

Executive

Agenda
Item:

A.1

Meeting Date: 8 March 2021
 Portfolio: Leader
 Key Decision: Yes
 Within Policy and Budget Framework: Yes
 Public / Private: Public

Title: Carlisle Plan 2021-2023
 Report of: Deputy Chief Executive
 Report Number: PC 7/21

Purpose / Summary:

To progress the adoption of a new Carlisle Plan, which forms part of the Council's Policy Framework.

Recommendations:

1. That the Executive Consider and comment on the draft Carlisle Plan.
2. Refer the draft Carlisle Plan to Overview and Scrutiny Panels for consultation.

Tracking

Executive:	8 March 2021 2 June 2021
Scrutiny:	Business & Transformation Scrutiny Panel 1 April 2021 Health & Wellbeing Scrutiny Panel 8 April 2021 Economic Growth Scrutiny Panel 12 April 2021
Council:	20 July 2021

1. BACKGROUND

- 1.1. This is the third iteration of the Carlisle Plan (2013-16, 15-18, 21-23). The associated Carlisle Plan on a Page has been kept up to date throughout with an annual review of key actions, with updates reported through the Quarterly Performance Report.
- 1.2. The Corporate Peer Challenge, January 2020, identified the important role the Plan has through the following recommendation:
'Develop and agree a new Carlisle Plan to provide the Council's long term vision for the district and establish clear priorities to deliver this and give the framework for other strategic plans. Agreement on what is a priority or not a priority for the next three years and beyond will be important, underpinned by an aligned MTFP.'
- 1.3. The LGA Remote Peer Support, November 2020, recommends that:
'Continue to develop the new vision and accompanying priorities as planned, but crucially to use these to help shape the work of the Council' The Peers added that this work has a central role in achieving the type of improvement we are seeking to achieve.
- 1.4. This new version of the Carlisle Plan brings together an ambitious programme for Carlisle under two priorities and a new vision. The response to and recovery from the Covid-19 Pandemic remains the focus of the Council's efforts. Accelerating progress on the programme will mean that Carlisle and the local economy can bounce back from the impacts of this public health emergency.

2. PROPOSALS

- 2.1. The draft Carlisle Plan is attached as Appendix A. The Carlisle Plan is made up of a main document containing the detail behind the Plan and a summary 'Plan on a Page'. The Plan on a Page (Appendix B) is a single page listing the Council's vision, principles, priorities, and programmes/projects.
- 2.2. The vision has been updated to focus on prosperity as the primary purpose of the Plan, prosperity being the most important determinant of health and wellbeing.
- 2.3. There are two, related, priorities:
 - Economic growth
 - Health and wellbeing
- 2.4. There is an emphasis on maximising the co-benefits for cross-cutting issues such as Climate Change. The detail on these co-benefits will be highlighted within the reporting of the programme work.
- 2.5. The Plan presents the ambition for Carlisle as a place, it is not the organisational plan (Corporate Plan) which is the plan for all the Council's service delivery. The Corporate Plan will be developed in parallel to the Carlisle Plan programmes/projects over the next months, through Service and Directorate

CORPORATE IMPLICATIONS:

LEGAL - The Carlisle Plan 2021-23 replaces the previous Carlisle Plan 2015-18 and forms part of the Council's Policy Framework. In exercising some statutory powers, the Council must have regard to its approved Plan.

FINANCE – There are no specific financial implications of adopting the Carlisle Plan, however the plan will be used to inform future budget processes to align council resources to the priorities contained within it.

EQUALITY – None. The equality impacts will be considered within the programmes and projects of the two priorities.

PROPERTY – Carlisle City Council has an extensive property portfolio that can assist in delivering the aspirations of the plan.

INFORMATION GOVERNANCE – None.

Carlisle Plan

2021-23

The vision

To enable Carlisle to grow and prosper as the capital of the Borderlands region, benefiting the health and wellbeing of the people of Carlisle.

We will work in partnership so that all can enjoy the benefits of new opportunities and choices, whilst rising to the challenges of a changing climate.

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Introduction

The Carlisle Plan, the third of its kind, is an ambitious plan setting out the Council's vision, priorities, and key actions.

Carlisle is the capital of Cumbria with a population more than 108,000. The city is recognised as the economic capital of a region serving 1.1 million people who live in Cumbria, Northumberland, and Southern Scotland. The City of Carlisle is the largest settlement in the district with more than two thirds of the population. The remaining population is distinctly more rural and in places extremely sparse. The most significant rural populations are in smaller market towns and large villages spread across the district, including Brampton, Dalston, Longtown and Wetheral.

Across the district, there are a wealth of natural and cultural assets making Carlisle a great place to live, work and visit. Carlisle draws strength from its strategic location, with heritage and environmental sites of national and international importance (Solway Coast and North Pennines), and good connections to national infrastructure.

Now is a golden opportunity for growth and development, Carlisle can build on its established economic role whilst encouraging the development of new sectors and entrepreneurship.

Carlisle is set within some of the country's most spectacular natural scenery and the city is the final stop for three of the country's scenic railway lines (Settle to Carlisle, Cumbria Coast Line and Tyne Valley Line). Landmark buildings and heritage sites such as Carlisle Castle, Carlisle Cathedral, Lanercost Priory and Hadrian's Wall attract visitors from across the world.

The Covid-19 Pandemic has had a significant impact on our local economy. The impact has highlighted the importance of health and wellbeing across all communities reminding us that Carlisle is a place focused on tackling health inequalities and enabling communities to thrive and be healthy. This Plan will seek to assist Carlisle to bounce back from this public health emergency, with greater confidence and commitment to meet future challenges.

The Vision

To enable Carlisle to grow and prosper as the regional capital, benefiting the health and wellbeing of the people of Carlisle.

We will work in partnership so that all can enjoy the benefits of new opportunities and choices, whilst rising to the challenges of a changing climate.

The Council plays a key role in enabling growth and prosperity, building on Carlisle's reputation as a regional capital. Our focus is on raising prosperity levels across the district as the primary purpose of the Plan; prosperity being the most important determinant of health and wellbeing. Improving health and wellbeing and tackling Climate Change will run through all our plans and services.

There are challenges ahead that will impact especially on our rural areas due to their ageing population, accessibility and often higher living and infrastructure costs. Knowing these issues and adapting policies and practices to meet the needs of rural areas will be vital to fulfilling the Vision.

Many of our activities and assets have a significant impact on the wider social, economic, and environmental determinants of health and wellbeing. Our employees work to address health inequalities daily and have a positive impact on the lives of some of the most vulnerable residents in Carlisle. We will continue to support the work of the Carlisle Healthy City partnership and the aspirations outlined in the Phase VII World Health Organisation Healthy City Plan.

We will be the best possible partner to organisations, communities and individuals that share our commitment, clarity, and confidence in Carlisle. We will help shape the future of Carlisle, delivering the priorities in the Carlisle Plan whilst operating a highly effective organisation where employees are supported to be the best they can be. We will continue to adapt to meet the financial challenges of the future by carefully and confidently allocating our resources whilst seeking to develop new income streams that add value to the local economy.

Principles

The Seven Principles of Public Life

All officers and Carlisle City Councillors adhere to The Seven Principles of Public Life (also known as the Nolan Principles):

- Selflessness.
- Integrity.
- Objectivity.
- Accountability.
- Openness.
- Honesty.
- Leadership.

Clarity, confidence, and commitment

Three principles have been developed by our staff and Councillors to guide how we will deliver the vision for Carlisle:

- Clarity.
 - Confidence.
 - Commitment.
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- We are a clear, committed, and confident Council.
 - By setting out our vision, we show that we understand the needs of Carlisle's residents, businesses, and visitors. Our plans to respond to these needs are clear and straightforward. We know what is expected of us and do our best to create clarity in how we work.
 - We are committed to achieving our vision for Carlisle. We will ensure that our day to day work and resources are consistent with the priorities.
 - We will continue to work effectively with partners to drive positive change for Carlisle and will celebrate our successes and achievements. As part of our ongoing work to develop all our communities we will engage young people and make sure the Carlisle Plan helps to deliver their aspirations for Carlisle.

Priorities

Economic growth

We will continue to prioritise the current response to and rapid recovery from the economic impacts of the Covid-19 Pandemic on the local economy.

We aim to deliver inclusive and sustainable economic growth, ensuring we provide opportunities for all our communities to prosper. We will boost the local economy, making Carlisle a more attractive place for investment, improving skills and drive key sector development. Committed to ensuring our growth agenda is as inclusive as possible, we will ensure that our activities benefit our rural communities.

We see improving connectivity is a key driver, both through the delivery of transport and digital connectivity, as well supporting the development of low carbon transport.

Carlisle's population will flourish through housing led growth and the delivery of St Cuthbert's Garden Village. This will add to the vibrancy and activity in Carlisle City Centre, creating a thriving community of students, residents, businesses, and workers using the centre for education, housing, work, and leisure activities, during the day and into the evening. We will also grow Carlisle's visitor economy, attracting additional footfall and spending to the city.

Key economic growth programmes and projects

Delivering the Borderlands Inclusive Growth Deal:

- Carlisle Station Gateway: improving the railway station and surrounding public spaces as the key transport hub for the Borderlands and preparing for HS2.
- Citadels University Campus: developing a new City Centre campus/headquarters for the University of Cumbria. Investing in the university to attract greater student numbers and boost the number of Higher Education (HE) learners and graduates in Carlisle.
- Citadels Business Infrastructure: Creating a new bespoke business hub for the Creative and Digital sector, supporting the growth of an emerging high value sector in the city to boost productivity, reputation, and reach.
- Support and lobby for the improvement/increased coverage of rural public transport networks, including the reopening of Gilsland railway station and Borders rail feasibility study.
- Improving digital infrastructure and access through the Borderlands digital voucher scheme, providing a new innovation centre for the digital sector at the

Citadels and improving skills through the proposed digital and community learning hub.

- Delivery of the Longtown Place Plan: Working with local communities in Longtown to develop a locally owned place plan for Longtown, to seek investment in the town from the Borderlands Inclusive Growth Deal.
- Destination Borderlands (Hadrian's Wall): Seeking to work with key partners such as Tullie House Museum and Art Gallery to bring investment to the western side of the Wall, boost visitor numbers, create new jobs and support rural communities.
- Digital Voucher Scheme: providing opportunity for greater broadband speed for rural communities and businesses.

Delivering St Cuthbert's Garden Village:

- Delivery of 10,000 new homes and over 9,000 direct jobs south of Carlisle.
- Establishing new communities where population health, wellbeing and environmental sustainability goals are at the heart of good design and land use.
- Providing improved walking and cycling infrastructure through projects such as St Cuthbert's Garden Village, Southern Link Road and Town Deal.
- Through our £1.2m bid to the Government's New Development Corporation Competition, we will explore alternative mechanisms to deliver the Garden Village and ensure the long term stewardship of the new social and environmental assets that will be created.

Delivering the Future High Street Fund, Towns Fund, Town Deal Accelerated Fund, and related regeneration projects:

- Revitalising the Market Square, pedestrianised improvements to Devonshire Street, redevelopment of the former Central Plaza site, and 6-24 Castle Street.
- Start with the Park (St Cuthbert's Garden Village).
- Digital and Community Learning Hub: investing in community learning to improve the local skills base.
- Investment in Tullie House, Market Hall, Southern Gateway (English Street/Botchergate/Crescent), lighting-up Carlisle project (event and infrastructure).
- Citadels Business Infrastructure (Linked to Borderlands Inclusive Growth Deal).
- Caldew Riverside: Remediation of development site with potential to provide new city centre living opportunities.
- Creation of a temporary, modular 'pod village' in Bitts Park, providing a vibrant small business hub.

Building on success through new economic opportunities:

- Kingmoor Park Enterprise Zone: continuing support for the first Enterprise Zone in Cumbria as a local hub for key sectors such as manufacturing and logistics and an environment that welcomes new investors and high growth organisations.

- Development of a Rural Strategy: to work with rural communities and the agricultural sector to address the challenges and identify new priorities and opportunities following the UK departure from the EU.
- Proactively position Carlisle for future investment: encourage private and public sector investment in Carlisle to improve productivity, help grow and boost the city; bringing in key employers and more high value jobs, while also ensuring we have investment in our infrastructure to help build Carlisle's future. Making it clear to government and the private sector alike that Carlisle is open for business.
- Grow our visitor economy: ensuring that Carlisle's strong potential as a tourist destination is realised, through providing an enhanced visitor experience with new attractions and increased vibrancy, whilst continuing work to promote the city through the Discover Carlisle brand.
- Working in partnership to tackle the carbon footprint of tourism.

Health and wellbeing

We will continue to prioritise the current response to and rapid recovery from the health and wellbeing impacts of Covid-19 Pandemic.

We will work with our partners in the public, health, private and voluntary sectors to deliver a broad programme that will support the good, lifelong health and wellbeing of our residents and visitors. This priority builds on the framework of the Cumbria Public Health Strategy and WHO Healthy City Programme with projects and programmes that will focus on the determinants of health; a sense of place and safety; the quality of the local environment and tackling Climate Change together.

Housing and a sense of home is fundamental to health and wellbeing. We will continue to tackle homelessness and rough sleeping with a strategic focus on early intervention and prevention rather than crisis management. We will also seek to improve the homes of residents in most need, ensuring that everyone has access to safe, warm, affordable housing.

As a Sustainable Food City, we will promote a vibrant and diverse food economy, with local communities having access to a range of healthy and affordable food options. We will continue to increase recycling and reduce waste and increase recycling and energy recovery, helping to reduce the Carbon footprint of our current lifestyles.

All communities will have good access to a wide range of recreational, leisure and exercise opportunities, that are both diverse and affordable. We will encourage opportunities to participate in and engage with the arts

and culture, the strategic focus will be on establishing Carlisle as a central hub for culture within the wider region. Accessible green spaces have a vital role in human health and wellbeing as well as providing opportunities to increase net biodiversity gains through improved wildlife habitats.

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.

Key health and wellbeing programmes and projects

Deliver The Sands Centre Redevelopment project:

- The delivery of a new £27 million flagship sport, leisure, and entertainment facility at the heart of the City will transform the quality and accessibility of health and leisure provision in our district. The new facilities will also enhance our strong partnership relationships with NHS providers focused on improving population health. The Sands Centre will host an extensive Musculoskeletal unit designed to offer patients treatment and preventative services at the heart of a leisure setting.
- The design and development of the new facilities include a range of sustainable features which will support the council's plans for reducing Carbon emissions, improving energy efficiency, and providing sustainable, healthy transport options.
- The new extension will significantly improve the access opportunities for all our communities to use and enjoy the facilities and services. Access to the building will be significantly improved from all points as will the internal layout. The development of the project has used an inclusive design approach to ensure equal access and wellbeing. This will assist users with physical and other conditions such as dementia to make full use of the site and surroundings.
- The facilities will also improve the existing opportunities for The Sands to host performances, cultural events, and conferences.

Support the delivery of partnership plans:

- Develop and maintain a short-term Partnership Place Plan.
- Explore the opportunity to pilot a collaborative funding model, focusing on a place based and coordinated approach for investment in the civil society.
- Develop shared spaces and new ways of working to allow partners to come together to improve outcomes and address core areas.
- Building capacity to collaborate across the Place to grow awareness, knowledge, and partnership workforce capacity.
- Develop a Draft Strategy for Social Prescribing in Cumbria by March/April 2020
- Secure system support for the Social Prescribing Strategy in North Cumbria.

Deliver the Homelessness Prevention and Rough Sleepers Strategy:

- Reduction of multiple exclusion homelessness and rough sleeping.
- Prioritising early intervention and prevention of homelessness.
- Promoting safeguarding and harm minimisation support for victims of domestic violence.
- Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.
- Improve experiences and opportunities for young people and children experiencing homelessness.
- Increase key partnerships to respond effectively to local emergency situations.
- Meeting the Council's commitments via the Armed Forces Covenant by providing housing choices and support for those leaving the services.

Deliver the Homelife programme of advice and support:

- Programme of Disabled Facilities Grant and discretionary grants funded through the Better Care Fund.
- Hospital Discharge Grants to anyone who is in hospital, or has recently been discharged, and requires emergency repairs or measures to get them home.
- Working to address fuel poverty, improve energy efficiency and Carbon savings.
- Work to help bring empty homes back into use.

Delivery of Phase VII World Health Organisation Healthy City Plan:

- Work with partners to deliver on key district wide actions associated with the WHO 6 Ps (People, Place, Prosperity, Planet, Peace, Participation)
- Via the County-wide Public Health Strategy and WHO 6 Ps sustain a focus on delivery projects and programmes that address - healthy weight management, physical activity levels, developing a child friendly city, supporting vulnerable adults, addressing population mental health management particularly post Covid19 restrictions.
- Continue to influence and shape public planning policy for key developments such as the St Cuthbert's Garden Village, city centre redevelopment and other key place based developments.

Deliver the Local Environment (Climate Change) Strategy

Climate Change presents new challenges and opportunities for our whole region. In partnership we are committed to working towards a net zero Carbon future for Carlisle, Cumbria, and the Borderlands. Through programme and partnership working we can realise the cross-cutting co-

benefits presented by the two priorities of economic growth and health and wellbeing. There are clear health benefits from improved air quality, healthier diets and more walking and cycling. The drive for clean growth has the potential for industrial and commercial opportunities. The strategy has the following objectives:

- Reducing emissions from the City Council estate and operations.
- Reducing energy consumption and emissions from homes and businesses in Carlisle and tackling fuel poverty, by promoting energy efficiency measures, sustainable construction, renewable energy sources and behaviour change.
- Reducing emissions from transport by promoting sustainable transport, reducing car travel and traffic congestion, and encouraging behaviour change.
- Reducing consumption of resources, increasing recycling, and reducing waste.
- Supporting council services, residents, and businesses to mitigate against and adapt to the impacts of Climate Change.

Deliver the Green Spaces Strategy and support the delivery of the Local Cycling and Walking Infrastructure Plan (CWIP):

- To make sure that Carlisle's reputation as a place that is enriched by its wealth of green spaces is enhanced as the city continues to grow and develop, recognising the health benefits from contact with green space and the natural environment and maintaining the current standard of 3.6ha of green space per 1000 population.
- To meet and exceed a set of challenging quality standards for all green spaces which will ensure they are safe, attractive, and welcoming for everyone who visits them.
- To make sure that all residents of Carlisle and our visitors have easy access to our inspirational green spaces, whatever their level of physical ability and that we take every opportunity to link and connect green spaces, walking and cycling routes, nature reserves and riversides.
- To manage our green estate as a diverse and flourishing natural resource which provides a range of environmental services including resilience against future flooding, reducing the impacts of and mitigation against Climate Change and enhancing biodiversity to provide rich and varied wildlife habitats.
- To nurture and support the role of our communities in caring for our green spaces and natural resources, encouraging them to take a leading role where appropriate and promoting green spaces as a primary resource in the cultural life of the city including as venues for events, play, sports and recreational activities.
- Make an ongoing and effective contribution to the development of extensive cycling and walking infrastructure plans for Carlisle and the wider district, building on the existing infrastructure, increasing and improving the range of cycle and walking options and ensuring that these safe routes are widely publicised and sign posted.

Development and delivery of the new Cumbria Waste Strategy:

- Development of the new Waste and Recycling Strategy which presents an opportunity to reflect the aims and objectives of the Resources & Waste Strategy, the Environment Bill, Clean Growth Strategy and Litter Strategy. The strategy will bring together the strategic aims of these national strategies, and focus on waste reduction, Carbon impacts and plan for future waste management infrastructure to meet national targets.

Support for the delivery of the Carlisle Cultural Framework:

- Placing culture at the heart of Carlisle's ambitions for environmental sustainability, inclusive economic prosperity, and good health for all
- Embedding culture within regeneration and local planning to attract investment for city centre transformation and infrastructure development.
- Playing a full and active role in Carlisle's ongoing commitment as a World Health Organisation, Healthy City, using culture to improve the wider determinants of health, wellbeing, and community cohesion.
- Supporting artists and venues to emerge stronger from the COVID-19 crisis.
- Co-ordinating and promoting an exciting, wide-ranging, and inclusive programme of events in the city centre and across the district.

Performance Monitoring

We will measure progress against the plan through an updated performance framework. This framework will include progress in key projects, risks, and opportunities.

A new set of measures will be agreed with Service Managers and the Senior Management Team. We will present these measures under each priority. Their purpose will be to help steer services and projects towards the benefits we want to achieve by implementing the plan. The performance framework will be monitored through Directorate Management Team meetings and a quarterly report to Senior Management Team. A quarterly summary of performance will be reported to Executive and Overview and Scrutiny.

The Carlisle Plan will be reviewed annually before the setting of service plans within our Directorates.

Carlisle Plan 2021-2023 Summary

Vision: To enable Carlisle to grow and prosper as the regional capital, benefiting the health and wellbeing of the people of Carlisle. We will work in partnership so that all can enjoy the benefits of new opportunities and choices, whilst rising to the challenges of a changing climate.

Priorities: Economic growth

Health and wellbeing

Key programmes and projects:

1. Delivering the Borderlands Inclusive Growth Deal.
2. Delivering St Cuthbert's Garden Village.
3. Delivering the Future High Street Fund, Towns Fund, Town Deal Accelerated Fund, and related regeneration projects.
4. Building on success through new economic opportunities.
5. Deliver The Sands Centre Redevelopment.
6. Deliver the Homelessness Prevention and Rough Sleepers Strategy.
7. Deliver the Homelife programme of advice and support.
8. Delivery of Phase VII World Health Organisation Healthy City Plan.
9. Deliver the Green Spaces Strategy and support the delivery of the Local Cycling and Walking Infrastructure Plan (CWIP).
10. Development and delivery of the new Cumbria Waste Strategy.
11. Deliver the Local Environment (Climate Change) Strategy.
12. Support for the delivery of the Carlisle Cultural Framework.
13. Support the delivery of partnership plans.
14. We will continue to prioritise the current response to and rapid recovery from the impacts of the Covid-19 Pandemic.

Corporate Plan 2021-2023 Summary

Purpose: Enabling the fulfilment of the Carlisle Plan whilst ensuring the efficient and effective delivery of all Council services.

The Corporate Plan is a signpost to the following strategic documents, plans and projects, within which we set out how services will be improved, and key projects resourced and delivered:

- Medium Term Financial Plan (MTFP): A comprehensive plan for strategic finance decision-making
- Asset Management Plan (AMP):
- Workforce Plan (WFP): The Workforce Plan provides a framework for dealing with challenges in a consistent way.
- Customer Service Charter: The customer charter outlines how our principles are at the heart of everything we do. Our promise is to continue to innovate so our customers can access council services anytime, anywhere.
- Project Management Handbook: A toolkit for project management.
- Performance Framework: This framework draws together all the activities that contribute to our performance.
- Risk Management Assurance Framework: This framework clearly sets out how we manage operational, strategic and major project risks.
- Information Governance Framework: This framework provides an over-arching basis of the Council's approach to the governance of its information.

Business change plans and strategies:

Together these documents will enable agile working, compliance with the new rules on data and improve the tasking and coordination of demand-led services.

- Business Continuity Planning.
- Dispersed and agile working.
- ICT Strategy and programme.
- Transformation Board actions.
- Directorate Planning & Service Planning: Service planning sets out what needs to be delivered, how, when and by whom, in the context of the Carlisle Plan, Corporate Plan and statutory/service responsibilities.