

Carlisle  
renaissance

**ACTION PLAN  
2009-12**

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## **ACTION PLAN 2009-12**

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### **1 EXECUTIVE SUMMARY**

This is an exciting and challenging time for Carlisle. As the capital of Cumbria its potential for growth is now recognised and supported at all levels and major investment in education and infrastructure will underpin its economic performance in the years ahead.

As we navigate a period of economic uncertainty it is now more important than ever for the public and the private sector to work together and focus on priorities which have the potential to make a significant contribution to realising the potential of residents and businesses alike.

This Action Plan marks a new chapter in the renaissance of Carlisle. It sets out our priorities for Carlisle Renaissance and what we plan to do in the year ahead to get them delivered.

We will work with partners to establish a world class University in Carlisle, support and promote the areas heritage and cultural offer, improve the performance and competitiveness of the City Centre and help to realise the employment benefits of the M6 corridor.

The fortunes of Carlisle will not transform overnight but we believe we can begin to bring this about by concentrating on its unique strengths and genuine opportunities.

**Bryan Gray**  
**Chairman**  
**Carlisle Renaissance Board**

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### 2 INTRODUCTION

#### Background

In January 2005 Carlisle suffered its worst floods in over a century. Many thousands of homes and businesses were affected but in the aftermath there was a determination not just to get back to normal but to make Carlisle better. That was the beginning of the renaissance of Carlisle.

Later that same year a Prospectus was launched setting out the main challenges and opportunities for Carlisle and this led to the development of a new Economic Strategy for Carlisle together with a City Centre Development Framework & Citywide Movement Strategy.

Along with these key strategic plans, a wide range of partners have worked together on a number of pilot projects including support for new businesses and sector-led training and specific initiatives to improve the public realm and address some of the areas key transport issues.

Many of these activities have involved a high degree of public consultation and working with partners at a regional and national level to secure wider recognition and support for the potential of Carlisle. The private sector is critical to realising this potential and its engagement has been integral to the evolution of the renaissance agenda.

In 2008 Carlisle City Council, Cumbria County Council and the Northwest Development Agency agreed to collaborate to establish a private sector led Board to take responsibility for leading the delivery of Carlisle Renaissance, focusing the activities and resources of key partners on specific priorities.

#### The role of Carlisle Renaissance

Carlisle Renaissance is a partnership. It has a Board that combines private and public sector leadership and experience and its own dedicated Delivery Team. It seeks to add value by focusing on transformation actions capable of making a significant contribution to the growth of Carlisle. It will ensure that these things get done by leading, co-ordinating, facilitating and supporting key partners in order to bring about the necessary outcomes.

#### Action Plan

This is the first Action Plan for Carlisle Renaissance. It sets out our priorities, the rationale for intervention, our role and what we plan to do over the next twelve months. It also outlines the resources that we will deploy and how these will be organised. This plan will be reviewed and updated regularly as our work progresses.

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### 3 PRIORITIES

#### Vision

Our priorities are driven by a clear and compelling vision to establish Carlisle as a leading heritage City with a growing University, a successful regional commercial centre, the infrastructure to support business investment and good access.

This is a vision based on our understanding of the key economic drivers for Carlisle, on making much more of its real and unique strengths and on realising what are genuine opportunities.

The economic strengths of Carlisle are based on its location, its communications and its heritage. It is at the heart of a city-region which has made it the focus for business and public services, education, cultural, leisure and retail activities.

Carlisle has excellent routes to market, which has made it a focus for the processing and logistics industries. It has outstanding heritage and environmental assets which has made it a focus for tourism industries and recreation.

Unparalleled investment in the education and infrastructure over the next five years will provide real opportunities for Carlisle. The new University of Cumbria, the two new Academies and the expansion of Carlisle College are foundations for raising skill levels, improving productivity and fostering innovation. The new flood defences and ring road will strengthen resilience, improve access and raise investor confidence.

Carlisle is now a recognised growth-point in the Northwest and it has the opportunity to grow in size to achieve a critical mass that can support economic diversification and sustain the services and cultural activities fundamental to a competitive City.

#### Transformational Actions

We have prioritised four transformational actions that we believe are vital to achieving this vision.

- Developing a new City Centre Campus for the University of Cumbria
- Maximising the economic and cultural potential of the Historic Quarter and its key assets
- Strengthening the City Centre with a mix of new retail, leisure and business uses
- Developing strategic employment sites on the M6 corridor

We believe these actions are capable of making a significant contribution to the growth of Carlisle and that the scale of the impact they can have will be significant not just for Carlisle but also for the wider Cumbria sub-region. They are the focus of this Action Plan.

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### **Strategic Fit**

We recognise that these transformational actions are not the only things that need to happen to bring about the renaissance of Carlisle. Our activities must be set within the strategic context of work by a large number of organisations and partnerships that operate on a local, sub regional and regional basis.

The process of developing and adopting the Economic Strategy for Carlisle has engaged many of them in the process of defining key actions to address a wide-range of issues, from education and training through to business development, community based initiatives and infrastructure improvements.

This process is being led at a local level by the Economic Development & Enterprise Group of the Carlisle Local Strategic Partnership and at a sub-regional level by Cumbria Vision. The transformational actions for Carlisle Renaissance are central to this and whilst we will focus on their delivery we will support others in fulfilling their responsibilities to deliver other key actions.

We also recognise that in order to maximise the potential impact that can be brought about by the delivery of each of the transformation actions it will be necessary for us to lead and engage in dialogue and debate on a range of strategic issues and to lobby others to support our vision.

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### 4 ACTIONS

#### **University of Cumbria**

##### *Rationale*

Developing the educational infrastructure and skills of the future workforce is critical to the economic development of Carlisle. The low levels of educational attainment and low participation rates of young people in further and higher education are well documented. A lack of higher level skills is widely recognised as a barrier to growth, particularly amongst employers in those knowledge-based sectors with growth potential or which are under-represented in the local economy.

The new Academies and the expansion of Carlisle College are part of the response to these challenges together with the development of the University of Cumbria, which is itself a recognised transformational action for the North West. The University's academic development plan forecasts significant growth in student numbers in Carlisle over the next decade particularly in the arts, business, education and health.

The University operates in a competitive environment and for it to realise its growth plans it must provide a first class teaching and learning environment with the highest quality facilities and services in an accessible and highly visible location. The need to achieve operational and financial efficiencies is also a consideration.

In 2008 the University announced proposals to establish a new campus on Caldew Riverside and to consolidate operations onto this new campus and its existing campus at Fusehill Street. Caldew Riverside will house the faculties of arts, business, social sciences and sport as well as its new headquarters.

##### *Our role*

Caldew Riverside is a key area of the City Centre identified for regeneration. Strategically located adjacent to the Historic Quarter it has the potential to accommodate the University's initial space requirements and long term growth.

The University plans to open the Caldew Riverside campus for the 2012/13 academic year. It is a brownfield site with considerable challenges in terms of acquisition, contamination and infrastructure.

Our role is to enable the University to secure sites at Caldew Riverside suitable for the development of the new campus. This will involve facilitating site assembly and remediation and helping to establish a development plan that addresses the long term needs of the University that is integrated into the City Centre.

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### *Key activities for 2009*

- Facilitate the assembly of sites for development by the University
- Support the University in the preparation of an integrated masterplan and the submission of its planning application
- Secure funding for detailed site investigation and co-ordinate the procurement of a remediation contractor

In order to achieve its target opening date the development of the campus by the University will need to commence in early 2010.

### **Historic Quarter**

#### *Rationale*

Carlisle's distinctiveness derives from its cultural heritage. The Historic Quarter contains a truly unique mixture of cultural and heritage assets in close proximity, including Carlisle Cathedral, West Walls, Tullie House Museum, Carlisle Castle, the Market Hall and Hadrian's Wall, a world heritage site. It has the potential to establish Carlisle as one of the Country's leading heritage cities and to derive significant economic benefits from tourism, recreational and cultural activity.

Carlisle's cultural heritage is not well known when compared to other historic cities such as Bath, York and Chester. The recorded number of visitors to attractions in the Historic Quarter has been declining over recent years and is dwarfed by comparison with number of shoppers visiting The Lanes. Broadly speaking this is a consequence of under-investment and the lack of a sufficiently joined-up approach to the interpretation, promotion and management of the area and its assets.

The public realm suffers from piecemeal maintenance and traffic management is a major problem, from the severance impact of Castle Way on the Castle and access to the route of Hadrian's Wall through to the way in which traffic movement prejudices the visitor experience. There is a general lack of vibrancy in the area with relatively little to attract people into it even during week days but particularly outside normal business hours.

#### *Our role*

Our role is to produce an integrated strategy for the Historic Quarter that presents a compelling vision for investment, to encourage and support development plans for individual constituents and assets (i.e. the Cathedral, Castle, Tullie House and Hadrian's Wall), and to support the development of a wider cultural offering in Carlisle

#### *Key activities in 2009*

- Establish a leadership group for the Historic Quarter and bring forward an integrated strategy with agreed priorities



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- Work with the City Council to bring forward the development plan and new governance arrangement for Tullie House
- Support the Carlisle Cathedral Trust with proposals for the development of the Cathedral Precinct
- Support English Heritage and its partners to establish a new vision for Carlisle Castle
- Develop with partners a co-ordinated programme of cultural activities focused on the Historic Quarter

### **City Centre**

#### *Rationale*

Carlisle is at the heart of a natural city-region and the City Centre is a focus for retail, office, leisure and public services. Over 20,000 people work in the City Centre and it is generally regarded as an attractive and successful location for shopping and leisure. The rationale for action is the need to sustain the competitiveness of commercial activities and generate new investment and employment by strengthening the mix of uses and the overall offer.

As a commercial centre its physical scale is roughly equal to that of the MetroCentre in Gateshead. It is tightly constrained by arterial roads which have a negative impact on pedestrian movement and there has been no significant investment in the public realm since the 1980s. City Centre management and promotion is not co-ordinated and is significantly under resourced.

The leisure offer is concentrated on the periphery of the City Centre and limited in its scope and offer. The cultural offer is similarly limited and there is a lack of choice and quality in hotel accommodation and conference facilities. The supply of high quality modern office accommodation is severely limited and occupiers are increasingly opting for out of town locations.

#### *Our role*

Our role is to support the private sector to provide clear direction and leadership on what needs to be done to stimulate new investment and to work with the public sector to bring about improvements to the public realm and access into and around the City Centre.

#### Key activities in 2009

- Facilitate the establishment of a private sector led City Centre Management Company
- Work with partners to establish a programme of public realm improvements
- Work with the County Council to bring forward proposals to reduce through traffic and improve public transport, pedestrian and cycling access

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### **M6 Corridor**

The availability, quality and choice of employment land for development is critical to attracting and retaining investment particularly in recognised growth sectors such as logistics and food manufacturing. Outside the City Centre, Kingmoor Park at junction 44 of the M6 will continue to provide the bulk of new development land in the short to medium term. There will be further opportunities in this area associated with the development of the Northern Development Route and at Morton.

The majority of the urban population is located south of the River Eden and there is very little in the way of good quality employment land in this area adding to peak time congestion as large numbers of people traverse the City Centre. A number of brownfield sites in south Carlisle can be reclaimed for employment use but these are relatively minor in scale.

The City Council owns an extensive portfolio of industrial estates across Carlisle. These vary considerably in terms of their scale and quality and the most successful is the Kingstown Industrial Estate to the north of the City adjacent to Kingmoor Park and the Carlisle Northern Development Route (CNDR). It also owns Rosehill Industrial Estate adjacent to junction 43 and the nearby Durranhill Industrial Estate in south Carlisle.

The City Council is assessing options for the development of its own portfolio and the early stages of its Employment Land Review have also identified potential new sites at junction 42 of the M6. Further work will be required to establish the feasibility and viability of any potential new development proposals.

#### *Our role*

Our role is to support the public sector in assessing the pattern of demand for employment land in Carlisle and help to determine how any potential new sites along the M6 corridor should be brought to market in order to complement existing sites and in a way that supports the needs of identified growth sectors.

#### *Key activities in 2009*

- Review/develop masterplans for employment site(s) on junctions 42-44 of the M6 and a strategic masterplan for the M6/CNDR corridor around Carlisle.

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### **5 OPERATION**

#### **Programme**

This is the first Action Plan for Carlisle Renaissance and 2009 will be a period of transition from strategy to delivery, led by the new Board and focused on specific priorities.

A Collaboration Agreement between Carlisle City Council, Cumbria County Council and the Northwest Development Agency will define the operating platform for the Board and Delivery Team and the responsibilities and obligations of the three 'founding' partners.

Detailed programme and project plans will need to be established for each of the transformational actions. The anticipated key activities for 2009 have been outlined elsewhere in this plan. More detailed plans will emerge in stages during 2009 but the initial focus will be on the University of Cumbria and the Historic Quarter.

The Board cannot make decisions on behalf of other organisations; it has no statutory powers and does not hold assets or other resources directly and cannot enter into contracts. It will therefore need to agree the specific governance and resourcing arrangements for each of the actions with others in order to secure their delivery.

#### **Resources**

Over time the scale of resources available for activities carried out under the banner of Carlisle Renaissance has gradually increased. Public sector funding of over £4m has already been secured on behalf of partners for the period 2008/09 to 2010/11.

Public sector funding typically requires a considerable lead time to secure however and because of this the funding currently available does not wholly reflect our prioritisation of transformational actions since the Board was established. We will be seeking to realign existing funding commitments where necessary.

Our provision forecast of expenditure is £7.7m for the period to 2011/12 and details of the activities this will support and the sources of funding are set out in section 7 of this plan. This will be subject to further refinements as detailed programme and project plans emerge. We will continue to engage with external funders to maximise investment in support of our priorities.

#### **Monitoring Progress & Managing Risks**

A performance monitoring and risk management framework will be established to underpin the activities of the Board and the Delivery Team.

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At a programme and project level this will be presented as a quarterly monitoring report setting out progress in achieving milestones and key issues for the next quarter, reported to the Board and the Northwest Development Agency (in accordance with their conditions of grant funding)

Bi-annual progress reports will be submitted for scrutiny by the City Council and Cumbria County Council. The Action Plan will be reviewed and revised on an annual basis and the Carlisle Partnership will be invited to engage in and contribute to this process

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### 6 BOARD & DELIVERY TEAM

#### The Board

The Carlisle Renaissance Board has 12 members.

Bryan Gray (Chairman)	Appointee
Cllr Marilyn Bowman	Carlisle City Council
Robin Burgess	Appointee
Christopher Carr	Appointee
Victoria Farley	Appointee
Ian Haythornthwaite	Northwest Development Agency
Roger Liddle	Cumbria Vision
Cllr Michael Michelson	Carlisle City Council
John Nixon	Appointee
Brian Scowcroft	Appointee
Cllr Cyril Weber	Cumbria County Council
Cllr Stewart Young	Cumbria County Council

The Board meets every 2 months and has three observers

Charles Green	Cumbria County Council
Maggie Mooney	Carlisle City Council
Stewart Swift	Cumbria County Council

#### Delivery Team

The Delivery Team supports the operation of Board and is responsible for the day-to day delivery of the Action Plan. The team is hosted by Carlisle City Council and operates with funding from Carlisle City Council, Cumbria County Council and the Northwest Development Agency. Vacant posts will be recruited in early 2009.

Ian McNichol	Programme Director
Christopher Pearson	Development Manager
John Carr	Development Manager
Vacant	Historic Quarter Manager
Roger Higgins	Urban Designer
Vacant	Marketing Manager
Helen Askew	Marketing & Communications Officer
Vacant	Programme Manager
Vacant	Programme Officer
Debbie Kavanagh	Programme Support Officer
Andrea Lockhart	Administrative Officer

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### 7 FINANCIAL INFORMATION

Our provisional forecast of expenditure and funding for the period to 2011/12 is set out in the table below. It relates only to the use of funds to facilitate the delivery of the transformation actions and not the actual investment that might follow. For example, the total development cost of the first phase of University development at Caldew Riverside may exceed £65m.

Expenditure	£0,000s			
	2008/09	2009/10	2010/11	2011/12
University of Cumbria	280	902	2606	150
Historic Quarter	20	195	60	60
City Centre	418	483		
M6 Corridor		75	75	75
Salaries	264	519	530	204
Operating Expenses	239	211	213	143
<b>Total</b>	<b>1,221</b>	<b>2,835</b>	<b>3,484</b>	<b>632</b>
<b>Funding Sources</b>				
Carlisle City Council	256	343	345	109
Cumbria County Council	100	100	100	100
English Heritage		45	25	10
Northwest Development Agency	865	1897	3014	413
<b>Total</b>	<b>1,221</b>	<b>2,385</b>	<b>3,484</b>	<b>632</b>

#### Expenditure

Our plans for expenditure on each of the transformational actions are: -

##### University of Cumbria

- 2008/09: Site investigations, property valuations.
- 2009/10: Legal agreements, site remediation works.
- 2010/11: Site remediation works

##### Historic Quarter

- 2008/09: Cathedral Precinct study
- 2009/10: Cathedral Precinct and Carlisle Castle studies, cultural events
- 2010/11-12: Cultural events

##### City Centre

- 2008/09: Market analysis, transport studies
- 2009/10: Transport studies, City Centre management

##### *M6 Corridor*

- 2009/10-12: Demand analysis, feasibility studies

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### Funding

The status of funding for these activities is: -

Carlisle City Council (£1.053m)

- Approval to 2011/12 as a mixture of cash and in-kind support to contribute to salary and operating costs

Cumbria County Council (£0.4m)

- Approval of £0.1m for 2008/09 to contribute to operating costs

English Heritage (£0.08m)

- Approval to 2011/12 to contribute to salary and Carlisle Castle study costs

Northwest Development Agency (£6.189m)

- Approval of £3.127m to 2011/12 across the programme
- Outline approval for £3.062 for site remediation works