

### 3 SUPPORTING THE ECONOMY

- 3.1 Economic growth has a direct impact on the quality of life; it can increase employment opportunities and income, help regenerate deprived communities and create the investment confidence needed to encourage private sector involvement in improving the environment.
- 3.2 Cumbria's economy has been characterised by a high dependence on manufacturing, agriculture, food processing, tourism, mining and quarrying. There are, however, changes taking place to the economic structure. Employment in both manufacturing and agriculture is experiencing a long term decline, but both still make a significant contribution. The service industries of banking, finance, insurance, retailing, hotels, catering, health and social work are now the fastest growing areas of employment. Tourism is now estimated to support 25% of employment in the County either directly or indirectly.
- 3.3 The Structure Plan supports initiatives to increase investment and facilitates employment opportunities where they are needed to achieve a strong and diverse economy.

#### Employment Land

- 3.4 A key function of the Structure Plan is to make sure that there is an adequate supply of land for a variety of business uses, in the most appropriate locations.



*It is important that land is brought forward for new business uses, Kingmoor Park, Carlisle.*

3.5 A range of Employment Land Market Sectors has been identified which caters for the sectors identified in the Regional (Economic) Strategy and Policies EC2, EC3, EC4, EC5 and EC7 of Regional Planning Guidance. Figure 3 defines the key characteristics of each type of site.

|                           |   |
|---------------------------|---|
| Regional Investment Site  | <ul style="list-style-type: none"> <li>• Good Trunk Road access</li> <li>• Served by public transport</li> <li>• Potential for rail freight</li> <li>• Over 8 ha to be developed in large plots</li> <li>• Comprehensive master plan</li> <li>• Classes B1, B2 &amp; B8 of the Use Class Order</li> <li>• High standard of landscaping</li> <li>• Good proximity/links to sub regional centres</li> <li>• Development of previously developed land</li> </ul> |
| Strategic Employment Site | <ul style="list-style-type: none"> <li>• Over 5 ha developed in large plots</li> <li>• Classes B2 &amp; B8 of the Use Class Order</li> <li>• Access to the Primary Route network</li> <li>• Potential to be served by public transport.</li> <li>• Good links/proximity to key service centres</li> <li>• Master plan incorporating landscaping</li> </ul>  |
| Business/ Science Park    | <ul style="list-style-type: none"> <li>• Class B1 of the Use Class Order</li> <li>• Over 1 ha</li> <li>• Access to Primary Route Network</li> <li>• Served by public transport, cycle and pedestrian network</li> <li>• Good proximity/links to key service centres</li> <li>• Master plan and very high standard of design and landscaping</li> <li>• Potential for links to higher education institutions and knowledge based industry</li> </ul>           |
| Local Employment Site     | <ul style="list-style-type: none"> <li>• Under 5 ha</li> <li>• Classes B1, B2 &amp; B8 of the Use Class Order</li> <li>• Good links/proximity to service centres.</li> <li>• Adequate transport access</li> </ul>   |
| Port Related              | <ul style="list-style-type: none"> <li>• Port side access</li> <li>• Over 5ha developed in large plots</li> <li>• Classes B2 &amp; B8 of the Use Class Order</li> <li>• Served by public transport and rail freight</li> <li>• Access to the Primary Route Network</li> </ul>   |

**Figure 3 Employment Land Market Sector definitions**

3.6 Local Plans are required to bring forward sites to meet the requirements of Policy EM10. Land needs to be made available over the whole of the Structure Plan period. The amount and type of land has been tailored to suit the local conditions and environmental constraints of each of the areas identified in Policies ST4 -ST8. The requirement takes account of the previous take up of employment land, see Figure 4. It encourages economic growth in areas of need; recognises the sub regional role of Carlisle through the Regional Investment Site at Kingmoor and the requirement to meet local employment needs and sustain the rural economy in North and South & East Cumbria. Westlakes Science and Technology Park, Whitehaven, is included in the land portfolio due to its strategic importance in the County as a centre for knowledge based enterprise.

| Market Sector Employment Land | Development Completed 1997-2002 | Development Under Construction | Land With Planning Permission | Land Allocated in Local Plans | Total Land Available For Development |
|-------------------------------|---------------------------------|--------------------------------|-------------------------------|-------------------------------|--------------------------------------|
| Regional Employment Site      | 20.1                            | 0                              | 81.06                         | 88.15                         | 169.21                               |
| Strategic Estate              | 2.03                            | 0                              | 1.72                          | 87.58                         | 89.31                                |
| Business Park                 | 8.21                            | 0                              | 12.08                         | 9.57                          | 21.65                                |
| Local Employment Site         | 30.83                           | 7.79                           | 52.18                         | 268.56                        | 320.74                               |
| Own use                       | 31.91                           | 0                              | 5.44                          | 10.74                         | 16.18                                |
| <b>TOTAL</b>                  | <b>93.08</b>                    | <b>7.79</b>                    | <b>152.48</b>                 | <b>464.6</b>                  | <b>617.09</b>                        |

Source: CCC Employment Land Availability, March 2002

**Figure 4 Employment land take up and availability in the County (1 April 97 to 31 March 02)**

3.7 It is important that land is brought forward in a planned way, and that opportunities for employment relate to the requirement for new housing contained in Policy H14. To ensure this, a minimum supply of land to meet defined market sectors is to be made available at five year intervals. Where land is not taken up in any five year period it will count towards the following period. This is particularly important in the case of Port Related Land in Allerdale and the Strategic Employment Site in South Lakeland (both in West Cumbria and Furness) where no other opportunities exist to bring forward alternative sites. The supply of sites must also satisfy the requirement of Policy ST2 for an available site in each key service centre. Local Plans will ensure the scale of development proposed is appropriate to the size and character of the key service centre.

3.8 Within the National Park there is a need to widen the economic base and encourage a range of local employment opportunities. As it is particularly difficult to identify suitable new land for business uses it is important that sites which are suitable and available are reserved for business uses (Classes B1 and B2 of the Use Class Order) and protected from competition from other forms of development with higher land values, such as tourism and housing

3.9 Due to the scattered nature and small scale of suitable employment sites within the National Park, it is not appropriate to introduce phasing for site development. Many opportunities for employment uses will arise from the conversion of existing buildings and the main need is to ensure that sites already identified for employment uses are retained. **Policy EM10**

3.10 To meet the requirements of Policy EM10 Local Planning Authorities will need to review land allocated for employment purposes in existing Local Plans to assess its suitability. Not all land will be appropriate or will continue to be needed. In such cases Policy UR5 of Regional Planning Guidance emphasises the need to evaluate the potential for suitable alternative uses. Within urban areas this could include housing or mixed uses particularly on previously developed land. In certain cases, however, consideration should be given to retaining existing agricultural, open space or recreational uses.



**Serviced Business Units, Gilwilly Industrial Estate, Penrith.**

## Policy EM10: Employment land provision

Local Plans will ensure that there is the following supply of readily available land for employment purposes in the following Sub County Areas, Employment Land Market Sectors and years indicated:

| Sub County Area                    | Employment Land Market Sectors              | Year      |           |           |
|------------------------------------|---|-----------|-----------|-----------|
|                                    |   | 2001 (Ha) | 2006 (Ha) | 2011 (Ha) |
| <b>City of Carlisle</b>            | Regional Investment Site†                   | 15        | 15        | 15        |
|                                    | Strategic Employment Site                   | 10        | 10        | 10        |
|                                    | Local Employment Site                       | 15        | 15        | 15        |
|                                    | Business/Science Park                       | 5         | 10        | 10        |
| <b>North Cumbria</b>               | Carlisle                                    |           |           |           |
|                                    | Strategic Employment Site◊                  | 6         | 6         | 6         |
|                                    | Local Employment Site                       | 5         | 5         | 5         |
| Allerdale                          | Local Employment Site                       | 2         | 2         | 2         |
| <b>Furness &amp; West Cumbria</b>  | Allerdale                                   |           |           |           |
|                                    | Strategic Employment Site                   | 20        | 20        | 20        |
|                                    | Local Employment Site                       | 10        | 10        | 10        |
|                                    | Business/Science Park                       | 3         | 5         | 5         |
|                                    | Port Related                                | 7#        | 0         | 0         |
| Copeland                           | Strategic Employment Site                   | 5         | 5         | 5         |
|                                    | Local Employment Site                       | 13        | 13        | 13        |
|                                    | Business/Science Park*                      | 10        | 10        | 10        |
| Barrow In Furness                  | Strategic Employment Site                   | 5         | 5         | 5         |
|                                    | Local Employment Site                       | 7         | 7         | 7         |
|                                    | Business/Science Park                       | 5         | 5         | 5         |
|                                    | Port Related                                | 0         | 15        | 15        |
| South Lakeland                     | Strategic Employment Site                   | 0         | 5#        | 0         |
|                                    | Local Employment Site                       | 3         | 3         | 3         |
|                                    | Business/Science Park                       | 3         | 3         | 3         |
| <b>South &amp; East Cumbria</b>    | Eden  |           |           |           |
|                                    | Strategic Employment Site                   | 5         | 10        | 10        |
|                                    | Local Employment Site                       | 7         | 7         | 7         |
|                                    | Business/Science Park                       | 3         | 3         | 3         |
| South Lakeland                     | Strategic Employment Site                   | 5         | 5         | 0         |
|                                    | Local Employment Site                       | 5         | 5         | 5         |
|                                    | Business/Science Park                       | 3         | 3         | 3         |
| <b>Lake District National Park</b> | Local Employment Site (B1 and B2 uses only) |           | 3         |           |

\* Includes Strategic Regional Site identified by the NWDA at Westlakes, Copeland

# Carry over provision to the next period if not completed

† Defined in RPG as Regional Investment Site

◊ Carlisle Airport

## Policy EM11: Development of employment land for other uses

Outside the Lake District National Park, the development of existing employment sites, premises and land allocations for non-employment or mixed uses will be permitted where it can be demonstrated that:

1. the residual supply of such employment land would meet the requirements of Policy EM10,
2. each Key Service Centre would retain an available local employment site,
3. the proposed use would be compatible with the setting and proposed location, and
4. there would be no significant increase in the length and number of journeys generated,
5. sufficient capacity in transport and service infrastructure would be provided for the new use, and
6. the site or premises is likely to remain unviable for employment purposes over the Structure Plan period.

Within the Lake District National Park, permission will not be given for the redevelopment or use for other purposes of business sites or buildings which already exist and which have class B1, B2 or are identified in the Local Plan, unless they are demonstrated to be unsuitable for business purposes, or exceptionally, viable alternatives are readily available in the locality.

- 3.11 Only employment sites that are considered to be unviable over the full Structure Plan period or are in excess of the requirements of Policy EM10 will be appropriate for other uses. In the National Park, because of the limited supply of sites and the difficulties of identifying new sites there is a particular need to protect existing business sites and buildings from being redeveloped for alternative uses.

### Policy EM11

## The Rural Economy

- 3.12 To maintain rural communities and the vitality of rural life, policies to diversify the rural economy are required. There is an urgent need to re-shape agricultural businesses and find new sources of income. The Structure Plan seeks to enable the development of rural businesses, in accordance with Policy RU2 of Regional Planning Guidance. The Plan provides opportunities for diversification that respect local heritage, environmental quality and community needs.

- 3.13 The focus of new development will be on key service centres (see Policy ST2) and other towns and villages defined in Local Plans. Whilst these will be the preferred locations for new development, the need to strengthen the rural economy, including the need to diversify farm businesses, may require the conversion and extension of suitable buildings.

- 3.14 Development should not lead to the wide dispersal of activity within the open countryside on a scale that could prejudice the vitality of towns and villages, threaten landscape character and undermine wider sustainable development objectives. Proposed uses will therefore need to be consistent with a rural location and result in no more than a modest increase in traffic.

- 3.15 In the National Park, the existing dependence on the tourism industry needs to be balanced by encouraging a wider economic base

- 3.16 Farming will remain a key aspect of rural life and the rural economy, valued for its role in shaping the landscape and wildlife habitats. Agri-environment support will be an important component of farm diversification schemes as will development to support processing and marketing of local products.

### Policy EM12

## Tourism

- 3.17 Tourism makes an important contribution to the economy accounting for 18% of the County's economic output and supporting approximately 47,000 jobs<sup>5</sup>. Changing trends in tourism, particularly the growth of short stays, has led to the lengthening of the tourist season. This brings year round economic benefits and increased employment opportunities, but may bring problems for some local communities and the environment.
- 3.18 The Regional (Economic) Strategy takes a positive view of the future role of tourism as an economic sector for growth. However, it recognises that investment is needed in the environment, and assets such as the Lake District National Park and Heritage Coast should be protected. The Hadrian's Wall World Heritage Site is identified as a major attraction for sustainable tourism. The Strategy stresses that tourism development can aid the regeneration of West Cumbria and Furness and assist rural diversification.
- 3.19 Tourism should be developed in a sustainable manner, based on visitors enjoyment and understanding of Cumbria's distinctive scenery, culture and history. Cumbria's finest landscapes need protection in accordance with Policy ER2 of Regional Planning Guidance. The Structure Plan directs new tourism development towards areas where there is need for regeneration and economic diversification in accordance with Policy EC9 of Regional Planning Guidance. There is a need for different approaches to tourism in different parts of the County, to take account of the varying local environmental, economic and social conditions.
- 3.20 The Lake District National Park is the focus of tourism in Cumbria, in terms of both its economic importance and the concentration of visitors. Tourism will need to evolve in the light of trends in leisure, but it will also be vital to ensure that its development is in sustainable directions and is in keeping with a more diversified local economy. The National Park is a living and working landscape of exceptional beauty, the preservation and enhancement of which is the first purpose of National Park designation. The National Park Authority has a duty to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public. The tourism industry has a vital role in supporting that aim, but tourism development should not prejudice the National Parks special qualities. Tourism's relationships with the environment and with local communities are most sensitive within the National Park and so restraint on the growth of the tourism industry is necessary. Where conflicts between tourism and conservation occur which cannot be reconciled, the Environment Act 1995 requires that protection of the National Parks natural beauty should prevail.

## Policy EM12 : Rural employment development

Outside key service centres developments which promote business and employment opportunity will be permitted where they are of a scale and type sympathetic to the character of the area within which they are proposed and, in particular, where such developments:

1. utilise existing well-suited buildings or previously developed land,
2. do not have a significant adverse transport impact,
3. provide diversity in the local economic base, and
4. assist in the maintenance of traditional landscapes and buildings.

The development of new buildings for employment purposes in the open countryside will be permitted only where it can be demonstrated that the proposal forms an expansion of an existing business on the site, including appropriate farm diversification, is well related physically to existing buildings, and is easily accessible.

## Policy EM13: Tourism Development

The future development of tourism facilities should be based on visitors enjoyment and understanding of Cumbria's distinctive scenic, cultural and historic character. The emphasis should be on sustaining these attributes and adding quality. The further growth of tourism in the Lake District National Park will be restrained.

Outside the Lake District National Park and AONBs, tourism development will be considered favourably particularly where it will assist in the economic and physical regeneration of an area and the development would benefit the local community. Proposals in the open countryside for the conversion of farm and other rural buildings for tourism purposes will be permitted where they are in scale with the rural location, there are no significant adverse affects on local amenity and they assist with the diversification of an existing farm/rural business.

In the Lake District National Park changes of use or conversions which result in the loss of important tourism accommodation or public amenities will not be permitted unless they are demonstrated to be unviable.

Tourism development within or affecting the Lake District National Park and AONBs will only be permitted where:

1. it would not conflict with the special qualities of the designated areas or diminish opportunities for quiet enjoyment,
2. it would not introduce inappropriate activities or levels of use, or otherwise be of a nature and scale detrimental to the character and quality of the environment, and
3. it would not result in the loss of serviced accommodation and of touring caravan pitches to other tourist uses.

- 3.21 The nature and scale of tourism developments must be well related to visitors' enjoyment of the National Park. Landscape amenity must be safeguarded. The character of the quieter areas and quieter periods will be protected from changes which would diminish the different experiences offered by the National Park, or which would create adverse physical impacts. Development or increased uses must not damage sensitive areas. These areas may be relatively undeveloped or relatively busy areas which are particularly vulnerable to the provision of additional attractions and facilities.
- 3.22 Planning Policy Guidance Note<sup>21</sup> on tourism advises that most tourist needs for accommodation, shopping and catering can be met outside the National Parks or by provision that already exists within them.
- 3.23 Within the National Park there has been a recent trend to convert serviced accommodation to other uses and to replace touring caravan pitches with static caravans or chalets. In assessing proposals for changes of use, or conversion, of tourist facilities, particular regard needs to be paid to the public amenity and employment consequences of the development proposal. The desirability of maintaining a reasonable balance of different forms of holiday accommodation or tourist facilities within the National Park as a whole also needs to be taken into account. Any change of use, or conversion from one form of holiday accommodation to another, or to a different use altogether, is to be welcomed only if it is of net benefit to the National Park. The loss of a hotel to another use, particularly if it is the main one in the locality, will be resisted. In the case of touring caravans, it is necessary to ensure that sufficient pitches remain available to cope with the short period of intensive demand at the height of the season. **Policy EM13**



*New tourist attractions can play an important role in economic development, Dock Museum, Barrow.*