

CARLISLE

TOWN INVESTMENT PLAN

2021





FOREWORD



As the capital of Cumbria and the Borderlands, the City of Carlisle is bursting with opportunity, uniquely positioned to lead the way in unleashing the full economic potential of our entire region, for the benefit of the wider UK.

Our City is ambitious to grow. It is an attractive, affordable, well-connected and resilient university city and regional business hub, strategically located at the heart of the UK, connecting together the economies and communities of England and Scotland. Set amongst two areas of outstanding natural beauty, with 2,000 years of history and a strong sense of community, Carlisle has everything needed to provide a fantastic quality of life for everyone that lives and works here.

Exploiting our location, physical assets and economic strengths, our strategy will create the highly skilled, productive jobs of the future and deliver the high quality new housing that will attract and retain a growing working age population, fuelling regional growth for decades to come. We will lead the way as our businesses and communities recover from the Covid-19 pandemic.

Our Town Investment Plan showcases our ambitious vision for the future of Carlisle at the heart of a thriving Borderlands economy. Our ambition is to grow the City's population from 70,000 to 100,000. By 2050, we will create 9,000 new jobs (including higher skilled roles), and build more than 10,000 new homes, supporting population growth and providing opportunities for all of our people and communities to prosper.

We will use Towns Fund resources to help lever £45m in private sector investment and amplify the impacts of other major investment programmes in the City, such as the Borderlands Inclusive Growth Deal.

Our growth journey is already underway with large-scale planned investments that will transform our skills, business, housing, and transport infrastructure. With a Town Deal, we can expand and accelerate our growth ambitions.

For our region to grow, our City must grow. Carlisle is ready to deliver, and we're raring to go.

Emma Porter, Chair of Carlisle Town Deal Board



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1. CONTEXT ANALYSIS

1.1 INTRODUCING OUR CITY: REGIONAL CAPITAL OF THE BORDERLANDS

As the largest urban settlement in Cumbria, the historic City of Carlisle serves a wide geographical hinterland. It is the business, residential, educational and retail capital of Cumbria and the wider rural Borderlands region, which encompasses a substantial portion of North West England and southern Scotland. Carlisle's role as a city serving a large rural geography makes it distinctive.

Carlisle occupies an important strategic position at the heart of the UK and our union of nations. It is the key business and population hub connecting the economies and communities of England and Scotland, and providing onward links to Northern Ireland, through its strategic road, rail and air links.

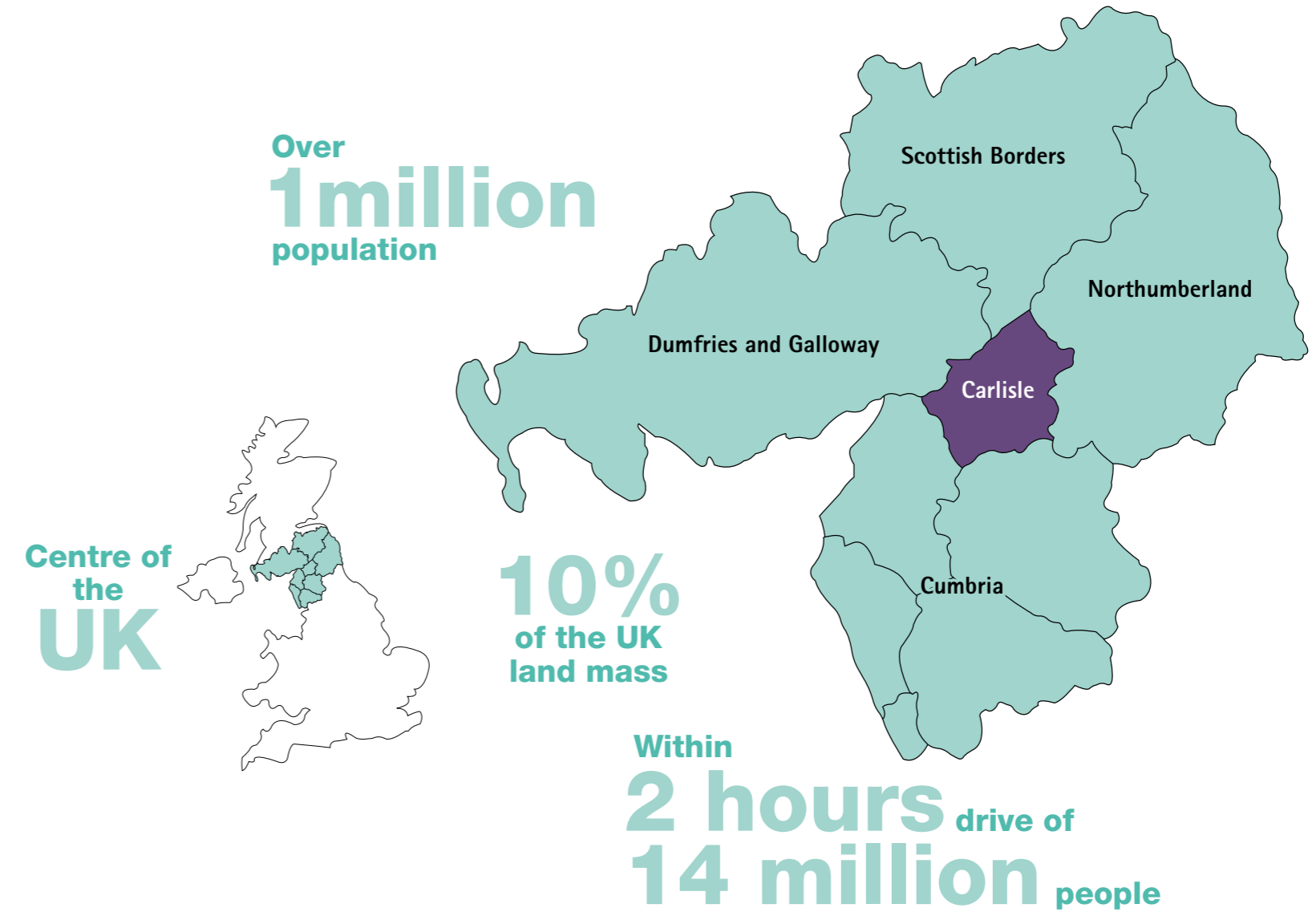
Situated in the far north of Cumbria, Carlisle is on the doorstep of the Lake District National Park and two Areas of Outstanding Natural Beauty¹, and bounded by the Scottish border 10 miles north, Northumberland to the east, Allerdale and the Solway Coast to the west, and Eden to the south. While the City of Carlisle is the principal urban area, Carlisle district covers a far larger rural catchment that includes the small towns of Longtown to the north and Brampton to the east, as well as smaller villages to the west and east, covering an area of 1,042 km².

Carlisle's central urban area has a population of 72,000. As the only city in Cumbria and the Borderlands, Carlisle serves a wider population of around 1.1m across the entire region.

¹ Solway and North Pennines AONBs



Carlisle: Capital of the Borderlands region



The City has huge potential to grow, making use of available development land and capitalising on our attractive and accessible location and affordable cost of living. Our ambition is to grow the urban population to 100,000, adding the equivalent of a small town of 30,000 people. This will boost the working-age population and labour force, positioning Carlisle to lead and accelerate growth across the wider Borderlands economy.

Carlisle has good strategic road links to the rest of England via the M6 and into Scotland via the M74, while the A69 provides a direct route to Newcastle via Hexham to the east. The City has excellent rail connectivity via the west coast mainline connecting London to Glasgow, and is set to benefit from HS2 investment on the back of the Carlisle Station Gateway improvements, further strengthening transport links and bringing Carlisle within 2.5 hours of London. The recent development of Carlisle Airport is a valuable addition to the City's transport assets. This strategic location reinforces the City's role as a regional transport hub and gateway to key markets including Scotland, the North East, and wider North West.

The City is a key driver of the Cumbrian economy, accounting for a quarter of the County's economic output (£2.83 bn GVA pa). Historically, Carlisle's economy was based around the textile industry and easy access to the rail network. Traditional industries have been replaced by new manufacturing businesses such as Nestle, United Biscuits, Northern Foods, and Pirelli Tyres who recently completed a major investment in the City. Carlisle is also home to Eddie Stobart, one of the UK's best-known logistics firms. Our recent success in attracting Amazon's logistics operation is a vote of confidence from one of the world's largest companies, demonstrating the attractiveness of the local workforce and Carlisle's advantages as a strategic location providing easy access to UK markets.

Carlisle is also an important centre for agricultural services supporting businesses in the wider rural area, while the public sector remains a key employer, reflecting its role as a regional service centre and administrative hub for Cumbria.

Dating back 2,000 years, Carlisle is one of 13 Members of England's Historic Cities Network, and its rich heritage includes Hadrian's Wall World Heritage Site. Located on the doorstep of the Lake District National Park, Carlisle benefits from an attractive and varied natural landscape. With its low cost of living, affordable housing, beautiful rural setting and outstanding heritage assets, Carlisle offers a fantastic quality of life.

These factors reinforce Carlisle's status as the regional capital of the Borderlands. It is perfectly placed to lead the way in unleashing the full economic potential of the City, Cumbria and the wider Borderlands, delivering on the Government's levelling up agenda, closing the prosperity gap with other parts of the UK, and leading a clean growth recovery from the Covid-19 pandemic.

- Key**
- City Centre
 - Key industrial/employment sites
 - St Cuthbert's Garden Village
 - Town Deal Boundary
 - Main A roads
 - Southern gateway highway improvements
 - Green Spaces
 - Rivers
 - M6
 - Railway Lines
 - Southern Link Road route

Carlisle Town Deal Area

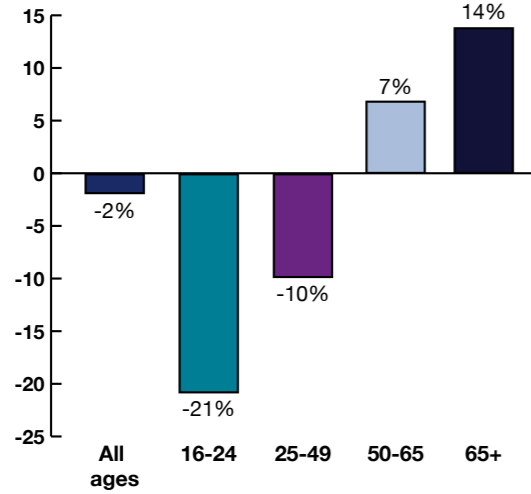




1.2 CHALLENGES AND ISSUES FACING CARLISLE

Declining working-age population

Carlisle population change 2012-2019



Source: ONS: Population estimates based by single year of age 2019

Low skill, low wage economy



Proportion of population qualified to NVQ4+

28% Carlisle, 40% England



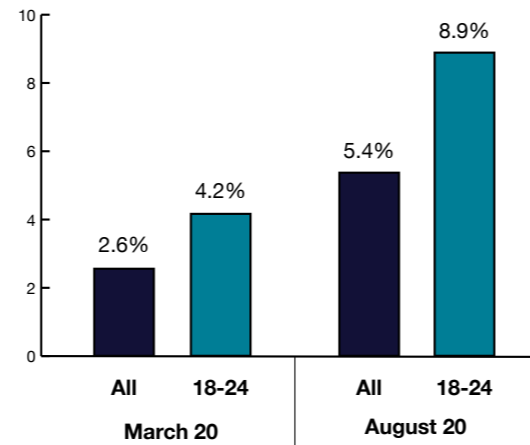
Median Annual Salary

20,929 Carlisle, 25,118 England

Source: APS, ONS 2019; ASHE, ONS 2019

Covid-19 impacts

Monthly claimant rate



Source: ONS/DWP 2020

Poor transport connectivity and reliance on private vehicles



66% of work based journeys to city made by car
↓
Congestion and poor air quality

Source: Mott Macdonald, Carlisle City Centre Transport and Movement Plan 2020

Digital exclusion

Low digital skills among certain groups

Only 46% have access to superfast broadband



Source: Connected nations update: Spring 2019 dashboard, Ofcom 2019

Despite its many assets, Carlisle faces challenges that prevent it from fulfilling its potential as a dynamo of economic and population growth. The challenges are outlined here.

- **Declining working-age-population** - Carlisle has a decreasing and ageing pool of labour. The population of the urban area has fallen by 2% since 2011². However, the working-age population has declined at a much sharper rate. Between 2012 and 2019, the 25-49 age group fell by 10%, while the 16-24 'young adult' group shrank by 21%, despite Carlisle's role as a regional education hub. The University of Cumbria has highlighted that graduates are leaving the area due to the lack of higher-skilled job opportunities and under-developed leisure and evening economy. A continuing rise in the retirement age population along with significant declines in the working-age population means Carlisle has a higher old age dependency ratio of 32.3, compared to 29.5 in England³.
- **Low skill, low wage economy** - Carlisle has a good employment rate (81.3%, which is above the Cumbria and England averages), reflecting its role as a sub-regional hub. However, a high proportion of residents are employed in precarious jobs earning less than the UK living wage. Employment is concentrated in lower value industries (retail, wholesale, health and social care) and there is a lack of jobs in higher value industries such as business services and IT. In 2019, average gross annual income was 16% lower than the national average.

Carlisle also has a low skilled, low productivity workforce. 12% fewer people are educated to NVQ4+ than the England average and GVA per worker is 90% of the England average⁴. Employers often cite difficulty in recruiting skilled workers which makes Carlisle less attractive for business start-up, growth and investment. Carlisle needs to attract a younger, more skilled population to reverse these trends.

² ONS: Population estimates - small area based by single year of age- England and Wales, 2019 (based on population data for the 2011 urban Carlisle wards)

³ Based on ONS population estimates 2019

⁴ Sub regional productivity, ONS 2018



- **Declining city centre lacking vibrancy** - Reliance on retail makes the city centre economy vulnerable to decline in this sector, a trend which has accelerated due to Covid-19. There are longstanding vacancies at retail “anchor” sites, and evidence that footfall and spending have been in decline. In recent years, the public realm has deteriorated, and many older buildings remain empty and require investment to meet modern business and residential requirements. Only 14% of businesses contribute to the evening economy, and only 4,250 people live in the city centre, resulting in a lack of vibrancy after 5pm. Given the large local and regional population that depends on the city centre for employment, retail, leisure, and services, it is vital that it remains resilient.

- **Poor transport connectivity and reliance on private vehicles** - While road and rail connectivity into and out of the City is good, transport connections within and across it are poor. Outdated road layouts have resulted in traffic congestion, deteriorating air quality, and physical and practical barriers to public transport. There is a lack of city centre cycling routes and pedestrianised areas, making it difficult for people to move around easily for work, leisure and study⁵. Bus journey times are longer than a comparative car journey and 60% of the city centre workforce travel to work by car. Carlisle’s per capita transport emissions are higher than the England average due to its large rural hinterland and high numbers travelling by car⁶. Investment in transport infrastructure is needed to promote more sustainable and active modes of transport and reduce carbon emissions.

- **Economic exclusion and deprivation** - The most deprived areas, including the city centre, Botcherby and Currock, contain LSOAs that are among the 10% most deprived in England. IMD data indicates that Carlisle has particular challenges with education, skills and training, with 12 areas amongst England’s 10% most deprived. Seven areas are in the 10% most deprived for barriers to housing, while six are in the most deprived 10% for both employment and living environment. These indicators highlight that too many people are not sharing the benefits of economic growth and prosperity and a levelling up challenge exists within the city.

- **Digital exclusion** - Digital skills and connectivity have become increasingly important to accessing well paid work and a good quality of life. This trend has been accelerated by Covid-19, where work, education, healthcare and personal connections have become reliant on digital connectivity. However, only 46% of people in Carlisle have access to superfast broadband, compared to 95% nationally. The weaknesses in digital connectivity make Carlisle’s businesses and communities less resilient to shocks, such as Covid-19. Digital exclusion is most acute within disadvantaged communities, often lacking the skills and equipment needed to benefit from the digital world. Without steps to tackle digital exclusion, inequality and deprivation will be exacerbated.

- **Covid-19 impacts** - In spring 2020, Carlisle City Council commissioned a Covid-19 impact study, gathering feedback from businesses, the voluntary sector, education, and Local Authorities. The study identified that Covid-19 restrictions have had a significant impact on retail and the visitor economy, and Carlisle’s ability to adjust to remote working has been hampered by poor digital connectivity. The pandemic has increased unemployment, with the claimant rate increasing from 2.6% in March 2020 to 5.4% in August⁸. Young people have borne the brunt of rising unemployment, with the claimant count among 18-24-year-olds more than doubling between March and August.

The needs and challenges facing Carlisle are interconnected. Workforce shortages caused by low skills and a decreasing working-age population make Carlisle less attractive for business start-up, growth and investment. This makes it more difficult to generate high value jobs that attract and retain skilled young people and reduce dependence on low wage employment. At the same time, a declining city centre makes it more difficult to attract the workers and visitors needed to support economic growth. These key issues need to be addressed to unleash Carlisle’s full growth potential.

⁵ Mott Macdonald- Carlisle City Centre Transport and Movement Plan, 2020

⁶ Small World Consulting, Carbon Baseline for Cumbria 2020

⁷ English Indices of Deprivation 2019, MHCLG

⁸ NOMIS Claimant Count by Age, October 2020





1.3 OUR ASSETS, STRENGTHS AND OPPORTUNITIES

Regional capital

Annual GVA



2.83bn

Carlisle population



72k

Borderlands population



Over 1 million

Growth potential



45ha of development land



Over 10,000 new homes by 2050



Over 9,000 new jobs

Quality of life



2,000 years of history



In a beautiful rural setting



A gateway to the Lake District

Key sectors



Production and Manufacturing:
Home to Pirelli's, Nestle and United Biscuits



Nearly twice as many people employed in **storage and transport** than the national average

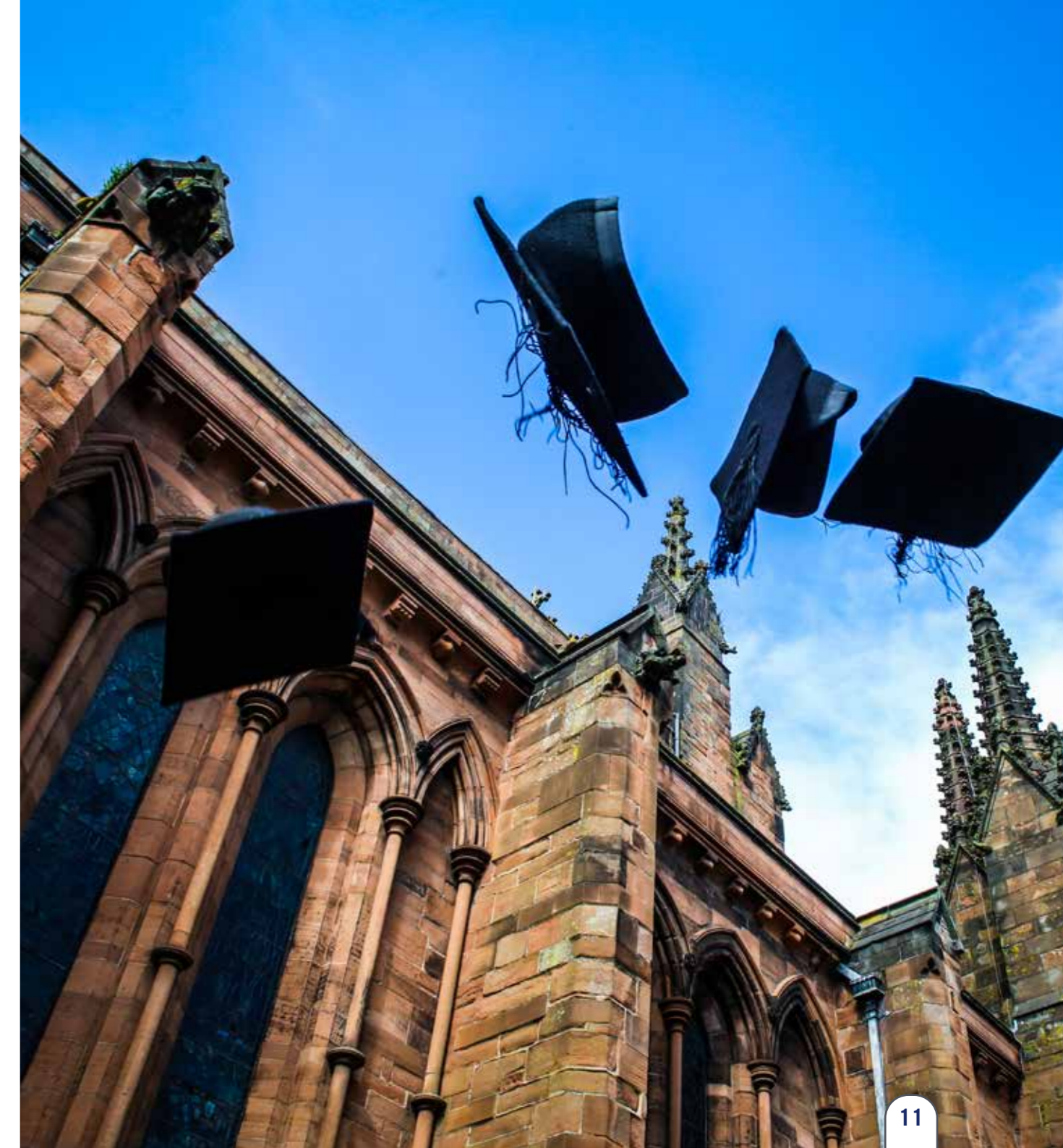


Getting ready to grow our **digital and creative sector**

Source: BRES, ONS, 2018

Despite these challenges, Carlisle possesses real strengths and assets that present opportunities for long-term growth and prosperity.

- **Our people** - The people of Carlisle share a strong connection with each other and the beautiful surroundings they live in. The City's historic environment is a source of local pride that creates a distinctive character and cultural identity. This is characterised by resilience and a robust community spirit in a place in which people have pulled together time and again to overcome challenges including the foot and mouth outbreak, major flooding and Covid-19. This sense of community and shared identity, and the solid support networks it has created, is the bedrock on which Carlisle's economic recovery and future prosperity will be built.
- **Regional capital** - Carlisle serves a large rural hinterland, providing a significant share of the region's employment and hosting key institutions, including the University of Cumbria. It is a key driver of the Borderlands economy, generating one quarter of Cumbria's total economic output (£2.83 bn GVA pa). Investment in Carlisle will unleash the full economic potential of Cumbria and the Borderlands, creating opportunities that will benefit the wider population of 1m people.



- **Quality of life** - Carlisle offers a fantastic quality of life, with its low cost of living, beautiful rural setting, rich cultural heritage, and proximity to some of the UK's finest natural assets. As remote working becomes more commonplace, Carlisle has an opportunity to attract more people to live and work in this attractive, affordable location, growing the working-age population and boosting the regional economy.

- **Growth potential** - As the only city in the Borderlands, with good development land availability and strong transport connectivity, Carlisle is ideally placed to grow. Significant investments already planned in the city include the ambitious housing development at St Cuthbert's Garden Village, which will create 10,000 new homes. House prices are low (an average of £136,721, compared to £248,083 for England) making Carlisle an affordable place to live and attractive to first-time buyers, young people and working-age families. Developments for business growth include Kingmoor Park Enterprise Zone, and 45 Ha of employment land that have been allocated to support economic growth.

- **Strong private sector** - Carlisle's private sector is performing well, providing confidence in the City's economic growth potential. Recent investments include: Pirelli Tyres' investing in new technologies at its Carlisle plant safeguarding highly skilled jobs; Amazon creating 120 jobs in a new logistics facility; Day Global moving its headquarters to Carlisle creating 300 jobs; and the 18,000 ft2 ModVillage office development at Kingmoor Park Enterprise Zone. The City has a strong local business base in manufacturing and logistics, with a clear competitive advantage relative to other parts of the UK, and good scores on the index of specialisation. Carlisle also has a clear ambition to grow the high-value creative and digital industries, capitalising on strong growth across the North West and the UK. The City is well equipped to grow the sector by capitalising on the University of Cumbria's strengths in arts and creative subjects to provide job opportunities for a younger age demographic.

- **University City** - The University of Cumbria has significantly increased student enrolments at its Carlisle campus in recent years. Further investment in the University will bring more young people to the area and build the skills of local people. By growing our business base (especially digital and creative) we can encourage more young people to stay in Carlisle when they finish their studies. By empowering local residents to upskill and reskill, they will benefit from new opportunities and businesses will have access to the skills they need to thrive.
- **Destination City** - Carlisle's rich heritage includes Hadrian's Wall World Heritage Site, the remaining City walls, Carlisle Cathedral, the Old Town Hall, Tullie House Museum and Art Gallery, 1,139 listed buildings and 19 conservation areas. It also benefits from an attractive and culturally significant natural landscape, while the River Eden and its tributaries are of international importance for their biodiversity. Carlisle has significant potential to attract additional visitors and spending by capitalising on its distinctive history and heritage, while tapping into tourism growth in the Lake District National Park and Hadrian's Wall.

- **Clean growth and active travel** - Travel behaviour in Carlisle could be transformed, delivering on the Government's clean growth and active travel priorities. St. Cuthbert's Garden Village housing development offers a unique opportunity to design in walking and cycling infrastructure from the outset, enabling people to enjoy the benefits of active travel and delivering on Carlisle's ambition to become a Net Zero Carbon City. The growing interest in active travel resulting from Covid-19 is an opportunity to accelerate the take-up of green travel and change behaviour permanently.

Just as Carlisle's challenges are interconnected, so are its strengths and opportunities. As an attractive, affordable, well-connected and resilient city with a strong sense of community, Carlisle has everything needed to provide a fantastic quality of life for everyone that lives and works here. Investing in key assets will unleash Carlisle's potential as a growing city and maximise its impact on the Borderlands economy.

⁹ UKHPI December 2019





2. OUR STRATEGY

2.1 INTRODUCTION

Building on our shared understanding and analysis of the issues and opportunities facing Carlisle, the Town Deal Board has engaged with businesses and the local community to develop a compelling vision for the City's future. The vision articulates our collective ambition to transform Carlisle into a more prosperous and successful place, for the benefit of our people, communities and businesses.

Our vision will be achieved through a transformative programme of investments, combining Towns Fund alongside other programme resources already secured or in the pipeline, including Borderlands Growth Deal, St. Cuthbert's Garden Village, Future High Streets Fund, private sector investment, and planned investments by Carlisle City Council and Cumbria County Council.

2.2 OUR SHARED VISION FOR THE CITY

The City of Carlisle is ambitious to grow, leading the way in unleashing the full economic potential of Cumbria and the wider Borderlands area, and closing the prosperity gap with other parts of the UK. As the business and population capital of the region, a university city, and strategically located Borderlands hub connecting Cumbria to the rest of the UK, Carlisle has the assets, strengths and potential to drive prosperity and growth across the region.

“ 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 and culture 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. ”

2.3 OUR STRATEGIC PLAN

Our strategy for the transformation of Carlisle and the achievement of our vision is based on five strategic objectives which address the key issues and opportunities.

- **S01: Growing City**
- **S02: Vibrant City**
- **S03: Connected City**
- **S04: Destination City**
- **S05: Resilient and Inclusive City**

It is based on a clear rationale, reflecting our analysis of the key issues, challenges and opportunities, summarised in section 1 and supported by a more detailed evidence base.

The strategy is underpinned by our theory of change, which describes the issues, challenges and opportunities, facing Carlisle, our strategic objectives, the actions we will take to achieve our objectives, and the changes and outcomes we will deliver.

Our approach reflects the defined spatial strategy for Carlisle. From a regional perspective, the City must continue to perform its role as the business, residential, educational and retail capital of the Borderlands. On a local level this obligation underpins three critical spatial planning objectives: housing growth, employment growth, and city centre diversification.

Objectives, priorities, and outcomes

S01: 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.

Analysis and rationale - Capitalising on the availability of development land and our vital role in the Cumbrian and Borderlands economy, Carlisle is already investing in housing expansion and business growth to reverse decline in the working-age population. We will accelerate our investment in these areas, making Carlisle the most desirable location in Cumbria for young people and families to live and work. We will also invest in the skills of local people, enabling them to progress into higher skilled, higher paid jobs, reducing our reliance on low paid, low productivity employment.

Actions and priorities

Short to medium-term

- Bring more businesses into the City using the new University of Cumbria campus as a catalyst to attract companies working with the University.
- Grow the local business base by providing workspaces that meets the changing needs of businesses.
- Enhance digital infrastructure, providing outstanding connectivity to attract creative and digital businesses and boost business productivity and growth.

- Attract new investment at Kingmoor Park Enterprise Zone, the City's prime business location.
- Grow the local skills base and boost business productivity by encouraging local residents to upskill and reskill to benefit from higher skilled, higher paid jobs.
- Promote Carlisle as a great and accessible place to live and work, attracting new people and businesses to locate and invest in the City.

Longer-term

- Grow Carlisle's population to over 100,000 through housing-led growth. This includes 10,000 new homes at St Cuthbert's Garden Village (SCGV), and other housing developments, with a focus on clean housing growth and low carbon lifestyles.
- Attract and retain more young people to the City by growing the student population and investing in sectors attractive to young people, such as creative and digital.

Outcomes - what does success look like?

- Growing business base.
- More highly skilled, better paid jobs, creating opportunities for people across the Borderlands area.
- More high quality, low carbon, affordable housing.
- Younger, growing population, benefitting the city and wider Borderlands economy.

S02: 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.

Analysis and rationale - Our city centre has potential to be the thriving city heart of Cumbria and the Borderlands. However, the impact of high street decline and the changing role of retail in town centres nationally means it needs to develop a new role, providing more opportunities for leisure and culture, study, business and jobs, and residential. Investing in new uses will transform the city centre into a vibrant and attractive destination for local people, families and visitors. This will strengthen the role of Carlisle as the leisure, education, and business capital of the region, making it a more appealing place to live, work, study and visit.

Actions and priorities

Short to medium-term

- Develop a new campus for the University of Cumbria, creating greater vibrancy in the city centre, building higher-level skills, growing the workforce and supporting business productivity and growth.
- Create additional workspace and business accommodation to attract more businesses to the city centre.
- Provide new residential units to attract more people to live in the city centre, to stimulate leisure, culture, retail and the evening economy.

- Improve the public realm to make the city centre a more attractive place for people to spend time in.
- Increase footfall and spending and boost the evening economy through more and better food and beverage outlets, and a greater range of cultural and leisure activities.

Longer-term

- Improve facilities for young people so it is a place they feel connected to and where they are more likely to stay.

Outcomes - what does success look like?

- A vibrant and appealing place to spend time.
- More people using the city centre.
- Increased footfall and spending.
- Improved perceptions of Carlisle as a great place to live, work, study and visit.

S03: 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.

Analysis and rationale - Reflecting our importance as the region's capital, the city is well served by transport links. However, current transport infrastructure within and across Carlisle does not meet the needs of an ambitious, growing regional hub. The poor quality of the train station and surrounding areas is not befitting of a city of Carlisle's status, while historic road layouts constrain movement for public transport users, pedestrians and cyclists. Investing in improved transport connectivity will make it easier for people to get into and move around the city, supporting our objectives to grow the population and economy, and create a vibrant city centre. Our investments in green transport will reduce congestion and carbon emissions, delivering clean growth objectives and our ambition for Carlisle to become a net zero carbon city.

Actions and priorities

Short to medium-term

- Enhance access into and out of the city, improve visitor perceptions, and enhance connectivity to Cumbria and the wider UK by improving facilities at Carlisle Station.
- Boost active and sustainable travel, increase journeys made by walking and cycling, and make it easier for pedestrians and cyclists to get around by investing in walking and cycling infrastructure.
- Produce a Local Cycling and Walking Infrastructure Plan (LCWIP) for the City of Carlisle.

Longer-term

- Improve the City's low carbon transport provision including expansion of the electric vehicle infrastructure.

Outcomes - what does success look like?

- Reduced traffic congestion and lower carbon emissions in the city centre.
- Modal shift towards active and sustainable travel.
- Reduced journey times for public transport passengers, pedestrians and cyclists.
- Improved perceptions of Carlisle as a regional hub city among business visitors and tourists.

S04: DESTINATION CITY - To grow Carlisle's visitor economy, attracting additional footfall, vibrancy and spending to the City.

Analysis and rationale - Carlisle has untapped potential as a visitor destination, boasting a wealth of cultural and heritage assets including the Cathedral, Castle, Museum, and Historic Quarter, as well as the rich cultural history of the Borderlands area. There is a growing domestic tourism market with millions of tourists visiting the neighbouring World Heritage Sites of the Lake District National Park and Hadrian's Wall, further boosted by growth in staycations as a result of Covid-19. However, Carlisle currently underperforms as a visitor destination compared with other UK cathedral cities. Investing in our visitor assets will boost visitor numbers and spending, which will support economic growth and job creation, and establish Carlisle as an attractive and distinctive destination.

Actions and priorities

Short to medium-term

- Diversify and strengthen the visitor offer by investing in Carlisle's key heritage and cultural assets, including revitalising the historic quarter and cultural attractions.
- Offer new reasons for visitors to come to the City, including events and festivals distinctive to Carlisle.
- Improve the City's accommodation offer, including high-quality hotel developments.

Longer-term

- Strengthen Carlisle's offer as a short-stay destination and tourist gateway to the wider Borderlands area, Lake District National Park and Hadrian's Wall.

Outcomes - what does success look like?

- More tourists visiting Carlisle year-on-year.
- Higher visitor spending supporting business growth and new jobs.
- Improved perceptions of Carlisle as an appealing short-stay destination.
- A more vibrant, bustling city.

S05: 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.

Analysis and rationale - Despite its huge potential, Carlisle faces challenges that prevent some people, communities and businesses from sharing in the opportunities it has to offer. Many people struggle to secure jobs and earn a good living as a result of deprivation, low skills and lack of opportunity. Some people have poor digital skills and lack access to digital equipment and connectivity, making it more difficult to access essential services and develop skills for employment. Businesses in some sectors, such as retail, are struggling because of long-term high street decline. These challenges have been exacerbated by Covid-19 which has resulted in business closures, job losses and hardship for many. Carlisle and Cumbria have also disproportionately suffered the effects of climate change, including frequent flooding events that damage lives, businesses and prosperity. Carlisle City Council has declared a Climate Emergency and is investing to mitigate the impacts of environmental damage. We will invest in people, communities and businesses to ensure they are resilient to economic, social and environmental challenges, and able to share in the opportunities the city has to offer.

Actions and priorities

Short to medium-term

- Support businesses and communities to recover from the Covid-19 pandemic, ensuring viable firms can access support and funding to survive, maintain jobs and return to growth.
- Deliver inclusive growth by ensuring all residents have the skills to access new jobs and participate in the digital economy.
- Build resilience and retain wealth in the local economy by ensuring businesses have access to a highly skilled, ambitious labour force.

Longer-term

- Establish Carlisle as an exemplar in clean growth, placing environmental sustainability at the heart of transport, housing, business, and infrastructure investments, and delivering on Carlisle's commitment to be a net zero carbon city.

Outcomes - what does success look like?

- A strong recovery from the Covid-19 pandemic across the wider Borderlands economy, stimulated by investment in housing, business, transport and skills.
- More people improving skills and getting jobs, delivering on our Inclusive Growth ambitions.
- Higher earnings and a better quality of life for people from low income groups.
- A clean growth city, moving rapidly towards net zero carbon emissions.

2.4 ALIGNMENT WITH OTHER STRATEGIES, PROGRAMMES AND INVESTMENTS

Support from the Towns Fund will play a crucial role in delivering our investment strategy and transforming our city. However, it will not do so in isolation.

We have already started our growth journey, preparing for the future by planning and progressing investment in high impact projects, supported by a variety of Government programmes and funding sources, including the Borderlands Growth Deal, Future High Streets Fund, Housing Infrastructure Fund, and others.

Our Town Investment Plan encapsulates wider regeneration plans for the City, based on a programme of inter-linked initiatives that will collectively deliver our vision and objectives. It is closely aligned with important national and regional programmes and policies, positioning individual projects to secure resources from a variety of funding programmes, ensuring a broad range of interventions can be supported and the benefits generated by Towns Fund investment can be leveraged and maximised alongside other funds.

Our Town Investment Plan is aligned with the following Government Programmes, which will deliver investment in the City totalling over 250m, in addition to our Towns Fund ask.

2.4.1 Housing Infrastructure Fund (HIF)

Homes England is providing a £134m HIF grant (matched with £10m local authority funding) to unlock the St Cuthbert's Garden Village development. This investment incorporates the new Carlisle Southern Link Road connecting junction 42 of the M6 motorway with the A595 at Newby West. The new road, with integrated green walking and cycling infrastructure, will open-up the land identified for the Garden Village and provide access to the planned settlements. The scale of the opportunity, and the importance of delivering a high-quality development may necessitate additional government funding, for example through future HIF rounds or DfT's Cycling and Walking Fund.

2.4.2 Borderlands Inclusive Growth Deal

The £350m Borderlands Inclusive Growth Deal is the first rural deal to be developed, and the only deal to cross the Anglo-Scottish Border. It includes six core investment themes: Business, Digital, Energy, Place, Destination, and Rural Innovation, as well as investment in key transformational schemes. The BGD will support two transformational projects in Carlisle.

Project	Summary	Borderlands Investment	Town Deal Interventions	TIP Objectives
Carlisle Railway Station	Improvements to this major gateway, improving use of rail and other sustainable modes of transport, and creating a strong welcome for visitors	£20m	Connectivity: Transport	Connected City Destination City
Citadels	Creation of a new campus for the University of Cumbria on an unused, Grade 1 listed heritage site	£50m	Skills Infrastructure; Arts, Culture and Heritage	Vibrant City Destination City Resilient and Inclusive City

2.4.3 Future High Streets Fund (FHSF)

A full Business Case for FHSF was submitted to MHCLG in March 2020, which included the following projects.

Project	Description	FHSF Investment	Town Deal Interventions	TIP Objectives
6-24 Castle Street	Redevelopment of a vacant property for multiple uses e.g. residential, community and business.	£1.13m	Urban Regeneration	Vibrant City Growing City Resilient and Inclusive City
Reimagining the Market Square	Improvements to 6,000m ² of public space, creating a focal point for events and activities.	£2.38m	Urban Regeneration Arts, Culture and Heritage	Destination City Connected City
Former Central Plaza site redevelopment	Preparation of an 800m ² vacant site on Victoria Viaduct for redevelopment	£4.74m	Urban Regeneration	Vibrant City Destination City
Devonshire Street Pedestrian Improvements	Increase pedestrian access, and space for outside seating, in the heart of the emergent evening economy	£0.49m	Urban Regeneration	Connected City Vibrant City Resilient and Inclusive City

Project	Summary	Towns Fund Investment	Town Deal Interventions	TIP Objectives
Caldew Riverside	Remediation of a 3.16ha site to remove contamination, unlocking the site for private sector led residential development.	£0.85m	Urban Regeneration	Growing City Vibrant City
Bitts Park	Improvements to a key green space in the centre of Carlisle	£0.15m	Urban Regeneration	Destination City Resilient and Inclusive City

2.4.5 Other programmes and investments

Carlisle and the wider area are benefitting from other major investments that will contribute to delivering our vision and objectives, including:

- **Kingmoor Park** - The only Enterprise Zone in Cumbria, and part of the Northern Powerhouse Investment Portfolio, this strategic employment site benefits from significant government funding via rates relief and capital allowance incentives for businesses investing in the City.
- **Riverside Housing Association** - The largest RSL in Carlisle (managing 7,000 properties and 90% of the social housing stock) is investing £35m in the City over the next 10 years, in diversification of housing tenure, and enhancing green routes and improving public realm in local neighbourhoods.
- **Carlisle Lake District Airport** - This recently completed £15m investment provides the City with a new aviation hub, opening up access to new markets and destinations.
- **Sands Centre** - Carlisle City Council is investing £25m to upgrade the leisure and recreation facilities at the Sands Centre, making Carlisle a more attractive place for residents, workers, students and visitors.

2.4.6 UK Government priorities

Our Town Investment Plan is focused on delivering UK Government priorities.

- **Covid-19 economic recovery** is at the forefront of our investment planning. As the regional capital of the Borderlands, Carlisle has an opportunity and a responsibility to lead the region's economic recovery. Our Town Investment Plan will deliver thousands of new homes and jobs, and millions of pounds in infrastructure investment, creating the new opportunities for businesses and people that will stimulate economic recovery.
- **Clean Growth** is at the heart of our investment plans, in line with Carlisle's ambition to become a Net Zero Carbon City. Our Town Investment Plan has a major focus on sustainable and active travel. Transforming walking and cycling infrastructure to connect the city centre, major residential settlements and key employment centres will change travel behaviour and deliver permanent reductions in traffic congestion and carbon emissions. St Cuthbert's Garden Village in particular will deliver on the Government's 'Gear Change' strategy, accelerating a modal shift towards more cycling and walking activity in the City.

- Our Town Investment Plan delivers on the Government's **levelling up agenda**, closing the prosperity gap with other parts of the UK by creating thousands of new jobs (including higher skilled roles), boosting household incomes, and providing thousands of new homes. Housing growth will be a key driver of levelling up, providing opportunities for people to relocate from the south of England to our attractive, affordable city. Additional government investment may be required to accelerate housing development to capitalise fully on this opportunity.

2.4.7 Alignment with regional and local strategies

The Town Investment Plan is also closely aligned with key local and regional strategies.

- **Cumbria LEP Local Industrial Strategy**¹⁰ has strategic objectives akin to those in the Town Deal, for example: improving connectivity (physical and digital); investing in skills development; capitalising on productivity, innovation and enterprise potential; and inclusive economic growth. In addition, **Cumbria LEP Strategic Economic Plan**¹¹ identifies problems of low productivity, below average skills, minimal business support, an underperforming visitor economy and substandard digital connectivity.
- **Cumbria County Council Economic Strategy**¹² has a vision for Cumbria to be ‘one of the fastest growing economies in the UK’ by delivering innovative and sustainable projects that will secure a better quality of life for current and future generations.
- **Cumbria County Council Plan**¹³ identifies three key outcomes, including: well-connected and thriving places; safe and healthy people; and a growing economy which benefits everyone.

- **Carlisle City Council's Local Plan (2015-30)** sets out a long-term spatial vision and strategic objectives to support the development of a thriving district.
- **Northern Powerhouse Strategy (2016)** sets out a vision for tackling major barriers to productivity to “unleash the full economic potential of the North”. It explains how Government will work with local stakeholders to address key barriers to productivity including: investing in connectivity (physical and digital), to raise skill levels and encourage business start-up and growth.
- **Cumbria Creative and Cultural Strategy**¹⁴ and **Carlisle Cultural Prospectus** set out the key role of the creative and cultural industries in making Cumbria and Carlisle great places to live, work, study and do business.

¹⁰ **Cumbria...the place to grow: Cumbria's Local Industrial Strategy (March 2019)**

¹¹ **The Four-Pronged Attack: Cumbria Strategic Economic Plan 2014-24**

¹² **Cumbria Economic Strategy 2009-2019: Cumbria County Council**

¹³ **Cumbria County Council Plan 2018-22**

¹⁴ **Cumbria: The Natural Capital of Creativity and Culture**

2.5 OUR TOWNS FUND PROJECTS

Introduction

Our Town Deal projects offer a strategic programme of investment, designed to align with and add maximum value to other major planned investments, supported by the Borderlands Inclusive Growth Deal, Future High Streets Fund, Housing Infrastructure Fund and others. Our Town Deal projects, combined with these other investments, will deliver on our strategy and realise our ambitious vision for the future.

Project prioritisation

As part of our Town Deal development process an initial long list of investments was developed, comprising 14 projects that demonstrated potential to deliver on our strategic objectives and Towns Fund priorities. Lead organisations completed proformas for each project, resulting in an initial combined funding ask of £46m. The projects underwent a rigorous, independent assessment process, with each scored against our five strategic objectives and the following 10 critical success factors:

- Delivering on Town Deal objectives and outcomes.
- Delivering on Carlisle Local Plan objectives.
- Clear evidence of need (market need, market failure, need for Town Deal funding)
- Leveraging the City's major strategic investments, amplifying and extending their benefits to communities and the City centre.
- Providing additionality to other funding programmes (e.g. FHSF, Borderlands, HIF, DFT).

- Engaging and empowering local communities to lead and shape the future of the City.
- Adopting new and innovative approaches to addressing opportunities and challenges.
- Deliverability (funding, ownership, consent, constraints).
- Building the resilience of the City to respond to current and future challenges, including Covid-19 recovery and climate change.
- Delivering clean growth and inclusive growth.

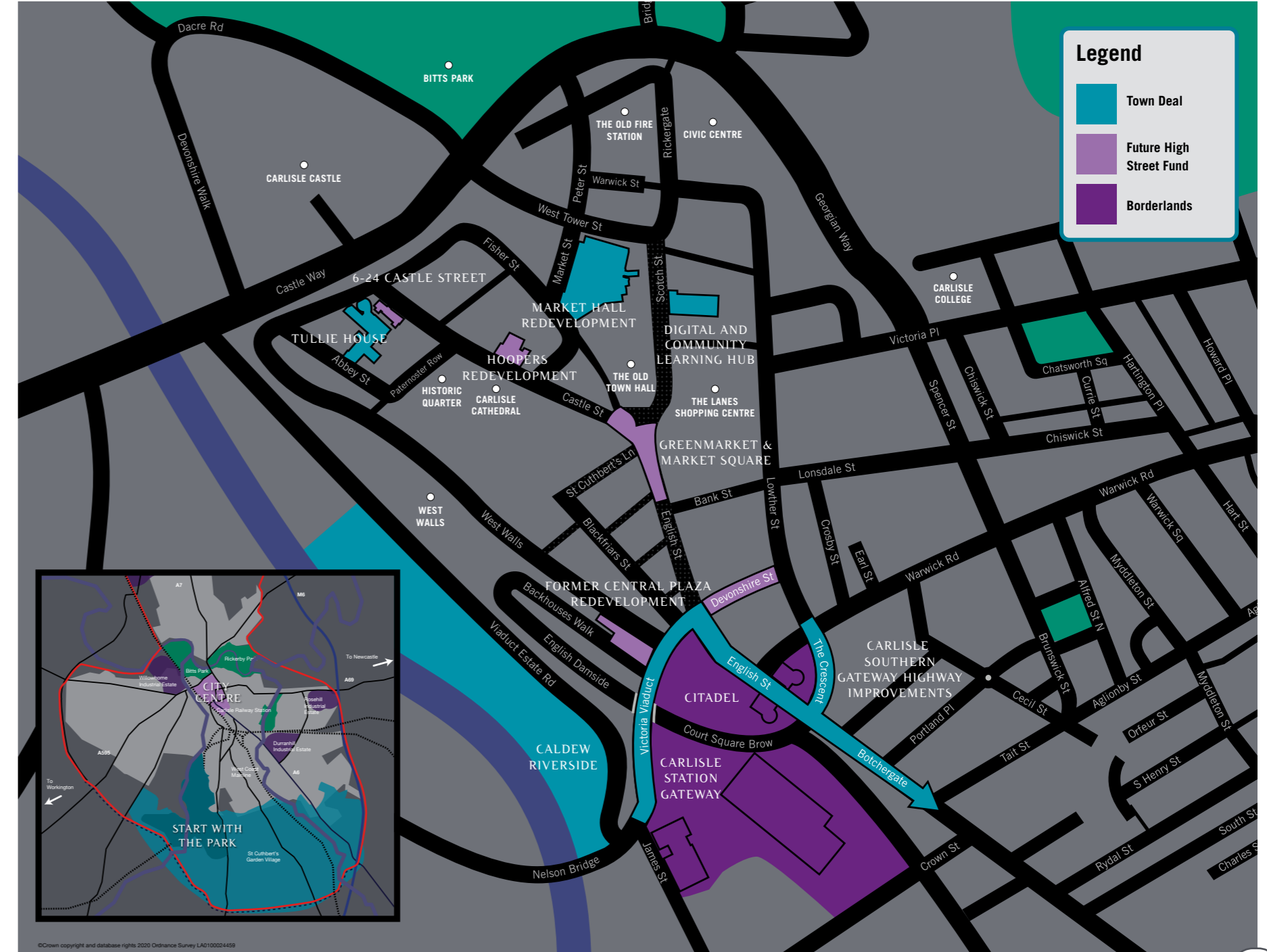
Assessment results were considered by the Town Deal Board, who agreed a short list of seven projects which form the basis of our Town Deal ask. The projects offer a balanced package of investment. Taken together, they address the key issues and opportunities facing Carlisle, while delivering across all five strategic investment objectives.

Number	Project Title	Towns Fund Request (£)
1	Start with the Park (St Cuthbert's Garden Village)	£2,000,000
2	Carlisle Southern Gateway	£6,600,000
3	Project Tullie	£918,000
4	Lighting Up Carlisle: Events infrastructure and activities	£620,000
5	Digital and Community Learning Hub	£2,350,000
6	Citadels Business Infrastructure	£4,000,000
7	Carlisle Market Hall	£3,015,000
	Total	£19,503,000

Carlisle city centre in context



Carlisle Town Deal Projects



1: START WITH THE PARK, ST CUTHBERT'S GARDEN VILLAGE (SCGV)

St Cuthbert's Garden Village will deliver 10,000 new homes, new employment opportunities and new neighbourhood centres on the southern edge of Carlisle. It is a transformative development supporting population and economic growth across Carlisle, Cumbria and the wider Borderlands. The 'Start with the Park' project will provide a connective, multi-modal green travel route connecting the key settlements of SCGV with Carlisle City Centre and providing high quality leisure and recreation facilities. The project will position SCGV as a unique and attractive destination for working-age families.

Delivering on our strategy

- **Growing City** - Facilitating the delivery of a major housing development that is key to growing Carlisle's population and creating new jobs.
- **Connected City** - Enhancing transport links, connecting key residential and employment locations with one another and with the Southern Gateway to the city centre.
- **Resilient and Inclusive City** - Responding to the challenges of climate change by accelerating the take-up of sustainable, active travel.

Rationale and evidence of need: SCGV is the most important single development in delivering Carlisle's growth ambitions. Early delivery of the Greenway will provide essential green infrastructure and transport connectivity needed by the communities that will grow at SCGV. The project addresses three key drivers for SCGV: creating a healthy environment; a community that makes full use of landscape quality; and a place



that is well-connected. This is the first phase of an ambitious scheme to build clean growth and active travel at the heart of SCGV.

Alignment with TD: Urban Regeneration: Providing key infrastructure to support the SCGV development and deliver 10,000 new homes. Local Transport: Developing green transport infrastructure in the City.

Outputs/outcomes: 7km new walking and cycling routes, 5ha green space and public realm developed; increase in cycling and walking trips; permanent changes in travel behaviour, resulting in lower carbon emissions, reduced congestion and improved health/wellbeing.

2: 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 Station, Citadels, Devonshire Street, and the Central Plaza site, and to connect St Cuthbert's Garden Village with the City Centre.

Delivering on our strategy

- **Connected City** - Enhancing transport links (public transport, walking, cycling) into and around the Southern Gateway to the city, opening up access to other major developments including the Citadels and Station Gateway.
- **Vibrant City** - Making the city centre a more attractive place for visitors and local people by transforming the quality of public spaces.
- **Resilient and Inclusive City** - Future proofing public spaces, footpaths and cycleways, opening up additional space to allow for social distancing as the city adjusts to living with Covid-19.

Rationale and evidence of need: Existing wide highways and traffic-dominated streets in the centre of Carlisle are not suitable for encouraging active travel. The current poor quality of public realm is not befitting of Carlisle's ambitions as an attractive, growing city. Planned investments (e.g. Station, Citadels, SCGV) provide an opportunity to reallocate space for new walking and cycling routes and encourage increased use of public transport. This will accelerate the take-up of active travel and the decarbonisation of key transport routes. This is part of



an ambitious wider programme to transform Carlisle's cycling and walking infrastructure.

Alignment with TD: Urban Regeneration: Raising the quality of the urban realm. Local Transport: Developing local transport networks that reduce congestion and promote active travel and increased use of public transport.

Outputs/outcomes: 3,380m² of road infrastructure; 3,955m² of new and upgraded walking and cycling routes; 7,335m² of improved public realm; reduced traffic congestion and carbon emissions; increase in cycling and walking trips in the city centre; improved perceptions of Carlisle city centre among business visitors, tourists, and local residents.

3: PROJECT TULLIE

Welcome & Entrance to Tullie House Museum: Part of a wider £17m programme of improvements 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.

Delivering on our strategy

- **Destination City** - Transforming one of the city's key cultural assets, improving the visitor offer and attracting additional tourists and spending.
- **Vibrant City** - Boosting footfall and spending by attracting more visitors into the heart of the city.
- **Growing City** - Supporting a growing visitor economy, creating new jobs for local people, and making the city a more attractive place to live and work.

Rationale and evidence of need: Carlisle underperforms as a visitor destination. In 2015 the city had the lowest total visitor spend of the comparable small cities of Lincoln, Norwich and York. Carlisle city centre is over reliant on retail and needs to diversify to create an improved cultural and leisure offer. Tullie House Museum is one of the City's key visitor attractions and cultural assets, with circa 200,000 visitors pa. It is planning a major programme of investment to modernise facilities and transform its offer to meet the needs of contemporary audiences. This investment will significantly enhance Carlisle's cultural offer, attracting more visitors and spending to the city. The project is a key part of the Museum's wider investment programme.



Alignment with TD: Arts, Culture and Heritage: Upgrading a local cultural asset at the heart of the historic quarter of the City.

Outputs/outcomes: Upgrade one historic building; upgrade 3,776m² of floorspace (412m² with Town Deal resources); attract 50,000 additional visitors pa (7,500 attributable to Town Deal); support 59 visitor economy jobs (9 attributed to Town Deal). It

will attract additional visitors and spending; support business growth and jobs in the visitor economy; and improve vibrancy in the city centre.

4: LIGHTING UP CARLISLE

Events Infrastructure and Activities: Investment of capital funding in digital lighting equipment to support an expanded and transformed events programme. The installation of themed and seasonal lighting will illuminate key landmark and heritage buildings (e.g. Cathedral, Castle, Market Hall) while cultural events are taking place. This will make landmarks and buildings more prominent to visitors, enhancing the attractiveness of the city centre as a backdrop to cultural events. The infrastructure will be future-proofed, allowing the latest technologies (e.g. digital projection) to be exploited.

Delivering on our strategy

- **Destination City** - Attracting more visitors and spending through a transformed programme of events.
- **Vibrant City** - Boosting footfall and spending by giving people new reasons to spend time in the city.
- **Growing City** - Supporting visitor economy growth, creating new jobs and making the city a more attractive place to live and work.
- **Resilient and Inclusive City** - Boosting local pride by celebrating the city's distinctive culture and heritage.

Rationale and evidence of need: The city centre relies on its retail offer, making it vulnerable to ongoing change in the sector. There is a need to diversify activities, including more leisure and culture uses. To support the evening economy, investment is needed to encourage visitors and local people to spend time



and money in the city centre after retail trading hours. The City Council and its partners will deliver an enhanced programme of cultural events distinctive to Carlisle to increase footfall and spending. Investment in lighting infrastructure will significantly enhance the attractiveness of the City and the success of the expanded events programme.

Alignment with TD: Arts, Culture and Heritage: Upgrading local cultural assets and activities.

Urban Regen: Enhanced townscape that is more attractive and accessible to residents and visitors.

Outputs/outcomes: Upgrade 7 heritage buildings through installation of lighting infrastructure; support events programme attracting 100,000 additional visitors pa; support 139 jobs in the visitor economy; provide 5,500 learning opportunities; improve Carlisle's visitor offer and evening economy; improve city centre vibrancy.

5: 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. This will increase delivery of digital skills and community learning, equipping residents from excluded communities with skills for employment and digital inclusion. Local residents will access learning in the city centre or at community-based venues.

Delivering on our strategy

- **Resilient and Inclusive City** - Equipping residents from excluded communities with the skills needed to secure jobs, boost earnings, and access digital services.
- **Growing City** - Improving the skills of the local workforce to take-up jobs in a growing economy.
- **Connected City** - Equipping local people with the digital skills they need to be digitally connected.
- **Vibrant City** - Boost footfall by providing residents with new reasons to spend time in the city centre.

Rationale and evidence of need: Digital skills are increasingly important, with the majority of current and future jobs requiring ICT skills; job opportunities advertised online; services delivered online; and homeworking becoming more prevalent. The development of a digital and community learning hub, alongside delivery in local community venues, will ensure local residents in more deprived parts of the City can benefit from new job opportunities being created through significant capital investments.



Alignment with TD: Skills Infrastructure: Ensuring the City has the space and facilities needed to support skills development and digital inclusion.

Outputs/outcomes: Upgrade 13 community hubs; upgrade 1,200m² of floor space; support 1,500 people to improve digital skills; support 900 people into jobs or self-employment; support

50 businesses; deliver Inclusive Growth by equipping people with the skills to benefit from new job opportunities.

6: CITADELS BUSINESS INFRASTRUCTURE

A hyper-fast digitally enabled business interaction and accommodation space, linked to the University of Cumbria's flagship campus development. The project will refurbish heritage buildings on the Citadels site, creating space for new and existing businesses to grow (with a focus on digital and creative industries), accelerating business / university interaction, and driving economic growth and the creation of highly skilled, high value jobs.

Delivering on our strategy

- **Growing City** - Supporting new and existing businesses to grow on the University campus, creating new opportunities and jobs to attract and retain young people.
- **Vibrant City** - Boosting footfall and vibrancy and growing the city centre-based workforce.
- **Resilient and Inclusive City** - Ensuring businesses can access high quality flexible space, with potential for business / university collaborations, supporting recovery from the impacts of Covid-19.

Rationale and evidence of need: The supply of flexible, digitally enabled business space in the city centre is extremely limited. The majority of available stock is out-dated and no longer fit for purpose, which has driven an exodus of businesses to more modern space on the outskirts of the city. Investing in the refurbishment of heritage buildings at the Citadels will encourage businesses to locate in the city centre, while creating opportunities for academic / business collaboration.



Alignment with TD: Enterprise Infrastructure: Driving small business growth and ensuring the city has space to support and accommodate SMEs and start-ups.

Outputs/outcomes: Upgrade one heritage building; create 888m² of flexible, high quality, affordable business interaction space; 25 businesses supported (including 6 start-ups); 149 highly skilled, high

value jobs accommodated over 7 years; accelerating growth of digital and creative industries. Additional businesses will be supported and new jobs created in future years, as businesses grow and move on to other accommodation, creating space for new companies to use the facilities and support.

7: CARLISLE MARKET HALL

Refurbishment of Carlisle's historic Grade 2 listed indoor market hall, to create a distinctive local produce food court and entertainment/performance venue. The project will create a new destination in the city, giving visitors, local families and young people new reasons to spend time and money in the city centre. This will increase footfall, boost vibrancy, and support the growth and diversification of the evening economy. The project is based on similar UK models that have proven successful in revitalising high streets, such as Altrincham Market.

Delivering on our strategy

- **Vibrant City** - Boosting footfall, spending and vibrancy by providing a new destination and leisure activity.
- **Destination City** - Providing a new and distinctive attraction, broadening the appeal of the city as a visitor destination, and attracting additional tourists.
- **Growing City** - Supporting the growth and sustainability of local businesses in the food and beverage, leisure and evening economy sectors, helping to create new jobs and sustain existing employment.

Rationale and evidence of need: The indoor market currently underperforms relative to its latent potential and has failed to diversify and adapt to the changing environment, high street trends and new consumer and visitor habits. However, other UK towns and cities have demonstrated how market halls can be transformed to provide new and locally distinctive attractions that bring more residents and visitors into urban centres for leisure activities. Carlisle's city centre economy needs



to diversify as its reliance on retail makes it vulnerable to fluctuations and further contraction of the sector. The city's heritage is central to its visitor offer, yet the city underperforms as a visitor destination. Investment to reduce reliance on retail, invest in heritage, and add vibrancy will increase footfall and attract more visitors.

Alignment with TD: Arts, Culture and Heritage: Strengthening a local cultural and heritage asset. Enterprise Infrastructure: Providing accommodation for growth businesses in the food & beverage and leisure sectors.

Outputs/outcomes: Upgrade one heritage building; improve 2,350m² of floor space; support 60 businesses; attract 20,800 additional visitors pa; create 127 jobs; improve Carlisle's visitor offer; improve city centre vibrancy; improve the evening economy.

Our Towns Fund projects will deliver the following outputs and outcomes.

Outputs/outcomes	Towns Fund Total
Jobs created / supported	404
Business supported (including start ups)	435
Learners supported	7,000
People progressing into jobs / self-employment	900
Additional visitors PA	128,300
Additional visitor spend PA (£)	7,986,490
Upgraded heritage buildings	9
Upgraded community facilities	13
M ² New / improved floor space (inc business space)	4,850
Km of new / upgraded walking and cycling routes	8
M ² new / upgraded road infrastructure	3,380
Ha public realm / green space developed / improved	5.7

Based on the new jobs created alone, our Town Deal projects will generate gross GVA of £12.4m per annum. Over a 10-year assessment period, the projects will deliver a minimum of £124m gross GVA in return for the £19.7m Towns Fund investment.

Subject to agreement of Heads of Terms, and as part of the business case development, we will undertake further work to quantify other benefits delivered by our Town Deal projects, to support the value for money assessment. This will include, for example: skills and productivity benefits; land value uplift; value of urban realm improvements; WEBTAG benefits; reduction in carbon emissions; health and wellbeing; and cultural wellbeing.

2.6 OUTCOMES AND IMPACT: MEASURING OUR SUCCESS

By harnessing and aligning Towns Fund resources alongside other major private and publicly funded investments and programmes identified in this Plan, our Strategy will deliver transformative outcomes and impacts for Carlisle and the wider Borderlands region. Our Town Investment Plan in its entirety will deliver the following gross outcomes and impacts.

- **9,178 jobs created** by 2050
- **£424m gross GVA per annum** by 2050
- **10,595 new homes** by 2050
- **2,000 pa more higher education learners** by 2042
- **177,800 extra tourist visitors pa** by 2026
- **14km of sustainable travel infrastructure (walking and cycling routes)** by 2050
- **448 ha land developed for housing, employment, public realm, and green space** by 2050
- **68,600 m² of floor space developed** by 2050



3. OUR APPROACH TO ENGAGEMENT AND DELIVERY

3.1 ENGAGEMENT AND SUPPORT

Community Engagement

Over 1,200 visits to our webpage



183 survey responses



Public priorities



City centre improvements
Better retail and leisure offer; improved appearance of buildings; more office and workspace; family attractions; and an improved evening economy



Culture and heritage
Investment in heritage assets and a more varied arts and culture offer



Transport connectivity
Improved road infrastructure, better green transport infrastructure and improved public transport



Public realm
More green spaces, increased pedestrianisation and reduced litter



Tackling climate change

Local communities and businesses have been closely engaged in shaping our joint vision for the future of the City and of the Town Investment Plan, ensuring the Plan addresses the issues that are important to our people and businesses and has their full support. Our work has built upon previous engagement activities that have shaped other investments in the City, including the Borderlands Growth Deal and Future High Street Fund. Our widespread consultation work during the past two years has given voice to residents, businesses and a wide range of organisations active in the City. This has helped us to identify the key themes and golden threads that run through our Town Investment Plan.

Past

During the preparation of the FHSF Business Case, Carlisle City Council engaged with residents and businesses to identify the interventions they would support in the city centre. This included workshops and focus group with representatives from the public, private and third sectors. This work identified clear priorities for city centre development, including developing the evening economy and cultural and leisure offer, generating footfall through family friendly events, improving pedestrianisation and public realm, and improving residential and business accommodation.

Similar priorities were articulated during development of the Borderlands Growth Deal proposals for Carlisle Station Gateway and the Citadels. Local people and businesses said their aspirations for development in the city included modern office accommodation, leisure, culture, and entertainment facilities to boost the evening economy, and a city centre residential market with high-quality housing.

Present

People who live, work and run businesses in Carlisle have shaped the development of the TIP, via an online survey and focus groups. Participants were asked to identify the key changes they want to see to make Carlisle a better place to live, work and visit. Responses reflected feedback from earlier consultations, with city centre vibrancy, culture and leisure, transport, and public realm emerging as key themes, alongside a focus on environmental sustainability. We received 183 survey responses, and a further 67 local businesses and young people shared their views through focus groups. 83% of consultees endorsed the Town Investment Plan objectives.

The key priorities identified across all engagement and consultations to date are:

- **City centre improvements:** Better retail and leisure offer; improved appearance of buildings, workspace and residential; family attractions; and improved evening economy.
- **Culture and heritage:** Investment in heritage assets and a more varied culture and arts offer.
- **Transport:** Improved road infrastructure, better walking and cycling infrastructure, and improved public transport.
- **Public realm:** More green spaces, increased pedestrianisation, and reduced litter.
- **Climate change:** Eco-friendly housing, green energy, sustainable and active transport, and a focus on environmental sustainability.

These priorities have shaped our vision and objectives and are reflected in the projects prioritised for Town Deal funding, as well as those supported through the Borderlands Growth Deal, FHSF, and other investments.



Comments from the public:

“Following the impact of Covid 19 this is a key time to promote the regeneration of the City”

“All positive initiatives which would improve the City and allow growth”

“Vibrancy within the City is key to generating footfall and expanding Carlisle’s catchment”

“An investment into our Indoor Market Hall should be a priority, it has so much to offer”



Future Plans

Engagement will continue in future to ensure local people and businesses shape the delivery of the Town Investment Plan. This will include discussions with local businesses, residents, representatives of the voluntary and community sector, education, cultural and public institutions. A Springtime pop-up garden in the Green Market will be used to animate discussions on the regeneration of Carlisle with local people and visitors. In addition, multiple forums are being established to enable different groups to share their views on emerging projects and wider regeneration issues. These include forums for City Centre Businesses; Property and Landlords; Voluntary and Community Sector; and Young People (18-25).

Our consultation plans ensure there will be continued community and business involvement in the regeneration of Carlisle. This includes a particular focus on young people, to ensure plans are future-proofed and reflect our ambitions to grow the working-age population and attract more young people to live and work in Carlisle.

The private sector is playing an important role in delivering our ambitions. Significant private sector investment has been secured in support of our wider Town Investment Plan, including £18.8m to support the Citadels, Carlisle Station and Caldew Riverside, £10m in towards the Carlisle Southern Link Road, and further funding in support of our Future High Street Fund proposals. The St. Cuthbert’s Garden Village development will attract many millions of pounds in private developer funding, which will crystallise as the scheme develops. We will continue to work closely with private sector partners to maximise investment in the growth of our city.

3.2 PROJECT DEVELOPMENT

Carlisle City Council will be the Accountable Body for the Town Deal, responsible for ensuring all projects develop robust business cases in line with the Head of Terms Agreement. The City Council, supported by an internal team of specialist officers (planning, finance, legal, property services, transport) will work with the lead delivery organisation for each project to support detailed business case development work, including:

- Technical studies and assessments to demonstrate viability and deliverability e.g. market demand, feasibility, site surveys, master-planning, detailed income and expenditure projections.
- Detailed project design work.
- Securing key statutory consents (e.g. planning), and ensuring compliance with statutory requirements e.g. state aid, procurement, environmental assessments, equalities impact assessments.
- Continued consultation and involvement of key stakeholders (local communities, businesses, voluntary and community organisations, and young people) in project design and delivery.
- Developing detailed delivery plans including key milestones and activities, and risk management plans.
- Project governance and management arrangements, including performance management, monitoring, and evaluation.

The City Council, on behalf of the Town Deal Board, will appoint independent advisers to undertake HMT Green Book business case appraisals to provide assurance to the Board that projects are robust, deliverable, consistent with Town Deal objectives, provide clear evidence of need, and demonstrate value for money. The Board will consider and approve project business cases, for consideration by MHCLG.

Within 12 months of the Head of Terms being agreed, business cases for all seven Town Deal projects will be developed, appraised and approved, and a Town Deal Summary Document will be submitted to MHCLG to demonstrate that conditions and requirements of the Heads of Terms have been met.

3.3 OUR DELIVERY PLAN

Key milestones for our Town Deal are:

Milestone	Target date
Submission of Town Investment Plan	30 October 2020
Heads of Terms Agreement	May 2021
Development and appraisal of project business cases	Summer 2021 to Spring 2022
Submission of business cases	March 2022
Final Deal Agreement	spring/summer 2022
Project delivery	April 2022 to March 2026

A high-level delivery plan (Figure 1) has been developed, illustrating the estimated start and completion dates for each project. It shows that:

- Delivery of projects has been phased over the life of the Towns Fund Programme, with some commencing from early 2022 (subject to business case), while others come on stream in later years. All activity will be complete by March 2026.
- Three projects (Lighting Up Carlisle; Citadels Business Infrastructure; Carlisle Market Hall) could potentially commence delivery towards the end of 2021/22. These projects have already addressed key delivery risks (e.g. site ownership in place; site survey work complete; planning permission secured) and may be in a position to progress more quickly than others. Following agreement of the Heads of Terms, we will prioritise the development of business cases for these projects to allow some delivery and spend to commence in late 2021/22.

Figure 1: High level delivery plan

Project	2021/22	2022/23	2023/24	2024/25	2025/26
Lighting-Up Carlisle					
Carlisle Market Hall					
Digital and Community Learning Hub					
Southern Gateway					
Project Tullie					
Citadels Business Infrastructure					
Start with the Park (SCGV)					

All projects have undergone a deliverability assessment in the preparation of this Plan and risk registers have been developed to identify key delivery risks, constraints and mitigations. In some cases, these risks have already been addressed, while others will be addressed during the development of business cases. The main issues identified are:

- **Site / land assembly:** Discussions are at an advanced stage with landowners to enable the development of Start with the Park (SCGV) to go ahead. This project is expected to start on site in the later stages of the Programme (2024/25).
- **Planning permission:** Some projects need to secure planning consent (Start with the Park, Lighting Up Carlisle, Market Hall, and Tullie House). Discussions are underway with the planning authority, and delivery organisations have plans in place to undertake the necessary impact studies and design work to secure planning permission ahead of scheduled start dates.
- **Securing match funding:** One project (Tullie House) is part of a wider programme of improvements which involves funding from various sources. The Town Deal element of the project (Welcome and Entrance to Tullie House Museum) will be delivered as a stand-alone phase of the overall development.
- **Cost increases:** All projects will undertake regular reviews of costs and expenditure to mitigate against cost increases. Appropriate contingency budgets will be built into costs from the outset.

Based on the risk assessment work to date, we have a high degree of confidence that all projects can be delivered as described in TIP Section 2.



Acknowledgements

Carlisle Town Deal Board would like to thank the residents and businesses of the City, and our private, public and voluntary sectors partners, for their ideas and support in developing our shared vision for the future and our Town Investment Plan.