms, Carlisle is strategically well connected and well positioned for growth. The arrival of High Speed 2 (HS2) also presents a once-in-a-generation opportunity to transform the city region's economy, spreading its benefits into the Borderlands.

3.2 Yet urban rail infrastructure and well-connected highway network cannot drive inclusive growth alone. The baseline work that has supported the development of the

T&M Plan identified some key issues / opportunities that will need to be addressed / seized in order to achieve the ambitions for Carlisle set out in the Economic Strategy 2021-2026:

| Issues | | Opportunities |
|--|---|--|
| <p>Carlisle's transport system needs to be integrated with land-use to support access to jobs and services, as well as provide for the non-working population, schoolchildren and the elderly.</p> <p>St Cuthbert's Garden Village will generate additional trips in and around the city centre. Without intervention, it is likely private vehicle will be the default mode of transport for many of these additional trips, thus contributing to congestion and carbon emissions.</p> | <p>Economic Growth and Prosperity</p> | <p>Major regeneration projects are in progress and they need to be well connected to local destinations and accessible by sustainable modes to prevent private vehicle becoming the default mode for trips generated.</p> <p>The night-time economy offer of Carlisle city centre could be vastly improved with appropriate investment, such as improved public realm and removal of barriers to pedestrian movement.</p> |
| <p>Around 60% of people who work in Carlisle city centre travel to work by car.</p> <p>Capacity is constrained at several highway junctions leading to poor journey times and reliability.</p> <p>Without highways and sustainable transport improvements, transport modelling indicates that congestion and average speeds will worsen in the city centre.</p> <p>A climate emergency has been declared by Carlisle City Council and transport is one of the largest contributors to greenhouse gas emissions.</p> <p>Over 2,600 publicly available car parking spaces and there can be any vehicles travelling around the city centre looking for a parking space at any one time, contributing to congestion and pollution.</p> | <p>Reducing Congestion and Improving Air Quality</p> | <p>The climate emergency gives emphasis and urgency on delivering sustainable transport solutions.</p> <p>Planned schemes at the Citadels and Carlisle Station provide the opportunity to reconsider how traffic could flow around the southern gateway area.</p> <p>FHSF / Town Deal provides funding and impetus to improve streets as places within the city centre's historic and night-time districts.</p> <p>Surface car parking takes up large areas of land. There is scope for consolidating this and repurposing that land for more valuable purposes – such as the scheme being developed for Caldew Riverside.</p> |
| <p>Interchange between bus and other modes is poor and bus journey times tend to be longer than comparative car journey times</p> | <p>Increasing Public Transport Use</p> | <p>The bus network provides good coverage of the urban area. Better promotion or branding of this could</p> |

| | | |
|---|--|---|
| <p>Interchange between bus and rail can be difficult due to the lack of visibility and signage between the rail station and bus stops.</p> <p>Buses do not directly call at the railway station, calling instead at English Street and The Crescent, which makes interchange between bus and rail difficult.</p> <p>The rail station, its facilities and surrounding public realm needs enhancing and upgrading to better serve as a gateway to the city and Borderlands.</p> | | <p>reverse the declining patronage observed in recent years.</p> <p>Whilst the bus station is centrally located, legibility to it and its facilities are poor. It is an unattractive environment for users to wait in and could be upgraded and/or relocated.</p> <p>Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.</p> <p>Redevelopment of the rail station could be the focus and catalyst for regeneration in and around the city centre.</p> <p>HS2 services will call at Carlisle, which will provide significant new opportunities for connectivity to the city from further afield.</p> |
| <p>In many cases on Carlisle's roads and junctions, vehicles take priority over pedestrians and cyclists</p> <p>There is a lack of cycle routes through the city centre.</p> <p>Despite some pedestrianised streets, pedestrians wishing to walk to the city centre from the surrounding vicinity encounter issues such as guard railing and vehicle dominated environments.</p> <p>Severance is a particular issue with the river, railway line, and the inner ring road all acting as barriers to movement.</p> | <p>Encouraging Active travel: Walking and Cycling</p> | <p>Reducing the number of vehicles in the centre could have a positive effect on cycling with opportunities around the city to narrow carriageways and provide space for segregated cycle routes</p> <p>Public realm and the environment for pedestrians could be improved by changing highway routing and access for general traffic, as well as removing barriers to movement for pedestrians.</p> <p>Transport should also be used as an enabler to support improved public health and wellbeing i.e., more people walking, and cycling will support a healthier population</p> <p>Rates of cycling could be increased through an appropriate focus on improving cycle facilities such as cycle lanes, new off-road routes and secure parking.</p> |

4. Current Projects and Workstreams

4.1 Connectivity to Areas of Growth and Development

Key to supporting Carlisle's growth is improving connectivity to areas of growth and development. The delivery of the Carlisle Southern Link Road (CSLR) will reduce pressure on the city centre and provide an alternative route for through traffic, but other interventions need to be implemented in conjunction with the CSLR to reduce city centre traffic and improve it for other modes of transport. There are pockets of congestion on key routes into the city and without appropriate mitigation, congestion will increase, especially as new development comes forward.

Developments such as the St Cuthbert's Garden Village (SCGV) outside the city centre and city centre projects such as Carlisle Riverside, the Carlisle Station Gateway and Citadels project will bring in new residents, workers and visitors. With these new projects coming forward improving connectivity within the city centre as well as connectivity to the city centre is essential. This can be achieved with measures which focus on reducing improving highway capacity, creating sustainable travel routes into the city centre and reducing vehicular traffic in the city centre.

4.1.1 Highway Capacity Improvements

A number of junction schemes have been identified through the T&M Plan and also the Council's Infrastructure Delivery Plan and are being developed by Cumbria County Council. These will support future development in Carlisle - and the increase in trip demand – and also deliver connectivity into the city centre from the north-south and east-west axes. Examples of these schemes are those that have been developed for Hardwicke Circus, Georgian Way and Currock Road / Crown Street.

4.1.2 Sustainable Travel / Public Realm Improvements

Botchergate is major throughfare into the city and will be the route into the city centre from SCGV. Presently, junctions along the street suffer from queueing and delays. The street itself is characterised by narrow pavements and carriageway with high traffic volumes that do not promote walking and cycling. A scheme to improve the streetscape and public realm along Botchergate, to increase pedestrian space and reduce the feeling of vehicle domination, is now being developed by Cumbria County Council and is being progressed through the £6.6m Southern Gateway project that is being funded through the Carlisle Town Deal.

4.1.3 City Centre Traffic Reduction

Carlisle's distributed offer of city centre surface car parking results in circulating traffic around the city centre and encourages car use. The City and County Councils beginning to look at a parking strategy, to ensure that there is sufficient capacity to serve the planned development in the city centre. This work will also explore the opportunity to locate parking on key radial routes to 'capture' vehicles as they enter the city centre outside of the core, and appropriate signage to direct vehicles to these car parks. This could reduce the levels congestion in the city centre and reduce emissions to address the climate emergency.

4.2 Prioritised Active Modes for Climate Change

Carlisle's location at the heart of three rivers, makes it particularly vulnerable to climate change and the risk of flooding. For this reason, Carlisle is aiming to shift into a low carbon economy. This requires a shift in transport priorities and the physical street environment.

There are a number of identified gaps in cycling provision in the city, routes tend to be discontinuous and have substandard infrastructure, discouraging the uptake of cycling. Travel to work is heavily dependent on private car despite the fact that the majority of people travel less than 5km to their place of work. The first step in creating a modal shift is improving the walking and cycling provision into and in the city centre. This can be achieved with measures which focus on the creation of a high-quality infrastructure for pedestrians and cyclists and using the opportunity to create a street network which helps with flood resilience and carbon capture.

4.2.1 Production / Implementation of Local Cycling and Walking Infrastructure Plan (LCWIP)

Cumbria County Council and Carlisle City Council are working together with a shared ambition to increase cycling and walking in the Carlisle area. The production of Local Cycling and Walking Infrastructure Plans (LCWIPs) form the basis for the government's recommended approach for planning walking and cycling networks. They define the walking and cycling interventions necessary in a local area to support the government's Cycling and Walking Investment Strategy, which looks to increase walking and cycling activity and improve safety.

A LCWIP for Carlisle is being developed, which will identify and prioritise the main routes and core walking zones for improvement. A second public consultation on the LCWIP is underway, with completion / adoption of the Plan identified for Spring 2022. Having a clear plan for cycling and walking will enable both Councils to secure funding to deliver improvements through bids for central government funding.

4.2.2 Carbon Capture and Flood Resilience Solutions

The City Council has declared a climate emergency and street trees and other greenery help with flood resilience and carbon capture. Other solutions will also be considered and investigated such as sustainable drainage systems (SuDS). Greening of routes and areas will also help to improve and enhance place-making in the city centre, creating vibrancy and economic activity, and a healthier city centre with greener air and that encourages more pedestrian activity.

The scheme to improve the streetscape and public realm along Botchergate, being progressed through the Carlisle Town Deal, will look at the opportunity to increase the level of green space along the street.

4.3 Encouraging Future Visitors, Workers and Residents to Carlisle

Despite its historic city centre and beautiful natural landscape, the current offer is unable to draw in the variety of demographics needed to reverse the decline in the working age population and drive economic growth. The T&M Plan identifies that enhancing the appearance of key gateways, improving the public realm and creating a pedestrian friendly city core will aid in attracting more businesses, residents and visitors into the city centre.

This is particularly vital to placemaking; especially for the southern end of the city centre which incorporates the railway station, the Citadels, the former Central Plaza and Caldew Riverside. This can be achieved with measures which focus on the creation of a high-quality streetscape improvements and gateway public realm schemes.

4.3.1 Carlisle Station Gateway

The £24m Carlisle Station Gateway Scheme which is being funded through the Borderlands Growth Deal includes new car parking and public realm improvements to the rear of the station. While additional car parking may sound counterintuitive in a T&M Plan that focuses on sustainability, the parking strategy with proper pricing and management can reduce origin-to-destination car journeys. A more attractive and accessible car park will provide a 'park and ride' solution, making it more convenient and feasible for part of regional car trips to be completed by rail.

The project also includes significant and heritage-sensitive public realm improvements to the north of the station at Court Square. This creates a better and more pedestrian-focussed gateway to the city, inviting visitors into the city centre and encouraging repeat visits to Carlisle.

4.3.2 English Street

A scheme to improve the streetscape, public realm and priority along English Street, to support the redevelopment of the Citadels as a new city centre campus for the

University of Cumbria, is now being developed by Cumbria County Council and is being progressed through the £6.6m Southern Gateway project that is being funded through the Carlisle Town Deal.

With the plan for the Citadels to become an academic and cultural hub, improvements to streetscape and public realm, new pedestrian space and cycle provision are necessary along with a reduction in the dominance of motor vehicles to make the street more pedestrian-friendly and reduce severance. Improved bus stop infrastructure also forms part of the scheme.

4.3.3 Devonshire Street

A scheme for improvements to Devonshire Street using funding secured through the Future High Streets Fund is currently being developed by Cumbria County Council that will focus on its night-time economy and reducing vehicle dominance. The emerging proposals focus on rationalising the existing carriageway width to increase pedestrian space. This will allow the creation of a cleaner and more meaningful activity zone with space for the food and beverage business located there to place on table and chairs outside.

4.3.4 Market Square

The market square is large space that incorporates the area around the Green Market and Old Town Hall. Currently the square is underutilised and the buildings fronting on to the square have very limited interaction with it. The sightlines for the square fragment the space, drawing the majority of pedestrians east of the Tourist Information Centre, away from the Green Market and Castle Street. There is potential to make a more cohesive space which is utilised in its entirety.

A scheme for improvements using £2.3m funding secured through the Future High Streets Fund is currently being developed jointly by Cumbria County Council and Carlisle City Council. The concept is to create a focal point and events space for the pedestrianised area, with the necessary infrastructure (water, electricity points, lighting and connection points for temporary buildings) installed.

5. Conclusion and reasons for recommendations

- 5.1 This T&M Plan sets the principles for transport and movement in Carlisle city centre and has identified potential strategies and schemes to deliver its vision and objectives. Work has already commenced on the highway and junction modelling on the projects outlined in Section 4 to understand the implications of the schemes and how traffic will route and re-route in the city as a result. The effects on routes leading into and around Carlisle are also being considered, as well as the potential for the CSLR to reduce city centre traffic.

- 5.2 Both City Council and County Council are using the existing funding opportunities to progress the project and schemes set out in the T&M Plan. The City Council has secured over £3m of Future High Streets Fund funding and over £8m of Town Deal funding to improve transport and movement across the city. Together, both Councils have secured £20m of Borderlands funding for improvements to the railway station Gateway and £134m for the delivery of the Southern Link Road. The City Council and County Council continue coordinate activity and work together to ensure that schemes outside the T&M Plan boundary connect and integrate well with those in the Plan. For example, the LCWIP work is ensuring that there are active travel routes from St Cuthbert's Garden Village into the city centre.
- 5.3 Members of the Economic Growth Scrutiny Panel are asked to consider the contents of the T&M Plan and provide feedback on the strategy, vision and objectives set out therein.

6. Contribution to the Carlisle Plan Priorities

- 6.1 The T&M Plan will 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, by working in partnership and responding to the challenges of a climate change.
- 6.2 The T&M Plan contributes directly to the priority of delivering inclusive and sustainable economic growth, by making Carlisle a more attractive place for investment, improving skills and drive key sector development. The objective of the T&M is to drive improvements in transport connectivity and supporting the development and adoption of low carbon transport modes.
- 6.3 The T&M Plan also contributes directly to the priority of improving health and well-being, by making Carlisle a great and safe place to walk, cycle, and use electric vehicles, alongside public transport systems will increase activity and reduce the Carbon footprint of local journeys.

Contact details:

Contact Officer: Steven Robinson Ext: 7535

Appendices attached to report:

- Carlisle Transport and Movement Plan

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 - The Plan supports the actions and priorities set out in the Carlisle Economic Strategy which was approved by Council on 14th September 2021.

Property Services – No property implications

Finance - The City Council has secured over £3m of Future High Streets Fund funding and over £8m of Town Deal funding to improve transport and movement across the city. There is also £20m of Borderlands funding for identified improvements to the railway station Gateway and the City Council will contribute £5m towards the Carlisle Southern Relief Road project.

Equality - Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services must become more accessible for those who may face mobility challenges. The T&M Plan encourages the use of inclusive street design to accommodate mobility impaired users and for young people, there is a focus on safer routes to school. For the working population, there is an emphasis on accessibility to employment and future-proofing the transport system to deal with planned growth.

Information Governance - None



Carlisle City Centre Transport and Movement Plan

Transport and Movement Plan

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Information class: Standard

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|------------------|-------------------------------------|
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1

Strategy & Vision





Strategy



Cumbria County Council (CCC) and Carlisle City Council (CaCC), along with the Cumbria Local Enterprise Partnership (CLEP), are working together to transform Carlisle into a successful multi-purpose, thriving centre by expanding employment by 15,000 jobs and boosting the economy by £600m. To help this transformation, Carlisle needs a Transport and Movement Plan (T&M Plan) to define and plan recommended investment in the future transport network and coordinate connectivity to sustainably support regeneration and economic prosperity – for now and into the future.

Why does Carlisle need a Transport & Movement Plan?

- It is the strategically important capital of the Borderlands, and needs a transport network that reflects this
- It has ambitions to be a major economic hub & destination
- It needs to attract more highly-skilled workers, knowledge-intensive jobs, investment, and visitors
- Its streets are designed for & dominated by vehicles, with limited sustainable transport options and facilities – this needs to change
- Its residents need easy access to the city centre, jobs, and the opportunity to have healthier lifestyles
- Its upcoming investment schemes – the Station Gateway, Citadels, Caldew Riverside, Future High Street Fund and St Cuthbert's Garden Village – all need sustainable connectivity that benefits the wider city
- Its new Local Industrial Strategy needs a pipeline of deliverable transport and travel schemes to help enable its delivery

What must the Transport & Movement Plan do for Carlisle?

- Accentuate its historic assets, building on its tourist, cultural and leisure offer
- Make it a more 'liveable' and well-connected city
- Help ensure its economic growth is future-proofed, inclusive, sustainable, and raises living standards
- Help increase its social, environmental and economic sustainability
- Create a safe, reliable, accessible, and affordable sustainable transport network for now and the future
- Help support health and well-being
- Help tackle the climate emergency through reducing emissions and greening the city

The T&M Plan will form a key aspect of the Carlisle Infrastructure Delivery Plan and will provide a useful guide to steer investment in the city's transport networks for years to come. The plan considers a variety of potential options ranging in cost, size and ambition that together support the vision for Carlisle's transport infrastructure.

Vision & Objectives

"To help create a sustainable, accessible and thriving Carlisle City for the future, delivering liveability and social mobility."

Carlisle's T&M Plan vision is to **help create a sustainable, accessible and thriving city for the future, delivering liveability and social mobility.**

This T&M Plan will define the planned future transport network and coordinate connectivity to flexibly and sustainably support regeneration and economic prosperity in Carlisle. Carlisle has the ability to transform into a more liveable city, providing more and better accommodation, jobs, and key services for its residents, workers, and visitors alike. To do so, its infrastructure must be integrated with future land use and support aspirations for a greener, cleaner city.

To be able to develop this vision, three overarching objectives were identified for Carlisle, with a final additional wraparound objective bringing them all together:

- Connectivity to areas of growth & development;
- Prioritised active modes for the climate emergency;
- Encouraging future visitors, workers and residents to Carlisle; and
- An integrated and balanced network, delivering for all its users.

Connectivity to areas of growth & development.

"Ensure Carlisle's future transport network provides connectivity and access to areas of economic growth and development."

As the only city in the Borderlands region, Carlisle is the key service, education and business centre of the area, but its performance in terms of growth and development has been below that of some similar sized sub-regional cities, leading to low levels of economic and population growth. Delivering people to areas of growth and development, and particularly the city centre developments – the Station Gateway, Citadels, Caldew Riverside and the FHSF – the T&M Plan must provide an approach to improve the city's supporting transport infrastructure and facilitate easy access to these future developments. This includes tackling existing congestion and encouraging more sustainable travel, via public transport, walking and cycling. It also includes providing access to economic opportunities and activity from areas of Carlisle that are more deprived or disconnected. Measures to ensure the city is well-connected will be a challenge given its large rural and semi-rural catchment, but the T&M Plan should look to integrate modes and reduce the dependence on the private car.

Prioritised active modes for the climate emergency.

"“Ensure Carlisle's transport network reflects the climate emergency, working towards Net-Zero Carbon, by prioritising sustainable transport modes (especially active travel) and reducing the need to travel by conventional private car.”"

Worldwide, the future of transport is aiming to tackle climate change through technological improvements to the existing vehicle fleet and shifting to sustainable travel alternatives. Carlisle has declared a climate emergency with the city aiming towards net-zero carbon in 2030. The T&M Plan must drive the city's infrastructure towards this ambitious target by considering a sustainable future of transport, which includes promoting low-carbon mobility solutions, such as electric vehicles, improving its rail connections and encouraging walking and cycling.

There are areas of Carlisle – such as the shopping district and riverside – that are conducive to walking and cycling. However, there are areas in Carlisle which lack infrastructure or priority, particularly around the rail station and on radial routes into the city centre. The city has potential to create an environment that can make walking and cycling the choice of many and help lower carbon emissions.

Congestion in the city centre is exacerbated by through-traffic trying to reach the Strategic Road Network (SRN). Whilst residents, workers and visitors to Carlisle still require access to the SRN, vehicles using the city centre as a rat-run should be encouraged to use the new southern bypass and surrounding ring road, to ease the city's congestion.

Encouraging future visitors, workers and residents to Carlisle.

“Transform Carlisle into a city destination, that attracts new people to live, work, and explore the city, Cumbria and the Borderlands.”

Carlisle’s historic architecture and open spaces has the ability to attract people to live, work, study, and visit. However, its city centre is underperforming, and the current offer is unable to draw in the variety of demographics needed to make a city centre flourish. Carlisle’s rail station is a key regional hub, with the convergence of a number of rail lines, but it does not perform as such, due to poor journey times and unreliability. It should be the gateway to the city centre and make Carlisle a destination in its own right. The city also requires other improvements to its urban form, including its streets, public realm, and green spaces, in order to make Carlisle a place people want to travel, shop, and live.

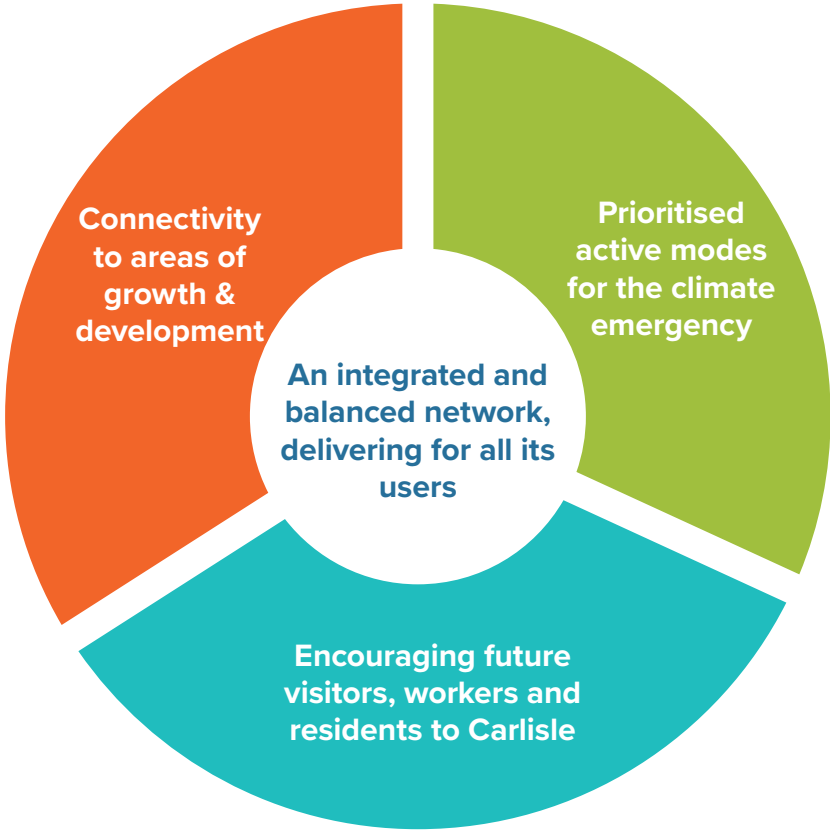
The investment from FHSF in particular seeks to identify, accentuate, celebrate and invest in Carlisle’s identity. It is its heritage architecture and history, its growing cultural offering, its strong community feel and its walkability that are selling points to bring in more spending visitors and more investment, and to encourage more people to come to Carlisle to live and work. This means any schemes within the T&M Plan need to be sensitive to and celebratory of the city’s historic character, need to bring together rather than sever its communities, and need to make the city easy to navigate, get around and enjoy.

An integrated and balanced network, delivering for all its users.

“Ensure the transport network works as one integrated network, balancing and blending the requirements of emerging schemes, policy areas, Carlisle’s current and future users, and the need to encourage visitors, young people and workers to the city.”

Balanced transport systems not only reduce carbon emissions, but also reduce traffic congestion and contribute to more vibrant streets and a healthier population. It is essential to balance the different needs of all users in the city centre creating healthy streets for all; however, this can be difficult in reality as user needs conflict. To be truly transformational, Carlisle’s transport network must be viewed as an integrated, whole, and balanced system.

The T&M Plan must go hand-in-hand with land-use planning to create a stronger economy and its supporting infrastructure. With a lower than average percentage of working people in Carlisle, its future transport system must not only support opportunities for employment growth and housing, attracting more workers to the city and providing them with access to jobs, but also support the higher proportion of dependent people, whether that be of school age or elderly, such that they too have access to services, healthcare and education. A variety of transport options need to be available, at affordable prices, and schemes need to be integrated to ensure that the city can thrive as a regional hub for the Borderlands.



Key Principles

Delivering growth,
prosperity and liveability
using transport and
movement...

Public realm and sense of place:

Creating a sense of place is important to transform Carlisle into a city destination. The T&M Plan encourages and supports a stronger economy and improves access so people can visit, use and enjoy the city centre by enhancing the physical environment and encouraging sustainable and active travel as attractive and viable alternatives to the private car. Public realm improvements must consider the other citywide strategies to ensure that they are focused in the right locations.

Streets around the city's retail areas, bars and restaurants are vehicle dominated and in need of improvement. They are perceived as through-routes rather than destinations in their own right and the quality and management of streets and public spaces is becoming ever more important to Carlisle. Public realm improvements should be targeted to enhance the environment, and challenge the traditional mode hierarchy, giving greater priority to pedestrians and cyclists.

Using placemaking principles to transform streets into places, Carlisle can strengthen and support its communities and boost economic development. Walking and cycling also play an important role in the city's Transport and Movement Plan as they increase opportunities to travel safely and improve health, as well as providing affordable access to skills, education, employment and other services.

Finally, placemaking is also about identity and access – wayfinding and desire lines are also important tools to help people get around, understand and interact with the city.

The importance of sustainability:

Carlisle's existing transport network prioritises motorised vehicles. Public transport facilities and journey times could be improved, as could

facilities and priority for those making journeys on foot or by bicycle.

Nationally, transport contributes around a fifth of all greenhouse gas emissions. The transport network in Carlisle does not sufficiently support sustainable travel. Apart from local communities, visitors to the Lake District are also responsible for a substantial volume of carbon emissions. In the wake of the declaration of a "climate emergency" in Carlisle, there is a growing need to de-carbonise the transport network.

Every scheme considered in the T&M Plan has been included to help deliver more sustainable travel – particularly more active travel – as part of the collective network. Sometimes this will include helping to reduce carbon through diverting or reducing vehicle emissions or using innovative low-carbon technologies.

Finally, it must be remembered that sustainability also covers economic growth, social cohesion and the ability to be flexible yet robust. Alongside environmental benefits, these schemes must all be good investments, delivering value for money and right for Carlisle's society and community today and in the future.

Inclusivity and safety

Carlisle faces a number of challenges when it comes to inclusivity and safety. With an ageing population, the city's services – including retail and health – must become more accessible for those who may face mobility challenges. This includes consideration of disabled parking bays, inclusive street design to accommodate mobility impaired users (including wheelchair users), and demand/mobility services. For those who are able to take up active modes, they should be encouraged and enabled to do so, to ultimately create a healthier Carlisle. For school children, the focus may be on safer routes to school, a

reduction of vehicles to reduce pollution and an increase in walking and cycling. Whilst for the working population, this will need to focus on accessibility to employment, and future-proofing the transport system to accommodate and encourage sustainable growth.

The importance of Carlisle as a destination

Emphasis needs to be placed on the city's infrastructure ensuring Carlisle can become a well-connected and accessible destination for both local people and visitors. Many of the places in Carlisle such as the historic and cultural quarter, universities, hospitals and airport are currently not well connected. Therefore, providing better connectivity between the key economic assets and residential areas by various modes of transport is essential to achieve the growth potential of the area and support strong and inclusive communities. Carlisle's future economy is intrinsically tied to its increasing identity as a visitor destination.

Carlisle's Station Gateway is a key priority for the city centre, ensuring that it is recognised and performs as the regional hub for the Borderlands region, attracting employment opportunities, as well as developing its tourist and visitor economy. Externally, the station is a significant historic asset for the city, as are the neighbouring Citadels, but their surroundings fall short when it comes to celebrating such assets.

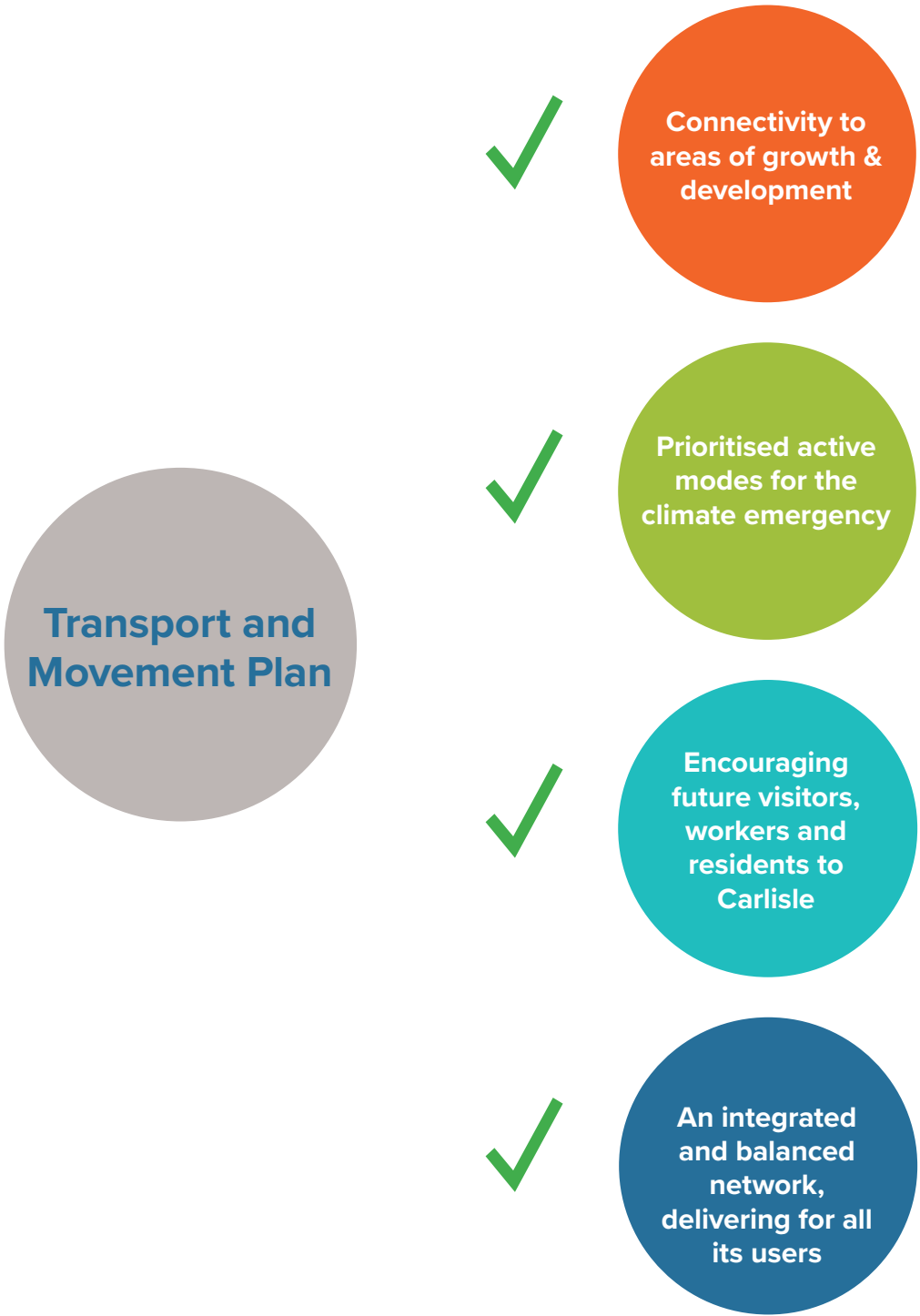
What does success look like?

Delivery of the T&M Plan will see a cohesive infrastructure plan for the city that requires effective governance and a strong working partnership between County and City Councils. This Plan will enable the key stakeholders to take the identified schemes forward to secure funding and ultimately to delivery. This plan identifies a range of schemes varying in terms of cost and timescale whilst ensuring that they remain deliverable. It is envisaged that the plan will form part of the strategic case for any future business case by providing the evidence in the form of the baseline report, and the scheme identification process through the plan itself.

If successful, the schemes in this T&M Plan will deliver each of the objectives set out in the previous chapter. Carlisle’s residents, workers, investors and visitors will want to spend time and money in the city. Residents will have sustainable, healthy options to access opportunity. Workers will be easily able to access jobs and workplaces often by walking, cycling or public transport. Investors will recognise Carlisle as a place ‘on the up’.

What does we want to achieve?

We are investing in the future of Carlisle because we want to see a Carlisle that provides safe, high quality walking and cycling routes and a quality sense of place. In order to achieve this we are aiming to reduce vehicle dominance in Carlisle city centre by removing much of the city centre’s through-traffic.



2

Understanding Travel in Carlisle



Carlisle is well connected as it sits on both the M6/M74 north-south motorway link between the Midlands and Glasgow, and the West Coast Mainline rail route between London and Glasgow/Edinburgh. This provides excellent highways access to Lancaster, Merseyside, Greater Manchester and the Midlands. The A69 provides a direct route to Newcastle via Hexham to the east, while to the west of Carlisle the A595 connects to Whitehaven, Workington and the Cumbrian Coast. In transport terms, Carlisle is strategically well connected and well positioned for growth. The arrival of High Speed 2 (HS2) also presents a once-in-a-generation opportunity to transform the city region's economy in response to this major infrastructure development, spreading its benefits into the Borderlands.

Yet urban rail infrastructure and well-connected highway network cannot drive inclusive growth alone; a range of factors are essential to creating a coordinated programme of activity aiming to create more and better jobs, with a highly skilled workforce to sustain them. The lack of sustainable city-scale transport capacity and infrastructure will inhibit growth.

Our baseline work identified some key issues and opportunities identified in the strategic, socio-economic and local transport context for the area. It is presented in this T&M Plan's appendix and summarised on the following pages.



Study area boundary ►

Issues

- Central Carlisle experiences deprivation and GVA per job lags behind regional and national rates.
 - Visitor spend in Carlisle is below that of similar cities and has declined in recent years.
 - Carlisle's percentage of working age population is smaller than the regional and national average. Its transport system needs to be integrated with land-use to support access to jobs and services, as well as provide for the non-working population, school children and the elderly.
 - St Cuthbert's Garden Village will contribute 10,000 new homes, and the Local Plan includes 18,700m² of additional retail floor space in the city centre by 2030. Both of these will generate additional trips in and around the city centre. Without intervention, it is likely private vehicle will be the default mode of transport for many of these additional trips, thus contributing to congestion and carbon emissions.
 - In the wider East Cumbria area, 19,000 new houses and 5,000 new jobs are forecast to be delivered by 2024 which will put additional demands on the transport network.
-
- Around 60% of people who work in Carlisle city centre travel to work by car.
 - Capacity is constrained at several highway junctions in the study area, leading to poor journey times and reliability.
 - There are only five main routes into the city centre
 - Without highways and sustainable transport improvements, transport modelling indicates that congestion and average speeds will worsen in the city centre. The number of junctions operating at over 90% capacity in the AM Peak is forecast to increase.
 - A climate emergency has been declared by Carlisle City Council and transport is one of the largest contributors to greenhouse gas emissions.
-
- Car parking is complex with no consistent pricing strategy;
 - Over 2,600 publicly available car parking spaces take up a significant proportion of valuable and prime development land within the city centre.
 - Due to lack of clear pricing, zoning and signage strategy, there can be many vehicles travelling around the city centre looking for a parking space at any one time.

Economic growth and prosperity

Reducing congestion, and improving air quality - Highways & Junctions

Reducing congestion, and improving air quality - Car Parking

Opportunities

- Carlisle plays a key role in the Cumbrian and North-West economy in terms of employment, shopping, tourism and education. This role can be further enhanced for the benefit of the whole Borderlands region. Cumbria LEP has identified creating 15,000 new jobs in Cumbria as a priority, along with 30,000 new homes – Carlisle can be at the centre of this.
 - A series of major regeneration and development projects are in progress (such as Carlisle Station, Citadels and Caldew Riverside). Whilst these are centrally located, they need to be well connected to local destinations and accessible by sustainable modes to prevent private vehicle becoming the default mode for trips generated by these developments.
 - Accessibility is vital for ensuring new developments on land north of Lowther Street, and at Caldew Riverside and The Citadels are viable and successful.
 - The night-time economy offer of Carlisle city centre could be vastly improved with appropriate investment, such as improved public realm, removal of barriers to pedestrian movement, and higher quality surfacing materials. The FHSF work is seeking to address this.
-
- The climate emergency gives emphasis and urgency on delivering sustainable transport solutions.
 - Planned schemes at the Citadels and Carlisle Station provide the opportunity to reconsider how the bottleneck at English Street and the Crescent work.
 - FHSF provides funding and impetus to improve streets as places within the city centre's historic and night-time districts.
-
- Surface car parking takes up large areas of land. There is scope for consolidating this and repurposing that land for more valuable purposes, while also reducing the levels of circulating traffic within the city centre looking for a space. These circulating vehicles contribute to city centre congestion and pollution.

Issues

- Interchange between bus and other modes is poor
- Bus journey times tend to be longer than comparative car journey times
- The bus interchange is not situated in an optimal location, is no longer fit for purpose and is an uninviting and outdated compared to comparable cities elsewhere.
- Poor facilities or access to interchange between rail and other modes
- Interchange between bus and rail can be difficult due to the lack of visibility and signage between the rail station and bus stops.
- Buses do not directly call at the railway station, calling instead at English Street and The Crescent, which makes interchange between bus and rail difficult.
- The rail station, its facilities and surrounding public realm needs enhancing and upgrading to better serve as a gateway to the city and Borderlands.
- In many cases on Carlisle's roads and junctions, vehicles take priority over pedestrians and cyclists
- There is a lack of cycle routes through the city centre.
- Despite some pedestrianised streets, pedestrians wishing to walk to the city centre from the surrounding vicinity encounter issues such as guard railing and vehicle dominated environments.
- Over-engineering of highway assets creates an unattractive and difficult to navigate public realm and pedestrian environment.
- Severance is a particular issue with the river, railway line, and the inner ring road/ Lowther Street all acting as barriers to movement.

Increasing public transport use - Bus

Increasing public transport use - Rail

Encouraging active travel; walking and cycling

Opportunities

- Where possible, existing public transport services should be retained and enhanced. Both the bus station and rail station would benefit from modernisation.
- The bus network, with most services operating as cross-city routes, provides good coverage of the urban area. Services operate at reasonably high frequencies, including in the evenings. Better promotion or branding of this could reverse the declining patronage observed in recent years.
- Whilst the bus station is centrally located, legibility to it and its facilities are poor. It is an unattractive environment for users to wait in and could be upgraded and/or relocated to better serve the needs of users, as well as provide a layover facility for bus drivers.
- Better wayfinding could make the bus station and stops more accessible.
- Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.
- The rail station would benefit from modernisation of its facilities.
- Redevelopment of the rail station could be the focus and catalyst for regeneration in and around the city centre.
- Public transport needs to be accessible by active modes of walking and cycling to facilitate integrated transport movements and encourage its use.
- Train frequencies on the Cumbrian Coast Line are low, and resilience is poor due to exposure to strong weather patterns along the coast. Investment in this route would bring about benefits for people wishing to travel between Carlisle and other localities in Cumbria, such as Whitehaven. Alternatively, investment in rail replacement bus facilities would provide resilience alternatives and move this congesting, unsuitable activity from the station's historic public realm.
- HS2 services may call at Carlisle, which will provide significant new opportunities for connectivity to the city from further afield. Providing more park and ride options for Borderlands residents and workers will help encourage those making origin-to-destination car journeys to make the bulk of their journey by rail.
- A plan to reduce the number of vehicles in the centre could have a positive effect on cycling with opportunities around the city to narrow carriageways and provide space for segregated cycle routes
- Improving connectivity along key desire lines will enable the city to be more accessible on foot and by bicycle.
- Public realm and the environment for pedestrians could be improved by changing highway routing and access for general traffic, as well as removing barriers to movement for pedestrians.
- 'Boulevard' type street design schemes would be positive in creating sense of place and encouraging local communities and businesses to interact with the streets
- Transport should also be used as an enabler to support improved public health and wellbeing i.e. more people walking and cycling will support a healthier population
- Travel plans for businesses could encourage employees to use active / sustainable travel modes and provide incentives to do so
- Providing education, encouragement and enabling of cycling for Carlisle's children and young people is a key aspect to encouraging them to cycle as adults and to reduce school run traffic.
- Rates of cycling could be increased through an appropriate focus on improving cycle facilities such as cycle lanes, new off-road routes and secure parking.

3

Taking Carlisle on a Journey



Taking Carlisle on a Journey

Changing Carlisle

Carlisle's District Local Plan envisions Carlisle as the region's centre for activity and calls for the retention of a younger population. Despite Carlisle's role as a sub-regional hub, the city is relatively inaccessible at a local level from a public transport/active modes perspective. To improve connectivity, there is an emphasis on enhancing existing public transport services and infrastructure (including Carlisle Railway Station) as well as increasing pedestrian and cycle permeability within and to the city centre. Improving connectivity will ultimately improve the city's overall attractiveness and appeal; drawing more people to live, visit and invest in Carlisle.

This ambition is further developed in Carlisle's Investment Prospectus, where the Council sets out its vision for making Carlisle an attractive place to do business which necessitates an appealing city centre environment for a variety of business, from soft measures such as high quality public realm to affordable, flexible and quality work spaces which provide a competitive advantage over out-of-town locations.

Carlisle is set to benefit from schemes in the surrounding areas such as the delivery of the major development site St Cuthbert's Garden Village. This scheme alone is set to provide approximately 10,000 new homes, new employment opportunities and community facilities. This large development will bring in new visitors and workers to the city centre, necessitating improved connectivity between the new development and the city centre. The delivery of Carlisle Southern Link Road (CSLR) scheme which will improve east to west connectivity, but sustainable travel improvements also need to be considered. Improving public transport and cycling provision is critical in ensuring Carlisle transition to a low carbon city.

There are several schemes planned in Carlisle City Centre. The Carlisle Station Gateway

Scheme includes heritage-sensitive public realm improvements, creating a pedestrian-focused gateway to the city, inviting visitors and workers into the city centre. Adjacent to the Station, are the Citadels, iconic structures which will create key gateway to the city centre. Developing a new university campus on this site will boost economic prosperity by attracting people to live, study and work in the area. The city council is working on transforming Caldew Riverside, a brownfield site adjacent to the city centre, into a residential development which will help bring a much greater resident population to the city centre.

Carlisle is bidding for the Future High Street Fund. The proposals will help create a vibrant and future-proofed city centre that supports the economy of the wider Borderlands region by providing the 'offer' that will retain and attract high-skilled workers and increase visitor numbers, unlocking further growth and investment. It will also make the city centre more resilient by containing a wide-ranging mix of uses that underpin a larger resident and business community, set within an enhanced and engaging physical environment. The investment will help renew Carlisle city centre by repurposing soft and vacant units into residential sites or flexible commercial sites.

Physical interventions to Devonshire Street and Lowther Street will enhance the streetscape for the existing shops, cafes, bars and restaurants in the area, while improving walking and cycling infrastructure and encouraging new investment. Market Square will be reinvented into a new public space which encourages longer dwell time in the city centre and holds temporary events bringing more people into Carlisle.

There are a wide range of schemes bringing investment in Carlisle City Centre and setting up the city up for the future sustainable growth it desires. These projects are the catalyst for

change in Carlisle and need to be supported by wider transport strategies.

How do we make this happen?

Before schemes can be identified, an evidence-based strategy is needed for many transport or travel issues to provide a framework for and the identification of schemes.

Using the issues and opportunities identified across the city centre, the need for city-wide strategies that can allow decision makers to identify the key schemes to be delivered within the overarching T&M Plan.

These strategies are:

- Local Cycling and Walking Infrastructure Plans
- Bus Routing and Stopping Strategy
- Parking Strategy
- School Sustainable Travel Strategy
- Traffic Regulation Orders Review
- Parking Standards Supplementary Planning Document

For example, we know that circulation of vehicles looking for parking is an issue, and that there are too many vehicles in the city centre, detracting from its liveability and walkability. Consolidating parking around an informal ring, keeping much of it out of the very centre of the city, might help address these issues. Before decisions are made about where to build, close or consolidate car parks, a strategy is needed to understand how much parking is needed, how to balance parking against other modes to access the city, where the optimal locations for parking are.

Local Cycling and Walking Infrastructure Plan (LCWIP)

The Cumbria Cycling Strategy (2017-22) outlined the vision for Cumbria and the Lake District to be one of the best places to cycle in the UK; with endless opportunities for residents and visitors to explore the region by bicycle, Carlisle must play its part in providing connectivity, and not just by bicycle, but walking too. As part of the National Cycling and Walking Investment Plan for England, The Department for Transport (DfT) developed LCWIPs, which can support areas to seek funding for key schemes. The LCWIP is an approach the government has set out to make walking and cycling the natural choices for shorter journeys or as part of a longer journey.

Carlisle's existing walking and cycling infrastructure is discontinuous, with short, disjointed sections of cycleways rather than key routes across the city centre, and whilst these routes may still be used by the more confident on-road cyclists, they do not support or encourage the rest of the population to be more active. Therefore, the city centre would strongly benefit from an LCWIP approach to investment, ensuring cohesive routes across the city, and making the most of the city's assets, historic architecture, river corridors and green spaces.

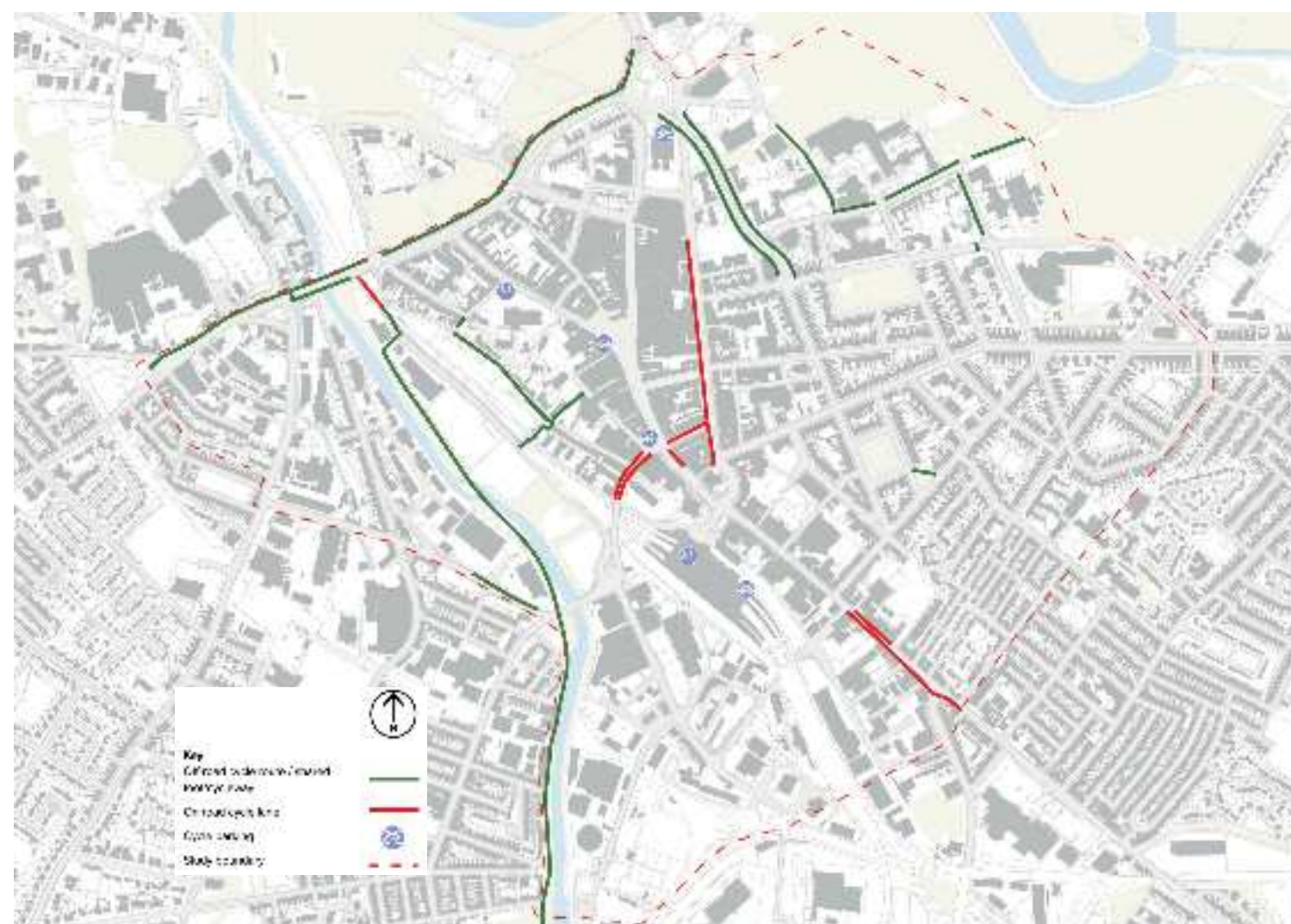
An LCWIP for the city must particularly focus on east-west connectivity, as the river and railway are severance features, and any existing crossing points are vehicle dominated and congested. CaCC have commissioned a LCWIP to be developed for Carlisle. This will identify the top targeted investments required to create a cohesive cycling- and walking-friendly city. While these schemes are yet to be set out, this T&M Plan includes the LCWIP as a key part of the integrated plan for Carlisle's future sustainable transport and travel and identifies some important areas of focus. Initial proposed LCWIP routes into Carlisle, developed through this T&M Plan, are shown in the next chapter.



Advanced cycle stop box on Botchergate, heading to English St.



Cycle parking available in the city centre



Map illustrating the cycle network in Carlisle

Bus Routing and Stopping Strategy

Carlisle's bus network, like much of the UK's, is currently experiencing a decline in bus patronage, with higher fares and increased journey times due to congestion.

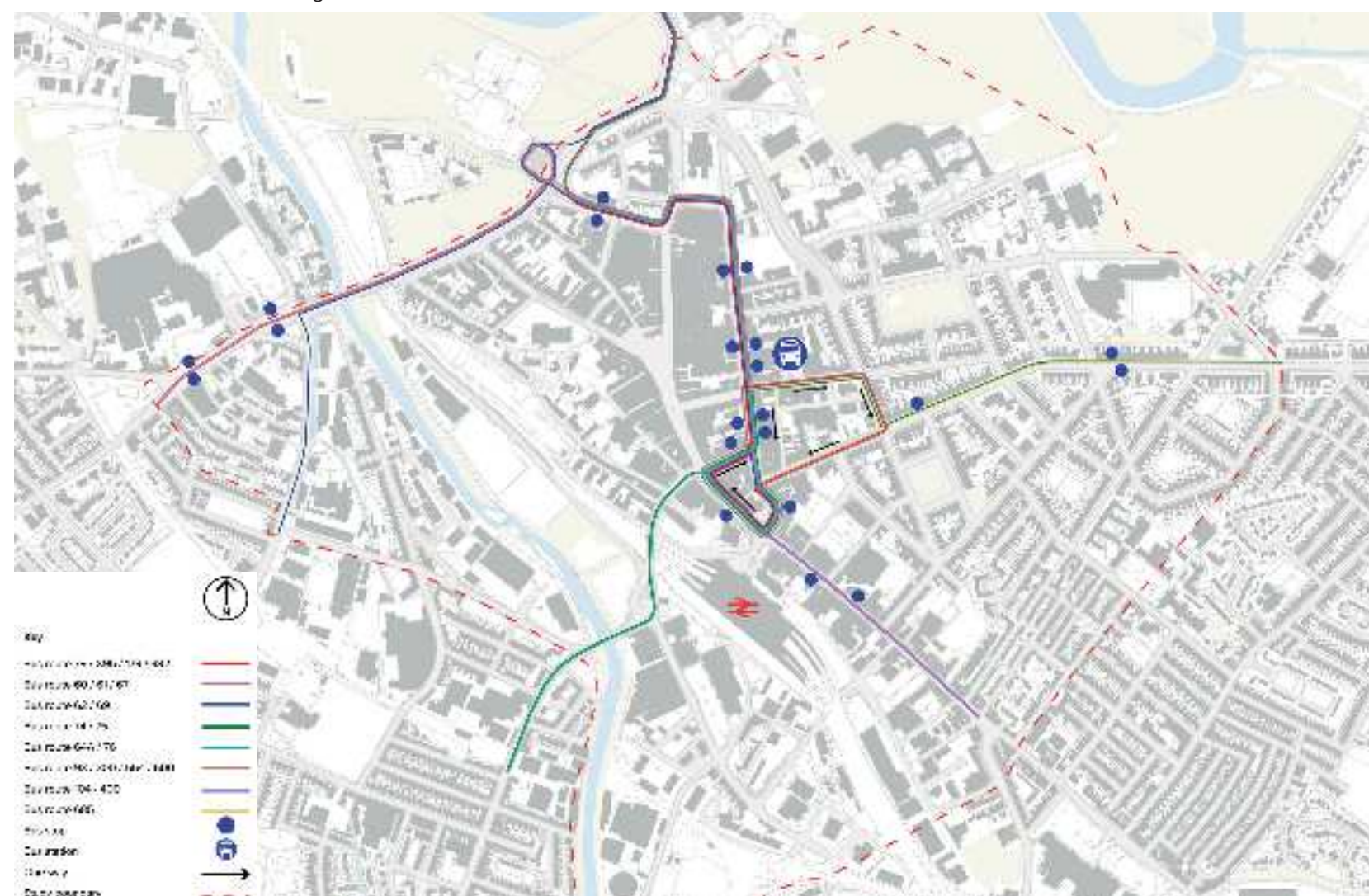
The Strategy will principally consider whether the current bus interchange (identified as unfit for purpose) should be upgraded or downgraded. In the case of downgrading it, the Strategy will identify alternative locations including the possibility of an on-street hub instead of a formal facility, providing better interchange with the station and a direct route to the city centre shopping district. Routing into and out of the city centre will also be considered, along with frequency, stops, and layover.



Lowther Street bus lane looking north



View of Carlisle Bus Station



Existing bus map, illustrating routes and stops

Parking Strategy

Carlisle has a plentiful provision of parking (in contradiction with its climate emergency pledge) and requires a more strategic approach to help Carlisle adapt. The numerous surface car parks distributed across the centre take up a large area and with no clear access/capture strategy (and no digital information at ‘capture’ points). This results in excess cross-city movements and circulation of vehicles, contributing to congestion and a vehicle-dominated city centre.

Although the city is moving towards more sustainability and active travel, some residents and visitors to Carlisle will still require vehicle access and appropriate parking facilities, but a parking strategy should look to reduce their impact on the city centre and improve their existing operation.

A key principle should be to reduce vehicle movements in the city’s inner core. The strategy should consider:

- Consolidating smaller dispersed existing car parks into fewer larger car parks, potentially including multi-storey car parks to release prime development land for future residences, leisure, employment space.
- Ensure parking is located on key radial routes to ‘capture’ vehicles as they enter the city centre outside of the core, and appropriate signage to direct vehicles to these car parks
- Car parks marketed as “Park and Stride” facilities for those who travel by car, to travel the last part of their journey on foot or via mobility scooter. This will need to be supported by attractive, accessible and safe walking routes to ensure the centre remains accessible,
- Consistent pricing strategy to ensure pricing does not trigger competition
- Digital technology systems including Variable Message Signing (VMS) to direct vehicles to vacant spaces and limit vehicles circling the city centre.

Parking Standards Supplementary Planning Document

In line with a new parking strategy for the city centre, the Council should also consider a new approach to its parking standards across the city, taking account of expected levels of car ownership in new developments. It should also include standards for cycle, motorcycle and electric vehicle parking. Cycle and electric vehicle standards are particularly important – they set an ambition and focus as well as providing practical provision and capacity for more sustainable travel.

Electric Vehicle Charging Strategy

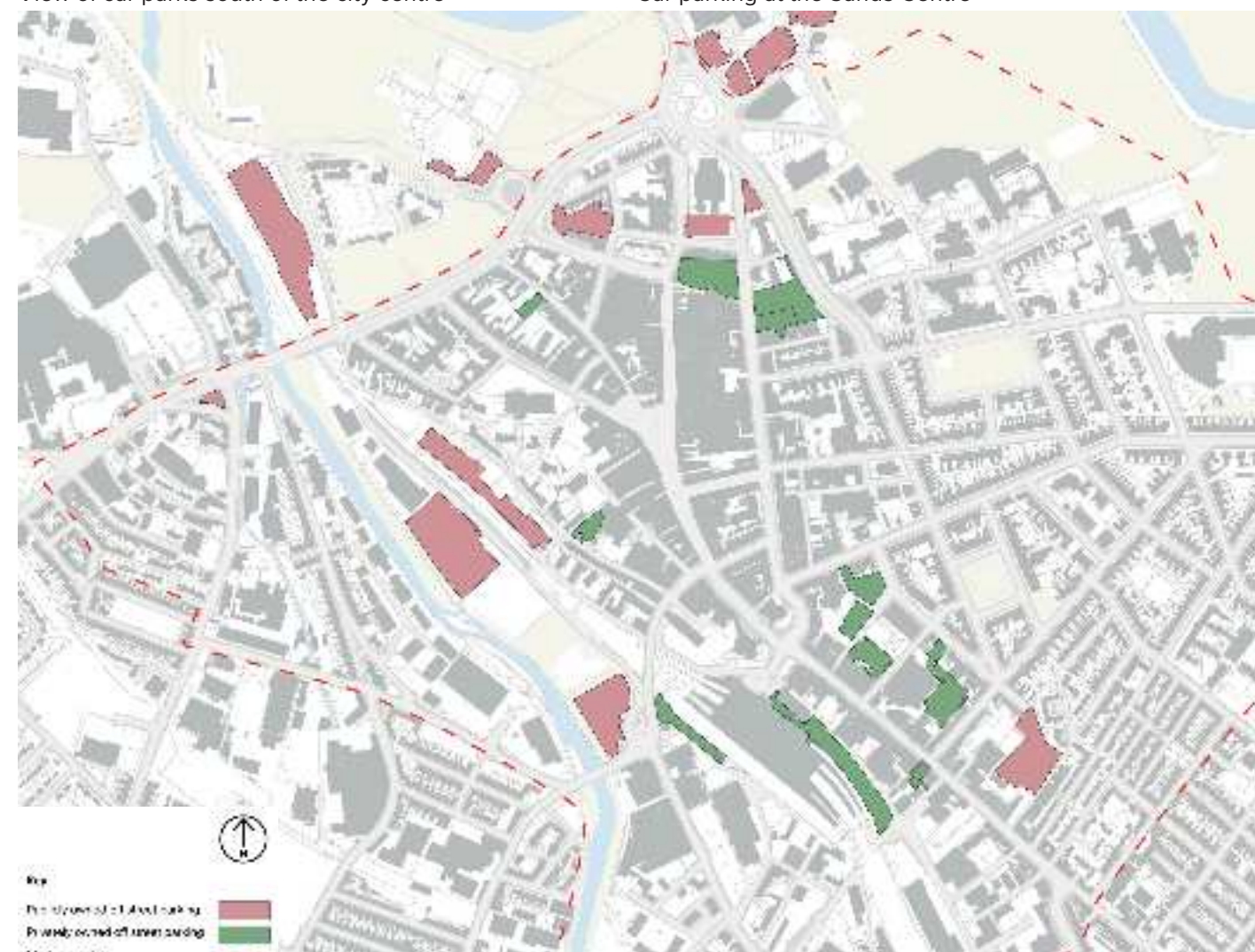
Future-proofing Carlisle’s city centre carparks should be a priority scheme for tackling the climate emergency. Rolling out electric charging points in existing car parks should coincide with a review of Carlisle’s parking strategy to aim for consolidation of city centre car parks. Other schemes could include electric vehicle hubs to allow workers and residents to access rent-a-car schemes. The new station car park could be a good location for such a scheme before station demand requires all available spaces.



View of car parks south of the city centre



Car parking at the Sands Centre



Map illustrating the carparks in Carlisle

Traffic Regulation Orders (TRO) Review

Traffic Regulation Orders (TROs) are essential to the smooth running of the road network. By giving legal force to the restrictions that define roads, they determine the legal layout of the streets and help to define the streets of the future.

Whilst areas within the city centre already have Traffic Regulation Orders in place, to manage traffic impact, the dominance of Heavy Goods Vehicles in the centre of Carlisle should be managed through servicing restrictions, including in the retail core and around the Station. Possible schemes include changing TRO to apply restriction on loading during the peak hours and during the daytime, for example, no loading 8am-6pm. This would also enable greater use of pedestrian space at peak times. It would reduce vehicle dominance in the city centre and create a safer environment for active travel users.

It is recommended that the TRO review is conducted alongside the other strategies and early development of schemes, to ensure an integrated and consolidated approach.



Loading on Market Square



Loading on Castle Way, near Green Market



Loading restriction sign

School Sustainable Travel Strategy

Travel to schools within Carlisle is an essential aspect of daily life. Beginning with identifying a 'Schools District', the T&M Strategy research has shown peak times see an increase in traffic with school drop-off and pick-up which is a potential conflict for those students walking and cycling to school or college. A strategy is needed to encourage parents and children both living in or outside the city centre to choose more active, healthier and environmentally friendly ways of travelling to school, as an alternative to driving.

The Strategy will primarily consider provision of safer pedestrian crossings, reduction of road traffic around the school district and improvements to transport infrastructure conducive to sustainable travel. It aims to contribute towards the immediate and long-term health and well-being of children and young people through active travel. The Strategy will also help reduce road traffic, ease congestion and reduce carbon emissions, especially on routes to schools through enabling and encouraging active travel and the use of public transport.



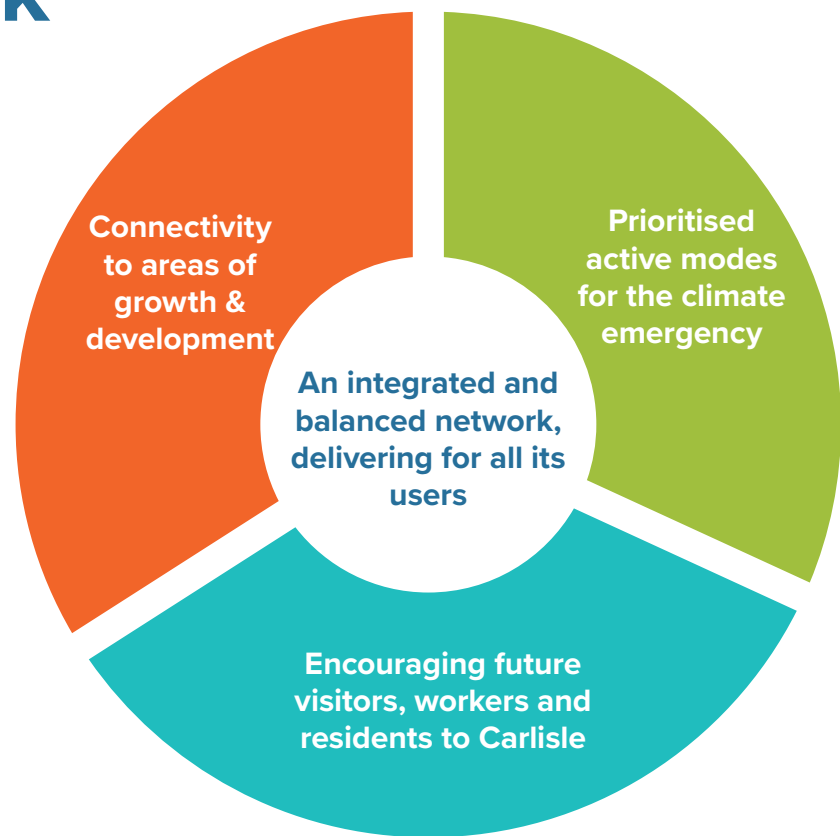
View of Georgian Way, severing the Trinity schools from Carlisle City Centre. Safer and more frequent crossings are required.

4

Our Proposed Future for Carlisle



What will Carlisle look like in the future?



If delivered together, the schemes in the T&M Plan have the potential to transform Carlisle’s transport network into an integrated and balanced network which delivers for all its users.

None of the schemes can be considered in isolation. It is critical to understand the inter-relationships between different modes of travel and different users needs and what improvements that requires of the network. For example, the central core made up of Lowther Street, Devonshire Street, Victoria Viaduct and English Street is a key focus for Carlisle. Making them more friendly for active travel modes and welcoming to residents, workers and visitors is crucial to the city centre’s success. However, these streets cannot be looked at in isolation. Interventions which improve connectivity of the wider transport network will need to be undertaken, such as a parking consolidation to reduce traffic in the city centre and sustainable boulevards into the city centre.

If delivered together, the schemes in the T&M Plan have the potential to transform Carlisle into a sustainable city which better caters to its residents and provides an offer more suitable to attract new businesses, residents and visitors. It will be a more climate-friendly city with healthier travel options, providing people with safer routes for walking and cycling, and better public transport provision.




















































The schemes will improve the visitor experience in the city, by elevating the presence of the city’s heritage and culture and providing an urban environment with people friendly streets which encourage walking, shopping and sightseeing around Carlisle.

Carlisle’s economy will benefit by improving the transport infrastructure within the city. Improving access into and through the city with increased sustainable travel options and the reduction of congestion and severance within the city increases access to services, improves the health and wellbeing of residents and creates a more liveable environment. As city’s compete for jobs and workers, the ability to provide a high quality of life for a variety of demographics is key in bringing in investment and opportunity.

How do we get here?

The package of schemes set out in the T&M Plan need further work and investment. Some are already on their way to delivery – particularly the Carlisle Station Gateway and FHSF schemes. Others need scheme development, programme entry, and funds.

It is suggested that they are delivered over time in the near (2020-25), or longer-term (2025+) future. The high-level, indicative phasing plan on the overleaf sets out how this could happen.

| OBJECTIVE | SCHEME | COST | TIME | RISK |
|--|--|--|---|---|
| Connectivity to areas of growth & development | Infrastructure Delivery Plan schemes | £££ |   |  |
| | Junction improvements on alternative routes | ££  |   |  |
| | Sustainable travel 'boulevards' into Carlisle City centre | £££ |   |  |
| | Botchergate public realm improvements | £££ |   |  |
| | Severance reduction | ££ |  |  |
| | Implementation of parking strategy schemes | £ |  |  |
| | Implementation of bus routing & stopping strategy | £  |  |  |
| Prioritised active modes for the climate emergency | Electric buses for the city centre | ££ |  |  |
| | Victoria Viaduct / James Street / Nelson Bridge pedestrian junction improvements | ££ |  |  |
| | Implementation of LCWIP schemes | ££  |   |  |
| | Park & stride location identified for school pick/up drop/off | £ |  |  |
| | Carbon-capture and flood-resilience solutions | £  |   |  |
| | Carparking and public realm Southern Gateway | £££ |  |  |
| | Northern Gateway (Court Square) public realm scheme | £££ |  |  |
| Encouraging future visitors, workers & residents to Carlisle | English Street sustainable travel street | ££ |   |  |
| | Devonshire Street sustainable travel streetscape scheme | ££ |  |  |
| | Lowther Street severance reduction and streetscape improvement scheme | £££ |  |  |
| | Bank Street & English Street public realm improvement with parking consolidation | ££  |  |  |
| | Market Square public realm improvement | £££ |   |  |

Next Steps

This T&M Plan has set the principles for transport and movement in Carlisle city centre, and identified the strategies and schemes needed to deliver its vision and objectives. The next steps take it from Plan to action.

Highway movements and rerouting

We need to understand the full implications of the schemes within the T&M Plan, and how traffic will route and re-route in the city as a result. It is important to recognise this, look at the impacts, and consider whether they need to be mitigated. This does not just apply to the city centre. The effects on routes leading into and around Carlisle need to be considered, as well as the potential for the CSLR to reduce city centre traffic and provide greater opportunity to deliver the T&M Plan schemes to ‘lock in’ the benefits of the CSLR.

To do this, highway and junction modelling will be undertaken on the T&M Plan as schemes progress into further development.

Funding and development

We need to use existing funding opportunities and be ready for new ones, getting the most value for Carlisle and its residents, businesses and users. This means:

- Future High Streets Fund, Borderlands funding for the Station Gateway and Citadels, the Towns Fund and future Caldew Riverside Scheme should all be harnessed to deliver T&M Plan schemes where possible.
- We need to make sure schemes outside the T&M Plan boundary connect and integrate well with those in this Plan. For example, green routes from St Cuthbert’s Garden Village must tie into the LCWIP routes.
- We need to work with government and developers, making this T&M Plan available, to see where further opportunities for funding and delivery might arise.
- We need to continue to develop T&M Plan strategies and schemes so they are ready for when future opportunities appear.

Working together to progress the T&M Plan

Finalising this T&M Plan is not the end of the process, but the start of taking Carlisle on a journey to deliver its vision and objectives by funding and building the schemes within it. This requires momentum, support and motivation. We recommend:

- A T&M Plan working group is set up to monitor progress on delivering the schemes and strategies, to be alive to future funding opportunities, and to coordinate schemes to ensure the fourth wraparound objective of ‘an integrated and balanced network, delivering for all its users’ is achieved.
- A start is made now on commissioning and developing the strategies in the ‘Taking Carlisle on a Journey’ chapter, and the schemes earmarked for early delivery.

We are investing in the future



Carlisle City Council

Report to Economic Growth Scrutiny Panel

Item
A.6

Report details

| | |
|-----------------------------|--------------------------------------|
| Meeting Date: | 2 nd December 2021 |
| Portfolio: | Finance, Governance and Resources |
| Key Decision: | No |
| Policy and Budget Framework | Yes |
| Public / Private | Public |
| Title: | QUARTER 2 PERFORMANCE REPORT 2021/22 |
| Report of: | Policy and Communications Manager |
| Report Number: | PC 39/21 |

Purpose / Summary:

This report contains the Quarter 2 2021/22 performance against the current Service Standards and an update on the delivery of the Carlisle Plan 2021-23 actions as defined in the Plan. Performance against the Panel's 2021/22 Key Performance Indicators (KPIs) are included as a dashboard.

Recommendations:

1. Scrutinise the performance of the City Council with a view to seeking continuous improvement in how the Council delivers its priorities.

Tracking

| | |
|------------|---|
| Executive: | 20 th December 2021 |
| Scrutiny: | Business and Transformation 7 th December 2021 Health and Wellbeing 25 th November 2021 Economic Growth 2 nd December 2021 |
| Council: | N/A |

1. Background

1.1 This report contains the Quarter 2 2021/22 performance against the Service Standards and a summary of the Carlisle Plan 2021-23 actions as defined in the Plan. The Panel's Key Performance Indicators (KPIs) are also included as an appended dashboard.

1.2 Service Standards are the measures judged to be the most important to our customers and therefore the mostly likely to influence the overall satisfaction with how the Council performs. The following pages contain the Council's performance against the Service Standards for this Panel.

1.3 The measures are predominately lagging indicators (looking back at performance) and cover a range of services. Some indicators naturally lend themselves to having a specific target, or a national target, whilst with others the aim is to continually improve year-on-year compared to past performance. Regularly monitoring the Council's performance helps to drive continuous improvement and protects against any financial or organisational issues by flagging up indicators that are off target. The measures can also be used for a variety of other purposes including: to evaluate, control, budget, motivate, promote, celebrate and learn. Performance management in this form, through performance reporting, is just one aspect of the Council's wider performance framework.

1.4 The current position of the projects and programmes of the Carlisle Plan are presented in Section 3. Only actions within the remit of the Panel are included in this report. The intention is to give the Panel a brief overview of the current position without duplicating the more detailed reporting that takes place within the Scrutiny agendas and Portfolio Holder reports.

1.5 Summary of KPIs and Service Standards:

Service Standards – 0 'red', 0 'amber' and 1 'green'

KPIs – 2 'red', 1 'amber', 5 'green'

Summary of Exceptions (RED)

| Measure | Target | Performance |
|--|--------|---|
| CSe22 Actual city centre pedestrianised zone revenue as a percentage of city centre expenditure | 81% | 61% Revenue down on target due to less events in the city centre due to Covid-19 restrictions earlier in the year. |
| ED11 % of valid full plan applications determined or checked by Building Control within 5 working days | 25% | 16% The Building Control service has experienced over 50% increase in the number of applications received compared to 2020/21 as the construction industry recovers from Covid-19. This has been |

| | | |
|--|--|---|
| | | compounded by a temporary 50% reduction in capacity due to long term absence and officer retirement. The service has trialled outsourcing this work but this has had to be brought back in house to maintain quality and consistency. |
|--|--|---|

2. Proposals

None

3. Risks

None

4. Consultation

The report was reviewed by relevant senior management and will be considered at the other Scrutiny Panels.

5. Conclusion and reasons for recommendations

The Panel are asked to scrutinise the Performance Report prior to it being submitted to Executive.

6. Contribution to the Carlisle Plan Priorities

Detail in the report.

Contact details:

Contact Officer: Gary Oliver

Ext: 7430

Appendices attached to report:

- Performance Dashboard

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 - This report raises no explicit legal issues.

Property Services - This report raises no explicit property issues

Finance - This report raises no explicit financial issues

Equality - This report raises no explicit issues relating to the Public Sector Equality Duty.

Information Governance- This report raises no explicit issues relating to Information Governance.

Section 1: Service Standards 2021/22

Service Standards were introduced in 2012 after consultation with Service Managers, DMTs, SMT and JMT. Five further measures were introduced from Quarter 2 2017/18 and all are reviewed during Quarter 3 each year as part of the service planning process. Service Standards are the measures judged to be the most important to our customers, therefore, the most likely to influence the overall satisfaction with how the Council performs.

The following pages contains the Council's performance against the Service Standard within the Panel's remit.

SS01: Percentage of Household Planning Applications processed within eight weeks

| Service Standard | End of Quarter 2 2021/22 | Performance by Month | Further Information | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--------------------------------|----------------------------------|---|---------------------|-------------|-------------|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|-----|----|----|---|
| 80% (Nationally set target) | 98.8% (Q2 2020/21: 98.4%) | <table><caption>Monthly Performance Data (Estimated)</caption><thead><tr><th>Month</th><th>2020/21 (%)</th><th>2021/22 (%)</th></tr></thead><tbody><tr><td>Apr</td><td>99</td><td>99</td></tr><tr><td>May</td><td>98</td><td>97</td></tr><tr><td>Jun</td><td>99</td><td>98</td></tr><tr><td>Jul</td><td>95</td><td>99</td></tr><tr><td>Aug</td><td>95</td><td>99</td></tr><tr><td>Sep</td><td>98</td><td>96</td></tr><tr><td>Oct</td><td>99</td><td>99</td></tr><tr><td>Nov</td><td>99</td><td>99</td></tr><tr><td>Dec</td><td>99</td><td>99</td></tr><tr><td>Jan</td><td>99</td><td>99</td></tr><tr><td>Feb</td><td>95</td><td>95</td></tr><tr><td>Mar</td><td>96</td><td>96</td></tr></tbody></table> | Month | 2020/21 (%) | 2021/22 (%) | Apr | 99 | 99 | May | 98 | 97 | Jun | 99 | 98 | Jul | 95 | 99 | Aug | 95 | 99 | Sep | 98 | 96 | Oct | 99 | 99 | Nov | 99 | 99 | Dec | 99 | 99 | Jan | 99 | 99 | Feb | 95 | 95 | Mar | 96 | 96 | 253 household planning applications have been processed in the first half of the year compared with 123 in the same period last year. |
| | Month | | 2020/21 (%) | 2021/22 (%) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Apr | | 99 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| May | 98 | 97 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Jun | 99 | 98 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Jul | 95 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Aug | 95 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Sep | 98 | 96 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Oct | 99 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Nov | 99 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Dec | 99 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Jan | 99 | 99 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Feb | 95 | 95 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Mar | 96 | 96 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| On target? | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| ✓ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

Section 2: Key Performance Indicators (KPIs)

Service Standards are not the only set of measures used to interrogate the performance of the Council. Alongside the review of Service Standards, a set of Key Performance Indicators, derived from the links between the service plans and budget resolution were developed. The measures are predominately lagging indicators (looking back at performance) and cover a range of internal and external facing services. Some indicators naturally lend themselves to having a target or may have a national target set whilst with others, the aim is to improve year-on-year. Regularly monitoring the Council's performance helps to drive continuous improvement and protects against any financial or organisational issues by flagging up indicators that are off target. The KPIs can also be used for a variety of other purposes including: to evaluate, control, budget, motivate, promote, celebrate and learn. Performance management in this form is just one aspect of the Council's wider performance framework.

The KPIs are attached as a dashboard at the end of this report.

Section 3: Draft Carlisle Plan 2021-23 Actions

The new Carlisle Plan covers the period 2021 to 2023 and was adopted by Council on 14th September 2021 following a period of public consultation. The following table provides an update on the delivery of the actions in the plan following the baseline position that was provided in the previous report.

| Key Action | Project Activity |
|--|---|
| 1 Delivering the Borderlands Inclusive Growth Deal | <p>Carlisle Railway Station</p> <ul style="list-style-type: none">• Work on the final designs with Design & Build contractor and commence pre-planning activity.• Public consultation on phase one design options was held September 2021. <p>Citadels</p> <ul style="list-style-type: none">• Full Business Case submitted to the Department for Levelling Up, Housing & Communities.• Good progress on land assembly work that Carlisle City Council is leading on to support the delivery of the project. Continued engagement with leaseholders on English Street. Offer letters have been issued with the majority indicating they are willing to progress deal. <p>Paton House</p> <ul style="list-style-type: none">• Contractor procured and demolition has commenced, beginning with 'soft strip'. <p>Place Programme – Longtown</p> <ul style="list-style-type: none">• Awaiting Department for Levelling Up, Housing & Communities approval of the Place Programme Business Case |
| 2 Delivering St Cuthbert's Garden Village | <ul style="list-style-type: none">• Engagement with potential master developers commenced to understand potential nature and scope. Action plan prepared and circulated informally in draft to advance Local Plan to publication and submission. Planning Inspectorate 'advisory visit' held 27th July and recommended actions are now being explored. Aspinall Verdi reappointed to provide advice on viability. Delivery Workshop held on 8th September to review potential phasing and infrastructure requirements. Governance procedures reviewed in draft.• Draft project plan prepared and to be formally agreed. Workshop held with Member Advisory Group (8th August) to scope the draft vision and objectives for the Dev Co. |

| Key Action | Project Activity |
|---|--|
| | <p>Provisional project plan considered and agreed by JMT (August). Series of 'learning' meetings held with other Dev Corps and candidate Dev Co authorities.</p> <ul style="list-style-type: none"> Funding in place to deliver landscape competition to deliver Start with the Park designs. Landowner engagement progressing. Brief finalised and the Stage 1 competition concluded in August. . |
| <p>3 Delivering the Future High Street Fund (FHSF), Towns Fund, Town Deal Accelerated Fund, and related regeneration projects</p> | <p>Repurposing 6-24 Castle Street - establishment of officer working group (Regeneration / Property Services) - meeting regularly. Property Services currently preparing a tender specification for surveying / dilapidation works.</p> <p>Caldew Riverside</p> <ul style="list-style-type: none"> Supplementary ground investigations have concluded, samples are with the lab and are being assessed. A report will be taken to Environment Agency for consideration. The results indicate that the majority of the site is not affected by contamination, with the main concentration adjacent to the Victoria Viaduct car park. <p>Container Village / Bitts Park - all site works complete and operator opened for business 28th August.</p> <p>Central Plaza</p> <ul style="list-style-type: none"> CBRE appointed for design support / costing for site stabilisation and uses within the £4.7m FHSF envelope. Updated marketing prospectus for the site prepared. Ongoing discussions with Chancerygate on potential development options. <p>Reimagining the Green Market / Market Square as Carlisle's events space – Carlisle City Council (CaCC)/Cumbria County Council (CuCC) officer group established to manage development and delivery of project. Collaboration agreement has been drafted by CaCC legal team - setting out roles and responsibilities of both authorities - for consideration and comment by CuCC legal team..</p> <p>Pedestrian enhancement of Devonshire Street - CaCC/CuCC officer team meeting regularly. Collaboration agreement has been drafted by CaCC legal team - setting out roles and responsibilities of both authorities - for consideration and comment by CuCC legal team.</p> |

| Key Action | Project Activity |
|--|--|
| 4 Building on success through new economic opportunities | Morton Retail & Employment Site - Terms agreed with CuCC for both permanent & temporary Carlisle Southern Link Road (CSLR) land take & temporary works compound. Discussions commenced with Persimmon regarding access into the Church Commissioners Land. |
| 9 Delivering the private sector housing standards to include a range of grants, advice, support and regulation | <p>43 private landlords were requested to provide compliant electrical installation checks for their rental properties. Of these, 18 properties either did not have the required certification or the certification was completed after the Government deadline of the 1st April 2021. Two properties had certificates warning of serious electrical hazards (C2 unsatisfactory codes are potentially dangerous and require urgent remedial action). Four appeals have been considered by the Regulatory Services Manager but none have been upheld. Final Civil Penalty Notices are likely to be issued for 18 properties with the final appeal for these to the 1st tier housing tribunal.</p> <p>5 HMO (Houses in Multiple Occupation) inspections have been undertaken – the scheduled inspections have started again following the relaxing of Covid controls (covid risk assessments and precautions are being implemented for all visits)</p> <p>344 new referrals for Disabled Facilities Grants (DFGs) were made in the first two quarters. 151 of these were from the main referral agency – Adult Social Care. 162 DFGs were completed and closed in the first two quarters, the most commons works being discretionary DFGs for heating improvements and house clearances (to facilitate moving from hospital back home) and Mandatory DFGs for stairlifts and level access showers.</p> <p>A KPI report is being finalised with Foundations which will allow improved progress reporting on DFG activity recorded through the Case Manager Software.</p> <p>The Housing Renewal Assistance Policy revision is starting its consultation and Committee approval process.</p> |



Economic Growth Scrutiny Panel Performance Dashboard

Quarter 2 2021/22

| Key | |
|-----|--|
| ↓ | Performance is deteriorating (compared to same period last year) |
| ↑ | Performance is improving (compared to same period last year) |
| → | No change in performance (compared to same period last year) |
| ✗ | Off target |
| ▲ | Close to target (within 5%) |
| ✓ | On target |

| On Target? | New Code | Measure | Frequency | Panel | Performance Q2 2021/22 | Performance Q2 2020/21 | Trend | Target | Comments |
|------------|----------|---|-----------|---------------|------------------------|------------------------|-------|--------|--|
| ✗ | CSe22 | Actual city centre revenue as a percentage of city centre expenditure | Quarterly | conomic Growt | 60.7% | 58.9% | ↑ | 80.9% | Revenue £15k under target. |
| ▲ | ED03b | Building Control to decide 100% of all applications within the statutory period of 5 weeks or 2 calendar months (with the consent of the applicant) | Monthly | conomic Growt | 97.8% | 100% | ↓ | 100% | |
| ✓ | ED05 | Proportion of major planning applications completed in 13 weeks or within agreed time extension | Monthly | conomic Growt | 81.8% | 100% | ↓ | 60% | |
| ✓ | ED06 | Proportion of minor planning applications completed in 8 weeks or within agreed time extension | Monthly | conomic Growt | 97.1% | 97.3% | ↓ | 80% | |
| ✓ | ED07 | Proportion of 'other' planning applications completed in 8 weeks or within agreed time extension | Monthly | conomic Growt | 92.8% | 100% | ↓ | 80% | |
| ✗ | ED11 | % of valid full plan applications determined or checked by Building Control within 5 working days | Monthly | conomic Growt | 15.5% | 32.7% | ↓ | 25% | 55% increase in applications compared to 2020/21 |
| ✓ | ED12 | % of valid full plan applications determined or checked by Building Control within 15 working days | Monthly | conomic Growt | 100% | 100% | → | 95% | |
| ✓ | ED13 | % of site inspections carried out by Building Control on the date agreed | Monthly | conomic Growt | 99.7% | 99.5% | ↑ | 99% | |

Economic Growth Scrutiny Panel

Item
A.7

Meeting Date: 02/12/2021
Portfolio: Cross-cutting
Key Decision:
Policy and Budget Framework No
Public / Private Public

Title: Overview Report
Report of: Overview and Scrutiny Officer
Report Number: OS.28/21

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

Tracking

| | |
|------------|----------------|
| Executive: | Not applicable |
| Scrutiny: | EGSP 02/12/21 |
| Council: | Not applicable |

1. Notice of Key Decisions

1.1. The most recent Notice of Key Executive Decisions was published on 22 October 2021. This was circulated to all Members and is available on the CMIS section on the Council's webpages. The following items fall within the remit of this Panel:

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

- KD.10/21 Budget Process 2022/23 – 2026/27

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

- KD.23/21 Citadels Project

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 ref | 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. | Pending |
| 2 | 09/09/21 | EGSP 55/21 | 2) The Panel asked that the suggested action to explore the opportunity for an independent / community-run cinema be reconsidered given the closure of a previous independent cinema in Carlisle. | Pending |
| 3 | 09/09/21 | EGSP 55/21 | 4) That an Informal Council be arranged to receive a presentation from the Regeneration Manager on the Economic Action Plan - responding to Covid-19 in Carlisle city centre and the supporting evidence. | Pending |
| 4 | 21/10/21 | EGSP 66/21 | 2) That Scrutiny Chairs Group notes be added to the Overview Report; | Complete |

4. Contribution to the Carlisle Plan Priorities

4.1. The overview and scrutiny of the 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 2021-22
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 2021-22

| Date | Theme | Title | Type of Scrutiny | Lead Officer |
|------------|--------------------------------------|--|------------------|-------------------------------------|
| 17/06/2021 | | End of Year Performance Report | Monitoring | Gary Oliver |
| | | Local Environment (Climate Change) Strategy | Policy develop't | Steven O'Keeffe |
| 29/07/2021 | | Draft Carlisle Plan | Policy develop't | Steven O'Keeffe |
| | | Events - planned events, how they support city centre vitality | Policy update | Paul Walker/ Zoe Sutton |
| | | Draft Economic Strategy and Action Plan | Monitoring | Steve Robinson |
| | | High Street Task Force - quick wins for the City Centre | Policy develop't | Jane Meek |
| 09/09/2021 | | Covid-19 Recovery Update - focus on Economic Growth | Policy update | Jane Meek |
| | | Economic Development Programme Management Office | Policy update | Jane Meek |
| | | Performance Report - Q1 | Monitoring | Gary Oliver |
| 18/10/2021 | | Site visit to Victorian Baths - joint with HWSP | | Steve Robinson |
| 21/10/2021 | | Housing Delivery and Partnerships | Policy update | Jeremy Hewitson |
| | | Sustainable Warmth Competition (Local Authority Delivery (LAD) Phase 3 and Home Upgrade Grants | Policy update | Emma-Kate Bishop |
| 02/12/2021 | Housing/ St Cuthberts Theme | | | Jane Meek/ Stewart Mounsey, E.A. |
| | | Flood Risk Management | Partnership | |
| | | Performance Report - Q2 | Monitoring | Gary Oliver |
| | | Delivering SCGV - resources and skills/ Development Corporation | Policy develop't | Neil Cole |
| | | Budget | Budget | Alison Taylor |
| | | Infrastructure for connectivity | Policy develop't | Steve Robinson |
| 20/01/2022 | City Centre vibrancy theme | High Street Task Force - quick wins for the City Centre update | Policy develop't | Jane Meek |
| | | Events and usage of the City Centre - update | Policy update | Paul Walker/ Zoe Sutton |
| | | Tourism - delivering this strand of the Economic Strategy | Policy develop't | Jane Meek |
| | | Diversifying the City Centre | Policy develop't | Jane Meek |
| | | FHSF Project: Central Plaza development site options | | |
| 03/03/2022 | Economic Development Partners update | Performance Report - Q3 | Monitoring | Gary Oliver |
| | | LEP - Partner Update | Partnership | Jane Meek |
| | | Kingmoor Park Update | Partnership | Steve Robinson |
| | | Industrial Estates Update | Policy update | Steve Robinson |
| | | Regeneration Programme Update | Policy update | Steve Robinson |
| | | Economic Development Programme Management Office | Policy update | Jane Meek |
| 14/04/2022 | | Scrutiny Annual Report | Policy develop't | Rowan Jones |
| | | Riverside - regeneration of existing stock | Partnership | Jeremy Hewitson |
| | | Economic Strategy Action Plan - performance monitoring | Monitoring | Steve Robinson |