

# AGENDA

## Economic Growth Scrutiny Panel

Thursday, 09 September 2021 AT 16:00  
In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG

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

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

### **Members of the 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**

**7 - 12**

The Chair will move the minutes of the meeting held on 29 July 2021 as an accurate record. The only part of the minutes that may be discussed is their accuracy.

(Copy minutes herewith).

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

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

#### **A.2 CITY CENTRE ECONOMIC RECOVERY ACTION PLAN**

**13 -  
68**

Portfolio:	Economy, Enterprise and Housing
Directorate:	Economic Development
Officer:	Steven Robinson, Regeneration Manager Zoe Sutton, Regeneration Officer
Report:	ED.32/21 herewith

#### **Background:**

The Corporate Director of Economic Development to submit a report outlining

the Economic Action Plan that contributes to Carlisle's recovery from the challenges presented moving towards economic recovery and renewal post the Covid 19 pandemic.

**Why is this item on the agenda?**

Monitoring and update on the Mott McDonald work on Covid 19 impacts on economic growth in Carlisle.

**What is the Panel being asked to do?**

Consider the report and contribute to emerging thinking regarding economic recovery and renewal of Carlisle city centre.

**A.3 REGENERATION PROGRAMME UPDATE AND ECONOMIC DEVELOPMENT PROGRAMME MANAGEMENT OFFICE**

**69 -  
100**

Portfolio:	Leader / Economy, Enterprise and Housing
Directorate:	Economic Development
Officer:	Steven Robinson, Regeneration Manager
Report:	ED.30/21 and Minute Excerpts herewith

**Background:**

The Corporate Director of Economic Development to submit a report that provides an update on the key regeneration projects, work programme and activities for the 2021/22 financial year. The report sets out the proposal for the creation of an Economic Development Programme Management Office and increasing the capacity of the Regeneration Team to support the development and delivery of projects.

**Why is this item on the agenda?**

Update for the Panel on the development of the Economic Development Programme Management Office. The matter was considered by the Executive on 5 July 2021 and Council on 20 July 2021.

**What is the Panel being asked to do?**

- Note the Future High Streets Fund (FHSF) Memorandum of Understanding included in Appendix A and the provisions contained therein;
- Note the Remediation Road Map for the Caldew Riverside site and the key decision points as set out in Table 5;
- Note the progress on the development of the Carlisle Town Deal, the agreement of Heads of Terms (included in Appendix B), the agreed programme of projects as set out in Table 6, and the programme of activity

over the next twelve months towards agreeing the Town Deal;

- Note the additional resources required to deliver the Council's major economic development projects and the associated costs, and that those costs will be offset using grant funding that has been secured;
- Note the establishment of an Economic Development Programme Management Office for an initial 3 year period (subject to review) and increasing the capacity of the Regeneration Team.

**A.4 QUARTER 1 PERFORMANCE 2021/22**

**101 -  
112**

Portfolio: Finance, Governance and Resources  
 Directorate: Community Services  
 Officer: Gary Oliver, Policy and Performance Officer  
 Report: PC.35/21 herewith

**Background:**

The Policy and Communications Manager to submit a report containing the Quarter 1 2021/22 performance against the current Service Standards and a baseline position for the Carlisle Plan 2021-23 actions as defined in the draft Plan. Performance against the Panel's 2021/22 Key Performance Indicators (KPIs) are included as a dashboard.

The recommendations from the Member Task and Finish Group on performance reporting are also detailed.

**Why is this item on the agenda?**

Annual monitoring of performance.

**What is the Panel being asked to do?**

1. Scrutinise the performance of the City Council with a view to seeking continuous improvement in how the Council delivers its priorities.
2. Consider and agree the recommendations made by the Task and Finish Group regarding future performance reports.

**A.5 OVERVIEW REPORT**

**113 -  
116**

Portfolio:	Cross Cutting
Directorate:	Cross Cutting
Officer:	Rowan Jones, Overview and Scrutiny Officer
Report:	OS.23/21 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 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](mailto:committeeservices@carlisle.gov.uk)



**ECONOMIC GROWTH SCRUTINY PANEL**

**THURSDAY 29 JULY 2021 AT 4.00 pm**

**PRESENT:** Councillor Brown (Chair), Councillors Ms Ellis-Williams, Mrs Glendinning, Meller, Mrs Mitchell (as substitute for Councillor Mitchelson) and Mrs McKerrell.

**ALSO**

**PRESENT:** Councillor J Mallinson, Leader  
Councillor Ellis, Finance, Governance and Resources Portfolio Holder  
Councillor Nedved, Economy, Enterprise and Housing Portfolio Holder

**OFFICERS:** Deputy Chief Executive  
Corporate Director of Economic Development  
Policy and Communications Manager  
Overview and Scrutiny Officer

**EGSP.40/21 APOLOGIES FOR ABSENCE**

Apologies for absence were submitted on behalf of Councillors Mitchelson and Paton.

**EGSP.41/21 DECLARATIONS OF INTEREST**

There were no declarations of interest affecting the business to be transacted at the meeting.

**EGSP.42/21 PUBLIC AND PRESS**

It was agreed that the items of business in Part A be dealt with in public and Part B be dealt with in private.

**EGSP.43/21 MINUTES OF PREVIOUS MEETING**

RESOLVED – It was noted that Council, on 20 July 2021, received and adopted the minutes of the meetings held on 12 April and 17 June 2021. The Chair signed the minutes.

**EGSP.44/21 CALL IN OF DECISIONS**

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

**EGSP.45/21 CARLISLE PLAN 2021-2023**

The Policy and Communications Manager submitted an update on the new Carlisle Plan 2021-2023 (PC.24/21). Following the previous scrutiny of the Plan it had been possible to arrange public consultation between 2 and 6 August, consultation was online and physically in the Tourist Information Centre.

The Policy and Communications Manager had circulated the design draft of the Plan and reported that an illustrated map had been designed to showcase the developments in both the urban and rural areas.

The Panel discussed the wording in The Vision. Some Members felt strongly that the line 'prosperity being the most important determinant of health and wellbeing' should be reconsidered by the Executive. They agreed that prosperity was important but felt that it was not the most important and asked that their views be taken into consideration. They asked, unless the statement was evidence based, that the word most be removed or reworded.

The Finance, Governance and Resources Portfolio Holder explained that the Executive believed that an impoverished city could not improve the health and wellbeing of its residents, there could not be a distribution of wealth if there was no wealth. The Executive had listened to the concerns of the Scrutiny Panels but believed that prosperity was still the most important determinate.

Some Members of the Panel did not agree that the wording should be amended, and it was moved and seconded that the Panel support and endorse the Carlisle Plan as written.

It was then moved and seconded that the Executive reconsider the wording of The Vision and either remove the word most or reword it.

Following voting it was

RESOLVED – That the Economic Growth Scrutiny Panel support and endorse the Carlisle Plan as written (PC.26/21)

### **EGSP.46/21 EVENTS – PLANNED EVENTS AND HOW THEY CAN SUPPORT CITY VITALITY**

The Corporate Director of Economic Development presented report ED.24/21 outlining key work streams that would contribute towards Carlisle's recovery from the challenges presented by Covid-19 lockdown and the work being undertaken for economic recovery and renewal.

The Corporate Director of Economic Development gave an overview on the city centre along with details of the City Centre Economic Recovery Action Plan. The Corporate Director of Economic Development summed up by setting out why events would be important in city centre vitality and detailing the events planned for the forthcoming year.

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

- How was the footfall in the City Centre monitored? Could a report on the 2021 summer footfall be brought back to the Panel in the autumn?

The Corporate Director of Economic Development explained that there was equipment placed in key areas of the city centre which monitored and reported on the footfall. She agreed to bring a comparison report back to the Panel.

- The report referred to the Grimsey Review, did the Review influence the direction of the city centre development?

The Corporate Director of Economic Development explained that it had been clear that there needed to be change in direction for the city centre and it was the reason that the application for the Future High Street Fund had been submitted. In addition in the Economic Strategy and action plan also supported the shift in how the city centre would be used in the future and how people would be attracted to it.

The Deputy Chief Executive added that the Council commissioned an economic impact study on key events such as the City of Lights so that they could be improved, changed or repeated if successful.

The Economy, Enterprise and Housing Portfolio acknowledged the changes happening to city centres and reiterated the need for Carlisle to evolve to keep a vibrant city centre.



- It was suggested that future reports included a list of the planned events for the city centre, in particular those that were family orientated and would take place after 6pm. It was important that families felt safe coming into the city in the evening.
- Carlisle had been ranked 27<sup>th</sup> out of 110 towns and cities to be the most vulnerable post pandemic, who were the other 26 towns and how did Carlisle compare to them?

The Corporate Director of Economic Development to provide the Panel with a written response.

- A Member commented that it had been disappointing news that the Fire Show would not take place in 2021; she asked if this decision had been premature, and she expressed concerns about future shows going ahead.

The Deputy Chief Executive set out the lead in time for the procurement of resources and event planners for the fire show and explained the financial risk to the Council should the event be cancelled. Officers had advised the Executive on the matter and recommended not holding the show in 2021. He clarified that there had been no discussion regarding the future of the fire show however it was a good opportunity to review the event, how it operated and how it could be improved in future years.

The Leader confirmed that the Executive had not discussed cancelling the fire show on a permanent basis. Following advice a decision had been taken to suspend the show for 2021, this had been the most sensible and logical decision in the circumstances to mitigate the risks.

- Referring to the successful Carlisle Hawker Festival a Member asked:  
How the Welcome Back Fund had been used to support the festival and what was the financial involvement of Market Place Europe?  
Was there a possibility that the City Council could run a similar local event to showcase local businesses?

The Deputy Chief Executive agreed to provide a written response regarding the funding for the festival.. He stated that Market Place Europe hired the space from the Council with the usual agreement. The event had been successful but parts of it did need to be reviewed or reprofiled. He added that it could be possible for the Council to deliver a similar event, however, the infrastructure, expertise and knowledge for the event would be challenging. There also needed to be a balance of what events were held in the city centre and how they impacted local businesses that occupied retail units which could see the event as competition.

The Finance, Governance and Resources Portfolio raised the issue of street traders and asked if the situation had been resolved.

The Deputy Chief Executive responded that it was a difficult matter to address, there had to be a balance between the services or products the pitches offered and the businesses which paid business rates in surrounding buildings.

The Corporate Director of Economic Development added that the Town Centre Taskforce would bring key stakeholders together to explore issues such as this and what would help the vibrancy and vitality of the city centre.

- Did officers look at other towns and cities that held similar markets to gauge their offer and footfall and what may work in Carlisle?

The Deputy Chief Executive confirmed that market research was undertaken on how local businesses were showcased. Some of the most successful towns and cities had Business Improvement Districts to support the events.

- Had the marketing budget been increased to promote the city nationally?

The Corporate Director of Economic Development reported that marketing was extremely expensive, and the budget was relatively low. The Council had been successful in promoting Carlisle; however, more could be done.

RESOLVED – 1) That the Panel had considered the contents of the Events – planned events and how they can support city centre vitality report (ED.24/21)

2) That an update report on the events and the footfall in the city centre be submitted to the Panel in December 2021;

3) That the Corporate Director of Economic Development provide the Panel with a written response setting out details of the 26 towns that had been ranked most vulnerable post covid and how they compared to Carlisle.

4) That the Deputy Chief Executive provide the Panel with a written response regarding the funding for Carlisle Hawker Festival.

#### **EGSP.47/21      CARLISLE ECONOMIC STRATEGY**

The Corporate Director of Economic Development provided an overview of the updated draft Economic Strategy for the Carlisle district (ED.26/21). The Strategy set out the Council's priorities, objectives and actions to drive economic growth and recovery from the Covid-19 pandemic for the next five years. The Strategy had been developed in consultation with the Executive, the Economic Growth Scrutiny Panel and the Senior Management Team.

In considering the Economic Strategy the Panel raised the following comments and questions:

- A Member asked that the number of houses and affordable housing that was being developed be reported to the Panel on a regular basis.

The Corporate Director of Economic Development reminded the Panel that the Housing Strategy report was presented to the Panel on a regular basis and included the details of housing developments and affordable housing.

- Who had been consulted on the Strategy?

The Corporate Director of Economic Development confirmed that key stakeholders had been consulted on the draft Strategy, details of which could be found in the Economic Action Plan – responding to Covid-19 in Carlisle City Centre which had been circulated to the Panel.

- The city centre had an excellent bar and restaurant scene, how did this fit in with the statement in the report that only 8% of business in the city centre retail core contributed to the evening economy?

The Corporate Director of Economic Development agreed to investigate the statistic further and provide a written response.

- How would the Panel monitor the outcomes of the action plan?

The Corporate Director of Economic Development felt that the action plan would lead the work programming for the Panel in places. Reports would be submitted to scrutiny for individual projects and an annual overview report would be submitted to the Panel to monitoring of the action plan as a whole.

RESOLVED – That the Panel

- 1) noted the contents of the Carlisle Economic Strategy in terms of challenges, opportunities, strategic priorities and objectives articulated(ED.26/21);
- 2) noted the framework and context for the production of the updated Economic Strategy, particularly the impact of Covid-19 and Brexit;
- 3) noted that reports on individual projects and an annual action plan monitoring report would be submitted for scrutiny;
- 4) asked the Corporate Director of Economic Development to provide further information to the Panel on the statistic that only 8% of business in the city centre retail core contributed to the evening economy as detailed in the report.

#### **EGSP.48/21      CARLISLE CITY CENTRE TASKFORCE AND GRANTS PROGRAMME**

The Corporate Director of Economic Development gave an overview of the proposals for a new city centre taskforce, made up of key stakeholders in the city centre, and the new City Centre Business Growth Grants, aimed at building new networks in the city, and providing new businesses with meaningful support, to encourage greater vitality and viability in the city centre, and ensure resilience following the Covid-19 pandemic. (ED.27/21)

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

- What work was being undertaken to ensure a diverse Membership, not just using existing contacts/ familiar faces, and was there a possibility of including the public?

The Corporate Director of Economic Development responded that it was difficult to get a good mix of stakeholders and individuals to attend groups such as this, however, the Council would target and encourage people who did not usually get involved to join the Taskforce. Scrutiny would be involved in the work to add more variety to the input and public would be encouraged to feedback if and where possible.

A Member asked that the Taskforce try and include someone who had a particular interest or led on climate change.

The Corporate Director of Economic Development confirmed that climate change ran through all of the work and she was happy to take nominations for Taskforce membership.

- Were Taskforces successful in other areas and would we pick up on their lessons learned?

The Corporate Director of Economic Development explained that other Taskforce's had been very successful, however, many were supported by BIDs. She added that learning came from other areas and the Grimsey Review to engage retailers and leisure operators to bring something different to the city centre.

The Economy, Enterprise and Housing Portfolio Holder commented that Carlisle was behind in the establishment of a Taskforce and he hoped once established it would be the pre cursor for the aspiration for a Carlisle BID.

- Referring to the Carlisle City Centre Business Support Grants, a Member asked:  
How the grants would be advertised?  
Could businesses who had been supported by the grants display a logo or some publicity?  
Would there be any merit in additional criteria which assisted 'green' businesses to qualify for the strong case £5,000?

The Corporate Director of Economic Development responded that there had been publicity and there was an application process in place for the grants. She supported the suggestion of a logo or publicity and the initiative would have to be considered further depending on how successful it was.

RESOLVED – The Panel:

- 1) noted the progress and updates relating to the City Centre Taskforce, and Business Grants which aimed to strengthen city centre resilience (ED.27/21);
- 2) provided feedback on the proposals for the establishment of a City Centre Taskforce;
- 3) asked that consideration be given to opportunities to involve members of the public in the work of the Taskforce.

#### **EGSP.49/21      OVERVIEW REPORT**

The Overview and Scrutiny Officer presented report OS.20/21 providing an overview of matters relating to the work of the Economic Growth Scrutiny Panel.

RESOLVED – 1) That the Overview Report incorporating Key Decision items relevant to the Economic Growth Scrutiny Panel be noted (OS.20/21).

[The meeting ended at 5.24pm]

# Economic Growth Scrutiny Panel

Item  
A.2

Meeting Date: 9<sup>th</sup> September 2021  
 Portfolio: Economic Development  
 Key Decision: No  
 Policy and Budget Framework: Yes/No  
 Public / Private: Public

Title: City Centre Economic Recovery Action Plan

Report of: Corporate Director of Economic Development  
 Report Number: ED32/21

**Purpose / Summary:**

This Report outlines the Economic Action Plan that contributes to Carlisle’s recovery from the challenges presented as we move towards economic recovery and renewal post the COVID-19 pandemic.

**Recommendations:**

To consider the contents of the report and contribute to emerging thinking regarding economic recovery and renewal of Carlisle city centre.

**Tracking**

Executive:	
Scrutiny:	ED.26/20: Carlisle’s Economic Recovery and Renewal Post COVID-19 - 9 <sup>th</sup> July 2020  ED 24/21: Events - planned events and how they can support city centre vitality
Council:	

## **1. BACKGROUND**

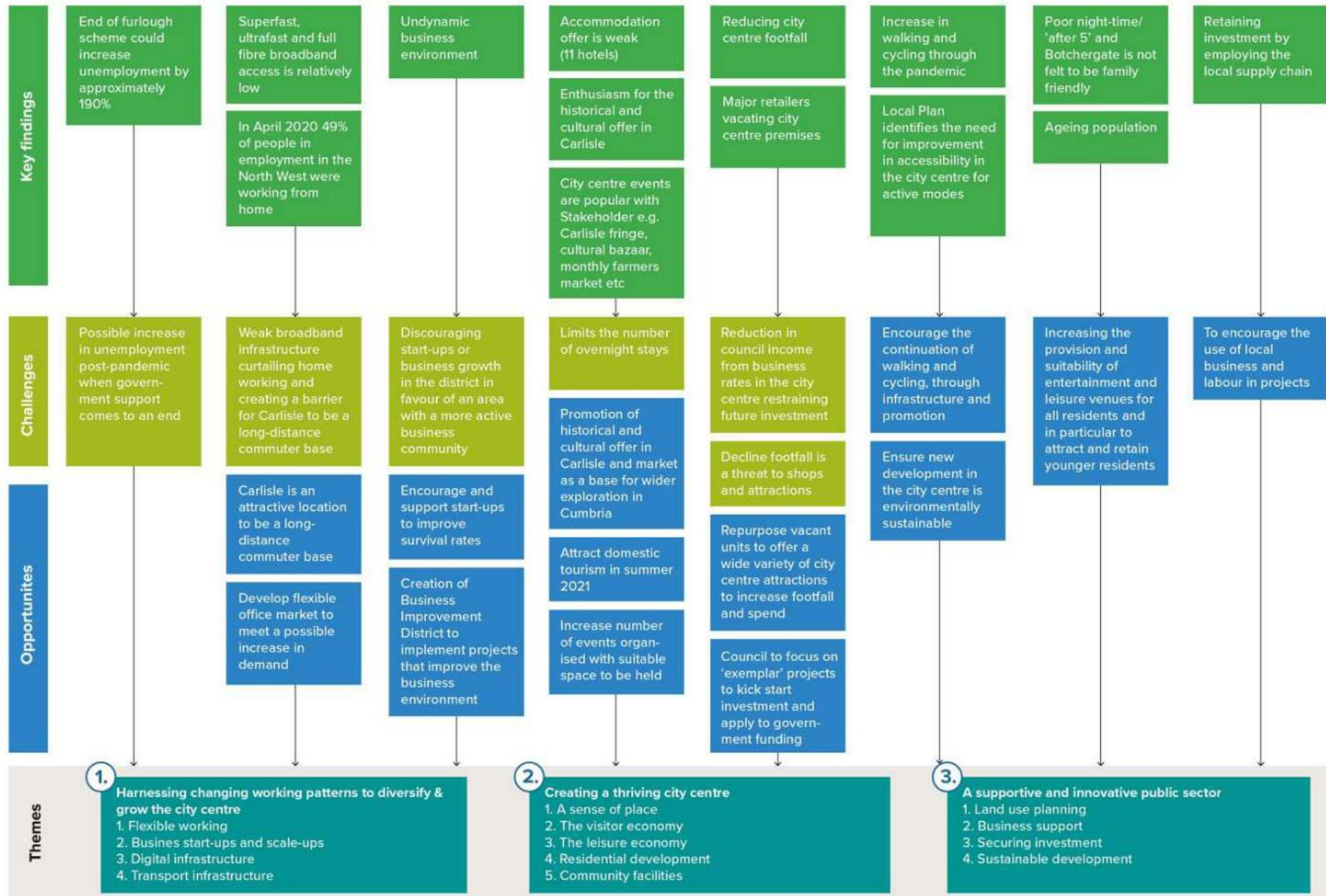
- 1.1. The ERDF Reopening the High Street Safely Fund provides funding for local authorities to safely reopen the city centre local economies. Mott MacDonald were commissioned to work with the Council's Regeneration Team to develop an action plan.
- 1.2. The City Centre Economic Recovery Action Plan document sets out an Investment Framework which will support Carlisle city centre to successfully recover from the economic and social impacts of the COVID-19 pandemic. The document is grounded in a strong evidence base built on existing Council strategies, stakeholder consultation and an understanding of the economic status of Carlisle city centre and to create transformative change in the city centre.

## **2. City Centre Economic Recovery Action Plan**

- 2.1. In preparation of the Economic Action Plan and Investment Framework, Mott MacDonald undertook a baselining exercise, trends analysis, stakeholder engagement process and policy review, the main findings were identified and the opportunities and challenges they present for Carlisle city centre considered. The report produced covers:
  - Key economic trends affecting Carlisle;
  - Stakeholder engagement and feedback;
  - Policy review; and
  - Development of themes and sub-themes to form an Investment Framework and Economic Action Plan.
- 2.2. As part of the stakeholder engagement process interview were held with a range of individuals representing local businesses, organisations and community groups. The conditions pre and post COVID-19 were discussed and the expected challenges and opportunities that the current situation presents both in the short- and the long-term were shared. These were then developed into three key themes for investment:
  - Theme 1 – Harnessing changing working patterns to diversify and grow the city centre.
  - Theme 2 – Creating a thriving centre for residents and visitors.
  - Theme 3 – Ensuring a supporting and innovative public sector.
- 2.3. Below is a summary of the key findings, opportunities and challenges and how these relate to the confirmed and pipeline projects that deliver against the themes.
- 2.4. Refer to Appendix 1 for the 'Economic Action Plan - Responding to Covid -19 in Carlisle City Centre' summary document.

# Summary of Key Findings, Opportunities and Challenges (Source: Mott MacDonald, May 2021)

**EXOGENOUS FACTORS:** COVID-19, continuation of home working, increase demand for flexible office space, rising high street vacancy rate, UK/EU trade deal, sustainable growth and desirability of rural areas



## Investment Framework and Related Projects

Investment Framework Themes	Sub-themes	Related confirmed projects	Related pipeline projects
<b>Theme 1: Harnessing changing working patterns to diversify &amp; grow the city centre</b>	<ol style="list-style-type: none"> <li>1. Flexible working -supporting flexible working arrangements</li> <li>2. Business start-ups and scale-ups – strengthening Carlisle's enterprise culture</li> <li>3. Digital infrastructure -providing world-class digital infrastructure</li> <li>4. Transport infrastructure -improving network performance and journeys by non-car modes</li> </ol>	<ul style="list-style-type: none"> <li>• Repurposing of 6-24 Castle Street – reuse of vacant listed buildings</li> <li>• Reconfiguring Devonshire Street – improving transport infrastructure</li> <li>• Carlisle Station Gateway– improving transport infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Citadel Business Infrastructure project.</li> <li>• Digital skills and community learning hub</li> <li>• Market Hall improved business interaction and space</li> <li>• Start with the Park – green and active travel routes</li> <li>• Southern Gateway– improving transport infrastructure</li> </ul>
<b>Theme 2: Creating a thriving city centre for residents and visitors</b>	<ol style="list-style-type: none"> <li>1. A sense of place-repurposing and revitalising the city centre</li> <li>2. The visitor economy –expanding and marketing Carlisle's visitor offer</li> <li>3. The leisure economy –bringing vibrancy to the city centre, in particular the evening economy</li> <li>4. Residential development –attracting and retaining a greater city centre population</li> <li>5. Community facilities –strengthening an inclusive community feeling in Carlisle</li> </ol>	<ul style="list-style-type: none"> <li>• Public realm improvements to Market Square and Devonshire Street</li> <li>• Redevelopment of Central Plaza site,</li> <li>• 6-24 Castle Street repurposing.</li> <li>• Digital skills and community learning hub</li> <li>• Caldew Riverside site remediation</li> <li>• Citadels Project – University campus</li> </ul>	<ul style="list-style-type: none"> <li>• Improved entrance to Tullie House</li> <li>• Upgrade to the Market Hall.</li> <li>• Lighting up Carlisle</li> </ul>
<b>Theme 3: Ensuring a supportive and innovative public sector</b>	<ol style="list-style-type: none"> <li>1. Land use planning –diversifying land and property use in the city centre</li> <li>2. Business support -supporting business resilience, growth and innovation</li> <li>3. Securing investment -supporting investment applications for both public and private sector</li> <li>4. Sustainable development -ensuring post-pandemic recovery is environmentally conscious</li> </ol>	<ul style="list-style-type: none"> <li>• Repurposing of 6-24 Castle Street,</li> <li>• Development of the former Central Plaza site,</li> </ul>	<ul style="list-style-type: none"> <li>• Citadel Business Infrastructure project.</li> </ul>



### **3. CONCLUSION**

3.1 The Economic Action Plan to support successful recovery from the economic and social impacts of the COVID-19 pandemic sets out a series of actions to address the opportunities and challenges present in Carlisle city centre. Overlap between themes and actions is present due to the intertwining nature of the economy and the strengths and opportunities present due to the pandemic. Therefore, listed below are 10 key actions considered to be a priority for Carlisle City Council.

1. Explore opportunities for incubator office and start-up space in the city centre via repurposing currently vacant units.
2. Ensure a coordinated approach to the redevelopment of the city centre, aligning the regeneration visions of the public and private sector.
3. Work with Cumbria LEP and Cumbria County Council to secure grant funding for digital infrastructure.
4. Identify the need for supporting infrastructure for walking and cycling e.g. cycling storage and bike racks.
5. Consider the reallocation and rationalisation of public sector office space in the city centre.
6. Liaise with property owners to identify appetite for vacant unit development and establish exemplar development projects.
7. Strategic marketing of Carlisle within the private sector (especially with regards to the visitor economy) and to the public sector (regional and central government) as a place to live and work.
8. Explore the opportunity for an independent/ community-run cinema in a vacant building
9. Diversify the city centre living offer for young professionals – residential & leisure offer.
10. Work to ensure new development in the city centre is environmentally sustainable.

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

4.1. Contribution to the new Carlisle Plan priorities of economic growth and health and wellbeing.

**Contact Officer:** Steven Robinson and Zoe Sutton      **Ext:** 7312

**Appendices attached to report:** Appendix 1: Economic Action Plan - Responding to Covid -19 in Carlisle City Centre

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

- **None**

**Equality** – The City Centre Covid Recovery Action Planning / investment framework includes sections on Community Engagement (Section 4, page 12) and a theme on Community Facilities (Theme 2.5, page 37). These sections include the challenges of an ageing population and the need to retain and attract a younger, working age population. The section on Community Facilities covers the needs of all demographic groups, including young people and ethnic minorities.

**Property** – The City Council owns a number of assets in the city centre that could assist with the recovery plan, however careful consideration would be needed before plans are progressed as several of these assets have been identified for disposal with the capital receipts earmarked to fund other priorities.

**Finance** - The confirmed projects set out in this report, which contribute to the Investment Framework themes, will be funded from external grant already secured which will assist in the deliverability of this City Centre Economic Recovery Plan. Any pipeline projects will require appraisals in line with the terms and conditions of the relevant grant awarding body.

**Legal** - All of the schemes mentioned require consideration and approval through the Council's Governance processes.

**Information Governance** - [There are no Information Governance implications with this report.](#)

**Appendix 1: Economic Action Plan – Responding to COVID-19 in Carlisle City Centre**

# Economic Action Plan

## Responding to COVID-19 in Carlisle city centre

May 2021



# Contents

1. Introduction
2. Economic and city centre baseline
3. Key economic trends affecting Carlisle
4. Stakeholder engagement
5. Review of existing policy and strategy in response to COVID-19
6. Investment framework

# 1. Introduction

The impact of the COVID-19 pandemic has been unprecedented. People, communities and businesses in Carlisle have all been affected by COVID-19 in a multitude of different ways. However, as vaccines are deployed across the UK in 2021, a post-pandemic future is in view. The recovery and development of Carlisle city centre must consider the impact of COVID-19 to best support its residents and businesses.

This document sets out an Economic Action Plan (EAP) to support Carlisle city centre to recover from the economic and social impacts of the COVID-19 pandemic.

This document also summarises the evidence base for the EAP, which is further detailed in the Investment Framework document. The evidence base has been used to inform the themes that make up the EAP, and suggests the appropriate actions to take.

The themes encompass appropriate, sustainable and suitable actions that will ensure the city, along with its businesses, organisation and communities, can continue to thrive and is provided with the best chance possible of a strong recovery and adjustment to the 'new normal'.

Figure 1.1: Study area, Carlisle city centre



Source: Mott MacDonald

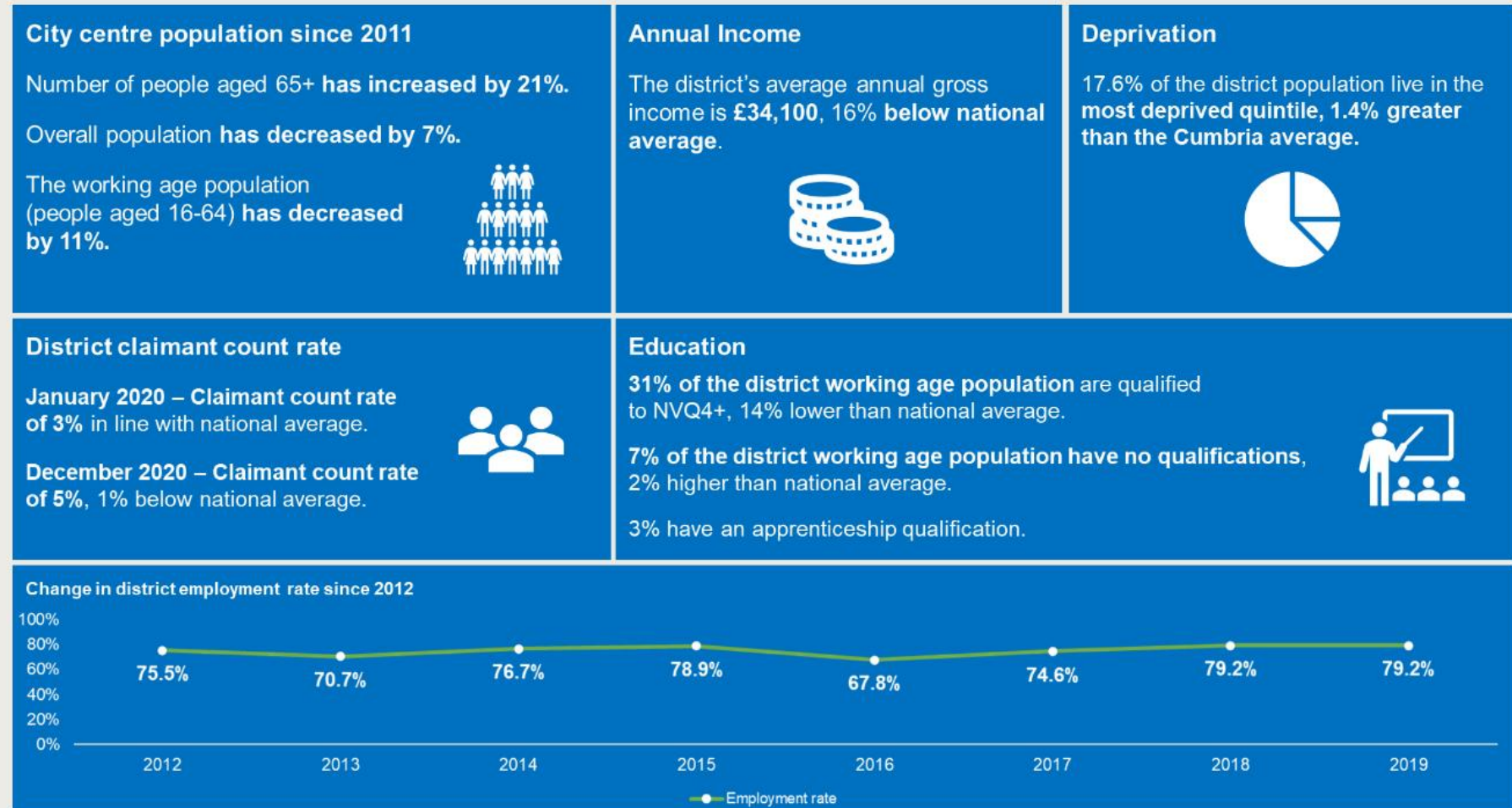
## 2. Economic and city centre baseline

Carlisle is located ten miles south of the Scottish border. It is an ancient cathedral city and is the largest settlement in the county of Cumbria. Carlisle is home to the main campuses of the University of Cumbria and a variety of museums and heritage centres, linked to its long history. Carlisle is the nearest city to the Lake District National Park.

This city is well served by road and rail infrastructure and has a net commuter inflow of over 7,500 individuals.

Figure 2.1 provides an overview of Carlisle district's key socio-economic indicators, and city centre population growth pre-COVID-19.

Figure 2.1: Socio-economic overview for Carlisle



Source: Mott MacDonald

## 2. Economic and city centre baseline

### Labour market and employment

Carlisle is a traditional **manufacturing** centre, **employment** in this sector is **50% higher** than the **national average**, with key specialisms in the manufacture of food products and fabricated metals.

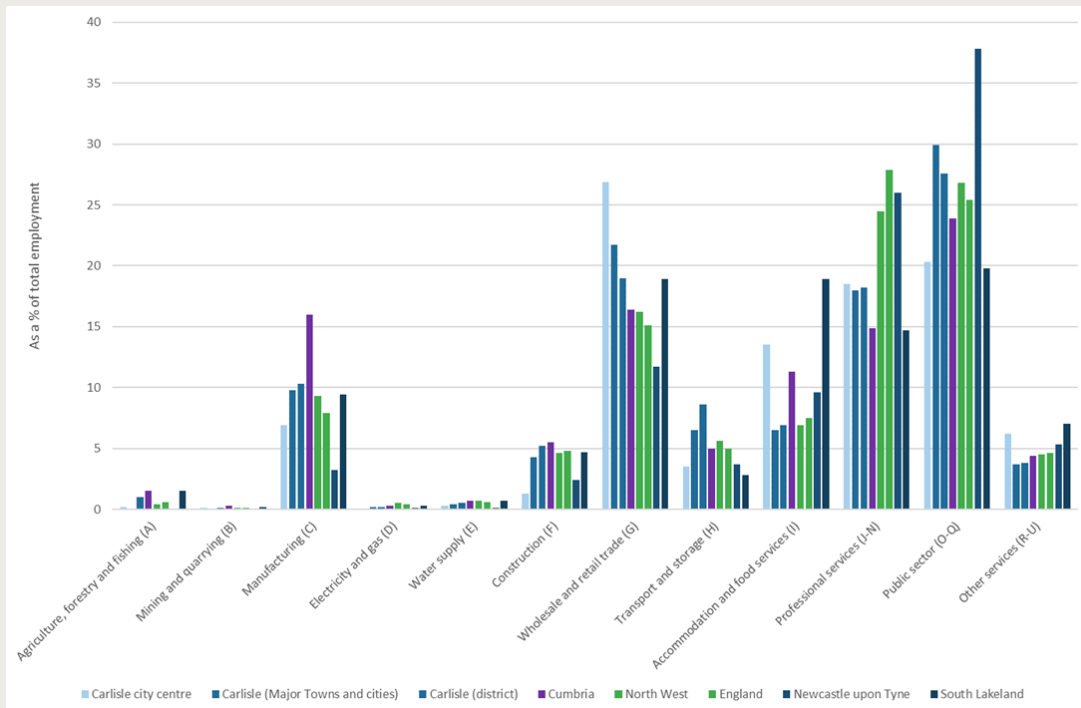
**City centre** employment is focused primarily in wholesale and **retail** trade (27%), the **public** sector (20%) and **professional** services (19%).

A strong public sector presence in Carlisle is driven by employment at both Carlisle City Council and Cumbria County Council, both based in the city, as well as in the law courts and at the Rural Payments Agency. The largest office-based employment in the city centre is in the headquarters of Edinburgh Woollen Mill on Castle Street.

During 2020, job postings in Carlisle fell drastically initially in April (see figure below) but rebounded strongly until the second and third lockdowns. This suggests that, generally, labour demand is very reactive to the temporary shocks of national lockdowns, in both their implementation and culmination. Carlisle's labour demand appears generally more resilient than Cumbria's and has sustained a steady level of job postings into the latest lockdown. It is expected that once restrictions ease in 2021 the demand for labour in the leisure sector will be relatively high, combined with possible labour shortages resulting from EU exit the bounce back of employment should be strong in Carlisle.

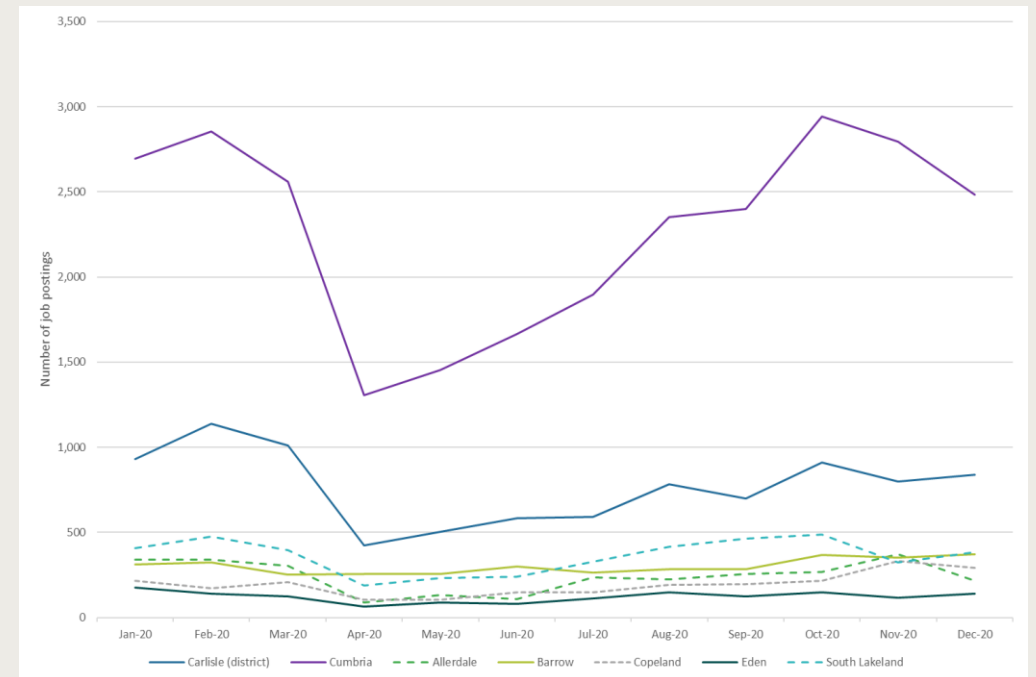
However, a **fast end to the furlough** scheme has the capacity to **increase unemployment by approximately 190%** on the assumption that, in a worst case scenario, none of the furloughed jobs can return to full employment and all furloughed individuals occupying the jobs transition into unemployment. Business support schemes go part way towards mitigating this as it ensures that businesses that were successful before the pandemic are able to survive and therefore return their workers from furlough to employment. However, further support may be necessary for the most severely affected sectors (e.g. hospitality and travel), depending on the demand response in Carlisle as the UK exits from COVID-19 restrictions in mid-2021.

Figure 2:2 Pre-pandemic employment by sector in Carlisle city centre (2019)



Source: BRES, ONS, 2019

Figure 2.3: Monthly job postings in Carlisle and Cumbria (2020)



Source: Labour market briefing, January-December 2020, Cumbria Observatory

6 May 2021  
Mott MacDonald



## 2. Economic and city centre baseline

### Built environment and digital connectivity

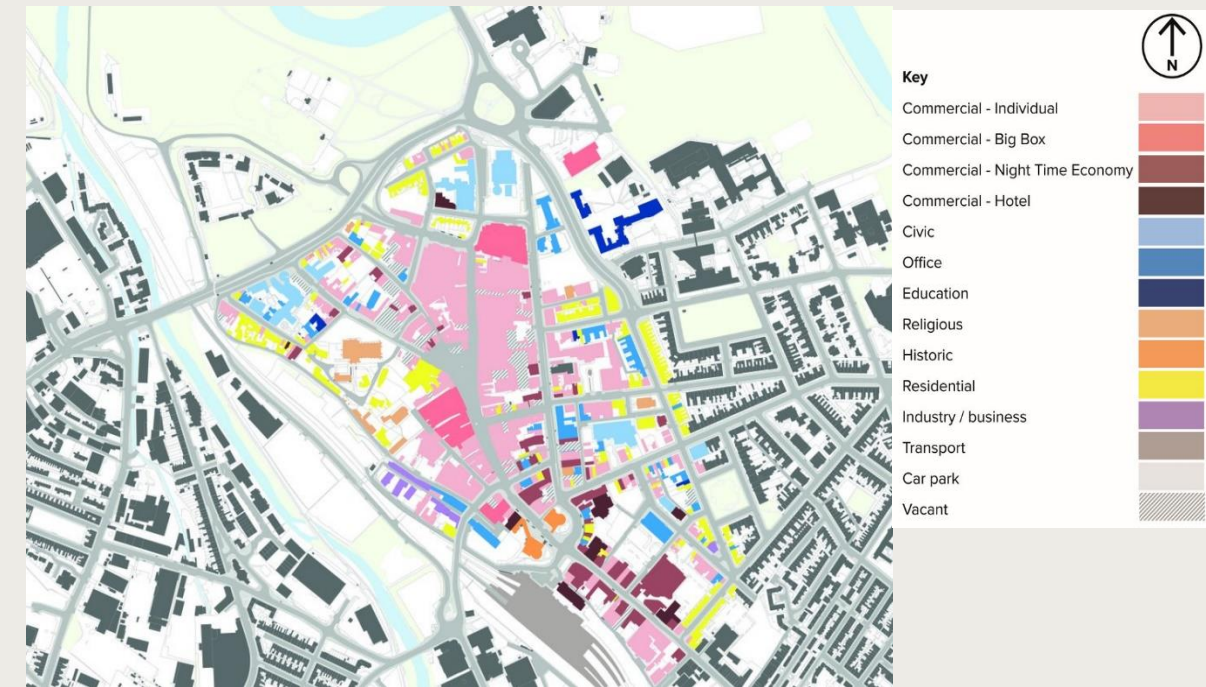
Prior to the COVID-19 pandemic, engagement with city centre stakeholders had identified a lack of modern commercial premises in the city centre that provide suitable office space and infrastructure. The need for more office space (particularly flexible office space) is evidenced by a number of factors: a number of private-sector employers have chosen to relocate to out-of-town premises citing the lack of quality office space in the city centre; engagement with the University of Cumbria highlights that graduates are leaving Carlisle partly due to lack of suitable business space for the creative, digital and IT sector; and general feedback from stakeholders who cite a lack of modern premises in the city centre. This has been an underlying challenge for Carlisle for many years – the Economic Review of Carlisle (2013) found “**stock is primarily dated and increasingly unsuitable for modern office user needs**”.

Digital connectivity and digital skills have become increasingly important for accessing employment, especially given home working has become prominent in many roles during COVID-19. Exploring digital connectivity across Carlisle indicates that **the district has relatively weak broadband coverage with 3.9% of premises unable to access a download speed equivalent to the Universal Service Obligation (USO) speed**, compared to 2.0% nationally. Carlisle also struggles to support ultrafast broadband (300Mbit/s or higher) with only 46.7% of premises capable of this download speed, compared to 52.0% nationally. Similar trends can be seen in the level of access to full fibre services and full 4G mobile coverage.

As the economy returns to normal circumstances post-COVID, it is likely that higher levels of homeworking and flexible working will persist, which in turn will require good digital connectivity. In June 2020, a Cushman & Wakefield survey of 50,000 employees found that people have been as productive as they were before the crisis and have increased their teamwork due to calls, virtual meetings and collaborating on documents in real time. However, the lack of face-to-face contact is taking its toll on people’s ability to learn and train, and their connection with their company and its culture has weakened. More than half of respondents reported a challenge to working from home where poor connectivity was the main issue. Despite these issues, 73% of respondents believed their company should embrace some level of working from home in the future.

Given findings from this and other employee surveys during the pandemic homeworking experience, Carlisle may find itself better positioned in the future to act as a centre for flexible working (effectively a long distance part-time commuting hub) for employees in sectors where face-to-face activity is less important, such as many ‘Knowledge Intensive Business Services’ jobs in the public and private sectors. However, this it is likely there will be a need for support services such as flexible office space in order to offer potential high-skilled residents an enticing relocation proposition (as well as classic ‘creative class’ enticements such as the amenity, schools and leisure offering of the city and its immediate area). There will also be a need to ensure good levels of digital connectivity, both for workplaces and residential dwellings in the city centre, and the wider district.

Figure 2.4: Carlisle city centre – commercial unit map (2018)



Source: Mott MacDonald, using Carlisle City Council data

### City centre

Carlisle's city centre is dominated by retail land use with minimal residential usage. The city centre had a **vacancy** rate of **12%** in **2019**, which has been relatively stable since 2012. The city centre includes mainstream department stores as well as other focus and convenience stores. The main retail centre is the Lanes Shopping Centre which accommodates over 70 stores including major retailers such as Primark, NEXT and New Look and has a 600-space car park above the shopping centre.

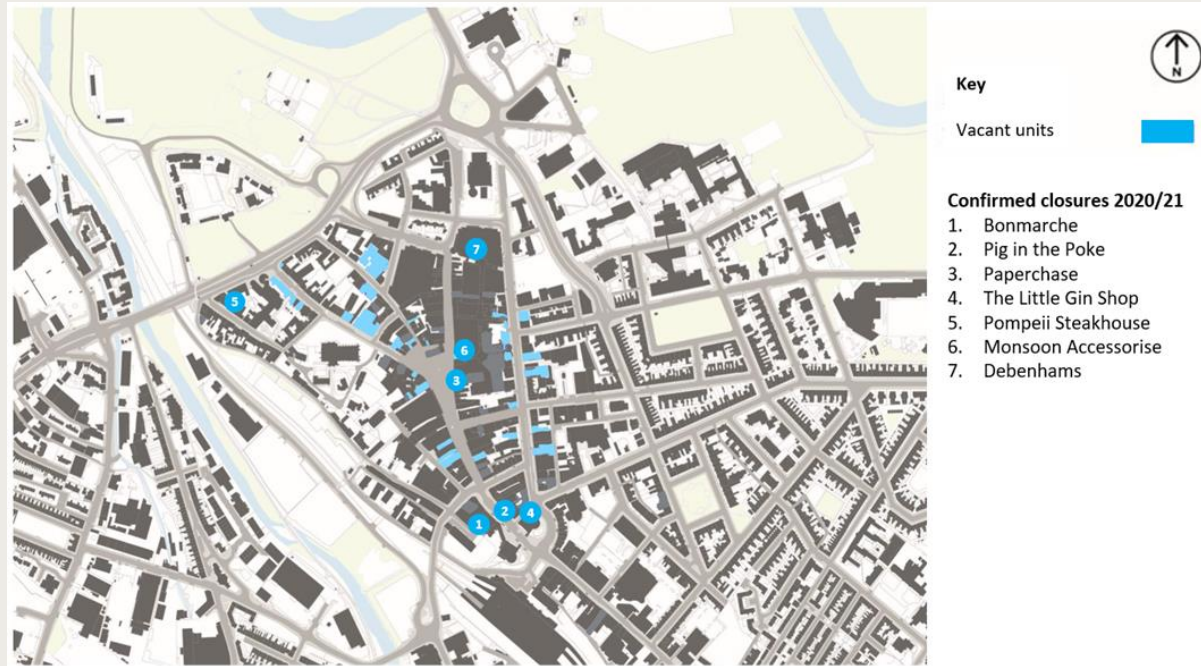
Towards the outskirts of the city centre, there are several office units of varying sizes, in areas such as on either side of Spring Garden Lane to the north, along Victoria Viaduct offering quick access across the River Caldew, and on Cecil Street.

Weekend **footfall fell** all over the city centre from **2012 to 2019**. This cannot be attributed to ease of access, due to the good permeability of many walking routes in Carlisle. Weekday footfall in the Historic Quarter also fell. The weekend decline may be exacerbated by the lack of city centre residential properties, implying that working individuals often do not visit in the city at weekends.

**City centre during COVID-19**

During 2020, a number of **major retailers have left** or plan to leave Carlisle, including Debenhams, Topshop, Paperchase and Monsoon. The future of House of Fraser is also uncertain. A partial vacancy survey was conducted at the beginning of 2021, with the result displayed in Figure 2.5 . Widespread vacancy is still present in Carlisle. There is a pocket of newly closed units in the south of the centre and the largest unit to close is Debenhams in the north. The economic impact of the pandemic has contributed to the store closures . With socially distancing and compulsory closure for non-essential businesses continuing into 2021 it is likely that economic pressure will continue for many businesses in Carlisle.

Figure 2.5 Carlisle city centre 2020/21 – vacant unit map

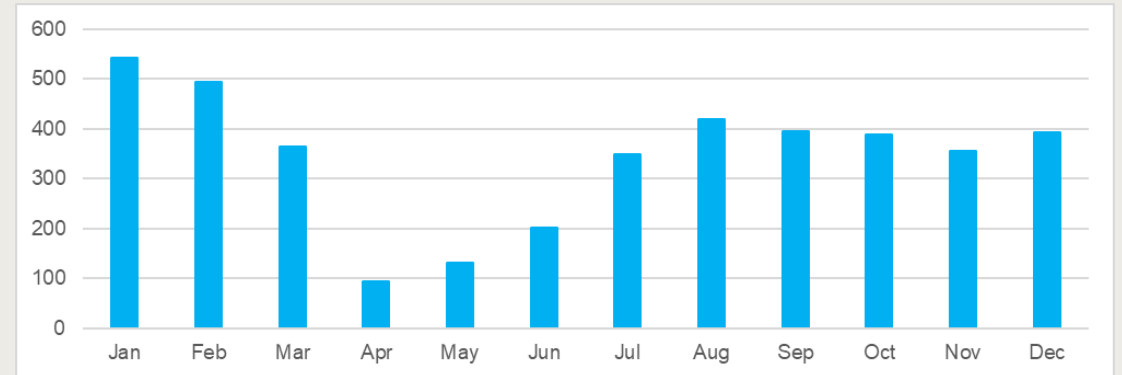


Source: Mott MacDonald, using Carlisle City Council data

The footfall data below captures the volume of movement on English Street in Carlisle city centre. The data displayed below clearly shows the reduction in footfall due to the ‘stay at home’ order in March 2020. This gradually increases as social distancing and travel restrictions were eased; however, it did not reach the level seen in January or February. The subsequent lockdown in November 2020 did not have such a dramatic effect, however the levels of restriction did differ to the first lockdown.

It is expected that as restrictions are hopefully again eased in 2021, that footfall will reach pre pandemic levels. However, there is concern that due to possible permanent changes in behaviour to greater online shopping, footfall may not reach pre-pandemic levels. A diversification of city centre commercial uses may be needed to draw people back.

Figure 2.6: English Street city centre footfall, 2020, ‘000s



Source: High Street Task Force, Footfall Dashboard

## 2. Economic and city centre baseline

### Business environment

In Carlisle, **26%** of **enterprises** have a **turnover below £50,000** compared to Cumbria at 19% and England at 15%. Carlisle has **fewer business births**, deaths and active **businesses** as a percentage of the working age population in comparison to Cumbria. The enterprise environment is less dynamic in Carlisle than comparator areas (Cumbria, North West and England) with fewer births and active businesses in the district. Business survival rates in 2019 were also lower in Carlisle compared to Cumbria. Therefore, the economic impact of the pandemic would have hit a less forgiving business environment in the district.

During 2020, there was strong rebound for business start-up numbers after the first lockdown lifted. Business **growth in Carlisle from July-December 2020** was **above the Cumbria average**.

Grant and loan uptake for Local Authority Discretionary Grants Fund (LADGF), Small Business Grant Fund (SBGF) and Retail, Hospitality and Leisure Grant Fund (RHLGF) was relatively high in Carlisle (see below).

Table 2.1: COVID-19 Grant scheme uptake (as of 30 Sept 2020) – LADGF, SBGF & RHLGF

	% of enterprise receiving LADGF	% enterprise receiving SBGF or RHLGF
<b>England</b>	4%	38%
<b>Cumbria</b>	6%	66%
<b>Allerdale</b>	5%	73%
<b>Barrow-in-Furness</b>	4%	53%
<b>Carlisle</b>	9%	47%
<b>Copeland</b>	6%	58%
<b>Eden</b>	9%	61%
<b>South Lakeland</b>	2%	84%

Source: UK Business: Activity, Size and Location - 2020 (ONS), SME enterprises in Local Authority Districts by Broad Industry Group (ONS), Coronavirus grant funding: local authority payments to small and medium businesses (gov.uk)

### Visitor economy

Prior to COVID-19, Carlisle's limited leisure and evening economy (especially during the week) had led to a perception of a lack of vibrancy. A low skilled and shrinking working age resident population in Carlisle also made investment less attractive for new businesses and start-ups in this sector. This was despite the prominence of strong historic assets in the town centre, such as Carlisle Castle, Cathedral and Tullie House Museum and Art Gallery

There was a **5% reduction** in the number of **tourists** staying overnight in **2018** compared to the previous year, with total **visitor spend dropping** from £48m to £32m between 2011-15.

Comparator cities significantly outperform Carlisle, with Lincoln, for example, seeing an £8m increase during the same period. This is surprising given Cumbria's wider popularity as a visitor area. A limited number of options for overnight stays in the city centre (there are eleven hotels), a relatively small night-time economy and localised permeability issues may help to explain this.



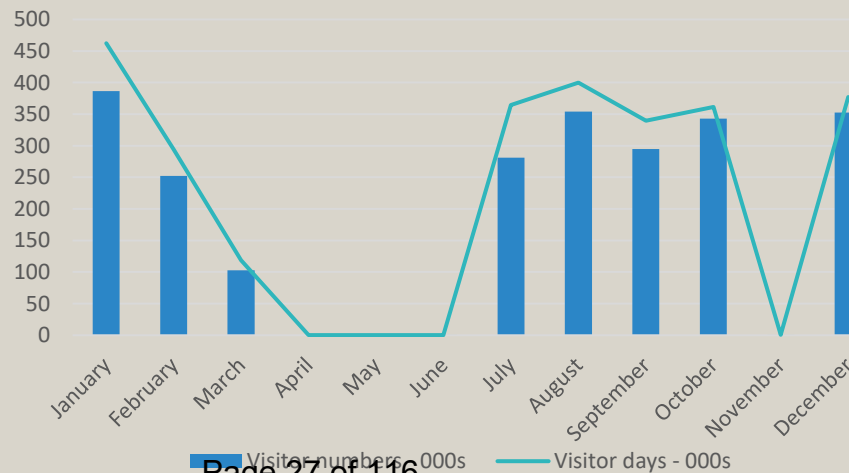
### During COVID-19

Visitor days and numbers data from the tourism industry in Carlisle indicate a substantial drop in tourism for 2020 compared to previous years. Compared to 2019, this represented a 73.8% and 73.0% fall for visitor numbers and days respectively. It is estimated that the **industry's economic impact fell by £404m (72%) from 2019, to £156m in 2020**.

Interest in staycations increased in the summer of 2020, likely due to the lack of alternative international travel. This is demonstrated by Google search data, which shows a rapid spike in Google searches for 'staycation' nearing the end of the first national lockdown in June 2020.

In addition, searches for the Lake District increased in comparison to the same time in 2019. However, Carlisle did not experience the increased interest that 'staycation', 'Hadrian's Wall' and 'Lake District' did, with the number of searches not reaching pre-COVID-19 levels. This suggests that Carlisle is currently not a popular option for UK holidays (at least in terms of searches for holidays), even with an increasing interest in the nearby Lake District and Hadrian's Wall.

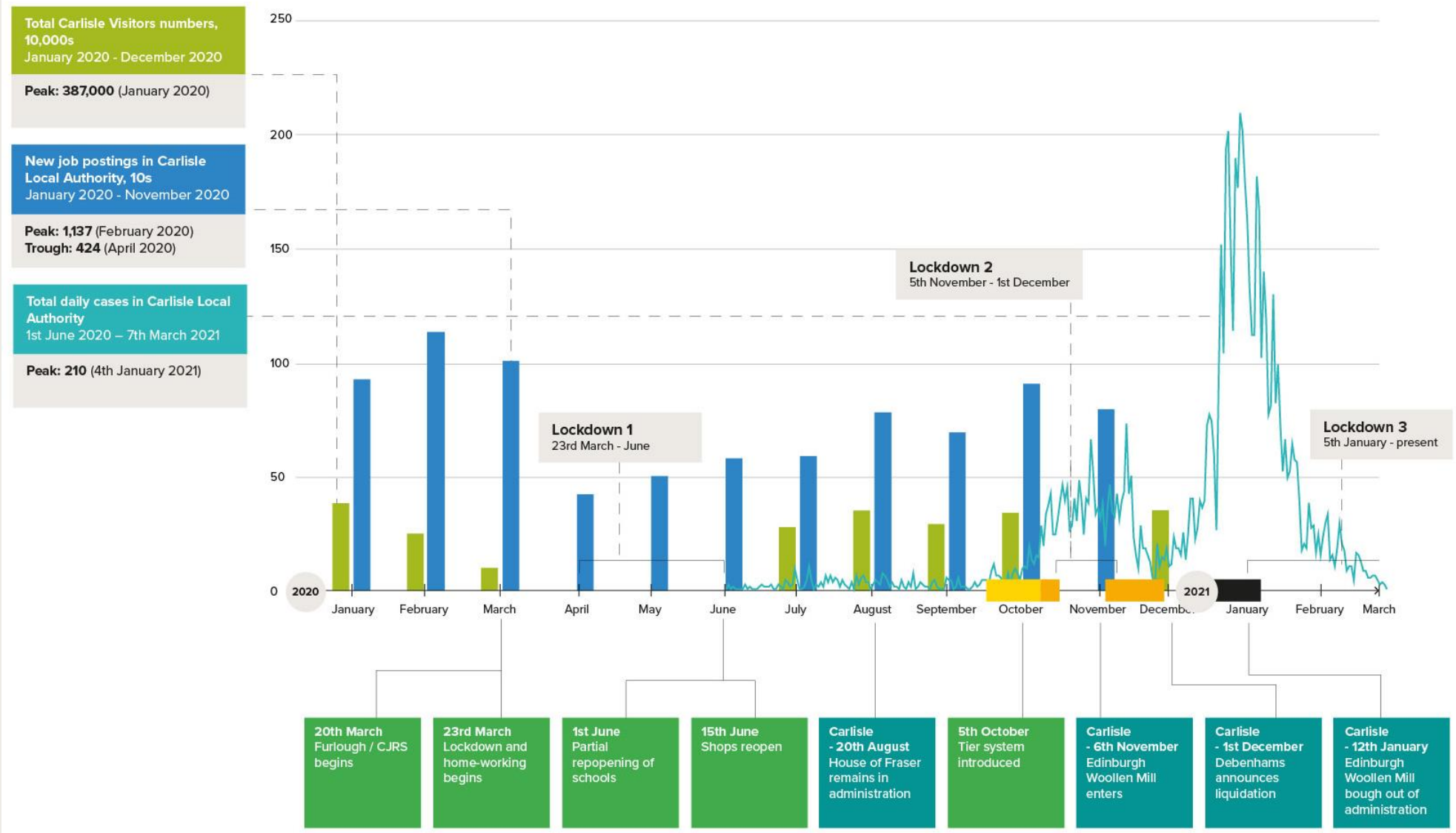
Figure 2.7: Visitor numbers and days, Carlisle, 2020 breakdown



Source: STEAM, Global Tourism Solutions, 2009-2020

## 2. Economic and city centre baseline

Figure 2.8: Snapshot of COVID-19 in Carlisle – timeline



# 3. Key economic trends affecting Carlisle city centre

For Carlisle to best respond to the pandemic it must also adapt to changing future circumstances. COVID-19 has changed our working habits, desire for rurality, demand for office space and city centre land use, at the same time the importance of a sustainable future and introduction of the UK/EU Trade Deal have further implications for the UK's towns and cities. Below we present the trends we expect to see in towns and cities in the UK due to the pandemic and therefore suggest the trends anticipated in Carlisle city centre.

## Trends



Evidence suggests that individuals will continue to **work from home** for at least some of their time post-COVID-19.



**Rural homes** may become more desirable due to their size and closeness to natural assets, both of which have increased in importance during the pandemic.



**Flexible office space** is expected to continue to increase in demand, in both major cities and smaller towns.



**Retail land use** will continue to fall post-COVID-19 in town and city centres presenting opportunities for alternative land uses to draw people into city centres.



**Sustainable growth** will be a key part of recovery from the pandemic, with the net-zero goal and active travel being important aspects of this.



Securing a **UK/EU trade agreement** has reduced the concern of the impacts of Brexit for the agricultural sector, however securing seasonal worker is expected to be an issue.

## Evidence

### Surveys:

- University of Birmingham, 1,160 respondents, in May/June 2020, 2/3rds of all non-parents believed they would be working from home after the first national lockdown.
- YouGov, 4,933 respondents, in September 2020, 57% want to continue working from home post COVID-19.
- British Council for Office, ~2000 respondents, in September 2020, found that over the coming six months 46% of office workers intend to split their work between home and the office.

- A YouGov survey found that 20% of respondents would consider moving to an area of the country that is not within commuting distance of their company's workplace.
- Demand for greater space is reflected in the average price of detached properties climbing by twice as much as flats and maisonettes during 2020, up 10% and 5% respectively.

- Take-up of flexible office space in the UK over the last seven years has increased.
- Flexible contracts, increase collaboration and wellbeing services are in demand.
- Savills: number of requests for flexible office space was 44% higher in August 2020 compared to August 2019.

- The British Retail Consortium data found that footfall on high street fell 49.5% in 2020 compared to 2019.
- A UK commercial property market survey undertaken by RICS 93% (461) of respondents envisage businesses scaling back their office footprint to some extent over the next two years (2021 & 2022).
- The pandemic has accelerated the shift to online shopping.

- In the UK, carbon emissions in 2020 declined by an estimated 13%.
- Governments 'Ten Point Plan for a Green Industrial Revolution': aid recovery & help achieve 2050 net zero carbon emissions goal. It includes funding for 1,000 miles of cycling and walking networks will be delivered by 2025.

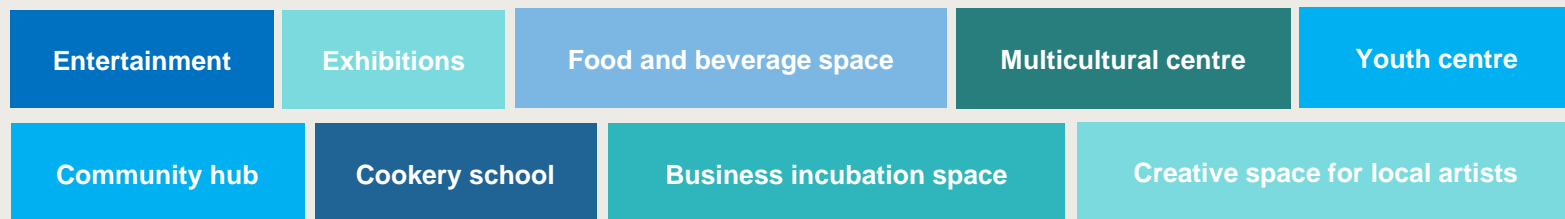
- The deal includes tariff and quota free trade in goods that meet the rule of origin.
- The deal has ended the free movement of people between the UK and the EU.

# 4. Stakeholder engagement

A range of individuals representing local businesses, organisations and community groups were consulted as part of the stakeholder engagement element of this study. The conditions pre and post COVID-19 were discussed and the expected challenges and opportunities that the current situation presents both in the short- and the long-term were shared. Detailed below are the main themes that arose during the discussions.

## City centre land use

Declining footfall and an increase in vacant units in the centre is a concern amongst stakeholders. Improving the city centre image along with repurposing the vacant units is important for the city centre to thrive again. Flexible and affordable indoor space was noted to be of need in the city centre. Alternative uses were suggested for the vacant units, as shown below.



There is a need for further support for the change in use of city centre vacant units, with the City Council highlighted as a body who should support such action. A change in use is encouraged to increase footfall in the centre and improve city centre vibrancy and vitality. However, it has been noted that due to the historical nature of the city and it being home to many listed buildings the cost of conversion for some units will be high. Affordable units should be available to retailers that do stay in the centre, or those wishing to move into the centre, to ensure they are able to compete with online competitors and continue to draw people into the centre.

## Visitor economy

Carlisle's historical offer was highlighted by many stakeholders as being the city's biggest strength. An increased marketing drive for Carlisle attraction and the city's visitor offer would be valued, especially to capture an expected increase in the number of domestic tourists in summer 2021. City centre events were popular with stakeholders who would like to see more events in the future. Insufficient advertisement, low quantity and quality of hotels, and poor night time economy in Carlisle were highlighted to be constraining further growth in the sector.

*“It would be great to see more events held in Carlisle city centre, this would allow us to celebrate our culture and increase visitor numbers”*

*“The historical and cultural offer is a key strength and attraction for the city.”*

#### 4. Stakeholder engagement

##### Physical infrastructure

Transport infrastructure is an asset for Carlisle. Further pedestrianisation, meeting space at or near the station, improved public realm and increased walking and cycling infrastructure would be welcomed by stakeholders. Improvement in digital infrastructure must be made to ensure homeworkers are productive as well as enabling Carlisle to be promoted as an ideal long-distance commuter base.

Improvement in the public realm would be welcomed especially in the area surrounding the bus station where it is felt the area does not provide a good first view of the city. In addition, the poor condition of the subway at the northern boundary of the city centre does not provide a welcoming entrance to those using this route to enter the Castle. Improved cleanliness was highlighted as the main intervention required to improve both these areas. In addition, the reduction in road traffic and increase in walking and cycling prompted from the pandemic was a pleasing change for resident stakeholders. Infrastructure to encourage the continue of this trend would be welcomed.

*“The access to and speed of broadband is an issue for business and residents in Carlisle”*

##### Community

Carlisle has an ageing population, this is compounded by a lack of employment opportunities and leisure activities that push younger people, both residents and university students, away from Carlisle. Population growth is a key agenda for the City Council and a greater amount of younger people are needed to help sustain and support the city. This was identified by stakeholders who think more needs to be done to attract a younger, working age population to secure future economic growth in the area.

A wider range of entertainment, housing and community facilities for all residents, and particularly the younger population, is called for in Carlisle. This, along with suitable employment opportunities, will help retain and attract a younger population. Digital skills were also noted to be in demand.

Stakeholders cited that community space, particular for young people and those from BAME groups, is needed in the city to both connect individuals and increase their engagement with the city centre. I

*“The University’s plans to bring the Citadels back into use presents a huge opportunity for the city.”*

##### Business environment

A Business Improvement District, whilst helping to implement project in the city of particular benefit to business, would help foster a network to coordinate regeneration of the high street by the private sector - this to tie into the Council’s vision for the high street. For the benefits of future public sector investment in Carlisle (e.g. Future High Street) to be fully experienced in Carlisle, local businesses should be involved. Modern office space in Carlisle is plentiful but not fit for purpose, support to repurpose would be welcomed.

A coordinated response from businesses towards redevelopment and investment in the city centre was noted as a key factor to ensure the city’s future success. A shared vision and ambition is required for all units on a street/area so that no one property is inhibiting the success of the rest. This was cited to be a difficult task that would require Council input. A BID network may help in this endeavour.

*“If local organisations are contracted and local people upskilled this provides a double benefit from investment for Carlisle.”*

Figure 4.1: Strengths, weaknesses, opportunities and threats – Stakeholder consultations





## 5. Review of existing policy and strategy in response to COVID-19

The relevant policy documents and plans have been analysed through the lens of the National High Street Task Force 4Rs regeneration framework (repositioning, reinventing, rebranding and restructuring). The 4Rs provide a useful framework for reviewing policy documents, with a view to understanding how they can be adapted or accelerated in order to provide the most robust policies and strategies for the area, but also to access any government funding available coming forward. The table below considers each of these documents against the 4Rs regeneration framework and recommends the elements that decision makers in Carlisle should consider keeping, rethinking or accelerating.

<p>Carlisle Local Plan (2015 – 2030) <i>Planning policy</i></p>	<p><b>Key things to keep:</b> Carlisle needs to focus on the policy areas which seek new residential uses to create a mix of activity in the city centre. Carlisle needs to continue to focus on its heritage, culture and leisure offer and the permeability and access of the city centre.</p> <p><b>Key things to rethink:</b> The expansion of retail – this should be updated to diversifying the city centre.</p> <p><b>Key things to accelerate:</b> The strategic connectivity policy is likely to come to the fore if, as a result of the pandemic, daily commuting is less prominent and people seek long-distance, strategic connections. This is also an opportunity to re-visit transport infrastructure provision in the city centre – for example, there was a huge increase in cycling during the pandemic.</p>
<p>Carlisle Local Plan (2015 – 2030) <i>Policy relevant to recent trends</i></p>	<p><b>Key things to keep:</b> The Local Plan seeks to build on its heritage, culture, green and blue infrastructure to create healthy communities and this message is likely to continue to be important post pandemic.</p> <p><b>Key things to accelerate:</b> The identified policies (SP7, SP8, SP9 and EC9) could all be accelerated and form part of future plans for city centre recovery, as they all link to trends both accelerated and emerging from the pandemic.</p>
<p>Cumbria Strategic Economic Plan (2014 – 2024)</p>	<p><b>Key things to rethink:</b> While strategic road connectivity (through the M6) remains important, a focus on strategic connectivity for rail may become more important to those moving away from urban centres still require access to major urban centres, albeit less frequently.</p> <p><b>Key things to accelerate:</b> The “vibrant rural and visitor economy” priority should be accelerated in light of the rise of the rise of the staycation market.</p>
<p>Carlisle Economic Strategy (2021-26)</p>	<p><b>Key things to keep:</b> The Strategy was produced during the pandemic and this is reflected in the document. The Action Plan in this document should be accelerated and the projects should be developed to make them “shovel ready”.</p> <p><b>Key things to accelerate:</b> The plans to raise the profile and bolster the image of Carlisle should be accelerated given the rise of staycations and flexible working has put a focus on areas such as Carlisle.</p>

## 5. Review of existing policy and strategy in response to COVID-19

Carlisle Town Investment Plan (2020)	<p><b>Key things to accelerate:</b> By its nature, and the timing of the TIP, it is aimed at accelerating the growth of Carlisle. Given that the Plan was developed during the pandemic, it is sensitive to the trends and the impact resulting from the pandemic. The projects (including ) Citadels Business Infrastructure; Carlisle Market Hall; and Project Tullie) are well placed to help Carlisle rebound form the pandemic.</p>
Carlisle Station Strategic Outline Business Case (2020)	<p><b>Key things to accelerate:</b> The improvement to the station gateway will provide a focal point to the strategic connectivity available in central Carlisle. The attractiveness and quality of the station, in a prominent position in the city centre with good access to amenities, is likely to help attract those seeking to move away from urban areas but still require connectivity to major urban centres.</p>
Cumbrian Local Industrial Strategy (LIS) (March 2019)	<p><b>Key things to accelerate:</b> Many of the aims of this document, despite having been published before the pandemic, is cognisant of the trends the pandemic is likely to have set in motion. Improved housing offer based around strategic connectivity is something to accelerate, along with the improved digital connectivity.</p>
Carlisle City Centre Investment Prospectus (2019)	<p><b>Key things to rethink:</b> The plan could be refreshed so that the wording of the projects reflects what is expected to arise out of the pandemic.</p> <p><b>Key things to keep:</b> Several of these projects formed the basis for Carlisle’s Future High Streets Fund application.</p> <p><b>Key things to accelerate:</b> The flexible modern office space and the visitor and leisure economy-focussed interventions are likely to form key pillars of post-pandemic recovery.</p>
St Cuthbert’s Garden Village Masterplan (2020)	<p><b>Key things to keep:</b> This development will provide a mix of housing, development and active travel provision that is likely to be suited to the needs of post-pandemic Cumbria and Carlisle. The active travel provision is a key element to continue to incorporate in the plans. The Plan could underpin the reinvention of Carlisle city centre as a place to work if St Cuthbert’s has sufficiently strong transport links to the city centre (including active travel modes). This number of additional homes within easy reach of the city centre would be a significant boost.</p>
Carlisle Future High Street Fund (2020)	<p><b>Key things to keep:</b> The fund was submitted during the pandemic and consideration had been taken for the future effects of the pandemic on Carlisle. In combination, the projects are well positioned to help areas of Carlisle reinvent itself post pandemic. The fund will enable the provision physical infrastructure to kick start development in the centre</p>
Borderlands Growth Deal (2021)	<p><b>Key things to keep:</b> The Deal was developed and submitted during the pandemic and it has highlighted opportunities in local tourism, remote working, and green growth. The projects developed are well aligned to the impacts and trends Carlisle is facing due to the pandemic and thus should remain in place.</p>

## Summary

Many of the documents include policy that **remains appropriate** for today's economic situation. This is particularly true for the more recent documents that were produced during the pandemic e.g. **CES** (2021-26), **Future High Street Fund** (2020), **Borderlands Growth Deal** (2021), and **St Cuthbert's Garden Village Masterplan** (2020). Policies in older documents are also still relevant; the Local Plan noted the need to diversify the city centre, offering both residential and leisure uses, and leveraging its infrastructure to create healthy communities.

There are, however, some policies that should be **rethought** in light of the trends accelerated by COVID-19. The **expansion of retail space** cited in the Local Plan should be adapted to **instead increase the diversity** of the city centre offer. In addition, Cumbria's SEP highlights the importance of strategic **road connectivity**, however, a **focus** on strategic connectivity for **rail** may become **more important** to those moving away from urban centres that still require access to major urban centres, albeit less frequently.

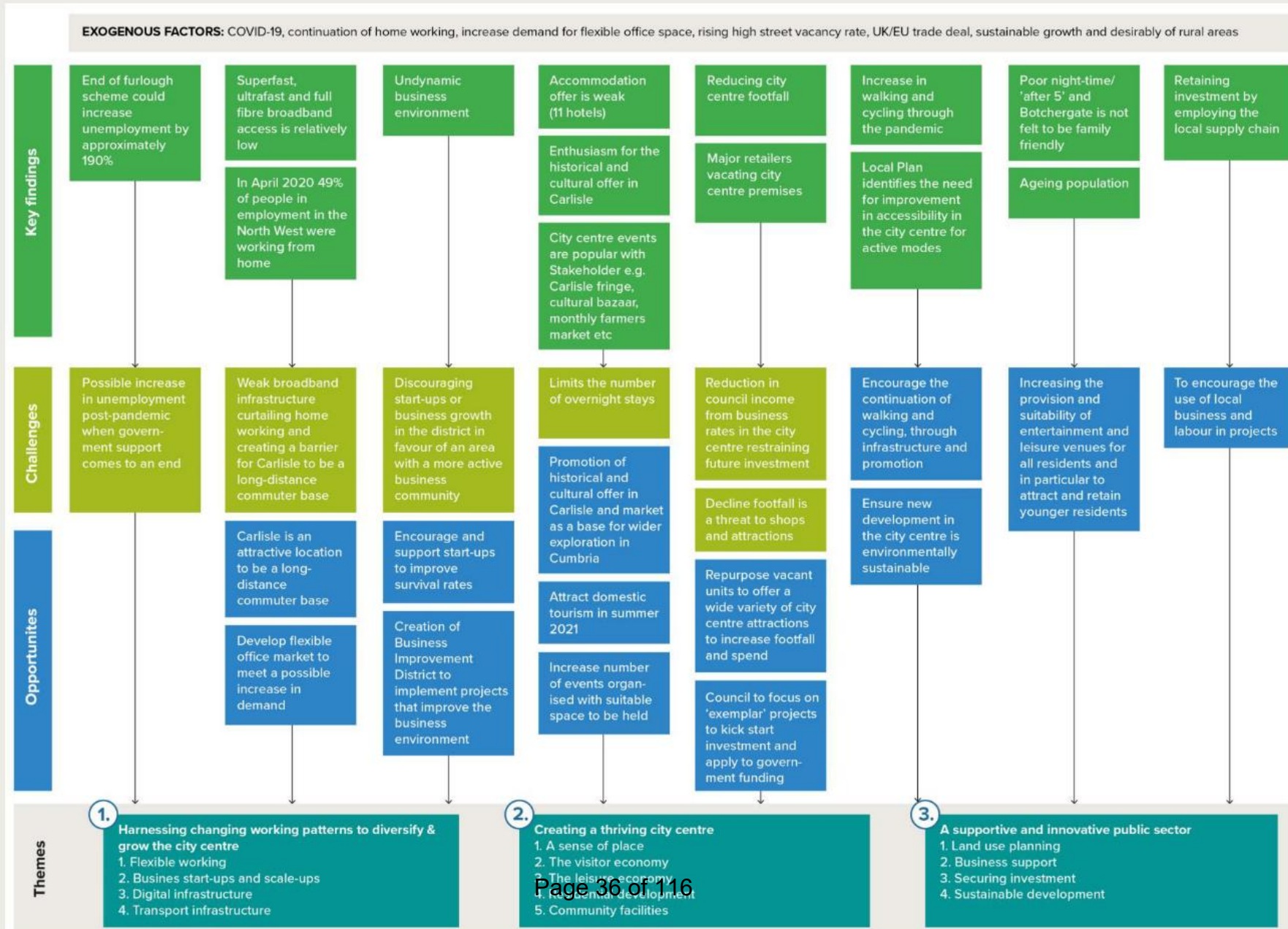
**Acceleration** of some policies will be key to addressing changing behaviours due to the pandemic and ensuring a strong recovery. Long-distance, strategic connections, for example through improved **rail provision**, and **active travel** provision in the city centre should be accelerated through Policy SP5 (Strategic Connectivity) within the Carlisle Local Plan and Carlisle Station SOBC. Increased provision of **flexible modern office space** and **digital connectivity**, cited in the City Centre Investment Prospectus (2019) and Cumbrian Local Industrial Strategy respectively, both address the changing working patterns emerging from the pandemic and thus should be prioritised.

In addition, **acceleration** of some of the Local Plan policies will ensure Carlisle is attractive to visitors and potential residents as they encompass developments in the **cultural, wellbeing, health, tourism and leisure offer**. The Cumbria Strategic Economic Plan (2014-24) and Carlisle Economic Strategy both include the ambition for a **vibrant rural and visitor economy**, this should be accelerated in light of the rise of domestic tourism during the pandemic.

The projects set out in the Draft Town Investment Plan are well placed to help Carlisle rebound from the pandemic, and the city's Future High Streets Fund application includes many of the projects set out in the City Centre Investment Prospectus. With additional funding schemes, such as the Levelling Up fund, being prepared stimulate economic recovery, it is ever more important for Carlisle City Council to have "shovel ready" projects to ensure these funding schemes can be capitalised on.

# 6. Investment framework

The evidence base summarised on the previous slides has informed the themes and suggested actions within the Investment Framework. The themes encompass appropriate and reasoned actions that will ensure the city can continue to thrive and is provided with the best chance possible of a strong recovery from the COVID-19 pandemic.



Information from the baseline study, trends analysis, stakeholder engagement process and policy review has been considered collectively. The main findings have been identified and the opportunities and challenges they present for Carlisle city centre considered. The figure below sets out the themes and sub-themes.

### Theme 1

Harnessing changing working patterns to diversify and grow the city centre

#### 1. Flexible working

- supporting flexible working arrangements

#### 2. Business start-ups and scale-ups

- strengthening Carlisle's enterprise culture

#### 3. Digital infrastructure

- providing world-class digital infrastructure

#### 4. Transport infrastructure

- improving network performance and journeys by non-car modes

### Theme 2

Creating a thriving centre for residents and visitors

#### 1. Flexible working

- supporting flexible working arrangements

#### 2. Business start-ups and scale-ups

- strengthening Carlisle's enterprise culture

#### 3. Digital infrastructure

- providing world-class digital infrastructure

#### 4. Transport infrastructure

- improving network performance and journeys by non-car modes

### Theme 3

Ensuring a supportive and innovative public sector

#### 1. Land use planning

- diversifying land and property use in the city centre

#### 2. Business support

- supporting business resilience, growth, and innovation

#### 3. Securing investment

- supporting investment applications for both public and private sector

#### 4. Sustainable development

- ensuring post-pandemic recovery is environmentally conscious

# **Theme 1: Harnessing changing working patterns to diversify & grow the city centre**

# 1.1 Flexible working - supporting flexible working arrangements

A shift to flexible working patterns, accelerated by the pandemic, is likely to prove attractive to knowledge workers in Carlisle who make up a large proportion of city centre workers. Improved digital infrastructure and suitable coworking and flexible office space are key aspects for Carlisle to embrace the new way of working.

## Overview and key opportunities

- In the UK, 47% of people in employment completed some work from home in April 2020. Those in higher skilled sectors were more likely to work from home. Many surveys taken since have found that home-working is a trend set to continue. Spending more time with family, completing other housework responsibilities, and improved mental health are all factors contributing to increasing desire for home working.
- 39% of Carlisle's city centre employment is in public or professional services, these sectors have the greatest capacity to work from home.
- The market for flexible office space has been growing over recent year. COVID-19 has led to people reassessing their working situation with more people considering the use of flexible office space. Savills reported that the number of requests for flexible office space was 44% higher in August 2020 compared to August 2019.
- The Guild currently provides the only flexible office and coworking space in Carlisle city centre and its desk occupation is often near capacity.
- Access to Superfast, Ultrafast and Full Fibre broadband speed is relatively low in Carlisle.
- Carlisle offers an ideal location of a long-distance commuter base with access to a commercial hub and abundant natural assets. Carlisle should market itself as an urban-rural alternative to major urban centres such as Liverpool and Manchester.
- There is an opportunity to capitalise on Carlisle's location, between major cities in Scotland and England, and offer convenient meeting space for businesses and individuals, particularly near the station.
- Provision of flexible workspace along with access to good internet speeds would be a suitable *repositioning* of strategy for Carlisle to respond to the impacts of COVID-19.

## Suggested actions

1. Learn from examples of success in places with similar characteristics (see case study).
2. Explore opportunities for complementary / incubator office space in the city centre, particularly though repurposing currently vacant units.
3. Encourage local employers (including the public sector) to take advantage of flexible working opportunities where possible that improve employee wellbeing, increase labour force participation, and deliver greater resilience.
4. Support / facilitate investment in improved digital connectivity to facilitate flexible / home working (see digital infrastructure sub-theme).

## Case study: Devon Work Hubs – a network of Council supported workspaces

Devon County Council have co-invested in sixteen work hubs or co-working space after research demonstrated demand for these facilities. An estimated 85,000 workers in Devon are home-based, so these hubs provide the flexibility of shared office space, business support and collaborative energy (like Cumbria, Devon is a largely rural county).

In 2019, a newly founded work hub offered a 'Try Before You Buy' scheme offering free workspace every Monday in September (pictured).



Source: <https://www.devonworkhubs.co.uk/> and [https://www.adeptnet.org.uk/system/files/documents/Devon%20Work%20Hubs%20Network\\_0.pdf](https://www.adeptnet.org.uk/system/files/documents/Devon%20Work%20Hubs%20Network_0.pdf)

## Related projects in development by Carlisle City Council

**Concept stage:** Enterprise Centre redevelopment – refurbishment of the existing centre to offer high-quality and flexible business space within the city centre.



## 1.2 Business start-ups and scale-ups – strengthening Carlisle's enterprise culture

The sectors that are most exposed to COVID-19 impacts (e.g. retail), are highly represented in Carlisle and the pre-COVID-19 business environment in Carlisle was relatively undynamic. Supporting start-ups and providing a suitable space for their growth will present Carlisle city centre as an attractive location for business development.

### Overview and key opportunities

- In Carlisle, 26% of enterprises have a turnover below £50,000 compared to Cumbria at 19% and England at 15%. Carlisle has fewer births, deaths and active businesses as a percentage of the working age population in comparison to Cumbria. However, lifting of restrictions in 2021 may correspond to another surge in start-ups if it follows the trend of previous lockdown easing.
- Carlisle city centre, given its dominance in retail, was negatively affected. Grant and loan uptake was relatively high in Carlisle compared to the rest of England, however, further support may be required due to the uncertainty of future of the pandemic.
- 27% of city centre employment in Carlisle is in wholesale and retail trade, this is a sector particularly affected by the pandemic, due to enforced closures and social distancing.
- Carlisle has demand from residents for the provision of business incubator space.
- There is an opportunity for suitable space to encourage young people, such as students from the University, who want to start their own business to remain in Carlisle. This could be a step towards reinventing and rebranding Carlisle as an attractive location for businesses to expand and locate.

## Suggested actions

1. Address immediate challenges presented for SMEs from Covid-19 pandemic, supporting them in pivoting their business model to become more resilient in light of COVID-19 and promote Carlisle Ambassadors and the Small Business Forum.
2. Learn from examples of success in places with similar characteristics e.g. Bradford University's Start-up programme to support graduates to develop successful start-ups.
3. Learn from examples of success in increasing business formation and growth in other rural areas.
4. Identify opportunities for business in Carlisle from the 'trends': developing their online presence; encouraging use of flexible work space; repurposing city centre units etc.
5. Provide support to young and new entrepreneurs through providing physical space, financial benefits/support, supporting infrastructure and advice. For example, through using empty property or vacant units in the Market Hall.

## Related projects in development by Carlisle City Council

**Confirmed:** Repurposing of 6-24 Castle street may include space for start-up businesses.

**Pipeline:** Improvements to the Market Hall funded through the Town Deal will improve functionality of the Market Hall which will increase its appeal to businesses. City centre business interaction and accommodation space is included within the Town Deal's 'Citadels Business Infrastructure' project.

**Early stage:** Redeveloping the Northern Cultural Quarter in the city centre may provide additional space for new businesses.



## Case study: Start-up and Innovator Entrepreneur programmes at Bradford University

The programme provides a route by which home and international students can remain in Bradford and establish or further develop a successful start-up. The programme runs for two years and provides support, use of space and meeting rooms in the entrepreneurship centre, training and mentoring, networking events and access to fundraising opportunities.

Entrepreneurship and the creation of start-up businesses in Bradford is supported by the programme and it encourages graduate to stay in the city to pursue their goals.

Source: <https://www.bradford.ac.uk/careers/bradford-entrepreneur/bradford-entrepreneur-graduate/>

## 1.3 Digital infrastructure - providing world-class digital infrastructure

Availability of and demand for data intensive services such as video calls is increasing, lack of access to high speed internet in Carlisle curtails this activity. For the city to facilitate developments in business and working patterns that require this service the infrastructure must improve.

### Overview and key opportunities

- Carlisle has relatively weak broadband coverage with 3.9% of premises unable to access a download speed equivalent to the Universal Service Obligation (USO) speed, compared to 2.0% nationally. Carlisle also struggles to support ultrafast broadband (300Mbit/s or higher) with only 46.7% of premises capable of this download speed, compared to 52.0% nationally.
- Surveys by YouGov, University of Birmingham, and the British Council for Office all found that nearly half of people wish to continue working from home, for at least some of the time, post-pandemic. A recent study found that 15.9% of jobs in Carlisle are expected to continue being done from home.
- Stakeholders cited that broadband speed should be improved to ensure efficient communication can be maintained when working from home. With home-working set to continue, weak broadband infrastructure presents a long-term issue for Carlisle if not addressed.
- Carlisle's Economic Strategy (2021-26) identifies that there is a lack of "good digital infrastructure" that is required for the area to be attractive to investors.
- There is an opportunity for Carlisle to capitalise on its suitable location for home working (close to a commercial hub and natural assets) by repositioning its policy to focus on delivering access to high speed internet.

## Suggested actions

1. Undertake audit of Carlisle City Council assets as part of assessing options for leveraging asset base to reducing telecoms supplier costs and increasing ease of deployment.
2. Work with Cumbria LEP and Cumbria County Council to secure grant funding (e.g. 'Outside-In' element of National Infrastructure Strategy (timeline to be determined in 2021)).

## Case study: Local authorities leveraging asset base to support digital infrastructure provision

Colchester Borough Council identified a need to improve broadband speeds and digital infrastructure in the centre - a Centre for Cities survey in January 2015, ranked Colchester 57th of the 65 largest towns and cities benchmarked for town centre broadband speeds.

Colchester Borough Council decided to commercialise their town centre CCTV infrastructure to accelerate delivery of broadband services. An initial investment of £340,000 was funded by South East LEP and developer contributions to install 5km of ducting and 126 cameras. This allowed for a repurposing of the CCTV infrastructure and avoided a sunk cost in the region of £1m for a completely new broadband network.

Through a competitive tender, a broadband provider won the contract to provide full fibre services to businesses and residents of Colchester. The council does not provide the broadband services but receives rental income from the service provider and a revenue share on the income they receive from customers.



Key measures of success are:

- 850 SMEs and 1,100 residents can access gigabit broadband.
- Businesses in the town centre now experience speeds higher than 99% of the UK.
- Project cost was <10% of installing full-fibre from scratch.

Source: <https://www.local.gov.uk/topics/economic-growth/capitalising-council-assets-how-colchester-competing-ultrafast-broadband>

# 1.4 Transport infrastructure - improving network performance and journeys by non-car modes

Carlisle has great national road and rail connections, but local and regional non-car modes, particularly active travel, could be improved.

## Overview and key opportunities

- Over 500,000 people live within one hour of the city and the city's retail catchment, with few alternatives, totals over 180,000 people. Carlisle has a net commuter inflow (i.e. more people travel into Carlisle to work, than travel out of Carlisle to work) of 7,522 individuals.
- Stakeholders highlighted transport infrastructure being a key strength for the city. The development of Carlisle Station will further improve the transport infrastructure by increasing journey quality.
- The Government has announced that as part of 'The Ten Point Plan for a Green Industrial Revolution' over 1,000 miles of safe and direct cycling and walking networks will be delivered by 2025 with network plans developed and being built out in every town and city in England.
- Carlisle Local Plan (2015-30) identifies the need for improvement in accessibility and permeability for the city centre for active modes and public transport.
- The reduction in road traffic and increase in walking and cycling prompted from the pandemic was a pleasing change for resident stakeholders, there is a desire for this to continue. There is an opportunity for policy to reposition to respond to this demand.

## Suggested actions

1. Work with Cumbria County Council on the development of its Local Cycling and Walking Infrastructure Plan to bring forward active travel investments (e.g. improve pathways around popular residential and employment areas and improvements to cycle infrastructure and cycle lanes).
2. Identify the need for supporting infrastructure to facilitate increased walking and cycling e.g. cycling storage and bike racks in key locations
3. Rebrand Carlisle to highlight its position in the Borderlands and its accessibility from the Isle of Man and Northern Ireland, due to the presence of the airport. Carlisle Lake District Airport has recently been purchased by Etyl Ltd, a company based on the Isle of Man. The opportunity to develop a stronger trading relationship with the Isle of Man should be taken.

## Related projects in development by Carlisle City Council

**Confirmed:** The Borderland Inclusive Growth Deal is contributing to the development of Carlisle Station Gateway. Reconfiguring Devonshire Street (part of the Council's Future High Streets Fund submission) has a focus on pedestrian and cycling facilities.

**Pipeline:** Green and active travel routes are included with the both the Start with the Park and Southern Gateway projects in the Town Investment Plan. The Transport and Movement Plan includes many schemes to improve connectivity within Carlisle, the Local cycling and Walking Infrastructure Plan details the active travel schemes

**Concept stage:** Concept project to reconfigure Lowther Street to make the area safer and more accessible to pedestrians and cyclists.

## Case study: Over 20,000 people walking and cycling in Stockton



Stockton Active Travel Hub offers bicycle parking and guided rides and walks in Stockton-on-Tees. The active travel project began in 2009 in partnership with Stockton Borough Council to tackle traffic congestion, health challenges and unemployment.

One initiative at the centre led to collaboration with 200 GPs, where patients would be referred to the hub to improve physical activity levels. Since 2010, the Active Travel Project has inspired over 20,000 people to get more active through everyday walking and cycling. Over 400 bike rides and 500 community walks each year have attracted people outside, improving their health, fitness and wellbeing levels.

## **Theme 2: Creating a thriving city centre for residents and visitors**

## 2.1 A sense of place - repurposing and revitalising the city centre

The city centre has been hugely impacted by COVID-19. Visitor numbers have fallen due retail outlets and heritage assets being closed and no events taking place. Creating a sense of place will help draw people back into the city centre improving vitality and viability.

### Overview and key opportunities:

- The city centre had a vacancy rate of 12% in 2019, which has been relatively stable since 2012. However, once restrictions allow a full survey should be undertaken.
- Analysis by KMPG has estimated that high streets could lose between 20-40% of their retail offering as a result of the accelerated shift to online commerce due to COVID-19. In Carlisle this is expected to cause 1,826 jobs to be lost, equating to 32% of retail jobs and 3.8% of total employment.
- There is a need for further support for the change in use of city centre vacant units, with the City Council highlighted as a body who should support such action. However, it has been noted that due to the historical nature of the city and it being home to many listed buildings the cost of conversion for some units will be high.
- There is a concern amongst stakeholders with a physical presence in the city centre that the reduction in retail units will permanently reduce footfall. Moving away from a reliance on retail in the city centre is a aspiration shared by many stakeholders, they have witnessed the increasing vacancy of retail units (even before COVID-19).
- Prior to COVID-19, Carlisle's limited leisure and evening economy (especially during the week) had led to a perception of a lack of vibrancy. Reinvention and rebranding are required to increase visitors number and improve perception of the city centre.



### Suggested actions

1. Leverage council-owned property in towns to 'kick start' development.
2. Undertake an audit of derelict and empty properties in the city centre and liaise with property owners to identify plans and appetite for redevelopment; establish potential exemplar development projects aimed at repurposing the city centre.
3. Identify potential leisure and cultural activities and investments (including for the night-time economy).

### Related projects in development by Carlisle City Council

**Confirmed:** Public realm improvements to Market Square and Devonshire Street.

**Pipeline:** Public realm improvements English Street, The Crescent and Botchergate through the Southern Gateway project.

**Concept stage:** Potential to re-locate/develop a cinema on the northern side of the city centre. Botchergate Heritage Townscape Project enacting public realm improvements in the area.

### Case study: Grant funding for Telford's entrepreneurial residents

In 2018 Telford and Wrekin Council set up an Empty Unit Incentive Grant to encourage entrepreneurs to set up business in units currently empty in Wellington, Oakengates and Dawley.

Grant funding of between £2,000 and £10,000 was available to be used for the refurbishment and fit out of premises, with the highest grants being awarded to business ideas that will have the greatest impact on the high street and contribute to local employment.

Source: <http://newsroom.telford.gov.uk/News/Details/14116?fbclid=IwAR2yRiyrVESAFNJ2GEUZq4GYVRoby-7xpSfVFQhnXMEzOkEH6M8qCWKI19s>

## 2.2 The visitor economy – expanding and marketing Carlisle's visitor offer

Carlisle's visitor offer is a key strength for the city. Carlisle should capitalise on the growing trend of the staycation market, positioning itself as an attractive location for weekend breaks and as part of longer journeys in the North West of England.

### Overview and key opportunities

- Carlisle has strong historic assets in the city centre, such as Carlisle Castle, Cathedral and Tullie House Museum and Art Gallery.
- Even before COVID-19, Carlisle saw a decrease in the total number of overnight stays with a 5% reduction in the number of tourists staying overnight in 2018 compared to the previous year and total spend dropping from £48m to £32m between 2011-15. Comparator cities significantly outperform Carlisle, with Lincoln, for example, seeing an £8m increase during the same period.
- It is estimated that the tourism industry's economic impact fell by £404m (72%) from 2019, to £156m in 2020.
- It is likely that the tourism industry will rebound after lockdown measures are lifted in 2021 with an expected strong demand for domestic tourism.
- With only 11 hotels in Carlisle, the accommodation offer is relatively weak.
- Event such as the Cultural Bazaar and monthly Farmers' markets are very popular in Carlisle. There is demand for these events to be continued or restarted post-pandemic. Those stakeholders who are involved in running events cited the need for appropriate infrastructure for these to function at the best of their ability e.g. water and drainage for outdoor stalls or suitable indoor space during the colder months.
- Carlisle is currently not a popular option for UK holidays (at least in terms of searches for holidays), even with an increasing interest in the nearby Lake District and Hadrian's Wall. There is an opportunity for Carlisle to rebrand itself to take advantage of this trend in staycations.

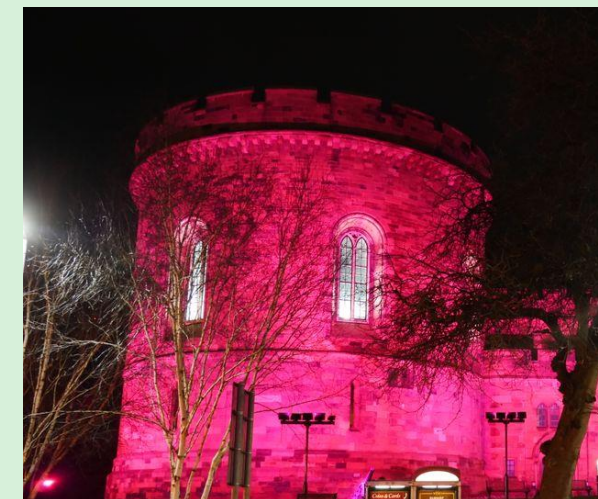
## Suggested actions

1. Develop an Events & Festivals programme to re-invigorate the visitor economy attracting new and encouraging previous visitors as well as the resident community. These events need to be well-publicised at a local, regional and national level.
2. Market Carlisle as a base from which to explore Hadrian's Wall and the Lake District.
3. Encourage local accommodation and service providers to sign up to 'Deals' websites (e.g. Travelzoo, Secret Escapes etc.) and explore options such as joint ticketing for attractions.
4. Provide supporting infrastructure to host events (e.g. physical infrastructure such as electricity and water in key locations) as well as making the process of applying for permits/hosting events easy and transparent
5. Engaging with city centre business and heritage residents to support them in hosting events.
6. Work with accommodation/ service providers in the city centre to encourage greater dwell time during events.

## Related projects in development by Carlisle City Council

**Confirmed:** New development on the former Central Plaza site

**Pipeline:** Improved entrance to Tullie House and upgrades to the Market Hall. Lighting Up Carlisle is a Town Deal project for improving infrastructure to provide lighting for events and key attractions.



## Case study: Oxford City Council supporting the visitor economy after COVID-19

Tourism generated around £988m for the Oxford's economy in 2019 and around 14% of all jobs in the city were related to tourism. The pandemic has had a devastating impact on the sector with footfall in the city centre was down 62.3% in July 2020.

The new investments to stimulate the economy include:

- £50,000 to Experience Oxfordshire to help support the tourism sector in Oxford over the next two years.
- A partnership to deliver a much-needed new hotel in the former Boswells building. Pre-pandemic, only 15.5% of visits to the city are overnight stays - however, overnight stays generated around 60% of total visitor spend. The City Council has partnered with a private company to convert the former Boswell's department store into a four-star boutique hotel.
- £20,000 to find a long-term solution to tourist coach parking.

Source: [https://www.oxford.gov.uk/news/article/1719/oxford\\_city\\_council\\_investing\\_now\\_to\\_help\\_visitor\\_economy\\_rebound\\_after\\_pandemic-and](https://www.oxford.gov.uk/news/article/1719/oxford_city_council_investing_now_to_help_visitor_economy_rebound_after_pandemic-and)  
<https://www.bbc.co.uk/news/uk-england-oxfordshire-50574858>

## 2.3 The leisure economy – bringing vibrancy to the city centre, in particular the evening economy

Carlisle's reliance on the retail sector (both for visitors and as a source of employment) will be severely impacted by changing trends in this sector. The city centre needs to bolster its leisure offer in order to be more resilient and attract larger number of visitors.

### Overview and key opportunities

- The night-time economy in Carlisle city centre is relatively poor. It is felt that the Botchergate area is not family friendly and more could be done to extend the 'after five' offer in Carlisle into the centre of the city with a wider variety of entertainment and leisure facilities for all age ranges.
- Food stalls were highlighted as potentially offering a wide range of benefits, being a leisure service to residents and visitors, creating an entrepreneurial culture as well as celebrating different food cultures from across Carlisle and Cumbria's residents.
- Suggested ideas for vacant units include exhibition space, a community hub, a cooking school, a community cinema and a food hall. With many large vacant units in the centre this may be an opportunity for a multi-use space operating as both a cinema and community hub for example.
- Carlisle Town Investment Plan is considerate of the need for better leisure facilities for older people as well as young adults and families is encouraging as this will be central to a post-pandemic home working offer.
- Carlisle city centre has the opportunity to rebrand its leisure economy to be attractive to a wider demographic.

## Suggested actions

1. Explore the opportunity for an independent/community-run cinema in a vacant building (viewings can be tailored to attract different demographics at different times of day).
2. Potential for an indoor food market where vendors can hire 'pop up' stands at low cost (also encouraging an entrepreneurial culture).

## Case study: Robert Burns Centre Film Theatre caters for all



The Robert Burns Centre Film Theatre (RBCFT) is a 69-seat cinema in a converted 18th century mill on the outskirts of the city centre on the banks of the River Nith in Dumfries. It is operated by the local District Council and serves a wide rural population.

The Centre shows a variety of films and hosts live events. They have regular screening for children and families as well as autism friendly screenings and dementia friendly films.

The centre also hires out the space for cultural events, lectures and workshops. The cinema caters for all residents and offers a tickets subsidy to those in receipt of benefits.

Source: <http://www.rbcft.co.uk/> and <https://www.dgculture.co.uk/venue/robert-burns-centre/>

## Related projects in development by Carlisle City Council

**Pipeline:** Improved entrance to Tullie House, improvement to facilities in the Market Hall, exploring options to create a food court and events space.

## 2.4 Residential development – attracting and retaining a greater city centre population

Carlisle's small city centre resident population contributes to a perceived lack of vibrancy. Enticing more people into the centre, especially young people, by offering suitable housing and supporting infrastructure would improve city centre vitality.

### Overview and key opportunities

- Only 4,220 people live in the city centre, this is a decline of 7.2% since 2011.
- The working age resident population in the city centre has fallen by 11%, whilst the over-65s population has increased by 21% over the same period.
- A greater amount of younger people are needed to help sustain and support the city. This was identified by stakeholders who think more needs to be done to attract a younger, working age population to secure future economic growth in the area.
- Unlike many other town and city centres across the UK, Carlisle city centre has a limited number of residential units. The residential units that do exist in the city centre are principally located along the fringes of the centre, with clusters located along the railway line near the Historic Quarter and to the north in the vicinity of Corporation Road.
- Carlisle's Local Plan (2015-2030) includes policy to increase city centre living through the utilisation of the space above shops or in the introduction of new units.
- Together with an improved leisure offer, the provision of suitable residential units in the city centre will help Carlisle rebrand itself as an ideal place to live, with the convenience of a commercial hub and an abundance of cultural and natural assets nearby.

## Suggested actions

1. Repurposing vacant units for residential use.
2. Ensuring supporting infrastructure and amenities (e.g. GP surgeries) are in place to encourage new residents.
3. Diversify the city centre living offer for young professionals (see theme 2.3: The leisure economy)

## Case study: Listed Chester building gets permission for residential conversion



A grade-two listed building will be converted into 12 apartments. The building is in the heart of Chester city centre and has stood vacant for over 10 years, originally built as townhouses but later used as legal offices. The apartments will be high-end and will be respectful of the heritage of the building.

Chester, like Carlisle, is a small historic town. The property sits within the historic city wall and is close to the Roman Amphitheatre.

Source: <https://www.placenorthwest.co.uk/news/listed-chester-building-gets-residential-conversion/> and <https://www.pwaplanning.co.uk/news/go-ahead-chester-office-resi-conversion/>

## Related projects in development by Carlisle City Council

**Confirmed:** Caldew Riverside remediation underway to deliver a potential site for urban living.

**Pipeline and concept stage:** Development to 6-24 Castle Street and redeveloping the Northern Quarter will likely include residential development.

## 2.5 Community facilities – strengthening an inclusive community feeling in Carlisle

Community spaces do not have much prominence in the city centre. Increasing provision for all demographics (young people, young families, older people.) will help develop a culture of wellbeing across social, mental and physical health; in addition, it will both connect individuals and increase their engagement with the city centre.

### Overview and key opportunities

- Stakeholders cited that community space, particular for young people and those from BAME groups, is needed in the city to both connect individuals and increase their engagement with the city centre.
- A space suitable for group activities, exhibitions and teaching could help share the many cultures resident in Carlisle.
- Stakeholders suggested that development of a community hub would provide an opportunity to repurpose vacant buildings and could include space for exhibitions, multicultural centre, community hub, cookery school and youth centre.
- Carlisle Town Investment Plan identifies that Carlisle has a declining working age population and repositioning for growth that is sensitive to this demographic trend is key for future prosperity.



## Suggested actions

1. Explore the opportunity for an independent/community-run cinema (see leisure economy sub-theme).
2. Investigate the opportunity for a community cooking school, youth centre; space for creative industries and Community Hub.

## Case study: Former Debenhams set to become a food hall in Worcester



The vacant property on Worcester high street will be converted into an artisanal food hall and community led farmers market over three or four floors which will also include music art and creative space. The food hall is likely to open in 2022. Local operators, producers, farmers, growers, makers and creators will be involved in its operation. The developers, Hammonds of Hull, are progressing a similar project in Hull with the conversion of the former House of Fraser department store. Altrincham Market is similar venue, the building, dating from the 13th Century, was updated in 2014 to house 10 independent food operators (pictured). The venue is now the leading market in the area and is advancing the revitalisation of the town.

Source: <https://www.worcesternews.co.uk/news/19143005.empty-worcester-department-store-set-become-food-hall/> and <https://www.visitmanchester.com/food-and-drink/altrincham-market-house-p340841>

## Related projects in development by Carlisle City Council

**Confirmed:** Cultural facilities to help enhance vitality and vibrancy in central Carlisle will be provided as part of the Citadels project funded by the Borderland Inclusive Growth Deal.

**Pipeline:** Refurbishment of the City Centre Library to create an accessible digital skills and community learning hub. 6-24 Castle street development has the potential to incorporate community development by providing creative and work/live space.

# Theme 3: Ensuring a supportive and innovative public sector

# 3.1 Land use planning – diversifying land and property use in the city centre

With retail's physical presence declining and a likely reduction in demand for office space in the city centre there is a fear that footfall will permanently reduce, thus affecting the viability of city centre businesses. Post pandemic, Carlisle city centre will need to offer a diverse range of activities to draw people back into cities.

## Overview and key opportunities

- See Theme 2.1: A sense of place
- Strategy documents, such as the City Centre Development Framework, suggest locations for retail expansion. However, Carlisle needs to rethink the expansion of retail and concentrate on the diversifying the city centre.
- There is potential to *restructure* governance to ensure development opportunities are capitalised on and supported by the Council.

Figure 6.1: Current land use - Carlisle city centre



Source: Mott MacDonald

## Suggested actions

1. Identify broader opportunities for repurposing of vacant buildings and land within town centres.
2. Most non-retail development is unlikely to come forward if left solely to the market, so some council co-funding is likely to be required – the focus for public-sector funding should be on ‘exemplar’ projects that demonstrate what is possible to private developers (for example, 6-24 Castle Street).
3. Communicate and engage with private property owners in the centre to ensure a coordinated approach to the redevelopment of the city centre with public and private sector visions aligning.
4. Adopting a ‘street-by-street’ approach, rather than a ‘building-by-building’ approach, to city centre improvements to ensure developments are holistic.

## Related projects in development by Carlisle City Council

The redevelopment of 6- 24 Castle Street, former Central Plaza site, regenerating the Northern Quarter and Healthy City Hub all potential either make use of vacant building or involve land use changes.



## Case study: Public and private sector collaboration in Blackpool

In 2013, Blackpool Council published a ‘Town Centre Strategy’ outlining their ambition in the following 15 years to develop a ‘a co-ordinated and comprehensive approach to the improvement of the town centre. Blackpool Council led a strong town centre partnership approach supported by investment agencies, private landowners, local businesses, and other stakeholders.

The Business Improvement District and Pride of Place networks were important to form successful collaboration when implementing the Town Centre Strategy. The coordinated approach was adopted for the extension of the Houndshill Shopping Centre. The project secured £5m from the Getting Building Fund which will fund the construction on the extension allowing the private sector to invest in a new cinema, two restaurants and retail store relocation. Collaboration between the public and private sector is enabling the delivery of the Town Centre Strategy.

Source: <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Town-Centre-Strategy-March-2013.pdf>,  
<https://democracy.blackpool.gov.uk/documents/s56289/Item%206%20-%20Town%20Centre%20Regeneration%20Update.pdf> and  
<https://democracy.blackpool.gov.uk/documents/s56838/Item%204c%20-%20Place%20Portfolios%20report.pdf>

## 3.2. Business support - supporting business resilience, growth and innovation

Post-pandemic, it will be important to identify opportunities for businesses in Carlisle and determine how best the Council can support this. This can contribute to business resilience, growth and innovation in Carlisle city centre.

### Overview and key opportunities

- During the pandemic people have become more aware of shopping locally, both due to travel restrictions but also the benefit of support local businesses. The 'Buy Local Carlisle' campaign launched in 2021 will support small businesses in Carlisle and aims to continue the interest in shopping locally from the pandemic. Carlisle Ambassadors also provided a network for business support through the pandemic.
- An increase in home working, demand for flexible office space, online shopping and sustainability awareness are major trends present in the economy. Businesses may need to consider these trends for future growth.
- The Southern Link road and projects developed through the Future High Street Fund and Town Deal all present the opportunity for the flow of public sector money into Carlisle. There is the ability for public sector spend on infrastructure to penetrate through the local economy if the supply chain is local.
- A shared vision and ambition are required a coordinated response from private businesses towards redevelopment and reinvention of the city centre. This was cited to be a difficult task that would require Council input. There is an opportunity for a Business Improvement District (BID) network to help in this endeavour.
- For Carlisle to be an attractive location for businesses to locate there will need to be an element of *reinvention* that occurs, with purposeful action to encourage business settlement. This may be through dedicated incubation space and support programmes.

## Suggested actions

1. Focus on developing local institutions and supporting local businesses, as well as identifying in which sectors Carlisle have an advantage (potential sectors of focus include: sustainable tourism; leisure economy)
2. Offer support to businesses for repurposing vacant units, such as the Architectural Heritage Fund. Non-profits and parish and town councils can apply to the fund to revitalise a heritage building on a high street or in a town centre. The fund is run by a charity.
3. Explore the potential for a BID.
4. Clarity on opportunities across Carlisle will help ensure applications for government support can be successful, building on a consistent, credible platform.
5. Engage with Cumbria University on how to support students wanting to start businesses in Carlisle, and help facilitate engagement between students and prospective Carlisle-based employers.

## Case study: Lincoln University supporting local business

Lincoln University have implemented various schemes to help local business, support students and build relationships between the University and the city of Lincoln.

- **Local partnerships:** The university has established relationships with Siemens and Greater Lincolnshire Manufacturing Network to help them grow by delivering the skills and innovation industry needs, whilst ensuring their students benefit.
- **Incubation space:** The University's Sparkhouse business incubation centre has provided the services, knowledge and facilities for 300 new start-ups since its opening in 2003.
- **SME support during the pandemic:** SMEs were at greater risk than larger businesses during the pandemic. Action was taken to make student talent more easily accessible to SMEs thus allowing local businesses to benefit from the skillsets and resources students have to offer, providing them with the opportunity to innovate and respond to potential market changes.

## Related projects in development by Carlisle City Council

**Confirmed:** The Bitts Park Cultural and Creative Courtyard will deliver a hub of catering, retail and health/wellbeing units available as short term lets for start-up enterprises and local entrepreneurs.

**Pipeline:** The Council is working with the University through the Citadel Business Infrastructure project to support entrepreneurship.

**Concept stage:** The Enterprise Centre redevelopment supports local businesses.



## Suggested actions

1. Apply to government funding schemes, such as the recently announced Levelling Up fund.
2. Support business in accessing additional government funding.
3. One longer-term action could involve the reallocation and rationalisation of public sector office space in the city centre. Carlisle is currently home to Carlisle City Council, Cumbria County Council and the Rural Payments Agency, and a holistic approach might be considered to how these three organisations might best make use of existing and future office developments (e.g. repurposing the Northern Quarter). This might involve sharing facilities such as conference spaces and meeting rooms, enabling closer collaboration and more efficient use of space. As such, Carlisle could become a model for hosting an effective and efficient public sector, which may in turn attract other public sector agencies and related third party organisations to relocate to Carlisle (linking to the Government's Estates Strategy, which will move thousands of public sector jobs out of London by 2030), for example DEFRA and Unions. Carlisle's good transport links and growth ambitions are well-placed to support such an action.
4. Strategic marketing of Carlisle to regional and central government could lead to greater opportunity for the area. Leaders within the council have the ability to showcase Carlisle's strengths to encourage investment in the city.

## Related projects in development by Carlisle City Council

**Confirmed:** Future High Street Fund.

**Pipeline:** Town Deal.

**Early stage:** Levelling Up fund, Redeveloping the Northern Quarter, Botchergate Townscape project.

## Case study: Relocating public services

The Centre for Cities notes two main beneficial effects for the consolidation of public services to city centres:

1. Increasing city centre footfall and spend due to a greater number of workers within access of shops and services.
2. Efficiency savings from concentrating services in fewer buildings and reducing duplication of running costs.

Bradford Metropolitan District Council consolidated their services in Bradford city centre from 2008-10. To finance the move, 44 council buildings were sold; in addition, £64m was saved in maintenance costs due to the move. The move saw public sector jobs in the city centre increase by 1,300 between 2008 and 2010, which helped to offset the negative impact of the recession on the city centre.

Coventry City Council consolidation of services saw 27 buildings merger into 9 in 2016. The movement of council staff into the city centre is intended to be a catalyst for the movement of other businesses into Friargate – a mixed-use business district.



## 3.4 Sustainable development - ensuring post-pandemic recovery is environmentally conscious

COVID-19 has highlighted the importance of sustainable development and ensuring post-pandemic recovery is in line with responding to the climate emergency. Active travel within Carlisle is an aspect of the city to enhance post pandemic.

### Overview and key opportunities

- In May 2020 the Prime Minister stated that the economy will be built back better based on fairer, greener, and more resilient foundations. In addition, the government has set out a 'Ten Point Plan for a Green Industrial Revolution' which, as well as aiding recovery from the pandemic, will guide the country to achieve the 2050 net zero carbon emissions goal.
- The global response to the COVID-19 pandemic led to a sudden fall in greenhouse gas emissions due to a dramatic fall in travel. This has demonstrated the significant impact collective action can have. The simultaneity of the climate crisis and the pandemic means that the post-pandemic recovery will be a pivotal period for securing an environmentally conscious future.
- Repurposing vacant units was a focus for stakeholders, not the creation of new buildings.
- There is an opportunity for *repositioning* of current and future policy to better address current environmental issues.
- See Theme 1.4: Transport Infrastructure for active travel considerations.

### Suggested actions

1. Work to ensure new development in the city centre is environmentally sustainable.
2. Encourage active travel modes to and around the city centre

### Related projects in development by Carlisle City Council

**Early stage:** Future-proofing the city centre through supporting electric vehicle usage in addition to active travel interventions mentioned in theme 1 – Transport Infrastructure.

### Case study: Oldham: Greater Manchester's first 'Green New Deal Council'

Oldham Council is developing a reputation for clean growth and green innovation – a leader in low carbon, community renewables and a flourishing food economy. The Council's Green New Deal sets out how the Council will achieve carbon neutrality by 2025, followed by the whole borough by 2030, aiming to become the greenest borough in Greater Manchester.

Priorities in the strategy include investment in the green sector, active travel, renewable energy, and a focus on repurposing existing buildings.

Carlisle City Council's sustainability strategy is encompassed within the 'Green Infrastructure Strategy' published in 2011. An updated strategy acknowledging more recent environmental developments should be considered to ensure future development in the city is environmentally sustainable.

Source: <https://www.oldhampartnership.org.uk/business-investment/>

# Next steps

This document has set out an Economic Action Plan to support Carlisle city centre in successfully recover from the economic and social impacts of the COVID-19 pandemic. A series of actions have been suggested to address the opportunities and challenges present in Carlisle city centre. Overlap between themes and actions is present due to the intertwining nature of the economy and the strengths and opportunities present due to the pandemic. Therefore, listed below are 10 key actions considered to be a priority for Carlisle City Council.

**1**

Explore opportunities for incubator office & start-up space in the city centre repurposing currently vacant units

**2**

Ensure a coordinated approach to the redevelopment of the city centre, aligning the regeneration visions of the public and private sector

**3**

Work with Cumbria LEP and Cumbria County Council to secure grant funding for digital infrastructure

**4**

Identify the need for supporting infrastructure for walking and cycling e.g. cycling storage and bike racks

**5**

Consider the reallocation and rationalisation of public sector office space in the city centre

**6**

Liaise with property owners to identify appetite for vacant unit development; establish exemplar development projects

**7**

Strategic marketing of Carlisle within the private sector (especially with regards to the visitor economy) and to the public sector (regional and central government) as a place to live and work

**8**

Explore the opportunity for an independent/ community-run cinema in a vacant building

**9**

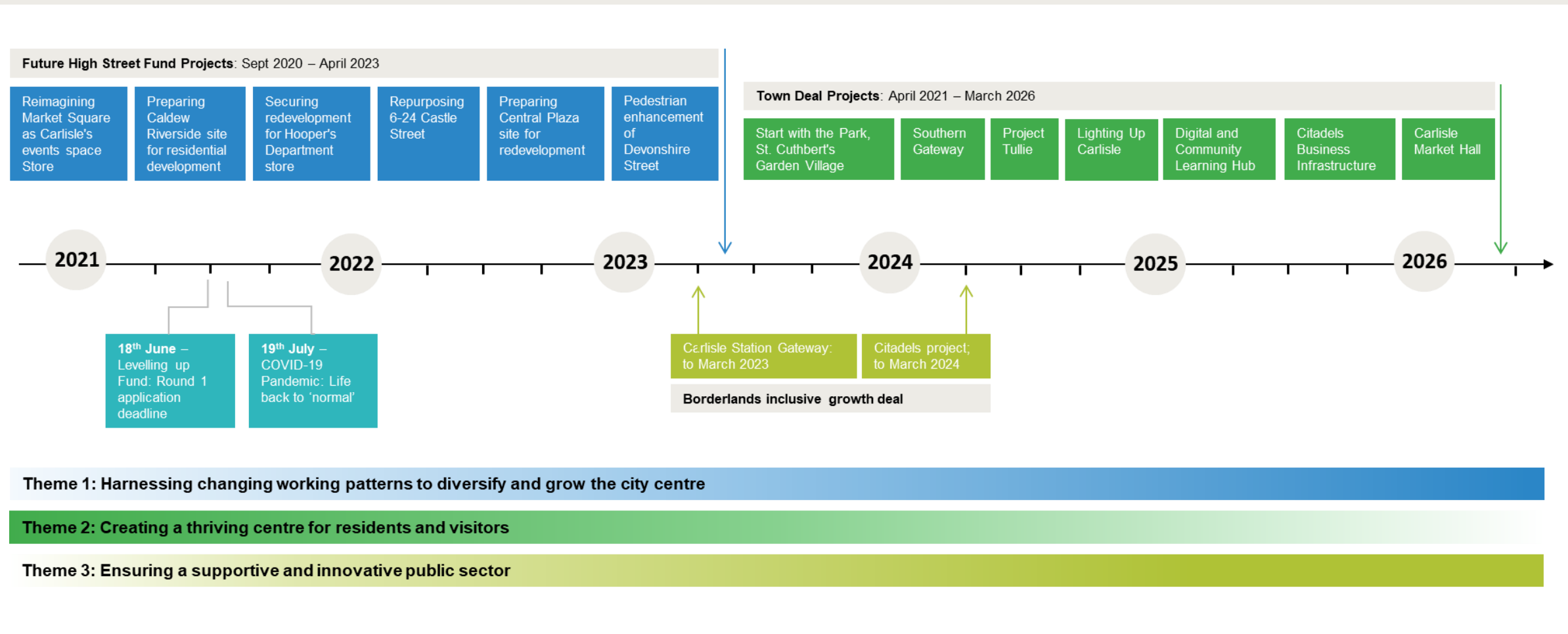
Diversify the city centre living offer for young professionals – residential & leisure offer

**10**

Work to ensure new development in the city centre is environmentally sustainable

The figure below shows future investments and notable dates in Carlisle city centre. The themes, sub-themes and related actions detailed in this document should be considered alongside future development in Carlisle.

## Future developments in Carlisle City centre



Source: Mott MacDonald



# Report to Economic Growth Item A.3 Scrutiny Panel

Meeting Date: 9 September 2021  
Portfolio: Leaders / Economy, Enterprise and Housing  
Key Decision: Yes  
Policy and Budget Framework: No  
Public / Private: Public

Title: Regeneration Programme Update and Economic Development Programme Management Office  
Report of: Corporate Director of Economic Development  
Report Number: ED30/21

## **Purpose / Summary:**

The report provides members of the Economic Growth scrutiny panel with an update on key regeneration projects and sets out the work programme and activities to be undertaken for this financial year, 2021-22.

In order to be able to undertake the role of Accountable Body for these major projects and programmes effectively, the report sets out the proposal for the creation of an Economic Development Programme Management Office, and also to increase the capacity of the Regeneration team to support the development and delivery of these projects.

## **Recommendations:**

The Economic Growth Scrutiny Panel is asked to:

1. Note the Future High Streets Fund (FHSF) Memorandum of Understanding included in Appendix A, the provisions contained therein
2. Note the Remediation Road Map for the Caldew Riverside site and the key decision points as set out in Table 5 of this report.
3. Note the progress on the development of the Carlisle Town Deal, the agreement of Heads of Terms (included in Appendix B), the agreed programme of projects

as set out in Table 6 of this report and the programme of activity over the next twelve months to progress towards agreeing the Town Deal

4. Note the additional resources required to deliver City Council's major economic development projects and the associated costs, and that these costs will be offset using grant funding that has been secured.
5. Note the establishment of an Economic Development Programme Management Office for an initial 3 year period (subject to review) and increasing the capacity of the regeneration team.

### **Tracking**

Executive:	<b>5 July 2021</b>
Scrutiny:	<b>9 September 2021</b>
Council:	<b>20 July 2021</b>

## 1. BACKGROUND

- 1.1 Carlisle has been successful in securing over £200m of government funding to deliver housing, infrastructure, and regeneration projects (see Table 1).
- 1.2 The City Council is the Lead Authority and Accountable Body for programmes / projects of a value in excess of £30m, which includes Borderlands, St. Cuthbert's Garden Village, the Future High Street Fund and Town Deal.
- 1.3 The Future High Street Fund is now moving into the implementation stage with detailed design work starting to commence on the four projects. The Town Deal is now moving into Stage 2 with the production of seven green-book compliant business cases. These increased workstreams are additional to the ongoing work on the four Carlisle-based Borderlands projects (Station, Citadels, Place and Hadrian's Wall) and the Caldew Riverside remediation/redevelopment project.

<b>Programme / Project</b>	<b>Value</b>	<b>Duration</b>	<b>Lead Authority</b>	<b>CaCC responsibilities</b>	<b>Accountable Body</b>
Town Deal	£19.7m	2021 - 2026	CaCC	<ul style="list-style-type: none"> <li>• Business case development / submission</li> <li>• Business case assurance</li> <li>• Project / programme management</li> <li>• Legal / grant Funding Agreements</li> <li>• Accountancy / financial management</li> <li>• Monitoring / evaluation / reporting</li> </ul>	CaCC
Town Deal Capital Accelerated Fund	£1.0m	2020 - 2022	CaCC	<ul style="list-style-type: none"> <li>• Project Management</li> <li>• Accountancy / financial management</li> <li>• Monitoring / evaluation / reporting</li> </ul>	CaCC
Future High Street Fund	£9.1m	2021 - 2024	CaCC	<ul style="list-style-type: none"> <li>• Project / programme Management</li> </ul>	CaCC

				<ul style="list-style-type: none"> <li>• Legal / grant Funding Agreements</li> <li>• Accountancy / financial management</li> <li>• Monitoring / evaluation / reporting</li> </ul>	
Borderlands – Carlisle Station Gateway	£23.8m	2020 - 2026	CuCC	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Legal - relating to the treatment of CaCC assets</li> </ul>	NCC
Borderlands – Citadels	£72.0m	2021 - 2027	University of Cumbria	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Legal - relating to the treatment of CaCC assets</li> <li>• Land assembly</li> </ul>	NCC
Borderlands - Place Programme	£3m	2020 - 2024	CaCC	<ul style="list-style-type: none"> <li>• Project Manage the Place Programme for Longtown</li> <li>• Accountancy / financial management</li> <li>• Monitoring / evaluation / reporting</li> </ul>	NCC
St Cuthbert's Garden Village	TBC	TBC	CaCC	<ul style="list-style-type: none"> <li>• Programme management - Development Corporation programme management</li> <li>• Production of SCGV Local Plan</li> <li>• Project management – Start with the Park</li> </ul>	CaCC
CSLR	£134m	2022 - 2024	CuCC	<ul style="list-style-type: none"> <li>• Ensuring pipeline of housing delivery</li> <li>• Adoption of SCGV Local Plan</li> <li>• Production of housing delivery statement</li> </ul>	CuCC



## 2. FUTURE HIGH STREET FUND

- 2.1 The Ministry of Housing, Communities and Local Government (MHCLG) created a £1 billion fund to help local areas adapt to the changes in the retail sector and on the high street.
- 2.2 The objective of the Future High Streets Fund (FHSF) is to renew and reshape city centres and high streets in a way that improves experience, drives growth and ensures future sustainability. The Fund has five main investment themes:
- a. Investment in physical infrastructure;
  - b. Acquisition and assembly of land including to support new housing, workspaces and public realm ;
  - c. Improvements to transport access, traffic flow and circulation in the area
  - d. Supporting change of use including (where appropriate) housing delivery and densification; and
  - e. Supporting adaptation of the high street in response to changing technology.
- 2.3 Following the submission of an expression of interest, the City of Carlisle was selected in August 2019 for inclusion in the FHSF and the City Council was invited by the MHCLG to develop a strategy for the city centre and a business case for investment.
- 2.4 A business case has been prepared which was submitted to MHCLG by the 30 July 2020.

<b>Milestone</b>	<b>Date</b>
Expression of Interest submitted to FHSF	March 2019
Accepted to business case development phase	August 2019
Draft business case submitted	March 2020
Submission of final business case	July 2020
In principle funding offer from the MHCLG	December 2020
Revised Business Case Funding Offer	February 2021
Grant Offer Letter / MoU	June 2021

### **Overview of the FHSF strategy / objectives**

- 2.5 The vision is to create a distinctive, coherent and inclusive city centre that will improve the perception of the Carlisle, increase social value, and ultimately improve economic performance through greater resident and visitor footfall and

demand. The strength of the historic and cultural offer already embedded within the city will be enhanced securing a vibrant legacy from the investment.

- 2.6 The primary strategic objectives of the Carlisle FHSF are as follows:
- a. Renewing Carlisle city centre as a place to live, work and visit.
  - b. Reactivating Carlisle's Historic Quarter.
  - c. Catalysing Carlisle's leisure and night-time economy.
- 2.7 The business case submitted outlined six projects and through a prioritisation and re-profiling exercise this was reduced to 4 projects that are within the budget of £9.1m awarded. These include:

### **1. Reimagining Market Square (Green Market / Old Town Hall)**

Market Square is the most substantial public space in the city centre, spanning approximately 4,000 square metres. This significant space could be better utilised and become more of a focal point for residents and visitors alike. Through improving the infrastructure and public realm of the square, it will become a bigger draw for residents and visitors alike.

Interventions funded by the FHSF will include removing unnecessary street furniture, providing an enhanced nodal point to provide focus, and providing enabling infrastructure to host temporary or pop-up events (such as a cinema in the summer months or an ice rink in winter).

This scheme is already included in the Council's capital programme as it includes a contribution from the Council of £388,232 that was approved in February 2021. The total value of this scheme is therefore £2.770m

### **2. Repurposing 6-24 Castle Street**

As part of moving away from a reliance on retail in the city centre, current vacant units could be used for several non-retail purposes that attract people to the city centre. This includes repurposing vacant units for residential uses (given that there is a lack of this in the city centre at present), or creating more creative industry business start-up / hot-desking workspace, as there is currently only one such facility in the city centre. This could help reactivate Carlisle's Historic Quarter increasing both weekend and weekday footfall and improving Carlisle's perception as a place to live and work.

The listed buildings of 6-24 Castle Street are currently vacant and in the freehold possession of Carlisle City Council. Previously occupied by the University of Cumbria, the buildings have been knocked through to create one large property but retain the appearance of separate buildings from the

outside. As such, this large, complicated property faces several expensive challenges to its reuse.

The FHSF allocation for this project has been reduced from the original business case and therefore a phased approach to redevelopment will be followed. The funding will be used to reduce the conservation deficit on the buildings and make them more appealing to the market for redevelopment.

### **3. Preparing Central Plaza site for redevelopment**

The Central Plaza was a Grade II Listed building which was previously a hotel until it closed in 2004. It occupies a key site on Victoria Viaduct, and its deterioration has arguably blighted this part of the city centre relative to other areas. Redevelopment attempts in subsequent years failed to put the property back into use due to its poor condition. The hotel was deemed structurally unsafe and Carlisle City Council was left with no other option than to demolish the building in the autumn of 2019.

The Central Plaza has historically presented a complex opportunity from a physical, legal (ownership reverted to the Crown Estate) and delivery perspective. These complexities have prevented redevelopment schemes from progressing past concept stage due to financial viability issues.

With the site now cleared and £4.7m grant funding available, a number of the redevelopment options have become viable. These options will be progressed during this financial year 2021-22, with a view to commencing the delivery of a preferred scheme during 2022-23.

### **4. Pedestrian enhancement of Devonshire Street**

Carlisle city centre's emergent night-time cluster is constrained by unsupportive urban design and lack of permeability. The streetscape is not particularly attractive for cafes and restaurants which may wish to provide outside seating during the summer months – for example, along Devonshire Street (which has several bars and restaurants) there is heavy peak time traffic and several bus stops and bus waiting facilities. This reduces the ambience of the street.

Reducing the carriageway on Devonshire Street could provide excess space for pedestrians and businesses to spill into, which would encourage activity and dwelling time in the street. There is an opportunity to rationalise the width of the carriageway and widen the northern footway. This will create a meaningful activity zone, with more space for people to walk and spend time sitting outdoors. The businesses currently located on the northern edge of the street offer a possibility to create a spacious outdoor seating area.

## FHS Programme Delivery

2.8. In summary the spend profile of the programme is as follows:

Table 3: FHSF Programme Spend profile

FHSF ask	21/22	22/23	23/24	Total
Repurposing 6-24 Castle Street	£170,250	£510,750	£454,000	£1,135,000
Preparing Central Plaza site for redevelopment	£712,447	£1,787,340	£2,249,858	£4,749,645
Reimagining Green Market/ Market Square as Carlisle's events space*	£357,265	£721,796	£1,302,707	£2,381,768
Pedestrian enhancement of Devonshire Street	£73,639	£220,918	£196,371	£490,928
Delivery costs	£122,422	£122,422	£122,422	£367,266
<b>Total</b>	<b>£1,436,023</b>	<b>£3,363,225</b>	<b>£4,325,358</b>	<b>£9,124,607</b>

\* This does not include the Council contribution of £388,232

### Overview of MOU

2.9. The Memorandum of Understanding (MOU) sets out the terms, principles and practices that will apply to the working relationship between the MHCLG and Carlisle City Council regarding the administration and delivery of the FHSF proposal at Carlisle City Centre. This MOU applies to the financial year ('FY') 2021/22 only. Funding from 2022/23 onwards will be subject to the outcome of the Spending Review. The indicative allocation for each year is set out in the following table:

Table 4: MHCLG Grant payment Schedule

Financial Year	Excluding Contingency (£)	Contingency (£)
2021/22	1,164,790	271,233
2022/23 (indicative)	2,689,527	673,698
2023/24 (indicative)	3,462,071	863,287
<b>Sub-total</b>	<b>7,316,388</b>	<b>1,808,218</b>
<b>Total 2020/21 – 2023/24</b>	<b>9,124,606</b>	

2.10 MHCLG expects the Council to use the funding provided for the purposes outlined in the business case. Should delivery not progress as agreed, MHCLG will review whether it is appropriate to grant the next tranche of funding and whether greater monitoring and oversight may be needed.

2.11 The agreed funds will be issued to the Council as non-ringfenced grant payments under Section 31 of the Local Government Act 2003, for expenditure

as agreed in the approved business case. MHCLG will advise the Council on the procedure for drawing down payments for any contingency costs incurred. The Council will be required to be the Accountable Body for the FHSF programme and as part of that responsibility, provide regular project, financial, and risk reporting to MHCLG.

## **Monitoring and Evaluation**

- 2.12. A provisional monitoring and evaluation framework has been agreed with the MHCLG. The Council will continue to collaborate with MHCLG over monitoring and evaluation requirements, which will involve reporting twice a year on inputs, activities and outputs, as well as spending and delivery milestones at a programme and project level. This includes collecting accurate data and using the agreed metrics and methods as set out in the Monitoring and Evaluation guidance.
- 2.13 The Council will endeavour to promptly share information at appropriate times as and when requested by MHCLG, including:
- Current funding that has been spent
  - Planned expenditures
  - Updates on key project milestones and risks
  - Procurement and governance
- 2.14 The Council will notify MHCLG of any proposed changes to the approved business case. Wherever possible this notification will be provided in advance of changes.

### 3. CALDEW RIVERSIDE REMEDIATION

#### Caldew Riverside development site

3.1. Caldew Riverside is a 3.16 ha (7.81 acres) site located within an Edge of Centre location to the South of Carlisle City Centre and within 200 metres from Carlisle Railway Station and 40m from the historic quarter. The site is brownfield in Carlisle City Council ownership, it comprises a council owned surface car park and to the south is a parcel of land occupied by trees, scrubland and hardstanding.



Figure 1: Caldew Riverside site area.

3.2. The Caldew Riverside development site contains three site parcels as follows:

- Parcel A – Viaduct Car Park
- Parcel B – brownfield site with hardstanding and scrubland.
- Parcel C – Caldew Riverside Car Park.

3.3. The site was historically used as a gas works and as rail sidings and is therefore contaminated. The level of contamination progressively increases towards the southern end of the site where the former gas works was located on Parcel A. Notwithstanding this, the site has been identified within both the Carlisle Local Plan and Borderlands Inclusive Growth Deal as a regeneration opportunity with

significant potential to support the growth, vitality and viability of the city centre – as it offers the unique potential to deliver a new housing ‘offer’ in the city.

- 3.4. The site is the best and only available location for the delivery of strategic scale residential development close to the city centre. Due to its location, it has the potential to deliver a high quality, transformational riverside residential development that will showcase and catalyse the city centre living market in terms of both supply and demand. This development site can accommodate an estimated 120 - 150 homes as identified in the current local plan period, with 20% affordable housing policy compliance within the designated zone.

### **Site investigation and Remediation work**

- 3.5. Caldew Riverside land parcels A, B and C (Figure 1 above) have been investigated to some degree in phases since 2008. The focus of site investigation in 2012 was to help inform a potential development of a Tesco Store on Parcel B, and in particular to assess the degree of impact on that development from the adjacent Parcel A, the former gas works. Relatively little investigation has taken place on Parcel C, which is former railway land and currently a car park.
- 3.6. In 2019 Arcadis, whose team has been involved in the Caldew Riverside Project since 2008, was appointed to undertake a review of existing historical site investigation reports and determine preliminary remediation options of the whole site. Sampling and analysis of groundwater samples from existing wells indicated that contamination of the land persisted. The site poses complex contamination issues and a detailed site investigation and further monitoring of the encroachment of the ground water contaminants is required to inform an effective remediation strategy to allow the reuse of the site for development.
- 3.7. Three development options for repurposing the site were considered. The cost implications for remediating the whole site were economically unviable due to the cost of fully remediating Parcel A. Option 2 was the preferred option which involves the remediation of Parcel C and part of Parcel B, the exact delineation of remediation to be determined through further site characterisation and the design and implementation of a remediation strategy and implementation plan.
- 3.8. Funded by the Town Deal Accelerated Fund, £850,000 has been secured to deliver a project that aims to address the legacy contamination issues that have prevented redevelopment schemes identified for the site from proceeding, due to the impact of the associated remediation costs on economic viability. This project will work towards preparing the site for return to land supply thereby overcoming the key barrier to development and addressing market failure.

3.9. The scope of works is to provide characterisation of Parcel C and the areas of Parcel B not formerly investigated to a substantial degree. This will provide information about the ground conditions and subsequently help inform the remediation strategy required. The site investigation works also includes scope to better delineate the extent of Parcel B that is more seriously affected by migration within the groundwater from Parcel A. Understanding how the contamination has changed over time and a more detailed understanding of the subsurface sources of contamination will determine what measures need to be in place to reduce overtime the contamination levels in the undeveloped area of Parcel B that emanate from Parcel A.

### Overview of Remediation Route Map

3.10. Preliminary site investigations to identify subsurface sources of contamination on Parcels B and C and has informed the programme and Route Map outlined in Table 1. This is an iterative programme of work identifying key decision points (Table 1 in bold).

Table 5: Caldew Riverside Route Map

STAGE	TASK	COMPLETION DATE
Preliminary site investigations	Site investigation – Ground Penetrating Radar Survey undertaken	31 January 2021
	Site Investigation - Ecology Survey undertaken	01 January 2021
	Planning permission for site investigation approved	31 March 2021
	Contractor for SI and Phase 1 remediation work appointed	31 March 2021
<b>Stage 1</b> Site Characterisation to Remediation Strategy	Task 1 - Supplementary Ground Investigation to provide characterisation of Parcel C and the areas of Parcel B not formerly investigated.	September 2020
	Task 2 - Interpretative Report	October 2021
	Task 3 - Remediation Strategy and Options	October/November 2021
	Task 4 - Targeted Groundwater / NAPL Monitoring	November 2021 to February 2022
	<b>Task 5 - Contamination Mobility study and Natural Source Zone Depletion Analysis</b>	<b>November 2021 to February 2022</b>
<b>Stage 2</b> Detail Design of Remediation	Task 6 - Pathway Management Remediation	January to March 2022
	Task 7 - Remediation Design – Land Parcels B and C	January to March 2022
	Task 7a - Planning Permission for remediation Design	February 2022



Implementation Plan	Task 8 - Remediation Implementation Decision Point	February 2022
Stage 3 Implementation of Remediation	Task 9 - Finalisation of Remediation implementation Plan Specific Remedial Tasks	TBC
	Task 10 - Undertake Remediation Specific Remedial Tasks	TBC
	Task 11 - Verification Reporting Specific Remedial Tasks	TBC
	Task 12 - Regulatory sign-off of Remediation / Verification (Specific remedial Tasks)	TBC

### 3.10 Decision points between stages include:

- **TASK 5** – aims to understand potential for migration of residual contaminants and evaluate current source zone depletion rates to provide a benchmark to establish the requirement of undertaking targeted contaminant recovery activities that could include the installation of a barrier and determine the need for extraction over time . Outcome will support determination of depth and type of barrier install.  
**Decision: To implement the appropriate remediation strategy options.**
- **TASK 8** - to understand the remediation requirements across both land parcels to facilitate future redevelopment. This decision point will be used to evaluate and deliver the elements of the scheme that are affordable within the available budget and that would maximise the future value and attractiveness to potential developers.  
**Decision: Agree scope and contract amount for practical actions within the remaining budget.**

## 4. CARLISLE TOWN DEAL

### Background

4.1 In October 2020 Carlisle's Town Deal Board, a private-public partnership made up of key organisations across Carlisle, including Carlisle City Council, Cumbria County Council, Cumbria LEP, the University of Cumbria and Tullie House, agreed and submitted a Town Investment Plan (TIP) to government to secure up to £25 million of public investment for the city.

4.2 The TIP outlines the following strategy for Carlisle:

*By 2030 Carlisle will be a thriving centre for businesses, residents, education, and culture providing new jobs, thousands of extra homes, better skills, a high quality leisure offer, a clean environment, and a great quality of life for a growing resident population and workforce. It will be a flourishing visitor destination, welcoming tourists to the City and offering an attractive gateway to the beauty of the wider Cumbrian and Borderlands region.*

4.3 This vision is underpinned by the following strategic objectives:

- SO1: GROWING CITY - To grow the working-age population of Carlisle and expand the business and employment base, through investment in housing, business growth, high-quality job creation, and education & skills.
- SO2: VIBRANT CITY - To increase 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.
- SO3: CONNECTED CITY - To make Carlisle a highly accessible and connected city, supporting growth by making it easier for residents, workers, students and businesses to arrive at and move around the City.
- SO4: DESTINATION CITY - To grow Carlisle's visitor economy, attracting additional footfall, vibrancy and spending to the City.
- SO5: RESILIENT AND INCLUSIVE CITY - To enable Carlisle's businesses, people and communities to be resilient to economic, social and environmental challenges including climate change, economic exclusion and unemployment, digital exclusion, and recovery from the Covid-19 pandemic.

4.4 The Investment Plan takes a holistic 'whole town' approach to regeneration, providing a strategy for growth in the city over the next ten years, capturing investments that have already been confirmed, including Borderlands and Future High Street Fund projects, as well as proposing 7 new projects for Town Deal Funding. These projects are:

- Start with the Park, St. Cuthbert's Garden Village
- Southern Gateway
- Project Tullie: Welcome & Entrance to Tullie House Museum
- Lighting Up Carlisle
- Digital and Community Learning Hub
- Citadels Business Infrastructure
- Carlisle Market Hall

### **Heads of Terms Agreement**

4.5 In March 2021 Carlisle received a Heads of Terms agreement of £19.7 million for its Town Deal, following submission of the Town Investment Plan in October 2020. Since then, the City Council and project sponsors have worked with the Town Deal Board to rescope the programme as presented in the TIP to account for the funding offer and identify the £5.3 million of savings across the programme.

4.6 At the meeting on 10 May 2021 of the Town Deal Board, the Board agreed a £19.7 million programme based on retaining all 7 of the original TIP projects, albeit for some at a reduced cost. An overview of each project and the Town Deal funding request for each project is available below:

**Table 6 : Town Deal Projects and Funding Ask:**

Project name	Project outline	Town Deal Funding
Start with the Park, St. Cuthbert's Garden Village	The 'Start with the Park' project will provide the 'Greenway' a connective, multi-modal green travel route connecting the key settlements of SCGV with Carlisle City Centre and providing a high quality leisure and recreation facilities. The project will position SCGV as a unique and attractive destination for working-age families. delivering 7km of new/improved walking and cycling infrastructure and 5Ha of public realm/green space developed, setting the scene for future phases of development.	£2,000,000
Southern Gateway	An integrated programme of investments in active and sustainable travel and public realm to better connect key developments in the Southern Gateway area of Carlisle, including the Railway Station, Citadels, Devonshire Street and the former Central Plaza site, and to connect St. Cuthbert's Garden Village with the City Centre. delivering 1KM new/improved walking and cycling infrastructure, 3,380 M2 new/upgraded road infrastructure, 0.7Ha of public realm developed/improved.	£6,600,000
Project Tullie: Welcome & Entrance to Tullie House Museum	Part of a wider programme of investment at Tullie House Museum, this project will better connect the Museum to the surrounding streetscape, increasing its visibility by providing a clear and contemporary point of arrival for visitors. Improving 412M2 of floor space, generating 7,500 additional visitors PA and 478,000 visitor spend PA, 9 jobs supported/created and contributing towards the upgrade of one heritage building/cultural facility	£918,000
Lighting Up Carlisle	Investment of capital funding in digital lighting equipment to support an expanded and transformed events programme. generating 100,000 visitor spend PA and 6,180,000 additional visitor spend, upgrading 7 heritage buildings, supporting 115 jobs and 300 businesses supported.	£620,000

Digital and Community Learning Hub	Refurbishment of the City Centre Library to create an accessible digital skills and community learning hub, and installation of digital equipment and training materials in 13 community venues. Improving 1,200 M2 of floorspace, supporting: 1,500 learners, 50 businesses, and 900 people to progress into jobs/self employment. 4 jobs created/supported	£2,350,000
Citadels Business Infrastructure	Part of a wider development scheme to bring a new University campus on the grade I listed Citadels site, this project will create a purpose built hyper fast digitally enabled business interaction and accommodation space, linked to the University of Cumbria's flagship campus development. The project will create 888M2 new business space, supporting/creating 149 jobs over 7 years and supporting 25 businesses PA.	£4,000,000
Carlisle Market Hall	Investment to improve the infrastructure and internal structure in the Market Hall to improve the experience for shoppers and visitors and exploring options to create a food court and events space. Improving 2350M2 of floor space, upgrading 1 heritage building, supporting 60 businesses, creating/supporting 127 jobs, and generating 20,800 additional visitors, and £1,328,000 visitor spend PA	£3,015,000

4.7 In addition to the funding the project, 1% of the total funding secured from the Town Deal will be used to fund programme management (£197,000).

4.8 The Heads of Terms Agreement outlined a number of conditions that Carlisle will need to address as part of the agreement. These conditions will need to be addressed within the coming months, ahead of the submission of Business Cases. The conditions are listed below and a plan for addressing these conditions is outlined in our response to government regarding the Heads of Terms offer (Appendix B)

- Provide a more detailed future stakeholder engagement plan for both public and private sector which is focussed on Towns Fund interventions.
- The business cases for projects will be taken through Carlisle City Council in line with local assurance processes

- Public Sector Equalities Duty: Carlisle will undertake programme-wide level impact assessment, relevant project-level impact assessment and relevant Environmental Impact Assessments
- Market Hall Project: provide risk register including mitigations; provide further detail on outcomes related to job creation.
- Digital and Community Learning Hub Project: provide a breakdown of costings for each element of the project; provide further detail on the outcomes relating to the number of learners supported.

## Delivery Plan and programme activity over next 12 months

**Table 7: Outline Project Delivery Plan and Financial Profile**

Project	21/22	22/23	23/24	24/25	25/26
Carlisle Market Hall	£2,156,560	51,510	£606,930		
Citadels Business Infrastructure	£159,000	533,000	1,368,000	£1,368,000	£572,000
Digital & Community Learning Hub		350,000	1,750,000	£250,000	
Lighting-Up Carlisle	£90,000	344,000	£52,000	£52,000	£82,000
Southern Gateway		670,000	1,700,000	£2,430,000	1,800,000
Start with the Park (SCGV)		250,000	£700,000	£940,000	£110,000
Project Tullie		£58,000	£234,000	£626,000	

4.9 Three fast track projects have been identified, which are highlighted in red in the below outline delivery plan. ‘Fast track projects’ are those where delivery can commence this financial year (2021/22). These are highlighted in red in the figure above.

4.10 As the Town Deal Programme has now been confirmed, Carlisle now moves into **phase two** of the development of a Town Deal. This involves the production, appraisal and approval (by the Town Deal Board and Lead Authority) of 7 Business Cases (one for each project). The timescale for Business Case development is fixed: all Business Cases need to be submitted to government by **March 2022**, furthermore, any fast-track projects will require business cases to be developed by the **end of October or December 2021**, depending on the

submission window selected, to ensure funding can be secured this financial year.

4.11 Once detailed business cases have been developed for each project, towns must submit a Town Deal Summary Document to the Towns Hub. This should include:

- A list of agreed projects (including BCRs)
- Details of business case assurance processes followed for each project
- An update on actions taken in relation to the Heads of Terms key conditions and requirements
- A Delivery Plan (including details of the team, working arrangements and agreements with stakeholders)
- A Monitoring and Evaluation Plan
- Confirmation of funding arrangements and financial profiles for each project
- Confirmation of approval of planning applications
- Letters of approval from the Town Deal Board and Lead Council

## **5. ECONOMIC DEVELOPMENT PROGRAMME MANAGEMENT OFFICE**

- 5.1 The City Council are now in the process of contracting with the MHCLG for delivery of the agreed Future High Street Fund and Town Deal programmes. This will require the City Council to act as the Accountable Body and be accountable for the overall management and administration. In this role the Council will be required to:
- Manage, monitor, and evaluate the programmes
  - Manage contractual arrangements with project partners to ensure delivery
  - Be responsible for the financial management of the overall programme
  - In the case of Town Deal, support lead partners in the development of detailed business cases to secure funding
  - Reporting to government as required
- 5.2 The regeneration team has increased its capacity incrementally to respond to the growing workstreams flowing through the section. With the recent approval of the Future High Street Fund and Town Deal programmes, with packages of four projects and seven projects respectively, these workstreams have increased significantly.
- 5.3 In order to be able to undertake the role of Accountable Body for these major projects and programmes effectively it is proposed that a Programme Management Office (PMO) be established, for an initial 3 year period (subject to review), along with an increase of resources within the Regeneration team. The proposal is modelled on the approach by Northumberland County Council and the structure of the recently-established Borderlands PMO.
- 5.4 The PMO would initially have three permanent members of staff – the Programme Manager, Programme Officer, and a part-time Administrative Assistant.
- 5.5 It is recognised that the PMO will required specialist support from the legal, property and finance teams to deliver the projects and carry out the Accountable Body functions and responsibilities. This support has been discussed at the Major Projects Economic Growth Board.
- 5.6 To support the delivery of these major projects and programmes it is proposed that the capacity of the Regeneration team is increased. This will provide the resources required to ensures that project development and delivery for the Borderlands, Future High Street Fund and Town Deal programmes keeps on track and that the wider economic development and heritage protection work continues to be progressed.
- 5.7 It is proposed that the team is expanded from four members of staff to six. The two posts would be an additional Regeneration Officer post and also a client side project manager post. This will ensure that the necessary resources and



skills are in place to continue the business case development work for the Town Deal, whilst managing the delivery of the capital projects that have moved into implementation (e.g. FHSF).

- 5.8 From the funding that has been secured, allocations for programme management have included to support the costs that will be incurred by the Council in the development, delivery and management of these major economic development projects and programmes. This includes the costs of the necessary finance, legal and property support that will be required.
- 5.9 As the FHSF and Town Deal are capital grants, any claims for the programme management costs must be based on activity and expenditure that can be treated as capital and which are incremental in supporting the delivery of an asset. This means that some activity – such as the legal and finance support – would not be eligible and would need to continue to be funded from revenue budgets.
- 5.10 There will be a requirement to ensure correct accounting and allocation for those posts that will be funded from capital grants. Capital financing requirements do allow for project teams to be capitalised, but there are strict restrictions around what can and cannot be capitalised. For example, training and holiday pay are not allowable as a charge to capital and only officer time that can be directly attributable to a capital asset are allowable as being funded from capital resources. Any costs that cannot be capitalised would fall as a charge on the revenue budget.
- 5.11 As some posts are already base budgeted, the Regeneration Manager has worked closely with the Financial Services Manager to identify the optimum way in which the capital funding can be used alongside existing revenue budgets to minimise the request for additional resources and to try and enable posts directly impacting on the delivery of the schemes to be funded from the capital funding. The table at the end of this report also shows those changes where posts are to be considered as part of a wider Economic Development restructure and re-graded. The additional costs associated with this are included in the overall budget requirement of the PMO.
- 5.12 The proposals cover the next three years of activity for the PMO and regeneration team and entail:
- An additional revenue budget requirement of £91,545 for this financial year 2021/22
  - An additional revenue budget requirement £82,560 for each of the following two years 2022-23 and 2023-24

	2021/22	Current Grade	Proposed Grade	FTE	Proposed Cost	Current Base Budgets	FHSF [C]	SCGV [R]	Additional Funding Required
PMO	Programme Manager	H	I	1					
	Programme Officer	F	F	1					
	Administrative Assistant	C	C	0.6					
	Finance Support								
	Legal Support								
	Property Support								
Regen	Regeneration Manager	L	M	1					
	Regeneration Officer (FHSF)	H	H	1					
	Regeneration Officer (Town Deal)	F	G	1					
	Regeneration Officer (Borderlands)	F	G	1					
	Project Manager	K	K	0.8					
	Heritage & Urban Design Officer	I	I	1					
	<b>TOTAL</b>				<b>499,545</b>	<b>226,000</b>	<b>122,000</b>	<b>60,000</b>	<b>91,545</b>

	2022/23; 2023/24	Current Grade	Proposed Grade	FTE	Proposed Cost	Base Budget	FHSF [C]	Town Deal [C]	SCGV [R]	Additional Funding Required
PMO	Programme Manager	H	I	1						
	Programme Officer	F	F	1						
	Administrative Assistant	C	C	0.6						
	Finance Support (Accountancy + Procurement)									
	Legal Support									
	Property Support									
Regen	Regeneration Manager	L	M	1						
	Regeneration Officer (FHSF)	H	H	1						
	Regeneration Officer (Town Deal)	F	G	1						
	Regeneration Officer (Borderlands)	F	G	1						
	Project Manager	K	K	0.8						
	Heritage & Urban Design Officer	I	I	1						
	<b>TOTAL</b>				<b>539,810</b>	<b>226,000</b>	<b>122,000</b>	<b>49,250</b>	<b>60,000</b>	<b>82,560</b>

## **6. RISKS**

- 6.1 The capacity to manage the programme of projects and ensure that sufficient the resources in place to support deliver the key corporate economic development / regeneration priorities has been identified as a major risk within the ED Directorate risk register and has been escalated as a corporate-level risk. The establishment of the PMO and an increase of resources within the Regeneration team is the proposed control and mitigative action to manage this risk.

## **7. GOVERNANCE**

- 7.1 As part of the accountable body function, the Council must demonstrate that robust governance processes are in place to ensure proper, transparent and accountable decision making.
- 7.2 In terms of initial governance principles, the PMO will need to have a strong interface between the existing governance structures that have been established to manage the delivery of the major projects and programmes. This will enable it to carry out the key tasks of managing, monitoring, and evaluating the programmes – and reporting to government as required.
- 7.3 The PMO would report to the Major Projects Economic Growth Board and present a ‘highlight report’, which would report on current activity, progress against milestones, budgets and risks. The Growth Board itself would act as the gateway for information and decision-making.
- 7.4 Through the Major Projects Economic Growth Board, the Economic Development, Legal / Governance, Finance, Property and Audit teams are working together on the creation of a robust governance process – and putting in place schemes of delegation to enable projects to run smoothly, similar to the those relating to the Sands Project that has worked well in practice.

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

- 8.1 The Economic Growth Scrutiny Panel is asked to:
1. Note the Future High Streets Fund (FHSF) Memorandum of Understanding included in Appendix A, the provisions contained therein
  2. Note the Remediation Road Map for the Caldew Riverside site and the key decision points as set out in Table 5 of this report.
  3. Note the progress on the development of the Carlisle Town Deal, the agreement of Heads of Terms (included in Appendix B), the agreed

programme of projects as set out in Table 6 of this report and the programme of activity over the next twelve months to progress towards agreeing the Town Deal

4. Note the additional resources required to deliver City Council's major economic development projects and the associated costs, and that these costs will be offset using grant funding that has been secured.
5. Note the establishment of an Economic Development Programme Management Office for an initial 3 year period (subject to review) and increasing the capacity of the regeneration team.

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

9.1 The major economic development / regeneration projects for which funding has now been secured - and the establishment of the PMO and expansion of the regeneration team to support their delivery - will contribute to the two key priorities of the draft Carlisle Plan 2021-23:

P1: Economic growth - prioritise the current response to and rapid recovery from the economic impacts of the Covid-19 pandemic on the local economy.

- delivering inclusive and sustainable urban and rural economic growth
- supporting the delivery of new housing
- boosting the local economy and making Carlisle a more attractive place for investment
- improving skills and drive key sector development
- ensuring our growth agenda is as inclusive as possible
- improving connectivity, both through the delivery of transport and digital infrastructure
- supporting the development of low carbon transport.

P2: Health and wellbeing - prioritise the current response to and rapid recovery from the health and wellbeing impacts of Covid-19 pandemic.

- Ensuring all communities have good access to a wide range of recreational and leisure opportunities.
- Providing opportunities for local communities to participate in and engage with the arts and culture.
- Creating accessible green spaces and opportunities to increase net biodiversity gains through improved wildlife habitats.
- Ensuring projects reduce the impacts of, and seek to mitigate against Climate Change

- Contributing to the development of extensive cycling and walking infrastructure plans for Carlisle in order to improve active transport options for local communities.

**Contact Officer:**                 **Steven Robinson**   **Ext: 7535**

**Appendices**                         Appendix A - Future High Street Memorandum of Understanding.  
**attached to report:**             Appendix B - Carlisle Town Deal Heads of Terms

**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 report outlines a significant number of projects which the Council has funding to progress. All Grant Funding Agreements and related documents must be reviewed by the legal services team prior to accepting the monies. Particularly where the Council is acting as Accountable Body, there will also be a need for third party agreements and these should be drawn up by the legal services team.

Legal input should also be sought at the earliest possible opportunity, for example, when developing the business cases required for the Towns Deal funding, in order that advice may be provided on such matters as title to any Council assets involved, third party easements and issues, due diligence on investors and cooperation agreements, the need for procurement or advertisements and SRO advice.

The report also sets out the intention that a Project Management Office be established, including funding for legal support. The projects outlined will require substantial legal input and the intention is to recruit to the internal legal team, however, where ‘peaks’ of work require, external legal support may also be sought, to be funded by the project.

Finally, it is proposed that a Governance structure and Scheme of Delegation is agreed, similar to those in place for the Borderlands deal and the Sands Centre construction project. This Scheme should be prepared in full consultation with the Monitoring Officer and will be brought back to Executive for approval.

**PROPERTY SERVICES** - The additional funding will be used to bolster internal resources within the Property team however any costs associated with specialist external resources will have to be met from the respective project budgets.

**FINANCE** – Members should note that the Memorandum of Understanding for the FHSF (Appendix A) is for 2021/22 only and therefore funding for 2022/23 onwards is subject to the outcome of the Government’s Spending Review.

As the Council is acting as Accountable Body for the FHSF and Town Deal, it will need to ensure that it has suitable arrangements in place with third parties who will deliver some of the projects, e.g. Cumbria County Council, Tullie House etc, so that it can be certain that grant conditions will be followed and adhered to. There will likely be a requirement for funding agreements with these third-party bodies.

The Council will need to carefully consider any VAT implications associated with the delivery of the Schemes, to maximise VAT recovery from the significant sums of money incurred on land and property transactions, which have particularly complex VAT arrangements.

The report also details the requirements to deliver the schemes (FHSF and Towns Deal) and that a Project Management Office is to be established. There is funding within each scheme as an allowable cost for delivery of the projects, however, the PMO costs exceed these capital grants and therefore an additional amount for funding from the revenue budget has been approved by Council (ED22/21 20/07/21). It should be noted, and carefully considered, that these external grants are capital grants and there are specific and restricted regulations around the use of capital in funding staffing costs. The employee’s activity must have directly contributed to bringing an asset into operational use. Any costs that do not fall within the guidelines will automatically be deemed revenue and not allowable as being funded from capital funding.

The PMO include costs for re-grading existing post. If these re-grades are permanent once the PMO ceases, then the additional recurring cost will need to be found from within existing Economic Development budgets. Although the PMO will utilise existing staffing resource, there are elements within the proposals that could see new temporary posts created. It should be noted that any temporary resource that is brought in for a period of more than two-years will be entitled to redundancy pay when the contract ceases and the PMO does not include any funding for this

potential cost, so provision will need to be made from existing Economic Development base budgets.

**EQUALITY** – Public Sector Equalities Duty, Carlisle will undertake programme-wide level impact assessment, relevant project-level impact assessment and relevant Environmental Impact Assessments.

**INFORMATION GOVERNANCE** – There are no Information Governance implications with this report.

## Heads of Terms offer for Carlisle

### Introduction

Carlisle is the capital of the Borderlands region. It is home to key institutions such as the University of Cumbria. Good development land availability and strong transport connectivity ensures Carlisle is ideally placed to grow, as evidenced by the planned St Cuthbert's Garden Village. Moreover, Carlisle benefits from a rich heritage as well as a strong private sector. However, Carlisle has a declining working-age population and a low skill, low wage economy. Many residents suffer from digital exclusion and live in deprived areas.

Government will work with Carlisle City Council and its Town Deal Board to support the delivery of a Town Deal, with the goal of ensuring all Carlisle residents have a share in the town's success.

### The commitment

This document lays out the Heads of Terms offer to Carlisle, under the Towns Fund. This is not a contractually binding document and the offer is subject to various conditions being met. The Heads of Terms will act as a Memorandum of Understanding for the future development and delivery of Carlisle's Town Investment Plan and project proposals. It sets out joint expectations as Carlisle enters the business case development phase.

Government will provide up to **a total of £19.7 million from the Towns Fund**, which will be used to transform Carlisle into a thriving centre for businesses, residents, education and culture, providing new jobs, thousands of extra homes, better skills, a high-quality leisure and culture offer, a clean environment, and a great quality of life for a growing resident population and workforce. Carlisle will be a flourishing visitor destination, welcoming tourists to the city and offering an attractive gateway to the beauty of the wider Cumbrian and borderlands region.

Carlisle has proposed a range of projects that will contribute towards achieving this vision. These include:

- The acquisition and refurbishment of Carlisle Market Hall
- The creation of Citadels: Business Infrastructure
- The delivery of the Digital and Community Learning Centre
- The delivery of Lighting-Up Carlisle
- The transformation of the Southern Gateway
- The development of Start with the Park: St Cuthbert's Garden Village
- The delivery of Project Tullie, the transformation of the entranceway at Tullie House

Carlisle will need to prioritise these projects within the funding envelope being offered. Funding for individual projects will be subject to successfully completing Phase 2 of the Towns Fund process. This includes detailed project development and business case assurance at local level.

### Process, governance and assurance

Local partners will work with government to demonstrate the feasibility, viability and value for money of their projects by developing and submitting the Town Deal Summary Document,



including (as per the Further Guidance and Stage two guidance: business case development):

- A list of agreed projects
- Details of business case assurance processes followed for each project
- An update on actions taken in relation to the Heads of Terms key conditions and requirements
- A Delivery Plan (including details of the team, working arrangements and agreements with stakeholders)
- A Monitoring and Evaluation Plan
- Confirmation of funding arrangements and financial profiles for each project
- Undertaking Public Sector Equalities Duty analysis
- Approval from the Town Deal Board and Lead Council

Carlisle should conduct project assurance in line with agreed routes for each individual project and should provide a more detailed future stakeholder engagement plan for both public and private sector which is focussed on Towns Fund interventions.

If the priority projects identified for funding do not progress, MHCLG cannot guarantee that funding can be assigned to alternative projects or that if it is those will be to the same value. This may result in an overall reduction in the amount of funding received.

Within two months of accepting this offer, Carlisle should confirm in writing details of projects being taken forward and a plan for addressing key conditions relating to those projects and the overall Town Investment Plan. This should be sent to [towns.fund@communities.gov.uk](mailto:towns.fund@communities.gov.uk), copied to the town lead.

Carlisle must then complete business cases for the projects being taken forward and submit the Summary Document within 12 months of the deal being agreed. MHCLG will then provide the agreed funding up to the maximum amount of **£19.7m** for those projects, provided that all conditions are met.

Signed:

**Signature redacted**

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Chair of the Town Deal Board

**Signature redacted**

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Chief Executive of lead Council

**Signature redacted**

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MHCLG Secretary of State / Minister

20/04/21

Date

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## EXCERPT FROM THE MINUTES OF THE EXECUTIVE HELD ON 5 JULY 2021

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### **\*\*EX.58/21 REGENERATION PROGRAMME UPDATE AND ECONOMIC DEVELOPMENT PROGRAMME MANAGEMENT OFFICE**

(Key Decision – KD.16/21)

(In accordance with Paragraph 15(i) of the Overview and Scrutiny Procedure Rules, the Mayor had agreed that call-in procedures should not be applied to this item)

Portfolio      Leader and Economy, Enterprise and Housing

Relevant Scrutiny Panel      Economic Growth

#### Subject Matter

The Economy, Enterprise and Housing Portfolio Holder provided an update on the regeneration projects and set out the work programme and activities to be undertaken for the financial year 2021-22 (ED.19/21). Approval was sought to add projects, for which funding had been secured, to the capital programme and to delegate authority for some decision making to enable projects to move forward and key milestones to be met.

In order to undertake the role of Accountable Body for the major projects and programmes effectively, the report set out the proposal for the creation of an Economic Development Programme Management Office and an increase to the capacity of the Regeneration team to support the development and delivery of the projects.

The Economy, Enterprise and Housing moved, and the Leader seconded the recommendations.

Summary of options rejected      Not to continue with the Future High Streets Fund projects. That no funding is provided to increase the capacity of the regeneration team or create a Programme Management Office.

#### DECISION

That the Executive

1.      Noted the Future High Streets Fund (FHSF) Memorandum of Understanding included in Appendix A (ED.19/21), the provisions contained therein.
2.      Gave approval to sign the FHSF Memorandum of Understanding and therefore confirm the Council's acceptance of the £9,124,606 grant funding offered.
3.      Gave approval for the Council to be the accountable body for the FHSF programme, as per paragraph 2.11 of report ED.19/21.
4.      Approved, for recommendation to Council, a budget of £6,742,839 (in addition to the Greenmarket scheme already included in the Council's capital programme) be added to the Council's Capital Programme, according the financial profile for the years 2021-22, 2022-23 and 2023-24 as set out in Table 3 of report ED.19/21.
5.      Agreed to release the budget for the Greenmarket scheme already included in the capital programme in accordance with the Council's budget resolution agreed in February 2021.
6.      Noted the Remediation Road Map for the Caldew Riverside site and the key decision points as set out in Table 5 of report ED.19/21.

7. Delegated authority, regarding the Caldew Riverside remediation strategy key decision points, to the Corporate Director of Economic Development following consultation with the Leader of the Council, Portfolio Holder for Economy Enterprise and Housing, Corporate Director of Finance & Resources and Corporate Director of Governance & Regulatory Services to:
  - a) implement the appropriate remediation strategy options.
  - b) Agree scope and contract amount for practical actions within the remaining budget.
8. Noted the progress on the development of the Carlisle Town Deal, the agreement of Heads of Terms (included in Appendix B), the agreed programme of projects as set out in Table 6 of report ED.19/21 and the programme of activity over the next twelve months to progress towards agreeing the Town Deal
9. Noted the additional resources required to deliver City Council's major economic development projects and the associated costs and that these costs will be offset using grant funding that has been secured.
10. Agreed to the establishment of a Major Projects Programme Management Office (PMO) for an initial 3 year period (subject to review) and increasing the capacity of the regeneration team.
11. Approved, for recommendation to Council, additional revenue budget of £91,545 for the financial year 2021/22 to fund the PMO and the regeneration team and an additional £82,560 for the following two years 2022-23 and 2023-24, as set out in Table 8 of report ED.19/21 and funded from Revenue Reserves.

#### Reasons for Decision

To meet strategic objectives of the Carlisle Future High Street Fund and move forward with the four projects which had £9.1m of funding awarded to them.

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**EXCERPT FROM THE MINUTES OF  
COUNCIL  
HELD ON 20 JULY 2021**

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**C.115/21 PROPOSALS FROM THE EXECUTIVE IN RELATION TO THE COUNCIL'S  
BUDGET AND POLICY FRAMEWORK**

**(iv) Regeneration Programme Update and Economic Development Programme  
Management Office**

Pursuant to Minute EX.58/21, consideration was given to an update on the key regeneration projects and the work programme and activities to be undertaken. Approval was sought for an additional revenue budget to enable the creation of an Economic Development Programme Management Office (PMO) and increase the capacity of the Regeneration team to support the development and delivery of these regeneration projects. Additionally, approval was sought to add the Future High Streets Fund projects, for which funding had been secured, to the capital programme. An extract from the Minutes of the Executive meeting held on 5 July 2021 was also submitted

Councillor Nedved moved the Report, which was seconded by Councillor Mallinson (J).

The Economy, Enterprise and Housing Portfolio Holder responded to questions from Members on the report.

RESOLVED – That the Council:

1. Note the progress on the development and delivery of the key regeneration projects led by the City Council – Future High Streets Fund, Town Deal and Caldew Riverside.
2. Approved an additional revenue budget of £91,545 for this financial year 2021/22 to fund the Programme Management Office and the regeneration team and an additional £82,560 for the following two years 2022-23 and 2023-24, as set out in Table 3 of report ED.22/21 and funded from Revenue Reserves.
3. Approved a budget of £6,742,839 (in addition to the Greenmarket scheme already included in the Council's capital programme) be added to the Council's Capital Programme, in accordance with the financial profile for the Future High Street Fund programme for the years 2021-22, 2022-23 and 2023-24 as set out in Table 2 of report ED.22/21.

# Report to Economic Growth Scrutiny Panel

Item  
A.4

Meeting Date: 9<sup>th</sup> September 2021  
 Portfolio: Finance, Governance and Resources  
 Key Decision: No  
 Within Policy and Budget Framework: Yes  
 Public / Private: Public

Title: QUARTER 1 PERFORMANCE REPORT 2021/22  
 Report of: Policy and Communications Manager  
 Report Number: PC.35/21

### Purpose / Summary:

This report contains the Quarter 1 2021/22 performance against the current Service Standards and a baseline position for the Carlisle Plan 2021-23 actions as defined in the draft Plan. Performance against the Panel’s 2021/22 Key Performance Indicators (KPIs) are included as a dashboard.

The recommendations from the Member Task and Finish Group on performance reporting are also detailed.

### Recommendations:

1. Scrutinise the performance of the City Council with a view to seeking continuous improvement in how the Council delivers its priorities.
2. Consider and agree the recommendations made by the Task and Finish Group regarding future performance reports.

### Tracking

Executive:	27/09/21
Scrutiny:	Business and Transformation 26/08/21 Health and Wellbeing 02/09/21 Economic Growth 09/09/21
Council:	N/A

## 1. BACKGROUND

1.1 This report contains the 2021/22 performance against the Service Standards and a summary of the Carlisle Plan 2021-23 actions as defined in the draft Plan. The Panel's Key Performance Indicators (KPIs) are also included as an appended dashboard. For further information, pre-Covid pandemic performance i.e. Quarter 1 2019/20 is also included where like for like comparisons are possible.

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 actions in 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 – 1 'red', 0 'amber', 7 'green'

### Summary of Exceptions (RED)

Measure	Target	Performance
CSe22 Actual city centre pedestrianised zone revenue as a percentage of city centre expenditure	84%	55% Revenue down on target due to less events in the city centre due to Covid-19 restrictions earlier in the year.

## **1.6 Performance Reporting Task and Finish Group**

At their meetings of 28 August and 3 September 2020 respectively, Health and Wellbeing and Business and Transformation Scrutiny Panels both resolved that they would like to be involved in developing the content of future performance reports. It was agreed by all three Scrutiny Panels that this work should be carried forward by a Task and Finish Group that involved officers and Members from each Panel.

### 1.6.1 Aims of the Task and Finish Group were:

- Review existing reporting, seek advice from Policy and Communications Team on strengths and challenges of existing reporting
- Research examples of good practice
- Develop recommendations to share with HWSP, EGSP and BTSP

### 1.6.2 Membership:

#### Members:

Cllr Keith Mellor (EGSP Vice Chair(VC))

Cllr James Bainbridge (BTSP Chair)

Cllr Pamela Birks (BTSP VC)

Cllr Christine Finlayson (HWSP VC)

Cllr Jeanette Whalen (HWSP)

#### Co-opted Members:

Gary Oliver (Policy and Performance Officer) (Chair)

Rowan Jones (Overview and Scrutiny Officer)

Ross Blakemore (Data Analyst Apprentice)

1.6.3 The group met in January, February and June 2021 and the following recommendations were made and will be shared with all three Panels:

- Quarterly reports should be lighter, but end of year reports will still be the full report, including potential use of infographics and benchmarking where possible (ALL)
- Consider stretch targets for next year (2022/23) in a January 2022 review (BTSP)
- For the Carlisle Plan 2021-23, the governance arrangements and key project information be shared with the Panels and then going forward, light updates, exceptions and measures of success to be reported on (ALL)
- Service Standards – remove acronyms and use plain English (ALL)

- The recycling service standard should include the waste taken to the Household Waste Recycling Centres at Bousteads Grassing and Brampton to give a more holistic view of Carlisle household recycling (HWSP)
- Some KPIs that no longer fit the strategic priorities for the Panels should be removed once the Panels' workplans for the year have been developed. (ALL)
- Homelessness data needs to be more strongly reflected in performance management e.g. re-presentations, how long are households spending in temporary accommodation (HWSP)
- Customer satisfaction surveys – once the Civic Centre is open to the public again, consider a face-to-face survey or kiosk at point of exit to complement the current online survey form. Once the new telephony service is in place, performance measures should be developed in line with the Customer Services Charter (BTSP)
- Climate change targets - Carlisle target is now aligned to Cumbria target of net zero by 2037 but this will not be a linear process to achieve this. An annual summary table of projects delivered should be included in the end of year performance report. Consider alignment with other Cumbria authorities in relation to shorter term targets
- Further develop a live dynamic performance dashboard that can be publicly shared and accessible to Members (ALL)

## **2. PROPOSALS**

As detailed in the Task and Finish Group recommendations.

## **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 Officer:** Gary Oliver

**Ext:** 7430

**Appendices attached to report:**

Performance Dashboard

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

- None

**CORPORATE IMPLICATIONS:**

**LEGAL** - This report raises no explicit legal issues.

**FINANCE** – This report raises no explicit financial issues.

**EQUALITY** – This report raises no explicit issues relating to the Public Sector Equality Duty.

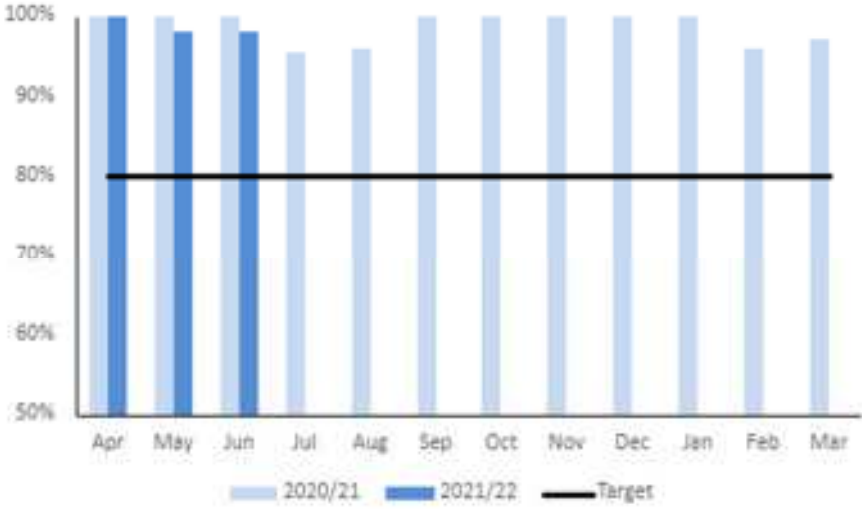
**INFORMATION GOVERNANCE** – This report raises no explicit issues relating to Information Governance.

**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	Quarter 1 2021/22	Performance by Month	Further Information																																							
<p>80% (Nationally set target)</p>	<p>98.6% (Q1 2020/21: 100% Q1 2019/20: 100%)</p>	 <table border="1"> <caption>Performance by Month Data</caption> <thead> <tr> <th>Month</th> <th>2020/21 (%)</th> <th>2021/22 (%)</th> </tr> </thead> <tbody> <tr><td>Apr</td><td>100</td><td>100</td></tr> <tr><td>May</td><td>100</td><td>98</td></tr> <tr><td>Jun</td><td>100</td><td>98</td></tr> <tr><td>Jul</td><td>95</td><td>95</td></tr> <tr><td>Aug</td><td>95</td><td>95</td></tr> <tr><td>Sep</td><td>100</td><td>100</td></tr> <tr><td>Oct</td><td>100</td><td>100</td></tr> <tr><td>Nov</td><td>100</td><td>100</td></tr> <tr><td>Dec</td><td>100</td><td>100</td></tr> <tr><td>Jan</td><td>100</td><td>100</td></tr> <tr><td>Feb</td><td>95</td><td>95</td></tr> <tr><td>Mar</td><td>98</td><td>98</td></tr> </tbody> </table>	Month	2020/21 (%)	2021/22 (%)	Apr	100	100	May	100	98	Jun	100	98	Jul	95	95	Aug	95	95	Sep	100	100	Oct	100	100	Nov	100	100	Dec	100	100	Jan	100	100	Feb	95	95	Mar	98	98	<p>139 household planning applications have been processed in the quarter compared with 53 in the same quarter last year.</p>
	Month		2020/21 (%)	2021/22 (%)																																						
	Apr		100	100																																						
May	100	98																																								
Jun	100	98																																								
Jul	95	95																																								
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Nov	100	100																																								
Dec	100	100																																								
Jan	100	100																																								
Feb	95	95																																								
Mar	98	98																																								
<p><b>On target?</b></p>																																										
<p>✓</p>																																										

## **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.

Throughout 2020/21, a link to the online customer satisfaction survey was available on the Council's website and promoted via social media. The following table is a summary of the results. Only the events question is directly within the Panel's remit, but the other results are also included for comparison purposes. The results of the most recent Local Government Association (LGA) survey are also included and Carlisle is broadly in line with the national average.

<b>Question</b>	<b>Sample size</b>	<b>Proportion who answered Very Satisfied/Satisfied for satisfaction questions or Improved/Stayed the Same for change questions</b>	<b>Confidence Interval at 95% Confidence Level</b>	<b>2019/20 Performance</b>	<b>LGA Survey</b>
Overall satisfaction with how well Carlisle City Council is running things	343	72.6%	5.3%	71%	68%
Satisfaction with Carlisle's street cleanliness	340	73.2%	5.3%	68%	68%
Perception of changes to customer's neighbourhood street cleanliness over last three years	333	75.5%	5.4%	69%	N/A
Satisfaction with the Council's Waste and Recycling Collection Service	320	76.4%	5.5%	84%	80%
Perception of changes to the Waste and Recycling Service over the last three years	319	77.8%	5.5%	85%	N/A
Satisfaction with the Council's parks and open spaces	310	73.8%	5.6%	89%	81%
Perception of changes to the parks and open spaces over the last three years	309	73.5%	5.6%	84%	N/A
Satisfaction with the Council's leisure facilities	302	61.8%	5.6%	62%	61%

Perception of changes to the leisure facilities over the last three years	300	63.0%	5.7%	65%	N/A
Satisfaction with Council-run events	249	92.3%	6.2%	91%	N/A
Perception of changes to Council-run events over the last three years	249	94.4%	6.2%	86%	N/A
Satisfaction with the Old Fire Station	N/A	N/A	N/A	97%	N/A

For 2021/22, the survey will be amended to allow further benchmarking with the LGA.

The Performance Reporting Task and Finish Group made recommendations relating to KPIs:

*“Quarterly reports should be lighter, but end of year reports will still be the full report, including potential use of infographics and benchmarking where possible”*

*“Some KPIs that no longer fit the strategic priorities for the Panels should be removed once the Panels' workplans for the year have been developed”*

The Panel's KPI changes are therefore proposed as follows:

<b>Code</b>	<b>Measure</b>	<b>Comments</b>
<b>ED02</b>	Building Control to process S80 demolition notices within six weeks (statutory duty)	Very low numbers so changed from quarterly to annual reporting
<b>ED08</b>	Proportion of Tree Preservation Orders (TPO) confirmed within 6 months	
<b>ED10</b>	Proportion of Tree Preservation Order applications determined within statutory period of 8 weeks	

The remaining KPIs are attached as a dashboard.

### **Section 3: Draft Carlisle Plan 2021-23 Actions**

The draft Carlisle Plan covers the period 2021 to 2023 and is currently being consulted on. The public consultation ended on 6 August. Results of this consultation were reported to Executive on 31 August and the final version of the Plan developed. Many of the key actions have already started to be delivered and the table below provides a baseline position on the progress to date. Once the Plan has been formally adopted, the next steps will be to work up the project timelines and success measures.

<b>Key Action</b>	<b>Project Activity</b>
1 Delivering the Borderlands Inclusive Growth Deal	<p><b>Carlisle Railway Station</b></p> <ul style="list-style-type: none"> <li>• £20M Borderlands The Institute of Grocery Distribution (IGD) funding secured</li> <li>• County Council are leading on the delivery</li> <li>• Story Contracting &amp; Eric Wright Civil Engineering -delivering the 1<sup>st</sup> phase of the project</li> </ul> <p><b>Citadels</b></p> <ul style="list-style-type: none"> <li>• £50M Borderlands IGD funding approved in principle</li> <li>• Scheme for new university campus and business accelerator hub</li> <li>• City Council, County Council and University of Cumbria are working on the development of a full business case</li> </ul> <p><b>Paton House</b></p> <ul style="list-style-type: none"> <li>• Clearance of site to enable redevelopment - Contractor procured and pre demolition works on site</li> <li>• Funding of £1.78m secured to deliver project</li> </ul> <p><b>Place Programme – Longtown</b></p> <ul style="list-style-type: none"> <li>• Awaiting MHCLG approval of the Place Programme Business Case</li> </ul>

Key Action	Project Activity
2 Delivering St Cuthbert's Garden Village	<ul style="list-style-type: none"> <li>• Masterplanning Framework -finalised in October 2020.</li> <li>• Strategic Design Supplementary Planning Document -adopted.</li> <li>• Carlisle Southern Link Road - project remains on track to be delivered by 2024.</li> <li>• Successful Development Corporation Bid - awarded £754K to build a business case to lead on longer term delivery of St Cuthbert's Garden Village.</li> <li>• Landscape Design competition has launched and it concludes in January 2022; the winner could be awarded the contract to deliver the project on site.</li> </ul>
3 Delivering the Future High Street Fund (FHSF), Towns Fund, Town Deal Accelerated Fund, and related regeneration projects	<p><b>Improve the vitality and viability of the city centre</b> - Projects reviewed and cost profile revised to come within the funding envelope secured through FHSF (funding £9.1m)</p> <p><b>Repurposing 6-24 Castle Street</b> - Officer team meeting regularly. Property Services preparing a tender specification for surveying the properties.</p> <p><b>Central Plaza</b> -</p> <ul style="list-style-type: none"> <li>• £4.7M funding secured from Future High Street Fund to support the redevelopment of the site.</li> <li>• Detailed site investigations are now underway.</li> <li>• Surveys will inform the redevelopment of the site.</li> </ul> <p><b>Reimagining the Green Market / Market Square as Carlisle's events space</b> - Collaboration agreement is being developed to outline project management responsibilities.</p> <p><b>Pedestrian enhancement of Devonshire Street</b> - Preparation of a specification with Cumbria County Council for RIBA2 design work and costings.</p>

Key Action	Project Activity
4 Building on success through new economic opportunities	Morton Retail & Employment Site - development of Morton retail district centre and employment site as part of Morton Masterplan - May 2021 - retailer engagement to review market interest and develop updated scheme and options paper
9 Delivering the private sector housing standards to include a range of grants, advice, support and regulation	<p>Housing and Pollution had 181 live disabled facilities grants (DFGs) to process on the 30th June 2021. 31 of these were approved between the 1st April and the 30th June and 36 were completed between the 1st April and 30 June 2021. Homelife had approved 131 discretionary DFGs and completed 63 in the first quarter period. The majority of housing and pollution DFGs are for stairlifts, level access showers and ramps. The majority of Homelife grants are for deep cleans to allow a person to return home, gas safety works and home insulation works.</p> <p>There have been 15 applications approved for the empty homes grants although none had been completed in the first quarter.</p>



## Economic Growth Scrutiny Panel Performance Dashboard Quarter 1 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	Performance Q1 2021/22	Performance Q1 2020/21	Performance Q1 2019/20 (pre-Covid)	Trend	Target	Comments
✗	CSe22	Actual city centre revenue as a percentage of city centre expenditure	55.1%	49.8%	56.9%	↑	84.2%	Revenue £11k 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)	100%	100%	N/A	→	100%	
✓	ED05	Proportion of major planning applications completed in 13 weeks or within agreed time extension	66.7%	100%	91.0%	↓	60%	
✓	ED06	Proportion of minor planning applications completed in 8 weeks or within agreed time extension	96.5%	97.7%	98.0%	↓	80%	
✓	ED07	Proportion of 'other' planning applications completed in 8 weeks or within agreed time extension	89.4%	100%	99.0%	↓	80%	
✓	ED11	% of valid full plan applications determined or checked by Building Control within 5 working days	35.0%	58.1%	26.0%	↓	25%	
✓	ED12	% of valid full plan applications determined or checked by Building Control within 15 working days	100%	100%	100%	→	95%	
✓	ED13	% of site inspections carried out by Building Control on the date agreed	99.6%	99.1%	99.4%	↑	99%	





# Economic Growth Scrutiny Panel

Item  
A.5

Meeting Date: 09 September 2021  
Portfolio: Cross-cutting  
Key Decision: No  
Within Policy and Budget Framework  
Private/Public: Public  
Title: Overview Report  
Report of: Overview and Scrutiny Officer  
Report Number: OS.23/21

## 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:	<b>Not applicable</b>
Scrutiny:	<b>EGSP 09/09/21</b>
Council:	<b>Not applicable</b>

## 1. Notice of Key Decisions

1.1 At the time of writing this Overview Report, the most recent Notice of Key Executive Decisions was published on 30 July 2021. This was circulated to all Members. The following items fall within the remit of this Panel:

*Items which are included in the Panel's Work Programme:*

- KD 15/21 Carlisle Plan 2021 - 2023
- KD 10/21 Budget Process 2022/23 – 2026/27

*Items which are not included in the Panel's Work Programme:*

- None

## 2. References from Executive

2.1 None

## 3. Progress on resolutions from previous meetings

3.1 The following table sets out the meeting date and resolution that require 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.

	<b>Meeting date</b>	<b>Minute ref</b>	<b>Action</b>	<b>Status</b>
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	17/06/21	EGSP 37/21	5) That the Business and Transformation Scrutiny be asked to consider establishing a Task and Finish Group to review the Agile Working Policy.	Complete
3	29/07/21	EGSP 46/21	2) That an update report on the events and the footfall in the city centre be submitted to the Panel in December 2021;	Complete Added to work plan
4	29/07/21	EGSP 46/21	3) That the Corporate Director of Economic Development provide the Panel with a written response setting out details of the 26 towns that had been ranked most vulnerable post covid and how they compared to Carlisle.	Complete
5	29/07/21	EGSP 46/21	4) That the Deputy Chief Executive provide the Panel with a written response regarding the funding for Carlisle Hawker Festival.	Pending

6	29/07/21	EGSP 47/21	4) asked the Corporate Director of Economic Development to provide further information to the Panel on the statistic that only 8% of business in the city centre retail core contributed to the evening economy as detailed in the report.	Pending
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#### 4. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

4.1 The overview and scrutiny of the Carlisle Plan items that match the panel remit contribute to ongoing policy development.

**Contact Officer:** Rowan Jones

**Ext:** rowan.jones@carlisle.gov.uk

**Appendices  
attached to report:**

1. Draft Scrutiny Panel Work Programme 2021-22

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

- None

**CORPORATE IMPLICATIONS:**

**LEGAL -**

**FINANCE –**

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

**INFORMATION GOVERNANCE –**

## APPENDIX 1: Draft Economic Growth Scrutiny Panel Work Programme 2021-22

Date	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 and how they can 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
TBC – early/ mid Oct	Site visit to Turkish Baths - joint with HWSP		Steve Robinson
21/10/2021	Delivering SCGV - ensuring the right resources and skills in Carlisle	Policy develop't	Jane Meek
	Making best use of existing housing stock (private sector housing)	Policy update	Jeremy Hewitson
	Turkish Baths - Feasibility Study	Policy update	Steve Robinson
	Tourism - delivering this strand of the Economic Strategy	Policy develop't	
02/12/2021	Performance Report - Q2	Monitoring	Gary Oliver
	Budget	Budget	Alison Taylor
	Events and usage of the City Centre - update		Paul Walker/ Zoe Sutton
	Infrastructure for connectivity	Policy develop't	Jane Meek
20/01/2022	High Street Task Force - quick wins for the City Centre update	Policy develop't	Jane Meek
	Diversifying the City Centre	Policy develop't	
	Kingmoor Park Update	Partnership	Steve Robinson
03/03/2022	Performance Report - Q3	Monitoring	Gary Oliver
	LEP - Partner Update	Partnership	Jane Meek
	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
For info report	Flood Risk Management		Environment Agency/ Steven O'Keeffe