

Carlisle
renaissance

GROWING CARLISLE –

**AN ECONOMIC STRATEGY FOR THE
CARLISLE CITY REGION**

March 2008

**Produced on behalf of the Carlisle Partnership by the
Economic Development & Enterprise Priority Group**

GROWING CARLISLE –

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

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GROWING CARLISLE –

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FOREWORD

Like people, towns and cities periodically need to take stock of their economic circumstances and to think how the future is to be shaped and how their prospects will be improved.

This Strategy is about how we shape Carlisle's future, how we decide what needs to be done to enable and encourage a successful local economy and how we enhance its role as Cumbria's regional City.

The intention is to be bold, ambitious and confident about Carlisle's prospects. Accordingly, the Strategy is based on the theme of 'Growing Carlisle' and the opportunities arising from significant population growth over the next 25 years. The presumption is that growth is needed to make Carlisle's economy stronger and to support the range and choice of services and facilities expected in a dynamic, university city.

The Strategy has been developed with involvement from the public, private and voluntary sectors represented in the Carlisle Partnership. It is the means of securing stakeholder commitment to a vision of Carlisle's future economic development.

At a practical level it draws together all the Carlisle Renaissance initiatives under a single umbrella, linking the Development Framework and Movement Strategy published in 2007 with the aspirations for Carlisle in its region and the economic needs of its various communities. It describes how, collectively, we can capitalise on Carlisle's strengths and opportunities to begin turning a future vision of Carlisle into reality.

The Strategy is not about prescribing in detail what Carlisle will be like in 25 years. It offers a direction of travel for Carlisle, as well as a menu of practical interventions in the shorter term, intended to lay the foundations for a more prosperous Carlisle in the future.

John Nixon & Trevor Hebdon
Joint Chairs

Carlisle Partnership Economic Development & Enterprise Priority Group

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Executive Summary

1. Carlisle's evolution in the last 3 decades of the 20th century has been marked by a number of ambitious developments. These include the award winning Lanes shopping centre, the Sands Leisure Centre, the development of Tullie House as a regional museum. We can also add the pedestrianisation of most of the City Centre, the development of Kingmoor Park as a regional strategic employment site, the redevelopment of the Carlisle Infirmary and the establishment of the first University presence in Carlisle.
2. These initiatives have helped to create Carlisle's position as the principal urban centre for Cumbria and S.W. Scotland. They also provide the foundations to take Carlisle to the next level in developing its role as a regional city over the first three decades of the 21st century
3. This Strategy is about defining a direction of travel for Carlisle's future development, taking it to new levels in terms of its role in Cumbria and the wider region. The intention is to be bold, confident and ambitious about Carlisle's prospects.
4. The starting point is Carlisle's inclusion in the Regional Economic Strategy as one of 5 towns and cities in the North-west region having significant growth potential that will benefit both Cumbria, the wider North West and South West Scotland.
5. By growth, we include not just population growth, but also growth in the diversity, quality and choice of services and employment that Carlisle will offer in the future.
6. It also means promoting changes that increase Carlisle's contribution to the regional economy and growing Carlisle's status and reputation as a place to live, work, visit, invest, and study.
7. The Strategy is based on extensive research and consultation undertaken during 2007. A Strengths, Weaknesses, Opportunities and Threats [SWOT] report has been published, research has been carried

out on local business sectors and key opportunities and challenges have been identified: These are:

Opportunities

Challenges

<ul style="list-style-type: none"> ▪ Population growth ▪ The prospect of significant public & private sector funding ▪ The establishment of the University of Cumbria HQ in Carlisle ▪ The development of Carlisle Airport ▪ The development and growth of key economic and business sectors. ▪ Scope for the allocation of additional land for housing and employment use 	<ul style="list-style-type: none"> ▪ Too great a reliance on low productivity sectors ▪ Under-representation of business sectors with potential for growth ▪ Prospect of further job losses through restructuring, especially in the manufacturing sector ▪ Poor performance in education, loss of talent, few graduate jobs and low aspirations ▪ Small population with limited economic potential ▪ Pockets of deprivation and limited access to rural services and jobs ▪ Perception of remoteness and local congestion ▪ Under-exploited tourism potential, no professional theatre and lack of high quality hotel
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8. The Strategy is built around three themes, **‘Place’**, **‘People’**, and **‘Connections’**. Actions under each of these headings, delivered and supported by a variety of public, private and third sector bodies initially over the next 3-5 years, will help lay the foundations for Carlisle’s future prosperity and growth.

There are 4 strands under the **‘Place’** theme

<p>‘Growing Carlisle’</p>	<p>This sets out the case for growth and Carlisle’s role in the region. It describes how we will need to start planning for growth, including identifying land allocations for housing and employment within a new Local Development Framework. It also proposes specific actions to bring new employment land into development in the shorter term.</p>
<p>City Centre</p>	<p>This has six elements derived from the Carlisle Renaissance Development Framework. These are the transformational development projects in Rickergate and Caldew Riverside, public realm improvements, investment in the historic core and in performance arts facilities, improving the City Centre offer and its management, and University of Cumbria investment.</p>
<p>Revitalising Communities</p>	<p>This focuses on the physical and economic infrastructure needs of specific urban and rural communities. Here, the actions are about encouraging new investment, the availability of employment land and improving the environment for business. Within this strand there are strong links to actions under the ‘People’ theme and these are described below.</p>

<p>Promoting Carlisle</p>	<p>This is about actions for the development of a strong Carlisle tourism brand and the need to develop a clear and credible image for Carlisle as a place to live, invest in and study.</p>
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The second theme is about **‘People’** and this has three strands

<p>Reducing Worklessness</p>	<p>This has projects that will help people make changes in their economic circumstances, for example from economic inactivity into employment, or from redundancy into a new job. This strand also includes measures linking capital investment locally with the need for training and includes projects to enable local people access opportunities created by growth. Lastly, it proposes a way to secure multi-agency working and better public/private sector co-operation on labour market initiatives to maximise effectiveness, external funding and the use of local resources.</p>
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<p>Improving Workforce Skills</p>	<p>The second strand and includes projects to promote Skills for Life with employers and unions, projects to develop the workforce skills needed in areas of economic growth and initiatives directed at management development to improve local capacity to deliver change and improved economic performance.</p>
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<p>Supporting Business Competitiveness and Innovation in Growth Sectors</p>	<p>These projects begin with mechanisms for better business engagement and the identification of growth sectors, which will lead to an agreement on the delivery of business support services that meet business’ needs. Continuing from this are proposals to enhance local business support services in specific areas, including support for the incubation of new growth businesses and help to established businesses in managing their carbon footprint. Joint working with the University of Cumbria on business innovation is proposed and the need for an ‘Innovation Centre’ will be evaluated. Work will be done to assess the benefits of a Carlisle Investment Fund and a project to advise businesses on how ICT might be used to open up new markets is also proposed.</p>
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Within the final **‘Connections’** theme there are 6 strands, making the links between the Economic Strategy and the Carlisle Renaissance Movement Strategy and the investment programme set out in the Local Transport Plan

<p>Distance to Markets</p>	<p>Support development of scheduled services, exploit economic benefits of Carlisle Airport for tourism, inward investment etc..</p>
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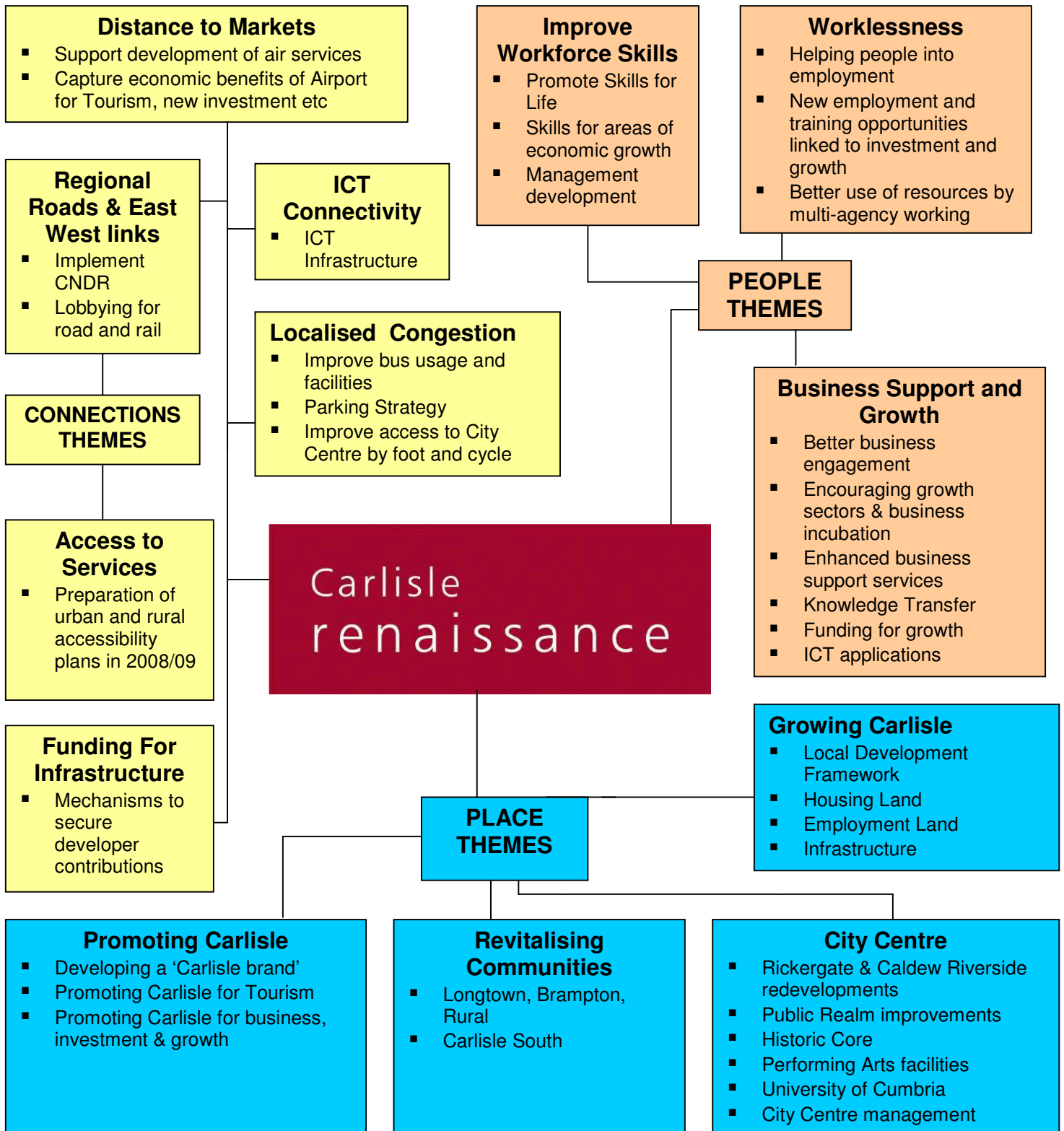
<p>Regional Roads & West –west links</p>	<p>Lobby to secure improvements to A69. Implement Carlisle Northern Development Route starting construction in 2008. Seek improvement to rail infrastructure and services feeding into Carlisle</p>
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Localised Congestion	Improve bus usage and facilities, develop and implement a parking strategy for Carlisle and improve access to the city centre by foot and cycle.
Access to Services	Preparation of urban and rural accessibility plans in 2008/09
ICT Connectivity	Promotional work to ensure that ICT providers upgrade their infrastructure as Carlisle grows.
Funding for Infrastructure	Consideration of the mechanics of securing infrastructure works funded through development

9. A chapter describing the '**Benefits and Outcomes**' is followed by a section on '**Delivering the Strategy**' that describes the mechanisms that are being put in place to lead and manage the implementation of the Strategy. The **Action Plan** for 2008-2011 is published as a separate document

Growing Carlisle - An Economic Strategy for Carlisle in its City Region

Key Themes and Initiatives from the Strategy



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1 THE VISION FOR CARLISLE

- 1.1 In 25 years time visitors and residents should be able to describe Carlisle in the following terms:

“Carlisle is Cumbria’s historic, dynamic and successful University City, creating growth opportunities in a sustainable environment with skilled people and international connections in a stunning location.”

- 1.2 The changes needed to realise this vision are based on the themes of place, people and connections.

Place

Our aims are to grow the population of Carlisle, revitalise the City Centre and deprived urban and rural communities and to promote Carlisle as a place to live, visit, study and do business

People

Our intention is to reduce worklessness, improve the skills of the workforce and improve support for business innovation and growth.

Connections

Our aims are to improve access to markets, employment opportunities and services and facilities.

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2 INTRODUCTION

2.1 The Purpose of the Strategy

2.1.1 This Strategy is about securing stakeholder commitment to a vision of Carlisle's future economic development. It describes the aspirations for Carlisle's economic development over the next 25 years, based on its economic strengths and opportunities.

2.1.2 It is also about how the threats to Carlisle's future prosperity can be mitigated or eliminated and how the weaknesses that are apparent in the local economy could be addressed.

2.1.3 All local economies are influenced greatly by national and international events and it is impossible to predict in detail how Carlisle's economy will change during that time. Therefore the Strategy cannot prescribe in detail what Carlisle will be like in 25 years time.

2.1.4 However, change, for good or ill, is inevitable. Private, public and voluntary sectors are aware that in order for Carlisle to remain successful and competitive for both people and businesses, we must plan for change. The opportunity exists to make those plans ambitious and far-reaching.

2.1.5 At a practical level the Strategy draws together all Carlisle Renaissance initiatives under a single umbrella, linking the Development Framework and Movement Strategy with the aspirations for Carlisle in its region and the economic needs of its various communities.

2.1.6 The Strategy has several specific functions. These are:

- To set out a direction of travel for the economic development of Carlisle in its region over the next 25 years.
- To provide a strategic framework to guide public and private investment and policy decisions affecting the future economic development of Carlisle.

- To identify priorities for public sector interventions that enable economic development to take place, or address deprivation.
- To set out a programme of specific actions that address the priorities, are fundable and contribute to defined economic outcomes.
- To achieve agreement on the economic vision for Carlisle from local, sub-regional, and regional stakeholders and commitment to a programme of work.

2.2 Ownership of the Draft Strategy

2.2.1 The Economic Strategy is 'owned' by the Carlisle Partnership.¹ The development of the Strategy has been steered by the Economic Development & Enterprise Priority Group², one of 4 groups set up by the Partnership to take forward local joint working on key areas of public sector policy.³ This group is chaired by the private sector and has a majority membership of local business leaders. It was established in late 2006.

2.2.2 The Strategy has gone through several phases. In October 2006 SQW Ltd was appointed by the City Council on behalf of the Carlisle Partnership to develop the Strategy and ran three successful consultation workshops. These were:

- November '06 - Stakeholder workshop on the strengths, weaknesses, opportunities and threats facing Carlisle's economy
- January '07 – Stakeholder workshop on a draft vision and strategic framework
- February '07 – Stakeholder workshop on a revised strategic framework and draft action plan.

2.2.3 In May 2007 a first draft Strategy was produced by SQW at which point a team drawn from the City and County Councils and NWDA, supported by Prof. Frank Peck from CRED⁴ at the University of Cumbria took over its development with partners and stakeholders.

2.2.4 The Economic Development & Enterprise Priority Group of the Carlisle Partnership's role was to develop the Strategy to the point where it

¹ The Carlisle Partnership is the name given to the Local Strategic Partnership for Carlisle. Its membership is drawn from representatives from public, private and voluntary sector organisations in the Carlisle area

² See Appendix 1 for the membership of the Group

³ The other Priority Groups are Children & Young People; Healthy Communities & Older People; Safer, Stronger Communities

⁴ CRED - Centre for Regional Economic Development

could be submitted to the City and County Councils [and to other bodies where appropriate] for formal adoption.

2.2.5 The 'ownership', management and implementation of the Strategy over the longer term is dependent on the appropriate delivery structures being put in place during the course of 2008, including the production of an Action Plan. This process is covered in more detail in chapter 9

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3 CHALLENGES AND OPPORTUNITIES

3.1 A Brief Pen Picture of Carlisle in its Region

- 3.1.1 Carlisle is defined in many ways by its place on the map and its setting at the centre of a beautiful but sparsely populated rural area. Carlisle is located near the Scottish Border at the northern tip of Cumbria in the North-west Region, with Newcastle as its nearest large neighbour, some 60 miles to the east. This makes it unusual as one of England's relatively few free-standing small cities outside the immediate economic influence of a major conurbation.
- 3.1.2 The City of Carlisle [the District Council area] includes an extensive and attractive rural area of around 1,000 sq. km that stretches from the Solway AONB⁵ in the west to the Pennines AONB in the east where the City also borders the Northumberland National Park. The Lake District National Park and the Eden Valley lie immediately to the south and to the north is the Scottish Border at Gretna. The military corridor of Hadrian's Wall, a World Heritage site and major tourist attraction, bisects the district. Brampton, Longtown and Dalston are the main rural service centres.
- 3.1.3 Carlisle itself is a Cathedral City with 2000 years of heritage. It is also a market town, major shopping centre, transport interchange on the M6 and West Coast Main Line, an employment & service centre for Cumbria and South West Scotland and, with the creation of the University of Cumbria in 2007, a University City.
- 3.1.4 The statistics that describe Carlisle are set out in the 'SWOT' report compiled by SQW Ltd⁶ and the summary strengths, weaknesses, opportunities and threats tables are reproduced in Appendix 4. Describing Carlisle's economic performance and characteristics from a few statistics is inevitably selective, but the information boxes below highlight key points under each of the Strategy's three themes:

⁵ AONB = Area of Outstanding Natural Beauty

⁶ Available on the Carlisle City Council web-site at

http://www.carlisle.gov.uk/business/regeneration/carlisle_renaissance/a_thriving_economy.aspx

3.1.5 Place

Population

Carlisle's population is expected to grow from its current figure of 105,000. Recent forecasts to 2029 indicate growth rates of between 12% and 20%. Other districts in East Cumbria are forecast to have similar rates of growth. In Dumfries and Galloway to the north a small decline in population is forecast over the period 2004-2024.

Geography

29% of Carlisle's population is rural and of these one third live in wards defined as sparse or super-sparse. Retail catchment is estimated at just under 400,000. Carlisle has one of Cumbria's two Regional Strategic Employment sites at Kingmoor Park. Tourism business is valued at £120 million with 2.4 million visitors in 2006.

3.1.6 People

Work and Deprivation

Unemployment has traditionally been below national and regional levels and % of the population on incapacity benefit is at around the average for England [7.9%]. There was strong growth in employment levels '98 – '04. Levels of economic activity, at 81% of the working age population, are above average. Six wards in urban Carlisle are within the most deprived 20% of wards in England in the Index of Multiple Deprivation.

Education and Skills

Carlisle lags significantly behind both the N.W. and England in the % of the working age population with qualifications at NVQ3 and 4. Levels of GCSE attainment are below the national average, while performance at A level varies among Carlisle's 8 secondary schools from well below to up to the national average. Carlisle has the lowest proportion of young people aged 16 entering education and training in Cumbria. Major investment of up to £100 million in secondary schools provision and up to £32 million by the newly established University of Cumbria is expected.

Business and the Local Economy

The economy is diverse and relatively stable but is characterised by high employment and low wages and does not have great strengths in the higher value sectors. Key sectors are food production, retail, transport and services. Tourism is also an important generator of employment and revenue. Forecasts to 2020 suggest that existing service sectors where most people are employed, plus other potential higher value growth sectors such as communications and professional services, will expand. A smaller set of sectors, including some manufacturing, is expected to adjust, shedding some employment while maintaining investment and productivity, and a still smaller group is expected to contract overall. There has been growth in VAT registrations since 2000, with the highest net changes in relatively high productivity sectors.

3.1.7 Connections

Infrastructure

Owners Stobart Air Ltd are planning a £25 million investment in Carlisle Airport, scheduled for completion in 2009. The fastest train service to London takes 3hr 13 minutes, Glasgow and Edinburgh are approx 1hr 15 minutes. The £150 million Carlisle Northern Development route linking the M6 at J44 to the A595 is due to begin construction in 2008. Carlisle telephone exchanges are fully enabled for broadband, and cable infrastructure is in place.

Perception of Carlisle

Research shows that there is a general lack of awareness among prospective visitors about what the City offers - Carlisle's image is unclear and that the perception of its remoteness and small size is a deterrent to investors

3.2 Opportunities

3.2.1 Carlisle is at a crossroads in its development. The opportunity to promote a step change in Carlisle's economy over the coming years has never been so promising. The policy framework at regional level in the Regional Economic Strategy and the Regional Spatial Strategy supports this change. The forecast of increased population growth, the encouragement of the NWDA and Government, the prospect of enhanced levels of public sector investment in Carlisle and the level of interest from private sector investors create the circumstances to support a fresh look at how Carlisle could develop.

3.2.2 While its economic performance over the past two decades has been relatively stable, it is clear that this is not enough and that 'no change' will mean decline in real terms.

3.2.3 The opportunities for Carlisle are:

- Population growth
- The prospect of significant public sector funding
- The establishment of the University of Cumbria HQ in Carlisle
- The development of Carlisle Airport
- The development and growth of key economic and business sectors
- Scope for the allocation of additional land for housing and employment use

3.2.4 The traditional strength of Carlisle's economy has been in its diversity, which means that Carlisle is not dependent on one sector for growth. With the increase in population, new jobs will be needed and a key driver for the strategy will be to ensure that where there are opportunities for growth, this is enabled.

3.2.5 In general terms this will be by ensuring the economic infrastructure is in place and that local conditions are favourable to encourage investment. A priority must be to ensure that there is a good choice and overall supply of land for employment use. New land allocations must not only meet the needs of a wide variety of existing businesses, but also exploit Carlisle's advantages in terms of its motorway location and be attractive to new investors seeking to participate in Carlisle's future growth.

3.2.6 In terms of the specific sectors the opportunity will be to build on Carlisle's existing strengths and to encourage the development of other sectors [especially those with higher productivity] where there appears

to be potential for growth – for example, linked to the development of Carlisle Airport. Information on business sectors is included in Appendix 6. The scope for promoting Carlisle for inward investment will be increased as plans mature including the transformational schemes in the City Centre, the development of the airport and the University of Cumbria.

3.3 Key Challenges for Carlisle

3.3.1 In recent years Carlisle has gone through a number of crises, - foot and mouth disease in 2001, disastrous flooding in 2005 and a spate of redundancies in the manufacturing sector. The Carlisle economy has weathered these setbacks, unemployment has remained below the regional and national averages, flood prevention measures are being put in place and business confidence is strong. However, from the statistics above, it is clear there are a number of underlying problems that need to be addressed if Carlisle is to remain a competitive business location:

- Too great a reliance on low productivity sectors
- Under-representation of business sectors with potential for growth
- Prospect of further job losses through re-structuring, especially in the manufacturing sector
- Poor performance in education, loss of talent, few graduate jobs and low aspirations
- Small population with limited economic potential
- Pockets of deprivation and limited access to rural services and jobs
- Perception of remoteness and local congestion
- Under-exploited tourism potential, no professional theatre and lack of high quality hotel

3.3.2 The County of Cumbria is also facing a range of economic challenges that arise partly from its geography and history and partly from the many external factors that have had a negative impact over the past two decades. These issues, and the measures being put in place to tackle them, are set out in the Cumbria Economic Plan 2007⁷. There are similar issues relating to economic performance north of the Border. The South of Scotland Competitiveness Plan⁸ identifies the need for cross border co-operation on economic development and comments constructively on the influence of Carlisle and other urban centres on the south of Scotland economy.

⁷ Cumbria Economic Plan published by Cumbria Vision

⁸ South of Scotland Competitiveness Plan 2007-13 pub. South of Scotland Alliance 2006

3.3.3 Carlisle - as the largest centre of employment in Cumbria - has a key role to play to support the regeneration of the wider Cumbrian economy and - as recognised in the South of Scotland Plan, its growth and prosperity will also have an effect north of the Border. Part of the challenge facing Carlisle is in responding to this regional role.

3.3.4 The key challenges for Carlisle appear to be:

- Making Carlisle a more attractive place to live, work, study, visit and invest
- Raising education and skill levels
- Raising the economic status of people and communities at risk of economic exclusion
- Eliminating negative perceptions associated with Carlisle's location
- Making Carlisle's transport system work efficiently to support economic development
- Promoting change in the economy to improve productivity, competitiveness, innovation and the creation of higher value jobs
- Promoting economic growth and environmental quality within the constraints imposed by climate change

3.3.5 The final challenge is how the Strategy becomes 'owned', adopted and embedded in the mainstream work of the various bodies that can influence its implementation. The discussions held during the consultation period and those that will take place as the Action Plan is put in place and afterwards, are critical to the process, building on a Strategy that is simply a starting point or agenda for agreed collective action.

3.4 **Policy Drivers**

3.4.1 Growing Carlisle sits within the context of a large number of local, regional and national policy drivers and strategies. The most critical of which are seen as the Regional Economic Strategy, Regional Spatial Strategy, Regional Housing Strategy and Cumbria Vision Sub Regional Economic Plan.

3.4.2 The current North-West Regional Economic Strategy covering the period 2006 to 2009 is the central policy driver for Growing Carlisle. The RES identifies the City alongside Crewe, Chester, Warrington, and Lancaster as an area of significant growth potential. Specific actions in the RES relevant to the City include:

- Action 38. Develop the University of Cumbria and ensure provision of HE opportunities in East Lancashire
- Transformation Action 55. Capitalising on ongoing private investment around Chester, Lancaster and Carlisle to build on the particular opportunities of these cities including the development of a critical mass of knowledge based business.
- Action 115. Deliver sustainable growth through use of the region's heritage environments. The Historic Towns and Cities in England's Northwest study commissioned by the North West Regional Development Agency and English Heritage completed in 2005 defines Carlisle as an under realised medieval masterpiece. It sets a vision for the development of Carlisle as a highly attractive heritage City with further investment recommended for Tullie House Museum and Art Gallery.

3.4.3 The realisation of a strategy for 'Growing Carlisle' will contribute strongly to the key drivers for regional growth. (These are; *improve productivity and grow the market, grow the size and capability of the workforce and creating and maintaining the conditions for sustainable growth*). A strong focus on these is essential to closing the North-west's GVA gap with the England average, increasing both job and business creation and improving skill levels.

3.4.4 In spatial terms the draft North West Regional Spatial Strategy (RSS) and the Cumbria Sub-regional Spatial Strategy⁹ identify Carlisle as a 'regional City' in the regional spatial hierarchy. Carlisle is identified as a focus for major development with several specific RSS policies and statements relevant to the City:

- Policy W6 – Tourism and the Visitor Economy. Carlisle, Bolton, Birkenhead and Lancaster are identified as destinations with emerging potential for heritage related tourism development where tourism supports and compliments their status as historic towns and cities.
- Policy CNL1 – Overall Spatial Policy for Cumbria Plans and strategies in Cumbria will: Focus major development within Barrow, Carlisle and West Cumbria (Whitehaven, Workington, Cleator Moor and Maryport);
- Policy CNL2 – Sub-area Development Priorities for Cumbria. Building on Carlisle City's significant potential to attract development into Cumbria, as set out in the Carlisle Renaissance Prospectus. The City will enhance its role as the sub-regional centre for business, commerce, higher education, shopping, leisure,

⁹ Developing Sustainable Cumbria 2004-24. Published by the Cumbria Strategic Partnership Sept 05.

culture and tourism whilst paying due regard to the historic City Centre

- Housing will need to be allocated to sustain and enhance the City's economic growth. The potential for higher education facilities linked to the economic and business expansion of Carlisle will need to be encouraged.
- North Cumbria – provision of sufficient new residential development to support the economic growth and regeneration of Carlisle, while ensuring that the local and affordable housing needs of rural communities can be met.
- Policy W5 – Retail Development. The development of comparison retailing facilities¹⁰ should be enhanced and encouraged in the City.

3.4.5 The development of the City as a sub regional capital beyond its administrative boundaries is a key objective of Growing Carlisle and is fully consistent and supported by the key regional strategies. These consider Carlisle as having significant growth potential that will benefit both the sub-region and the wider North-west.

3.4.6 In terms of Sub Regional Policy the Cumbria Economic Plan developed by Cumbria Vision identifies Carlisle Renaissance as a major spatial and transformational project which can help address the economic challenges faced by the County. Growing Carlisle will contribute strongly to the 3 areas of priority and 4 cross cutting themes set out in the Cumbria Sub Regional Action Plan:

- Business, Enterprise and Employment
- Education and Skills
- Infrastructure
- The Rural Economy
- The Natural Environment
- Culture
- Health, Public Sector Services and the Third Sector

3.4.7 Also of note is emerging government policy outlined in the recent review of sub-national economic development and regeneration setting out the Government's plans to refocus both powers and responsibilities to support its objectives to encourage economic growth and tackle deprivation. Key messages in the review include that:

- Local authorities will have more powers and stronger incentives to improve local prosperity.

¹⁰ Items not purchased on a frequent basis e.g. clothing, footwear, household goods.

- Greater joint working across sub-regions and cities will be encouraged. This has particular relevance to Carlisle where the natural local economy crosses political and geographical boundaries within Cumbria and reaches into South West Scotland and the North East.
- A single integrated regional strategy including the Regional Spatial Strategy will be produced.

3.4.8 The review also reconfirms the role and importance of towns and cities as engines of growth and that the Government will support the development of city development companies. The development of such a vehicle may form an important mechanism to deliver particular elements of Growing Carlisle and is considered further in section 9 covering delivery.

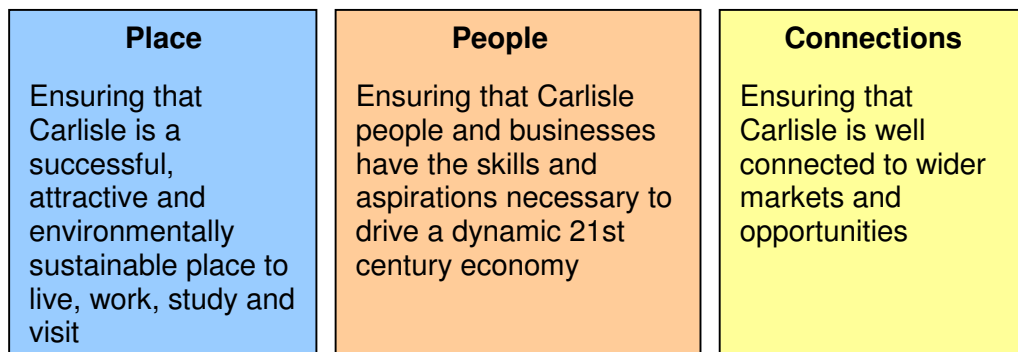
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4 STRATEGIC FRAMEWORK

- 4.1 The three themes of, '**Place**', '**People**' and '**Connections**' arose from the SWOT analysis and the consultations with key stakeholders as the best framework for the economic strategy.

Figure 5.1 Top-level strategic framework



Source: SQW

- 4.2 The first theme is based on the need to ensure that Carlisle is an attractive and environmentally sustainable **place** to live, work, study and visit. This would include, for example, the availability of suitable housing, business premises, the standard of the public realm and tourism and leisure facilities.
- 4.3 In both the SWOT analysis and in the consultations, issues around the aspirations and skills of Carlisle **people** came out very strongly as a major priority area for action and investment. This theme is wide-ranging, in that it encompasses the skills and aspirations of current and future employees, entrepreneurs, business owners and managers, and public sector leaders.
- 4.4 Finally, in the SWOT analysis, the issue of Carlisle's actual and/or perceived remoteness from major markets and centres of population emerged as a key concern, contributing to the district's economic under-performance relative to the regional and national averages. It is a fundamental factor limiting, for example, Carlisle's ability to retain and

attract talent, businesses' ability/willingness to compete in markets outside Carlisle and Cumbria, and the tourism market. The third proposed theme is therefore concerned with **connections**. It must be stressed, however, that this does not simply refer to physical transport to or from Carlisle. Rather, it considers Carlisle's connected-ness in a wide sense: incorporating electronic connectivity, awareness of the Carlisle offer amongst potential investors and visitors, as well as the road, rail and air links to and from the district.

- 4.5 A separate 'business' theme is not being proposed. As businesses are the primary generator of employment opportunities and wealth, the three proposed themes – of place, people and connections – are designed, collectively, to address the fundamental requirements and challenges of current and future businesses, and to create the conditions for sustainable private sector investment in Carlisle.

Climate Change and Sustainability

- 4.6 The challenges and opportunities facing Carlisle must also be seen in the context of climate change and environmental sustainability. Effective protection of the environment and prudent use of resources are the global and local challenges that Carlisle is facing up to.
- 4.7 Locally, good progress is being made in areas like reducing waste, increasing recycling, improving public green spaces, reducing the risks of flooding and improving the energy efficiency of our homes, businesses and public sector buildings. However more work is needed to ensure that the local economy has the resilience needed to adapt to changes brought about by climate change.
- 4.8 International, national and regional policy is rapidly changing to reflect the issues around environmental sustainability particularly with regards to carbon emissions and climate change. At a more local level, the Cumbria Strategic Partnership [CSP] is taking action to develop a county-wide climate change strategy that will reduce greenhouse gas emissions and enable people, organisations and industry to adapt to unavoidable impacts of climate change.
- 4.9 With these factors in mind, there is a need for Carlisle to align its ambition for economic growth with these and other emerging policies and develop a strategic approach to doing so.
- 4.10 The scope of these challenges and opportunities are assessed in relation to key projects outlined in the Economic Strategy's Sustainability Audit. This Audit, which uses the Government's existing framework for sustainable development¹¹, and the emerging work by

¹¹ The Government's 4 aims for sustainable development are: Social progress that recognises the needs of everyone, effective protection of the environment, prudent use of natural resources and the maintenance of high levels of economic growth and employment.

the CSP, will give the Carlisle Partnership a starting point for developing a strategic approach to aligning economic and environmental agendas.

4.11 In the short-term, the process of bringing together the economic and environmental agendas can be pursued through the following:

- The Carlisle Partnership developing a strategic approach to environmental sustainability and climate change with the full support of the business community.
- An acknowledgement that growth in investment offers the opportunity to develop to the highest environmental standards and that measures are needed to ensure that such standards are achieved.
- A willingness to embrace local experimental or pilot initiatives that will help businesses and communities explore ways in which to deliver high standards of environmental sustainability – such projects to be implemented within the next 3-5 years from 2008.
- The Local Development Framework [LDF] which will provide the spatial context for directing development to the most appropriate locations to minimise impact on climate change. The LDF in Carlisle will embrace the objectives of this Strategy to secure economic growth, but will also have to reflect national policy obligations to mitigate environmental impact and ensure resilience.

The premise in economic strategy is that environmental issues and climate change represents not necessarily a threat, but an opportunity to grow an economy that is prepared to adapt and is therefore resilient to unavoidable environmental changes.

4.12 A summary of the key work-themes under each of the three strategic headings of '*Place*', '*People*' and '*Connections*' is shown in the tables on page 16.

4.12.1 Place themes

Growing Carlisle	Revitalising the City Centre	Revitalising Communities	Promoting Carlisle
Work-themes	Work-themes	Work-themes	Work-themes
Agreeing growth targets	Improving the Public Realm	Urban area Carlisle South	Tourism promotion
Agreeing housing land allocation and improving housing choice and affordability	Transformational projects – e.g. redevelopment of Rickergate and Caldew Riverside	Rural area and rural service centres – Brampton, Longtown	City promotion
Determining employment land allocations	Historic Core		
Bringing brown-field land into development	Culture and Performing Arts Space		
Improving the stock of business premises	University of Cumbria		
	City Centre offer and the evening economy		

4.12.2 People Themes

Reduce Worklessness	Improve Workforce Skills	Business Growth and Innovation
Work -themes	Work-themes	Work-themes
Readiness for work	Skills for Life	Business engagement
	Vocational skills	Enhanced business support services
Employment growth and opportunities	Management and leadership	Knowledge transfer
Service development	Promoting workplace learning	Funding for growth and innovation
		ICT applications.

4.12.3 Connections Themes

Access to Markets	Access to Employment and Services	ICT Connectivity
Work-themes	Work-themes	Work-themes
Carlisle Airport	Public transport	Infrastructure
Rail Gateway	Local roads	
Regional roads	Walking and cycling	

GROWING CARLISLE -

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

5 PLACE

5.1 Introduction

5.1.1 This section of the Strategy is about the future development of Carlisle. The earlier pen picture of Carlisle in Section 3 described a place with high aspirations and the reality of a wide sphere of influence.

5.1.2 If City Regions are places that can be defined in terms of their economic 'footprint', within which labour markets, housing markets and retail markets operate, then Carlisle is the City in a city region covering north and west Cumbria, parts of Northumberland and Southern Scotland.

5.1.3 Four key themes emerge as priorities within this section on '*Place*'. The first theme is about the opportunities that could be created through population growth. The second is about the priorities for the City Centre and Carlisle's ambition to have the quality and range of facilities expected of a regional City.

5.1.4 The third strand deals with the economic needs of Carlisle's local urban and rural communities and the fourth is about how the 'Carlisle offer' is promoted and marketed to visitors, investors, prospective and existing residents.

5.2 Growing Carlisle – the Need for Action

5.2.1 The presumption is that improving the scale, quality and choice of services & facilities in Carlisle must have a positive impact on the perception of Cumbria as a place to live, work and invest. To serve Cumbria's needs many of the services and facilities that people and businesses expect in the 21st century require a critical mass of population.

5.2.2 As a relatively small City, Carlisle has the opportunity and the potential to increase its capacity as a centre for the sub region and to become a driver for economic growth within Cumbria. City regions are an expression of the way we now live our lives. We travel to work, to learn and to use leisure facilities, visit large retail centres and use major

public services. For these and other activities Carlisle's influence clearly spreads beyond its administrative boundaries.

- 5.2.3 In a rural area like Cumbria, our model of a city region must include the interaction between the urban and rural areas and the issues of sparsity and distance. The interdependence of urban and rural economies and the role and vitality of the rural service centres must be taken into account in planning for sustainable growth.
- 5.2.4 It is possible to define its regional influence on the basis that Carlisle is a net importer of labour. The largest inflow of commuters into Carlisle occurs within a radius of about 20 – 30 miles. However, most wards in Cumbria, with the exception of some in the extreme south and west, have some people that work in Carlisle¹². An estimated 2,000 people¹³ live in Dumfries and Galloway but work in England. Anecdotal evidence also suggests that Carlisle's influence also extends into the western extremity of the Scottish Borders as far as Hawick.
- 5.2.5 It is also possible to define Carlisle's regional influence by its retail catchment population. This is estimated at just under 400,000 people, with around 11 million retail visits each year drawn from an area that extends into Scotland southwards from Moffat to just north of Kendal covering about two thirds of Cumbria
- 5.2.6 In the Regional Economic Strategy [RES] Carlisle is one of 5 identified growth towns. The Draft Regional Spatial Strategy [RSS] recognises the potential and role of Carlisle as a City in its sub region and also identifies it as a location for growth. In particular it recognises:
- Carlisle's potential for sustainable growth that benefits the sub region and the wider North West
 - Carlisle's position as a regional town and City for Cumbria and North Lancashire along with Barrow and Lancaster
 - The importance of promoting employment opportunities, identifying a Regional Investment Site at Kingmoor Park and a Knowledge Nuclei Site in Central Carlisle ¹⁴
 - Carlisle as one of 24 centres for expansion of town centre retail facilities

¹² Data from Census 2001 illustrated in SQW SWOT report fig. 5.1 p 42

¹³ <http://www.gro-scotland.gov.uk/files1/stats/op12-tab2.pdf>

¹⁴ Knowledge nuclei sites focus[ing] on knowledge-based sectors which require specific links to the region's Higher Education Institutions, research and development facilities, existing knowledge-based industries and major hospitals. Close physical proximity is desirable, however, it is the links between knowledge nuclei sites and key knowledge infrastructure that are most important. In some cases those links may be facilitated by ICT. Submitted draft Regional Spatial Strategy for the North West Jan. 2006 Para. 8.4.

- The potential for growth as a conference and exhibition destination for business tourists
- The potential for Airport use
- Carlisle's role as a key public transport interchange and gateway to the region
- The importance of the various agreed strategic highway schemes

5.2.7 This strengthening of the role of Carlisle, being the major service centre, and a focal point for development is a clear recognition by the RSS of the role Carlisle should be playing in the sub region. To realise this, to avoid stagnation and to promote the cultural and economic diversity that makes places dynamic, the City needs to grow.

5.2.8 It needs to be able to retain a skilled workforce and to attract new, economically active residents. In turn, substantial investment is needed to address issues such as a range of good quality and affordable housing, the development of transport, education and training opportunities and health provision. The capacity of the utilities must also be able to support such growth.

5.2.9 Alongside this we will see an increased capacity to sustain those facilities that people expect to find in a competitive City in the 21st century. There is the expectation that there will be a wide range of shops, arts and cultural facilities, sporting facilities, bars and restaurants to suit all tastes and ages, visitor attractions, a high quality public realm and environment that enhances Carlisle's heritage.

Population Growth and Targets

5.2.10 There have been two recent official forecasts for population change in Carlisle indicating growth of either 9% or 20% by 2029. The lower of these would result in a population of 112,000 while the higher would give a population of 125,000. The difference between these forecasts is accounted for by different assumptions on the level of migration. Cumbria CC has also produced a forecast on household formation that gives a figure of 119,000 for Carlisle in 2025. There will no doubt be other forecasts in future years that show different figures as forecasting assumption are refined. However - the key point is that Carlisle's population is destined to grow and the strategy is to encourage and manage that growth to achieve key economic outcomes for Carlisle.

5.2.11 The rationale to grow Carlisle is set out in the paragraphs above but the forecast figures do not take into account any local circumstances that may influence the rate of growth or the structure of the population. The official figures take no account of changes in the local economy,

the development of the University or, more particularly, the number of housing allocations in the Local Plan.

5.2.12 The mechanism for managing growth will be through the Local Development Framework. The challenge will be to develop appropriate plans that will enable physical growth to take place in a sustainable and balanced fashion. The role of the Economic Strategy is to make the case for growth and to show what else needs to be done to capture the benefits that population growth will bring. How and where Carlisle can accommodate physical growth will clearly need further work and consultation as part of the planning process.

5.2.13 The intention is to achieve the greatest growth possible consistent with the need for proper planning, the pace of economic change, market conditions and the capacity to extend the local infrastructure. The challenge is also to influence that growth to attract more people of working age. Setting targets and milestones for growth must be based on the best forecasts available and these become less reliable when forecasting over a longer time period. The graph below illustrates the widening gap between the current forecasts.

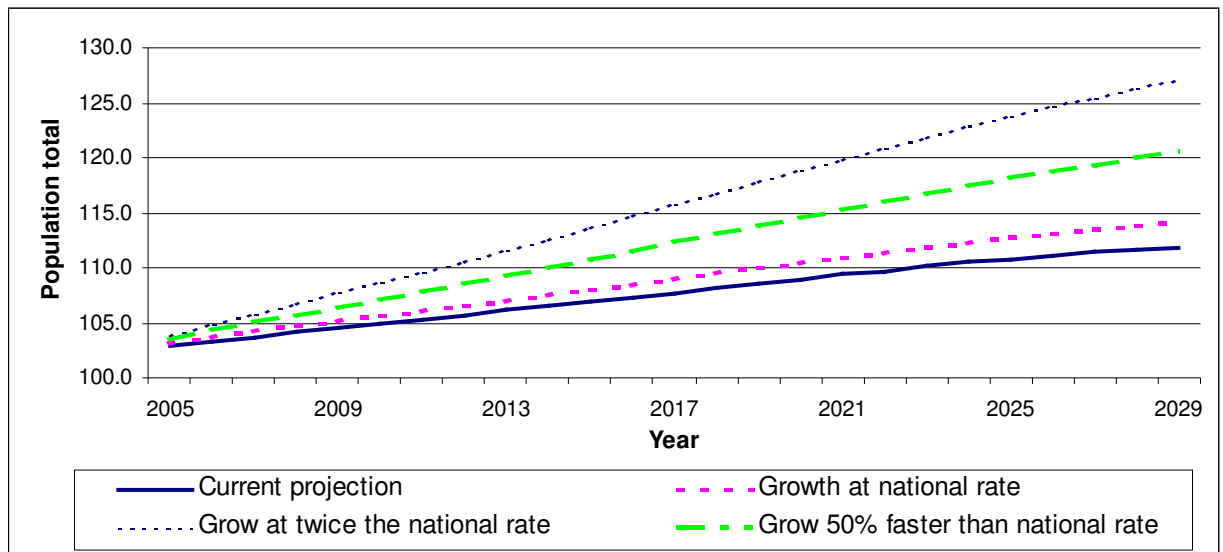
5.2.14 While any long term population projections will inevitably be subject to a degree of uncertainty, It is possible to construct a range of future scenarios for Carlisle relative to current official government projections for the UK as a whole. The graph below shows the current projection for Carlisle in comparison with (at least) three other scenarios:

Growth in Carlisle that matches current national projected growth rates

Growth in Carlisle that exceeds current national projections by 50%

Growth in Carlisle twice as fast as the projected national rate

Scenarios for population growth in Carlisle relative to national projected trends



Source: Analysis of data using 2004 based sub-national population projections, National Statistics

5.2.15 These scenarios are useful in establishing short and medium term possibilities for population growth which can be used to balance ambition against the need to ensure that the strategy is manageable within specified time scales. The current projection for Carlisle, for instance implies an increase in population over 25 years per annum of around 270 persons. The highest scenario, however, would take population totals to 127,000 with average per annum increases over the full 25-year period of approximately 890.

5.2.16 These annual average increases need to be tested against aspects of the plan. Further work also needs to be done to estimate growth in different age groups and then to relate these trends to plans for employment and housing. When this work is done targets for growth for future planning periods can be considered.

5.2.17 The presumption is that the economic advantages of significant population growth for Carlisle would outweigh the disadvantages. If it is possible to achieve sustainable growth over and above forecast level then we should aim to do so because this would lead to a better, more dynamic and vibrant Carlisle with more opportunities for its current and future residents. The debate over what might be the 'ultimate' or 'ideal' population target for Carlisle is one that cannot be resolved using current forecasts. However, the Strategy supports the ambition for Carlisle to grow with an aspiration to achieve a population of around 140,000 – 150,000 possibly within the decades following the present forecast horizon.

Implications for Housing

5.2.18 In the Housing Green Paper 'Homes for the Future' published in July 2007 the Government outlined proposals for New Growth Points throughout England. In response to this, an expression of interest has been made [October 2007] to include Carlisle in this programme. It is agreed this would provide additional allocations for housing development up to 2016 subject to consultation, testing and examination through the regional and local plan process. This initiative aligns very well with the aspiration to grow Carlisle.

5.2.19 At present, [December 2007] the County Council's projection of 119,000 people by 2025 forms the basis of projections on household formation and this translates into a supply requirement for 637 dwellings per annum. This housing supply figure is similar to one achieved from the data obtained from a survey of affordable housing needs for Carlisle. This suggests that there is a need for an annual supply of 221 affordable houses per annum. If this was to be delivered at realistic levels, say 30% of the annual housing supply, the total annual requirement on the basis of this calculation would be 700 houses per annum.

5.2.20 Housing Market Assessments were carried out across Cumbria in 2006 and showed for Carlisle that an additional 72 affordable units per annum were needed in the urban area and 149 in the rural area by 2011. The need is for predominantly larger houses with three or more bedrooms. Most recent developments have been on urban brownfield sites and for flats rather than houses. Furthermore the Local House Condition Survey shows that although Carlisle is meeting Government targets there are still 2,700 vulnerable people living in properties that do not meet the 'decent homes' standard.

5.2.21 Housing markets are complex and are influenced by social and economic factors outside of the statutory housing and planning systems. As well as a supply of suitable sites, a balanced market is achieved by ensuring that other factors are resolved, such as good quality jobs within the travel to work area, high performing schools, good shopping facilities and a high quality environment.

5.2.22 As all available projections indicate a steady growth in population in the medium term. The challenge will be to develop appropriate plans to achieve a healthy sustainable economy alongside managed growth in population.

5.3 Growing Carlisle – Work Themes

5.3.1 The implications of population growth are far-reaching and will require significant commitment in public and private resources and a growth in the third sector to support the social needs of such a growing population over the years. One of the purposes of this Strategy is to

establish a consensus on the benefits of growth for Carlisle and the region and to identify the strands of work that will arise as a result. Within the context of this document these work strands are:

- i. Agreeing growth targets. Further work needs to be done on the scope to influence population growth linked to the 'Growth Point' initiative described above.,
- ii. Agreeing housing land allocations and improving housing choice. This is linked to [I] above and will require Carlisle's future level of housing growth to be set within the context of an evolving regional and local statutory planning process. The location and phasing of new development will be a matter for determination within the local planning process. While there is generally a broad mix of housing types and tenure within the City and its catchment area, planning policies over recent years have resulted in several anomalies within the local market. There has been a virtual moratorium on rural housing development resulting in both a lack of executive type housing in those areas and a rise in prices so as to exclude local people. More recently there has been an influx of urban residential planning applications but with a bias towards apartment schemes. This in turn has led to a lack of capacity within the set housing planning allocations to allow for reasonable numbers of family type housing to come forward in desirable locations.
- iii. Determining new employment land allocations: There is a need to improve the quality, availability and choice of employment development land. While Kingmoor Park will continue to provide the bulk of the development land in the short to medium term, its location at the northern edge of urban Carlisle is not ideal for most of the urban population which is located in south Carlisle. Further development opportunities will arise by the allocation of employment land at Morton, which [if approved] will need to be brought to the market. Further work is needed to establish the opportunities and justification for further employment land allocations, particularly in south Carlisle.
- iv. Bringing brown-field land into development. Carlisle's record in re-using brown-field land for employment purposes has been good, but within the southern half of the City there remain several significant areas of brown-field land [mainly redundant railway land], that could be brought forward as serviced employment land. This would be dependent on adequate access and servicing and arrangements being secured together with any contamination issues being tackled and flood risk assessments being carried out.
- v. Improving the stock of business premises: Within the overall supply of industrial premises in Carlisle of c.1million sq. m., over 80% of this was constructed pre 1980. The stock is generally secondary in nature by type and layout, age, and condition.

Vacancy rates are generally low and, while there is no sign of a shortage of second hand premises, choice is limited with Kingmoor Park dominating supply. However, there is a severe shortage of new or modern industrial premises in a range of sizes and locations and there are no major new schemes in the pipeline.

5.4 Growing Carlisle – Summary of Projects [see Annex for detail]

5.4.1 Short term – [1-5 years]

- Complete an Employment Land Review
- Decision on Local Asset Vehicle for City Council non-operational assets
- Implementation of 1 industrial estate regeneration project resulting in provision of new/refurbished premises
- Implementation of capital programme for City Council industrial estates to 2010
- Completion of flood protection schemes covering the Warwick Road, City Centre and Shaddongate areas
- Evaluation of opportunities for bringing brownfield sites to the market and implementation of 1 project
- Evaluate growth scenarios and agree future urban and rural housing allocations

5.5 Carlisle City Centre – the Need for Action

5.5.1 Carlisle's City Centre is generally recognised as an attractive and accessible location for shopping and leisure, with a good retail offer and good pedestrian facilities. It is also an important employment area with almost 18,000¹⁵ people working in the centre or nearby.

5.5.2 However, although the City Centre is seen as successful, there are a number of sets of economic and environmental issues that need to be addressed in order for it to contribute fully to the development of Carlisle as a regional City in the future. These are:

- i. Improving the public realm: The last major renewal of the City Centre street scene was in the 1980s. In comparison with other cities where investment has taken place, it now looks dated. If Carlisle is to move forward as a place it needs to aspire to the highest possible standards in the quality, design and

¹⁵ Figure for Castle Ward from SQW SWOT Analysis page 17 using ABI data

management of its public areas. The extensive pedestrianised areas provide a sound basis for a refreshed City Centre.

- ii. Expanding the retail offer: Carlisle has a strong retail heart with a good range of both department stores and other retail outlets. This has long been based upon a wide catchment area that offers relatively little competition. The development of The Lanes shopping development very much cemented this position and Carlisle's retail potential is also reflected in the number of retailers currently not represented in the City seeking suitable premises in the centre. Other towns in the catchment area are now driving forward their aspirations to strengthen their respective retail offer. There is need to respond to market demand within the parameters of the planning policy to identify opportunities for the further expansion of the City Centre retail offer.
- iii. Developing the potential of the Historic Core: Carlisle's distinctiveness derives from its culture and its long history – and its expression in important buildings in the centre of Carlisle such as the Carlisle Cathedral, Carlisle Castle and Tullie House. These cultural assets and Carlisle's association with the world heritage and international brand status of Hadrian's Wall, also have an economic value that is currently not sufficiently acknowledged. Realising the economic potential of Carlisle's historic assets will involve overcoming physical barriers, such as the severance of the castle from the City Centre by the inner ring road. It will also mean putting measures in place that will increase economic activity and improve the awareness and experience of the area, as part of an overall drive to make a major improvement in Carlisle's status as a visitor destination.
- iv. Limited evening and night-time economy. The current concentration around Botchergate is only one expression of the potential for developing the evening economy in Carlisle. Other types of evening offer are weak and the vitality of the centre is diminished by the lack of activity after 6.p.m. The social interaction that occurs as part of the evening economy is often a key attraction of City living and its relative absence in Carlisle reduces its appeal as a place to live and work.
- v. No performing arts facility. This is linked to [iv] above and should be seen as a key element in developing Carlisle's external profile as a place with an attractive range of cultural, social and economic opportunities. If Carlisle's aspirations as a regional centre and University City are to be realised, this is a gap in Carlisle's offer that needs to be filled.
- vi. No 4* City Centre hotel and limited conference facilities. If Carlisle is to achieve a step change in its business and leisure

tourism profile it needs the quality and range of facilities expected of a Regional City.

- vii. A limited City Centre office market with little prospect of investment at current rental levels. Much of the City Centre's office space will not meet the future needs of businesses and there is the risk of a long-term haemorrhage of jobs and economic activity to newer facilities in out of town locations.

5.6 City Centre – Work Themes

- 5.6.1 The first theme will be the implementation of public realm improvements in the City Centre
- 5.6.2 The second theme will focus on the delivery of the transformational development projects for Rickergate and Caldew Riverside. The City and County Councils will endeavour to use publicly held assets to facilitate development in these areas
- 5.6.3 The third area of work will be in the Historic Core where the proposals arising from the Historic Core Study will form the basis of a programme of projects, including a development programme for the Tullie House Gallery and Museum.
- 5.6.4 Exploration of the opportunities available to develop a performing arts facility will comprise the fourth work strand
- 5.6.5 The fifth strand will be to work with the private sector to enhance the vitality, performance, attractiveness and customer offer of the City Centre, including the development of the evening economy
- 5.6.6 The sixth strand is to work with the University of Cumbria on their Estates Strategy to ensure the maximum community benefit from the investment planned in central Carlisle

5.7 City Centre – Summary of Projects

- 5.7.1 Short-term - 1-5 years
- Evaluate the potential of a Business Improvement District for the City Centre with private sector partners
 - Creation of Urban Design Guide, Public Realm Strategy and Public Art Strategy as Supplementary Planning Documents
 - Improvements to Castle Street including improved signage and interpretation
 - Links to Castle from City Centre improved

- Implementation of at least 2 major Public Realm Improvement Projects at either:
 - Court Square & Englishgate
 - Market Cross & Greenmarket
 - Historic Core
- Completion of technical studies and development brief created for both Rickergate and Caldew Riverside / Citadel areas
- Development partner identified and detailed development scheme worked up for the Rickergate area. To include substantial additional retail floor space and provision of a 4* hotel offer
- Development scheme worked up for Caldew Riverside taking into account any Tesco food store development and improved links to City Centre
- Improved gateway car parking and pedestrian links to main shopping core
- Development of schemes/projects to interpret the unique elements of the City's heritage particularly within the City Centre
- Agreement on location of theatre / arts centre and funding package identified
- Agree locations of buildings to meet estates strategy of University of Cumbria including provision of new headquarters building, business school, Student Union building and student accommodation
- Future of Woolworths Block agreed with view to redevelopment for mixed use comprising retail and commercial offices

5.8 Revitalising Communities – Need for Action

5.8.1 The benefits of a growing Carlisle economy will probably be most visible in the City Centre where major physical change and renewal has traditionally been focussed. However the Strategy recognises that other parts of Carlisle, including the more deprived urban neighbourhoods and the rural area, including the rural service centres of Longtown and Brampton, need particular attention.

5.8.2 While there are obvious concentrations of deprivation in south Carlisle, there are also other pockets of need in many of Carlisle's neighbourhoods – urban and rural. Where interventions [as described in the 'People' section of the Strategy] are targeted at individuals, eligibility will be based on people's circumstances, not on address.

However, these initiatives will also recognise the need for targeted local delivery in key urban and rural communities and individual projects will be 'proofed' to ensure there are as few barriers as possible to participation.

Urban Carlisle

- 5.8.3 The need for intervention is greatest in the southern part of urban Carlisle, where the wards with the most serious levels of economic disadvantage are to be found and where there has been relatively little recent public investment in economic infrastructure. Six wards, Upperby, Botcherby, Morton, Castle, Harraby and Currock are among England 20% most deprived, and two of the above, Upperby and Botcherby are among the 10% most deprived according to the overall Index of Multiple Deprivation [IMD].
- 5.8.4 The physical characteristics of the area show a mix of opportunities including good access to the M6, a number of development projects in the pipeline and the potential for additional development land adjacent to the successful Rosehill Estate [subject to the outcome of the Local Plan Public Inquiry in 2008]. There is also unused and derelict land within south Carlisle, some areas with, poor general amenity and issues over the future use of the North Cumbria Technology College premises following the review of provision for 11-19 education for the Carlisle area.

Rural Carlisle

- 5.8.5 Carlisle's rural population is increasing at a rate greater than urban Carlisle. It is expected that this trend will continue and highlights the need to support sustainable rural economies particularly when allied with the changing demographic profile of rural areas, resulting from the loss of young adults, a result of unaffordable house prices and the lack of employment opportunities.
- 5.8.6 The non-urban and sparse areas of Carlisle District show levels of overall deprivation greater than similar areas in other Cumbria Districts according to the Indices of Multiple Deprivation (IMD) 2004. The two main service centres of Longtown and Brampton provide services to three of the most deprived wards including Lyne Ward and Irthing Ward that rank in the top 2% IMD 2004 for barriers to services. Longtown Ward is in the top 20% IMD for education and skills. Additionally, the regional Rural Delivery Framework has highlighted Longtown as a priority need area. With increasing threat to rural services and an increasing population, the need to support the ability of local service centres to meet increasing demand is paramount.
- 5.8.7 Government policy and the emergent Local Area Agreement places significant emphasis upon the development of stronger more inclusive communities. Recent experience from the success of the Longtown

MTI has also shown that a strong Community Development Trust can make significant impact on economic regeneration of a wide rural area. Development of this model will enable local communities to identify their local economic challenges and determine sustainable local solutions.

5.9 Revitalising Communities - Work Themes

Urban Carlisle

5.9.1 The thematic approach taken in writing this Economic Strategy has enabled us to identify potential projects and key needs for action across the whole of the district. The three themes of Place, People and Connections all contain cross cutting elements and activities, which will have a positive impact upon the economic growth of the district as whole and will play their part in revitalising the most deprived areas of urban Carlisle. There is recognition, that some of the interventions developed within the strategy are aimed at the most deprived communities and within those communities at the hardest to reach client groups. This approach will ensure that we don't exclude any individual from accessing any of the activities on offer but by definition we will be able to deliver targeted activities specifically to the south and west of the City.

5.9.2 The challenges to improve the local economic infrastructure for south Carlisle include:

- (i) Attracting investment and business to the area including enhancing the vitality of local service centres
- (ii) Upgrading the stock of available development land and business premises
- (iii) Improving and enabling access to jobs in the City Centre and in north Carlisle
- (iv) Securing training and employment benefits for local people from development proposals in the area.

Rural Carlisle

5.9.3 The geographical focus will be the service centres of Longtown and Brampton. Each has its own specific problems and opportunities, but there are also issues in common. The Strategy promotes a joint approach to the delivery of projects for the two centres where this is practical. The challenges are:

- (i) Enhancing role of service centres including streetscape, transport, parking, signage and promotion/marketing

- (ii) Support local delivery points for district-wide projects e.g. business support, workforce development and worklessness
- (iii) Tourism development – network/cluster development
- (iv) Action to ensure engagement of businesses and workless people in wider Renaissance projects
- (v) Ensuring sufficient provision of employment land and premises
- (vi) Encouraging the role of local delivery mechanisms/trusts

5.10 Revitalising Communities - Summary of Projects

5.10.1 South Carlisle; short-term 1-5 years

- Focus on brown-field land development and industrial estate regeneration to deliver 2 schemes [see above]
- Local employment and training schemes in place linked to local development proposals when implemented [see ‘People’ theme]
- Evaluation of, and decision on, economic opportunities linked to North Cumbria Technology College site
- Projects to enhance environment of local shopping areas being implemented
- Local delivery of projects related to worklessness, skills and business support [see ‘People’ theme]
- Investment opportunities in Carlisle South promoted
- Accessibility Action Plan [urban Carlisle] prepared and implemented [see ‘Connections’ theme]

5.10.2 Rural Carlisle; short term 1-5 years

- Pilot project to improve access to services in Longtown and Brampton implemented
- Opportunities arising from Community Asset transfers explored and acted upon where appropriate
- Local delivery of projects related to worklessness, skills and business support [see ‘People’ theme]

- Tourism & tourism business support programmes in place linked to expansion of Hadrian's Wall visitor offer
- Accessibility Action Plan [rural Carlisle] prepared and implemented [see 'Connections' theme]
- Evaluation of need for workshop premises in Longtown and Brampton
- Functional improvements to support Longtown's and Brampton's roles as rural service centres identified and one project in each centre implemented [e.g. car parking etc]

5.11 Promoting Carlisle – Need for Action

5.11.1 Carlisle has the potential to be a very successful visitor destination with a really good tourism offer. Revenue and performance associated with tourism has been steadily growing. Too many people, however, are still unaware of Carlisle's substantial heritage, attractions and its high quality environment.

5.11.2 There has been under investment in the promotion and marketing of the City to potential visitors. Carlisle is therefore very much an emerging visitor destination. Its image now needs to be significantly enhanced in this respect, and quickly.

5.11.3 There is an urgent need to develop a compelling tourism consumer brand and comprehensive marketing strategy to remedy the existing lack of awareness. This in turn will generate significant additional visitor income, and attract investment for the necessary improvements that are required to the City's tourism product. In the modern day competitive tourism world a good quality visitor experience is fundamental to a successful destination. So too is a universally recognised, well marketed consumer brand, which creates the initial awareness of that destination in the first place.

5.11.4 There is no doubt that if Carlisle is to grow, that will only be successfully achieved if a positive public image of the City, and the opportunities arising from growth, are communicated effectively to prospective investors, businesses, new residents and students in a sustained campaign over a period of time. Moreover, the people of Carlisle need to believe in the City's future and what it could aspire to become.

5.11.5 A credible, imaginative and persuasive local brand that has local roots and is 'owned' by local stakeholders needs to be developed. An attractive image must be created that captures both Carlisle's current appeal and its potential, developed to encapsulate a dynamic 'feel good factor' and to reflect the quality of life enjoyed in the Carlisle area.

5.12 Promoting Carlisle – Work Themes

The challenges are:

- (i) To secure agreement on the development of a Carlisle Tourism Brand
- (ii) To secure resources for the sustained promotion of Carlisle as a visitor destination
- (iii) To develop a clear and credible image for Carlisle as a place to invest, live and study

5.13 Promoting Carlisle – Summary of Projects

Short –term [1-5] years]

- Work commissioned on Carlisle branding with steering by appropriate stakeholder group and marketing programme in place
- Information and marketing strategy in place to promote the Carlisle offer in terms of investment, business and lifestyle opportunities
- Evaluation of Carlisle’s participation in NWDA regional visitor economy development pilots.

GROWING CARLISLE –

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

6 PEOPLE

6.1 Introduction

6.1.1 This section demonstrates how individuals and organisations will contribute to and benefit from the economic success of growing Carlisle. It sets out how we will raise aspirations and improve the opportunities for all of Carlisle’s residents. Barriers to accessing learning and support will be reduced and Carlisle’s businesses will be able to obtain the high quality support they need to grow.

6.1.2 Three key themes emerge as priorities within this ‘People’ section. The first theme is about reducing worklessness which includes developing opportunities for participation in work and training. The second deals with improving workforce skills and ensuring Carlisle has the skill base to support economic growth. The third is about supporting business innovation and growth and includes innovative ways to develop this.

6.1.3 The University of Cumbria, which launched in August 2007 offers a wide range of benefits for the people of Carlisle across all three themes. The University is keen to work with organisations across the private, public and voluntary/community sectors and be an active partner in the community. It offers excellent opportunities for young people and adults to equip themselves with the qualifications and skills needed to secure sustainable employment. It has a key role to play in promoting innovation and facilitating knowledge transfer to support business growth and will act as a catalyst enabling businesses to access research and development activity. It will help Carlisle retain the graduates it will need to grow existing businesses and encourage new ones to locate here.

6.2 Reducing Worklessness – the Need for Action

6.2.1 The SWOT analysis identified relatively high numbers of people in receipt of benefits and an increase in the number of long-term unemployed as issues that must be addressed. Jobcentre Plus and Connexions have already prioritised a number of wards within Carlisle as key areas for intervention. The ‘Pathways’ programme and the

'Deprived Area Fund' are two of these mainstream areas of provision with other client groups being targeted through the use of co-financing monies to deliver a range of projects.

- 6.2.3 The activities proposed within the economic strategy are intended to address gaps in mainstream provision and to identify new and innovative approaches to increasing the levels of economic activity within the district. The Third Sector will play a key part in this.
- 6.2.4 If we are going to be successful in moving individuals from benefits and economic inactivity into sustainable long term employment we will have to address the 'Poverty of Aspiration' and reduced levels of self confidence individuals experience in their ability to make these transitions. We will do this by establishing a culture of opportunity and harnessing the momentum of investment and growth achieved through the wider projects within the strategy.
- 6.2.5 Traditionally Carlisle has seen high levels of low paid, seasonal and unsecure employment. This is exacerbated by low skill levels especially in some of the more deprived areas of the district. A priority for the strategy will be to implement a range of projects to equip individuals with relevant training and skills to successfully secure long term sustainable employment. This will lead to people being able to move between employers and sectors in order to access higher paid work.

6.3 Reducing Worklessness – Work Themes

- 6.3.1 Addressing worklessness and growing the available workforce of Carlisle are key to achieving economic growth and attracting new private sector investment to the area. This strategy identifies a range of different approaches to addressing this area of work. The work themes we have identified in tackling worklessness are:
 - 6.3.2 Readiness for Work: The first stage of addressing worklessness will be to raise aspirations and self confidence enabling transition from economic inactivity to employment.
 - 6.3.3 Gateway to Employment: We will build skilled, working communities increasing opportunity, social mobility and sustainable long-term employment through the provision of targeted vocational training within priority sectors. This work will be complemented by job brokerage activities.
 - 6.3.4 Employment Growth & Opportunities: One of the key areas for development is to maximise the employment opportunities created through the physical regeneration, business growth and inward investment within the district, particularly within the most deprived communities.

6.3.5 Service Development. In the constantly changing arena of public sector funding and in the context of the Department of Work and Pensions Green Paper '*In work, better off*', we need to create integrated, aligned and well understood services that are highly effective, enabling the City region to attract external investment and resources to address worklessness. In the context of the Green Paper one of the main areas of work within this theme will be the development of both a 'City Employment Strategy' and 'Local Employment Partnerships'.

6.4 Reducing Worklessness – Summary of Projects

6.4.1 Short term – [1 – 5 years]

- Range of community based projects to address aspirations and self confidence enabling transition to employment specifically within priority groups
- 'Young People' based projects across all sectors
- Develop the 'Retail Academy Carlisle' project
- Redundancy support for both employers and individuals
- Develop a delivery framework to enable local communities to take advantage of the employment opportunities arising from Carlisle Renaissance
- Bespoke recruitment and training projects to maximise on economic growth through inward investment
- Evaluation and identification of external investment and additional resources to address worklessness

6.5 Improve Workforce Skills – The Need for Action

6.5.1 The Leitch Review of Skills published in December 2006 looked at the UK's long-term skills needs and recommended that the UK commit to becoming a world leader in skills by 2020. The review highlights several areas that have particular relevance for Carlisle:

- (i) 70% of the workforce of 2020 is already over the age of 16 which emphasises the importance of adult learning and especially learning in the workplace.
- (ii) The need to increase skill levels especially at level 3¹⁶ and above. The report recommends that employer investment in

¹⁶ Level 2 – equivalent to 5 GCSEs A* – C, Level 3 – equivalent to 2 A levels, Level 4+ – equivalent to graduate qualifications

level 3 and 4 qualifications in the workplace needs to increase. In Carlisle approximately 70% of the working age population do not have a level 3 or above qualification¹⁷

- (iii) The importance of improving lower level skills up to level 2 including basic literacy and numeracy. In Carlisle 13% of the working age population have no qualifications¹⁸

6.5.2 There are low levels of attainment at GCSE (49.1% gained 5 A* to C grades including English and maths in 2006 in the Carlisle district compared with 57.9% in the Cumbria local authority area and 59.2% in England¹⁹). There are also relatively low levels of young people continuing in education post 16 with quite high levels entering employment without training which means that Carlisle will be poorly equipped to meet the challenges of the knowledge economy of the future.

6.5.3 A partnership approach is needed to raising attainment and participation in learning post 16 which includes the schools, Cumbria County Council, Connexions, Aimhigher, Carlisle College and the University of Cumbria. The creation of two academies in Carlisle will also have an important part to play in this.

6.5.4 The introduction of 14 – 19 Diplomas which will combine practical and theoretical learning in a range of vocational areas with functional skills in English, maths and ICT will help to engage learners who would benefit from a vocational path. Employers will have a key role to play in developing the Diplomas and it will be important to engage organisations in Carlisle with this. The Diplomas will be available for teaching nationally from 2013 but some vocational areas will be introduced before that. These qualifications will play an important part in encouraging young people to continue in learning post 16.

6.5.5 A significant number of young people in Carlisle who have the ability to progress to higher education do not go to university. One explanation for this has been not wanting to leave the area to study. The launch of the University of Cumbria may encourage more of these young people into higher education but for some full-time study is not the most appropriate option. Several local employers offer 'grow your own' schemes which combine a job and training for a professional career e.g. accountancy. This model could be expanded into a wide range of vocational areas and could provide a solution to some of the skills gaps experienced in the City for certain professions.

6.5.6 Retaining graduates in Carlisle and encouraging the young people who have moved away to study to return to the area will be critical to growing Carlisle. We need to offer them rewarding graduate-level jobs

¹⁷ Source ONS – Annual population survey January to December 2005

¹⁸ Source ONS – as above

¹⁹ Source Department for Children, Schools and Families

and to ensure that the actions within the 'Place' section mean that Carlisle is an attractive and vibrant City for them to choose to live and work in.

- 6.5.7 Cumbria Higher Learning, the Lifelong Learning Network for Cumbria, is a partnership, of the four further education colleges in Cumbria with the University of Cumbria, the University of Lancaster, the Open University and University of Central Lancashire. The partners have agreed to work collaboratively to ensure progression routes for vocational learners in Cumbria.

6.6 Improve Workforce Skills – Work Themes

- 6.6.1 Developing the skills of both the future and current workforce in Carlisle will be crucial to overcoming the challenges posed by low attainment, low participation in learning, low aspirations, low wages and unsecure and seasonal employment. This section of the strategy seeks to create a highly skilled and adaptable workforce who benefit from the success of growing Carlisle. The work themes which will achieve this are:
- 6.6.2 Skills for Life: Being literate and numerate has been shown to be a key factor in getting and keeping a job. Literacy and numeracy qualifications have an important role in raising workforce skill levels and provide a platform to progress on to further learning. English for Speakers of Other Languages (ESOL) courses also form a key part of the Skills for Life agenda and the increase in migrant workers in Carlisle means that developing provision for this is vital.
- 6.6.3 Vocational Skills: Ensuring there are progression pathways for people to follow will be key to increasing participation in learning and raising skill levels. Young people starting vocational courses at school will want the opportunity to continue them post 16 at college or through an apprenticeship and then on to higher education. We need to initiate programmes to meet the skills shortages experienced by Carlisle employers and link development of new provision to priority growth sectors. We will develop innovative ways of retaining graduates in Carlisle.
- 6.6.4 Management and Leadership: Building management and leadership capacity within organisations in Carlisle will be key to enabling our vision for the City to be realised. From first line management/supervisory level through to directors and chief executives, we will facilitate the sharing of best practice between organisations.
- 6.6.5 Promoting Workplace Learning: We will raise the profile of learning in the workplace and the benefits it brings and celebrate success for both individuals and organisations.

6.7 Improve Workforce Skills – Summary of Projects

6.7.1 Short term [1 – 5 years]

- Raise the profile of Skills for Life with employers and individuals
- Encourage retention of graduates in Carlisle
- Ensure further and higher education qualifications meet the needs of priority growth sectors
- Develop ‘grow your own’ programmes offering rewarding jobs with degree level training
- Develop a range of management and leadership programmes
- Establish a Learning Charter and awards programme to reward excellence in workplace learning

6.8 Business Growth and Innovation – The Need for Action

6.8.1 There is a need to strengthen the network of public and private business support organisations and develop new models of business engagement. Business support must be demand-led and responsive to the needs of businesses.

6.8.2 The development of new markets will have a critical role to play in growing Carlisle’s economy. The importance of ICT applications, knowledge transfer and using research and development activity will also be paramount.

6.8.3 An enterprise culture must be encouraged which will include support for business incubation in both urban and rural areas. Promoting innovation and sustainable growth will be key elements of this.

6.8.4 It is acknowledged that all businesses have access to the support services that they need to grow. However, the Carlisle Economic Development & Enterprise Priority Group recognises the significance of key growth sectors, including those that already impact upon the economy of Carlisle and the benefits of targeting the strategy where there is evidence of future prospects of growth in employment and output.

6.8.5 In the period since 2000, Carlisle has experienced growth in both population and employment and the strategy seeks to expand on this pattern of change in the future. The rationale for the growth of Carlisle is constructed around the following **growth areas**:

- Building on the positive image of Carlisle as a place to live by attracting and retaining talented individuals in **digital and creative industries**

that are capable of generating significant increases in output as well as employment.

- Enhancing the status of Carlisle in the UK urban hierarchy for the provision of a wider range of private and public sector services (**comparison retailing, speciality retailing, specialist forms of health care, higher education**).
- Building on existing expertise in **business and professional services** to increase opportunities for graduates in well-paid employment.
- Expanding the potential of Carlisle as a **tourist destination** and a provider of **leisure, entertainment and cultural amenities** for residents within the Carlisle City-region.
- Sustaining existing growth of activity in **transport and logistics** and developing the potential for Carlisle to expand as a distribution centre.
- Exploiting the potential of **active leisure and sport** to create new businesses, generate employment and attract inward investment.
- Enabling businesses in **food processing, advanced engineering and materials manufacturing and construction** to develop new markets, sustain growth in levels of productivity and continue to provide well-paid employment in the City.

6.9 Business Growth and Innovation – Work Themes

6.9.1 This strategy requires a new paradigm for business support. This includes a better interface between local providers and businesses and the development of closer enterprise support networks. Business support is, and will continue to be, primarily a business to business transaction. This is the basis of the Business Support Simplification process and the development of the new Business Link service. The role of the public sector should be to monitor the breadth and depth of provision, promote best practice, and develop creative partnerships between providers and to identify market failure and seek to fill gaps in provision.

6.9.2 Business Engagement: the first stage of providing support to key growth sectors is develop the interface between businesses and local support providers, both public and private sector. The aim is to ensure businesses are able to engage with providers in the most appropriate way so that those providers better understand their current and future needs.

6.9.3 Enhanced business support; the outcome of the business engagement work stream will be to ensure that business support, skills/training services are aligned to the changing needs of growth sectors.

6.9.4 Knowledge transfer; our aim is to maximise the economic development impact of the University of Cumbria. This will be achieved by fostering close links between the businesses in growth sectors and the higher and further education sector to support innovation by providing access to research and development expertise.

6.9.5 Funding growth and innovation; this strategy identifies access to funding and innovation as being key elements of business growth. This work theme is concerned with ensuring businesses have access to impartial advice on sources of growth funds and how to make the best case to access these.

6.9.6 ICT Applications; to sustain growth, businesses need to access new markets and reduce operating costs and maximise efficiency. This work theme is concerned with ensuring that businesses in growth sectors have access to impartial advice on how to utilise ICT applications to achieve this.

6.10 Business Growth and Innovation – Summary of Projects

6.10.1 Short term – [1 – 5 years]

- A new model for business engagement and support measures targeted at growth sectors with particular focus on professional services and digital and creative businesses.
- Initiatives underway to support business incubation, environmental management and social enterprises as well as knowledge transfer and business innovation.
- Specific projects in place to promote access to funding support and ICT applications.

GROWING CARLISLE –

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

7 CONNECTIONS

7.1 Introduction

7.1.1 This section makes the links between the Economic Strategy, the Carlisle Renaissance Movement Strategy published earlier in 2007 and the Local Transport Plan (LTP)²⁰ that sets out the investment programme for transport infrastructure over the next three years. Within north Cumbria, the LTP recognises inadequacies in the existing infrastructure to accommodate current demand and facilitate economic growth.

7.1.2 The aspiration for Carlisle to grow beyond the forecast levels of population increase to 125,000 people in 2029 will, if realised, have considerable implications for the infrastructure of Carlisle with very substantial transport and movement challenges to be met.

7.1.3 These must be addressed early in the planning process to ensure that land use proposals are closely linked to transport provision. Unless land use and transport planning are effectively integrated at the earliest stages the result will be unsustainable growth and a significant loss of efficiency in the local economy.

7.1.4 Growth must be targeted at areas that can be effectively served by public transport, that provide good accessibility to jobs, goods and service on foot and by cycle and will require demand for travel by private car to be suppressed. This approach is consistent with those of the LTP and Carlisle Renaissance.

7.2 Planned Growth – Need for Action

7.2.1 If Carlisle City is to grow by the forecast amount, or more, there will be a need to bring forward more quickly proposals for transport and movement into and around the City that create a sustainable travel City.

²⁰ LTP2 Published Cumbria CC Available at <http://www.cumbria.gov.uk/roads-transport/transportplan/ltp2from2006.asp>

- 7.2.2 The approach that has been established in the LTP Strategy for Cumbria and through the Carlisle Renaissance Movement Strategy will become critical to enable the projected growth while ensuring that the economy can be sustained and grow, that the public realm, quality of life and public health are improved.
- 7.2.3 The approach is based on reducing car and lorry traffic on roads in the City and enabling more efficient movement of people and goods. The measures proposed to achieve this will require a step change in levels of investment in transport measures both in infrastructure and services, over the growth period and beyond.
- 7.2.4 Proposals will hinge on improving facilities and priority for public transport, cycling and walking, improving the highway network to take traffic away from the City Centre and an approach to development that supports access by non-car modes. The connection between proposed development and its generated travel demands is critical and land use and transport planning must be fully integrated so that transport, travel and movement requirements are minimised and provided for in a sustainable way. Developments and plans will need to show how they will contribute effectively to the sustainable travel City concept.
- 7.2.5 A key stage in achieving this is to develop the projects identified in the Carlisle Renaissance Movement Strategy that supports and is aligned with the LTP Strategy. The first priority proposals have been identified and are now being developed in more detail to properly establish feasibility and viability. The next stage would be to begin implementation of these proposals and commence a second phase of feasibility work on a second tranche of proposals based on the Renaissance outputs and the strategic transport improvements identified in the LTP.

7.3 Distance to Markets – Need for Action

- 7.3.1 Despite Carlisle's position on the M6²¹, on the West Coast Mail Line and on a key east-west trans-European route²², it is perceived as being geographically isolated and distant from the national and European markets, with long journey times and a limited and sparsely populated local catchment area. This reduces business productivity and competitiveness.
- 7.3.2 Cumbria is the only sub region in England without local access to scheduled air services. Good international communications and better connectivity to the City regions are regularly cited as crucial factors in

²¹ The £175 million upgrading of the A74 "Cumberland Gap" to motorway standard is expected to be completed by December 2008 and will relieve the 5.8 mile bottleneck and accident spot between Carlisle and the Scottish Border

²² A69-A75 Tyneside to Stranraer/N. Ireland

determining business locations and in particular in attracting inward investment. As the strategic road network becomes more congested and the WCML is forecast to reach capacity by 2016, the need for greater investment in transport infrastructure to provide fast and efficient business and leisure travel will become increasingly important to Carlisle's and Cumbria's economy.

7.3.3 The aim to grow Carlisle will only be successfully achieved if there is a corresponding growth in the city region's economy. One potential driver of future growth could be the current investment proposals by Stobart Air Ltd to modernise and expand facilities at Carlisle Airport. The Government White Paper "Future of Air Transport 2003" recognised the value that air services could have on assisting economic growth in Carlisle's catchment area and in particular in improving access for high spending inbound tourists.

7.3.4 The current £25 million plans to realign the runway, construct a new terminal and freight distribution centre and upgrade the navigational systems are the pre-requisite to the introduction of passenger and freight services, with the potential to:

- Help transform North Cumbria's image and its popular perception as being peripheral and lacking in modern business infrastructure.
- Increase economic efficiency and competitiveness by reducing wasteful business travel time and assisting re-investment and new inward investment.
- Support the infrastructure investments in the two strategic regional employment sites at Kingmoor Park and Westlakes and through improved connectivity, assist the development of the Energy Coast Masterplan for West Cumbria.
- Help drive up GVA through exploiting the "direct relationship between airport capacity and employment and productivity" as identified in the Northern Way Growth Strategy Connectivity Technical Report 2004 and through the opportunities for job creation at the airport itself.

7.3.5 Carlisle is a major railway interchange served by the WCML and four regional rail routes. The current upgrading of the WCML has cleared the route from London – Glasgow for 125 mph running by Pendolino tilting trains, while the completion of the programmed improvements by January 2009 will permit additional reductions in journey times to London of around 3 ½ hours. Continuing investment however is needed to upgrade stations and improvements in capacity to meet future demand from both passengers and freight are required. Service levels also need to be monitored to ensure that choice is maintained and that the needs of the local economy continue to be met.

7.4 Distance to Markets – Work Themes

- 7.4.1 Air Services. Work with Stobart Air Ltd to secure the upgrading of facilities at Carlisle Airport, including the replacement runway and new terminal facilities by 2009. Ensure that economic opportunities arising from the investment at Carlisle Airport are realised where consistent with local and regional planning policies. Support the development of the market for scheduled services and exploit the Tourism and wider promotional opportunities arising from the development and operation of the Airport.
- 7.4.2 Rail Services. Maintain close links with and lobby where needed, Network Rail, Train Operating Companies and the DfT²³ to ensure that Carlisle and Cumbria's needs are recognised and acted upon. Seek to improve amenity, passenger facilities and access arrangements at Carlisle Station as the gateway station to the area.
- 7.4.3 Roads. Work with NWRA²⁴ and GONW²⁵ to ensure Cumbria's Major Transport Scheme priorities are regional priorities.

7.5 Distance to Markets – Summary of Projects

- Support for developing the market for scheduled air services
- Publication and programme of lobbying based on 'Routes to a prosperous Cumbria' produced by Cumbria CC.
- Promotion of Tourism opportunities arising from the development of Carlisle Airport
- Exploitation the airport as a tool in changing the perception of Carlisle as a location for investment [see 'Place' chapter on Promoting Carlisle].

7.6 Regional Roads and East West links – Need for Action

- 7.6.1 The £143 million investment in the Carlisle Northern Development Route [CNDR], is scheduled to start construction towards the end of 2008. The CNDR will help reduce traffic congestion along Scotland Road into the City Centre. It will maximise the scope for development of Kingmoor Park and improve strategic transport links for West Cumbria, Scotland and the North East by connecting the M6, A69, A74 and A595 without having to pass through Carlisle Centre.
- 7.6.2 The A69 east of Carlisle is single carriageway with limited opportunities for safe overtaking, with the 20% heavy goods vehicle content resulting

²³ DfT = Department for Transport

²⁴ NWRA = North West Regional Association

²⁵ GONW = Government Office for the North West

in road safety and journey reliability problems. A by-pass is required at Warwick Bridge to overcome problems of congestion, road safety and community severance along with upgrading of the A69 single carriageway sections to modern standards. A programme of action by the Highways Agency is planned over the next 10 years and will include investigating actions to create overtaking opportunities, a feasibility study to improve junctions and safety improvements for pedestrians.

7.6.3 The A66 East of the M6 is also a key strategic route for North Cumbria and Carlisle. There are long standing aspirations to see the whole length between the M6 and Scotch Corner engineered to dual carriageway standards. Several sections are currently being improved and pressure will be maintained to complete the upgrade.

7.6.4 The Energy Coast Masterplan for Masterplan recognises the need for the Department for Transport to undertake strategic improvements to improve the connectivity along the A595/596 to Carlisle but does not include any specific schemes other than the Parton-Lillyhall 5.1 km two lane dual carriageway which is currently underway.

7.6.5 Although there has been some recent upgrading of rolling stock within the sub region, significant levels of investment in local rail services are required. The Cumbrian Coast Line to Barrow is characterised by infrequent services, poor travel times, outdated stations and the need for investment in the railway infrastructure to increase speed and improve capacity for both passenger and freight traffic. Similar deficiencies exist on the Tyne Valley and Settle Carlisle lines, with the need for improved timetables with regular frequencies and additional service stops identified at Wetheral and Brampton. Additional rolling stock will be required to improve rail service frequencies.

7.7 Regional Roads & East – West Links - Work Themes & On-Going Projects

7.7.1 Maintain close links with the Highways Agency and the DfT to secure improvements to A69.

7.7.2 Work with Train Operators and Community Rail Partnerships to improve service levels, capacity, infrastructure and facilities on the rail lines feeding into Carlisle.

7.7.3 Implementation of the CNDR

7.8 Localised Congestion – Need for Action

7.8.1 Whilst north Cumbria does not generally suffer from congestion on its strategic inter urban routes, journey times on the radial routes into and out of Carlisle are long and unpredictable due to traffic congestion in the morning and afternoon peak periods. As a consequence, bus

services within and through the City suffer from unreliability and extended journey times in the morning and afternoon peaks due to limited bus priority measures and car traffic. Two particular routes Scotland Road/Warwick Road and Wigton Road/London Road exhibit significant degrees of congestion with average vehicle speeds of 11 mph and in some cases 8 mph at peak periods.

- 7.8.2 With over 44,000 vehicles/day accessing Eden Bridge, levels of nitrous oxide on Stanwix Bank have reached levels that require intervention and an Action Plan has been produced. There are also particular problems associated with traffic from the south of the City passing through the centre to reach the west of Carlisle. As well as congestion causing environmental damage and intrusion, it is impacting adversely on business costs and achieving integrated transport provision. Carlisle Renaissance Movement Strategy which is aligned with the Cumbria LTP identifies a number of key interventions to improve congestion and traffic flow. These include improvements to pedestrian and cycle routes and public transport infrastructure between residential areas, the City Centre and employment areas.
- 7.8.3 To support these measures, which are aimed at reducing car dependence and use and improving public health alongside economic vitality, the Strategy identifies a need for South West and South East inner relief routes using existing highway to avoid the City Centre and improve the environment and public realm of the historic and retail core. A key element in support of reducing congestion will be increased use of sustainable modes of transport. The focus for short distance travel, particularly to work and school will be walking and cycling and for longer distances, on train and bus services.

7.9 Localised Congestion – Work Themes and on-going projects

- 7.9.1 Improve bus usage, facilities and priority measures through the implementation of the Cumbria LTP and Carlisle Renaissance Movement Strategy. Improved bus passenger facilities at bus stops, including real time information will be pursued; ticket offers that reduce the cost of bus travel will be promoted and where the need is identified, bus priority measures will be put in place. Where rural accessibility to public transport is an issue, extensions to the rural wheels initiative will be considered.
- 7.9.2 Development and implementation of a Parking Strategy that makes best use of land availability, maximises economic vitality in the City and restricts long term parking to City fringe locations which are well served by public transport, cycling and walking routes.
- 7.9.3 Implementation of Carlisle Renaissance Movement Strategy, including improved access by foot and by cycle to the City Centre and key employment areas.

- 7.9.4 Increase the coverage of school and work travel plans that promote and enable sustainable travel to work and school, thereby improving public health and reducing traffic congestion.

Exploit all opportunities for funding movement and transport improvements identified in the strategy, including government funding for transport, regeneration funding and private sector contributions through planning gain.

7.10 Access to Services – Need for Action

- 7.10.1 As part of the LTP the County Council has produced an Accessibility Strategy with key stakeholders. This sets out how people will be helped to access services including health, education, workplaces and shops. It requires the Council to work closely with other organisations including District Councils and Cumbria Primary Care Trust to consider the location of services.

- 7.10.2 Accessibility Action Plans²⁶ have been produced for Eden, Barrow and South Copeland. It is planned that during 2008/9 Accessibility Action Plans will be prepared for the urban and rural Carlisle areas.

- 7.10.3 In looking at rural Carlisle account will be taken about how easily people access both Carlisle itself but also the key service centres of Dalston, Brampton and Longtown. It is important to remember that in some cases people will need to travel to Carlisle for services that are not available more locally.

7.11 Access to Services – Work Themes and On-Going Projects

- 7.11.1 Preparation of urban and rural Accessibility Action Plans in 08/09

7.12 ICT Infrastructure – Need for Action

- 7.12.1 With the completion of Project Access's roll out, the coverage of affordable broadband services in Carlisle is approaching 100% as all BT exchanges have now been enabled. Services are available from local loop un-bundlers BskyB and Tiscali, as well as from BT and the many internet service providers offering services over BT's wholesale products. As well as enabling businesses to compete on a level ICT playing field with the rest of the country, the roll out of broadband has the potential to reduce social inclusion through allowing communities, particularly in the rural area, ICT access to a range of public and private sector services.

- 7.12.2 On the positive side, a June 2007 survey highlighted a continuing increase in take up by Carlisle businesses of broadband with the adoption rate exceeding 60%, which is above the Cumbrian average. However there appears to be a risk that the investment in capacity that

²⁶ See Annex D of the Local Transport Plan

will be needed by business in the future may not be forthcoming at Carlisle's current level of visibility in the marketplace. If Carlisle's growth is realised there will be a need to ensure that ICT investment keeps pace.

7.13 ICT Infrastructure – Work Themes

7.13.1 Include ICT capacity within evaluation of Carlisle's future infrastructure needs and lobby accordingly.

7.14 Funding for Infrastructure Improvements - Need for Action

7.14.1 The existing levels of government funding for transport available to the County and City Councils are not adequate to address the shortcomings in infrastructure and services to meet existing need. This position will be exacerbated by the movement and transport demands generated by the extensive development proposed for Carlisle.

7.14.2 To address the above challenges and the increased demands on infrastructure generated by the proposed growth in population will require significant increases in resources. A high level of partnership working and external partner funding will be necessary, as will new levels of developer contributions towards the essential infrastructure.

7.15 Funding - Work Themes and Actions

7.15.1 The mechanisms to secure funding from developers will need to be carefully considered so that development and investment is encouraged and the social and environmental benefits are also realised when they are needed and are sustainable over the long term. The planning process will be the vehicle through which this funding will be generated.

GROWING CARLISLE -

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8 BENEFITS AND KEY OUTCOMES²⁷

8.1 The actions proposed in this Strategy document will create highly significant benefits for the people of Carlisle and for Cumbria as a whole in the short to medium term and establish a platform for further interventions that will lead to sustainable growth over the next 25 years. The aim of the economic strategy is to foster business growth to create sustainable well-paid jobs for residents of Carlisle.

8.2 The strategy will achieve this by effectively 'Growing the City', increasing the population, encouraging entrepreneurship, improving business performance, business clustering and competitiveness, inward investment, the use of technology & innovation, research and development, social enterprise, and workforce development.

8.3 The strategy also aims to help people access opportunities, to remove barriers and to develop the confidence, skills and experience necessary for participation in the employment market. Project actions will provide the support and assistance for people to develop and achieve their aspirations.

8.4 The strategy has been developed around the three key headings of **Place**, **People** and **Connections** defined by the consultation and workshop sessions conducted with stakeholders. Principal benefits are similarly configured.

8.5 Place

- Improved quality environment with a sense of place and purpose

²⁷ This section makes use of currently available definitions of indicators and targets as defined by DCLOG *The New Performance Framework for Local Authorities & Local Authority Partnerships: Single Set of National Indicators* and the current set of indicators in the Cumbria Local Area Agreement (LAA). It is anticipated that the LAA indicators for Cumbria will be revised during 2008. Once these are agreed, where appropriate the indicators defined in this section will be aligned to these new definitions.

- An attractive City to work, live, visit and socialise in
- A fully developed evening and night-time economy
- High quality Arts and performance facilities
- An attractive location for inward investors
- Modern premises from which businesses can grow and prosper
- Variety in available housing choice
- Accessible business locations linked to local neighbourhoods.

8.6 People

- Substantially increased local skill levels, achieved by raising participation and achievement rates, enabling residents to engage fully with and contribute to our future economy.
- Barriers to the labour market removed, allowing people greater access to employment opportunities.
- Enterprise and entrepreneurialism encouraged and supported across the community reducing economic exclusion and energising wealth creation in deprived areas.
- Developed skills and knowledge for employers, managers, workforce and potential workforce.
- Improved business performance of companies encouraged and assisted to produce higher value products and services.
- Support for businesses to develop new markets and making research & technology transfer widely available.
- Help for businesses to move up the value chain and invest in new technologies.

8.7 Connections

- Improved transport linking the City with national road and rail networks.
- Improved transport links between employment locations and neighbourhoods.

- 8.7.1 Benefits delivered by the strategy will be monitored and evaluated under these three headings and will be identified against **Key Performance Indicators**.
- 8.7.2 In this section, key indicators are identified that will provide a basis for monitoring progress towards the intended outcomes of the whole strategy. These “high level” indicators need to capture as far as possible the full range of aspirations identified in the Strategy for Carlisle: The need to plan for the growth of the city, foster business growth, create sustainable well-paid jobs for residents and help people in disadvantaged communities to access opportunities in the labour market.
- 8.7.3 Key indicators need to be aligned nationally and regionally with those identified in the New Performance Framework for Local Authorities & Local Authority Partnerships and in the Regional Economic Strategy. The New Performance framework sets out 198 indicators which will, in future, be the only measure of performance on local authorities by central government. The RES highlights eight key targets (p8) and provides a “long list” of 50 indicators in Annex D, (p.54).
- 8.7.4 Measures also need to be consistent with the strategy of Cumbria Vision and the Local Area Agreement (LAA) developed through the Cumbria Strategic Partnership. While many of these measures may be useful in monitoring outputs from individual projects, we propose that a limited number of carefully selected key indicators are used to evaluate the overall impacts of the whole strategy. Indicators are listed below with the rationale for selection.

	Indicator	Rationale and Suitability of Indicator
1	GVA per head	The strategy is intended to expand the city and grow the economy. GVA is a key indicator for monitoring the size of an economy. (Data is only available for Cumbria East which covers Eden and S Lakeland as well as Carlisle (East Cumbria Proxy) For this reason, it is important that trends in this data are viewed in combination with others and informed by local knowledge of change)
2	Population change	Current estimates of future population change in Carlisle (based on recent trends) suggest that significant growth could occur in the next 20 years. The strategy contains various actions that seek to plan for existing trends and promote growth beyond current projections.
3	Employment rate	The strategy is intended to increase employment as well as population. The employment rate measures the % of people of working age who are in employment. (data for Districts are available but low sample sizes means that the confidence limits in this data series must be considered in monitoring trends)

4	Carbon dioxide emissions per head	The strategy states that the environmental impact of the proposed actions will be evaluated and monitored. Growth of Carlisle needs to be achieved in a way that is sensitive to issues raised by climate change. This indicator is also a key measure within the RES for monitoring purposes
5	Median weekly full-time earnings	Various activities in the strategy are designed to support the growth of higher-paid jobs. Trends in earnings can be used to monitor this aspect of employment growth.
6	VAT registrations per 10,000 working age population	The strategy seeks to increase the number of successful businesses in Carlisle. The number of VAT registrations provides a consistent data set to monitor this over time (though does not cover business changes below the VAT threshold)
7	Number of people in self-employment	A significant proportion of Carlisle residents are in self-employment. This indicator covers many businesses that will not be included in VAT data.
8	% of 16 year olds achieving 5 grade a-c at GCSE	Raising education and skill levels are important aspects of the Strategy. These three indicators will capture key aspects of attainment linked to different actions in the strategy.
9	% of WAP with NVQ2+	
10	% of WAP with NVQ3+	
11	% of WAP with NVQ4+	
12	% 16-18 yr olds not in employment, education or Training (NEET)	Measures of attainment in education used above focus on achievement of qualifications. This indicator complements these by focusing on those who, for various reasons, do not currently benefit from employment, education or training
13	Benefit claim rate in Carlisle's most deprived wards	The strategy seeks to ensure that disadvantaged groups gain access to employment. This measure focuses on the most deprived wards (defined as those in the lowest 20% out of 354 English local authority areas on either or both IMD income and employment measures – 7 Wards in 2004)
14	NI 159 Supply of ready to develop housing sites	Population growth is a key objective of the strategy, success here will be tempered by the availability of appropriate housing.
15	Employment land, to include – NI 170 Supply of - 'previously developed land that has been vacant or derelict for more than 5 years'	The availability of appropriate employment land, like housing, will drive the potential for growing the population.

GROWING CARLISLE -

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

9 DELIVERING THE STRATEGY

- 9.1 This Economic Strategy is both ambitious and wide-ranging and its delivery will require strong leadership, effective partnership working and targeted resources. Carlisle is not alone in expressing its ambitions for the future and there are many different examples from across the Country of how to successfully organise delivery of such a strategy (ranging from incorporated Urban Regeneration Companies through to unincorporated and informal partnership working arrangements)
- 9.2 The precise structure and nature of each approach adopted is of course specific to local needs but all are based on a common recognition of the need to harness leadership skills from across the different sectors or the economy and to accept a shared responsibility amongst a range of organisations for achieving the desired benefits. The pivotal role of the local authority as community leader is common to all.
- 9.3 The City Council established an in-house team in 2006 with a focus on putting in place the strategic framework to underpin the ambitions of the Carlisle Renaissance agenda. This team has played a leading role in the preparation of the Development Framework & Movement Strategy, this Economic Strategy and in the delivery of an Interim Programme which includes several economic development projects and work to progress major redevelopment and public realm improvement schemes.
- 9.4 A Task & Finish Group was established for the purposes of defining a delivery mechanism for the Economic Strategy and other such strategies and plans arising from Carlisle Renaissance including the Development Framework & Movement Strategy. The group consists of representatives from Carlisle City Council, Cumbria County Council, Cumbria Vision, the Northwest Development Agency, English Partnerships and the private sector led Economy & Enterprise Group of the Carlisle Partnership.

- 9.5 The Task & Finish Group presented its findings in December 2007. The proposal is to establish a private sector led Carlisle Renaissance Board to provide strategic leadership and oversee the delivery of the Economic Strategy through an agreed Action Plan. The Board will be supported by a dedicated executive delivery team led by a new Programme Director and integrating where appropriate the roles fulfilled by the existing in-house team. The Board will also be responsible for co-ordinating the activities of the wide range of organisations whose actions will contribute to the delivery of the Action Plan.
- 9.6 The operation and funding of this new delivery mechanism will be based on a collaboration agreement between Carlisle City Council, Cumbria County Council and the Northwest Development Agency and these organisations will consider the proposals put forward by the Task & Finish Group in early 2008. It is proposed that these three 'founding members', together with Cumbria Vision, will be represented on the Board and will retain reserved matters under the collaboration agreement in respect of their statutory powers and obligations.
- 9.7 In parallel work will shortly commence on detailed plans for establishment, addressing such issues as Board and team recruitment and the necessary legal and funding agreements, and the preparation of an Action Plan. This work will be overseen by a temporary Steering Group involving representatives of the public sector 'founding partners' and private sector representatives drawn from the Task & Finish Group, the Economy and Enterprise Priority Group and chaired by the Vice Chancellor of the University of Cumbria.
- 9.8 The first step in preparing the Action Plan will involve setting priorities within the context of this strategy and then defining in detail the specific projects necessary to achieve these priorities. Throughout the course of preparing this strategy and defining the delivery mechanism several major stakeholders have expressed a desire to see resources focused on the delivery of development and infrastructure projects.
- 9.9 The Action Plan will set out a programme of project activities on a short term (year 1 priority commitments), medium term (1-3 year forward programme) and long term basis, setting out in detail the organisation(s) involved in delivery and their respective roles, milestones, costs, funding and forecast outputs and benefits. When established the Board will adopt this Action Plan and the executive delivery team will combine the roles of direct project management and programme management to ensure these projects are delivered.
- 9.10 Following a period of unprecedented partnership working between stakeholders locally, regionally and nationally and extensive consultation with the local resident and business community the challenge now is to organise delivery on a scale and at a pace that

meets the ambitions of Carlisle Renaissance as set out in this strategy. Subject to necessary approvals and consents the Carlisle Renaissance Board will be established in April/May 2008 and the Action Plan adopted within the same timeframe.

- 9.11 During this period consideration will need to be given to the relationship between the Board and the Carlisle Partnership, including the future role of the Economy & Enterprise Group that has overseen the preparation of this strategy, and the role of elected members of the City Council and County Council in the effective scrutiny of the activities and performance of the Board in fulfilling its duties..
- 9.12 The City Council is currently considering how it can best utilise its assets to contribute to the delivery of this strategy. Along with the County Council and other public sector organisations It retains substantial property interests in the three designated City Centre regeneration areas of Rickergate, Caldew Riverside and Citadel and at key employment sites across Carlisle. One option is to establish a public/private Local Asset Vehicle but whatever approach is adopted the necessity of securing investment in these assets is a key feature of this strategy.
- 9.13 External funding has and will continue to be a prerequisite for the delivery of Carlisle Renaissance. This strategy is closely aligned with regional and national objectives for economic development and this is recognised by a growth in the allocation and use of funds from external organisations allied with a commitment of local partners to direct resources to support the renaissance agenda. The overriding message of this strategy is that it is necessary for the public sector to intervene to facilitate investment by the private sector and secure long term economic growth for Carlisle.
- 9.14 This strategy also highlights the role of Carlisle at the heart of a City-region that extends well beyond its administrative boundaries and the necessity of strategic planning and the organisation of delivery that recognises both the economic footprint of Carlisle and its role in supporting the aspirations for economic growth in West Cumbria and South West Scotland.

APPENDIX 1

Carlisle Partnership Economic Development & Enterprise Priority Working Group

The Carlisle Partnership is comprised of organisations from the public, private, voluntary and community sectors, which all have a stake in improving the quality of life for the residents of Carlisle and the success of the City. ‘A Community Plan for Carlisle 2007’ was launched in May 2007 and amalgamates the aspirations and intentions of partners and residents into a long-term plan for “*a good place to live, work and visit*”.

The Economic Development & Enterprise Priority Working Group is one of the four Partnership priority groups working on key issues affecting communities in urban and rural Carlisle. Members of this group are:

Co-chair : John Nixon Managing Director Carlisle United FC	Co-chair: Trevor Hebdon Chief Executive H&H Group plc
Adrian Adcock ²⁸ Economic Development Manager Learning & Skills Council	Andrew Sproat Development Manager North West Development Agency
Catherine Elliot Director of Development Services Carlisle City Council	Cllr Marilyn Bowman Economic Prosperity Portfolio Holder Carlisle City Council – Elected Member
David Beaty * Head of Economic Development Carlisle City Council	David Jackson Commercial Director The Lanes Shopping Centre (Cumbria Chamber of Commerce Carlisle Commercial Affinity Group Chair) (City Centre Marketing Group Chair)
Frank Peck * Research Director Centre for Regional Economic Development	Ian McNichol Director of Carlisle Renaissance Carlisle City Council
Karen Bassett Director of Research & Creative Enterprise Services, University of Cumbria	Mark Costello Organisational Development Officer Cumbria Council for Voluntary Service
Nick Johns Cumbria Chamber of Commerce Large Employers Affinity Group Chair	Paul Ashley Managing Director Clark Door Ltd
Paul Hicks Chair Carlisle Conference Group	Ralph Howard Corporate Director of Economy, Culture & Environment, Cumbria County Council
Revd Alun Jones Vicar / Urban Officer St. Herbert’s Church	Richard Greenwood Chief Executive Cumbria Vision

²⁸ Has agreed to join the Priority Group

* Members of the Strategy writing Group attending in an advisory capacity

Rob Johnston Chief Executive Cumbria Chamber of Commerce and Industry	Robin Brown Chief Executive System Group Ltd
Terry Hall ²⁹ Managing Director CN Group Ltd	Brian Lightowler ³⁰ Business Link Cumbria
Tom Millar * Carlisle Renaissance Programme Manager Carlisle City Council	Cllr Cyril Weber Chair, Local Area Committee, Cumbria CC. ³¹

²⁹ Has agreed to join the Priority Group

³⁰ Chair until late 2006, Tom Bell, Relationship Manager, Business Link North-West joined the group in mid 2007

³¹ Has agreed to join the Priority Group

APPENDIX 2

SUSTAINABILITY AUDIT – Summary of Findings

REVIEW FINDINGS

In October 2007 Carlisle City Council commissioned URS Corporation to conduct a sustainability review of the draft Economic Development Strategy. The main positive and negative effects identified in the sustainability review¹ of the Strategy are listed below.

Place Theme

Positive Effects

The projects and proposals for the Places theme provide a number of positive potential sustainability effects, particularly with regards to strengthening and growing the economy. These include:

- . Increased employment opportunities
- . Provision of affordable, good quality, resource efficient housing to meet future demand
- . Increased tourism opportunities, industry diversification and economic activity
- . Enhanced capacity to attract and retain workers
- . Increased accessibility to services in rural areas

Negative Effects

Negative potential sustainability effects include:

- . Increased emissions from property developments

People Theme

Positive Effects

The projects and proposals for the people theme provide a range of positive effects including:

- . Improved capability for deprived members of society to access employment opportunities
- . Improved capability for youth to access employment opportunities
- . Reduced potential for crime amongst youth and the deprived
- . Strengthened supply of local labour

Further details of the sustainability assessment for each theme are listed in the sustainability review report published by URS Corporation, available on the Carlisle City Council website.

Sustainability Review - Summary of Findings

More focussed economic growth through better matching of labour supply with labour demand

Protection of the environment through increased environmental management by businesses

Increased business and employment opportunities from increased knowledge transfer and innovation

There were no negative effects found to stand out. However, some of the positive effects could be improved. These are listed in the 'recommended actions' section that follows.

Connections Theme

Positive Effects

Positive sustainability impacts from projects and proposals under the Connections include:

- Enhanced economic activity through the attraction of tourists and business investors
- Reduce traffic congestion, increased safety and accessibility to and from Carlisle
- Shift to sustainable travel modes (rail, bus, cycle and walking) with less car dependency and carbon emissions
- More environmentally friendly businesses that emit less carbon emissions

Negative Effects

Negative potential sustainability impacts include:

- Increased carbon emissions from an increased number of flights, once the airport capacity is expanded
- Increased dependence on cars arising from expansions to highways

RECOMMENDED ACTIONS

Recommendations to mitigate the potential adverse effects and maximise the potential beneficial effects of the Economic Development Strategy are listed below.

Place Theme

Make requirements for leading voluntary sustainable design and construction principles to be applied to the Council's property developments, using the BRE Environmental Assessment Method (BREEAM) and the 'Merton Council rule' which stipulates that new buildings must obtain 10% of their energy supply from renewable energy

In deciding the location of the theatre/arts centre, consider access to, and provision of, sustainable modes of transport

Incorporate sustainable modes of transport into the functional improvements that will support Longtown's and Brampton's roles as rural service centres

Form a tourism association consisting of tourism operators to co-ordinate tourism activities in Carlisle

People Theme

Integrate the 'initiatives to support environmental management' with the environmentally friendly business advice initiatives listed under the Connections theme of the Economic Development Strategy.

Extend the environmentally friendly business advice initiatives into a Sustainable Business Program. This will raise environmental awareness in the community through:

An audit being conducted on a number of business (at least 15) to identify how their electricity use, materials consumption (e.g. water and paper), and waste can be minimised

A follow up audit conducted 6 months later to measure the resource savings (including cost savings) achieved

Promotion of the results amongst local media to raise the profile of the community

Connections Theme

Develop a strategy to abate the rise in carbon emissions from increased traffic at Carlisle Airport. This would involve quantifying baseline emissions and the projected increase in emissions, setting emissions reduction targets, and then developing and implementing initiatives to achieve the targets.

Sustainability Review - Summary of Findings

Assess how the planned roadwork improvements to the A69 and M6 could be used to increase take up of public transport and reduce car dependence. For example the road works could be complemented by enhanced provision of bus lanes/services and facilities

Ensure that the Parking Strategy is integrated with and supports the Economic Development Strategy actions related to increased use of sustainable forms of transport and reduced greenhouse emissions. In particular, parking restraint measures should be incorporated into the Parking Strategy

Extend the scope of environmental advice given to businesses to include advice on minimising waste, and how to implement a sustainable travel plan for employees

Hold 'sustainable business awards' to recognise businesses that have made outstanding achievement in reducing for example, their carbon emissions and waste

Screen planning applications using sustainable transport criteria (such as Smart Growth criteria) to better integrate transport planning into developments

Cross Cutting Actions

In addition to key actions highlighted for each theme, we suggest a series of cross cutting actions that are relevant to all suggested actions:

Clarify roles and responsibilities for delivering recommended actions with key stakeholders

Ensure sustainability actions are integrated with the wider delivery of the strategy, including ensuring sustainability measures are considered against all

Develop a series of indicators that will be available over the duration of the strategy, relevant to the local area, and within the

remit and resources dedicated to delivering the strategy. Agree the key indicators, and the responsibility for collecting each indicator, with partners

Sustainability Review - Summary of Findings

INDICATORS

The table below provides quantifiable indicators to measure and monitor the effects across the three themes. This draws on existing indicators that are already being collected, and in some cases requires new research to substantiate data.

Proposed Measures

Theme 1: Place

Environmental Performance of Council Buildings:

- BREAAAM ratings for new buildings
- Number of new buildings that are partly or wholly funded by Council which use renewable energy
- % of energy supplied by renewables for new Council buildings

Employment:

- Change in employment rate Annual Business Inquiry
- Change in number and % of skilled workers

Growth in the Tourism Industry:

- Relative £ earned by tourism operators per quarter
- The change in the number of people employed in tourism per quarter

Theme 2: People

Resource Savings for Businesses Participating in the Sustainable Business Programme:

- Cost savings Participating businesses
- Energy savings Participating businesses
- Amount of waste reduced/recycled Participating businesses

Theme 3: Connections

Quantity of Carbon Emissions:

- From Carlisle Airport New research required (airplane fuel consumption and equivalent emissions)
- Businesses participating in Carbon emissions benchmarking programme [New research required]

Take up of Sustainable Forms of Transport:

- No. Cycling trips at representative locations Cumbria County Council Traffic Data Monitoring - Traffic Counters and Sustrans Cycleway Data
- No. Bus passenger journeys Cumbria County Council monitoring of operators data
- Numbers of rail passengers Cumbria County Council Local Transport Plan (2001 – 06)
- No. employees with Effective travel plans Cumbria County Council survey of major employers
- % users satisfied with local bus services Department for Transport triennial user Satisfaction Survey

Road Safety:

- No. people killed or seriously injured on roads Cumbria Road Safety Partnership

Traffic Congestion:

- Journey time reliability Cumbria County Council survey

APPENDIX 3

This SWOT analysis was completed January 2007 and reflects the perceptions of the strengths, weaknesses, opportunities and threats to Carlisle's economy as seen by attendees at stakeholder meetings held late in 2006.

At the time the SWOT was formulated a number of structural changes in local and regional organisations were proposed or were being implemented. Some of the comments in the SWOT reflect the uncertainty or perceived threat to local delivery arrangements felt at the time by those attending the Stakeholder consultation meetings.

The following statements have been provided to reflect the changes that have taken place since the SWOT was prepared.

'The Learning and Skills Council Cumbria believe strongly that any changes to their organisational structure have not negatively affected skills investment in Cumbria. Delivery and strategic planning of learning and skills provision has remained local'.

'The revised role of the new Business Link service is as a route to market for publicly funded business support products and services. The service is a well-resourced and effectively-funded primary gateway for publicly funded business support initiatives and services. The new Business Link service has a clear remit as an impartial source of information, diagnosis and brokerage (IDB), and will be the primary gateway into business support. Information about support and assistance available will be made available to Business Link, so that its brokerage service, can signpost potential clients to the relevant resources available through any publicly funded programme'.

BUSINESS

<u>Strengths</u>	<u>Opportunities</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Relatively diverse economy, in terms of the spread of sectors and business sizes, providing some inherent stability in the face of industry cycles <input type="checkbox"/> Major existing food cluster on which to build <input type="checkbox"/> Other important strengths in transport, retail and sub-regional service centre functions <input type="checkbox"/> Relatively high recent rates of VAT registrations, combined with low de-registration rates, which results in growing business stock <input type="checkbox"/> Relatively high rates of business survival <input type="checkbox"/> Establish business networks through the Cumbria Chamber of Commerce and Industry's affinity groups, such as LEAG, the Large Employers' Affinity Group <input type="checkbox"/> Substantial voluntary sector activity 	<ul style="list-style-type: none"> <input type="checkbox"/> Opportunities for increased business-HE interaction, through the establishment of University of Cumbria, based in Carlisle <input type="checkbox"/> Opportunities for obtaining regional support for developing key clusters – both in areas where Carlisle is already strong (the food cluster), and in areas where Carlisle needs to address weaknesses (e.g. digital and creative industries, and business and professional services) <input type="checkbox"/> Opportunities associated with addressing climate change, including the reinvigoration of local markets, and opportunities associated with nuclear energy <input type="checkbox"/> Opportunities for Carlisle businesses to access markets outside Carlisle/Cumbria/UK, enabled by better use of ICT <input type="checkbox"/> Potential for the Cumbria Digital Development Network to bring substantial resources to the exploitation of ICT by Carlisle's businesses <input type="checkbox"/> Opportunities for growing tourism-related business <input type="checkbox"/> Opportunities for improvements in public sector leadership and productivity, through potential restructuring in response to the Local Government White Paper
<u>Weaknesses</u>	<u>Threats</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Employment is currently dominated by relatively low productivity sectors <input type="checkbox"/> Under-representation of businesses in SIC sections J&K (Financial intermediation; Real estate, renting and business activities), which are the UK's strongest economic growth areas <input type="checkbox"/> Lack of research and development base <input type="checkbox"/> Relatively low ICT usage amongst businesses <input type="checkbox"/> Fragmented enterprise support, with little sharing of best practice between support organisations 	<ul style="list-style-type: none"> <input type="checkbox"/> Potential shocks to the Carlisle business base, from major employer re-structuring/re-location decisions <input type="checkbox"/> Potential further employment reductions in the (relatively high productivity) manufacturing sector <input type="checkbox"/> Impact of EU Common Agricultural Policy reforms on Carlisle's agri-food sector (though this could also present opportunities) <input type="checkbox"/> Risks associated with the Business Link restructuring, which is built around the North West priority sectors – most of which are not well represented in Carlisle <input type="checkbox"/> Risks associated with a potential move to localisation in response to the need to reduce carbon emissions, given Carlisle's relative remoteness from major centres of population Carlisle

SKILLS and EDUCATION

<u>Strengths</u>	<u>Opportunities</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Pockets of high performance at certain state schools and independent schools <input type="checkbox"/> Improvements in work based learning and vocational skills attainment <input type="checkbox"/> Improvements in the level of 'Skills for Life' basic skills provision and success rates 	<ul style="list-style-type: none"> <input type="checkbox"/> Potential for enhancing the quality of provision and therefore pupil outcomes from major improvements in Carlisle's secondary education, through the restructuring proposals <input type="checkbox"/> Prospect of enhanced participation, scope and quality of FE provision, following the major investment in Carlisle College buildings <input type="checkbox"/> Future development of Carlisle Learning Village proposals, including the proposed 14-19 Centre, and engagement of more local businesses in skills and education development <input type="checkbox"/> The creation of the University of Cumbria and its wider sub-regional distributed learning network providing local young people improved and expanded HE provision locally and attracting talent from outside the County
<u>Weaknesses</u>	<u>Threats</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Three of the eight maintained secondary schools have been put into 'special measures' over the last two years <input type="checkbox"/> GCSE attainment levels below national averages <input type="checkbox"/> A relatively low proportion of Carlisle 16 year olds continue with education and training. A relatively high proportion of young people are in jobs offering no training <input type="checkbox"/> Relatively low levels of higher level skills (NVQ3+ and NVQ4+) in Carlisle's working age population <input type="checkbox"/> Many people with higher level qualifications leave the area for education/jobs elsewhere <input type="checkbox"/> Limited and fragmented HE provision <input type="checkbox"/> Relative lack of graduate employment opportunities in Carlisle <input type="checkbox"/> Difficulties in attracting professionals to live and work in Carlisle <input type="checkbox"/> Skill shortages in key sectors of the local economy (engineering, technical and construction) 	<ul style="list-style-type: none"> <input type="checkbox"/> Changes to regional delivery of Learning and Skills Council may reduce sub-regional influence on future investment <input type="checkbox"/> Risk of delays in implementation of Carlisle Renaissance proposals, impacting on future secondary school restructuring <input type="checkbox"/> Risks of too many expectations being placed on the University of Cumbria – the new university will take time to become established, and the economic benefits will take time to come through

PEOPLE AND JOBS

<u>Strengths</u>	<u>Opportunities</u>
<ul style="list-style-type: none"> ❑ Relatively diversified local economy, having created new employment opportunities in the face of a decline in manufacturing ❑ Low levels of unemployment and high levels of economic activity ❑ Strong recent population growth, providing an expanding local market for Carlisle businesses 	<ul style="list-style-type: none"> ❑ Potential to attract new migrants from elsewhere in the UK and overseas – of working age, as well as retirees – as people seek a better quality of life for themselves and their families ❑ Carlisle Renaissance offers the prospect of connecting deprived communities better with job opportunities and with the rest of the City ❑ Potential for nuclear decommissioning work in West Cumbria for some Carlisle residents ❑ Opportunities in the employment and training of older workers ❑ Business opportunities associated with the provision of goods and services to increasing numbers of elderly residents ❑ Opportunities to benefit from the contribution of well educated Eastern European inward migrants, and their entrepreneurial potential ❑ An apparent trend towards more high performing schools leavers choosing to stay local (partly to avoid student debt by staying at home during their study)
<u>Weaknesses</u>	<u>Threats</u>
<ul style="list-style-type: none"> ❑ Relatively small total population and local labour market ❑ Limited options for residents to commute to work outwith the Carlisle area (two hours drive or more from the major conurbations of Liverpool, Manchester, Glasgow and Edinburgh) ❑ Relatively old population, with a working age population in decline ❑ Many young people have low aspirations/expectations for their future work life ❑ Pockets of severe multiple deprivation, particularly in Carlisle South ❑ Poor access to services in parts of rural Carlisle 	<ul style="list-style-type: none"> ❑ Potential shocks to the Carlisle labour market, from major employer re-structuring/re-location decisions ❑ Potential further employment reductions in the (relatively high productivity) manufacturing sector ❑ Increasing competition for talent from other areas of the UK ❑ Potential tensions between local residents and inward migrants

INFRASTRUCTURE

<u>Strengths</u>	<u>Opportunities</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Carlisle is recognised as a 'regional city' and a centre of 'major development' in the North West region <input type="checkbox"/> Good road and rail links in the M6 and the West Coast Main Line <input type="checkbox"/> Strong retail and industrial property markets <input type="checkbox"/> Healthy levels of housing completions and sales, with a more sustainable pattern of urban and rural development emerging <input type="checkbox"/> The Regional Investment Site at Kingmoor Park <input type="checkbox"/> Near 100% coverage of affordable broadband (DSL) infrastructure, with local loop unbundlers also offering services from Carlisle exchange 	<ul style="list-style-type: none"> <input type="checkbox"/> Opportunities for physical regeneration of the City, and improved movement about the City, through the Carlisle Renaissance proposals <input type="checkbox"/> Potential for the Eden & Petteiril and Caldew & City Centre flood alleviation schemes to revitalise the waterfront and help achieve urban renaissance <input type="checkbox"/> Potential for exploiting the reduced rail journey times (e.g. to London) as a result of the West Coast Mail Line modernisation <input type="checkbox"/> Opportunities associated with air freight services at Carlisle Airport, as a result of WA Developments investment, and the potential for passenger services in the future <input type="checkbox"/> Potential for significant road transport improvements to/from/around Carlisle, with the current upgrade of the A74 between the M6 and the A74(M), the planned Carlisle Northern Development Route, and proposed improvements for the A595/6 and A69 <input type="checkbox"/> Significant potential for future growth in employment premises, with Local Plan employment land allocations providing a total of 172 hectares of urban employment land and 36 hectares of rural employment land from 2001 to 2016, representing a supply of 14 hectares per year overall <input type="checkbox"/> Potential re-use of surplus agricultural buildings as employment or affordable housing stock
<u>Weaknesses</u>	<u>Threats</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Relative remoteness from major centres of population, leading to long journey times <input type="checkbox"/> Much of Carlisle's secondary industrial space is unsuited for modern needs <input type="checkbox"/> Limited city centre office market, and a lack of incubation and/or easy-in/easy-out facilities for modern knowledge economy businesses <input type="checkbox"/> Take up of employment land has been slow, at about half the Structure Plan allocations <input type="checkbox"/> Carlisle suffers from through traffic, contributing to localised congestion and public transport delays on radial routes 	<ul style="list-style-type: none"> <input type="checkbox"/> Failure to address the legacy of the floods could risk realising the opportunities for an urban renaissance <input type="checkbox"/> The shift of demand for industrial property to the north of the City, could make it more difficult for those living in deprived areas of Carlisle South to access employment opportunities <input type="checkbox"/> Delays in agreeing the way forward for Carlisle Renaissance proposals could risk the City missing out on the profile and window of opportunity presented by the 2005 floods

<ul style="list-style-type: none"> <input type="checkbox"/> Single carriageway on the A69 route to the east <input type="checkbox"/> Carlisle currently lacks a passenger airport <input type="checkbox"/> Limited rail services to West Cumbria and across the Pennines <input type="checkbox"/> Reports of a lack of affordable housing and of executive housing <input type="checkbox"/> No cable broadband coverage (i.e. from NTL Telewest), limiting infrastructure-level competition 	
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QUALITY OF LIFE	
<u>Strengths</u>	<u>Opportunities</u>
<ul style="list-style-type: none"> <input type="checkbox"/> Strong heritage assets: Castle, Cathedral, western hub of Hadrian's Wall, Tullie House Museum, street plan, market square, Carlisle-Settle railway <input type="checkbox"/> Attractive environmental assets: <ul style="list-style-type: none"> • Hadrian's Wall World Heritage Site • High quality waterways • High quality rural landscapes • Talkin Tarn near Brampton • The River Caldew in Dalston is a SSSI and a candidate for Special Area of Conservation <input type="checkbox"/> Substantial, clean and modern retail offer in The Lanes and pedestrianised areas of city centre <input type="checkbox"/> Successful established events such as Christmas in Carlisle and the continental markets <input type="checkbox"/> Recently strengthened evening economy at Botchergate <input type="checkbox"/> Significant sporting assets in Carlisle United FC and Carlisle Racecourse <input type="checkbox"/> Strengths or rural towns as 'second tier' service centres <input type="checkbox"/> Safer Homes Scheme has dramatically reduced domestic burglaries 	<ul style="list-style-type: none"> <input type="checkbox"/> Potential to exploit the city's leisure tourism potential, based on strong heritage and environmental assets <input type="checkbox"/> Potential to develop Carlisle's business tourism and conference infrastructure/offer <input type="checkbox"/> Opportunities to strengthen the retail offer further, through attracting high quality specialist shops to the city centre <input type="checkbox"/> Potential for greater vibrancy of the city centre, with increasing numbers of students at University of Cumbria <input type="checkbox"/> Potential for joint or partnership destination marketing approaches (e.g. Hadrian's Wall, retail cluster, Carlisle-Settle railway, Gretna) <input type="checkbox"/> Opportunities to improve the visual amenity of the City, through development of brownfield land <input type="checkbox"/> Longtown, Brampton and Dalston offer service centre functionality, with the potential to develop as the focus for investment in the rural area

QUALITY OF LIFE

<u>Weaknesses</u>	<u>Threats</u>
<ul style="list-style-type: none"> ❑ Under-exploitation of Carlisle’s tourism potential, to date, with relatively limited resources applied to destination marketing, and under-investment in the visitor experience at some of the City’s key heritage assets ❑ Lack of any four star hotel limits Carlisle’s business tourism and higher value leisure tourism potential ❑ Insufficient range and quality of restaurants/bars in the city centre ❑ Lack of a high quality performing arts venue of a scale appropriate to Carlisle’s role as a sub-regional centre ❑ The inner ring road acts as a physical barrier to the cultural development of the City ❑ Low levels of environmental interpretation and management of public realm (e.g. poor integration of the River Esk with Longtown town centre) ❑ Very limited access to services for rural residents ❑ High levels of car dependency and low levels of waste recycling 	<ul style="list-style-type: none"> ❑ Environmental and quality of life risks associated with climate change ❑ Increased competition (Workington, Dumfries, Gretna Outlet Village, Penrith) to Carlisle’s status as the area’s leading retail centre ❑ The limited capacity of transport infrastructure (roads, car parking, public transport services) could constrain visitor growth ❑ An increase in anti-social behaviour and perceptions of the impact of anti-social behaviour ❑ Evidence of threats to community cohesion and falling levels of volunteering in rural settlements ❑ The challenge and cost implications of maintaining/improving access to services for rural residents

APPENDIX 4

Key Statistics about the City of Carlisle³²			
Carlisle Population 2005	105,200		
	Carlisle	North West	England
% Change in Population 2000-2005	+4.3%	+1.1%	+2.4%
Population Forecast to 2004 to 2029	+21.1%		+12.7%
Retail Catchment	390,000 [est. 2016] - [source - Donaldsons 2006]		
Working Age Population – WAP ³³ (% Total Pop) 2005	57.5%	59.9%	60.5%
Economic inactivity rate (% of WAP) - 2005	19.0%	23.4%	21.6%
GVA per capita (£) – 2004 (East Cumbria)	14,645	14,994	17,532
GVA per worker (£) – 2004 (East Cumbria)	29,935	33,953	39,204
Median Weekly FT Earnings (£) –	339	369	397
% 15 year olds achieving 5 A*-C GCSEs – 2005	54.0	53.9	56.3
% of WAP with NVQ4+ - 2005	21.7	24.2	26.2
% of WAP with NVQ3+ - 2005	34.7	42.4	43.9
% of WAP with NVQ2+ - 2005	59.3	62.0	62.5
% of WAP with NVQ1+ - 2005	76.3	76.7	77.1
% without any qualification – 2005	13.0	17.0	14.1
Incapacity Benefit (IB) Claim Rate 2005	7.9	10.4	7.0
VAT stock per 10,000 WAP – 2005	565	431	518
VAT registrations per 10,000 WAP – 2005	48	43	51
Net change in VAT stock per 10,000 WAP: 2000-2005	14.9	7.9	7.3
% of WAP, self-employed – 2005	11.3	10.8	12.7
Employment rate (% of WAP) – 2005	78.3%	72.6%	74.6%

³² Sources: Various – ONS Mid-year population estimates, Annual Business Inquiry, VAT data, Labour Force Survey, DfES, Office of National Statistics

³³ WAP = Working Age Population

APPENDIX 5

Business Sector Analysis³⁴

SUMMARY

Carlisle has experienced sustained growth in population and employment in the period since 2000. Growth in employment has been associated in particular with a range of private and public services associated with the status of Carlisle within the UK urban hierarchy.

Business and Professional Services

There has also been substantial growth in employment in firms providing business and professional services to consumers and other businesses in Carlisle since 2000. This growth is likely to be associated with population increase alongside expansion of the numbers of firms in other sectors generally. The sector is characterised by high levels of local ownership and control. Further growth could arise from capturing markets outside the sub-region. These activities provide a employment for qualified workers and professionals and are likely to make a particular contribution towards retention of graduates in the City.

Retailing

The retail sector has experienced unprecedented growth in employment and accounted for nearly 8,000 jobs by 2004. This growth has been derived in part from national expansion in consumer spending, but there are significant local factors also at work. Expansion of retail provision in Carlisle has improved the range and type of provision and arguably led to much greater retention of retail spend in the catchment area. The growth of population through migration, particularly those over the age of 50 with high levels of disposable income, is also likely to be contributing to this trend. Changes in lifestyles have also led to an expansion in employment in leisure and recreational activities such as bars, restaurants and entertainment.

Tourism

Growth in employment has also occurred in the sector most directly associated with tourist activity: hotels and restaurants. This category accounts for over 3,300 workers and this total grew faster than the national average between 2000 and 2004. Data on tourism spend also indicates growth of nearly ten percent between 2000 and 2006 in Carlisle District. It is likely that the enhanced status of Carlisle as a provider of retail and leisure services may have contributed towards this increase in tourism spend.

³⁴ This is a summary of work undertaken by the Centre for Regional Economic Development at the University of Cumbria for the Economic Development and Enterprise Priority Group during 2007. The full text of the work is available at www.carlisle.gov.uk/*****

Recreation, Culture and Sport

This category includes arts, theatre, museums, visitor attractions as well as indoor and outdoor sports venues. Employment in these types of service activities has grown in Carlisle in recent years (+78%: albeit from a low start point) much faster than the UK average (+12%). It is estimated that the sport economy accounts for around 4,000 jobs across Cumbria as a whole. National surveys of participation in day trips to urban centres show that the demand for these types of services remains strong. Development of these activities can also be regarded as integral to the achievement of growth in many other sectors, including creative industries, specialist retailing as well as expansion of higher education.

Digital and Creative Industries

These activities are generally under-represented in Carlisle and Cumbria generally. National studies imply that some creative industries are sensitive to urban size and critical mass. However, some are also linked to “lifestyle” choices made by talented individuals who may be attracted by the quality of life in Carlisle. Growth of the University may enhance the opportunities in this sector. Some businesses in this category have the potential to contribute significantly to increasing employment and levels of GVA per head.

Transport and Distribution

Land transport, post and courier services together constitute another significant element in the economy of Carlisle that has also been expanding employment in recent years. These activities are over-represented in Carlisle. The city benefits not only from the presence of a lead national and international firm (Eddie Stobart) but also from the presence of distribution depots of major national firms and a significant number of small and medium sized businesses operating in regional and national market for logistics services. This sector is growing nationally and Carlisle has significant locational advantages for distribution.

Manufacturing

Activity is presently over-represented in Carlisle with significant employers in food processing, rubber and plastics in particular. There is also a significant SME base in the city, particularly in engineering and metal goods industries. These activities are highly significant for their contribution not only to employment, but also to GVA per head. Most scenarios for the future of manufacturing in the UK generally suggest static or downward pressure on employment and competitive pressure to increase productivity through investment in new technology and more efficient management processes.

Health, Education and Public Administration

Expansion in employment in public services generally has been associated with increases in public expenditure at national and regional levels in the UK, particularly in the health sector. There has been slower growth in employment in the education sector since 2000 which largely reflects circumstances in schools. The establishment of the new University of Cumbria, however, offers a very significant growth potential which is likely to have spin-offs for many other parts of the economy of Carlisle (retailing, evening economy, leisure services).

Construction

The construction sector employs around 2,500 workers in Carlisle and, alongside manufacturing, contributes significantly to levels of GVA per head. The industry nationally and regionally has experienced sustained growth in recent years which has presented challenges for firms in meeting skills shortages. Prospects for this sector in the near future seem positive although there are competitive pressures to modernise management practices and adopt new methods of production.

APPENDIX 6

Growing Carlisle - One to One Interviews³⁵

Summary

As part of the process of developing the Growing Carlisle strategy, the Economic Development and Enterprise group of the Carlisle Partnership requested that a series of one to one interviews be carried out across key business sectors.

The interviews were carried out by staff from Carlisle City Council, Invest in Cumbria and Cumbria Chamber of Commerce during November and December 2007

The objective was to inform the strategy development process by:

- Identifying how many businesses had plans to grow.
- What barriers might frustrate these growth plans?
- What local interventions might overcome these growth plans?
- How optimistic / pessimistic were business

- Where should the public sector invest?
- What opportunities exist to encourage suppliers to invest in Carlisle?
- What business support measures are not available locally/
- How should Carlisle be promoted to inward investors and what values should a Carlisle brand have?

A total of 31 one to one interviews were carried out with businesses covering the following sectors:

- Business & professional Services
- Manufacturing
- Transport
- Digital and Creative Businesses
- Food Manufacturing
- Tourism/Hotels
- Property
- Training
- Property Development

³⁵ The full report is available at www.carlisle.gov.uk/*****

Summary of Responses

A summary of the responses received against each question is attached. The general picture is as follows:

Plans & Growth Interventions

This was a generally positive outlook. The majority of businesses report growth plans. The nature of this growth varies from organic growth through to diversification into new markets. There were few variations across sectors. Understandably, sectors such as Business & Professional Services and Property Development indicated that their growth potential is very much based upon the health of the local economy.

Retailers and Hotel/Tourism indicated extensive investment programmes planned or already underway.

In terms of interventions to foster growth, responses tended to relate to barriers to growth. See below.

Barriers to Growth

A wide range of answers was given in relation to barriers to business growth. Despite being asked about issues specific to their sectors, traffic congestion and car parking provision were overwhelmingly the most quoted barrier to business growth across all sectors. The principal barriers were;

- Traffic congestion / Car-parking provision / Infrastructure
- Skills / People/ Recruitment / Graduate Retention / Attracting graduates.
- Issues related to schools provision and quality and links between business and education.
- Perception / promotion of Carlisle as a good place to do business.
- Public Sector – Planning, lack of leadership, commitment, capacity to deliver / City not seen as business friendly
- Lack of a Business Community / Networking opportunities

Business Optimism/Pessimism

Businesses were asked to rank their Optimism/Pessimism, where a score of 1 is very pessimistic and 10 very optimistic. The range of scores is given below.

Interviewers reported that the general comment could be summed up as Carlisle is doing ok, but could do a lot better. This is reflected in the modal score.

Score

4 – 5 businesses

5 – 2 businesses

6 – 9 businesses

7 – 13 businesses

8 – 1 business

There were no significant variations across sectors in terms of Optimism/Pessimism.

Where Should the Public Sector invest and what are the City's Assets

Again the majority of responses reflected answers to the previous question around barriers to growth.

Public realm and infrastructure was the most frequently identified area for investment.

In terms of the City's assets, there were a range of responses and these could best be summarised around Carlisle assets as being having great potential / opportunity / access to markets of Scotland, the North East and the North West.

What Opportunities Exist to Encourage Suppliers to your Sector to Invest in Carlisle?

It would appear to be few opportunities to attract suppliers to Carlisle. Many businesses indicated that they were able to source their requirements locally. Alternatively, the services they require are of such a specialist nature; these need to be bought in. However, there would be insufficient demand locally to attract these suppliers to Carlisle. There were some suggestions around being able to attract inward investment linked to the development of the airport and the University.

What Business Support Measures are Not Available Locally

There were relatively few responses to this question. In general businesses were happy with business support services. However, a few indicated that they were not aware of what is available locally and this is an issue that will be addressed through the strategy.

Where a gaps in provision was identified, there was very much relevant to the business being interviewed.

How should Carlisle be promoted to potential investors: What values should a Carlisle brand have?

Responses were very much around Location / Heritage / Environment / Looking Forward / Business Friendly.

There were some concerns expressed around not marketing the City on empty promises. There were also views that the some market segmentation is required. Different messages are required for example, to attract inward investors and 24-40 year old professionals.

APPENDIX 7

Carlisle
renaissance

GROWING CARLISLE –

AN ECONOMIC STRATEGY FOR THE CARLISLE CITY REGION

SUMMARY OF PROJECTS

‘Place Projects’

Growing Carlisle – Summary of Projects
▪ Complete an Employment Land Review
▪ Decision on Local Asset Vehicle for City Council non-operational assets
▪ Implementation of 1 industrial estate regeneration project resulting in provision of new/refurbished premises
▪ Implementation of capital programme for City Council industrial estates to 2010
▪ Evaluation of opportunities for bringing brownfield sites to the market and implementation of 1 project
▪ Evaluate growth scenarios and agree future housing allocations
City Centre– Summary of Projects
▪ Evaluate the potential of a Business Improvement District for the City Centre with private sector partners
▪ Creation of Urban Design Guide, Public Realm Strategy and Public Art Strategy as Supplementary Planning Documents
▪ Improvements to Castle Street including improved signage and interpretation
▪ Links to Castle from City Centre improved
▪ Implementation of at least 2 major Public Realm Improvement Projects at either: Court Square & Englishgate, Market Cross & Greenmarket or Historic Core
▪ Completion of technical studies and development brief created for both Rickergate and Caldew Riverside / Citadel areas

Place Projects – cont’d

City Centre projects summary –cont’d
<ul style="list-style-type: none"> ▪ Development partner identified and detailed development scheme worked up for the Rickergate area. To include substantial additional retail floor space and provision of a 4* hotel offer
<ul style="list-style-type: none"> ▪ Development scheme worked up for Caldew Riverside taking into account any Tesco food store development and improved links to City Centre
<ul style="list-style-type: none"> ▪ Improved gateway car parking and pedestrian links to main shopping core
<ul style="list-style-type: none"> ▪ Development of schemes/projects to interpret the unique elements of the City’s heritage, particularly within the City Centre
<ul style="list-style-type: none"> ▪ Agreement on location of theatre / arts centre and funding package identified
<ul style="list-style-type: none"> ▪ Agree locations of buildings to meet estates strategy of University of Cumbria including provision of new headquarters building, business school, Student Union building and student accommodation
<ul style="list-style-type: none"> ▪ Future of Woolworths Block agreed with view to redevelopment for mixed use comprising retail and commercial offices
<ul style="list-style-type: none"> ▪ Central Plaza Hotel brought back into use
Revitalising Communities – Summary of Projects
South Carlisle
<ul style="list-style-type: none"> ▪ Focus on brown-field land development and industrial estate regeneration to deliver 2 schemes
<ul style="list-style-type: none"> ▪ Local employment and training schemes in place linked to local development proposals when implemented [see ‘People’ theme]
<ul style="list-style-type: none"> ▪ Evaluation of, and decision on, economic opportunities linked to North Cumbria Technology College site
<ul style="list-style-type: none"> ▪ Projects to enhance environment of local shopping areas being implemented
<ul style="list-style-type: none"> ▪ Local delivery of projects related to worklessness, skills and business support [see ‘People’ theme]
<ul style="list-style-type: none"> ▪ Investment opportunities in Carlisle South promoted
<ul style="list-style-type: none"> ▪ Accessibility Action Plan [urban Carlisle] prepared and implemented [see ‘Connections’ theme]
Rural Carlisle
<ul style="list-style-type: none"> ▪ Pilot project to improve access to services in Longtown and Brampton implemented
<ul style="list-style-type: none"> ▪ Opportunities arising from Community Asset transfers explored and acted upon where appropriate
<ul style="list-style-type: none"> ▪ Local delivery of projects related to worklessness, skills and business support [see ‘People’ theme]
<ul style="list-style-type: none"> ▪ Tourism & tourism business support programmes in place linked to expansion of Hadrian’s Wall visitor offer
<ul style="list-style-type: none"> ▪ Accessibility Action Plan [rural Carlisle] prepared and implemented [see ‘Connections’ theme]

Place Projects – cont’d

Revitalising Communities – Summary of Projects – cont’d
<ul style="list-style-type: none"> ▪ Evaluation of need for workshop premises in Longtown and Brampton
<ul style="list-style-type: none"> ▪ Functional improvements to support Longtown’s and Brampton’s roles as rural service centres identified and one project in each centre implemented [car parking etc]
Promoting Carlisle – Summary of Projects
<ul style="list-style-type: none"> ▪ Work commissioned on Carlisle branding with steering by appropriate stakeholder group and marketing programme in place
<ul style="list-style-type: none"> ▪ Information and marketing strategy in place to promote the Carlisle offer in terms of investment, business and lifestyle opportunities
<ul style="list-style-type: none"> ▪ Evaluation of Carlisle’s participation in NWDA regional visitor economy development pilots.

‘People’ Projects

Reducing Worklessness– Summary of Projects
<ul style="list-style-type: none"> ▪ Range of community based projects to address aspirations and self confidence enabling transition to employment within priority groups
<ul style="list-style-type: none"> ▪ ‘Young People’ based projects across all sectors
<ul style="list-style-type: none"> ▪ Develop the ‘Retail Academy Carlisle’ project
<ul style="list-style-type: none"> ▪ Redundancy support for both employers and individuals
<ul style="list-style-type: none"> ▪ Develop a delivery framework to enable local communities to take advantage of the employment opportunities arising from Carlisle Renaissance
<ul style="list-style-type: none"> ▪ Bespoke recruitment and training projects to maximise on economic growth through inward investment
<ul style="list-style-type: none"> ▪ Evaluation and identification of external investment and additional resources to address worklessness
Improve Workforce Skills– Summary of Projects
<ul style="list-style-type: none"> ▪ Raise the profile of Skills for Life with employers and individuals
<ul style="list-style-type: none"> ▪ Encourage retention of graduates in Carlisle
<ul style="list-style-type: none"> ▪ Ensure further and higher education qualifications meet the needs of priority growth sectors
<ul style="list-style-type: none"> ▪ Develop ‘grow your own’ programmes offering rewarding jobs with degree level training
<ul style="list-style-type: none"> ▪ Develop a range of management and leadership programmes
<ul style="list-style-type: none"> ▪ Establish a Learning Charter and awards programme to reward excellence in workplace learning

'People' Projects – cont'd

Business Growth and Innovation– Summary of Projects
<ul style="list-style-type: none"> ▪ A new model for business engagement and support measures targeted at growth sectors with particular focus on professional services and digital and creative businesses.
<ul style="list-style-type: none"> ▪ Initiatives underway to support business incubation, environmental management and social enterprises as well as knowledge transfer and business innovation.
<ul style="list-style-type: none"> ▪ Specific projects in place to promote access to funding support and ICT applications.

'Connections' Projects

Distance to Markets – Summary of Projects
<ul style="list-style-type: none"> ▪ Support for developing the market for scheduled air services
<ul style="list-style-type: none"> ▪ Publication and programme of lobbying based on 'Routes to a prosperous Cumbria' produced by Cumbria CC.
<ul style="list-style-type: none"> ▪ Promotion of Tourism opportunities arising from the development of Carlisle Airport
<ul style="list-style-type: none"> ▪ Exploitation the airport as a tool in changing the perception of Carlisle as a location for investment [see 'Place' chapter on Promoting Carlisle].
Regional Roads & East – West Links. Summary of work themes & on-going projects
<ul style="list-style-type: none"> ▪ Maintain close links with the Highways Agency and the DfT to secure improvements to A69.
<ul style="list-style-type: none"> ▪ Work with Train Operators and Community Rail Partnerships to improve service levels, capacity, infrastructure and facilities on the rail lines feeding into Carlisle.
<ul style="list-style-type: none"> ▪ Implementation of the CNDR
Localised Congestion – summary of work themes and on-going projects
<ul style="list-style-type: none"> ▪ Improve bus usage, facilities and priority measures
<ul style="list-style-type: none"> ▪ Development and implementation of a Parking Strategy
<ul style="list-style-type: none"> ▪ Improved access to city centre and key employment areas by foot and cycle
Access to Services – work themes and on-going projects
<ul style="list-style-type: none"> ▪ Preparation of urban and rural Accessibility Action Plans in 08/09
ICT Infrastructure
<ul style="list-style-type: none"> ▪ Include ICT capacity within evaluation of Carlisle's future infrastructure needs and lobby accordingly.

Funding for Infrastructure

- The mechanisms to secure funding from developers will need to be carefully considered so that development and investment is encouraged and the social and environmental benefits are also realised when they are needed and are sustainable over the long term. The planning process will be the vehicle through which this funding will be generated.