

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~~18% of total employment in the County either directly or indirectly⁴.
- 3.3 Measures⁸ indicate that Cumbria's economic performance is currently worse than almost any other part of the UK and only marginally ahead of Merseyside in the North West. Economic performance could deteriorate further with changes impacting on two of the County's most important high value sectors of nuclear reprocessing and shipbuilding. The area's continued dependence on manufacturing leaves it vulnerable to new business trends, particularly manufactured goods being transferred to countries with low labour costs. Changes to Common Agricultural Policy (CAP) and the impact of foot and mouth disease have led to serious difficulties for the agricultural industry. The growth of telecom based businesses in financial services and customer care are themselves vulnerable as emerging economies enter more sophisticated markets in the service sector. Problems are magnified by Cumbria's remoteness from major markets.
- 3.4 The Structure Plan has a vital role in enabling the economic fortunes of Cumbria to be improved through giving support to initiatives that increase investment, attract high technology businesses, increase skills and training, and provide good standards of infrastructure for transport, services and employment activities ~~supports initiatives to increase investment and facilitates employment opportunities~~ where they are needed to achieve a strong and diverse economy. The future emphasis will be placed on developing high value added business activities, sustaining the County's traditional economic activities and promoting opportunities for diversifying the economy in rural

areas. The Structure Plan seeks to complement the Regional [Economic] Strategy (RES) and will guide the implementation of local regeneration initiatives, partnerships and programmes.

Employment Land

- 3.5 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.
- 3.6 ~~Five A range of~~ Employment Land Market Sectors ~~have~~ been identified and Figure 3 states the key characteristics of each. These ~~which~~ caters for the economic sectors identified in the Regional (Economic) Strategy and Policies EC1, EC2, EC3, EC4, EC5 and EC7 of Regional Planning Guidance (RPG). It is not appropriate to specify economic sectors for each type of employment land in light of the dispersed nature of sites, the relative isolation of local economies and the need to be responsive to future economic demands. ~~Figure 3 defines the key characteristics of each type of site.~~ The economic sectors identified in the RES that could have potential across the range of sites are shown in Figure 3.

Regional Investment Site	<ul style="list-style-type: none"> • Good Trunk Road access • Served by public transport • Potential for rail freight • Over 8 ha to be developed in large plots • Comprehensive masterplan • Classes B1, B2 & B8 of the Use Class Order • High standard of landscaping • Good proximity/links to sub-regional centres • Development of previously developed land • <u>Characteristics in accordance with Policy EC5 of Regional Planning Guidance</u> 	<p><u>Regional Economic Sectors</u></p> <ul style="list-style-type: none"> • <u>Aerospace</u> • <u>Automotive</u> • <u>Aviation</u> • <u>Chemicals</u> • <u>Construction</u> • <u>Creative Industries</u> • <u>Digital Industries</u> • <u>Energy</u> • <u>Environmental Technology</u> • <u>Financial & Professional</u> • <u>Food and Drink</u> • <u>Healthcare (Biotechnology)</u> • <u>Maritime</u> • <u>Sport</u> • <u>Textiles</u> • <u>Tourism</u>
Strategic Employment Site	<ul style="list-style-type: none"> • Over 5 ha developed in large plots • Classes <u>B1 (b&c)</u>, B2 & B8 of the Use Classes Order • <u>Ancillary B1(a) of the Use Classes Order</u> • Access to the Primary Route network • Potential to be served by public transport. • Good links/proximity to key service centres • Masterplan incorporating landscaping 	
Business/ Science Park	<ul style="list-style-type: none"> • Class B1 of the Use Classes Order • Over 1 ha • Access to Primary Route Network • Served by public transport, cycle and pedestrian network • Good proximity/links to key service centres • Masterplan and very high standard of design and landscaping • Potential for links to higher education institutions and knowledge based industry 	
Local Employment Site	<ul style="list-style-type: none"> • Under 5 ha • Classes B1, B2 & B8 of the Use Classes Order • Good links/proximity to service centres. • Adequate transport access 	
Port Related Site	<ul style="list-style-type: none"> • Port side access • Over 5Ha developed in large plots • Classes <u>B1 (b&c)</u>, B2 & B8 of the Use Classes Order • <u>Ancillary B1(a) of the Use Classes Order</u> • Served by public transport and rail freight • Access to the Primary Route Network 	

Figure 3 Employment Land Market Sector definitions

- 3.7 The current take up and availability of employment land is shown in figure 4. The Employment Land Market Sectors correspond with those identified in Policy EM12, with the addition of land recorded as 'Own Use'. This land is reserved for expansion by an existing business and is therefore not truly "available" to the open market. Overall it is recognised that there is a surplus of employment land in the County, although it varies by Sub County Area and Employment Land Market Sector. A detailed assessment of available sites⁹ indicates that to maintain a choice of land in each Sub County Area there will be a need to find some new sites. Conversely, where there is an excess supply of employment sites, Local Planning Authorities will need to review the sites which are currently allocated in Local Plans and remove any which are not needed. Some of these sites may be suitable for alternative uses. (see Policy EM13).
- 3.8 Local Plans are required to bring forward sites to meet the requirements of Policy EM10~~2~~. Land needs to be made available over the whole of the Structure Plan period to satisfy economic demands. The amount ~~and type~~ of land required by Policy EM12 to be available ~~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 within each of the Sub County Areas and Employment Land Market Sector definitions, see Figure 3. It encourages economic growth in areas of need and regeneration; 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 and East Cumbria. The provision made for employment land in Furness and West Cumbria reflects the emphasis on regeneration. 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. Policy EM12 also takes into account the land currently available (Figure 4) and the need to maintain existing employment sites that provide an important economic role.

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	31.94	0	5.44	40.74	46.18
TOTAL	93.08	7.79	152.48	464.6	617.09

Source: CCC Employment Land Availability, March 2002

Employment Land Market Sector	Development Completed 1998-2003 (ha)	Development Under Construction (ha)	Land With Planning Permission (ha)	Land Allocated in Local Plans (ha)	Total Land Available for Development (ha)
Regional Investment	-	-	-	-	-
Site	18.09	3.03	43.59	0.00	43.59
Strategic Employment Site	2.37	0	31.31	150.22	181.53
Business/ Science Park	8.63	1.69	10.27	59.82	70.09
Local Employment	-	-	-	-	-
Site	27.13	13.58	48.63	180.45	229.08
Port Related	0	0	0	78.12	78.12
Own use	30.9	0.41	2.92	11.25	14.17
TOTAL	87.12	18.17	136.72	479.86	615.58

Source: CCC Employment Land Availability, March 2003

**Figure 4 Employment land take up and availability in the County
(1 April 98 to 31 March 03)**

3.9 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 H147. To ensure this outside the Lake District National Park, a minimum supply of land to meet defined employment land market sectors and anticipated demands is to be made available at five year intervals. These intervals will allow time for existing land to be made "readily available" for development. They will enable Local Plans to phase the release of land to meet the investment and regeneration emphasis of the Structure Plan. The supply of land indicated in Policy EM12 should be readily available and not constrained by inadequate service infrastructure,

ownership and significant remediation costs. Local Authorities should work in partnership with developers and regeneration agencies such as North West Development Agency and Westlakes Renaissance to ensure the availability of quality sites.

- 3.10 ~~Where land is not taken up in any~~ Land remaining available at the end of a five year period will count towards the following period. This is particularly important in the case of available Port Related Land in Allerdale and Barrow in Furness ~~and the Strategic Employment Site in South Lakeland (both in West Cumbria and Furness)~~ where no other opportunities exist to bring forward alternative sites. Land will also be safeguarded to ensure the future role of existing ports such as Barrow, Whitehaven, Workington and Silloth (see Policy T26). The supply of sites must also satisfy the requirement of Policy ST5 ~~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~~ for an appropriate supply of readily available land in the Local Employment Site Market Sector in each key service centre.
- 3.11 The provision of land in excess of that indicated in Policy EM12 will be justified if it is demonstrated that the existing supply of land does not accommodate user requirements or is needed to satisfy take up rates. In identifying new employment sites Local Plans will need to take account of the strategy outlined in Policies ST5-11 and provide opportunities for the economic sectors identified in the RES and RPG. Local Plans will also ensure the scale of employment land proposed is appropriate to the size and character of key service centres and towns and villages defined in Local Plans.

Policy EM120 : 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 outside the National Park at the start of each period years indicated:

Sub County Area	Employment Land Market Sectors	Period Year		
		2001- 2006 (Ha)	2006- 2011 (Ha)	2011- 2016 (Ha)
City of Carlisle	Regional Investment Site [∇]	15	20 15	15
	Strategic Employment Site	10	10	10
	Local Employment Site	15	15	15
	Business/Science Park	5	10	10
North Cumbria Carlisle	Strategic Employment Site [◆]	6	6	6
	Local Employment Site	5	5	5
	Local Employment Site	2	2	2
Furness & West Cumbria Allerdale	Strategic Employment Site	20	20	20
	Local Employment Site	10	10	20
	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	11#5	150
South Lakeland	Strategic Employment Site	0	5#	0
	Local Employment Site	3	3	3
	Business/Science Park	3	3	3
South & East Cumbria 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
Lake District National Park	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

∇ Kingmoor, Carlisle listed Defined in RPG as a Regional Investment Site

◆ Carlisle Airport

3.12 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 Classes Order) and protected from competition from other forms of development with higher land values, such as tourism and housing.

3.13 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 EM120

3.14 To meet the requirements of Policy EM120 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. Evidence is that there is an excess in the supply of land in certain Employment Land Market Sectors and Sub County Areas⁹. In such cases Policy UR5 of Regional Planning Guidance and Policy EM13 should be applied ~~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. In determining the appropriateness of alternative uses account will need to be taken of the Structure Plan strategy Policies ST5-11.

3.15 Only employment sites that are considered to be unsuitable over the full Structure Plan period and ~~or~~ are in excess of the requirements of Policy EM120 will be appropriate for other uses. In assessing whether a site or premises is “unsuitable” consideration will need to be given to the availability and quality of alternative sites or premises, the condition of the site or premises, service infrastructure capacity, and the views of economic development agencies for the area. Available employment land should not be developed for other uses where this would prevent development of the full land provision made in Policy EM12 over each five year period. 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 EM134**

The Rural Economy in Rural Areas

3.16 To maintain rural communities and the vitality of rural life, policies to diversify the rural economy in rural areas are required. There is an urgent need to reshape agricultural businesses and find new sources of income. Agriculture will, however, 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.

3.17 The Structure Plan seeks to enable the development of rural businesses in rural areas, in accordance with Policy RU2 of Regional Planning Guidance. The Plan provides opportunities for diversification that respect local heritage, environmental quality and community needs. Implementation of policy will be facilitated by government agencies and local economic development bodies such as Cumbria Rural Regeneration Company and Cumbria Rural Enterprise Agency, working in partnership with local communities.

3.18 The focus of new development will be on key service centres (see Policy ST52). They play an important role sustaining the economy of their hinterland. ~~and~~ Other towns and villages defined in Local Plans also have an important role in supporting the economy in rural areas. Whilst these will be the preferred locations for new development, the need to strengthen the rural economy in rural

Policy EM134 : 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 EM120,
2. each key service centre would retain an appropriate supply of readily available land within the Local Employment Site Market Sector,
- ~~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~~
3. the site or premises is likely to remain unsuitable for employment purposes over the Structure Plan period.

The suitability of existing employment land commitments should be assessed as part of Local Plan reviews. This should take into account whether employment use would be more environmentally friendly and socially sustainable than alternative uses, whether the need for a balanced and appropriate mix of uses within settlements would be harmed, and whether the criteria set out above are satisfied.

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.

Policy : EM14 ~~2~~ Rural e Employment development in rural areas

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.

In addition ~~T~~he 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.

areas, including the need to diversify farm businesses, may require the conversion and extension of suitable buildings.

- 3.19 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.
- 3.20 In the National Park, the existing dependence on the tourism industry needs to be balanced by encouraging a wider economic base. **Policy EM14**

~~3.21 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

- 3.21 Tourism makes an important contribution to the County's economy. It generates annually £1 billion, equivalent to accounting for 18% of Cumbria's Gross Domestic Product, the County's economic output and supporting in total roughly 34,000 jobs directly and a further 8,000 indirectly through the supply chain approximately 47,000 jobs⁵ – 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 such as access to housing and adverse transport impacts.
- 3.22 Account has been taken of ~~T~~he Regional (Economic) Strategy which 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. **Policy ST9 of the Structure Plan supports this approach.**

3.23 Tourism should be developed in a sustainable manner, ~~and not prejudice based on visitors~~ enjoyment and understanding of Cumbria's distinctive environment scenery, culture and history. Cumbria's finest landscapes need protection in accordance with Policy ER2 of Regional Planning Guidance and importance should be placed on protecting habitats, species, historic features and environmental assets. 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 diverse and distinctive ~~varying~~ local environmental, economic and social conditions.

3.24 Outside the Lake District National Park emphasis should be on adding quality to the Cumbria tourism "offer" and sustaining the attributes of the area. Key service centres provide ideal locations for new tourism facilities that are accessible. Tourism development should also help to broaden the role and attractiveness of each centre. In rural areas, tourism uses can assist in the diversification of existing businesses and encourage rural regeneration. They will be supported where their scale can be accommodated without adverse effects on the character and amenity of the local area. Tourism proposals should not diminish the statutory purposes of AONBs (See paragraph 1.8).
Policy EM15

3.25 The Lake District National Park is the main 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~~ conservation 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. It is therefore important that tourism developments respect the sensitivity of the environment and the communities within the National Park. ~~, but tourism development should not prejudice the National Park's 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~~

Policy EM15 : Tourism development outside the Lake District National Park

Tourism development outside the Lake District National Park will be permitted where this does not prejudice the area's distinctive environmental, cultural and historic qualities. The emphasis should will be on adding quality and sustaining these attributes, and wherever possible, facilitating the enjoyment and understanding of them.

New tourism facilities will be directed to key service centres (Policy ST5) and to locations that enable the economic and physical regeneration of an area, where they bring benefit to the local community. Proposals outside key service centres will be assessed on the basis of policy EM14.

In addition tourism proposals in AONBs will only be permitted where the statutory purposes of the designated areas are not diminished.

~~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.~~

Policy EM13 6: Tourism development within the Lake District National Park

The future development of tourism facilities should be based on visitors enjoyment and understanding of Cumbria's the National Park's distinctive scenic environmental, 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.~~

~~tourism and conservation occur which cannot be reconciled, the Environment Act 1995 requires that protection of the National Park's natural beauty should prevail.~~

- 3.26 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.

- 3.27 Planning Policy Guidance 21 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.
- 3.28 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 in maintaining the balance of accommodation provided 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 EM163**

~~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~~ **National Park** 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.