

AGENDA

Place Panel

Thursday, 02 March 2023 AT 16:00
In the Flensburg Room, Civic Centre, Carlisle, CA3 8QG

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

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

Members of the Place Panel

Councillor Bainbridge (Chair), Councillors Allison, Ms Ellis-Williams, Glendinning, Mrs Mitchell, Mitchelson, Sunter, Dr Tickner (Vice Chair)

Substitutes:

Councillors Alcroft, Atkinson, Mrs Birks, Brown, Bomford, Collier, Mrs Finlayson, Glover, Lishman, McKerrell, Morton, Patrick, Pickstone, Robson, Shepherd, Miss Sherriff, Southward, Miss Whalen and Wills.

PART A

To be considered when the Public and Press are present

APOLOGIES FOR ABSENCE

To receive apologies for absence and notification of substitutions

DECLARATIONS OF INTEREST

Members are invited to declare any disclosable pecuniary interests, other registrable interests and any interests, relating to any items on the agenda at this stage.

PUBLIC AND PRESS

To agree that the items of business within Part A of the agenda should be dealt with in public and that the items of business within Part B of the agenda should be dealt with in private.

A.1 CALL-IN OF DECISIONS

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

A.2 CUMBRIA LEP UPDATE

5 - 22

Portfolio:	Economy, Enterprise and Housing
Directorate:	Economic Development
Officer:	Jane Meek, Corporate Director of Economic Development
Report:	Copy presentation herewith

Background:

The Chief Executive of Cumbria LEP will present an update to the Panel on the work of the LEP in enabling economic growth in Cumbria.

Why is this item on the agenda?

Identified as a Work Programme item by the Chair of the Panel.

What is the Panel being asked to do?

Consider the presentation and note the work undertaken by the Cumbria LEP.

A.3 CARLISLE RURAL STRATEGY

23 -
48

Portfolio:	Economy, Enterprise and Housing
Directorate:	Economic Development
Officer:	Steven Robinson, Head of Regeneration
Report:	ED.06/23 herewith

Background:

The Corporate Director of Economic Development to submit a report containing the emerging Rural Strategy for Carlisle.

Why is this item on the agenda?

Item agreed by Panel as part of its Work Programme.

What is the Panel being asked to do?

- Note the content of the Strategy in terms of the challenges, opportunities, strategic aims and objectives
- Provide feedback on the Strategy to inform its development, prior to its submission to the Executive.

A.4 OVERVIEW REPORT AND SCRUTINY ANNUAL REPORT

49 -
58

Portfolio:	Cross Cutting
Directorate:	Cross Cutting
Officer:	Rowan Jones, Policy and Scrutiny Officer
Report:	OS.07/23 herewith

Background:

The Policy and Scrutiny Officer to submit a report providing an overview of matters related to the work of the Place Panel along with the draft Scrutiny Annual Report.

Why is this item on the agenda?

Annual Scrutiny Report.

What is the Panel being asked to do?

- Note the items within Panel remit on the most recent Notice of Executive Key Decisions

- Consider and comment on the Scrutiny Annual Report 2022/23.

PART B

To be considered when the Public and Press are excluded from the meeting

Enquiries, requests for reports, background papers etc to:
democraticservices@carlisle.gov.uk

CUMBRIA LEP UPDATE ENABLING GROWTH IN 2023

CLEP

CUMBRIA:
LOCAL
ENTERPRISE
PARTNERSHIP

NORTHERN TM Government
POWERHOUSE

ENABLING GROWTH THE CHALLENGES

CLEP

CUMBRIA:
LOCAL
ENTERPRISE
PARTNERSHIP

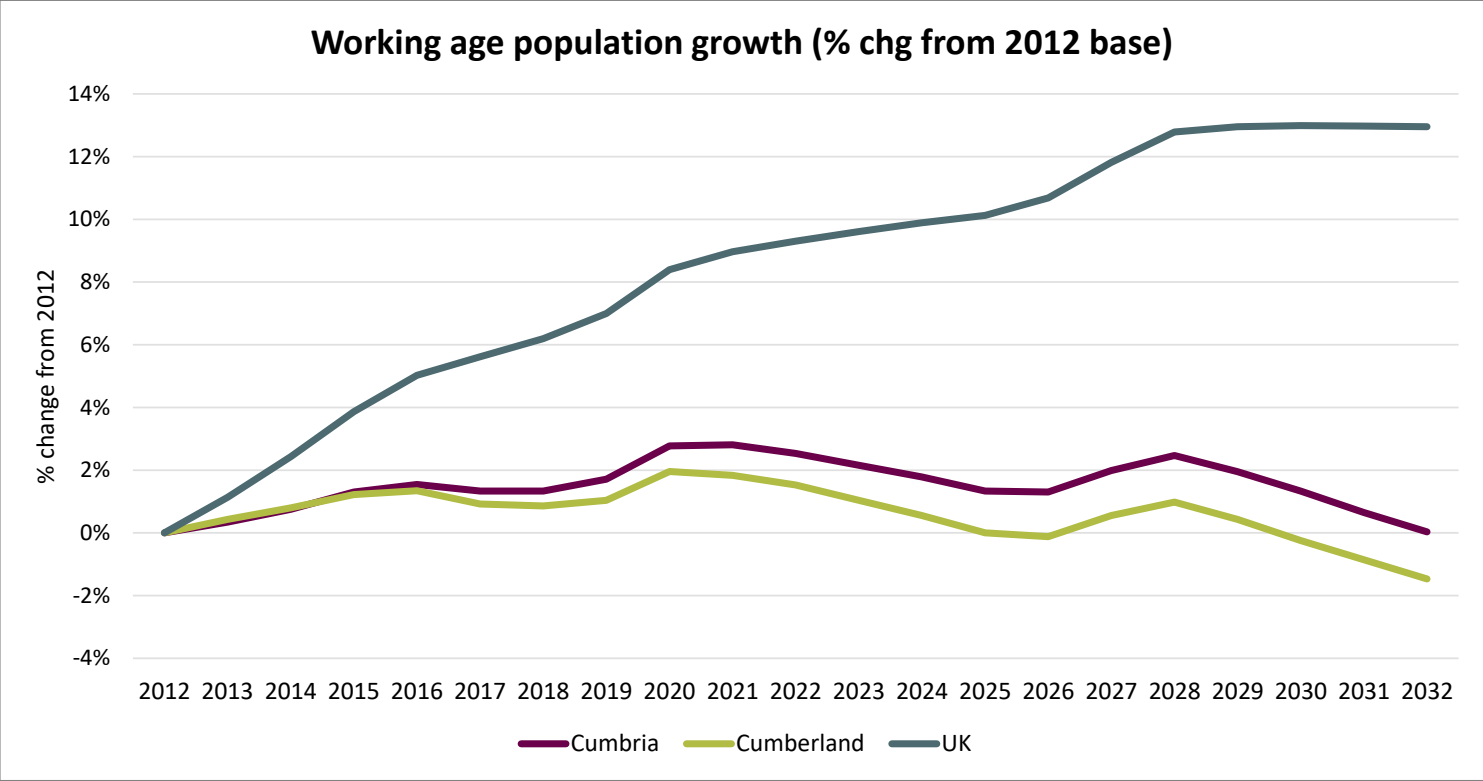
NORTHERN TM Government
POWERHOUSE

The Growth Challenge

- **Reduction in Working Age Population**
- **Productivity**
- **Economic Output/GVA**
- **Economic Structure**
- **Innovation**



Working Age Population

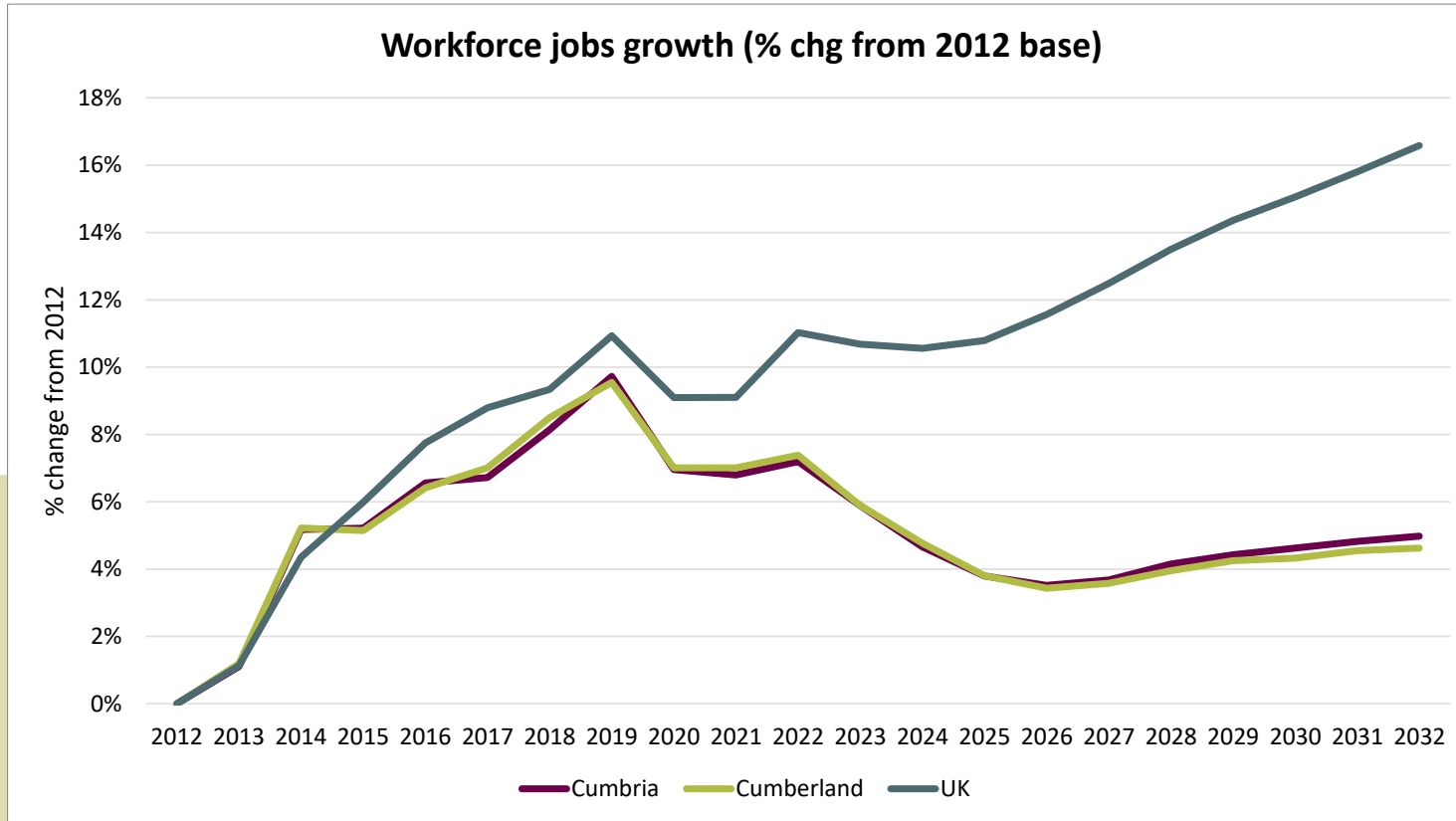


- **Cumbria’s number one growth challenge**
- **Between 2012 and 2022 the working age population in Cumbria grew by 7,400 (+2.5%) v 9.3% growth for the UK. In Cumberland growth was 2,500 (1.5%).**
- **Between 2022 and 2032 the working age population is projected to fall by 7,300 (-2.4%) in Cumbria v 3.3% growth for the UK. In Cumberland the working age population is projected to fall by -4,900 (-3.0%)**

Source: Experian Regional Planning Service, Sept 2022

Data adjusted to take into account rising State Retirement Age

Workforce Jobs

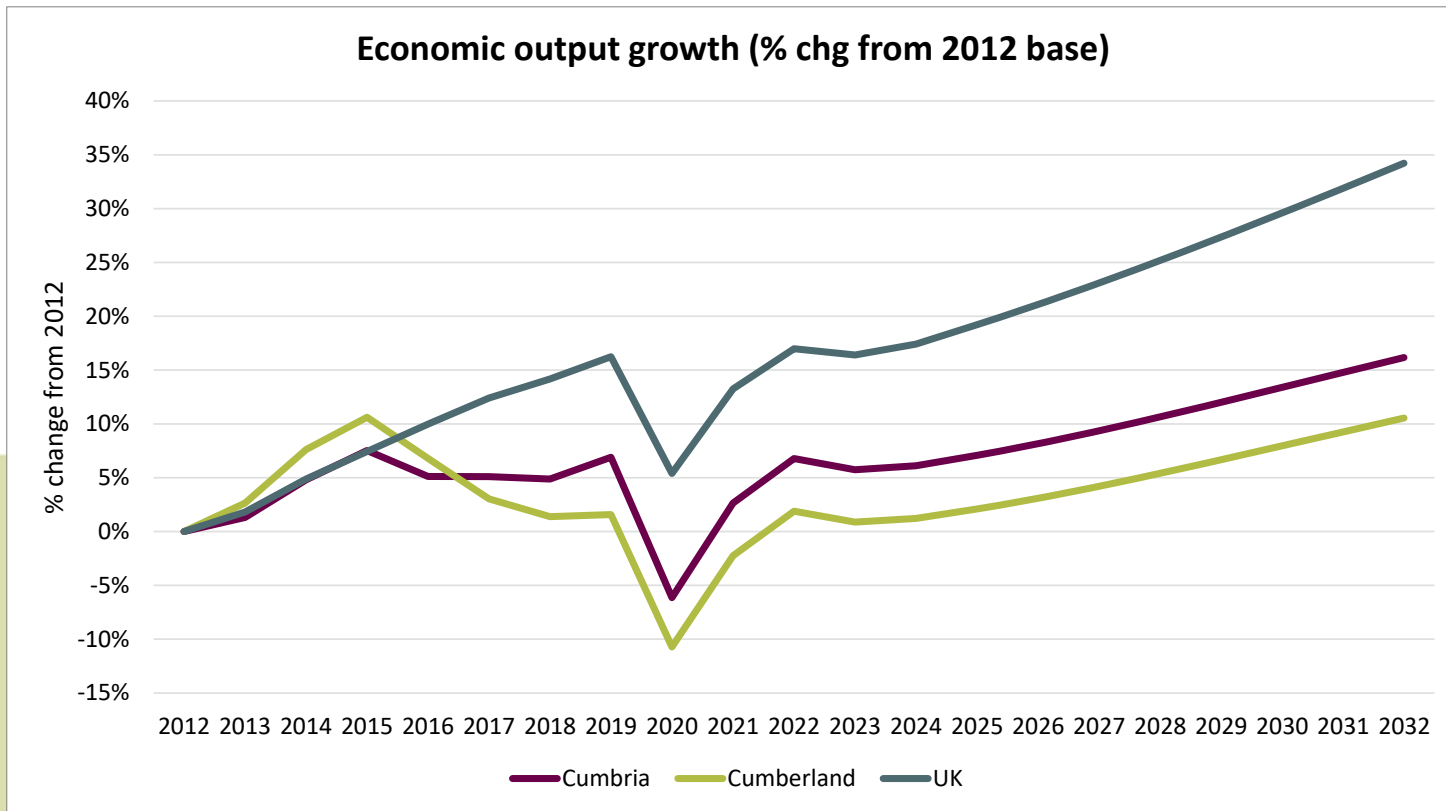


Between 2012 and 2022 workforce jobs growth was +7% (18,200) in Cumbria and +7% (9,900) in Barrow v +11% for the UK

Between 2022 and 2032 workforce jobs change is projected to be -2% (-5,600) in Cumbria, -3% (-3,700) in Cumberland and +5% for the UK

Source: Experian Regional Planning Service, Sept 2022

Economic Output

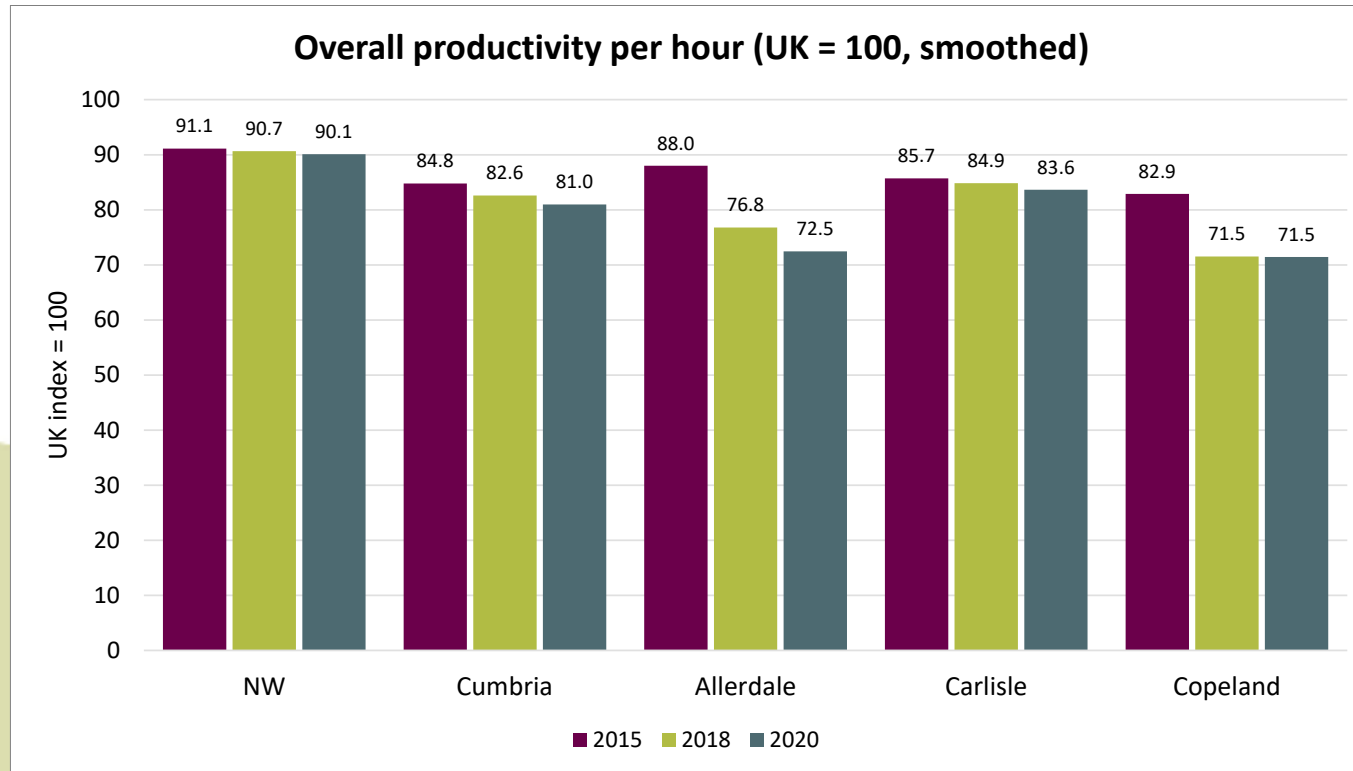


➤ **Between 2012 and 2022 economic output growth was +7% in Cumbria, +2% in Cumberland and +17% for the UK**

➤ **Between 2022 and 2032 economic output growth is projected to be +9% in Cumbria, +9% in Cumberland and +15% for the UK**

Source: Experian Regional Planning Service, Sept 2022

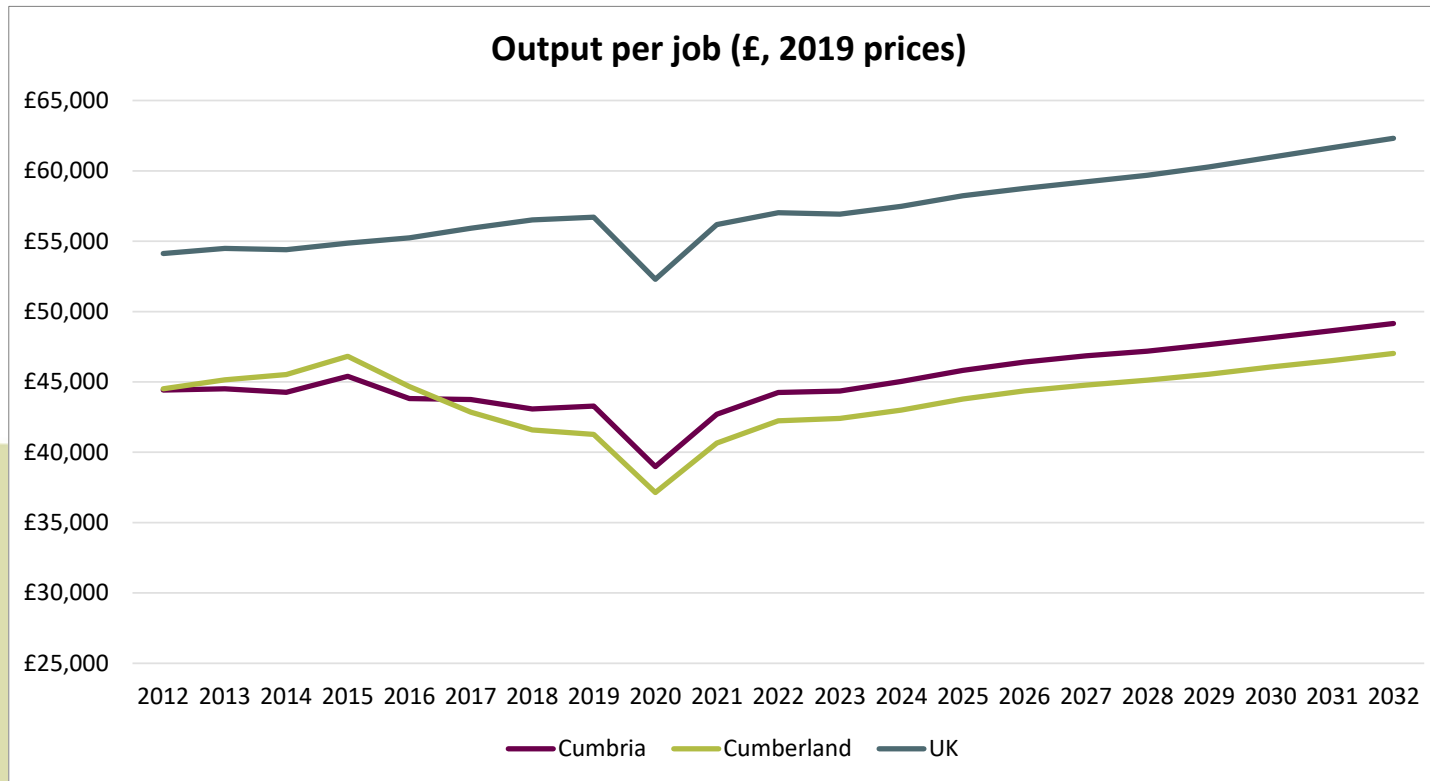
Productivity



Source: Office for National Statistics Subregional Productivity 2020 (data not available for Cumberland)

- At Cumbria level, productivity per hour has consistently been below the UK average and the gap has widened in recent years.
- The NW also lags behind the UK and has seen a widening gap but not to the same extent as for Cumbria or the constituent parts of Cumberland.
- Allerdale and Copeland have experienced the greatest widening in productivity gap.

Economic Output Per Job (£)

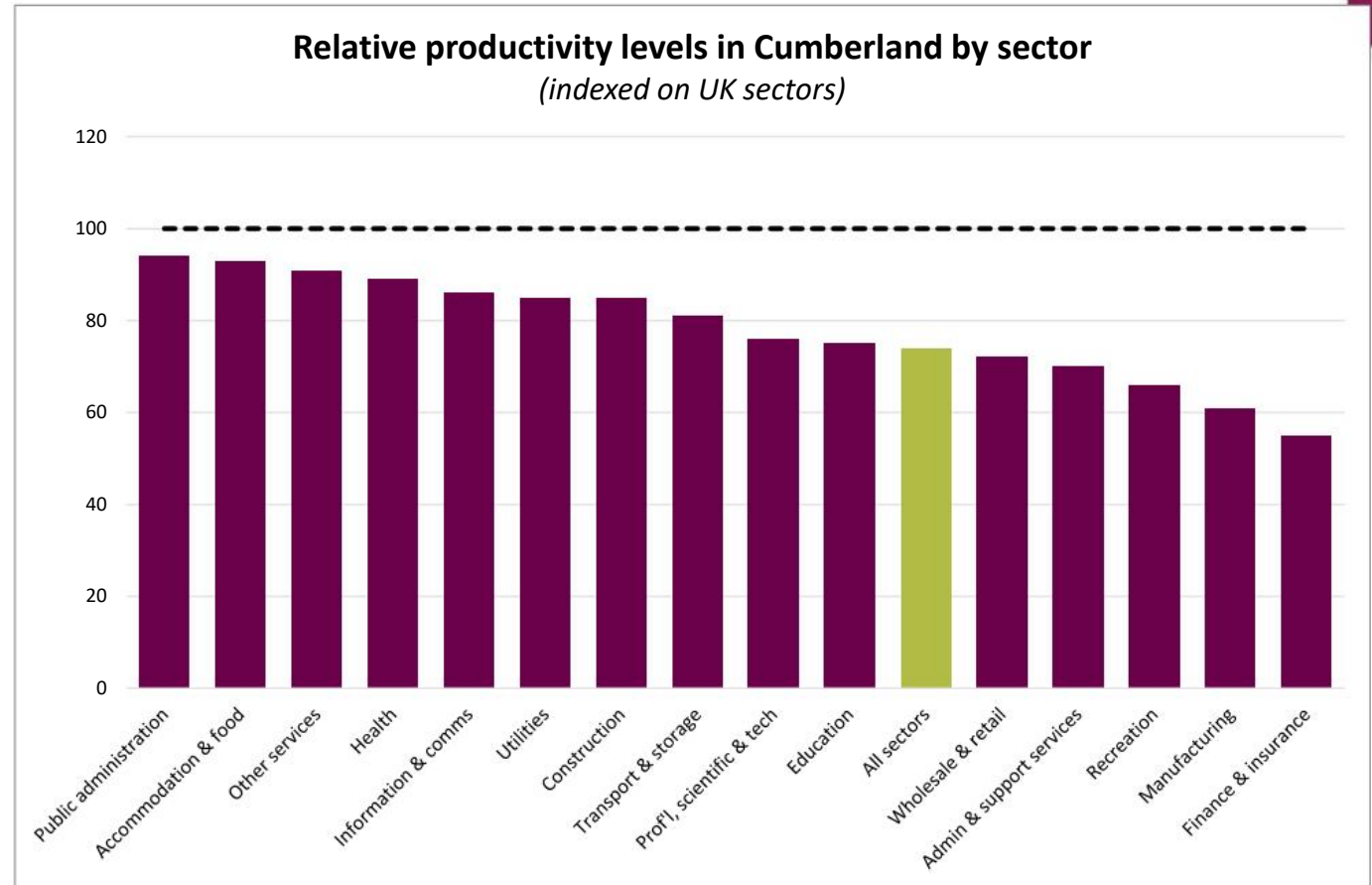


- In 2012 output per job in Cumbria was £9,700 lower than the UK (-18%) and in Cumberland it was £9,600 lower (-18%).
- This gap is projected to widen over the next decade to £15,300 per job in Cumberland in 2020.

Source: Experian Regional Planning Service, Sept 2022

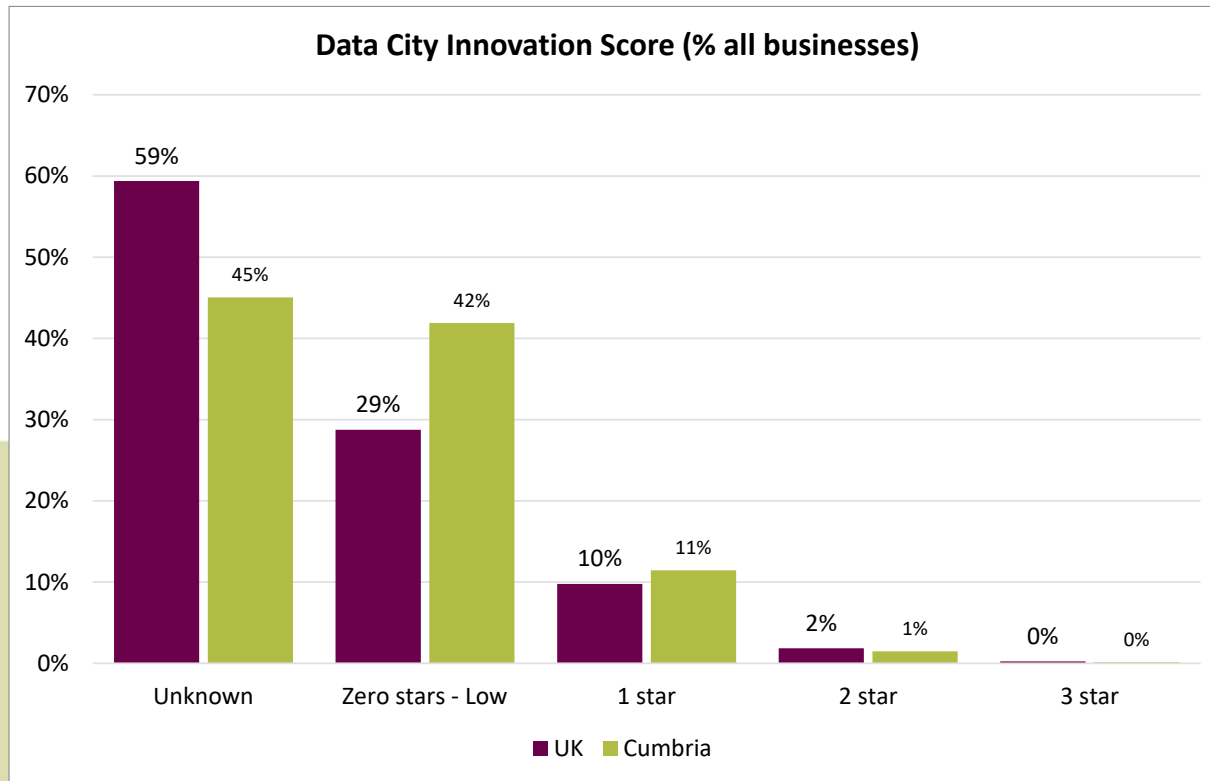
Economic Structure and Productivity

- Variations across sectors and within sectors
- Overall 40% of Cumbria's gap with the UK is due to the nature of our economy and around 60% due to lower productivity within our sectors



Source: Experian Regional Planning Service, Sept 2022

Innovation Score



Source: Data City

- **Data City estimates that 42% of businesses with a presence in Cumbria are likely to be low innovators compared to 29% for the UK.**
- **The proportion classified as high innovators is broadly similar to the UK and equates to 3,700 businesses in Cumbria.**
- **The Data City innovation score uses machine learning derived from analysis of businesses with known R&D spend and analysis of website text to apply an innovation score to other businesses.**
- **Zero stars indicates the business is a low innovator. 1-3 stars indicate the level of confidence that a business is a high innovator (from 60% confident to 90% confident)**
- **Unknown indicates there is insufficient information on the company record to calculate a score.**

ENABLING GROWTH THE OPPORTUNITIES

CLEP

CUMBRIA:
LOCAL
ENTERPRISE
PARTNERSHIP

NORTHERN TM Government
POWERHOUSE

The Growth Approach

- Led by data and analysis
- Building on competitive advantages
- Going with the grain of policy
- Developing credible investable propositions
- Identifying investment sources, increasingly focused on private
- Leveraging geography – Heart of UK, natural capital, geology etc.



The 'Re-Think' Themes

- **Clean Energy Generation** – implementing the Clean Energy Strategy, which looks to use Cumbria's world recognised heritage and expertise as a catalyst for significant future investment in energy generation
- **The Future of Food** – ensuring that Cumbria's existing meat and dairy excellence is supported to grow, whilst at the same time considering opportunities that will put Cumbria at the forefront of supporting food security and resilience and sustainability
- **The UK's Natural Capital** – promoting and exploiting the commercial benefits created by having the most protected landscape in percentage of area terms in England



The Re-Think Themes

- **Diversify to Thrive** – moving to the next level in terms of localisation of supply chains, movement into new markets and extending inward investment
- **The New Visitor Experience** – capturing the changes in sustainable visitor behaviour by offering a world class experience to a wider range of markets
- **The Way We Live, The Way We Work Now** – benefitting from opportunities that people now have and will have in the future in the way that they will live and work

Key Enablers

- **Appetite for Growth** – really wanting this
- **Investment** – to incentivise and enable development
- **Sites** – that the market views as desirable
- **Planning System** – surety and pace of delivery
- **Housing** – right product, right place, right price – choice, availability and affordability
- **Transport Connectivity** – sites with multi-modal access
- **People** – attracting and retaining



LOCAL GOVERNMENT REORGANISATION

CLEP

CUMBRIA:
LOCAL
ENTERPRISE
PARTNERSHIP

NORTHERN TM Government
POWERHOUSE

Local Government Reorganisation

- **Accountable Body** – advised that Westmorland and Furness will be CLEP's AB
- **Business as Usual** – CLEP's activities will continue 'as is' in the immediate term
- **Levelling Up White Paper** – LEPs to integrate with Local Government by 2030
- **Trigger** – creation of MCA/Combined Authority led by Local Authorities



Carlisle City Council Report to Place Panel

Item
A.3

Report details

Meeting Date: 02 March 2023
 Portfolio: Economy, Enterprise and Housing
 Key Decision: No
 Policy and Budget Framework: No
 Public / Private: Public

Title: Carlisle Rural Strategy
 Report of: Corporate Director of Economic Development
 Report Number: ED.06/23

Purpose / Summary:

This report provides members of the Place Panel with an overview of the emerging Rural Strategy for the Carlisle area. The strategy, which is included as Appendix 1, has been developed following the workshop with Members that was held on 3 November 2022, where a number of recommendations were made. The Strategy sets out six aims designed to deliver economic, demographic and environmental sustainability for the Carlisle’s rural communities and businesses.

Recommendations:

Members of the Place Panel are asked to:

1. Note the contents of the Strategy in terms of the challenges, opportunities, strategic aims and objectives.
2. Provide feedback on the Strategy to inform its development, prior to its submission to the Executive.

Tracking

Executive:	20 March 2023
Scrutiny:	02 March 2023
Council:	

1. BACKGROUND

- 1.1 The production of the Carlisle Rural Strategy (“the Strategy”) has been evidence-led to ensure that it is developed to respond to rural needs and opportunities of the area. Up-to-date data has been used to ensure that the approach is pertinent to the current socio-economic situation and challenges.
- 1.2 The Strategy also takes account of existing economic development strategies that relevant are to the area, including the Borderlands Inclusive Growth Deal, the Carlisle City Council Plan and the Carlisle Economic Strategy. The Strategy has also been developed considering the priorities set out in the Cumberland Council Plan, which will come into effect on 1 April 2023. The recently approved Shared Prosperity Fund Investment Plan for Carlisle, including the Rural England Prosperity Fund addendum, has also informed the approach.
- 1.3 The first stage in the production of the Strategy involved the collation of a comprehensive evidence base. This included a gathering range of data sets covering the whole of the area and where relevant, exploring differences between the rural and urban areas) under the following headings:
- Population and demographics
 - Deprivation
 - Economy, productivity and incomes
 - Housing
 - Skills, jobs and recruitment
 - Digital and physical connectivity
 - Agriculture and natural capital
- 1.4 From the data analysis, a high-level summary of the strengths, weaknesses, opportunities and threats (SWOT) was produced. The SWOT identified a number of issues, both positive and negative, that have implications for the future economic, demographic and environmental sustainability of Carlisle’s rural communities and businesses.

2. WEAKNESSES AND THREATS FACING RUAL CARLISLE

RURAL DEMOGRAPHY

- 2.1 Rural Carlisle's population has a high proportion of people over retirement age, which impacts across a number of different issues such as recruitment, the provision of public services and transport infrastructure.
- 2.2 Increase to the average working age will mean a greater need for more social and health care services in the future and will continue to cause recruitment problems for local businesses. At the same time, the outward migration of young people reduces the level of economic activity and impacts on vibrancy and diversity of the area.

LOCAL DIGITAL AND PHYSICAL CONNECTIVITY

- 2.3 Public transport systems only operate on radial routes in and out of the City from market towns, with the north-east of the district having very little provision. This results in a high-level of car dependency and a greater level of transport disadvantage / deprivation in the outlying rural areas.
- 2.4 Digital connectivity for both broadband and mobile is below the average for rural England making it more difficult for residents living in rural parts of Carlisle to work remotely and connect to the internet. It also affects business performance and limits the ability for hybrid working.

PRODUCTIVITY AND RECRUITMENT

- 2.5 Productivity in rural Carlisle is generally low and this has created a 'cyclical effect', as low productivity results in lower business growth, higher operational costs and consequently, means businesses are less inclined to invest in new technology.
- 2.6 Recruitment is an issue, with businesses experiencing difficulties filling both skilled and unskilled positions. There is a labour force shortage, that is being exacerbated by the out migration of young people and the impacts of Brexit.

3. STRENGTHS AND OPPORTUNITIES FOR RURAL CARLISLE

LOCATION

- 3.1 As the only city and the largest settlement of the Borderlands area, Carlisle acts as a sub-regional hub. There is an opportunity to capitalise on this role to drive rural growth and deliver economic, demographic and environmental sustainability for rural communities and businesses.

- 3.2 Carlisle has good connectivity to other key regions of the UK, which provides opportunities for rural economic growth. The district forms significant link between the Scottish and English economies, being well connected to Scotland's central belt via the A/M74, the south via the M6 and the north-east via the A69.

AGRICULTURE AND NATURAL CAPITAL

- 3.3 Carlisle has benefits from high-quality natural spaces, including sections of the Solway Coast and North Pennines Areas of Outstanding Natural Beauty. These provide a high quality-of-life offer and also the opportunity for growth in the visitor economy.
- 3.4 Large amounts of agricultural land and natural capital provide an opportunity for environmental sustainability projects and renewable energy generation. The growing issue relating to UK food production and food security creates a strategic opportunity for agricultural investment to increase local production.

POST COVID INCREASE IN REMOTE / HYBIRD WORKING

- 3.5 The response to Covid-19 has opened up more opportunities and potential for workers to work from home. Changes in lifestyle and working patterns make living in Carlisle a more realistic offer for more people, as proximity to workplace becomes less important, and flexible / hybrid working arrangements become more commonplace.
- 3.6 Carlisle is an affordable place to live with average house prices significantly lower than the England average. Combined with the strategic connectivity to other key regions of the UK, this makes Carlisle potentially attractive for people seeking to relocate.

NEW TECHNOLOGY

- 3.7 Advances in digital technology provides potential solutions to some of the challenges facing rural Carlisle. The development of digitally enabled rural 'request a ride' transport schemes could be supported to address transport disadvantage and the lack of public transport options.
- 3.8 Advances in renewable energy technology present an opportunity for rural Carlisle in current context of the current energy crisis. The available land allows for greater deployment of bioenergy, hydro, PV, wind and battery storage scheme. This in turn

creates potential supply chain and research and development opportunities for the local economy.

4. RURAL STRATEGY AIMS

- 4.1 The Strategy has been developed following the workshop with Members on 3 November 2022. Members considered that the Strategy should be deliverable, that the aims should focus on inclusive and sustainable economic growth and ensuring that the activities and investments improve the health and wellbeing for all sections of the rural community.
- 4.2 Consequently, the Strategy has a strong focus on deliverability, taking into account the amount of central government funding that is likely to be available in the coming years. The broad approach is to progress partnership working to maximise the benefits from mainstream service provision and be more entrepreneurial / innovative with the involvement of existing businesses and third-sector organisations.
- 4.3 As agreed with Members, a ‘hub and spoke’ approach underpins the Strategy with an emphasis on actions, activity and investment that amplifies the roles of the market towns (Longtown, Brampton and Dalston) as centres for services, business, entrepreneurship, transport and community. The objective is to ensure that activity is sufficiently concentrated to be effective for the benefit of the majority of residents and businesses, including those located within the deeper rural areas of the district.
- 4.4 The complexity and interrelated nature of rural Carlisle’s strengths, weaknesses, threat and opportunities requires a diverse set of aims to deliver sustainability for Carlisle’s rural communities. The Strategy sets out six aims that build on the strategies set out in the Borderlands Inclusive Growth Deal, the Carlisle Plan, and the Carlisle Economic Strategy.

1. Maintaining a productive and stable business environment:

- Boost survivability and growth in existing sectors, including agriculture
- Develop the role of the rural hubs – Longtown, Brampton and Dalston
- Increase the value of the visitor economy by supporting entrepreneurship and farm diversification

2. Improving physical and digital connectivity to services and jobs:

- Increase reliability, coverage and speed of internet access.
- Support the delivery of EV charging stations in the rural hubs

- Develop innovative solutions to rural transport / mobility, including digitally enabled 'request-a-ride' services
3. Supporting the development of a high-quality and accessible built environment:
- Continue to support the delivery of new housing in rural areas, with a focus on the supply of low-cost and affordable units
 - Enhance the quality of formal blue / green spaces for leisure and recreation
 - Improve energy efficiency in residential and commercial buildings in terms of both new build and retrofitting
4. Promote sustainable use of the environment and natural capital:
- Explore opportunities for the energy production and storage
 - Protect the natural environment and explore opportunities for biodiversity enhancement
 - Support the agriculture sector, with a focus on developing supply chains, driving innovation and supporting food production
5. Encourage growth of a qualified, balanced and engaged workforce:
- Attract / retain economically active residents to grow the workforce
 - Improve access to education and training
 - Enhance the attractiveness and accessibility of apprenticeships
6. Foster healthy, vibrant and resilient rural communities:
- Promote community-led regeneration and local decision-making
 - Improve health and wellbeing
 - Encourage social enterprise, co-operatives and volunteering

5 CONSULTATION

- 5.1 The consultants appointed to support the development of the Strategy conducted a series of interviews with Members, businesses and stakeholders and partners over the course of the scoping and production of the evidence base for the Strategy.
- 5.2 An in-person workshop with Members was held on 3 November 2022 to review and make recommendations on the emerging Strategy. Further modification was recommended and in particular, strengthening the focus on deliverability, the likely levels of government funding available and maximising opportunities from mainstream service provision.

6 CONCLUSION AND REASONS FOR RECOMMENDATIONS

- 6.1 This Strategy sets out a framework - based on analysis of the key issues, challenges and opportunities - to drive inclusive and sustainable rural growth within the Carlisle area. Its production has been evidence-led in order to ensure that it responds to local needs and opportunities, with the use of up-to-date data so that it is pertinent to the current economic climate and challenges.
- 6.2 The Strategy recognises the role this Council has to play in delivering the Strategy through leadership, proactively using our resources and available powers where appropriate. Nevertheless, it equally recognises that that Council does not have control over all the actions and activities required to deliver it. Therefore, it reinforces the commitment to working in partnership with our public, private and voluntary sector partners to deliver the objectives and outcomes.
- 6.3 It is recommended that Members of the Place Panel:
- Note the contents of the Strategy in terms of the challenges, opportunities, strategic aims and objectives.
 - Provide feedback on the Strategy to inform its development, prior to its submission to the Executive.

7 CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

- 7.1 The delivery of the Rural Strategy will support the delivery of the vision set out in the Carlisle Plan, which is to enable Carlisle to grow and prosper as the capital of the Borderlands region.
- 7.2 The Strategy will contribute directly to the priority of delivering inclusive and sustainable rural economic growth, by improving the health and wellbeing of our local communities and making Carlisle a more attractive place for investment.

Contact Officer: Steven Robinson Ext: 7535

**Appendices Appendix 1 – Draft Carlisle Rural Strategy
attached to report:**

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

- None

CORPORATE IMPLICATIONS:

LEGAL – Local Government Reorganisation occurs on 1 April 2023 and with this in mind the Place Panel and Executive are to work up the policy for onward recommendation to the new Cumberland Council. Accordingly, there are no formal decisions being made which will give rise to implications.

PROPERTY SERVICES – The Council owns a significant property portfolio that can assist with delivery of the strategy however careful consideration will be necessary to ensure that income generation is retained/maximised.

FINANCE – The Council supports the activities to underpin the Economic Strategy through investment in base budgets to fund the Economic Development team which then allows it to look towards inward investment opportunities and receipt of significant grant funding opportunities. External funding such as Towns Deal, Future High Street Fund, Garden Village, Borderlands Growth Deal and UK Shared Prosperity Fund will all help the Council to achieve the priorities outlined in the Strategy.

EQUALITY – The Strategy references protected characteristics, in particular age in the context of an ageing rural population

INFORMATION GOVERNANCE – There are no information governance implications with this report



Reaching rural Carlisle

Rural strategy

January 2023





Reaching rural Carlisle

A draft report for Carlisle City Council

Emmanuel Campion-Dye, Clare Leckie,
Rebecca Munro and Mark Pragnell



DRAFT IN STRICT CONFIDENCE

Circulation to client working group only

Not for distribution or publication

Disclaimer

This report has been commissioned from Pragmatix Advisory Limited and funded by Carlisle City Council and Eden District Council.

The views expressed herein are those of Pragmatix Advisory Limited. They are not necessarily shared by Carlisle City Council nor Eden District Council.

While every effort has been made to ensure that the data quoted and used for the research behind this document is reliable, there is no guarantee that it is correct, and Pragmatix Advisory Limited can accept no liability whatsoever in respect of any errors or omissions. This document is a piece of socioeconomic research and is not intended to constitute investment advice, nor to solicit dealing in securities or investments.

Please note numbers in tables may not add due to rounding.

Cover photo by Toa Heftiba on Unsplash.

Pragmatix Advisory Limited. enquiries@pragmatixadvisory.com. 020 3880 8640. pragmatixadvisory.com
Registered in England number 12403422. Registered address: 146 New London Road, Chelmsford, Essex
CM2 0AW. VAT Registration Number 340 8912 04

© Pragmatix Advisory Limited, 2020-2022.

Contents

Carlisle's rural needs	5
Towards a sustainable rural Carlisle	10



Carlisle's rural needs

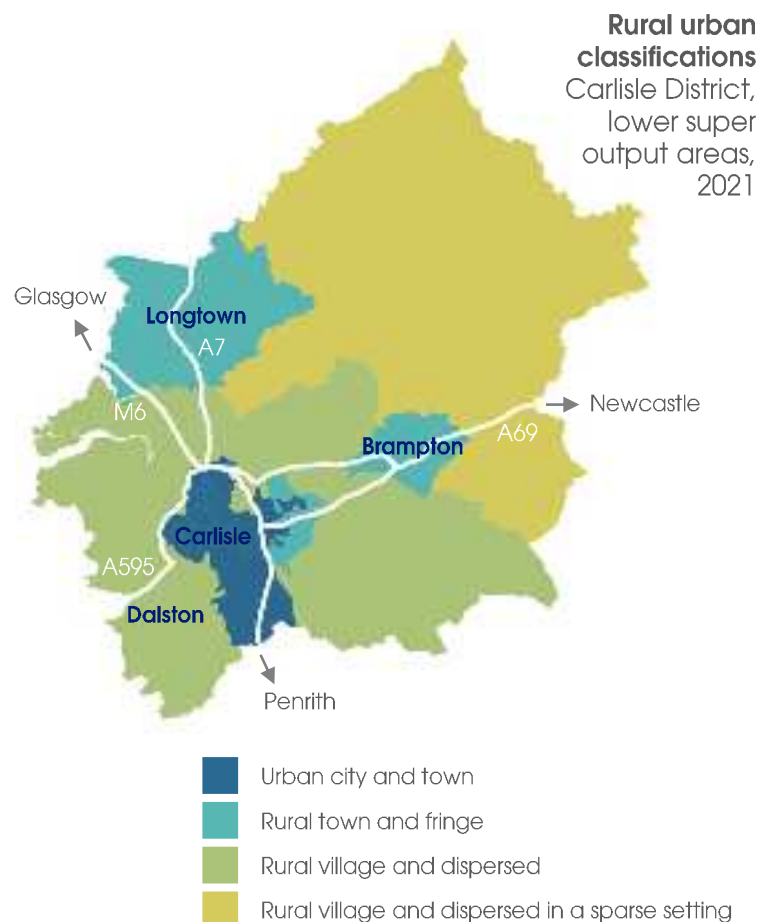
Carlisle district is largely rural by land mass

Carlisle is a large local authority district in the North West of England. In April 2023, it will form part of Cumberland unitary authority alongside Allerdale and Copeland.

Except for the city itself, Carlisle is an entirely rural place according to government’s classification of small areas. Longtown and Brampton are designated as rural towns and the remainder of the district is comprised of other villages and dispersed settlements. Those that surround the city such as Dalston to the southwest and Wetheral to the east are significantly less sparsely populated than those to the northeast of the district.

Not all needs can be met in particularly sparse communities, as the ‘rural premium’ for delivering services rises in harder to reach places, while the population that benefits from such efforts is relatively small. It is therefore imperative to the sustainability of these communities that local centres or ‘rural hubs’ remain prosperous and accessible in key strategic locations across the district. However, it is not always practicable or desirable for local centres to cater for all needs and access to Carlisle city and other urban centres will remain important.

In many respects rural Carlisle is not unlike other rural places in the United Kingdom. However, the specific combination of strengths, opportunities, challenges and threats that it faces is unique. This rural strategy is informed and supported by an evidence base document, a high-level summary of which is set out on the following page. It is expected that the overarching approach and many of the aims, objectives and actions identified herein will be relevant to rural Allerdale and Copeland as well.



Strengths

Carlisle has a well-developed plan, which provides a strong strategic framework for economic development and growth.

Residents tend to be older, with significant levels of inward migration for the 50-64 age bracket who often bring with them substantial savings and professional experience. Many support the active volunteer community.

Income deprivation is relatively rare outside Longtown and Brampton, and mass unemployment is not a concern. GCSE pass rates and apprenticeship starts are both high, particularly outside the market towns and areas near the Scottish border.

Housebuilding is facilitated by the planning department, with more dwelling starts per capita than the average for urban areas and housing is generally more affordable than other parts of England.

It has large natural spaces, including parts of the Solway Coast and North Pennines Areas of Outstanding Natural Beauty, and significant heritage assets such as Hadrian's Wall.

Strong road and rail links to London, Scotland and elsewhere in the north.

Weaknesses

An ageing population means services, such as health and public transport, face especially high provision costs. Recruitment of workers can be a challenge across all sectors, but especially for low-paying or specialist roles, given high living costs.

Mental and physical health is poor, especially in Longtown and the borderlands area, and obesity is a particular problem.

Digital connectivity for both broadband and mobile is below the average for rural England, with large 'not spots' outside market towns.

Public transport systems only functional for radial routes in and out of Carlisle city from market towns, with the northeast of the district having almost no provision. High transport emissions per capita result from frequent car usage and limited active travel.

Poor housing quality with limited options for energy supply affect rural areas across the entire district, although Brampton suffers less than most places. Fuel poverty is a particular issue in the borderlands and to the east of the district.

Wages and productivity are generally lower than some other places in England.

Opportunities

Improved digital connectivity of the rural area could support access to education, work and services as well as social and civic activities.

Post-covid increase in remote and hybrid working has the potential for workers to move out from urban centres. Carlisle's housing affordability is not decreasing at the rate of most other places in the country. This could be attractive for inward immigration of remote workers.

Small-scale innovative transport schemes, particularly with digital solutions, could help to address transport challenges.

Significant amounts of open land and natural capital provide an opportunity to take a lead in environmental sustainability, food security and renewable energy generation.

Unexpected rises in living costs may lead some of the many retired residents to re-join the workforce. Out of work older people could further contribute to local communities, through volunteering and/or part-time roles.

Threats

Projected increase in proportion of population over working age will mean more social care and health services are needed.

At the same time, outward migration of young people reduce density of economic activity and may impact on diversity and/or vibrancy. A reliance on private cars may discourage young families from moving to the area, exacerbating the demographic shifts.

Failure to improve digital connectivity could penalise businesses and limit hybrid/remote working.

Agriculture is under threat from future changes to the subsidies regime and changing market of food. Old farms have been bought for sequestration by corporations from outside the district.

Low productivity leads to cyclical effects, since it results in less investment. Wage depression makes it less likely that people will migrate inwards.

Increasing difficulties keeping pubs and cafes open and attracting staff may threaten the existing tourism offer.

This rural strategy is focussed on deliverability



Examples of
external funding
schemes and
grant
programmes
Carlisle District,
2022

The focus of this strategy is on deliverability and it therefore takes a pragmatic view of the amount of central government funding that is likely to be available in the coming years.

Delivery of the strategy should be overseen by a steering group with a membership drawn from the public, private and not-for-profit sectors. More focused working groups may also be formed to progress specific actions where needed.

Given the likelihood of funding scarcity, the approach adopted in developing the action plan is to promote partnership working to maximise the benefit from existing resources in so far as this is possible. Ways in which this might be achieved include:

- Maximising opportunities from mainstream service provision;
- Being entrepreneurial and making use of resources within existing businesses and third-sector organisations;
- Using public land and property resources efficiently, often in partnership with others; and
- Better utilising under-used and vacant buildings in private ownership.

Where additional funding is necessary to progress certain actions, the steering group will need to work with partners to access external funding and investment. With new grant schemes and bidding opportunities likely to emerge at short notice, the development of a strong project pipeline will ensure that the steering group has a range of 'oven ready' projects ready to access public funding as it is made available. The action plan also seeks to extend the efforts of the Carlisle Plan for 2021-2023 to proactively position Carlisle for future investment where this aligns with the overall aims of the strategy.

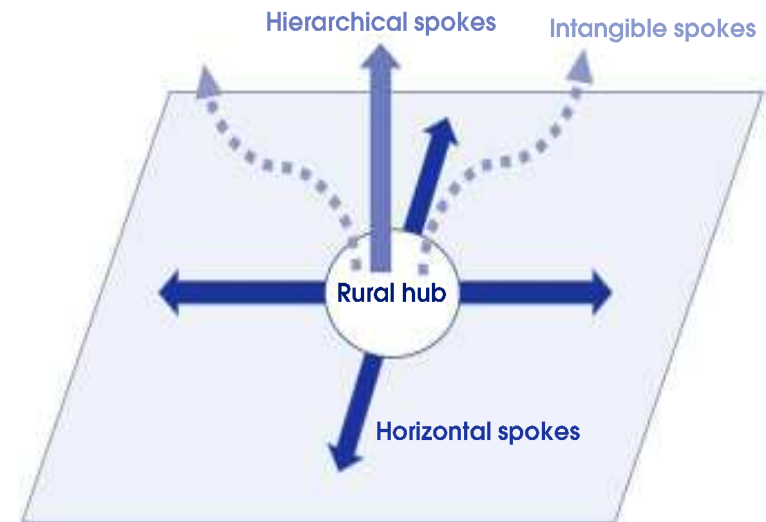
A hub-and-spoke model will be most effective

Even with additional grant monies, this strategy will not be able to deliver everything everywhere.

In light of this, a hub-and-spoke approach underpins this strategy, with a focus on developing multi-activity hubs in Longtown, Brampton and Dalston. It is envisaged that they will each serve as centres for enterprise activity, transport, services, creativity and community, with interventions and support appropriate to the locality.

This will ensure that the actions identified within this strategy are sufficiently concentrated to be effective for the benefit of all rural residents and businesses in the district and beyond, without compromising their distinctly rural character. These hubs are and will be more than just agglomerations of people and resources. By actioning bespoke local plans that build on the place planning work in the Borderlands Inclusive Growth Deal, these rural hubs will be a driver of community interactions that spread beyond the boundaries of the market towns, and once established could provide a focal point for engagement with policy makers.

While much of this strategy focusses on the development of the hubs, their outward linkages in the local rural and regional economy will be equally significant for the achievement of the strategy's aims. Much of the focus in this strategy and its accompanying action plan is on the horizontal spokes that reach out across space to other rural parts of the district and the new Cumberland unitary authority. The vertical spokes that link the hubs to Cumbria-wide, regional and national institutions, and the more intangible identity-based spokes that influence how rural Carlisle is perceived from an external perspective are also considered.



Representation of horizontal, hierarchical and intangible spokes
Longtown, Brampton and Dalston



Towards a
sustainable
rural Carlisle

Carlisle’s rural strategy has six aims

This rural strategy has six aims designed to deliver sustainability for Carlisle’s rural communities.

There are challenges ahead that will especially impact Carlisle’s rural areas due to their ageing population, constrained digital connectivity and often higher living and infrastructure costs. This strategy is not about maintaining a status quo. It’s about getting to a point that is economically, demographically and environmentally sustainable.

As it stands, Carlisle’s communities and economy are unlikely to be sustainable at current projected population levels, with a dependency ration of 97 per cent (compared with 83 per cent for England) forecast for 2042, up from 81 per cent today. Population growth will likely be necessary to ensure the ratio of workers to non-workers is adequate and to take advantage of economies of scale.

The complexity and interrelated nature of rural Carlisle’s strengths, weaknesses, threats and opportunities calls for a diverse set of aims, many of which build on the ongoing work of the Carlisle Plan 2021-2023, Borderlands Inclusive Growth Deal, and Shared Prosperity Fund investments. Failure to make progress towards any one of these aims risks undermining the remainder of the strategy.

Many of the actions identified are intended to be short to medium term interventions, with benefits apparent within two to five years. However the overall strategy has been designed with a view to achieve long term impact, with some benefits continuing to develop for ten to fifteen years and beyond.

Aims of rural strategy
Carlisle, 2023



In the context of ongoing economic uncertainty, interventions should boost survivability and growth in existing sectors.

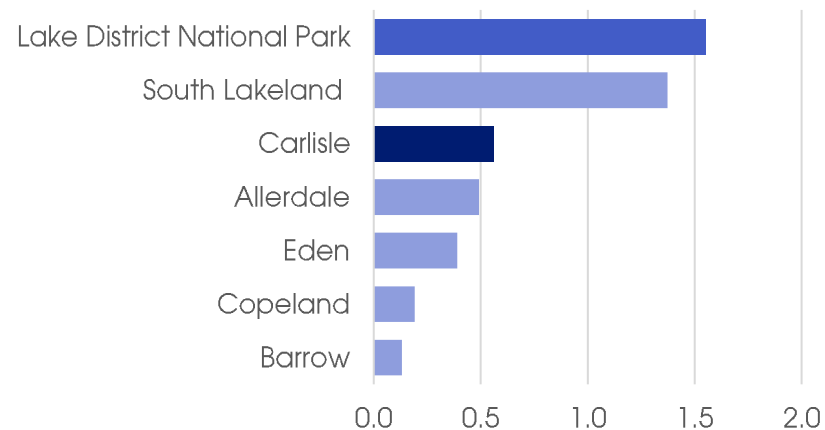
Now is the time to double down on current strengths, foster peer networks and provide cross-industry support to access financial resources and advice that builds on existing business support. In the short to medium term, a focus on the development of rural hubs with enterprise centres, affordable co-working spaces and the provision of rural services will help existing businesses to remain open, safeguard local jobs and ensure that households can continue to meet their needs within the local economy.

Having left the European Union’s Common Agricultural Policy, it remains unclear what the United Kingdom’s funding model for farming will be. Particular attention should be paid to ensure that agriculture-specific support is accessible to farmers.

Objectives related to first aim of rural strategy
Carlisle, 2023



Total economic impact of tourism
Cumbria, 2019, £ millions



Rural hubs will help to attract greater footfall and facilitate economic development in the long term.

Most new businesses are started in Carlisle as entrepreneurs and small business owners are attracted to the lifestyle that the district offers. While progressive planning and strong business services won’t hurt, any attempt to be overly prescriptive within this strategy with respect to which new industries to target is unlikely to present good value for money.

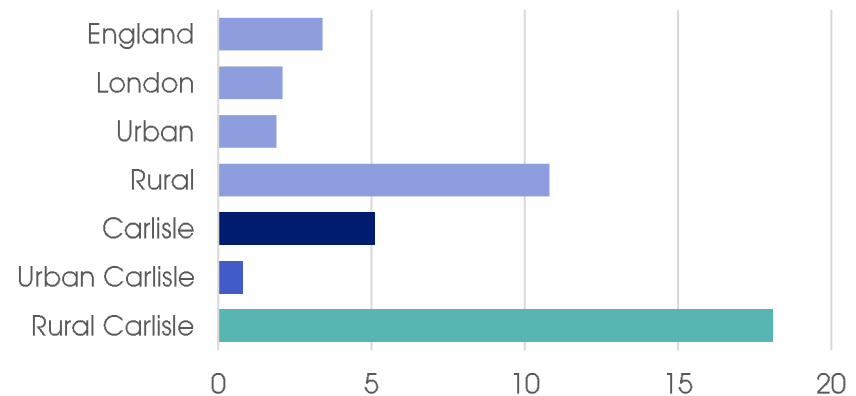
A coordinated approach to marketing Carlisle’s tourism offering in conjunction with that of the rest of Cumberland is likely to have a significant impact on the value of the visitor economy by increasing the number of visitors at any one time, increasing their spend and extending the tourism season. Experiential tourism is rising in popularity and festivals and special events provide a real opportunity to drive high-value, year-round green tourism.

Almost one in five in rural Carlisle can't receive fast broadband, versus one in ten in other rural areas.

A lack of digital connectivity limits access to jobs, education, and services, and has a negative impact on businesses and the promotion of the visitor economy. While broadband and mobile connectivity is rolled-out and upgraded across other parts of Carlisle with the support of the Borderlands Digital programme, rural hubs should offer public broadband access alongside workspaces and service provision.

But the need to travel will remain. And for this residents in rural Carlisle continue to be dependent on private cars. This is partly associated with older residents, but largely due to the reduced availability of alternatives with thin public transport services and a lack of appropriate active travel infrastructure, including safe walking and cycling routes between towns and villages.

Proportion of houses unable to receive 30 megabits per second upload speeds
Lower super output areas, 2022, per cent



Objectives related to second aim of rural strategy
Carlisle, 2023



Increasing data and digital capability will unlock new digitally-enabled models of transport provision.

Such platforms can be flexible in the services they provide to meet demand, increasing their commercial viability, while providing greater convenience for users. Building on the experiences of Cumbria County Council's Rural, Village and Community Wheels programmes, new models of 'feeder services' such as shared taxis and demand-responsive transport, could be trialled. Digital applications for car and ride-sharing can make these services easier to use.

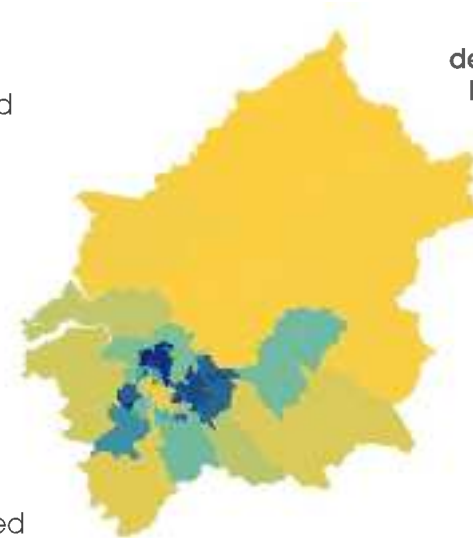
The extension and improvement of cycle paths and walking routes that connect into the ongoing upgrades to active travel opportunities in Carlisle city centre will help local people access services, education, and work in local hubs and support the growth of green tourism options.

As more activities move online, high streets and town centres may look different going forward.

This provides smaller, local businesses an opportunity to move into now vacant spaces. But with lower barriers to entry there is a risk that profit-margins could be eroded. It may be prudent to convert current retail space to flexible workspaces, or even affordable residential buildings. It might be necessary to support local businesses with grants to ensure that high streets remain balanced and productive during this transition.

Ensuring that the appropriate quantum of affordable housing is made available within rural hubs could help to entice more working age households to the area and make local service provision more viable. Communities will be encouraged to work proactively with their planning authority to identify private and public sector vacant buildings to repurpose and improve.

Objectives related to third aim of rural strategy
Carlisle, 2023



Index of multiple deprivation, indoors living environment score
Carlisle, 2022, national scale

While houses are not especially expensive, housing quality is poor, and fuel poverty remains a concern.

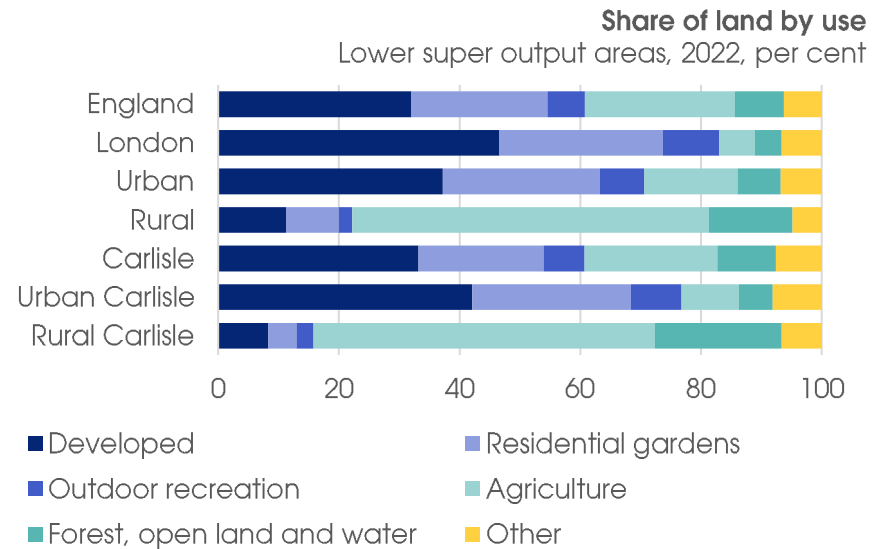
The index of multiple deprivation score for indoors living environment measures houses that don't have central heating, and that fail to live up to the 'Decent Homes' standard. Rural Carlisle is high on both these measures. Poorly insulated housing that is unconnected to mains gas will require owners to spend much more on alternative fuel sources to heat, incurring further unseen costs of everyday living.

The costs associated with improving energy efficiency are high and many households will be unable to afford the upfront investment required to improve insulation and switch fuel sources. But such investments are vital to reduce fuel poverty and meet environmental targets. Lobbying central government for additional funding to support this will be important.

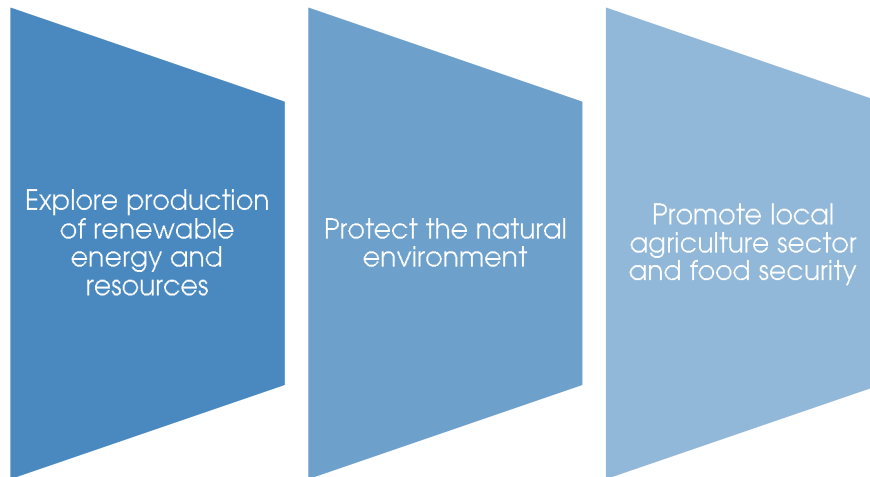
Rural Carlisle has plenty of land that could be used for multiple purposes and a wealth of natural capital.

The district currently generates relatively small amounts of renewable energy considering its land mass and rurality. Though some communities have historically been opposed to the development of projects in their local areas, perceptions may be changing with the current energy crisis. Renewable energy generation via solar panels, biomass or wind turbines, energy storage could potentially take place on land that is also used for agriculture and or tourism purposes.

This presents both an opportunity to attract investment to the district, but also means that protecting the environment must remain a priority now and in the future. With natural disasters such as floods likely to continue rising, measures to prevent against environmental degradation are needed.



**Objectives related to fourth aim of rural strategy
Carlisle, 2023**



The main two uses of land in Rural Carlisle are for agriculture and for forestry, open land and water.

Although it accounts for only a small proportion of both local jobs and economic output, agriculture is an important feature of rural Carlisle’s local landscapes and identity. Very little of its land is suited for crops and cereals so most of the farming in the district is livestock-related. It contributes almost two per cent of England’s cattle despite accounting for less than one per cent of total farmed area.

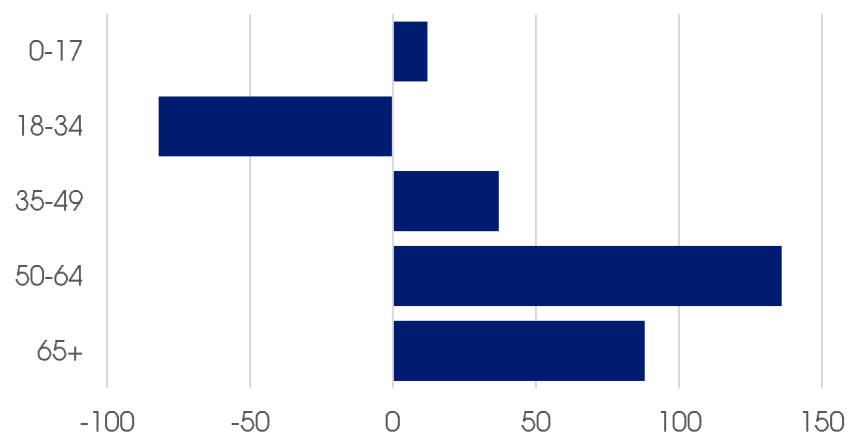
This presents both an opportunity to attract investment to the district, but also means that protecting the environment must remain a priority now and in the future. With natural disasters such as floods likely to continue rising, measures to prevent against environmental degradation are needed.

Younger people and older people tend to leave Carlisle, while the middle-aged move in.

Many people leave the district upon finishing secondary school, and inward migration is dominated by those aged 50 and older. This migration pattern is not entirely bad for Carlisle – older people are likely to have greater professional experience and savings, and older workers remain productive.

However, sectors that tend to rely on entry-level and other junior staff to fill customer service roles, often face recruitment challenges. This migration pattern limits Carlisle’s ability to coordinate early-career training in priority skills areas and ‘brain drain’ remains a risk as some students seek education and professional opportunities in larger cities. The importance of ensuring the availability and accessibility of quality education leading to local jobs must not be overlooked.

Net number of people migrating in by age group
Carlisle, 2020



Objectives related to fifth aim of rural strategy
Carlisle, 2023



Promoting and enhancing Carlisle’s strengths will help to attract and retain economically active residents.

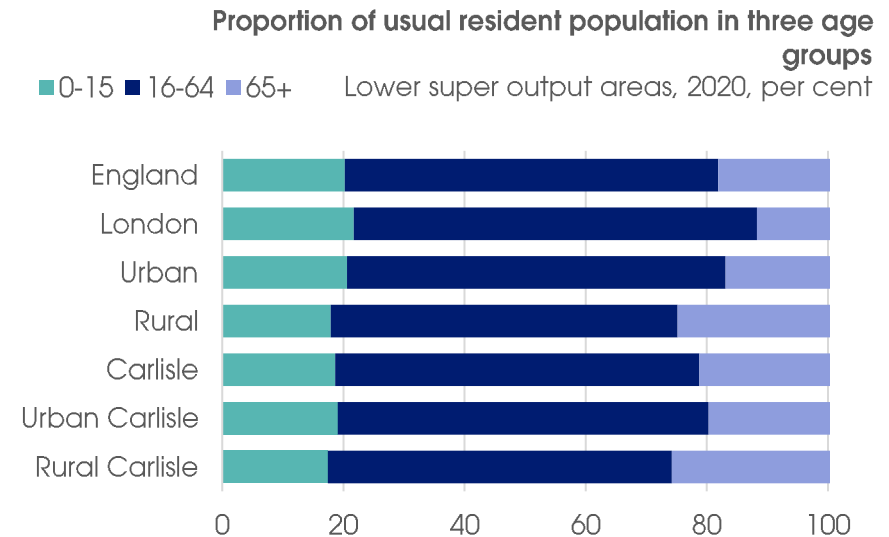
People choose to migrate for diverse reasons, and it is not the aim of this strategy to reduce this in an absolute sense. However, by promoting the opportunities offered to workers, and particularly to young people—such as its strong transport links elsewhere in the United Kingdom, University of Cumbria campuses, proximity to beautiful outdoor spaces, culture and engaged communities—rural Carlisle may be able to capitalise on changing work and lifestyle preferences post-pandemic. This could help to create a larger and more balanced workforce.

Skills gaps will be closed by signposting employers and employees to training, and by bringing service providers, students and employers together in rural hubs to make sure that there is a pipeline of talent that is relevant to the roles available.

Over a quarter of the population of rural Carlisle is over the age of 65, making it ‘super-aged’.

With such a large proportion of older people in the population, more spending is required on services such as social work, healthcare and public transport, while making it more difficult for local businesses to fill vacancies.

Official population projections suggest that this trend is only likely to increase over time, as both young and working-aged people look set to decline relative to older people. However, these projections were developed before the pandemic, and are based on historical trends continuing. With the rise of remote working, and the potential to live away from key metropolitan areas without losing out on earnings potential the demographics of rural Carlisle could look very different.



Objectives related to sixth aim of rural strategy Carlisle, 2023



Decisions can be tailored to local needs by continuing to engage with the Borderlands Place Plan community-led regeneration frameworks.

Rural Carlisle has a strong community of volunteers. By providing structured volunteering opportunities, communities are not only better able to address issues important to them, but it also helps to combat poor mental health among the individual volunteers by increasing social and purpose-driven activities.

There is scope within this strategy to support the social economy to provide needs in local communities and foster pride in place. As far as possible parish councils and community groups will be encouraged to play a role in its delivery. While much of this strategy has focussed on coordinating the development of rural hubs, empowering local groups will help to accommodate a hyperlocal response to specific needs outside the market towns.

Pragmatix Advisory Limited

enquiries@pragmatixadvisory.com
020 3880 8640
pragmatixadvisory.com

Registered in England number 12403422
Registered address: 146 New London Road, Chelmsford, Essex CM2 0AW
VAT Registration Number 340 8912 04

Meeting Date: 02/03/2023
 Portfolio: Cross-cutting
 Key Decision:
 Policy and Budget Framework No
 Public / Private Public

Title: Overview Report and Scrutiny Annual Report
 Report of: Policy and Scrutiny Officer
 Report Number: OS.07/23

Purpose / Summary:

This report provides an overview of matters related to the Scrutiny Panel’s work. It also includes a draft of this year’s Scrutiny Annual Report for comment.

Recommendations:

Members are asked to:

- Note the items within Panel remit on the most recent Notice of Key Executive Decisions.
- Consider and comment on the appended Scrutiny Annual Report 2022-23.

Tracking

Executive:	Not applicable
Scrutiny:	Place 02/03/23
Council:	Not applicable

1. Notice of Key Decisions

1.1. The most recent Notice of Key Executive Decisions was published on 20 January 2023. This was circulated to all Members and is available on the CMIS section of the Council’s webpages. The following items fall within the remit of this Panel:

Items that are included in the Panel’s work programme:

- None

Items that are not included in the Panel’s work programme:

- None

2. References from the Executive

2.1. None

3. Progress on resolutions from previous meetings

3.1. The following table sets out the meeting date and resolution that requires following up. The status is presented as either “completed”, “pending” (date expected), or “outstanding”. An item is considered outstanding if no update or progress has been made after three panel meetings. All the completed actions will be removed from the list following the meeting.

	Meeting date	Minute reference	Action	Status
1	01/12/22	PLP.41/22	2) That the Policy and Scrutiny Officer provide a written response to the Panel regarding whether the Rural Strategy would continue to be a joint document with Eden District.	Pending
2	19/01/23	PLP.07/23	(2) That the Economic Assessment report be circulated to the Panel for their information.	Pending
3	19/01/23	PLP. 08/23	5. Requested that an update on the next phase of the design be brought back to the Panel if possible.	Complete Chair agreed that this would not be timely.

4. Scrutiny Annual Report 2022 – 23

4.1 The Constitution: Article 6 – Overview and Scrutiny Committees, 6.03 Specific functions [c] states that:

'Annual report. Overview and scrutiny committees must report annually to full Council on their workings and make recommendations for future work programmes and amended working methods if appropriate'.

4.2 The draft Scrutiny Annual Report, including the comments from the People Panel Chair, is provided as an appendix to this report. Members are asked to consider the information provided and comment on any amendments or further information that this report should provide.

5. Contribution to the Carlisle Plan Priorities

5.1. The scrutiny of Carlisle Plan items that fall within the remit of this Panel contribute to ongoing policy development.

Contact Officer: Rowan Jones

Ext: 7257

**Appendices
attached to report:**

1. Draft Scrutiny Annual Report 2022-23

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

- None

CORPORATE IMPLICATIONS:

LEGAL –

PROPERTY SERVICES -

FINANCE –

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

INFORMATION GOVERNANCE –

Overview and Scrutiny Annual Report 2022-23



**CARLISLE
CITY-COUNCIL**

www.carlisle.gov.uk

Introduction

Carlisle City Council has three scrutiny panels:

- Place Scrutiny Panel
- People Scrutiny Panel
- Resources Scrutiny Panel

Resources Scrutiny Panel has oversight of budget matters and financial planning. Due to Local Government Reorganisation (LGR) in Cumbria being due see Carlisle City Council merged into a larger Cumberland Unitary Authority in April 2023, there has not been a requirement for budget or development of financial plans during this scrutiny year.

Place and People Scrutiny Panels have met regularly over the year working with officers to ensure that their scrutiny activity is targeted at the most important issues and decisions that are facing the City Council as Carlisle responds to the rising cost of living, goes through the Local Government Re-organisation process in Cumbria and builds upon the many opportunities that are open to us.

What is Scrutiny and why is it important?

Scrutiny is a process to ensure that decisions taken by the Council reflect the needs and priorities of communities in Carlisle. Scrutiny is carried out by Councillors who understand and promote the concerns of the people who elected them, connecting decision makers to local communities.

Council decisions can be made by Council Officers, by the Council's 'Executive' (the political leadership) and by full Council (all Councillors).

Scrutiny Panels are made up of Non-Executive Councillors who work together, across political parties, to understand why decisions are made and how the Council is performing to deliver the best possible outcomes for Carlisle and its people. Scrutiny Panels do not have decision-making powers; their role is to challenge and make recommendations that influence decision makers.

Local Government Re-organisation

On 1 April 2023 Carlisle City Council will become part of a new Cumberland Council under Local Government Re-organisation (LGR) in Cumbria.

Over this year, 2022-23, a Shadow Cumberland Authority has existed that has included shadow scrutiny arrangements. The Shadow Scrutiny Committee has considered matters relating to the Shadow Cumberland Authority, while City Council Scrutiny Panels have considered matters within the remit of Carlisle City Council. As the LGR process has developed, the effective handover of services and strategic priorities has been a recurring theme in scrutiny discussions at the City Council.

The Chairs of Place and People Scrutiny Panel engaged with a Cumberland Shadow Scrutiny Task and Finish Group that was considering future scrutiny options for Cumberland Council. The Chairs shared their experiences of the Place and People scrutiny model at Carlisle, programme planning and lessons learned from the City Council's recent work in restructuring its scrutiny arrangements.

Comment from Leader of the Council, Councillor John Mallinson

It's been another busy year for all the Scrutiny Panels and a lot of hard work has gone into making a very positive contribution to various policies and work programmes that this council is undertaking.

There are many projects that have kept us busy including the Garden Village with its associated new Carlisle Southern Link Road and the very important Borderlands project which will deliver the Station hub as well as the rejuvenation of the Citadels and surrounding area. We also have the Towns Deal and the Future High Streets Fund. We look forward to seeing the redevelopment of the Central Plaza site and also to seeing the Hooper's building redeveloped. Carlisle City Council has been heavily involved, in many cases leading, on these projects.

The Executive have appreciated the Scrutiny Panels work in carrying out in-depth and forensic examinations as well as exploring all options and helping formulate policy; as well as keeping an eye on our day-to-day activities.

As we come to the end of the line for the City Council I hope that the new Cumberland Authority is able to continue that work that our Scrutiny Panels have done to add value to the work of this council; both Councillors and officers working on behalf of residents and the wider community, working with our partners to achieve this.

Once again, I would like to thank Scrutiny and the Officers on behalf of myself and my Executive Members for all the hard work you do and a particular thanks to the Chairman and Vice-Chairman who come along and report to our Executive Meetings on behalf of Scrutiny.

Place Scrutiny Panel Chair's Report, Councillor James Bainbridge

As Place Panel comes to the end of its final year, there are several themes that have come through in our consideration of the reports and the briefings we have received:

Let's take a moment to reflect on our success

We concluded the year with full occupancy of the Junction 44 project, and a new swimming baths. Both are commercial and large infrastructure projects that have come within budget and with only marginal slippages in timescale. Firm project management has been the key to much of this by experienced officers. Going forward, if the new Cumberland Council adheres to these principles across projects such as the Morton mixed use site, it will bode well for the City's prospects as a whole.

The challenge of inflation

With inflation in the construction sector having spiked in 2022, the scope for future projects may become more easier to quantify in terms of future costings for the coming year. The challenges of this has been a problem for the management of grant-led investment schemes and the ambitions of the City to grow outwards in terms of infrastructure and housing. This has also impacted the flow of information to the Panel. Officers have rightly held back on submitting reports, so that additional work can be undertaken, and this can be seen in several reports such as the High Street Fund and the Garden Village Delivery Vehicle, which have slipped in timescale to such an extent that they will feed into the new Cumberland Authority for scrutiny, rather than ourselves.

The need to move away from reports

Over the last we have, to some extent, tried to move away from being a Panel that receives reports as our sole source of information. We have benefited from presentations by Riverside over the regeneration of housing stock in the west of the city, and a field trip to Talkin Tarn was able to focus the Panel on the potential that investment in the site could release for the wider population.

I would like to take the opportunity to thank officers who have attended the Panel over the last 12 months, the panel members who have assiduously attended the panels and actively contributed on the issues. Lastly, if I could thank Rachel, Jacqui and Rowan for their work and support to the Panel. I am sure that we wish them all well in the new Cumberland Authority.

People Scrutiny Panel Chair's Report, Councillor Colin Glover

<<To insert>>

Comment from Portfolio Holder for Communities, Health and Wellbeing

I would like to put on record my thanks to the People Scrutiny Panel for all the positive work that you have done over the last twelve months. As a panel you have looked at issues that cut across over many portfolio areas but have an impact of Health and Wellbeing in the City

People Scrutiny Panel over the last year has looked at a large range of issues. The scrutiny work programme also includes Performance Reports to ensure that that the council is on track for continuous improvement within all service areas. It has helped me keep on track issues that have arisen in my portfolio area; so improving outcomes.

We have had some very good reports presented to People Scrutiny Panel from our Healthy City Team covering:

- World Health Organisation and work that this council has done and then been asked to present at an international conference on Health Issues that we have been able to take to the community.
- Healthy City Committee working with our NHS partners, Cumbria County Council Local Committee Team, Works and Pensions, the Third Sector and our Armed Forces.
- Children\ youths and their wellbeing.
- Various other issues too many to cover now but a big thank you for looking into them.

This list is in addition to all the various cross cutting items from other portfolio areas which have an input on our health and wellbeing.

To end, I would like to say thank you to the Panel for your hard work - it's a team effort and I really believe that your work has helped to form positive policy and working practices for our communities.

Resources Scrutiny Panel Chair's Report, Councillor Christine Finlayson

<<To insert>>

