

# **ECONOMIC DEVELOPMENT BEST VALUE REVIEW SUMMARY REPORT**

## **EDBVSG REPORT**

**Meeting 24 April 2006**

### **1. INTRODUCTION AND SUMMARY**

**1.1** The Council has carried out a review of economic regeneration in accordance with government Best Value guidance to ensure that it is making effective use of its resources. In particular it has

- Challenged why the service is being provided
- Compared performance with others
- Embraced fair competition
- Consulted with local tax payers, customers and the wider business community

**1.2** The scope of the economic regeneration role has been informed by the Audit Commission guidance note on “Economic and Community Regeneration” and is considered under four main aspects

- A strong and diverse local economy
- Quality jobs and decent incomes for all
- Vibrant town and district centres
- Inclusive and cohesive communities.

**1.3** A Steering Group was established together with an Officer Working Group. The Officer Group includes staff from Economic Development and Local Plans, Finance, Cultural and Leisure Services and Policy Units. The Steering Group membership was

Councillor Peter Connolly (Chair)

Councillor Henry Wormstrup

Councillor George Clements

Councillor Brian Dixon

Councillor Keith Hitchen

Corporate Director (Economic Prosperity and Sustainability)

Carol Robertson, Secretary

Head of Leisure and Environmental Services

Head of Economic Development and Local Plans

Senior Policy Officer

John Head, Cumbria Chamber of Commerce

- 1.4** The work of the Steering Group was reported back to the Council through the Improvement Plan Board and the Economic Well Being Overview and Scrutiny Committee
- 1.5** The following baseline information has been assimilated and has been stored electronically on the corporate Best Value F-Drive.
- A trawl through relevant studies and strategies and plans to establish a data base, review of the factors affecting the local economy and how they are currently being addressed as a desk study and then in two "brainstorming" exercises with the officer group., This led to an assessment of what the Council was doing to deal these key factors, what others were doing and whether any intervention or policy change was required
  - A scoping review by consultants, Reenergise, of the Council's economic regeneration role with inputs from a Citizens Panel survey on economic regeneration issues and detailed interviews with 25 stakeholders. The review then made recommendations on the issues to be considered further
  - Visits to Carlisle and Hartlepool Councils, both of which have received good gradings for their economic development performance from the Audit Commission
- 1.6** The Phase 1 report summarises the baseline information by reviewing the local economy, looking at the reasons why it is difficult to attract and develop businesses, and then comparing this to what the Council and other economic development agencies are actually doing on the ground. Since economic regeneration is principally an enabling activity the report also assesses how effectively the Council works with partners. Against this information the initial review of good practice and consultation is considered and the results of the "challenge" role of the external members of the Steering Group.
- 1.7** The Phase 1 report then establishes an Action Plan which includes some actions which the Council is recommended to take to improve present delivery and identifies some issues which require a more detailed review in Phase 2.
- 1.8** The work was carried out during a period of great change at Copeland. Firstly between Phases 1 and Phases 2, the Council underwent a full restructuring process, which had a fundamental affect on the economic development function which experienced very significant change. Much of the change was informed by the first phase of the review. As a result of this the completion of Phase 2 was delayed until spring 2006. In addition, in response to an invitation from the Governmental West Cumbria Strategic Forum all West Cumbria partners agreed to carry out jointly a root and branch review of its direction, programmes and delivery process related to economic regeneration. To some extend this major exercise, which is due to report in summer this year has overtaken some elements of our review process. As a result an number of action have now been incorporated into this joint work and they are reflected in the final Action Plan produced as Section 4.

- 1.9** The Phase 2 section of this report, therefore, sets out the actions that have been taken and implemented during the review period as well as setting out in a final action plan actions that need to be carried forward after the closure of the review process.

## **2. PHASE 1 REPORT**

### **2.1 Introduction**

- 2.1.1** This Phase 1 report summarises the baseline information by reviewing the local economy, looking at the reasons why it is difficult to attract and develop businesses, and then comparing this to what the Council and other economic development agencies are actually doing on the ground. Since economic regeneration is principally an enabling activity the report also assesses how effectively the Council works with partners. Against this information the initial review of good practice and consultation is considered and the results of the “challenge” role of the external members of the Steering Group.
- 2.1.2** The Phase 1 report then establishes a Phase 1 Action Plan which includes some actions which the Council is recommended to take to improve present delivery and identifies some issues which require a more detailed review in Phase 2

### **2.2 THE LOCAL ECONOMY**

#### **Overview**

- 2.2.1** Copeland has an economy that is in decline due to the loss of jobs in manufacturing and a lack of investment in service sector employment and in growth sectors of the national economy. Between 1990 and 2001 there was a 14% decline in the overall number of jobs in Copeland and 3000 manufacturing jobs have been lost since 1995. Further indicators of this decline are
- The Gross Domestic Product (GDP) per head of population in West Cumbria is now well below regional and EU figures and in the last five years has had a steeper relative decline than virtually any other region in the EU.
  - Hand in hand with this reduction in jobs has been a 3.9% overall loss of population over the last ten years including a very high 30% loss of population in the 20 to 30 age group.
  - The value of the business property base as measured by Business Rates has had reduced over the period 1995/6 to 2002/03 by an annual 5.4%. This is the worst performance of any District in England
- 2.2.2** Unemployment in Copeland is at its lowest for 25 years with 1300 registered unemployed. However the unemployment rate of 3.1% is above the national average and one of the worst in the region. Long term unemployment particularly in the over 40s is well above the national average. Recent research by DTZ Pinda shows that counting the hidden unemployed (early retired, long term sick and those on training schemes) would more than double the rate
- 2.2.3** Levels of deprivation in Copeland are high. In the latest Index of Deprivation, nearly half the wards are within the worst 20% nationally, the key themes being unemployment, low household income and poor health. These wards are concentrated in the four main towns and often associated with a low demand housing market and a lack of (or a threat to) community services and facilities

**2.2.4** Copeland has not been able to attract new jobs or investment of sufficient scale to match those that have been lost. However areas where jobs have been created over the last ten years are

- Westlakes Science and Technology Park. Currently supports 800 jobs principally in the nuclear industry but also in environmental and health informatics research and in a technical contact centre. Most recently the Government has announced that the headquarters of the Nuclear Decommissioning Authority will be at Westlakes (see below) creating directly a further 200 jobs
- Tourism has created a modest number of direct jobs in accommodation and attractions and the spend generated by visitors has increased by 224% over the last ten years and now supports a total of 3084 jobs in the Copeland economy. Nonetheless the area has the least developed tourism industry in Cumbria
- The Vertex Call Centre in Whitehaven. The only substantial inward investment over the last ten years it currently supports 155 jobs
- A small number of local small employers who have developed their external markets and are operating successfully from Copeland. They include Tornado Wire in Millom, Woodhalls of Wabertwaite, Bollman who took over the Kangol distribution centre at Cleator, Harsh Environments at Egremont and Romar Workwear in Whitehaven.
- The public sector generally but in particular the West Cumberland Hospital which is the second largest employer in Copeland providing 1500 jobs and, in the south of the Borough, Haverigg Prison.

### **Business performance**

**2.2.5** The Copeland economy is dominated by British Nuclear Fuel's Sellafield Works. In 2003, 12,000 people were employed on site (35% of all jobs in the Borough) with a further 2,600 dependent on the plant through linkage in terms of goods and services provided. Over half employment in Copeland is directly dependent on the nuclear industry and many more service jobs rely upon the demands and spending power of the workforce and their dependents. Conversely there is under-representation in the service sectors, including financial services, hotels and restaurants and distribution.

**Table 1 Employees by business sector 2001**

Industrial sector	Copeland		N West	GB
	Nos	%	%	%
Agriculture and fishing	406	1.5	0.6	1.0
Energy and water	473	1.8	0.7	0.8
Manufacturing	8624	32.8	16.4	14.2
Construction	1099	4.2	4.6	4.5
Distribution, hotels and restaurants	4681	17.8	24.9	24.3
Transport and communications	518	2.0	5.9	6.1
Banking, finance and insurance, etc	3084	11.7	16.2	19.6
Public administration, education and health	6449	24.6	26.1	24.3
Other services	923	3.5	4.6	5.2
<b>Total</b>	<b>26257</b>			

**Table 2 VAT registration, de-registration and stocks (2002)**

<i>Numbers</i>	Allerdale	Barrow-in-Furness	Carlisle	Copeland	Eden	South Lakes	Cumbria	England and Wales
Registration	230	75	230	95	215	375	1,220	160,975
De-registration	220	115	225	90	200	305	1,160	161,735
<i>Net change</i>	<i>+10</i>	<i>-40</i>	<i>+5</i>	<i>+5</i>	<i>+15</i>	<i>+70</i>	<i>+60</i>	<i>-760</i>
<i>Stock at year end</i>	<i>3,125</i>	<i>970</i>	<i>3,025</i>	<i>1,460</i>	<i>3,110</i>	<i>4,690</i>	<i>16,370</i>	<i>1,581,810</i>
<i>Percentages (based on District stock at year end)</i>								
Registration	7.4	7.7	7.6	6.5	6.9	8.0	7.5	10.2
De-registration	7.0	11.9	7.4	6.2	6.4	6.5	7.1	10.2
Net change as %y/e stock	+0.3	-4.1	+0.2	+0.3	+0.5	+1.5	+0.4	0.0

*Source: NOMIS (IDBR 2002)*

**2.2.6** Business formation rates are very low. In 2002 VAT registrations as a percentage of the stock of all VAT registered businesses in Copeland stood at 6.5% compared to the England and Wales average of 10.2%. There was an improvement in 2003, with 140 registrations, giving a figure of 9.0% of all businesses. Looked at another way as a percentage of working age population even with the improved 2003 figure the Borough is still in the worst 10% performing Districts in the Country.

**2.2.7** In 2002 Copeland had a small increase in business stock, mainly due to increased activity in the hotel/restaurant sector. Most of the VAT registered businesses are in agriculture, wholesale/retail and restaurants/hotels, reflecting the high numbers of small employers. It should also be noted that many small businesses deliberately stay below the £55000 VAT threshold and are not picked up in these figures.

### **Future of the nuclear industry**

**2.2.8** Between the 1940s and 1990s the Sellafield site was a source of steadily increasing well paid jobs in an industry with a long term and rosy future based specifically on the reprocessing of irradiated fuel from nuclear power stations and the management of the associated waste products. During this time the growth in jobs at Sellafield masked the decline in other areas of manufacturing in West Cumbria. However since the mid 1990s the nuclear industry has been undergoing a period of change

both in its organisational management, in the role of nuclear fuel in a national energy policy, and in the way in which radioactive waste is managed. This is expected to result in the loss of 8000 jobs in the period from 2010 to 2020 and will exacerbate the fragility that already exists in the rest of the local economy.

- 2.2.9** The Government has established the Nuclear Decommissioning Authority (NDA) to oversee the treatment and interim management of the legacy wastes from the nuclear programme and the run down of the magnox nuclear power stations in the UK. The assets of the current operator of the Sellafield site, British Nuclear Group (BNG) (previously BNFL) will pass to the NDA and BNG will become a contractor. Taking a conservative estimate the NDA will have a budget of £1 billion a year to spend on nuclear waste management in Copeland for the next ten years. Even allowing that this includes current spend by BNG it clearly represents a real economic opportunity. The NDA and the Government have signed a Memorandum of Agreement to ensure that the local community gets the maximum benefit from this investment. In acknowledgement of this commitment and the real threat to jobs in the nuclear industry a high level West Cumbria Strategic Forum has been set up under the Chairmanship of the Secretary of State for Trade and Industry to oversee these new arrangements

## **2.3 FACTORS INFLUENCING INVESTMENT AND JOB CREATION**

### **Remoteness and poor transport links**

- 2.3.1** Copeland is on the periphery of Europe. The principal town of Whitehaven is further away from London and Brussels than any other town in England and Wales. Copeland is cut off from the national motorway network by the Lake District. The most convenient road route to West Cumbria from the south is the A66/A595 trunk road from J40 on the M6. This is 15 miles further than coming through the Central Lakes and still requires a journey of 60 minutes or more from J40 on what is mainly a single carriageway road.
- 2.3.2** Since denationalisation times on the West Coast Main Line have remained static and the service unreliable. The sleeping car service from Carlisle is no longer available. Over the next few years track improvements and new rolling stock have the potential to allow a fast rail link to the South East. However the rail link into Copeland along the Cumbria Coast Line is slow and takes over an hour to reach Whitehaven from the main line
- 2.3.3** Regional airports at Manchester, Glasgow, and Newcastle are 2.5 to 3 hours away. Carlisle Airport at present has no scheduled service. Feasibility work to develop an airstrip in West Cumbria indicates that a manned and serviced facility would not be viable

Accessibility is a key location factor for many businesses. Local evidence from a University of Newcastle study (Wylie and Hague 1994) of potential inward investors confirmed that poor access was a significant disadvantage. More recently the Vertex call centre has found the location unpopular with clients because it will often involve an overnight stay.



## **Land and premises**

**2.3.4** Copeland has a substantial supply of land allocated for employment use in the Local Plan or with planning permission. The schedule of sites shows a significantly greater supply than the Cumbria Joint Structure Plan estimate of the need over the next five years

**2.3.5** The issue is not about overall land supply but about the quality of the supply. In the current market conditions for industrial and commercial buildings rent levels are such that the private investor is unable to make a commercial return. There is therefore no speculative building. Recently the curb on the English Partnerships Partnership Investment Programme (PIP) by EU State Aid rules has also meant that there has been no public gap funding available. As a result there are, currently, no new industrial units available in Copeland

**Table 3 Employment sites in Copeland**

Site	Existing site available	New allocation	JSP 5 year requirement	Permitted use <sup>2</sup>
<b>Business/Science Park</b>	<b>46.25</b>	<b>20.00</b>	<b>10.00</b>	<b>B1</b>
<i>Regional Investment Site</i> Westlakes	46.25	20.00 <sup>1</sup>		
<b>Strategic Employment Site</b>	<b>12.70</b>		<b>5.00</b>	<b>B1,2,8</b>
Whitehaven Commercial Park	12.70			Also bulky retail
<b>Local Employment Site</b>	<b>50.77</b>		<b>13.00</b>	<b>B1,2,8</b>

<i>Whitehaven</i>				
Haig Enterprise Park	0.20			
Sneckyeat Road	3.80			
Red Lonning	0.60			
Micklam Brickworks	1.05			+ special uses/ leisure
<i>Cleator Moor</i>				
Leconfield	2.55			
Leconfield Extension	11.90			+ leisure
Cleator Mills	4.40			
<i>Egremont</i>				
Bridge End	1.10			
Bridge End Extension	5.60			
<i>Millom</i>				
Mainsgate Road	3.75			
Devonshire Road	1.20			
Former ironworks	***			
<i>Others</i>				
Beckermest Industrial Est	7.25			
Furnace Row, Distington	4.20			
Frizington Road, Frizington	1.00			
Scalegill Rd, Moor Row	0.57			Consent for haulage
Station Yard, Moor Row	0.60			
Rowrah Station Yard Ext.	0.30			
Seascale Rural Workshops	0.70			
<b>Employment Opportunity Site</b>				
Millom Pier		4.32		B1, leisure
Rhodia/Huntsman		tbc		Rationalisati on +
Pow Beck Whitehaven		tbc		B1/B2/amen ity
				B1, retail leisure

**Note:** Class B1 is business use and includes offices, research and development, studios, as well as light industry.  
Class B2 is general industrial use  
Class B8 is use of storage or as a distribution centre

**2.3.6** In 2002 the Council sold its interest in the Sneckyeat Road (Whitehaven) industrial site to North West Development Agency having decided that it did not have a core role in providing industrial sites and premises and that the NWDA would have greater resources available to invest. Nonetheless the main industrial estates

continue to be of poor environmental quality. In addition the recent announcement by Huntsman and Sekers that they are closing their operations in Whitehaven has provided further brownfield employment development opportunities although in the case of the Huntsman site there are contamination problems

**2.3.7** There is a need to be clear where future demand will lie. Evidence suggests that it will be in four areas

- A high quality business environment suitable for the head office of nuclear contractors, nuclear technology services, environmental research and higher education facilities
- Cheaper but still good quality accommodation for nuclear clean up contractors
- Town centre or edge of centre locations for office and retail development particularly in Whitehaven
- One off opportunities which will require a flexible and rapid response. The possibility of a rebuilding and relocation of the West Cumberland Hospital is an example

*Quantitative supply side details are from the Copeland Local Plan currently under review. Cumbria Inward Investment Agency and West Cumbria Development Agency confirm that the land and property "offer" in Copeland is poor. However there is a lack of research on market demand*

### **Workforce skills**

**2.3.8** The West Cumbria employment market is relatively small. This makes it all the more important that the right skills are available in that workforce. There is less room for error than there would be in a city region such as Manchester. At present the characteristics of the workforce in Copeland are

- Poor educational performance at KS3
- High levels of poor literacy and numeracy
- Low levels of adults with NVQ4+
- Lack of relevant skills such as customer skills, ICT skills and business planning
- Lack of entrepreneurial skills
- Good production line and process skills
- A reputation for loyalty and hard work

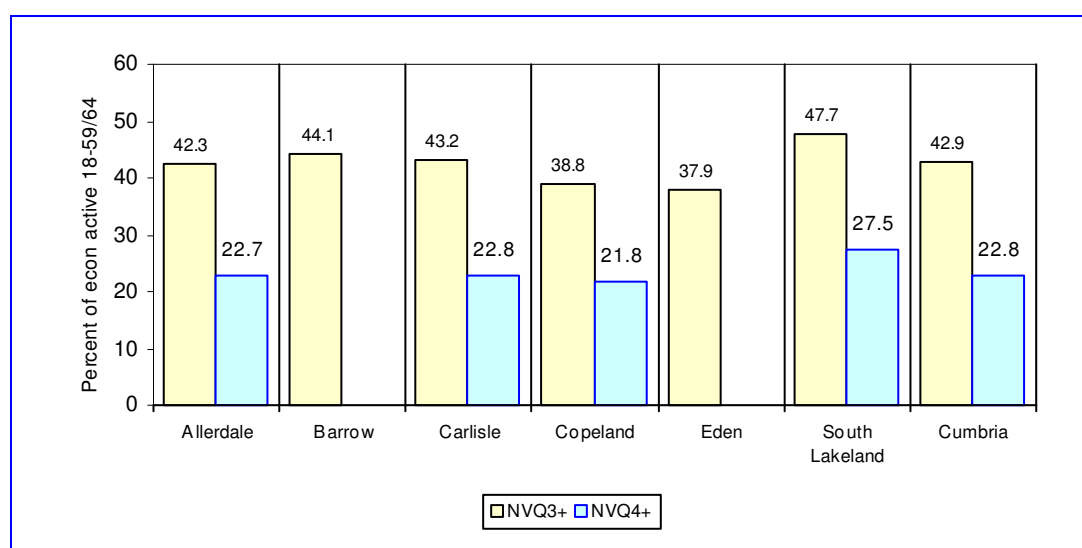
**2.3.9** In 2004 two out of the five State Secondary schools in Copeland were well below the LEA and National average at KS4 which also reflected in the case of these schools a high proportion of pupils with Special Educational Needs (SEN). The "value added" by secondary schools (which measures how much pupils improve) was, apart from Ehenside and Wyndham, close to the County average.

**Table 4 GCSE Performance by Secondary School**

	2003		2004			
	5+ A* - C	5+ A* - G	5+ A* - C	5+ A* - G	With SEN	Value added KS2 – 15yr
LEA Average	52.9	89.1	55.3	89.1	13.4	983.7
England Average	52.9	88.8	53.7	88.8	15.9	1000.0
Ehenside	30.0	86.0	22.4	73.1	31.3	949.2
Millom	54.0	90.0	54.4	92.8	16.0	989.9
St Bees	92.0	95.0	81.0	81.0	5.4	1039.8
St Benedicts	50.0	90.0	56.0	89.0	12.9	970.4
Whitehaven	38.0	85.0	50.2	85.7	17.6	980.9
Wyndham	44.0	90.0	42.7	85.4	24.6	959.0

Source: DfES School Performance Tables

- 2.3.10** Copeland has lower than the County average participation rates in post 16 learning and the lowest participation rate in Cumbria for entry into higher education. Hand in hand with this it also has a lower percentage of its economically active residents with NVQ3 and NVQ4 qualifications than the County average.

**Table 5 NVQ3 and NVQ4+ equivalent qualifications by District: District comparison (percentages economically active residents aged 18-59/64) 2003**

Source: NOMIS LFS March 2002-February 2003, based on 211,000 econ. active residents aged 18-59/64 Barrow & Eden NVQ4+ statistically unreliable

***The educational process in West Cumbria which takes children through compulsory years towards A level/University or training/work is in comparative terms, only moderately successful and has specific areas of difficulty stemming from social, economic and cultural factors in particular communities***

*Learning and Skills Council Cumbria : Strategic Options for Reform p63*

- 2.3.11** Copeland has a reputation for loyalty and hard work, with 57% of employees in their present job for over 5 years; in fact 44% have been with the same employer for over 10 years. There are also good production line and process skills, with a much higher than average number of residents employed as plant/machine operators. However there is a significant mismatch with the current needs of employers

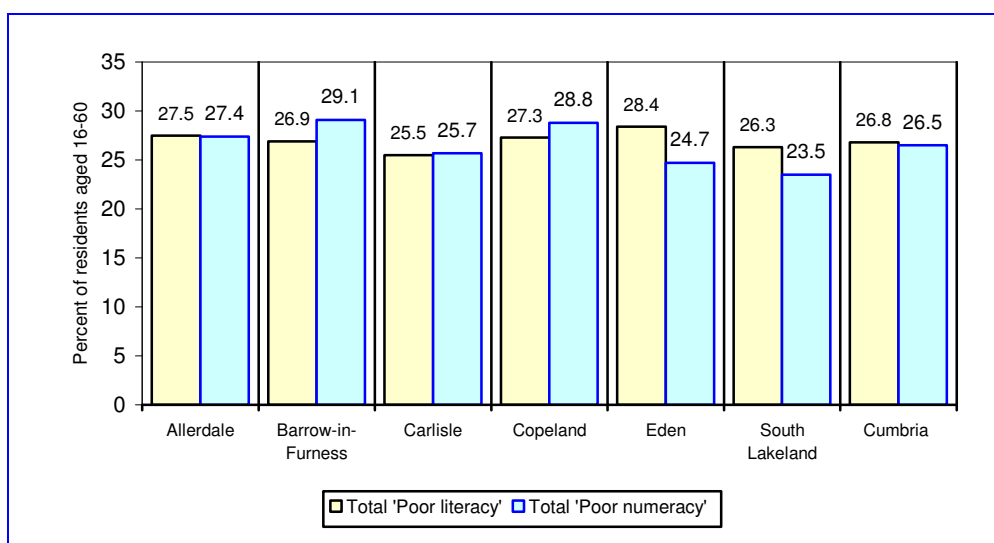
***The main issue relating to adult skills and skills development is that there is some disconnection between what the local economy needs in terms of skills and what skills are being developed either by employers themselves or by the learning infrastructure. The economy's main difficulties are with intermediate skills (manual crafts, IT and technical skills), but these are either not being developed in sufficient numbers, or are not effective in meeting employers needs ..... Participation in Apprenticeship by adults appears not to fill the gap sufficiently – either because numbers in the programme are too low or because many apprentices do not achieve***

*Learning and Skills Council Cumbria : Strategic Options for Reform p64*

### **Basic skills**

- 2.3.12** Adequate basic skills (literacy and numeracy) are important not only for getting a job but also for learning and training. For instance someone with poor literacy and poor numeracy would be unlikely to be able to achieve a grade A-C at GCSE. The Basic Skills Agency (BSA) estimates that literacy and numeracy are lower in Cumbria than across England. According to the BSA estimates, there are about 77,600 County residents aged 16-60 with poor literacy and about 76,500 with poor numeracy (in some cases, these may be the same individuals). District-level comparisons (see chart) suggest that Copeland has comparatively high levels of poor literacy and poor numeracy

**Table 6: Basic skills – literacy and numeracy: District comparison (percentages of residents aged 16-60 who have ‘poor literacy’ and ‘poor numeracy’)**



Source: Basic Skills Agency estimates 2001  
<http://bsa.broadshow.net/welcome.php>

**2.3.13** Ward-level comparisons reveal much greater variation than is apparent at District level. Nationally 24% of the 16-60 age group have poor numeracy and 24% poor literacy. In Copeland Distington, Mirehouse, Sandwith, Melthwaite and Millom Without wards had over 30% of 16 – 60 year olds with poor literacy suggesting that it is in part a rural problem. However poor numeracy is concentrated in the deprived urban wards with Cleator Moor South, Distington, Frizington, Mirehouse and Sandwith with a rate of over 33%.

### **Business competitiveness**

**2.3.14** On the evidence available against the national picture Copeland businesses generally

- Are less likely to be using ICT effectively
- Are not developing their workforce potential
- Have to compete with the high wages at Sellafield

*Copeland businesses have the lowest use of ICT and the lowest use of the website for provision products and service - 29.8% of Copeland businesses surveyed do not have any ICT provision compared to the County average of 20.8%. This view is further supported by West Cumbria Development Agency who administered the Rural Recovery Grant during the FMD epidemic in 2001. 50 companies were supported by the ICT grant, with the majority of these requiring the grant for the purchase of basic equipment such as a PC, rather than for the development of systems. Before the current Connecting Copeland project, there was no existing ICT provision for small businesses in Copeland.*

*2002 Employer Survey : Cumbria Economic Intelligence Partnership,*

**2.3.15** Perversely Copeland has the highest average wage rates in Cumbria and one of the highest in the region. This is a result of the rates paid in the nuclear industry and reinforces the importance of the industry in the area. However this means that the loss of expenditure in the local economy associated with job losses at Sellafield will be the greater. It also makes it difficult for other employers to compete with these salaries and remain competitive

### **A place to live**

**2.3.16** The social and physical environment does not normally come very high up the list of factors influencing business investment. It is still a factor and likely to become more so as employment becomes more knowledge and ICT based. Copeland has a number of attractions

- Two thirds of its area is in the Lake District National Park and St Bees Head and the Duddon Estuary also provide outstanding scenery
- Its main town, Whitehaven, has an attractive restored Georgian town centre and harbour.
- Little congestion on the roads and short journey to work times within West Cumbria
- Low crime rates
- Cheap housing
- Good access to a range of public services including health, leisure, education services

**2.3.17** However there are some issues which have an adverse impact on investment in Copeland

- No university and limited availability of HE. This is a major contributor to the out migration of young people and it is a disadvantage in seeking to attract knowledge based employment particularly to Westlakes
- The lack of a sub regional shopping, cultural and service centre and, conversely, retail centres in Millom, Cleator Moor and Egremont which are struggling to survive
- There is a lack of awareness of what Copeland has to offer. But when people do have a perception of West Cumbria then it is as an industrial backwater with a degraded environment and the stigma of being "where Sellafield is". In this context Sellafield is seen as unattractive
- A relatively high level of deprivation and associated with this large areas of unattractive housing and low levels of educational achievement

- 2.3.18** There is also the real possibility that the current population loss together with the public sector looking for greater efficiency through the centralisation of services will result in not more services but cut backs in the existing level of service.

**The transfer of some operations and services to Carlisle following the rebuilding of the West Cumberland Hospital is a current case in point as the Copeland MP Dr Jack Cunningham says**

**“The process of considering options for the Acute Hospitals Trust will continue until the Spring of 2005.....An acute hospital will be retained in West Cumbria.....We must ensure above all that it is fit for purpose and delivers a full range of high quality hospital services to the people of West Cumbria”**

*Quotes from the Whitehaven News website : [www.whitehaven-news.co.uk](http://www.whitehaven-news.co.uk)*

## **2.4 WHAT THE COUNCIL IS TRYING TO ACHIEVE**

- 2.4.1** The Council has in place a draft Copeland Economic Regeneration Strategy and Action Plan. This has been informed by the regional and sub-regional context which is

- The NW Regional Economic Strategy
- The Cumbria Sub-regional Strategy
- The Furness and West Cumbria New Visions Strategy
- The West Cumbria Community Strategy

- 2.4.2** The overall vision of the Strategy is that Copeland is an area :

- With a broad and diverse stock of highly valued employment opportunities, building on our world class natural and technological assets
- Where all residents have the appropriate skills, desire and opportunity to succeed in the world of work and enterprise
- Recognised by all as an attractive place to live and visit

- 4.4.3** The Strategy sets out 12 Action Areas which are reflected in the Council’s Corporate Plan.

Copeland Economic Regeneration Strategy	Council Corporate plan
Harnessing nuclear skills and knowledge	Managing the impact of the nuclear industry is a key Council activity with an established focus and resources AN2 Maximise the economic and social benefit of the nuclear industry
Developing the tourism market	AE1 A stable, even growing, population in Copeland achieved by creating new jobs in a range of industries and sectors, at a rate at
Further diversification into other growth sectors	



Drawing greater economic value from our natural assets including the Lake District and coast	least equal to the art they are being lost
Boosting the image and profile of Copeland both regionally and nationally	
Boosting the competitiveness of the existing base of small and medium sized businesses	AE4 Opportunities for local businesses to establish and grow
Developing communications links	AE2 An effective transport infrastructure
Ensuring all communities are able to play an active role in work and enterprise	AL5 Active inclusive communities; increased resident satisfaction with their local neighbourhood; villages and townscapes communities have pride in
Refreshing and renewing our built environment, providing attractive town centres and residential areas	
Provide opportunities for the existing and next generation, retaining young people of all abilities	AE3 Improved chances for young people to take up employment opportunities when they arise, for example by raising skill levels and removing barriers for people with disabilities and young families AL7 Access to a broad range of educational opportunities, including higher education locally
Developing the capacity and reputation of our FE and HE infrastructure	
Achieving a step change in our ability to successfully deliver regeneration	AQ4 Manage resources effectively and efficiently

**2.4.4** The Council's Corporate Plan has four elements addressing the economy, the nuclear industry, quality of life and social inclusion and the quality of services and service delivery. The first three are a reflection of the themes of the West Cumbria Community Plan and are about "what" the Council does rather than "how" and are summarised as

Issue	Creating and sustaining a healthy local economy	Impact of the nuclear industry	Social inclusion and deprivation
Response	Creating economic prosperity and regeneration	Managing the impact of the nuclear industry	Quality of life and social inclusion
Priority themes	<ul style="list-style-type: none"> <li>• Employment</li> <li>• Investment</li> <li>• Skills</li> <li>• Business development</li> <li>• transport</li> </ul>	<ul style="list-style-type: none"> <li>• Natural environment</li> <li>• Employment</li> <li>• Skills</li> </ul>	<ul style="list-style-type: none"> <li>• Health and social care</li> <li>• Community safety</li> <li>• Housing</li> <li>• Culture</li> <li>• Education</li> <li>• Built environment</li> <li>• Natural environment</li> </ul>

**2.4.5** From the priority themes are five aims, which relate directly to economic regeneration

- Create a stable, even growing, population in Copeland by creating new jobs in a range of industries and sectors, at a rate at least equal to the rate they are being lost (AE1)
- Maximise the social and economic benefits of the nuclear industry (AN2)
- Create an effective transport infrastructure (AE2)
- Improve access to jobs for local residents through training and support (AE3)
- Assist the development of local businesses (AE4)

**2.4.6** The Council has a number of quantitative and qualitative measures to measure success. The key quantitative output is jobs created in the Copeland economy. Since 2001/02 there has been a target of creating 5000 jobs in 10 years although this does not take into account the latest forecast of job losses at Sellafield. Over the last three years the current target has been exceeded by a small amount.

**Table 3 New jobs in Copeland 2001/04**

	<b>2001/02</b>	<b>2002/03</b>	<b>2003/04</b>	<b>Total</b>
All new jobs	523	678	480	1681
Inward investment	46	282	75	403
start up/ reinvestment	78	165	132	375
regeneration	35	11	54	100
partnership				
other	364	220	219	803

**2.4.7** By 2007 the Council will expect to see the following qualitative and quantitative economic regeneration targets met

- As a result of a sustained focus on job creation a further 1500 jobs being established over the period 2005/07
- The Nuclear Decommissioning Authority headquarters located at Westlakes and a growing number of new jobs related to the nuclear clean up programme and its technological spin out created and benefiting local people
- A number of major projects providing the infrastructure for investment under construction or completed including:
  - the opening up of the Pow Beck Valley in Whitehaven for development
  - environmental improvements to the coastal fringe south of Whitehaven
  - the opening up of construction on two further development platforms at Westlakes
  - the successful occupation of new workspace in the converted Cleator Moor Co-op
- Unemployment levels in Copeland are moving closer to the regional figure and more job opportunities for young people

- Regeneration programmes have achieved good progress so that our four towns will be more attractive places to live, work and invest.
- The commencement of the Parton to Lillyhall Improvement Scheme on the A595 and a commitment from the Government to an ongoing improvement programme to the A595/A66 link between Copeland and the M6
- The development of a new good quality hotel and the commencement of an enhanced tourism marketing and events campaign for the Western Lake District resulting in a substantial increase in visitors to Copeland
- A site for a new hospital in Copeland agreed. The hospital will be a centre of excellence for a substantial range of medical specialisms and the investment will have been use to increase the training and employment of hospital staff in West Cumbria

**2.4.8** The Council addresses social inclusion and the quality of life issues through a range of service led themes with the aim of improving the quality of health, community safety, leisure and cultural services, housing, education and the environment. Currently the Corporate Plan does not clearly pick up the neighbourhood renewal agenda which reflects the inter-relationship of these activities and economic deprivation at a town and neighbourhood level. However these themes do also impact on the economy in the general sense that quality of life issues are relevant to decisions to live or invest an area. More specifically of relevance to economic regeneration are the quality and availability of the whole spectrum of education from pre school to university and quality and choice in the housing market. Key qualitative targets with the greatest impact on economic regeneration by 2007 are

- Significant progress in the development of higher education provision
- Area based housing renewal action in South Whitehaven and Cleator Moor
- Key stage 4 educational performance in Copeland schools improving faster than the national average

**2.4.9** Key performance targets are measured on a quarterly basis and are set out in Table 4 below

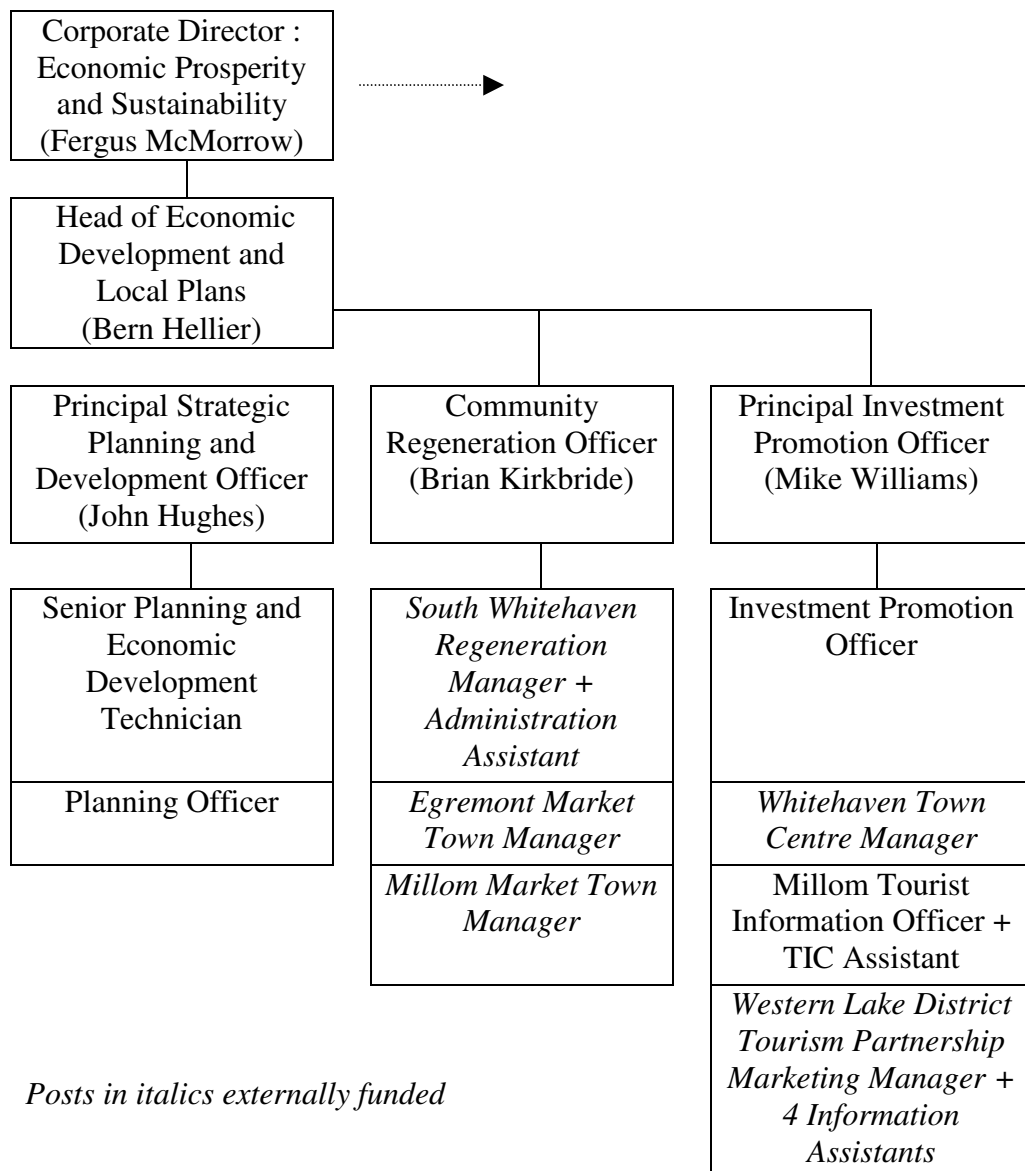
**Table 4 Economic Development Performance Monitoring 2001-04**

		2001/02		2002/03		2003/04	
		target	actual	target	actual	target	actual
	<b>Inward investment and business support</b>						
<b>1</b>	jobs created by inward investment	500	46	250	282	250	75
<b>2</b>	investment leads resulting in a visit to Copeland	20	23	24	23	31	23
<b>3</b>	Number of investments	5	26	5	3	6	1
<b>4</b>	staying visitors in Copeland ( 000's)	350	313	350	329	368	N/A
<b>5</b>	day visitors attending festivals/events supported by the Council ( 000's )			250	83.3	250	228
<b>6</b>	jobs created/safeguarded by	50	78	85	165	100	132

	business start up and expansion/reinvestment						
7	health rating of four town centres in Copeland against other Cumbria centres	28		25	N/A		N/A
	<b>Employment initiatives</b>						
8	job outputs from Regeneration Partnerships supported by the Council		35	25	11.3	42	54
9	unemployed people into work through Council funded initiative	30	10	10	11		N/A
10	advice and guidance to unemployed/ redundant	200	516	250	527	250	717
11	percentage moving from advice/guidance into work (%)	10	21	20	25.9	20	17.2
	<b>Infrastructure</b>						
12	jobs supported by Cleator Moor Business Centre	90	218	150	212	150	213
13	jobs supported by Council owned workshop units		94	100	70	70	70
14	Brownfield housing completions as % of total completions	60	46	45	25.2	50	18.2
	<b>General</b>						
15	total jobs assisted/unassisted		523	500	689	500	480
16	gap between Regional unemployment rate and the Copeland rate (%)	1.1	1.4	1.1	0.5	0.3	0.5
17	Gap between Priority 2 Area Unemployment Rate & Copeland Rate	2.0	3.1	2.0	2.8	2.0	1.4
18	Copeland District National Unemployment Rank (out of 354)	50	41	50	43	50	49
19	Whitehaven TTWA Unemployment Rank (out of 207)	30	29	40	30	40	21
20	net cost per job (£)	3000	2301	3000	1785	3000	3436
21	net expenditure per capita on Economic Development (£)	4.32	4.12	4.32	4.76	4.75	4.53
22	Total number of jobs in Copeland		26257		27808		n/a

## 2.5 WHAT ARE WE DOING

- 2.5.1** The Council has recently restructured, establishing a Regeneration Department responsible for Economic Development, Housing and Planning. It has also set up a separate Nuclear Issues Department to deal with the wide ranging impact that the industry has locally, including of course its economic impact. These new arrangements reflect the dominant influence of the nuclear industry on the area and the need for a corporate approach to regeneration in which the Council treats economic regeneration as cross cutting issue. New staffing structures will be in place by 31 March 2005. Until then responsibility for the core economic well being role lies with the Economic Development and Local Plans Department.



**2.5.2** The EDLP Service Plan for 2004/05 has actions set against the five economic regeneration priorities

**1. Promotion of Investment and Business Support (Corporate Aims AE1 and AE4)**

<b>Support projects that directly lead to job creation</b>	
<b>How</b>	<p>This is the role of the Council acting proactively to create jobs but also reacting to opportunities. Specific actions will be</p> <ul style="list-style-type: none"> <li>• Continue to fund the Copeland Business Grant and the Connecting Copeland business support programme</li> <li>• Lead role in key regeneration projects : Cleator Moor Co-op, Town Centre development opportunities including the Mark House site, sale of Ginns Depot</li> <li>• Develop Council policy on supporting local businesses through our Procurement Strategy</li> <li>• Support the work of Cumbria Inward Investment Agency and West Cumbria Development Agency and associated investment enquiries</li> <li>• Support the Western Lake District Tourism Partnership and a local events programme</li> </ul>
<b>What When</b>	<p>6 new Business Grants by March 2005  50 businesses benefiting from Connecting Copeland project by March 2005  Cleator Moor Co-op funding in place by July 2004  Procurement Strategy in place December 2004  Full tourism and marketing and events programme implemented</p>
<b>Who</b>	Mike Williams

<b>Deliver the North West Coalfields Programme in Copeland</b>	
<b>How</b>	Act as the Accountable Body for the Programme and set up arrangements for the submission and appraisal of projects within the financial limits of the Programme
<b>What When</b>	<p>Detailed project submissions to be made June 2004  £100k grant funding for 2004/05 committed December 2004</p>
<b>Who</b>	Bern Hellier

<b>Deliver a regeneration programme in Whitehaven based on the Pow Beck Masterplan</b>	
<b>How</b>	Following up work on a masterplan for the Pow Beck Valley/ coastal fringe to the south of Whitehaven town centre the Council will work with West Lakes Renaissance and other partners to agree a Whitehaven Regeneration Implementation Plan and the Whitehaven Town Centre Development Framework
<b>What When</b>	<ul style="list-style-type: none"> <li>• Whitehaven Implementation Plan and Town Centre Framework in place December 2004</li> <li>• Work commenced on the English Partnerships led Haig Pit environmental improvements</li> </ul>

<b>Who</b>	Bern Hellier
<b>Comprehensive approach to renewing our communities in greatest need (cross cutting activity that also supports Corporate Aims AL 5 and AL7)</b>	
<b>How</b>	<ul style="list-style-type: none"> <li>• Work with local regeneration partnerships to develop and put in place approved programmes in Millom, Egremont, Cleator Moor, South Whitehaven and other targeted wards.</li> <li>• Develop proposals for addressing low demand housing through the designation of the Cleator Moor Housing Renewal Area</li> <li>• Achieving physical renewal particularly through our HERS programme and developing a bid for a Townscape Heritage Initiative in Whitehaven</li> <li>• Focusing our environmental management resources on these communities to improve both the actual and perceived quality of the environment in our more deprived wards</li> </ul>
<b>What When</b>	<p>Cleator Moor and South Whitehaven Delivery Plans approved May 2004</p> <p>Millom Strategy in place January 2005</p> <p>Egremont and Cleator Moor Masterplans in place July 2004</p> <p>Cleator Moor Housing Renewal Area declared March 2005</p>
<b>Who</b>	Currently cuts across a number of departments. The EDLP lead role is with Brian Kirkbride

**2. Maximise the social and economic benefits of the nuclear industry (Corporate Aim AN2)**

<b>Maximise the benefits from the nuclear industry</b>	
<b>How</b>	<p>Ensure the Memorandum of Agreement is in place between the Government, the NDA, the NWDA, and the West Cumbrian local authorities. This provides the framework to</p> <ul style="list-style-type: none"> <li>• Ensure the NDA comes to Copeland</li> <li>• Influence NDA strategy to ensure maximum number of jobs retained on site for as long as possible and that there are no sudden unmanageable changes to numbers</li> <li>• Support West Lakes Renaissance in developing proposals for the expansion of Westlakes</li> <li>• Work with partners to ensure that local businesses benefit from NDA investment</li> <li>• Ensure that local people have the skills required for the clean up operation</li> </ul>
<b>What When</b>	<p>Memorandum of Agreement in place November 2004</p> <p>Commitment from NDA to Westlakes December 2004</p> <p>Westlakes Masterplan prepared September 2004</p> <p>Ensure provision for the above benefits made in Industry near Term Workplans for 2005/6</p>
<b>Who</b>	Fergus McMorrow

### 3 Create an effective transport infrastructure (Corporate Aim AE2)

<b>Lobby to improve Transport and Communication Infrastructure</b>	
<b>How</b>	<ul style="list-style-type: none"> <li>• Lobby against A595 detrunking</li> <li>• Lobby for commitment from DfT for improved link to the M<sup>A</sup></li> <li>• Develop rural Broadband capability working in partnership with CIBI, Connecting Copeland, Allerdale BC</li> </ul>
<b>What When</b>	A595 detrunking inquiry held March 2005 Lillyhall/Parton Improvement on track NWRA study on access to West Cumbria December 2004 All Copeland BT Exchanges converted to Broadband March 2005
<b>Who</b>	John Hughes

### 4. Improve access to jobs for local residents through training and support

1 Assist at least 105 unemployed people in to work	
<b>How</b>	<ul style="list-style-type: none"> <li>• Support existing ILM and Community Enterprise agencies through our role as Accountable Body in the South Whitehaven SRB Programme and the NW Coalfields Programme</li> <li>• Continue to support Cleator Moor Business Centre</li> <li>• Local Public Service Agreement on disabled people into work</li> <li>• Develop Council policy on the use of local labour</li> </ul>
<b>What When</b>	Service Level Agreement in place with Cleator Moor Business Centre June 2004 Funding for 3 projects assisting the unemployed in place September 2004 Local labour in construction concordat agreed December 2004
<b>Who</b>	Brian Kirkbride

### 5 Manage resources effectively and efficiently (Supports Corporate Aim AQ4)

<b>Ensure that resources and infrastructure are in place to deliver objectives</b>	
<b>How</b>	<ul style="list-style-type: none"> <li>• Seek the continuation of the West Cumbria Development Fund and the Copeland Employment Initiatives Fund (previously the Copeland Training Fund)</li> <li>• Work with the Coalfield Communities Campaign, EP, the Regional Housing Board and GONW for support for addressing low demand housing issues in Copeland in the 2004 Spending Review</li> <li>• Work closely with West Lakes Renaissance in the delivery of their Business Plan and the delivery of the Objective 2 Priority 2 and Priority 3 Action Plans</li> <li>• Attract further NWDA investment through a new Economic Strategy and Action Plan for Copeland "Gearing Up for Change"</li> </ul>
<b>What When</b>	Continued commitment from NDA to the West Cumbria Development Fund agreed March 2005



	West Cumbria and Furness Low Demand Housing Strategy in place December 2004 West Lakes Renaissance Year 1 Business Plan successfully implemented March 2005 Gearing Up for Change bid to NWDA June 2004
<b>Who</b>	Strategic Management Team Bern Hellier

- 2.5.3** The key financial resources are those in the Economic Development and Tourism budgets. Some £566,928 is budgeted to be spent on the economic development function in 2004/05. This includes £207,833 unavoidable expenditure (capital financing and a sinking fund for the North Shore rock armour). The remaining £359,095 is a significant sum and is principally taken up with staff costs and recharges through service level agreements. The largest recharges are from finance, senior management, IT, legal services and property services, together with the cost of space in the new Copeland Centre
- 2.5.4** The tourist information budget principally funds the Tourist Information Centre in the Market Hall, Whitehaven although through its grants budget it also contributes to the running of Millom and Egremont TICs and provides the Council grant contribution to the Cumbria Tourist Board
- 2.5.5** The Beacon budget is heavily skewed towards the costs of maintaining the building and the staffing costs necessary to cover all the year round 6 days a week opening.

**Table 5 Revenue budget 2004/05**

	<b>Economic development</b>	<b>Tourist information</b>	<b>The Beacon</b>
<b>A. Discretionary delivery costs</b>			
Salaries and overheads inc transport	165401	58586	142636
Supplies and services	4971	18442	87030
Service level agreements	89202	9660	32305
Premises cost	12230	8096	168254
Grants and marketing	86875	11000	
Industrial units inc insurances	17796		
<b>Expenditure</b>	<b>376475</b>	<b>105784</b>	<b>430225</b>
<b>Income</b>	<b>17400</b>	<b>12300</b>	<b>84450</b>
<b>Net discretionary expenditure</b>	<b>359075</b>	<b>93484</b>	<b>345775</b>
<b>B. Committed costs</b>			
Capital financing	198833		149047
North Shore sinking fund	9000		
<b>Net committed expenditure</b>	<b>207833</b>		<b>149047</b>
<b>Total expenditure</b>	<b>566908</b>	<b>93484</b>	<b>484822</b>

- 2.5.6** A key element of the revenue budget is the grants element which allows the Council to act in an enabling role to “purchase” services or outputs from other agencies or to work in partnership with them.

**Table 6 Grants budget 2004/05**

	<b>Economic development</b>	<b>Tourist information</b>	<b>Contingency/ other</b>
Grants (revenue)			
West Lakes Renaissance	25000		
Cumbria Inward Investment Agency	17500		5000
Western Lake District Tourism Partnership	10000		
Cleator Moor Business Centre	3500		
Millom Station TIC and Museum	3500	2526	
Egremont TIC		3000	
Cumbria Tourist Board		3617	
Hadrians Wall Tourism Partnership	1375		
Rural Projects Fund	1000		
Rural Development Programme	2000		
Endeavour visit			3000
Events programme	20000		
Marketing	3000		
Cycleway management			10000
Total revenue	86875	9143	18000
Grants (capital)			
Groundwork West Cumbria	25000		
West Cumbria Development Fund	62000		
Total capital	87000		

- 2.5.7** Those elements of the Council’s capital programme linked directly to economic development are

	<b>Total</b>	<b>Council</b>
Egremont Regeneration Officer	86033	18344
Millom Regeneration Officer	37737	0
Millom Operational Plan	35000	0
Market Towns Initiative	22500	22500
Coalfields programme	60000	60000
Copeland Economic Strategy	34053	0
Whitehaven Town Centre Development Framework	140000	0
Whitehaven Town Centre Manager	108696	0
Connecting Copeland	59450	0
Cleator Moor Old Co-op	142146	1430
Total	<b>725615</b>	<b>102274</b>

## **2.6 PARTNERSHIP WORKING**

- 2.6.1** Much of the work of the Council is achieved through supporting external partnerships. An initial trawl has identified some 33 such partnerships all of which involve officer and/or Member time. A subjective assessment of the performance of these partnerships against the question “how well do they deliver against the Council’s objectives” suggests that a more detailed review should be taken of the effectiveness of the following key partnerships

North West Regional Assembly	The Assembly has a statutory role in producing the Regional Spatial Strategy (which underlies the current County Structure Plan and our Local Plan). The Council is a paid up Member but does not take an active role in the Key Priority Groups where policies are developed. This has caused difficulties particularly in relation to regional road improvement priorities where the Council has had to fight a rearguard action
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West Cumbria Partnership (the Local Strategic Partnership)	<p>Has a statutory role in the delivery of a Neighbourhood Regeneration Strategy but also is now well established as the body that delivers the Community Strategy.</p> <p>West Cumbria Partnership has a long way to go to really command the commitment of all the relevant agencies and the community. The big issues are</p> <ul style="list-style-type: none"> <li>• The failure of the “community led” approach to drive the strategy (although this perhaps also reflects the lack of local authority ambition/ability to do so)</li> <li>• The lack of real commitment to the Community Strategy</li> <li>• The process led approach of much of the officer time and Member time</li> </ul>
Cleator Moor Partnership	<p>The current Cleator Moor SRB Programme is led by Cleator Moor Development Limited established as a Company Limited by Guarantee by a strong grass roots partnership. The Council has provided both revenue and capital funding over the last five years. However the SRB Programme is coming to an end and the community support has been lost. There have been personality conflicts and a loss of direction. There is an urgent need to identify a mechanism to take forward a continuation regeneration programme</p> <p>Arrangements for a new partnership approach based on a Delivery Group of key agencies are in train</p>
South Whitehaven Partnership	<p>The Council is the Accountable Body for the SRB Programme and employs the Programme Manager. The Council has not contributed directly to the running costs but has contributed to the programme, mostly through the Copeland Unemployment Initiatives Fund.</p> <p>Coming towards the end of the SRB Programme and partnership is not well supported by community representatives. This is the most deprived area in Copeland with a need for an ongoing programme to address unemployment, poor health, low demand housing and other regeneration issues. An exit strategy is under consideration. One option is to bring the partnership under the wing of the Whitehaven Regeneration Group</p> <p>The present arrangements are unsatisfactory</p>
Groundwork West Cumbria	<p>Council gives £25k per year core funding. Good record for attracting external funding and community based environmental work including an ILM team. Financially overstretched and undergoing a</p>

	<p>fundamental review of its role which has already resulted in a decision to focus on the landscape and ILM team and environmental business support.</p> <p>The issue here is bringing the three local authorities together to agree a further three year business plan to include provision for the proper management (including financial)</p>
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**2.6.2** In addition to the performance of partnerships is a general concern over the proliferation of partnerships with overlapping and sometimes duplicating roles. A key concern in this respect is in strategic policy making with the main partnerships being : Cumbria Vision, Cumbria Strategic Partnership, West Cumbria Strategic Forum and West Cumbria Partnership. Issues identified are

- Duplication between Cumbria Vision and West Cumbria Strategic Forum
- Relationship between these sub-regional partnerships and the West Cumbria Partnership
- The over-riding importance of the West Cumbria Strategic Forum and therefore the need to ensure that its Action Plan is informed by the existing strategic arrangements and similarly is then embedded in local delivery partnerships
- The changing nature of the relationship with the County Council which is now seeking a more proactive role in economic development. Associated with this is the likelihood that Cumbria Inward Investment Agency and the Cumbria Regeneration Support Team will form a core part of that County Council role. There is a question as to how effective they will be in serving the interests of Copeland

## **2.7 CONSULATATION**

**2.7.1** The Council carried out, in 2003, with the help of consultants Regenerise, questionnaire surveys of a local focus group and of local economic regeneration partners. The findings are summarised below

### **Stakeholder interviews**

Understanding of the economic regeneration challenges

- 2.7.2** Amongst internal staff and elected members, the importance of economic regeneration (vise a visa other services) is clearly recognised. There is a clear consensus that economic regeneration is one of the top challenges for the Council and that the importance of economic regeneration was recognised across all levels of the authority (a view that was confirmed by the recent CPA inspection process).
- 2.7.3** There was less consensus on what precisely the nature of the economic regeneration challenge was. The fundamental issues arising from the future of the BNFL Sellafield plant were universally identified. Beyond this a wide range of different topics were identified as being central to the economic regeneration challenge locally, with limited consistency across consultees. Knowledge of the important New Visions document (and the breadth of the challenges identified within this

document) was somewhat patchy amongst local consultees, particularly those outside the core economic regeneration domain.

### **Information and intelligence base**

- 2.7.4** Consultees believed the information and intelligence base on which economic regeneration policy is formulated in Copeland could be strengthened. Good intelligence on specific issues had been provided through the ERM and DTZ Pleda economic impact studies but it was suggested that the Council should acquire on a systematic basis, more localised data on tourism trends and patterns and a range of different intelligence on the barriers to employment amongst local residents. Some consultees also raised the issue of policy foresighting – i.e. pro-actively scanning ministerial speeches, key legislative documents etc looking for up and coming opportunities that Copeland could attempt to harness. This is a costly exercise and not one which could be justified on the basis of benefits to Copeland alone. It may be something which could be pursued at a sub regional level. The overall message on information and intelligence was that the Best Value Review should investigate the potential for the Council to move beyond the ‘easy’ bits of information collation (something which the Council already does well) and dissemination and into more challenging areas.

### **Vision and strategy**

- 2.7.5** Overall, consultees supported the need for an economic strategy focusing on Copeland. The ‘family’ of local area regeneration frameworks also being produced (for Cleator Moor, Millom etc) should also assist in meeting these perceived gaps in the strategic frameworks.

### **A Corporate Approach to Economic Regeneration**

- 2.7.6** Some consultees questioned whether economic regeneration was genuinely a cross cutting philosophy within the Council or was seen more narrowly as a functional service area. Achieving a genuine cross cutting approach to economic regeneration is a perennial problem facing many authorities and it was suggested this should be explored further. One possible area for consideration was whether traditional service plans should just be reserved for statutory functions and that some other form of annual plan was piloted for non-statutory, cross cutting functions such as economic regeneration. Questions were raised on
- Arrangements in place for incorporating economic regeneration objectives into other departmental/business unit plans
  - Processes to generate economic regeneration strategy and policy across the council i.e. do the processes build understanding and ownership across the *whole* authority?
  - Whether Economic Development and Local Plans staff proactively disseminate key messages across the authority?

### **External relationships and alliances**

- 2.7.7** There was a strong belief from a number of consultees that the Council needs to better influence the activities of external partners (CiiA, WLR, CTB etc). Consultees argued it is a case of the Council being more muscular and proactive in

seeking its 'fair share' from those holding sub regional budgets. It was also questioned whether the Council was sufficiently outward looking from an economic regeneration perspective. Many lessons could be learnt from EU/US counterparts on a range of topics. The trip to the US on nuclear decommissioning issues was seen as positive and interviewees wanted to explore whether other (possibly less resource intensive) exercises were feasible on both nuclear and other issues.

### **Leadership**

**2.7.8** On balance, the view was that the Council has insufficient senior level resource directed at taking a strong and forceful leadership role in economic regeneration issues. This finding needs to be unpacked further as some positive examples of strong leadership (from the Council) were also cited:

- Ongoing negotiations with UK government on nuclear decommissioning
- More localised stewardship of selected area based regeneration partnerships

**2.7.9** The leadership debate also needs to be seen in the context of the growing capacity of West Lakes Renaissance who will themselves increasingly be in a better position to exert strong leadership on certain issues. Questions raised were

- Are all members of the senior team actively involved in progressing the economic regeneration challenges, ensuring they do not falter at barriers and obstacles?
- Has the leadership relationship with WLR, CCC etc been fully explored? Are there opportunities for others to take on the leadership mantle on certain issues?

### **Local partnerships**

**2.7.10** Most consultees spoke highly of the work which the Council does to encourage and facilitate local regeneration partnerships (and compared Copeland favourably to arrangements in other authorities). Looking forward there was a feeling that these support relationships could become more formalised and extensive. A number of consultees suggested there was a pressing need to strengthen the relationship between the key officers and the local business base. Whilst accepting that this was a time sapping exercise, it was suggested that improvements would yield considerable benefits in terms of understanding firms individual and collective development needs.

### **Project delivery/development**

**2.7.11** There was limited appetite for Copeland BC taking on any additional project delivery responsibilities, most consultees saw this as the natural role for West Lakes Renaissance (big projects) and thematic delivery agents. There was perceived to be too few staff within the authority with good project development skills in relation to economic regeneration (an issue which also faced partners across the whole of West Cumbria) and yet the need for these skills was likely to increase

Other 'operational' issues

**2.7.12** In addition to the points raised above a number of more operational issues have been identified

- The arrangements for overseeing tourism within the authority were queried by a small number of consultees. They suggested more of a 'joined up' approach could be developed behind a stronger strategic vision about the future direction of the tourism industry in the borough.
- There was some concern amongst (internal) consultees about the co-ordination of inward investment services within the borough, and whether the relationship with CiiA had ever been working to optimum effect.
- Some consultees believed the authority should withdraw from all elements of business support delivery (in practice the Council does very little direct delivery). Whilst a signposting service was seen as a natural area of delivery for a local authority, consultees believed *all* elements of advice, guidance and grant giving should reside with specialist providers.

### **Resourcing**

**2.7.13** The Economic Development & Local Plans Unit was seen as under-resourced by a large number of consultees. Competing demands on time dictated that staff were at best simply 'fire fighting' on certain issues. There was a feeling that if some of the issues identified elsewhere were to be taken forward (need for more effective relationship building, more and better project development skills, better understanding of the business base) there was a need to take a hard look at the absolute priorities for the Economic Development and Local Plans Unit. Consultees were clear that resources needed to be 'freed up' if additional activity areas were to be pursued.

### **Radical rethink**

**2.7.14** In light of some of the comments made during the consultation process, there appears some appetite to investigate (from a relatively radical perspective) the organisational form of the Economic Development and Local Plans Unit. There was feeling that the current three pronged structure may not necessarily reflect the priorities at this point in time.

**2.7.15** When asked what activities Copeland Borough Council should spend resources on to increase the number of jobs in the local area and improve the ability of local people to access jobs the most important were improving the infrastructure (92% of respondents said this was important) and marketing the area more effectively (89% of respondents said this was important to the area). Interestingly land and buildings (50%) was seen as much lower importance for increasing jobs in the area.

**2.7.16** Other relevant activities that respondents felt the council should put resource into (verbatim quotes):

- Leisure facilities
- Low cost housing
- Recycling
- Tourism
- More help for business
- Regenerate run down areas
- More apprenticeships



- Keep Sellafield open
- More encouragement for local businesses.

What types of activities do you think Copeland BC should spend resources on to increase the number of jobs in the local area and improve the ability of local people to access jobs?				
Base	Important Issue	Less Important Issue	Not an Important Issue	Don't know
Land and Buildings	50%	33%	14%	3%
Marketing	89%	7%	2%	2%
Support and Guidance	73%	21%	4%	1%
Promoting Tourism	71%	25%	4%	1%
Preparing Plans and Strategies	61%	31%	7%	2%
Establish Community Business	63%	30%	4%	3%
Training/Workforce programmes	73%	22%	4%	2%
Improving Town centres	61%	32%	5%	2%
Improving Infrastructure for businesses	92%	4%	2%	2%

**2.7.17** In terms of providing a critical review of the performance of the Council in economic regeneration issues, there were some areas that were seen as better than others - 56% of respondents thought that it was either very effective or quite effective in the area of improving town centres and 53% of respondents thought they were very effective or quite effective in the area of Promoting Tourism.

**2.7.18** However the Council was seen as poor in the area of improving the infrastructure by 55.7% of respondents. The council were also seen as poor by 25% of respondents in the area of delivering training/workforce skills. 19.7% of respondents thought the Council was poor in the area of Marketing Copeland.

From what you know how effective would you say Copeland BC is in the following areas?					
	<b>Very Effective</b>	<b>Quite Effective</b>	<b>Neither good or bad</b>	<b>Poor in this area</b>	<b>Not applicable</b>
Preparing Land etc	3.9%	32.2%	45.6%	8.9%	9.4%
Marketing Copeland	1.7%	23.0%	48.3%	19.7%	7.3%
Providing Support/Guidance	2.2%	19.6%	52.0%	16.2%	10.1%
Promoting Tourism	8.2%	45.1%	35.3%	9.2%	2.2%
Preparing Plans and Strategies	1.1%	23.2%	53.1%	15.3%	7.3%
Establish Community Business	1.1%	19.1%	47.8%	21.3%	10.7%
Delivering training/workforce skills	1.7%	17.2%	47.2%	25.0%	8.9%
Improving Town centres	10.3%	45.7%	28.8%	13.6%	1.6%
Improving Infrastructure for businesses	2.7%	7.1%	32.2%	55.7%	2.2%

## **2.8 LEARNING FROM OTHERS**

**2.8.1** The Audit Commission has published the result of over 60 inspections of the Economic Regeneration function of local authorities. There are some common characteristics of those authorities that are doing well

- They are clear about why they are involved and what they hope to achieve
- They draw up a socio-economic profile and consult the community to develop an understanding of local needs
- They have outcome-based targets and performance indicators
- They use economic development to tackle deprivation
- They add value within partnerships
- They seek user feedback to inform their performance management
- They collect evidence of step-change improvements, for example, in employment, the use of public space and neighbourhood renewal

**2.8.2** Members of the Best Value Economic Regeneration Steering Group have visited two authorities, Carlisle and Hartlepool, which both received a good score from the Audit Commission. Good practice which was noted included

- Carlisle City Council sees itself primarily as a "strategic leader, advocate and coalition builder" for economic development. However where it does provide services it is generally clear about these and what is being delivered. It is particularly effective in the provision and management of the Kingmoor Strategic Employment Site and in its town centre partnership work with the private sector. The Council is in the fortunate position of having a £60 million estate in the city centre and at Kingmoor which generates a healthy income
- The City Council also provides two discrete successful projects
  - A New Deal team (5 staff) delivering a Job Centre + contract of some £200k a year which is self funding
  - A Business Development Officer responsible for the Brampton Business and Tele-centre (6 staff) also externally funded through training provided by Learn Direct and Carlisle College
- Hartlepool has economic conditions very similar to Copeland although rather more extreme. It had 90 staff employed in the Regeneration and Planning Department. Copeland Council has 28 staff employed in equivalent functions. It provides clear leadership through the Local Strategic Partnership and an overarching Community Strategy.
- As with Carlisle there were examples of well focused projects under the theme "Working Solutions". These were
  - Work Route. An Intermediate Labour Market Initiative in which the Council provides a temporary contract of employment in a number of skill areas and then work with local employers to offer work placements to gain experience and skills.
  - Targeted Training. Provides basic employability certificates for local people tailored to the needs of local employers who are expanding
  - Job Build provides advertising of vacancies, support with recruitment and selection, and employment subsidies
  - Work Smart. Range of business support linked to management/personnel issues in partnership with ACAC and Business Link
  - Action Team for Jobs. A Job Centre Plus project giving one to one support to jobless people including a Mobile Advice Unit
  - Enhancing Employability. Two projects. Hartlepool College basic skills provision, Council project linking business and schools.

**2.8.3** The summary of the Audit Commission report is instructive

“Hartlepool Borough Council’s inspection score can be attributed to the Council having illustrated clear, evidence based aims and priorities. In addition, the strong performance management systems have helped the Council to achieve these aims. It has also demonstrated good project management and partnership skills”

**2.9 CHALLENGE**

**2.9.1** Phase 1 of the Review has been to test the existing view on the state of the economy, the causes of economic decline, and the aims, objectives and programmes that are in place to regenerate the economy. The Steering Group has provided an internal and external challenge to this review through the Group meetings and two brainstorming exercises on the causes (rather than the symptoms) of lack of investment

**2.9.2** It is proposed to subject the Findings and Recommendations of the Phase 1 report to a wider stakeholder scrutiny and input.

**2.10 FINDINGS AND RECOMMENDATIONS**

**2.10.1** This final section of the Phase 1 review brings together the issues and current actions which are addressing them. From this the findings reflect identified shortcomings in provision or in the delivery process, followed by recommendations on how the Council take the matter forward in the second part of the review.

## Phase 1 Findings and Recommendations

Issue	Current actions	Findings	Recommendations
<p><b>Poor image/perception</b></p> <ul style="list-style-type: none"> <li>This is a West Cumbria wide issue. Cumbria Inward Investment Agency markets to key sectors and CTB market as tourism destination. Both operate a Cumbria focused activity and limited evidence that it helps Copeland.</li> <li>Current efforts to develop West Cumbria message through Western Lake District Tourism Partnership (WLDTP) and the Rediscover Whitehaven Group and local tourism groups</li> <li>Negative impact from the nuclear industry. One of the issues underlying the Memorandum of Agreement with the NDA/ Government</li> </ul>	<ul style="list-style-type: none"> <li>Council contributes c£3k per year to CTB. CTB is to become the a Destination Management Organisation in Cumbria for the NWDA and will be the conduit for regional tourism funds and a principal delivery agent</li> <li>Council contributes £10k per year to the WLDTP</li> <li>Council is a member of the West Cumbria Strategic Forum</li> </ul> <p>It should be noted that marketing West Cumbria so as to address its poor image and perception is not one of the key roles of CIIA</p>	<p>Existing actions in addressing the poor perception of West Cumbria have had a low key impact.</p> <p>There is an opportunity to develop through the West Cumbria Strategic Forum and the LSP a comprehensive marketing strategy.</p>	<p><b>Recommendation 1</b></p> <p>A brief be developed with the support of the West Cumbria Strategic Forum to commission a review of</p> <ul style="list-style-type: none"> <li>the effectiveness of existing marketing targeted at West Cumbria</li> <li>the potential for a radical rebranding of West Cumbria</li> </ul> <p>The preferred arrangements for the promotion of investment into West Cumbria</p>
<p><b>Land and premises</b></p>	<ul style="list-style-type: none"> <li>Council is not a direct</li> </ul>	<p>Outstanding requirement for a</p>	<p><b>Recommendation 2</b></p>

<ul style="list-style-type: none"> <li>• Westlakes is a high quality Regional Employment site. Needs continues public sector support and room to grow.</li> <li>• Lack of good town centre commercial development sites</li> <li>• Poor quality industrial land and premises elsewhere</li> <li>• Council supports successful managed workspace at Cleator Moor</li> <li>• Lack of reliable data on demand</li> </ul>	<p>provider of land and premises per se and has recently sold much of its limited portfolio to NWDA. However Cleator Moor Workspace is operating from Council owned buildings and the Council is acquiring the adjacent derelict old Co-op building to convert to further workspace units</p> <ul style="list-style-type: none"> <li>• It has a role as planning authority to ensure adequate supply.</li> <li>• West Lakes Renaissance Business Plan identifies issues. Council partner in opening up of Whitehaven Town Centre and Pow valley sites</li> <li>• The Council took a key enabling role in the setting up of the Whitehaven Development Company and the subsequent investment in the harbour and the surrounding area</li> </ul>	<p>review of business land and premises needs both current and associated with the NDA clean up programme</p> <p>To address the poor quality of existing industrial estates in West Cumbria WLR has bid successfully for ERDF funding to upgrade sites linked to NDA supply chain</p> <p>In Copeland the Leconfield site at Cleator Moor has high vacancy rates and a very poor external environment</p>	<p>With partners commission a review of the provision of employment sites and premises in Copeland taking into account market demand and market opportunity</p>
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<p><b>Business performance</b></p> <ul style="list-style-type: none"> <li>Lack of jobs in growth sectors and opportunities need to be developed in nuclear related, knowledge based and service industry including tourism</li> <li>Town centres losing trade to higher level centres outside West Cumbria and to shopping over the internet</li> </ul>	<ul style="list-style-type: none"> <li>The Council has identified tourism as both a growth employment sector and an instrument in changing the image of the area. In the early 1990s it built The Beacon as the cornerstone to the harbour redevelopment. It runs the Whitehaven and Millom TICs and supports Egremont TIC and over the last 10 years has actively marketed Copeland through the (now) Western Lake District Tourism Partnership and other local arrangements. There have been significant economic benefits but the revenue costs are high, particularly the annual deficit funding to The Beacon of over £300k.</li> <li>Council supports the post of Whitehaven Town Centre Manager and is a partner in the current work on a development framework for Whitehaven town centre</li> </ul>	<p>The Council recently undertook a high level review of its role in the delivery of tourism marketing and information services. The Council has also reviewed options for the way in which the Beacon will be developed. This current review needs to address the role of the Council in running tourist information centres</p> <p>Public conveniences were in the original review scope but are peripheral to economic regeneration and should be the subject of a separate review</p> <p>The Council has a good record of working with partners on improving Whitehaven town centre. In the last three years it has received national awards from the Royal</p>	<p><b>Recommendation 3</b></p> <p>No further review work be carried out on the Beacon at this stage although its future needs to be resolved as a priority. It is already a key project in the Corporate Plan and it should continue to be a focus of management time</p> <p><b>Recommendation 4</b></p> <p>A review of Tourist Information Centres taking into account the recent review by the Cumbria Tourist Board including considering in particular</p> <ul style="list-style-type: none"> <li>A strategic centre in Whitehaven with at least some externally generated revenue funding</li> <li>Opportunities for working in partnership or transferring to another provider</li> <li>The lease arrangements for Millom TIC</li> <li>Responsibilities of TIC staff</li> </ul>
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<ul style="list-style-type: none"> <li>• Poor record in attracting inward investment</li> <li>• Restricted grant regime in Copeland</li> <li>• Employers with poor IT and business skills</li> <li>• Lack of business start ups and indigenous growth</li> </ul>	<ul style="list-style-type: none"> <li>• Council contributes £20k per year to CIIA and has seat on the Board. CIIA has a budget of approx £600k. Future under review but likely to come under the direct control of Cumbria County Council. Also in 1999 as a result of a review of its promotion of investment role the Council employed two new staff to provide a more hands on approach to inward investment and to work more closely with the CIIA and the WCDA. Since then the Vertex call centre investment was achieved and opportunities for investment linked to the NDA are being pursued</li> <li>• National support for business is provided by Business Link which delivers a service in Cumbria either directly or through the West Cumbria Development Agency. The Council does not fund WCDA direct but does</li> </ul>	<p>Town Planning Institute and the British Council of Shopping Centres.</p> <p>The NDA offers new opportunities for inward investment. There are also organisational changes affecting the CIIA and an increasing role for West Lakers Renaissance. The Council needs to be satisfied that the current arrangements will maximise the benefits of the NDA to Copeland</p> <p>Business support arrangements in Copeland will be subject to review as part of the ongoing work with the NDA. Currently WCDA and WCDF provide effective support. The Council does not have the resources to provided a major business</p>	<p><b>Recommendation 5</b> Review inward investment activity in the light of the need for a West Cumbria focus and the developing sub-regional role of Cumbria County Council including its incorporation of the CIIA. (this will feed into R1 above)</p> <p><b>Recommendation 6</b> That the effectiveness of the existing local business support arrangements be noted but that the review</p> <ul style="list-style-type: none"> <li>• Clearly defines baselines and the means of monitoring progress on the improvement of business competitiveness</li> <li>• Establishes guidelines for</li> </ul>
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<ul style="list-style-type: none"> <li>• A view from the Regeneris survey that the Council should not be involved in business support delivery</li> </ul>	<p>indirectly through the West Cumbria Development Fund to which it does contribute. WCDA have a good record in assisting in business start up and in providing services to local businesses including financial packages</p> <ul style="list-style-type: none"> <li>• The Council provides a small grant for businesses expanding. It is effective in terms of job creation but WCDA and evidence from other authorities suggest that a wider eligibility would be helpful</li> <li>• The Council has also funded, through the Copeland Employment Initiatives Fund, "Connecting Copeland" - a successful project providing a range of assistance to small businesses in ITC and `business skills</li> </ul>	<p>support role but it has shown that it can address identified local needs if it has the necessary resources.</p> <p>In this respect the Copeland Business Grant and the Copeland Employment Initiatives Fund are cost effective in terms of job and training outputs but should be reviewed to consider a wider investment role in supporting business competitiveness and to consider whether the Council needs to deliver it</p> <p>Business support projects funded by the Council have had good feedback. There are many ways in which Council services impact on businesses. The important thing is for services to be co-ordinated. (evidence from Hartlepool visit)</p>	<p>operating a more formal one stop shop for businesses accessing Council services and agrees a policy of “business proofing” its actions</p>
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<p><b>Nuclear industry</b></p> <ul style="list-style-type: none"> <li>The potential benefits could be illusory if the working arrangements and partner commitment evaporates</li> </ul>	<p>There are strong political and officer working arrangements in place. The Council will have a high level officer input . The key areas are</p> <ul style="list-style-type: none"> <li>Influence NDA strategy to ensure maximum number of jobs retained on site</li> <li>Support West Lakes Renaissance in developing proposals for the expansion of Westlakes</li> <li>Work with partners to ensure that local businesses benefit from NDA investment</li> <li>Ensure that local people have the skills required for the clean up operation</li> <li>Work with local businesses and inward investors to build jobs and a competitive base in Copeland</li> <li>Ensure that the "continued level of community support" that contractors will be required to make is funneled into West Cumbria</li> </ul>	<p>The Memorandum of Agreement, the location of the NDA at Westlakes and the additional staff resources available to the Council are a major achievement for which the Council can take a major part of the credit</p> <p>The Council has taken an effective lead in ensuring that the area benefits from the NDA. It now needs to ensure that the training, business support and infrastructure work that is undertaken is "joined up" with the needs of West Cumbria (and only secondly with the wider needs of Cumbria) and builds on the work in the "New Visions for Furness and West Cumbria"</p>	<p><b>Recommendation 7</b></p> <p>The current arrangements are satisfactory. Nonetheless the Council needs to continue to work through these arrangements to ensure that the Action Plan meets the needs of Copeland and then to embed the decisions of the West Cumbria Strategic Forum locally and monitor delivery of the Action Plan</p>
<p><b>Transport infrastructure</b></p> <ul style="list-style-type: none"> <li>Poor road links to the M6</li> </ul>	<p>The key players are the DfT and Cumbria County Council. The</p>	<p>The Council has been effective in lobbying for the</p>	

<p>and poor rail links to the West Coast main line at Carlisle</p> <ul style="list-style-type: none"> <li>• The view of the NWRA and the Regional Spatial Strategy that road capacity should drive regeneration objectives</li> <li>• Long distance from regional airport</li> <li>• Policy of the DfT to de-trunk the A595 south of Calderbridge</li> </ul>	<p>Cumbria County Council. The Council has a lobbying role through</p> <ul style="list-style-type: none"> <li>• Copeland Area Transport Advisory Group</li> <li>• NWRA Transport Working Group</li> <li>• West Cumbria Strategic Forum</li> <li>• West Cumbria LSP</li> </ul> <p>The Council contributes £10000 to the annual maintenance of the West Cumbria cycleway network</p>	<p>effective in lobbying for the Parton-Lillyhall improvement and in resisting the detrunking of the A595 south of Calderbridge. However there is an opportunity for joined up action which is being missed. It is mostly a West Cumbria issue and something that ought to be championed by the West Cumbria LSP and the Strategic Forum</p> <p>The County Council as local highway authority has great difficulty giving priority to the regeneration of West Cumbria. This is partly a political and resource issue but also reflects a difficulty in getting the County Council to work corporately at a LSP/District level. However examples of good practice exist in the arrangements for the Whitehaven Regeneration Group</p>	<p><b>Recommendation 8</b></p> <p>Whilst the Council has lobbied effectively for road improvements it is recommended that</p> <ul style="list-style-type: none"> <li>• The Council ensures that its vision for improved transport links (road, rail, air and sea) is set out clearly and built into its regeneration strategy and the Strategic Forum Action Plan</li> <li>• The Review considers how other remote areas such as the Highlands and Islands have attracted a substantial road building programme.</li> </ul>
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<p><b>Lack of skills</b></p> <ul style="list-style-type: none"> <li>• Relatively high levels of long term unemployment focused in "hot spots"</li> <li>• Skills shortages in some trade sectors and in customer focused jobs</li> <li>• Low skills base especially basic literacy and numeracy. Also lack of NVQ4+ skills</li> <li>• Outmigration of young people to higher education</li> <li>• Increasing number of Incapacity Benefit claimants increasing the "real" numbers unemployed</li> <li>• Childcare barriers</li> <li>• Educational under performance</li> </ul>	<p>Main responsibility lies with Job Centre Plus (JC+) and the Learning and Skills Council (LSC)</p> <p>There is an effective West Cumbria Employment Group led by JC+ that has a statutory role for supporting the unemployed through the New Deal programmes and a range of national support and incentives including assistance with child care. Additional support is available through the Connexions service for young people and the Sure Start programme. The need is for hands on support for the most excluded groups and the Council is helping through supporting</p> <ul style="list-style-type: none"> <li>• Cleator Moor Business Centre advice and guidance service (£3500 grant)</li> <li>• Whitehaven Employment Support Project (Council owned building/SRB/Coalfields funding)</li> <li>• Local Labour in</li> </ul>	<p>The current strategy and delivery framework for supporting unemployed people is working well. Unemployment in real numbers is currently low.</p> <p>Attempts to grow Community Enterprises have not been successful. To address this West Lakes Renaissance is commissioning work to develop and support community enterprise</p> <p>The Council at one time had a graduate and clerical trainee programme. This has understandably suffered from the current period of job uncertainty within the Council</p> <p>There is partner support for the Council's enabling role and the satisfactory outputs achieved</p>	<p><b>Recommendation 9</b></p> <p>The Council is successful in supporting initiatives to move unemployed people into training and jobs. It should, however, build on its own trainee programme to develop a more proactive policy on providing work experience and training for young people and the unemployed</p>
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	<p>Construction Project</p> <ul style="list-style-type: none"> <li>• Community Enterprise (Haig Pit Mining Museum)</li> <li>• Inbiz business start up (SRB/Coalfields funding)</li> <li>• A Local Public Service Agreement project with Allerdale Borough Council and Cumbria County Council to help the incapacity benefit claimants back to work</li> </ul> <p>The Council also supports indirectly</p> <ul style="list-style-type: none"> <li>• The Copeland Homes construction trainee programme (SRB funded)</li> <li>• A "clean and green" team which will provide work experience for trainees</li> </ul> <p>The Council is not a training agency or provider. Skills training is generally funded and commissioned by the LSC.</p> <p>In some cases the Council has been proactive in providing opportunities for local people to train (in the old Development</p>	<p>The LSC has developed an area wide Action Plan for the 16-18 age group in West Cumbria following a review in 2003. It is also implementing a County wide strategy for adult learning and skills. The</p>	<p><b>Recommendation 10</b></p> <p>It is not proposed that the Council should have a delivery role That in view of the importance of education and training to a sustainable economy and the acknowledged shortcomings in Copeland the Council should use the present LSC review to establish greater clarity and focus on the needs</p>
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	<p>and Environment Department for instance)</p> <p>The Council does not have a direct role in education. Underperformance of young people at school is being addressed by schools with targeted resources. Indirectly the Council is involved through</p> <ul style="list-style-type: none"> <li>• Its Youth Forum and links with schools and young people including involvement with its museum, arts, tree planting, recycling and environmental health roles</li> <li>• Groundwork projects involving young people (the Council provides £25k per year as core funding to Groundwork)</li> <li>• Providing a small grant towards the Young Enterprise programme</li> </ul>	<p>concern is that it operates in isolation from the broader regeneration agenda. However this is being picked up in its current consultation on “Strategic Options for Reform” which starts to develop West Cumbria policies and acknowledges the context now provided by the West Cumbria Strategic Partnership.</p> <p>The Copeland Youth Forum has developed into a project that is respected and welcomed by schools</p> <p>A review of Groundwork West Cumbria 2 years ago found that the activities and outputs were good but the organisation weak. The organisation is in a financially weak position and it is important that it is kept under review.</p>	<p>of Copeland and West Cumbria.</p> <p><b>Recommendation 11</b></p> <p>A further review of the role and organisation of Groundwork should be undertaken by the Council jointly with Allerdale Borough Council and Cumbria County Council</p>
		<p>At present the £25k contribution from the Council gets good value from external funding</p>	

		generated	
<p><b>A place to live</b></p> <ul style="list-style-type: none"> <li>• No university and limited availability of HE.</li> <li>• The lack of a sub regional shopping, cultural and service centre and, in Millom, Cleator Moor and Egremont retail centres which are struggling to survive</li> <li>• Relatively high levels of deprivation and associated with this large areas of unattractive housing and low levels of educational achievement</li> <li>• High levels of ill health and yet the threat of reduced health services</li> <li>• A run down physical environment</li> </ul>	<p>The Council has a lobby role for improved HE. Existing partnership arrangements to follow up the Fender report do not involve the Council (Carlisle City Council have a dedicated member of staff).</p> <p>The Council puts a tremendous effort into supporting regeneration partnerships to address issues associated ultimately with a stagnant economy. We are the accountable body for South Whitehaven SRB Programme and the Market Town Programmes in Egremont and Millom. We have a lesser role in currently seeking to establish a new partnership in Cleator Moor. In 2005 we expect to have in place programmes for Millom and Egremont but need to find a way of continuing programmes in danger of fading away in Cleator Moor and South Whitehaven</p>	<p>The Council needs to be more directly involved in the follow up to the Fender Report. Westlakes ought to be a focal point</p> <p>Neither West Cumbria or Copeland has an effective Neighbourhood Renewal Strategy. The development of one for West Cumbria should be a priority for the LSP. There is the bare bones of a NRS in that we say we will focus our regeneration resources on those wards in the "worst 20% nationally" but this needs to be developed into actions that can be delivered. The nearest the Council gets to it is through the regeneration partnerships which do encompass most of the targeted wards. However there is a gulf between the</p>	<p><b>Recommendation 12</b> An increased focus on higher education is required and the review should focus on how the Council can ensure that the present work being undertaken is accountable to the local community and is developed both as a key strand in the Community Strategy and in the Action</p> <p><b>Recommendation 13</b> Plan to be delivered by the West Cumbria Strategic Forum</p> <p>The review should address the capacity of the Council and its partners to support regeneration work focused on the focus on four main towns. This needs to be done in hand in hand with addressing project management capacity (R18)</p>

	<p>expectations of the communities involved and the resources available. The programmes to date have been successful and have met their targets. This is a key economic regeneration activity but it needs to be better resourced and it needs to involve greater commitment from mainstream providers</p>	
<p>Part of the Cleator Moor continuation programme will be a focus of housing renewal action in accordance with the Council's Housing Renewal Strategy. Significant funds are available to the Council from the Regional Housing Board to address low demand and renewal</p> <p>As the strategic housing authority the Council is supporting a bid to ODPM for funding to deal with low demand housing in South Whitehaven and the urban mining villages</p>	<p>There are opportunities to attract significant funding into Copeland for housing renewal and yet the Council has unable to attract housing staff to manage housing renewal.</p>	<p><b>Recommendation 14</b> The Council has a key role to play in improving the quality of housing and the housing environment and to ensure that the skills and capacity are in place to manage this role (see also R13/18)</p>



	<p>The Council has been lobbying actively to retain a top tier hospital in Copeland.</p> <p>The Council and Cumbria County Council have submitted a proposal to the Land Restoration Trust for the six environmental improvement schemes in Copeland. The Council is supporting through the Coalfields Programme a Mining Communities Environmental Programme</p>	<p>The Council has lobbied effectively for retaining good health services in Copeland There is a case for the Council to match the high level lobbying of the health authority/acute hospital trust with officer working arrangements</p>	<p><b>Recommendation 15</b></p> <p>In the light of the importance of health provision the Council should ensure that it has the capacity to work with the West Cumbria Primary Care Trust and the North Cumbria Acute Hospitals Trust in the context of both their strategic and local investment decisions.</p>
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<p><b>Organisational and delivery</b></p> <ul style="list-style-type: none"> <li>• Issues identified by Regeneris stakeholder survey</li> <li>• Lack of consensus on key issues and policies</li> <li>• There is a lack of a corporate approach to mainstreaming economic regeneration</li> <li>• Some partnership activity is under-resourced and partners think the Council is too</li> </ul>	<ul style="list-style-type: none"> <li>• The West Cumbria Community Strategy is broadbrush and aspirational. The Council's Corporate Plan and the EDLP Service Plan have clear objectives and actions but are less clear about how they fit into the totality of economic regeneration. The Copeland Economic Regeneration Strategy and Action Plan sets out a common strategy and is seeking sign up from partners</li> <li>• The Council is restructuring to bring regeneration under one department. All service areas contribute to Corporate Plan objectives and targets</li> <li>• The Council supports regeneration partnerships in</li> </ul>	<p>There are two factors which are helping to address this issue – first there is now a draft Economic Regeneration Strategy in place – second the West Cumbria Strategic Forum is establishing a prioritised Action Plan addressing Government investment.</p> <p>This issue is being addressed</p> <p>The Council is praised by stakeholders for its work with Partnerships. However its resources are overstretched. This issue</p>	<p><b>Recommendation 16</b> A review of how the West Cumbria Partnership (our Local Strategic Partnership) and the Community Plan can provide a more effective lead on the delivery of economic regeneration</p> <p><b>Recommendation 17</b> A more detailed review of key partnerships and the role of the Council in these partnerships should be undertaken. See also Recommendation 16</p>
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<p>Council is too “stretched”</p> <ul style="list-style-type: none"> <li>• Lack of project development skills and resource</li> </ul>	<p>regeneration partnerships in the four main towns and in South Whitehaven.</p> <ul style="list-style-type: none"> <li>• The Council also supports a large number of other partnerships The Phase 1 review has identified 33 related directly to economic regeneration (and there will be others)</li> <li>• The Council has limited in house project development and commissioning resources. As a result of restructuring it is possible that in the short term there will be even less. However additional resources have been made available through the URC West Lakes Renaissance (WLR)</li> <li>• The availability of funding</li> </ul>	<p>is addressed in Recommendation 13.</p> <p>There is a perception that some key partnerships are, from the Councils point of view, not working well and should be reviewed :</p> <p>North West Regional Assembly</p> <ul style="list-style-type: none"> <li>• West Cumbria LSP</li> <li>• Cleator Moor Regeneration</li> <li>• South Whitehaven</li> <li>• Groundwork West Cumbria</li> </ul> <p>WLR has increased development and commissioning capacity. The Council has in the past taken responsibility for key projects. eg :</p> <p>The Beacon Phoenix Court Cleator Moor Old Co-op Millom Environmental Works</p>	<p><b>Recommendation 18</b></p> <p>A key element of the Phase 2 Review should be to consider the direct involvement of the Council in project development and delivery and this should take account whether there is a need for these roles in carrying out other Council’s functions.</p>
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<ul style="list-style-type: none"> <li>• There is a concern that the Council is not exercising adequate leadership in economic regeneration</li> </ul>	<p>for projects and the need for development resources go hand in hand. The WLR Business Plan, the regeneration partnerships, and the NDA related programme are all going to increase the demand.</p> <ul style="list-style-type: none"> <li>• The public “focus group” consultation felt that the Council was not very effective in providing the infrastructure needed for businesses and investment</li> <li>• The Council is recognised as being an effective leader for the local community in relation to the NDA. It is the Accountable Body for the South Whitehaven SRB , Market Towns and Coalfields Programmes. It has acted more as an enabler in Cleator Moor and the LSP</li> </ul>	<p>It did this by using in house project development and management skills at a time when there was a substantial capital programme</p> <p>The least effective partnerships are where the Council has not taken a lead</p> <p>In the general sense of providing Community leadership the Council is now more proactive (eg health issues and the NDA). Leadership can only be effective if there is clarity over where we want to be</p> <p>Council restructuring should provide the</p>	
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		corporate resource to community leadership	
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### **3 PHASE 2: PRIORITY ISSUES-REVIEW RECOMMENDATIONS AND OUTCOMES**

- 3.1** This section looks at each issue area and the recommendations associated with them, and reviews what action has been taken and what further actions need to be incorporated into the Best Value action plan

### **3.2 POOR IMAGE AND PERCEPTION**

#### **3.2.1 Issues**

This is a West Cumbria wide issue. Cumbria Inward Investment Agency markets to key sectors and Cumbria Tourist Board markets as tourism destination. Both operate a Cumbria- focused activity and limited evidence that it helps Copeland.

- Current efforts to develop West Cumbria message through Western Lake
- District Tourism Partnership (WLDTP) and the Rediscover Whitehaven
- Group and local tourism groups.
- Negative impacts from the nuclear industry. One of the issues underlying the Memorandum of Agreement with the NDA/Government.

#### **3.2.2 1<sup>ST</sup> PHASE RECOMMENDATION**

Recommendation 1

A brief be developed with the support of the West Cumbria Strategic Forum to commission a review of

- The effectiveness of existing marketing targeted at West Cumbria.
- The potential for a radical re branding of West Cumbria.
- The preferred arrangements for the promotion of investment into West Cumbria

#### **3.2.3 WHAT HAS BEEN DONE**

The requirements of this recommendation have been specifically included as part of the commission to deliver a master plan and programme of action for West Cumbria.

Funding has been found for this work from the West Lakes Renaissance and the Nuclear Decommissioning Authority. The work has been let to Grant Thornton and the report will be finalised in the autumn. The review of image and branding will be integrated with the overall review of the future direction for West Cumbria

### **3.2.4 TO TAKE FORWARD IN OUR ACTION PLAN**

Following the completion of the Master plan work Copeland will need to consider what part it can play in implementing the proposals.

## **3.3 AVAILABILITY OF SUITABLE LAND AND BULDINGS TO SUPPORT ECONOMIC**

### **3.3.1 ISSUES**

Westlakes is a high quality Regional Employment Site. Needs continued public sector support and room to grow.

Lack of good town centre commercial development sites.

Poor quality industrial land and premises elsewhere.

Council supports successfully managed workspace at Cleator Moor.

Lack of reliable data on demand.

### **3.3.2 1<sup>ST</sup> PHASE RECOMMENDATIONS**

#### **Recommendation 2**

With partners commission a review of the provision of employment sites and premises in Copeland taking into account market demand and market opportunity.

### **3.3.3 WHAT HAS BEEN DONE**

We are supporting a study commissioned by West Lakes Renaissance to review the provision of Employment Sites. Part of this role is to conduct research and upgrade buildings and respond to business needs with appropriate unit/site sizes.

priority target sectors for development in the area and the lands and premises needed to help deliver them.

We are delivering new workspace in Cleator Moor through the refurbishment of the Coop Building.

have now received executive approval to funding an initiative.

We are working with Westlakes Renaissance on 'Whitehaven' Regeneration to identify and release new development sites

We have helped develop a new masterplan for the development of Westlakes Science and Technology Park

An investigation of enquiry handling systems has taken place and the most appropriate has been identified. Successful implementation will significantly assist resolve the sparsity of data available on the property demand side

### **3.3.4 TAKE FORWARD IN OUR FUTURE ACTION**

- Our future actions will need to include reviewing the outputs of the WLR sites and buildings study and what Copeland needs to do as a result.
- Similar for the West Cumbria Master plan output.
- Introduce a modern web enabled property database to enable the Council to meet e-government targets and take a proactive approach in generating new enquiries and resolve the lack of good data on property demand.
- Resolution of access barriers at Westlakes
- Review of the role and marketing of industrial sites estates at Cleator Moor and Egremont
- Agree a strategy and action plan for improving the availability of retailing opportunities in Whitehaven to maintain and strengthen its competitive position

### **3.4 NEED TO INCREASE BUSINESS PERFORMANCE**

#### **3.4.1 ISSUES**

Town centres losing trade to higher level centres outside West Cumbria and to shopping over the Internet.

Poor record in attracting investment.

Restricted grant regime in Copeland.

Employers with poor IT and business skills.

Lack of business start- ups and indigenous growth.

support delivery

#### **3.4.2 1ST PHASE RECOMMENDATIONS**

##### **Recommendation 3**

No further review work be carried out on the Beacon at this stage although its future needs to be resolved as a priority. It is already a key project in the corporate Plan and it should continue to be a focus of management time.

##### **Recommendation 4**

A review of Tourist Information Centres taking into account the recent review by the Cumbria Tourist Board including considering in particular –

- A strategic centre in Whitehaven with at least some externally generated revenue funding
- Opportunities for working in partnership or transferring to another provider
- The lease arrangements for Millom TIC
- Responsibilities of TIC staff

##### **Recommendation 5**

Review inward investment activity in the light of the need for a West Cumbria focus and the developing sub-regional role of Cumbria County Council, including its incorporation of the Cumbria Inward Investment Agency (this will feed into R1 above).

##### **Recommendation 6**

That the effectiveness of the existing local business support arrangements be noted but that the review -

- Clearly defines baselines and the means of monitoring progress on the improvement of business competitiveness.
- Establishes guidelines for operating a more formal one stop shop for businesses accessing Council services and agrees a policy of “business proofing” its actions

#### **3.4.3 WHAT HAS BEEN DONE**

##### **Recommendation 7**

Revised Business Plan for the Beacon complete. Funding secured from Heritage Lottery Fund, West Cumbria Development fund. Application being submitted to WLR. For appraisal outcome awaited



**Recommendation 8**

The Council's Economic & Tourism Development Team intend to commission a small scale review of Tourist Information Centres reviewing the experience of the work on the future of TIC's taking place currently in the National Park.

**Recommendation 9**

The West Cumbria master plan work being carried out by Grant Thornton will undertake a comprehensive review of inward investment target and what we need to do to attract them this work has now been commissioned and will be completed in autumn. It will cover all factors including infrastructure and skill needs as well as marketing

We have concluded a review of the Council's relationship with the County's new Invest in Cumbria organisation. The Executive has agreed to remain a funding partner in this. Have agreement that targets emerging from West Cumbria Master plan will be prioritised. . Detailed working arrangements are now being reviewed

**Recommendation 10**

The requirements of this recommendation have been specifically included as part of the commission to deliver a master plan and programme of action for West Cumbria now commissioned from Grant Thornton

Funding has been found for this work from the West Lakes Renaissance and the Nuclear Decommissioning Authority and the report will be finalised in the autumn.

**3.4.4 TO TAKE FORWARD IN OUR ACTION PLAN**

- Consideration should be given to alternative management models for the lBeacon following any success at funding the new project. In particular Museum's and Leisure Trust modes should be considered a should other partnership management arrangements
- Review of Tourist Information Centres needs to be carried out
- Grant Thornton action plan needs to be assimilated into Copeland's activities in the manner required by the Master plan agreed with partners.
- Detailed working and monitoring arrangements with Invest in Cumbria to be agreed.
- Master plan findings with respect of roles and actions to be built into Copeland's service plans

**3.5 MAXIMISING NUCLEAR INDUSTRY BENEFITS****3.5.1 ISSUE**

The potential benefits could be illusory if the working arrangements and partner commitment that has been developed with the industry, Nuclear Decommissioning Authority and other local partners collapse and commitment evaporates.

**3.5.2 1ST PHASE RECOMMENDATIONS****Recommendation 10**

The current arrangements are satisfactory. Nonetheless the Council needs to continue to work through these arrangements to ensure that the Action Plan meets the needs of Copeland and then to embed the decisions of the West Cumbria Strategic Forum locally and monitor delivery of the Action *Plan*.

### **3.5.3 WHAT HAS BEEN DONE**

New representational arrangements have been agreed for the West Cumbria Strategic Partnership Local Steering Group including the right links to local stakeholders exist. A forum will also be established to engage wider stakeholders. This group will drive the master planning process and other nuclear related processes forward. This process has been bought into by the NDA who have provided 50% of the funding.

We have continued to develop a national voice through the LGA Special interest group which now has 80 members and its own director. It has led on a study into community acceptance issues around nuclear waste having recently made recommendations to Government regarding veto and community compensation in any waste siting processes.

We have coordinated Cumbrian partners to coordinate a joint response to NDA strategy and have engaged them in dialogue on socio economic delivery.

We have had confirmation that the NDA will agree a community compensation package for Copeland hosting radioactive waste at the repository near Drigg.

In addition to the £3m available through the site contractor the NDA have also committed an additional £10 to a nuclear Institute and £10 to the Nucleus project. A process for monitoring the Memorandum of Agreement has now been agreed in principle.

### **3.5.4 TO TAKE FORWARD IN OUR ACTION PLAN**

- Review the implications of the master plan outputs for activities relating to the development of the nuclear sector.
- Complete arrangement relating to the delivery of community benefits to offset the presence of the radioactive waste repository at Drigg.
- Establish a plan to ensure that any future plans to accommodate intermediate and higher level radioactive wastes do not undermine our future economic regeneration ambitions.
- Review how our current plans for maximising the benefits from the sector should be revised as a result of the master plan outputs.

## **3.6 IMPROVING TRANSPORT INFRASTRUCTURE**

### **3.6.1 ISSUE**

- Poor road links to the M6 and poor rail links to the West Coast main line at Carlisle.
- The view of the NWRA and the Regional Spatial Strategy that the road capacity should drive improvements not regeneration objectives.
- Long distance from regional airport.

### **3.6.2 IST PHASE RECOMMENDATIONS**

#### **Recommendation 11**

Whilst the Council has lobbied effectively for road improvements it is recommended that –

- The Council ensures that its vision for improved transport links (road, rail, air and sea) is set out clearly and built into its regeneration strategy and the Strategic Forum Action Plan.
- The Review considers how other remote areas such as the Highlands and Islands have attracted a substantial road building programme.

### **3.6.3 WHAT HAS BEEN DONE**

This will now be picked up by the WCSF Master plan. A presentation was made to the West Cumbria Strategic Forum emphasising the importance of reducing journey times to West Cumbria in order to increase the potential for the development of target growth sectors. It was agreed that the Department of Transport would support this work.

Significant work on this has been built into the Master planning process. This to be completed by the autumn when recommendations will be made to government This will implicitly cover how such investments have been achieved in remote areas elsewhere.

Although early representations have been made on the transport elements of regional spatial strategy adequate priority has not yet been achieved.

We have continued to make the case for transport investment through the Parton Lillyhall By pass Inquiry and the Inquiry into detrunking of the A595 (south of Sellafield.) The latter was unsuccessful

### **3.6.4 TO TAKE FORWARD IN OUR ACTION PLAN**

Following the completion of the Master plan work Copeland will need to consider what further actions may be required to ensure effective investment takes place what part it can play in implementing the proposals.

## **3.7 LACK OF SKILLS**

### **3.7.1 ISSUE**

- Long-term unemployment focused in “hot spots”.
- Skills shortages in some trade sectors and in customer focused jobs.
- Low skills base especially basic literacy and numeracy. Also lack of NVQ4+ skills.
- Out migration of young people to higher education.
- Increasing number of Incapacity Benefit claimants increasing the “real” numbers employed
- Childcare barriers.
- Educational under performance.

### **3.7.2 1<sup>ST</sup> PHASE RECOMMENDATIONS**

#### **Recommendation 12**

The Council is successful in supporting initiatives to move unemployed people into training and jobs. It should, however, build on its own trainee programme to develop a more proactive policy on providing work experience and training for young people and the unemployed.

#### **Recommendation 13**

It is not proposed that the Council should have a delivery role. That in view of the importance of education and training to a sustainable economy and the acknowledged shortcomings in Copeland the Council should use the present LSC review to establish greater clarity and focus on the needs of Copeland and West Cumbria.

#### **Recommendation 14**

A further review of the role and organisation of Groundwork should be undertaken by the Council jointly with Allerdale Borough Council and Cumbria County Council.

### **3.7.3 WHAT HAS BEEN DONE**

Review of education and training now included in Master plan exercise but related to the delivery of our Vision for the Future.

We have contributed to the review of LSC Strategy.

Copeland Borough Council has included in its Corporate Plan a priority action to review training programmes applying to Copeland and report on issues raised from these to its Executive.

The requirements of Recommendation 10 have been included as part of the West Cumbria Master plan commission which will identify skill needs in relation to the sectors targeted for development in the strategy proposed. Specific actions will be included and costed in the programme produced.

During the course of this review considerable work has been undertaken into reviewing the future role for West Cumbria Groundwork Trust. The organisation has ceased to exist and priority work has now been taken up by the partners involved.

### **3.7.4 TO TAKE FORWARD IN OUR ACTION PLAN**

- Following the completion of the Master plan work Copeland will need to consider what part it can play in implementing the proposals.
- The Council will examine the potential of introducing a formal training programme for young people within its own organisation.

### **3.8 A PLACE TO LIVE**

### 3.8.1 ISSUE

The attractiveness of Copeland as a place to live is important to retain population, retain our skilled and enterprising young people, and attract new people and investment to the area.

- No university and limited availability of higher education.
- The lack of a sub regional shopping, cultural and service centre and in Millom, Cleator Moor and Egremont retail centres which are struggling to survive.
- Relatively high levels of deprivation and associated with this large areas of unattractive housing and low levels of educational achievement.
- High levels of ill health and yet the threat of reduced health services.
- A run down physical environment.

### 3.8.2 IST PHASE RECOMMENDATION

#### **Recommendation 15**

An increased focus on higher education is required and the review should focus on how the Council can ensure that the present work being undertaken is accountable to the local community and is developed both as a key strand in the Community Strategy and in the Action Plan to be delivered by the West Cumbria Strategic Forum.

#### **Recommendation 16**

The review should address the capacity of the Council and its partners to support regeneration work focused on the four main towns. This needs to be done hand in hand with addressing project management capacity (Recommendation 21).

#### **Recommendation 17**

The Council has a key role to play in improving the quality of housing and the housing environment and to ensure that the skills and capacity are in place to manage this role (see also Recommendations 16/21).

#### **Recommendation 18**

In the light of the importance of health provision the Council should ensure that it has the capacity to work with the West Cumbria Primary Care Trust and the North Cumbria Acute Hospitals Trust in the context of both their strategic and local investment decisions.

### 3.8.3 WHAT HAS BEEN DONE

Cumbria representatives on the West Cumbria Strategic Forum have come together to formalise a Steering Group to provide local leadership and accountability related to key transformational developments, the Master planning process and relationship management with the West Cumbria Strategic Forum. This Group includes members of parliament (Chaired by Jamie Reed MP), Leaders of the three Councils, Cumbria Vision, West Cumbria Strategic Partnership, West Lakes Renaissance, the Health Authority, University of Central Lancashire, the NDA and the private sector.

A quarterly Forum will take place that will allow wider stakeholder engagement in the issues.

This Group will drive the master planning Process, which will include Higher Educational and other initiatives. The process will include full engagement of the local community through a consultation process as required in the Local Development Framework Statement of Community Engagement.

Whilst this review has been taking place major progress has been achieved in the Higher Education field including;

- The announcement of the University of Cumbria by secretary of State Patricia Hewitt
- The acquisition of Westlakes Research Institute by UCLAN
- The NDA/Manchester University announcement of support for a new Nuclear Institute
- Development of the Nucleus Proposals and associated NDA support

The Restructure of the council's functions followed the outsourcing of the council's housing stock and housing management functions. In response to Recommendation 17 and the ongoing issues of capacity, housing strategy functions have been integrated with wider regeneration strategy functions recognising the relationship between the two and the need to make the most flexible use of resources. We have also embarked on a joint Countywide approach to housing strategy development, again to improve integration and share resources whenever this is possible. Area based private housing improvement services now work alongside area based community regeneration in a single team.

Progress has been made in delivering this recommendation, however success in attracting significant additional resources for housing through the Housing Market Renewal Area Initiative emphasises the need to keep under review capacity issues. We are working with our partners Westlakes Renaissance to resource this area of work.

With regard to Recommendation 15, we have reflected the increasing importance of Health Care issues by bringing the health sector into our regeneration partnership (see above) for the first time. This will maintain the partner focus on strategic health issues. We have considered the allocation of a dedicated health resource within the Council and do not feel that this would be a feasible option. The nature of the issues arising is requiring a mix of different skills requiring inputs to be sought from different parts of the Council on different types of issues. Current examples range from issues around the general health of the population in deprived areas to development issues associated with the need to site a new hospital in West Cumbria. Giving the sector a high level strategic priority and allocating and prioritising resources accordingly has been adopted as the preferred option

#### **3.8.4 TO TAKE FORWARD IN OUR ACTION PLAN**

- Following the completion of the Master plan work Copeland will need to consider what part it can play in implementing the proposals.
- The master planning process should be integrated into the Local Development Framework with the necessary consultation processes

- Joint arrangements with Westlakes Renaissance for implementing housing market renewal should be implemented
- A subsequent review of the effectiveness of the Councils residual housing function should be carried out to ensure capacity and skills are adequate

### **3.9 ORGANISATION AND DELIVERY**

#### **3.9.1 ISSUE**

Issues identified by Regeneris stakeholder survey.

- Lack of consensus on key issues and policies.
- There is a lack of a corporate approach to mainstreaming economic regeneration.
- Some partnership activity is under-resourced and partners think the Council is too “stretched”.
- Lack of project development skills and resource.
- There is a concern that the Council is not exercising adequate leadership in economic regeneration.

#### **3.9.2 IST PHASE RECOMMENDATION**

##### **Recommendation 19**

A review of how the West Cumbria Partnership (our Local Strategic Partnership) and the Community Plan can provide a more effective lead on the delivery of economic regeneration.

##### **Recommendation 20**

More detailed review of key partnerships and the role of the Council in these partnerships should be undertaken. See also R16.

##### **Recommendation 21**

A key element of the Phase 2 Review should be to consider the direct involvement of the Council in project development and delivery and this should take account whether there is a need for these roles in carrying out other Council’s functions.

#### **3.9.3 WHAT HAS BEEN DONE**

The review of the operation of the Local Strategic partnership has been carried out and new arrangements are being put in place involving a more focussed management Structure and a better officer resource including a new director. The Local strategic partnership will also sit on the West Cumbria Strategic Forum

Steering Group providing the direct contribution to the key Regeneration Leadership Group (see response to Recommendation 12)

In relation to recommendation 17 whilst significant change has been agreed with partners on organisational partnership arrangements over both Cumbria and West Cumbria. Two clear strategic Regeneration bodies have emerged. For West Cumbria the West Cumbria Forum Steering Group now provides strong leadership and at a Cumbria wide level Cumbria Vision has been established. These have been established during the course of this review as the findings that generated recommendation 17 reflected a common view held by all partners. Consensus around these issues is necessary for change to take place given the wide range of partners with a stake in the arrangements

The emergence of these strategic bodies and the development of a new vision and master plan for the area will necessitate a deeper grass roots review of partnerships structures in West Cumbria. This exercise has been built into the contract for the master planning work and will therefore be carried over into the action plan arising from this review. In the meantime incremental progress has been made in streamlining structures

- New Cumbria Vision created subsuming NWDA Cumbria, Rural Regeneration and West Lakes Renaissance (WLR) WLR to be retained as URC delivery arm of CV. Discussions still proceeding on detailed operation.
- New nuclear issues co-ordinating group established.
- Groundwork winds up.
- CIIA wound up and brought into CCC with link to Cumbria Vision. Copeland review its relation with Invest in Cumbria. Executive agree to being a funding partner
- WCDA/WCDF moving towards combination -now sharing meeting days

## **Recommendation 22**

Provided a direct input to the comprehensive restructure that took place in the Council during the course of the review.

Whilst recognising the importance of economic regeneration to Copeland and the huge challenges that lay ahead a decision had to be made regarding the main organisational focus given to the council's resources as against that of its main partners. Previously the Council had agreed that its key task was to make sure that an economic response of sufficient scale and impact was put in place to deal with the impending challenges. This prioritised influencing other governmental organisations to commit to resources and programmes rather than focus on direct delivery. This has proved a very successful strategy winning major gains and a real tangible commitment from other partners. It will require ongoing input from Copeland to ensure a support strategic approach is extended and fully developed.

Critical to success is delivery. Our early expectations, that it may be possible for other regeneration companies to deliver on behalf of the Council whilst we take a more strategic influencing position, are proving unrealistic. There is proving to be insufficient capacity within existing partners to deliver the scale of activity needed. Without active participation from dedicated Copeland employees there is insufficient advocacy to bring responses within Copeland to the fore when solutions



elsewhere are often easier to deliver. In addition the central statutory and related functions the Council exercises in relation to issues such as development and housing development mean that regeneration actions by partner organisations need to be supported by resource input from the Borough Council if they are to succeed. As a result additional project officer posts have been included in the Councils establishment to help project development. However we have adopted the policy that new programmes funded in West Cumbria must allocated sufficient funding from within their own budgets to ensure effective delivery. In addition, the new structure clearly separates out strategy development making sure there is a clear focus on delivery from two teams, one dealing with economic development work and the second dealing with area based community regeneration and housing improvement.

Negotiations are also well underway on the potential of pooling regeneration delivery personnel in West Cumbria to provide a more flexible resource that has the potential to incorporate specialist skills.

The review has identified that the increase in economic regeneration activity is putting more pressure on related skill requirements such as legal, property and finance professionals. An assessment of programmes needs to be undertaken to identify such bottlenecks and make adequate provision to resolve them

Project Management skills are very important to effective delivery and ensuring the best use of limited capacity. Whilst the Council has previously made available a major programme of training, there have be significant changes in personnel and the need for repeating project management training needs to be reviewed.

Corporate plan prioritisation has been improved but this needs to be worked though to service planning and joint programme planning with key partners, and in particular Westlakes Renaissance. In addition prioritisation, target setting and related monitoring processes need to be reviewed and sharpened so that a clear focus is maintained

#### **3.9.4 TO TAKE FORWARD IN OUR ACTIONPLAN**

- Following the completion of the Master plan work Copeland will need to consider adopting proposals for organisational streamlining
- Consider role and relationships of LSP Economic Wellbeing groups
- Agree how nuclear socio economic plans and processes are integrated into a streamlined process to support master plan delivery
- Review housing residual function operation and capacity
- Offer project management training to economic regeneration staff
- Carry out programme management exercise with Westlakes Renaissance identifying extent and timing of skill needs to manage capacity effectively
- Finalise proposals for joint economic regeneration team
- Ensure clear corporate and service plan targets within the agreed master plan approach
- Ensure effective target setting linked to manageable monitoring of available data





#### 4. ECONOMIC REGENERATION BEST VALUE ACTION PLAN

Issue	Priority	Actions	By Whom	By When	Comments/Progress
<b>Poor Image/Perception</b>	Priority 1	<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create new image and branding of Action Plan and incorporate into Council service plans.</li> </ul>	F McMorrow	March 2007	Will require significant input from partners and co-ordinated effort across West Cumbria
<b>Land and Buildings</b>	Priority 1	<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create new land and buildings Action Plan and incorporate into Council service plans.</li> </ul>	G McWilliam/ J Hughes	December 2006	To be agreed by Executive following consideration of Masterplan output.
		<ul style="list-style-type: none"> <li>Review outputs of WLR land and buildings study and develop a Copeland Action Plan</li> </ul>	G McWilliam/ J Hughes	September 2006	Work will commence when WLR study/audit completed.
		<ul style="list-style-type: none"> <li>Review the role and the marketing of industrial sites in Cleator Moor and Egremont and Millom.</li> </ul>	G McWilliam	November 2006	Once WLR Industrial Estates review completed, can address future role and marketing.
	Priority 1	<ul style="list-style-type: none"> <li>Introduce a modern web based property and enquiry database</li> </ul>	G McWilliam	May 2006	Training booked (27 <sup>th</sup> April) System and Licence ordered, Communication ongoing with land and property owners.

	Priority 1	<ul style="list-style-type: none"> <li>Agree programming and funding access to Westlakes to support future growth.</li> <li>Agree a strategy and action plan for improving retailing opportunities in Whitehaven to strengthen its competitive position.</li> </ul>	J Hughes  F McMorrow/ M Tichford	April 2007  September 2006	<p>Will seek to resolve through Masterplan and review of Regional Transport Strategy</p> <p>Current major retail proposals and 'Sea Change' proposals provide both a need and an opportunity to implement this. Currently reviewing active groups in Whitehaven and how CBC should be involved. Need to identify how we work with/consult widest range of retailers. Baseline research/market appraisal will be needed, especially if both supermarkets are given planning approval for either end of the town.</p>
<b>Business Performance</b>		<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create a business development plan and incorporate into Council service plans.</li> <li>Review alternative management models for the Beacon following any success at funding the new project. Trust models should be considered as should other</li> </ul>	M Tichford  M Tichford	December 2006  February 2007	<p>Review Council role in and delivery of Business Development and Strategy agreed following Masterplan strategy and programme.</p> <p>Successful funding and implementation of a new Beacon product provides an opportunity to review best means of management into the future.</p>

	Priority 1	<p>partnership management arrangements</p> <ul style="list-style-type: none"> <li>▪ Review of Tourist Information Centres</li> <li>▪ Detailed governance and working arrangements with Invest in Cumbria to be agreed.</li> </ul>	<p>G McWilliam</p> <p>G McWilliam</p>	<p>May 2006</p> <p>June 2006</p>	<p>Need arises from review of lease at Millom, Beacon Review and changes to National Park TIC strategy. Bowles Green Consulting are conducting a review.</p> <p>Invest in Cumbria is a new organisation replacing Cumbria Inward Investment Agency. The Council have agreed to support and sit on the Board.</p>
<b>Nuclear Industry</b>		<ul style="list-style-type: none"> <li>▪ Work with West Cumbria Masterplan consultants to create a new nuclear sector development plan and</li> </ul>	D Davies	December 2006	January completion will feed into 2007 Service Plans.

	Priority 1	<p>incorporate into Council service plans.</p> <ul style="list-style-type: none"> <li>Complete arrangement relating to the delivery of community benefits to offset the presence of the radioactive waste repository at Drigg.</li> </ul>	F McMorrow D Davies	December 2006	Relates to timing of vault 9 or planning application.
	Priority 1	<ul style="list-style-type: none"> <li>Establish arrangements to ensure that any future plans to accommodate intermediate and higher level radioactive wasters do not undermine our future economic regeneration.</li> </ul>	F McMorrow	December 2007	Links in to NDA/CORWM/DEFRA processes for national decisions on radioactive waste locations.
<b>Transport Infrastructure</b>		<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create new transport infrastructure development plan and incorporate into Council's service plans.</li> </ul>	F McMorrow/ J Hughes	February 2007	Will need to link to Regional Spatial Strategy and Regional Transport Strategy. Arrangements will need to be agreed with NWRA.
<b>Lack of Skills</b>		<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create new skills development plan and incorporate into Council service plans.</li> <li>The Council will examine</li> </ul>	M Tichford  H Mitchell	February 2007  December	Council not lead body for skills development. However, will review role and contribution we can make following Masterplan work.  Timing links into Service Plans

		<p>the potential of introducing a formal training programme for young people within its own organisation.</p> <ul style="list-style-type: none"> <li>▪ The Council should regularly review the actions that are being taken by specialist organisations with a remit to develop skills and use its influence to ensure that the needs of Copeland are being fully met.</li> </ul>	M Tichford	<p>2006</p> <p>First review June 2007</p>	<p>and Budgetary planning for 2007/8</p> <p>Ties in with approach already agreed in Corporate Strategy.</p>
<b>A Place to Live</b>		<ul style="list-style-type: none"> <li>▪ Work with West Cumbria Masterplan consultants to create new 'place to live' development plan and incorporate into Council service plans.</li> </ul>	F McMorrow/ M Tichford	February 2007	Will consider issues such as impact of education, health, housing facilities on economic development.
	Priority 1	<ul style="list-style-type: none"> <li>▪ Joint arrangement with Westlakes Renaissance for implementing housing market renewal should be implemented.</li> </ul>	M Tichford	September 2006	Subject to Government decision, now delayed.
	Priority 1	<ul style="list-style-type: none"> <li>▪ A Review of the effectiveness of the Council's residual housing function should be carried out to ensure capacity and</li> </ul>	F McMorrow/ M Tichford	September 2006	Since 2005 have been working county-wide on housing strategy, increase in homelessness workload. Housing grants linked



		<p>skills are adequate.</p> <ul style="list-style-type: none"> <li>Master-planning process should be integrated into the Local Development Framework (LDF) with the necessary consultation processes.</li> </ul>	J Hughes	July 2007	<p>to Housing Market Renewal with Community Renewal Team.</p> <p>LDF new strategy framework must be linked on to Master-planning process</p>
<b>Organisation and delivery</b>		<ul style="list-style-type: none"> <li>Work with West Cumbria Masterplan consultants to create revised local partnership structures suitable to ensure effective delivery of the Masterplan.</li> </ul>	F McMorrow	October 2007	Agreed proposals for work includes setting out new delivery arrangements.
		<ul style="list-style-type: none"> <li>Consider role and relationships of LSP Economic Theme Groups in relation to other regeneration partnership structures.</li> </ul>	Chief Executive	October 2007	Need to ensure all organisations streamlined and working to joint vision and objectives and role clear.
		<ul style="list-style-type: none"> <li>Agree how nuclear organisation's socio economic plans and processes are integrated into a streamlined process to support masterplan delivery.</li> </ul>	D Davies	January 2007	Common agreement between parties on process and criteria needed.
		<ul style="list-style-type: none"> <li>Offer project management training to staff dealing with Regeneration projects.</li> </ul>	M Tichford/ L Gleed	December 2006	Consider priority in relation to budgetary situation.

	Priority 1	<ul style="list-style-type: none"> <li>▪ Carry out programme management exercise with West Lakes Renaissance identifying extent and timing of skill needs to manage capacity effectively.</li> </ul>	M Tichford	August 2006	Significant programme of works funded by WLR need to be clear what contribution is required from Council and how it can be delivered.
		<ul style="list-style-type: none"> <li>▪ Finalise proposals for joint Economic Regeneration team.</li> </ul>	M Tichford	December 2006	Subject to agreement and changes taking place within partner organisations which create uncertainty regarding the timing of this.
		<ul style="list-style-type: none"> <li>▪ Ensure clear corporate and service plan targets</li> </ul>	F McMorro M Tichford	September 2006	Target set will need to be prioritised to reflect capacity.
		<ul style="list-style-type: none"> <li>▪ Ensure effective target setting linked to manageable monitoring of available data.</li> </ul>	M Tichford	September 2006	Linked to preparation of next Corporate Plan timetable.