Eden District Employment Land Study

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Eden District Employment Land Study

1. Introduction

1.1 Drivers Jonas LLP was appointed by Eden District Council (the Council) in October 2009 to prepare an employment land study for the District. The Council requires a comprehensive study and report on employment land requirements for the District (excluding that area included within the National Park) covering the period up to 2021.

Purpose and Scope of the Study

1.2 The overall purpose of the Study is to examine the current and future demand for employment land and premises and to undertake an assessment of the capacity of current supply / allocations to meet projected demand and forecast requirements. The Council's Brief also highlights that the Study should follow the recommendations set out in the CLG guidance for undertaking employment land reviews.

1.3 In undertaking the Study, the Council has identified a number of specific tasks to be completed, which can be summarised as follows:

- An assessment of market demand for B1, B2 and B8 uses, also having regard to the policy commitment identified in the Council's emerging Core Strategy to expand the existing Eden Business Park (Gilwilly Industrial Estate) at Penrith;
- Ensure that the roles of neighbouring Districts, including Carlisle and South Lakeland, are considered as an integral part of the study;
- Provide a qualitative assessment of the District's stock of employment sites and allocations, examining their contribution to the employment portfolio by applying a wide range of considerations concerning their ability to satisfy the needs of existing, incoming and modern business, constraints on usage and, ability to meet planning and economic objectives;
- The contribution vacant premises could play in meeting future demand;

- The constraining influence of current supply side factors to the creation of higher wage jobs / higher GVA employment opportunities and, the potential role of the private sector and the proposed expansion of Eden Business Park to promote such development; and

- Make recommendations on the need, or otherwise for additional employment allocations, the de-allocation of existing sites, and where future employment growth should be directed taking into account market factors and principles of sustainability.

1.4 The Study Brief also identifies a number of other matters which should be covered, such as assessing the economic importance of the M6 corridor, the needs of the rural economy and, the implications of the recession and future recovery.

Stages and Outputs of the Study

1.5 The Study has been carried out in accordance with the following three-stage process for employment land reviews as detailed in the ODPM's 'Employment Land Reviews Guidance Note' dated December 2004 (the Guidance Note).

- Stage 1: Taking stock of the existing employment land situation;

- Stage 2: Creating a picture of future employment requirements; and

- Stage 3: Identifying a new portfolio of sites.

1.6 Further details on the approach to the study is set out in the following section of the report.

2. Overview of Key Tasks and Approach

Task 1: Sub Division of the Study Area

2.1 As a starting point, the overall study area has been divided into different sub-areas as shown in **Table 2.1**, which broadly reflects the sub-division used by the Council in its recording of available vacant premises. This table also shows a 'best fit' of study sub areas using Office of National Statistics ('ONS') middle layer super output area boundaries. A plan illustrating the broad extent of the study sub areas is included at **Appendix 1**.

Table 2.1: Overview of Study Sub Areas

Sub Area	Eden District ONS Middle Layer Super Output Area
Alston and North Pennines	001
Appleby Area (including Shap)	006
Kirkby Stephen Area (including Tebay)	007
Penrith	002, 003, 004

Note: ONS Layer Super Output Area 005 for Eden District has been excluded. This approximates to that part of the District within the National Park which is outside of the scope of this study.

2.2 The sub areas have been devised in consultation with the Council and are identified to enable a more geographically focussed analysis associated with subsequent relevant work tasks.

2.3 In terms of sub area analysis, where possible, boundaries identified on the plan in Appendix 1 have been applied although for a limited number of information sources concerning existing building stock, including that derived from the ONS, middle layer super output area boundaries have needed to be used. This will not however impact on the overall study outputs or the validity of conclusions.

Task 2: Planning Policy and Socio-Economic Review

2.4 For a study of this nature, it is important to have a full understanding of the aims, objectives and requirements of relevant planning policy applying at the national, regional and local level. **Table 2.2** below summarises the key planning policy documents reviewed.

Table 2.2: Key Planning Policy Documents

Policy Level	Document to be Reviewed
National	PPS1: Delivering Sustainable Development (2005) PPG4: Industrial, Commercial Development and Small Firms (1992) Draft PPS4: Planning for Prosperous Economies (Consultation Paper) (2009) PPS6: Planning for Town Centres (2005) PPS7: Sustainable Development in Rural Areas (2004) PPG13: Transport (2001)
Regional / Sub-Regional	North West Regional Spatial Strategy (September 2008) Cumbria Sub-Regional Strategy – Sustainable Cumbria 2008-2028 The Cumbria and Lake District Joint Structure Plan (April 2006)
Local	Adopted Eden District Local Plan (1996) – saved policies Core Strategy Submission Document (June 2009)

2.5 In addition to the above planning documents, as part of establishing the baseline position, we have considered a number of economic strategies and related documents prevailing at the regional, Cumbria-wide and Eden District level. This review has enabled the identification of key economic policy objectives and also the existing socio-economic context applying to the Study area and its relevant sub-areas.

Task 3: Quantitative Assessment of Employment Land and Premises

2.6 In order to provide an overall quantitative picture of supply, the Study seeks to examine the following:

- The amount and distribution of the existing stock of employment floorspace, distinguishing between vacant and occupied space; and

- The amount and distribution of employment land supply and associated potential new floorspace.

2.7 For each aspect, we have quantified the level and distribution of existing floorspace and proposed future land and floorspace across the entire study area and also its constituent sub areas. Supply has been quantified by planning use class (B1, B2 and B8 uses) and also by employment sectors [office (B1a), manufacturing (B1b&c / B2) and warehouse / distribution (B8)].

Quantitative Assessment of Existing Floorspace and Premises

2.8 The most reliable figures for existing floorspace provision at the sub-local authority level are business rates statistics provided by the Office for National Statistics (ONS) in collaboration with the Valuation Office. This information is available at the middle layer super output area level from the ONS's web site.

2.9 The data identifies the total number and floorspace of 'hereditaments' (a piece of real, inheritable or taxable property on which rates may be charged and which is defined in law) by the main employment sector as described above. This data has been analysed by sub-area within the study area, albeit that 'best fit' ONS output areas need to be applied.

2.10 Although ONS data does provide a vacancy rate for the main employment sectors for Eden District as a whole, sub-local authority area level ONS floorspace data does not however distinguish between vacant and occupied space, rather an amalgamated figure for total floorspace is identified.

2.11 Details on vacant premises, and hence vacancy rates for each study sub area and an assessment of the nature and quality of available premises, have therefore been primarily obtained from the Council's on-line Vacant Property Register.

2.12 We have also carried out our own investigations on vacant premises to clarify details in the register to ensure, for example, that the double-counting of premises is avoided as far as possible.

Quantitative Assessment of Potential Future Land and Floorspace

2.13 The assessment of current employment land supply has focussed mainly on the following:

- *Employment Allocations* – Sites without planning permission which are allocated for B1, B2 and B8 uses in the adopted Eden District Local Plan.
- *Employment Commitments* – Sites under construction at the time of survey or yet to be started but with extant planning permission for B1, B2 or B8 uses.

2.14 Quantitative land supply information has been obtained form the employment land monitoring returns collated by Cumbria County Council, dated September 2009 . This information has also been interrogated, (partially) updated and expanded upon as necessary to provide a more detailed assessment of land supply and potential new employment floorspace by main planning use class / employment sector. Further details on our approach to the quantitative assessment of supply is included at Chapter 4.

Task 4: Qualitative Assessment of Employment Land and Premises

2.15 The Council has identified 38 sites / employment areas which have been subject to specific qualitative assessment (i.e. site appraisal).

2.16 Information used to inform the completion of qualitative site assessments has been obtained from a range of sources including:

- Site visits;
- Information supplied by the Council and, discussions with Council Officers and others as necessary; and
- Reviews of reports, site briefs and other published data sources.

2.17 For the qualitative assessment of sites, we have applied appraisal criteria covering the following key matters:

- Market (Commercial) Attractiveness;
- Sustainable Environmental Development; and
- Strategic Planning and Economic Objectives and Factors.

2.18 Our assessment of commercial factors has included a general consideration of the likely attractiveness of developed sites for employment re-use and redevelopment. This particular element of the study has been based on our site visits only and has not included any detailed or specific analysis in terms of building survey or financial viability assessment for example. We have however paid further attention in this regard to the proposed extension to the Gilwilly Industrial Estate (also referred to as Eden Business Park) given the importance of the prospect of delivering this site in the context of the Council's emerging Core Strategy.

2.19 Each site has been 'scored' separately in terms of its overall performance against market, sustainability and strategic policy criteria. In accordance with good practice, the scoring system used is relatively simplistic in approach. For example, it does not seek to weight scores. It is therefore important to consider scores in conjunction with associated qualitative assessment commentary which summarises the key negative and positive factors identified.

2.20 A single amalgamated score for each site is not recorded as it is important to separate out market, sustainability and strategic planning and economic factors. For example, although an unconstrained Greenfield site may be attractive to potential occupiers (and hence score well against certain commercial criteria), this score is unlikely to be replicated when assessed against sustainable development / environmental resource considerations.

2.21 Based on the qualitative assessment exercise, those sites and areas assessed have been ranked in terms of their importance and role in the local employment hierarchy. We have utilised the following rankings to categorise the overall qualitative performance of different sites:

- **'Very Good':** Very good quality relatively unconstrained sites suitable for local or incoming clients with a national / regional choice of locations.

- **'Good':** Sites which may be subject to some constraints but with potential to be suitable for inward investors and / or locally-based businesses.

- **'Moderate':** Sites which score poorly against one or more qualitative factors but which (could) perform a role in the employment hierarchy, including for local businesses.

- **'Poor':** Generally poor quality sites with significant constraints and often in inappropriate locations or in non-employment use (and therefore should be retained in current use). These could have potential for (partial) de-allocation or release to other forms of development.

- **'Owner-Specific':** Allocations or existing sites which are not likely to be available on the open market. In accordance with good practice, allocations which are only available for a specific occupier are excluded from available employment land totals until sites gain planning permission.

- **'Other':** Sites which could form part of a mixed-use allocation / development incorporating an element of employment use. Mixed use allocations are particularly relevant to more complex often already developed sites which will likely require a mix of uses to generate sufficient value to underpin commercial viability.

Task 5: Forecasts of Employment Land Requirements

Understanding the Labour Market and Local Economy

2.22 In line with best practice, an important component of this Study has been to produce quantitative forecasts of employment land requirements through to 2022 for the Eden District. Forecasts have been based on an assessment of all aspects of the District's economy and not just on those aspects directly relevant to B1, B2 and B8 employment land use.

2.23 Forecasts for the District have been prepared using a bespoke, small area forecasting model that is driven by the national and regional forecasts produced by Oxford Economics and which produces forecasts consistent with these regional and national forecasts. Where possible, we have also sought to input local information such as Council produced population forecasts, so as to give consistency between the employment land forecasts and local housing requirement forecasts.

2.24 In order to ensure that the employment land requirement forecasts are based on a comprehensive understanding of the Eden District's economy, its constituent labour markets and how these are likely to develop over the forecast period, a base position and annual forecasts through to 2022 for all of the following for the District have been considered:

- population by age and gender;
- economic activity rates by age and gender;
- net commuting;
- self-employment;
- employees in employment by sector;
- economically active full-time students;
- unemployment; and
- GVA.

2.25 Through adopting this approach, this ensures that employment land forecasts are based on consistent and realistic assessments of the way in which the District's economy is expected to develop in the context of both national and regional forecasts as well as in the context of local factors such as the Regional Economic Strategy. The inclusive basis on which the forecasts are produced means that due account is taken of sectors such as live-working.

2.26 In producing the forecasts, particular attention has been given to anticipated changes in the structure of employment and self-employment, as these will have the greatest impact on the level of demand for employment land and property. At the same time, it is also important to have due regard to anticipated changes in labour productivity, particularly in relation to manufacturing, as this could impact on future employment land requirements such that forecasts based on employment levels alone might be misleading.

Employment Land and Premises Projections

2.27 There are essentially three sources of information on employment densities that can be used to translate employment and self-employment forecasts into floorspace requirements. These are the standards reproduced in the ODPM Guidance Note, densities derived from Valuation Office figures and densities derived from a survey of local businesses.

2.28 Our experience from undertaking employment land studies elsewhere is that there can be significant differences between the densities reproduced in the Guidance Note and those obtained locally. That this is likely to be the case is recognised in the Guidance Note, with best practice revolving around the use of locally derived figures.

2.29 For this reason, the study has sought to derive local densities for each of the use categories by dividing the Valuation Office floorspace in that use category, adjusted for voids, by the total employment in the sectors that are typically located in buildings with that use category permission. Multiplying the result by forecasts of future employment in the relevant sectors and possibly adjusting for productivity growth impacts, then gives a forecast of minimum future floorspace requirements, by use category.

2.30 Local density information is then translated into employment land forecasts by applying appropriate plot ratios. As plot ratio figures are not available from the Valuation Office, we would make use of information obtained from the survey of local businesses. The information so derived would be compared with the plot ratio figures in the Guidance Note.

2.31 Dividing the floorspace requirement forecasts by the relevant plot ratio estimates would generate forecasts of employment land requirements. These would be produced for each year to 2022, by use category.

2.32 It has to be emphasised that the employment floorspace and employment land requirements generated by this method are the absolute minima needed to accommodate the level of economic activity forecast. As such, additional amounts need to be added in order to allow for: voids, choice, development times, market friction, etc.

Scenarios

2.33 The impact of different economic scenarios on the amount of employment land has also been undertaken. This includes assessing the employment land implications of a reduction in working age population and greater service sector industry growth.

2.34 More pertinently, the Study consider scenarios of growth in line firstly with national forecasting consensus including Oxford Economics National Forecasts, Treasury projections and other private sector forecasts which will factor in the shape of the eventual economic recovery. Secondly, scenarios have been constructed in line with regional forecasts generated by the Regional Economic Forecasting Panel.

2.35 Additional details on our approach towards economic forecasting is included at Chapter 9.

Task 6: Employer Survey

2.36 In order to inform the forecasts and gain a further insight into current business issues a survey of businesses has been undertaken across the District. The aim being to survey a representative sample of relevant businesses in Eden District, in each of the towns and, where appropriate, in their rural hinterlands. In addition the aim was to interview all of the largest employers within the relevant sectors, not least because their requirements are likely to significantly influence the overall employment land requirement.

2.37 The survey was based on a bespoke questionnaire, deployed to obtain the following information:

- Ownership / control of businesses and where strategic decisions taken;
- Location and premises characteristics;
- Tenure of premises;
- Activities undertaken on site;
- Number of employees;

- Change in employment over recent years and anticipated;
- Floor space occupied and over how many floors;
- Site area occupied;
- Whether first site, additional site, relocation and if so, from where;
- Suitability of current premises / site;
- If planning to expand / contract and premises / site implications;
- Alternative locations considered / would consider; and
- Perceptions of premises / site shortages in the area, including proposals to expand the Gilwilly Industrial Estate (Eden Business Park) in Penrith.

Task 7: Review of Market Trends and Demand

2.38 The overview of market trends and demand has been based on a number approaches and information sources, which are summarised below. Wherever possible, the overview has been undertaken by study area/sub areas and by broad employment sector including office, manufacturing and warehousing.

Historic Trends

2.39 Cumbria County Council's annual employment land monitoring information provides details (on a site by site basis) on the amount of land developed for employment for the period 1 April 2004 to 31 March 2009, distinguishing between main market sector and planning use class. This information has been interrogated to provide a picture of annual completions by Study sub-area.

2.40 Interrogation of VOA / ONS data at a middle layer super output area has also been undertaken to provide an indication of floorspace change by main sector (office, manufacturing and warehousing / distribution) over the period 2003 to 2008.

Employment Land and Premises Supply Information

2.41 Review of the current quantitative position in relation to the supply of employment land and available employment premises utilising information obtained as part of Task 3 above. Additionally, as part of this element of the Study, information is drawn on qualitative site and premises issues, including that derived from the qualitative assessment of sites carried out under Task 5.

Outputs from the Employer Survey

2.42 The employer survey provides a useful indicator of potential local occupier demand / contraction over the short term in particular. This source of information can also reveal details which would not be obtained from other sources such as commercial agents, including in relation to location and tenure preferences and requirements of existing businesses in the area.

Other Sources of Information

2.43 Discussions with key stakeholders is a useful input into this aspect of the study. This has included a Stakeholder Workshop which was held on Wednesday 11 November and subsequent telephone conversations with local agents and others to gain a further insight into specific developments and market issues and demand more widely. A note of the Stakeholder Workshop is included at **Appendix 2**.

2.44 As part of the assessment of market demand and trends, the Study has also considered existing studies and data sources not already mentioned above, such as FOCUS and EGi.

Task 8: Conclusions and Recommendations

2.45 Building on all previous stages, this final stage of the Study seeks to provide comprehensive overview of the likely need to retain / release employment sites as a result of the quantitative and qualitative assessments, market trends/demand and forecasting work undertaken at previous stages.

2.46 More particularly, this Task draws together conclusions and makes associated recommendations in relation to the following key matters:

- An overview of external and internal opportunities and constraints affecting economic development and growth in the Study area;

- Suggested sites for retaining as allocations for employment land in the Core Strategy and any associated LDF documents;

- A consideration of employment land, delivery and related matters concerning the proposed Gilwilly Industrial Estate (Eden Business Park) employment urban extension;

- Other sites within the District where specific issues need to be addressed to enhance their qualitative performance and hence, contribution to the employment hierarchy;

- The level of protection to be given to different sites relative to their performance and role in the employment hierarchy, including the identification of sites which could be released from the employment portfolio;

- Other policy responses, such as those required to support the rural economy and rural businesses, and employment development in and around key service centres and rural areas more generally; and

- Identification of any ‘gaps’ in the employment portfolio in quantitative and qualitative terms which may need to be addressed and to define in broad terms, the general location and criteria for new opportunities for employment development which may be required, having regard to sustainability and market considerations.

3. Planning Policy Context

3.1 This section provides an overview of key planning and other policy strategy documents of relevance to this Study. Consideration is given to a range of strategies at the national, regional, sub-regional and Eden District level to provide a comprehensive picture of the policy content.

National Planning Policy

Planning Policy Statement 1: Delivering Sustainable Development (2005)

3.2 The purpose of this statement is to set out the overarching planning policies for the delivery of sustainable and inclusive patterns of development through the planning system. Paragraph 5 of the PPS sets out the main objectives of the planning system. These include:

- Contributing to sustainable economic development; and
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable liveable and mixed communities with good access to jobs and key services for all members of the community.

3.3 In line with the Government's commitment to promoting a strong, stable and productive economy, planning authorities should provide for improved productivity choice and competition ensuring suitable locations are available for industrial, commercial and other development, whilst recognising that economies are subject to change.

Planning Policy Statement 3: Housing

3.4 In developing their previously-developed land strategies, Local Planning Authorities should consider a range of incentives or interventions that could help to ensure that previously-developed land is developed in line with trajectory/ies.

Paragraph 44 outlines that his process should include, amongst other things:

- Considering whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development

Planning Policy Guidance 4: Industrial, Commercial, Development and Small Firms (1992)

3.5 Paragraph 3 of this guidance states that development plans work towards giving industrial and commercial developers and local communities greater certainty about the types of development which will/ will not be permitted in specific locations. Furthermore, paragraph 6 goes onto outline that:

> *"Policies should provide for choice, flexibility and competition. In allocating land for industry and commerce, planning authorities should be realistic in their assessment of the needs of business. They should aim to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure. They should aim to ensure that there is sufficient land available to meet differing needs. A choice of suitable sites will facilitate competition between developers; this will benefit end-users and stimulate economy."*

Planning Policy Statement 4: Planning for Prosperous Economies (Consultation Paper), 2009

3.6 This PPS 4 consultation paper sets out the Government's comprehensive policy framework for planning for sustainable economic development in urban and rural areas including town centres.

3.7 The draft PPS will achieve three key outcomes:

- Update draft Planning Policy Statement 4: Sustainable economic development;
- Update draft Planning Policy Statement 6: Town centres; and
- Consolidate national planning policy on economic development into a single streamlined planning policy statement.

3.8 With regard to the final bullet point, in its final form, this PPS will replace PPG 4: Industrial commercial development and small firms (1992), PPG Note 5: Simplified Planning Zones (1992), which will be published as practice guidance, and PPS 6: Planning for town centres (2005). It will also replace sections of PPS 7: Sustainable development in rural areas and sections of PPG 13: Transport.

3.9 Part EC1.3 of Policy EC1 included within draft PPS 4 is concerned with using evidence to plan positively. In respect of planning for economic development it is stated that at the local level the evidence base should:

- Assess the detailed need for employment land over the plan period;
- Assess the existing and future supply of land available for economic development through land reviews. Where possible, land reviews should be undertaken at the same time as, or combined with strategic housing land availability assessments
- Assess the need for additional floorspace for all main town centre uses

3.10 With regard to the local planning approach to economic development, draft PPS4 makes note to positively and proactively encouraging sustainable economic growth in both urban and rural areas, in line with the principles of sustainable development. It further states that local planning authorities should make full and effective use of planning tools such as simplified planning zones and prioritise previously developed land.

3.11 Local Planning Authorities are also to ensure that site allocations for economic development, particularly if they are for single or restricted uses, are not carried forward from one version of the development plan to the next without evidence of the need and reasonable prospect of their take up during the plan period. Wider economic uses or alternative uses such as housing, should be actively considered if the site is not retained.

Planning Policy Statement 6: Planning for Town Centres (2005)

3.12 Paragraph 1.8 identifies the range of town centre uses to which PPS6 applies. This includes offices, both commercial and those of public bodies.

3.13 PPS6 promotes a sequential approach when allocating land for employment developments promoting first town centres, followed by edge of centre locations and then out of centre locations well served by public transport. PPS6 provides guidance on planning for offices in town centres and identifies that:

- An assessment of the need for new office floor space over the development plan document period should be carried out as part of the plan preparation and review process
- Local need assessments will need to be informed by regional assessments and will form part of the evidence base for development plan documents; and
- The physical capacity of centres to accommodate new office development and the town centre's role in the hierarchy is also relevant to the planning for new office development.

Planning Policy Statement 7: Sustainable Development in Rural Areas (2004)

3.14 PPS7 identifies a requirement for local authorities to be aware of the circumstances, needs and priorities of the rural communities and businesses in their area in order that they can ensure that the policies contained within the Development Plan area relevant and effective.

3.15 With regards to the siting of development, paragraph 5 outlines that local planning authorities should:

> 1. *Identify suitable sites for future economic development, particularly in rural areas, where there is need for employment creation and economic regeneration.*

> 2. *Set out in local development documents their criteria for permitting economic development in different locations, including future expansion of business premises to facilitate healthy and diverse economic activity in rural areas.*

Planning Policy Guidance 13: Transport (2001)

3.16 Paragraph 21 outlines that local authorities should review their development plan allocations and should allocate or re-allocate sites which are (or will be) highly accessible by public transport, for travel intensive uses (including offices). Conversely, less travel intensive uses should be located where public transport is less effective.

3.17 Paragraph 32 states that:

> *"Local Authorities should adopt a positive, plan-led approach to identifying preferred areas and sites for B1 uses which are (or will be) as far as possible highly accessible by public transport, walking, and cycling."*

Employment Land Reviews Guidance Note (December 2004)

3.18 This guidance note was prepared by Environmental Resources Management on behalf of the ODPM (now CLG). The primary purpose of this guide is to provide planning authorities with effective tools with which to assess the demand for and supply of land for employment. In particular, sites allocated for employment need to reflect the changing requirements of businesses and local economies. This guide seeks to help those in the planning system to assess the suitability of sites for employment development, safeguard the best sites in the face of competition from other higher value uses and help identify those which are no longer suitable for employment uses.

3.19 The guidance sets out the following three stage approach to undertaking such reviews:

> ***Stage 1*** *– Take stock of the existing situation, including an assessment of 'fitness for purpose' of existing allocated employment sites;*
>
> ***Stage 2*** *– Compile a picture of future requirements by using a variety of means (i.e. economic forecasting, considering recent trends and/or assessing local property markets) to assess the scale and nature of likely demand for employment land and available supply in quantitative terms; and*
>
> ***Stage 3*** *– Identify a 'new' portfolio of sites by undertaking a more detailed review of site supply and quality. Identification and designation of new employment land portfolio.*

3.20 Employment Land Reviews should focus on those employment land uses or premises which are within the scope of PPG4 (DoE 1992), specifically:

- Offices, both in town centres and elsewhere, including those for public administration;
- Light and general industrial;
- Wholesale and freight distribution; and
- High technology premises, including research, business and science parks.

3.21 The approach adopted for this study takes account of relevant advice contained within this guidance note building it into existing methodologies. It is acknowledged that this guidance note does not form a definitive statement of government policy; however it nevertheless provides reasonably up to date information on approaches to undertaking an employment land review.

Regional and Sub–Regional Planning Policy

North West Regional Spatial Strategy (September 2008)

Achieving a Sustainable Economy

3.22 Policy W1 highlights that plans and strategies will strengthen the economy of the North West by building on the region's strengths. The Strategy requires local policies and strategies to reflect the following growth opportunity:

> *Giving positive support to the sustainable diversification and development of the rural economy through the growth of existing businesses and the creation of new enterprise particularly within Cumbria where there is a need to develop high value business activities and sustain traditional economic activities. Prospects for growth in tourism, food and energy sectors should be developed, including promoting links between regional agriculture and production and retail facilities to reduce food miles and support local businesses.*

3.23 Furthermore, plans and strategies should promote opportunities for economic development (including the provision of appropriate sites and premises, infrastructure, and clustering where appropriate).

3.24 Policy W3 is concerned with the supply of employment land. It states that that local planning authorities should undertake a comprehensive review of commitments and secure a portfolio of sites that complies with other spatial development and sub-regional policies.

3.25 The strategy sets a number of criteria which Local planning authorities should look to when undertaking a comprehensive review of commitments. These include ensuring:

- The most appropriate range of sites, in terms of market attractiveness and social environmental and economic sustainability, are safeguarded for employment use;

- That these sites can meet the full range of needs and are actively marketed;
- At least 30% of sites are available at any one time so that all new and existing businesses have the ability to grow successfully;
- The amount of brownfield land used for employment purposes is maximised, reflecting the likely increases in the amount available as a result of economic restructuring;
- Full consideration is given to the scope for mixed-use development; and
- Appropriate provision is made in Key Service Centres and full consideration given to the inactive re-use of agricultural buildings to facilitate the growth and diversification of the rural economy.

3.26 With regard to monitoring, the RSS states that the portfolio of employment land must be kept under regular review to ensure that the region does not over-or under-allocate land in relation to the actual scale of economic growth. Local Authorities should review their employment land portfolio every three years.

3.27 Table 6.1 included as part of Policy W3 quantifies the amount of employment land needed in each sub region (but does not provide figures for specific Districts). The position in relation to the Cumbria sub-region (within which Eden District falls) is illustrated in **Table 3.1.**

Table 3.1: Provision of Employment Land for Cumbria 2005-2021 (hectares) Extracted from Table 6.1 of RSS Policy W3

Cumbria	Amount
2005 Supply	633
Current take up per annum	16
Projected increase in take up	17.5%
Need 2005 – 2021	304
Extra allocation required	-329
Flexibility Factor	33%
Need 2005 – 2021 (incorporating flexibility factor)	404
Extra allocation required (incorporating flexibility factor)	-229

3.28 Policy W4 explores the issue of releasing allocated land. Where sites are to be de-allocated in plans and strategies (following a comprehensive review of commitments outlined in Policy W3) consideration should be given to a range of alternative uses and determined as appropriate to the location and nature of each site. Alternative uses considered should include housing and soft end uses, particularly where this will contribute to the deliver of Green Infrastructure networks. Appropriate remediation may also be required to address issues of land contamination before sites can be effectively re-used (Policy EM2).

3.29 In de-allocating sites Local Authorities should be mindful of the need to create and sustain mixed-used communities where there is access to a wide range of services and facilities.

3.30 Outside of a comprehensive review of commitments (Policy W3), when preparing plans and strategies and considering proposals and schemes there should be a presumption against the release of allocated employment sites for other uses. Sites should not be released where they provide, or have the potential to provide, an important contribution to the economy of the local area. Paragraph 6.18 of the RSS identifies that the demand for employment land to be released for other uses is particularly strong in Eastern Cumbria (Carlisle, Eden and South Lakeland).

Policies for the Cumbria Sub-Region

3.31 The RSS identifies Cumbria's key assets and opportunities as:

- Tourism, Food, and unique Nuclear sectors provide prospects for growth;
- The Lake District – a world famous visitor destination;
- Broad rural economy;
- New University for Cumbria;
- Prospect of growth in indigenous enterprises, maritime and creative industries; and
- Excellent broadband infrastructure.

3.32 Cumbria's key challenges are identified as:

- Slowest growth rate of all UK sub-regions;
- Over-dependence on public services, distribution, manufacturing and agriculture which makes the economy vulnerable to market change;
- Low wage economy;
- Low levels of skills and qualifications;
- Very high proportion of small firms (83% employ fewer than 10 people);
- Few jobs in the business and financial services sector

3.33 Against this context, RSS policies CNL1 and CNL2 sets out the overall spatial policy and sub-area development priorities for Cumbria. These policies confirm that most of the development within Cumbria should be focussed within Carlisle, Barrow and Workington and Whitehaven, with levels of moderate or small-scale development suited to the size and location of key and local service centres.

3.34 Penrith is specifically identified in Policy CNL2 as a location (along with Kendal) where inward investment should be directed and service provision improved to ensure that the needs of local people in South and East Cumbria can be met. This Policy also identifies the potential for increasing the development of a knowledge-based economy with the location of the University of Cumbria in the sub-region and also the potential for exploring tourism-based employment.

Cumbria Sub-Regional Strategy – Sustainable Cumbria 2008-2028

3.35 The Cumbria Sub Regional Strategy has been prepared by the Cumbria Strategic Partnership to set out the spatial planning framework for the area. The three Spatial Objectives are:

- To reduce the dependency for high level services/jobs on towns outside Cumbria
- To increase the viability and complementary nature of towns and villages throughout Cumbria
- To develop and maintain high quality modern integrated transport networks

3.36 Eden District is predominantly defined as within an area focussed on meeting local development needs, including employment. Penrith is however also highlighted within an area also encompassing Carlisle as an indicative zone of social and economic functionality.

3.37 Within this overall sub-regional spatial strategy, paragraph 3.7 identifies:

- Significant development to take place in Penrith;
- Moderate development to take place in Alston, Appleby and Kirkby Stephen; and
- Small scale development to take place in local service centres and other locations as identified in the local development frameworks.

3.38 The Strategy promotes Eden Business Park for high value business sites. The strategy also promotes the provision of additional and improved Higher and Further Education Opportunities including further development of the University of Cumbria.

The Cumbria and Lake District Joint Structure Plan (April 2006)

3.39 The Cumbria and Lake District Joint Structure Plan was adopted in April 2006. It was saved for 3 years from the date of its adoption and has now expired and replaced by the adopted Regional Spatial Strategy. This Plan formerly provided a quantitative employment land requirement for Eden District of 55 hectares over the period 2001 to 2016.

Local Planning Policy

Eden District Local Plan (1996)

3.40 The Eden Local Plan was adopted in January 1996 and provides the currently adopted local planning policies which guide development within Eden District. Under Planning and Compulsory Purchase Act 2004, policies contained within the Eden District Local Plan remained in place until 27 September 2007 unless their longevity was extended by the Secretary of State. The policies considered below have been formally ‘saved’.

3.41 The Eden Local Plan sets out a number of key objectives. With regard to Employment, Objective 18 strives to meet the needs of the District’s communities for economic growth through the allocation of a range of sites throughout the District.

3.42 Objectives 19-20 promote the strengthening of the rural economy through the promotion of varied employment opportunities in and adjacent to rural settlements, promoting the Council’s Economic Development Strategy and high environmental standards.

3.43 Through Policy EM2 the Local Plan identifies the 9.3ha site immediately north of the existing Gilwilly Industrial Estate as a Strategic Employment Site Allocation permitting B1, B2 and B8 Use Classes. Local and Small Employment Site Allocations are set out in Policies EM3 and EM4 respectively.

3.44 Policies EM5 and EM7 detail the requirements for development on allocated sites and extending existing sites and premises. Development on an allocated site would be judged against factors such as the effects on amenity of any nearby users/residents; provision of parking and servicing space; suitability of access to the primary highway network; and the impact on local built form, landscape and nature conservation interests.

3.45 Policy EM8 permits the reuse of vacant or underused industrial or commercial sites for employment generating development where the proposal is acceptable in terms of the criteria set out in Policy EM5.

3.46 Policy EM11 sets out the criteria for proposals for the development of new haulage depots and goods vehicles operating centres, including the design; and adequacy of the existing road system. Policy EM12 sets out the criteria for the reuse of station buildings and development in former station yards along the Settle-Carlisle railway.

Core Strategy Submission Document (June 2009)

3.47 The Core Strategy is the first Development Plan Document intended to replace the old Eden Local Plan. It is the central document of the Local Development Framework and sets out the vision, aims and strategy for spatial development in Eden District up to 2021 and beyond. It provides the framework for the formulation of the more detailed generic and site specific policies.

3.48 The Core Strategy Vision is:

> *"To develop, maintain and improve a vibrant Eden economy and to provide affordable housing supporting active and inclusive sustainable communities, building on natural assets, protecting and enhancing Eden's unique environment and heritage."*

3.49 The Core Strategy also sets out a number of Spatial Objectives to achieve the Vision. These include:

> *"To develop the local economy and meet local employment needs by providing a sufficient number and variety of employment locations and opportunities, at the same time ensuring the specific qualities of the local environment are not damaged."*

3.50 Paragraph 2.23 sets out statistics relating to businesses within Eden. There are 3,350 businesses registered for VAT in Eden. This represents 65 businesses per 1,000 population, as compared to an approximate figure of 33 nationally. The District has a higher proportion of small businesses employing less than 10 people than nationally with a correspondingly lower proportion of larger businesses. Business survival rates are higher than nationally but formation rates are lower.

3.51 With regard to employment land requirements, Policy CS13 sets out Employment Land Provision and states that

> *" In order to meet the employment land needs of the District up to 2021, the Council, its partners and service providers will ensure that provision will be made for up to 50 hectares of land for employment development (B1,B2 and B8 uses) in line with the locational policy set out in CS2."*

3.52 Paragraph 2.25 outlines that the alteration to the Cumbrian and Lake District Joint Structure Plan establishes the need for 55 hectares of employment land between 2001 and 2016. Through the allocations, paragraph 2.26 highlights that opportunities to improve the economic base will be made available providing for amore skilled labour force and the attraction and retention of young economically active people.

3.53 Policy CS2 sets out the Locational Strategy for the District. Penrith is the Key Service Centre with sustained development appropriate to that of a large town. Alston, Appleby and Kirkby Stephen are also identified as Key Service Centres but where moderate development will occur, appropriate to the scale of the town, including new housing, provision of employment and improvements to accessibility. Below the Key Service Centres in the hierarchy are Local Service Centres and Smaller Villages, Hamlets and Open Countryside.

3.54 The Core Strategy adopts a Sequential Approach for new development prioritising effective reuse of existing buildings and previously developed land within the built up area of the settlement.

3.55 Paragraph 7.8 states that the distribution of employment sites must reflect the locational strategy set out in CS2.

3.56 Paragraph 7.5 highlights that the most significant contribution to achieving economic prosperity in the District is to ensure that sufficient employment land is available in the right locations in order to support local businesses and attract inward investment.

3.57 Paragraph 7.7 identifies that in determining how much employment land to plan for, the Council has to take account of the RSS and the Adopted Structure Plan. The RSS does not break down the supply of employment land further than on a County basis and also runs to a different timescale, but working on an average District apportionment of 9.6% the figure provided for is approximately 2.25 hectares per annum. The Adopted Structure Plan provides for a minimum of 3.6 hectares per annum. The actual take up of employment land has been 6.79 hectares between 2001-2006 which amounts to 1.3 hectares per annum. Policy CS13 identifies that provision should be made for 50 hectares of employment land over the Core Strategy period.

3.58 Land to the north of Eden Business Park is proposed as a suitable location for an employment urban extension to Penrith. In the remaining Key and Local Service Centres the sequential approach will be applied to site selection with priority being given to those sites utilising previously developed land and supporting the delivery of the Council's development priorities and achievement of the spatial vision and objectives. Site selection including possible greenfield extensions will be examined in the Primary Development Control Policies DPD.

3.59 The strategy refers to development in rural areas (Policy CS14) stating that developments of an appropriate scale will be encouraged in rural areas where they, amongst others, wherever possible involve the re-use of suitable redundant traditional rural buildings; help towards diversification of the rural economy and; are of a scale and type sympathetic to the area within which they are proposed.

4. Socio-Economic Analysis

4.1 This chapter reviews the current economic strategies at sub-regional and local level. It also provides an overview of current socio-economic conditions within Eden District.

Sub-Regional and Local Economic Strategies

Cumbria Economic Strategy 2009-2019

4.2 Cumbria Vision has produced the Cumbria Economic Strategy (2009-2019). The key vision is:

> *To be an energised and healthy environment, and one of the fastest growing economies in the UK.*

4.3 To meet the vision for Cumbria, Cumbria Vision has adopted a two pronged approach:

> *Firstly Cumbria needs to capitalise on existing strengths in terms of the 6 identified priority business sectors.*
>
> *Secondly, to enable truly sustainable communities to develop, we need to develop the cross cutting themes which underpin the economy.*

4.4 In economic terms, the Strategy states that Cumbria was the slowest growing sub-region in the UK from the mid 1990's to 2002. Whilst growth rates have exceeded regional levels since then, the County is still behind the region, which itself is behind the UK in terms of GVA per head. This performance stems from many factors including the decline of traditional heavy industries, the changing structure of agriculture and the rural economy and the remoteness of certain parts of the County.

4.5 Strategic Priorities for Cumbria which give the best opportunities of job wealth and creation are:

- The opportunities of energy and low carbon economy; and
- Raising the attractiveness of destination Cumbria as a place to live, invest , work and visit.

4.6 These key wealth creation drivers will be supported by the main support facilities in the Economic Strategy:

- A once-in-a-generation opportunity to transform Cumbria's Education, Skills and Research and achieve a step change in aspirations;
- Better focused support for business, enterprise and employment;
- Development of key infrastructure as a platform for business growth; and
- Innovative stewardship of Cumbria's land and landscape to build a thriving Rural Economy and improve access to services.

4.7 The Cumbria Economic Strategy sets out a number of key opportunities and challenges within regard to Eden and South Lakeland Districts including:

Opportunities

- High Value manufacturing (environmental technology cluster) particularly in Kendal and Ulverston;
- Adding value to local products – food and drink, forestry and agriculture; and
- Skills and education, including the development of the University of Cumbria, together with tackling a lack of HE provision.

Challenges

- Increasing the supply of sites for modern business premises and housing – addressing constraints and market failure in delivering sites and housing; and
- A loss of young people from the area due to absence of job opportunity.

- Competing attractions of urban/city regions.

Developing the Economy of Eden – A Ten Year Plan 2006-2016

4.8 The document, prepared by the District Council, sets out the long term aims and objectives for economic development and tourism for Eden until 2016.

4.9 The plan sets out the following vision:

> *By 2016 a diverse and sustainable economy will be created for our district, providing opportunities for employment and continuous business development. By encouraging sustainable practices, we will maintain a vibrant visitor destination whilst promoting the protection of the environment for future generation.*

4.10 The strategy sets out five thematic areas of activity:

- **Business Development** – addresses business performance whether through encouraging business start-ups, expansions or reinvestments;
- **Infrastructure** – providing the necessary building blocks be they transport, housing, technology or sites and premises;
- **Marketing and Promotion** – addressing perceptions and images; inspiring people to visit Eden whether for business or pleasure;
- **Regeneration** – maximising the potential of people and businesses for collective community action; and
- **Skills and Employment** – providing a diversity of training and employment opportunities.

4.11 The Plan identifies some of the key issues affecting the economy of Eden 2006. Those of particular relevance to this employment land study are reproduced in **Table 4.1**. For the purpose of this report, other factors considered to be key strengths, weaknesses, opportunities and threats have been added to the table, notably those highlighted at the Stakeholder Workshop on 11 November 2009.

Table 4.1: Issues Affecting the Economy of Eden District

Strengths	Weaknesses
- Small business plan - High growth particularly in M6 corridor - Not reliant on large Multi-National Corporation's as Employers - Established further education providers - High quality natural environment - Higher than average qualification levels	- Small sparse population - Constraints on utilities infrastructure for industrial development - Under employment and double-jobbing - No Higher Education provider - Limited amount of employment land - A rural district with relatively low GVA - Heavy reliance on a narrow band of economic sectors such as tourism, agriculture and food. - An ageing population equating to reduced economic dynamism
Opportunities	**Threats**
- Location and accessibility to M6/A66 affording good north/south and east/west communications - Carlisle Airport - Natural Environment - Penrith Market Town Initiative conduit for funding and action - Future development to attract/encourage higher GVA employment	- Viewed as affluent - Economic growth constrained by planning - Insufficient employment land to meet need - Lack of affordable housing - Potential competition from neighbouring Districts such as Carlisle

4.12 With regard to land and premises for business development, the plan states that the availability of suitable sites and premises is essential to allow natural growth of local businesses.

4.13 The Strategy notes that the Eden Business Park at Penrith has highlighted the extra-ordinary costs incurred in developing employment sites in rural Cumbria. The ability of the current utilities infrastructure in Penrith to support any further development will need to be assessed in partnership with the agencies responsible for water, gas and electricity.

Demographic and Economic Conditions

Demographic Conditions

Population

4.14 According to the 2001 Census the total population of Eden is 49,777 compared to the total population for Cumbria of 492,607. Eden's population is the lowest of all the District's within Cumbria. South Lakeland has the highest population.

4.15 Eden has a higher than average elderly population when compared to the North West. 10.29% of Eden's population is aged between 65-74 compared to 8.59% in the North West and 8.35% in England. In Eden 6.14% is aged between 75-84 compared with 5.55% in the North West and 5.60% in England.

Index of Multiple Deprivation

4.16 **Table 4.2** details average multiple deprivation rates for the Cumbria authorities from 2007. The indices combine information in respect of employment, education income, health, skills and training, barriers to housing, services and crime. The table shows that on average, Eden has a multiple deprivation rate of 14.64 which is lower than all the other authorities within Cumbria except for South Lakeland.

Table 4.2: Index of Multiples Deprivation

Area	Index of Multiple Deprivation 2007	National Rank
Cumbria	21.19	884
Eden	14.64	221
Allerdale	21.63	119
Barrow	32.69	29
Carlisle	22.70	110
Copeland	25.73	78
South Lakeland	11.67	267

Source: ONS Index of Multiples of Deprivation

4.17 In the wider context, nationally Eden is ranked 221st out of 354 authorities with 1 being the most deprived. Contrasting this, Barrow and Copeland have relatively high levels of deprivation with rankings of 29 and 78 respectively.

Gross Value Added

4.18 **Table 4.3** shows that Eden District has one of the highest GVAs within Cumbria (along with Carlisle and South Lakeland). All three districts have £15,450 which is 82% of the national average GVA. However, Eden falls behind the North West (87%), which in turn lags behind the UK's average GVA per head.

Table 4.3: Gross Value Added

Area	GVA per Head (£)	average)
North West	16,482	87
Cumbria	14,044	74
Eden	15,450	82
Allerdale	12,498	66
Barrow	12,498	66
Carlisle	15,450	82
Copeland	12,498	66
South Lakeland	15,450	82

Source: ONS Gross Added Value

Employment

Qualification Levels

4.19 The working age population in Eden has higher than average qualification levels when compared to the regional average. 36.4% are educated to NVQ Level 4 or higher compared to 25.6% regionally. Furthermore the District proportions are better than the regional average on all measures of qualifications, and the percentage with no qualifications is also significantly lower (6.1% in the district compared to 14.7% regionally). Despite this relatively good educational performance, Eden has slightly under average levels of pay compared to the Great Britain average; the median earnings in 2008 are £432.50 per week compared to £444.88 nationally.

Table 4.4: Qualification Levels

		Region
% with NVQ4+	36.4	25.6
% with NVQ3+	54.6	44.2
% with NVQ2+	73.3	64.2
% with NVQ1+	87.4	78.1
% with other qualifications	6.5	7.2

Qualification	Eden District	North West Region
% with no qualifications	6.1	14.7

Source: Annual Population Survey, Nomis

Employment and Unemployment

4.20 **Table 4.5** displays percentages of economically active and unemployed within the North West, Cumbria and the relevant Local Authorities. Eden has one of the highest economically active percentages within Cumbria (84.8%), higher than the averages for Cumbria (81.4%) and the North West (76.5%).

4.21 With regards to unemployment, Eden has the lowest percentage within Cumbria (2.8%) and is significantly below the average for North West (6.9%) and Cumbria (4.0%).

Table 4.5 Employment and Unemployment Figures (April 2008 – March 2009)

	North West	Cumbria		Barrow in Furness	Carlisle	Copeland	Eden	South Lakeland
Economically Active (%)	76.5	81.4	80.4	84.9	78.2	79.7	84.8	83
Unemployed (%)	6.9	4.0	4.5	5.7	5.4	6.4	2.8	3

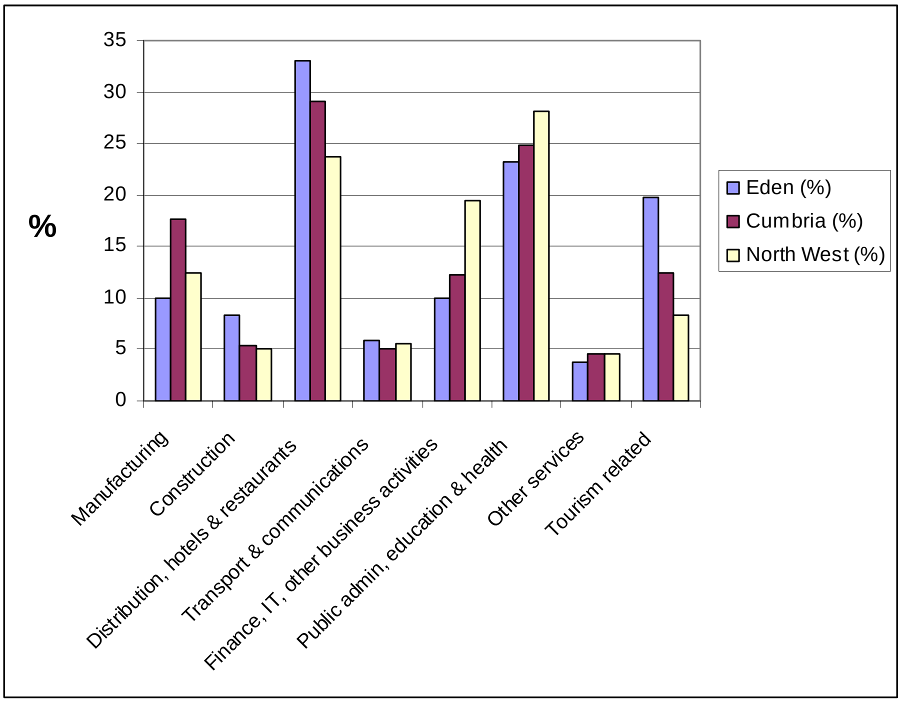
Source: Office of National Statistics

Employee Jobs by Industry

4.22 **Figure 4.1** displays the key employee jobs by industry in Eden and compares this to Cumbria and the North West. The percentage is a proportion of total employee jobs which excludes self-employed, government-supported trainees and HM Forces.

4.23 This notes that Eden's largest proportion of employees are within the distribution, hotels and restaurants industries (33%). The manufacturing and construction industries have lower proportions (10% and 8% respectively) and the proportion of employees within the manufacturing sector is lower than both Cumbria (17.6%) and North West (12.4 %). However, Eden has a larger proportion of employees within the construction industry than both Cumbria (5.4%) and the North West (5.1%). The number of employees within the service industry, including distribution, transport, IT, education & health and tourism dominate the other industries within Cumbria (75.7%), Eden (75.8%) and the North West (81.6%).

Figure 4.1: Employee Jobs by Industry



Source: Office of National Statistics

4.24 Translating the number of employees in each sector into GVA per sector, the industrial structure of Eden is one where there is a below average level of employment in knowledge-driven production. 10% of GVA is generated by Business Services and only 1.8% by financial services which are markedly below the regional average. In addition, 7.2% of GVA and 8.6% of employment district-wide is accounted for by the Agriculture sector which is over six percentage points higher that the regional average of 0.8%. The District has a high proportion of GVA generated by tourism with 8% generated by the Hotel sector compared to 3% regionally, and there is a strong food sector in the District where the industry contributes 5.9% of district GVA and represents 3.1% of employment.

5. Employment Land and Premises – Quantitative Assessment of Supply

Introduction

5.1 As noted in Chapter 2, the property profile, in terms of amount and broad distribution across Eden District and its constituent defined sub areas, has been assessed through a quantitative analysis of existing employment floorspace and proposed future land and associated potential floorspace by B1, B2 and B8 use classes and also by main employment sectors (office, manufacturing and, warehousing and distribution).

5.2 To provide an overall quantitative picture of supply, the following two main aspects have been considered:

- The amount and distribution of the existing stock of employment floorspace, distinguishing between vacant and occupied space; and
- The amount and distribution of employment land supply and associated potential new floorspace.

5.3 Further details and commentary on the main characteristics of quantitative supply are set out below and in the conclusions chapter.

Existing Stock of Employment Premises

Total Existing Employment Floorspace

5.4 The most reliable figures for existing floorspace provision at the Sub-District level are provided by the Office for National Statistics (ONS).

5.5 The data identifies the total number and a rounded up estimate of floorspace of hereditaments by sector, notably office, factory (manufacturing) and warehouse & distribution. Data can be analysed by the defined sub-areas, albeit that 'best fit' ONS Middle Layer Output Areas need to be applied.

5.6 Hereditaments are defined as 'a piece of real, inheritable or taxable property on which rates may be charged and which is defined in law'. In the majority of cases, a hereditament corresponds to an extent of contiguous or adjacent space appropriate for a single business occupier. Most hereditaments relate to groups of buildings, single buildings or premises within buildings. Large office or mixed-use commercial or industrial buildings will, if shared between several tenants or owners, consist of several hereditaments. These hereditaments may occupy some floors, part of a floor or space in, adjacent to, or associated with the building. For example a flower stall or newspaper kiosk in an office building can constitute a separate hereditament. Conversely a single large hereditament may comprise many distinct buildings, for example a large factory on a single site.

5.7 Thus, while the data reflects the number of hereditaments at a certain time, this number may not be the same as the number of buildings or institutions that might be arrived at by another observer collecting information on the same building stock but for a different purpose. By and large the difference will be small, but for certain types of premises it can be more considerable.

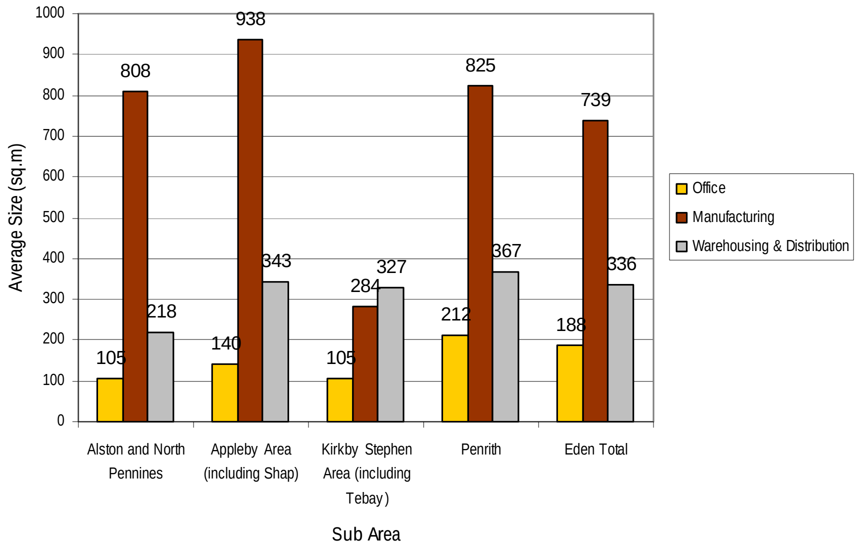
5.8 **Table 5.1** provides a breakdown of current employment hereditaments and floorspace by sector and at a sub-area level (April 2008 data). **Figure 5.1** illustrates the average hereditament size. Although there will clearly be variation in unit sizes across different sectors and sub areas, this analysis does provide a very broad picture of the general scale of existing premises.

Table 5.1: Breakdown of ONS Data by Sector and Sub-Area (No. of Hereditaments and Floorspace)

Sub Area	Office [A2, B1(a)]	Industrial [B1(b), B1(c), B2]	Warehousing & Distribution (B8)
Alston and North Pennines	2000 (19)	42000 (52)	12000 (55)
Appleby Area (including Shap)	6000 (43)	75000 (80)	36000 (105)
Kirkby Stephen Area (including Tebay)	2000 (19)	19000 (67)	34000 (104)
Penrith	46000 (217)	104000 (126)	81000 (221)
Eden Total	**56000 (298)**	**240000 (325)**	**163000 (485)**

Source: National Statistics web site

Figure 5.1: Average Hereditament Size by Sector and Sub Area



Source: Derived from National Statistics web site

Vacant Premises

5.9 Sub-Eden District level ONS floorspace data does not distinguish between vacant and occupied space, rather an amalgamated figure for total floorspace is identified.

5.10 Set out in **Tables 5.2 and 5.3** is an overview of vacant premises by study sub-area and sector, focussing on Industrial / warehouse and office premises. Details on available premises have primarily been obtained from the Council's on-line vacant property research facility. This Register is maintained and updated by the Council and provides information from a range of sources including from industrial and commercial agents active in the local area.

5.11 We have also carried out our own investigations on vacant premises to clarify details in the register to, for example, ensure that the double-counting of premises is avoided. More detailed schedules of vacant premises are reproduced at **Appendix 3.**

Table 5.2: Vacant Office Premises

Sub Area	Size Bands in m² (numbers of vacant properties shown in brackets)						Total
	0 100	101 500	501 1000	1001 2000	2001 5000	5001 +	
Alston and North Pennines	130 (3)	-	-	-	-	-	**130 (3)**
Appleby Area (including Shap)	19 (1)	167 (1)	-	-	-	-	**186 (2)**
Kirkby Stephen Area (including Tebay)	-	-	-	-	-	-	**0 (0)**
Penrith	1026 (25)	2023 (11)	589 (1)	-	-	-	**3638 (37)**
Eden Total	**1175 (29)**	**2190 (12)**	**589 (1)**	**-**	**-**	**-**	**3954 (42)**

Source: Eden District Council On-Line Commercial Property & Consultant investigations

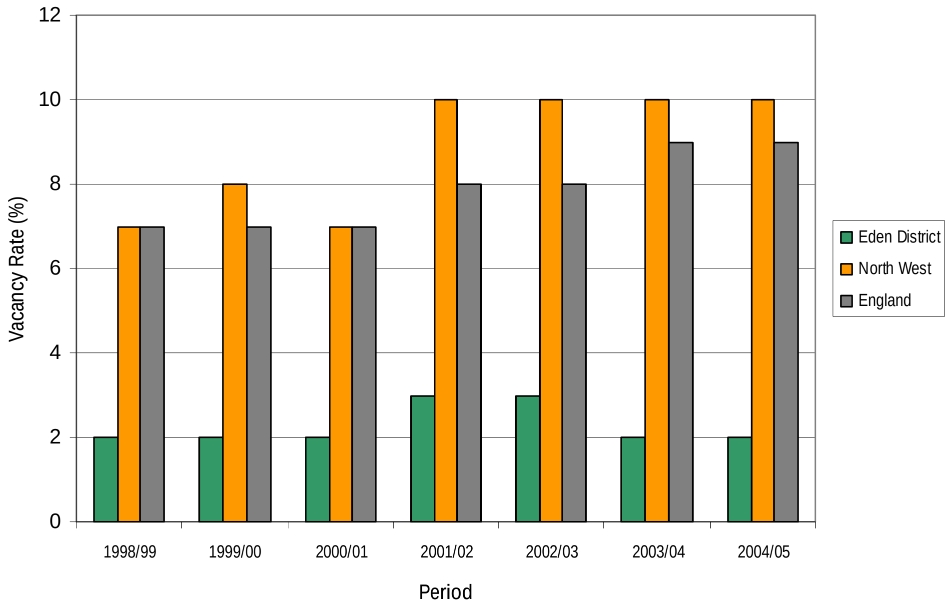
Table 5.3: Vacant Industrial & Warehousing Premises

Sub Area	Size Bands in m² (numbers of vacant properties shown in brackets)						Total
	0 100	101 500	501 1000	1001 2000	2001 5000	5001 +	
Alston and North Pennines	140 (2)	113 (1)	-	-	-	-	**253 (3)**
Appleby Area (including Shap)	356 (5)	318 (1)	1806 (2)	-	-	-	**2480 (8)**
Kirkby Stephen Area (including Tebay)	93 (1)	922 (4)	-	-	-	-	**1015 (5)**
Penrith	989 (17)	2057 (9)	3573 (5)	-	7342 (3)	-	**13961 (34)**
Eden Total	**1578 (25)**	**3410 (15)**	**5379 (7)**	**0 (0)**	**7342 (3)**	**0 (0)**	**17709 (51)**

Source: Eden District Council On-Line Commercial Property & Consultant investigations

5.12 **Figure 5.2** illustrates the change in annual percentage vacancy rate of employment premises by main use class over the period 1998/99 to 2004/05, also compared against the national and regional average.

Figure 5.2: Change in Vacancy Over Period 1998/99 to 2004/05

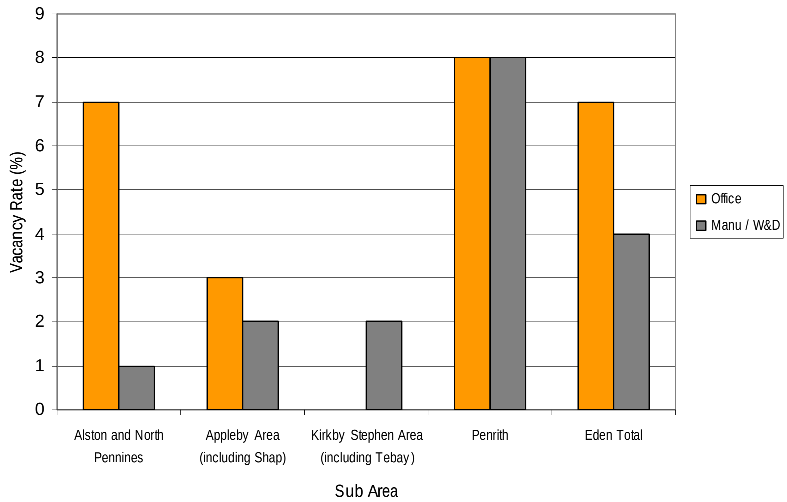


Source: Derived from National Statistics web site

5.13 Vacancy information included in Figure 5.2 is derived from vacancies reported to the ODPM (now DCLG) by the annual National Non Domestic Rates return. Data from this source at the above levels is only published on the ONS website for the above period. It is clear however that over the period, vacancies within Eden District have traditionally been very low, particularly when compared to levels of vacancy within the North West Region and England more generally.

5.14 Combining details from the above tables above provides a broad illustration picture of the current level of vacancy (as a percentage of overall stock) by main use class and study sub area (see **Figure 5.3**).

Figure 5.3: Estimate of Current Vacancy Levels in the Study Area



5.15 The overall current level of vacant floorspace revealed for the study area in Tables 5.2 and 5.3 is circa 21,663 sq m. When compared against a total existing floorspace for the study area of 459,000 sq m, this provides for an overall current vacancy rate of approximately 4.7%.

5.16 Although this percentage vacancy figure is higher than that reported in Figure 5.2 for the period 1998/99 to 2004/05, this percentage vacancy rate is still substantially lower than that identified for the North West Region or England as a whole.

Employment Land Supply

5.17 The assessment of existing employment land focuses predominantly on the following:

- **Employment Allocations** – Sites without planning permission which are allocated for B1, B2 and B8 uses in the adopted Eden District Local Plan; and
- **Employment Commitments** – Committed sites (i.e. those under construction or with extant planning permission) for B1, B2 or B8 uses.

5.18 Information relating to quantitative land supply information has been obtained from data collected by Cumbria County Council (published September 2009) as part of its employment land monitoring of District's within the county. This information has been interrogated and expanded upon to provide a more detailed assessment of land supply and potential new employment floorspace by main planning use class / employment sector and study sub area (see **Tables 5.5 to 5.8**). Where possible, we have also sought to update information with the inclusion of new significant planning permissions granted since the time of the County's monitoring survey.

5.19 The general approach applied to define (potential) sector apportionments and floorspace capacities for individual sites is as follows:

- Obtaining site areas and other information from the County Council's annual employment land monitoring returns (most recently published September 2009);
- Application of permissible / appropriate B Class employment land use categories identified in County Council's monitoring returns (cross-checked with conclusions from qualitative site assessment work where required);
- To derive potential floorspace quantums, application of the following average gross floorspace densities per hectare, based on information contained in Appendix D of the Employment Land Reviews Good Practice Note of December 2004.
  - Offices: 4,000 sq m / ha
  - Industrial: 4,000 sq m / ha
  - Warehouse: 5,000 sq m / ha

5.20 It should be recognised that employment monitoring information is not absolute. For example an employment allocation identified for B1, B2 and B8 uses may come forward for only one of these uses. Similarly, development may come forward at a higher or lower density than assumed as part of this Study.

5.21 Whilst the limitations are acknowledged, the overall approach to the assessment does provide a good picture of employment land supply. This includes the identification of likely available land and associated floorspace capacity for different employment uses/sectors to be derived from existing local plan allocations and employment commitments.

5.22 **Table 5.4** illustrates the planning use classes attributed to the ONS Classifications. The assignment of use classes as shown in the table is considered to be reasonably accurate by the Department of Communities and Local Government (DCLG) and ONS.

Table 5.4: Office of National Statistics Classes v Planning Use Classes

ONS Classification	Planning Use Class
Office	A2 and B1(a)
Manufacturing	B1(b), B1(c) and B2
Warehousing / Distribution	B8

5.23 In assessing potential floorspace, it is important to distinguish between B1 office and B1 light industry. Understanding this breakdown ensures a more robust approach to the assessment. Sub-dividing B1 uses enables a better comparison with information on existing stock and premises extracted from the administrative databases used by the ONS and is also consistent with forecasting and market classifications used in subsequent stages of this Employment Land Study.

Employment Allocations and Commitments

5.24 **Tables 5.5 to 5.8** below provide a quantitative assessment by sub-area of the size and (an estimate of) the potential floorspace capacity of:

- Local Plan Employment Allocations without planning permission; and
- Employment Commitments (within and outside of Local Plan allocations).

5.25 Further details on the current quantitative employment land supply position is produced at **Appendix 4**.

Employment Allocations

Table 5.5: Local Plan Employment Allocations (without Planning Permission)

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Alston and North Pennines						
Alston	0.45	0.07 [280]	0.14 [560]	0.1 [400]	0.14 [560]	0.45 [1800]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0.45**	**0.07 [280]**	**0.14 [560]**	**0.1 [400]**	**0.14 [560]**	**0.45 [1800]**
Appleby Area (including Shap)						
Appleby	2.4	0.5 [2000]	0.6 [2400]	0.6 [2400]	0.7 280[0]	2.4 [9600]
Elsewhere in Sub-Area	1.11	0.6 [640]	0.25 [1000]	0.25 [1000]	0.45 [1800]	1.11 [4440]
Sub Total	**3.51**	**0.66 [2460]**	**0.85 [3400]**	**0.85 [3400]**	**1.15 [4600]**	**3.51 [14040]**
Kirkby Stephen Area (including Tebay)						
Kirkby Stephen	0.24	0.03 [120]	0.06 [240]	0.06 [240]	0.09 [360]	0.24 [960]
Elsewhere in Sub-Area	2.84	0.65 260[0]	0.71 [2840]	0.70 [2800]	0.78 [3120]	2.84 [11360]
Sub Total	**3.08**	**0.68 [2720]**	**0.77 [3080]**	**0.76 [3040]**	**0.87 [3480]**	**3.08 [12320]**
Penrith						
Penrith	13.21	2.03 [8120]	3.06 [12240]	3.06 [12240]	5.06 [20240]	13.21 [52840]
Elsewhere in Sub-Area	5.98	0.65 [2600]	1.63 [6520]	1.62 [6480]	2.08 [8320]	5.98 [23920]
Sub Total	**19.19**	**2.68 [10720]**	**4.69 [18760]**	**4.68 [18720]**	**7.14 [28560]**	**19.19 [76760]**
Eden Total	**26.23**	**4.09 [16360]**	**6.45 [25800]**	**6.39 [25560]**	**9.3 [37200]**	**26.23 [104920]**

Employment Commitments

5.26 Employment commitments, which can be located within and outside of employment allocations, can also be defined as employment 'gains'. They comprise of:

- Sites with planning permission for employment use where development has not started; and
- Sites with planning permission under construction as recorded in Cumbria County Council's most recent employment land monitoring returns.

5.27 In addition, there is also a need to look at employment 'losses'. These can be defined as sites with planning permission which would result in the loss of an existing employment use / building or the loss / reduction of an identified employment allocation to alternative non-B Class form of development. In the case of Eden District, at this present time there are no significant identified pending losses of employment land / sites to non-employment uses recorded in the County Council's monitoring information.

Table 5.6: Sites with Planning Permission (Not Started)

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Alston and North Pennines						
Alston	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Elsewhere in Sub- Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Appleby Area (including Shap)						
Appleby	0.34	0 [0]	0.34 [1360]	0 [0]	0 [0]	0.34 [1360]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0.34**	**0 [0]**	**0.34 [1360]**	**0 [0]**	**0 [0]**	**0.34 [1360]**
Kirkby Stephen Area (including Tebay)						
Kirkby Stephen	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Elsewhere in Sub-Area	0.42	0.05 [200]	0.1 [400]	0.1 [400]	0.17 [680]	0.42 [1680]
Sub Total	**0.42**	**0.05 [200]**	**0.1 [400]**	**0.1 [400]**	**0.17 [680]**	**0.42 [1680]**
Penrith						
Penrith	3.26	1.39 [5560]	0.55 [2200]	0.55 [2200]	0.77 [3080]	3.26 [13040]
Elsewhere in Sub-Area	7.18	0.76 [2800]	2.03 [7120]	2.03 [7120]	2.36 [8440]	7.18 [25480]
Sub Total	**10.44**	**2.15 [8360]**	**2.58 [9320]**	**2.58 [9320]**	**3.13 [11520]**	**10.44 [38520]**
Eden Total	**11.2**	**2.2 [8560]**	**3.02 [11080]**	**2.68 [9720]**	**3.3 [12200]**	**11.2 [41560]**

Table 5.7: Sites with Planning Permission (Under Construction)

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Alston and North Pennines						
Alston	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Elsewhere in Sub- Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Appleby Area (including Shap)						
Appleby	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Kirkby Stephen Area (including Tebay)						
Kirkby Stephen	1.2	0.1 [100]	0.5 [400]	0.3 [250]	0.3 [250]	1.2 [1000]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**1.2**	**0.1 [100]**	**0.5 [400]**	**0.3 [250]**	**0.3 [250]**	**1.2 [1000]**

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Penrith						
Penrith	1.9	0.34 [1360]	0.76 [3040]	0.4 [1600]	0.4 [1600]	1.9 [7600]
Elsewhere in Sub-Area	0.42	0.05 [200]	0.1 [400]	0.11 [440]	0.16 [640]	0.42 [1680]
Sub Total	**2.32**	**0.39 [1560]**	**0.86 [3440]**	**0.51 [2040]**	**0.56 [2240]**	**2.32 [9280]**
Eden Total	**3.52**	**0.49 [1660]**	**1.36 [3840]**	**0.81 [2290]**	**0.86 [2490]**	**3.52 [10280]**

Table 5.8: Owner Specific Sites (Allocated but without Planning Permission)

Sub Area	Available Area (hectares)	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1 Office	B1 Ind	B2	B8	Total B Class
Alston and North Pennines						
Alston	0.7	0.1 [400]	0.2 [800]	0.2 [800]	0.2 [800]	0.7 [2800]
Elsewhere in Sub- Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0.7**	**0.1 [400]**	**0.2 [800]**	**0.2 [800]**	**0.2 [800]**	**0.7 [2800]**
Appleby Area (including Shap)						
Appleby	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Kirkby Stephen Area (including Tebay)						
Kirkby Stephen	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Penrith						
Penrith	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]

Sub Area	Available Area (hectar	Floorspace Capacity Estimate in square metres [Site area estimate (in hectares) shown in brackets]				
		B1				Total B Class
Elsewhere in Sub-Area	0	0 [0]	0 [0]	0 [0]	0 [0]	0 [0]
Sub Total	**0**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**	**0 [0]**
Eden Total	**0.7**	**0.1 [400]**	**0.2 [800]**	**0.2 [800]**	**0.2 [800]**	**0.7 [2800]**

Employment Completions

5.28 The County Council has published employment completion information for Eden District by land use / market sector for the 5 year period between 1st April 2004 and 31st March 2009.

5.29 Over this period, a total of 8.73 hectares of land has been developed for employment purposes in Eden District, which equates to an average annual completion rate of approximately 1.75 hectares per annum. **Table 5.9** illustrates the distribution of completions by sub area over this period.

Table 5.9: Employment Completions Over the Period 1st April 2004 to 31st March 2009

Sub Area	Completions in Hectares				
	B1 Office	B1 Ind	B2	Mixed Emp Use	Total B Class
Alston	0	0	0	0	0
Elsewhere in Sub- Area	0	0	0	0	0
Sub Total	**0**	**0**	**0**	**0**	**0**
Appleby	0	0	0	0	0
Elsewhere in Sub-Area	0	0	0.02	0.87	0.89
Sub Total	**0**	**0**	**0.02**	**0.87**	**0.89**
Kirkby Stephen	0	0	0	0	0
Elsewhere in Sub-Area	0	0	0	0	0
Sub Total	**0**	**0**	**0**	**0**	**0**
Penrith	0	0	0	2.84	2.84
Elsewhere in Sub-Area	0	0	0	5.00	5.00
Sub Total	**0**	**0**	**0**	**7.84**	**7.84**
Eden Total	**0**	**0**	**0.02**	**8.71**	**8.73**

5.30 The vast majority of completions over this period have been within the Penrith sub area, most notably outside of the settlement itself, with almost 4 hectares of land developed at the North Lakes Business Park at Flusco. No significant levels of development has been recorded over the period in either the Alston or Kirkby Stephen sub areas.

6. Employment Land and Premises – Qualitative Assessment of Supply

Approach

6.1 In addition to a quantitative assessment of supply, it is important to undertake a qualitative review of sites. The purpose of undertaking such an assessment is to rigorously and systematically appraise all Local Plan land allocations and commitments and other sites identified by the Council in terms of market attractiveness, environmental sustainability and strategic planning/economic considerations.

6.2 Regard has been given to good practice in setting appraisal criteria. The main criteria used to assess the sites are listed below. A more comprehensive list of criteria, including associated detailed indicators, is reproduced at **Appendix 5**.

Table 6.1: Qualitative Assessment Appraisal Criteria

Factor	Appraisal Criteria	Description
Market Attractiveness	Accessibility to Motorway/ Strategic Road Network	Ease of access to the motorway/ strategic road network
	Business Image	Availability/ marketing/ adjoining land uses/ road frontage visibility
	Site Development Constraints	Environmental/ contamination/ flood risk/ access/ ownership/ pressure for alternative uses
Strategic Planning and Sustainability	Accessibility to Non Car Transport Modes	Ease of access to public transport interchange (bus and rail)
	Enhancement of the Environment	Land type and potential to enhance the environment quality
	Sequential Location	Regional city, town centre, urban area, out of urban area
	Economic Development	Ability to contribute to strategic planning and economic development objectives

6.3 Results have been derived from:

- Site visits (undertaken in November 2009);
- Information supplied by the Council, and discussions with Council Officers and others; and
- Review of reports and other available information sources.

6.4 Detailed qualitative assessment results, together with individual site plans, are recorded for each site on pro-forma sheets which are included in separate technical appendices at **Appendix 6**.

Site Scoring and Ranking

6.5 The completion of a rigorous and systematic qualitative appraisal allows the assessed sites to be scored against relevant criteria.

6.6 We have provided rating scores for each of the sites assessed. The rating score system applied is outlined in **Table 6.2** below:

Table 6.2: Qualitative Assessment – Rating Score System

Description	Rating Score
Poor	1
Moderate	2
Good	3
Very Good	4

6.7 Sites are scored against each of the main factors included in **Table 6.1** on the previous page. Separate totals are recorded against commercial (market attractiveness), sustainability and strategic planning considerations, based on an assessment against the more detailed criteria underlying the main qualitative factors.

6.8 As noted in Chapter 2, based on our understanding of the nature of the employment land market and types of employment sites within Eden District, the employment land / sites which have been specifically assessed are broadly sub-divided into the following categories:

a) ***'Very Good'***: Very good quality relatively unconstrained sites suitable for local or incoming clients with a national / regional choice of locations.

b) ***'Good'***: Sites which may be subject to some constraints but with potential to be suitable for inward investors and / or locally-based businesses.

c) ***'Moderate':*** Sites which score poorly against one or more qualitative factors but which (could) perform a role in the employment hierarchy, including for local businesses.

d) ***'Poor'***: Generally poor quality sites with significant constraints and often in inappropriate locations. These could have potential for (partial) de-allocation or release to other forms of development. Where 'poor' sites are in current non-employment use, the presumption is that sites should be retained in the current use.

e) ***'Owner-Specific'***: Allocations or existing sites which are not likely to be available on the open market. In accordance with good practice, allocations which are only available for a specific occupier are excluded from available employment land totals until sites gain planning permission.

f) ***'Other'***: Sites which could form part of a mixed-use allocation incorporating an element of employment use. Mixed-use allocations are particularly relevant to more complex and often already developed sites which will likely require a mix of uses to generate sufficient value to underpin commercial viability.

6.9 The categories enable a qualitative overview of the land portfolio available to be provided against which future land requirements can be assessed.

Employment Allocations, Main Commitments and Other Large Sites

6.10 **Table 6.3** and the site commentary which follows explains the qualitative assessment of the allocated employment sites, main commitment sites, and other sites assessed outside of these two categories. In this context 'allocated' means allocated under Local Plan policies BE19, BE21, BE22, EM1, EM2, EM3, EM4 and EM5.

6.11 In particular, tables identify the 'scores' identified against the broad appraisal criteria, together with their classification (i.e.

ranking) in terms of their current role in the employment hierarchy.

Table 6.3: Qualitative Assessment Scores and Ranking – Allocations, Main Commitment, and Other Large Sites

Sub Area	Site	Attractive-ness	Strategic Planning and Sustainability	Classifi-cation
Penrith	1. Gilwilly Industrial Estate	3	3	Good
	2A. Eden Business Park Phase I	4	3	V Good
	2B. Eden Business Park Phase II	2	1	Moderate
	3. Penrith 40 Business Park	3	2	Good
	4. Bridge Lane Depot	4	3	V Good
	5. Greggs The Bakery HQ	2	3	Other
	6. Penrith New Square	3	4	Other
	7. Ullswater Road	3	3	Other
	8. Carleton Hall Police HQ	3	2	Other
	9. Fire Fighters Charity	2	2	Owner Specific
	10. Scotland Road	3	2	Good
	11. Robinson Street	3	2	Good
	12. Skirsgill Business Park	3	2	Good
	13. Penrith Auto Mart	3	3	Owner Specific
	14. Redhills Penrith	3	2	Good
	15. Stainton Haulage	2	2	Moderate
	16. Flusco Recycling Depot	2	2	Moderate
	17. University of Cumbria	3	2	Owner Specific
	18. Blencow Quarry	3	2	Good
Appleby	19. Cross Croft Industrial Estate	4	3	V Good
	20. Station Road	3	2	Moderate
	21. Former Appleby Creamery	3	3	Other
	22. Eden Scrap Yard	2	1	Poor

Sub Area	Site	Market Attractive-ness	Strategic Planning and Sustainability	Classifi-cation
	23. Shire Hall, Appleby	3	3	Good
Alston	24. Skelgillside Workshops	3	2	Good
	25. Alston Brewery	2	2	Moderate
	26. Alston Mill	2	3	Other
	27. Alston Scrap Yard	1	3	Poor
	28. Former Foundry	1	2	Poor
	29. Bonds Foundry	3	3	Good
	30. Alston Garage Site	3	2	Good
	31. EDC Business Centre	3	3	Good
Kirkby Stephen	32. Kirkby Stephen Railway Depot	3	3	Good
	33. Kirkby Stephen Business Park	3	3	Good
	34. Hobson's Lane Estate	3	3	Good
Kirkby Thore	35. British Gypsum	3	2	Owner Specific
Shap	36. Corus Quarry, Shap	3	2	Owner Specific
	37. Vion Foods, Shap	3	3	Good
Tebay	38 (a) . Tebay J30	4	2	Good
	38 (b) . Old Railway Sidings	3	3	Moderate
Nent-head	39. Wright Brothers Transport	2	3	Moderate
Brough	40. Brough Main Street	3	3	Good
	41. Quarry Garage, Stainton	3	2	Moderate

Penrith Sites

1. Gilwilly Industrial Estate

6.12 The circa 28.3 ha Gilwilly Industrial Estate forms Eden's largest concentrated employment area accommodating a range of uses within mixed-ownership. Accommodation ranges in size and quality from small roller-shutter lock-up workshops to large agricultural feed factories. Many of the units are in excess of 30 years old.

6.13 We understand that Eden District Council own 4 small industrial units at Gilwilly, only one of which is let as well as 2 medium sized units which are let to Greggs the bakers. In addition, the Council own a number of plots of land which are leased to various users, the largest of which extends to 2 acres and is occupied by a haulage firm.

6.14 On inspection, vacancies appear low given the limited number of agents boards visible.

Commercial (Market Attractiveness)

6.15 The site scores well in commercial attractiveness terms. The environment is pleasant with buildings and communal areas are well maintained. The site adjoins other similar uses and is close to the strategic road network of the A66 and M6 as well as being a short walk to Penrith railway station. The quality of the local road network is reasonable, although the M6/Junction 40 and A66 suffer from congestion at peak times.

6.16 The Industrial Estate appears very popular with limited evidence of vacancies observed during the inspection. It appears that the site is without significant environmental constraints but may be susceptible to flooding in some parts.

Environmental Sustainability and Strategic Planning

6.17 The site achieves a reasonable score in this category being located on the edge of Penrith Town Centre and being previously developed in nature. Although there are no cycle links into the site the site is less than a ten minute walk from an hourly public transport route (Penrith railway station).

6.18 The redevelopment of previously developed sites (and intensification of other underutilised land) within the estate could further increase the sites contribution to economic strategies and employment opportunities.

Role within Employment Hierarchy

6.19 The site is ranked as ‘Good’.

2A. Eden Business Park – Phase I

6.20 See Chapter 7.

2B. Eden Business Park – Phase II

6.21 See Chapter 7.

3. Penrith 40 Business Park

6.22 Penrith 40 is a modern office development located just off Junction 40 of the M6 with key tenants including the Environment Agency and Cumbrian Homes. The grade A office space provides high quality office space with parking in a prime location approximately half a mile from Penrith Town Centre.

6.23 The site suffers from a lack of parking with significant site congestion caused by fly-parking within the site. Other occupiers include, North West Development Agency, Cumbria Vision, Cumbrian Homes and NFU. The site is fully developed.

Commercial (Market Attractiveness)

6.24 This is a very attractive business park with excellent links to the strategic road network. Grade A office space in Penrith is in short supply and this purpose built park provides flexible accommodation for various public and private sector occupiers set in pleasant landscaped grounds.

6.25 There were a number of agents boards around the site suggesting a number of vacant units. These vacancies however are likely to be as a result of the current market conditions rather than the quality of the location/units.

Environmental Sustainability and Strategic Planning

6.26 The site is located on the edge of Penrith and scores moderately well in respect of sustainability and Strategic Planning. The site is a good 15 minute walk from Penrith railway station and there are no dedicated cycle lanes connecting the site to the town centre.

6.27 The site is fully developed and therefore has a very limited ability to further contribute to local economic objectives beyond its existing role.

Role within Employment Hierarchy

6.28 The site is classified as ‘good’.

4. Bridge Lane Depot

6.29 Located to the rear of B&Q, Penrith, this is a good sized site with good access onto Bridge Land which in turn links directly to the A66 and J40 of the M6. The majority of the site is laid to hard standing, however there is a large portal framed brick clad shed with sliding doors and some smaller sheds in a poor state of repair.

6.30 The site is currently occupied by a haulage firm and used as a depot, however the site and surrounding area (down to Kempley Bank Roundabout) has the potential to deliver a comprehensive redevelopment of both the B&Q site and depot.

Commercial (Market Attractiveness)

6.31 This site achieves a very good score in market attractiveness in terms of its redevelopment potential and accessibility. The site is in an established area for employment use and it’s close access to a major arterial road makes this site an ideal location for redevelopment.

Environmental Sustainability and Strategic Planning

6.32 The site achieves a good score in terms of environmental sustainability and strategic planning. The site is previously developed and within the natural development limit for Penrith. The site backs onto open playing field but benefits from a mature hedgerow/tree boundary which provides a suitable ‘green buffer’.

Role within Employment Hierarchy

6.33 The site is classified as ‘ Very Good’

5. Greggs The Bakers

6.34 Greggs the Bakers sits within a complex of buildings including the Grade II* Hutton Hall. The listing for the building reads: *Cottage attached on right of Masonic Hall is the original Hutton Hall, with C14th square pele tower at rear. Front 17th century and 18th century, scored stucco, new slate roof, 2 storeys, a 17th century chamfered stone doorway with boarded door, 3 sashes down and 4 up in stone architraves. King post roof.* In addition, the site sits within a conservation area.

6.35 Greggs will be vacating the premises and moving to purpose built/fit for purpose facilities at Eden Business Park. The site benefits from Planning Permission for 17 residential units which included restoration and sympathetic conversion of the listed building.

Commercial (Market Attractiveness)

6.36 The site achieves a moderate score in respect of market attractiveness given the constraints of this site. Any redevelopment will require Listed Building and Conservation Area consent given then presence of the Grade II* Hutton Hall which will limit the flexibility of the site to deliver suitable employment uses. In addition, the site is currently operating with limited room for delivery vehicles and has only a small amount of staff parking available.

6.37 The site is accessed from Friargate which is a narrow road with parking restrictions in place.

Environmental Sustainability and Strategic Planning

6.38 The site is situated in a pleasant part of Penrith Town Centre, surrounded predominantly by residential properties. The town centre and railway station can both be reach easily on foot and whilst there are no dedicated cycle lanes, the one way system makes cycling moderately safer on the narrow congested roads. Redevelopment of this site will require both listed building and conservation area consent.

Role within Employment Hierarchy

6.39 The site is classified as ‘other’.

6. Penrith New Squares

6.40 The area around Southend Road in Penrith was first identified as a site for a potential retail development in 1996. Around that time a number of developers were exploring the possibility of a new major food store and this led to the Council commissioning a retail viability and vitality study to determine whether there was demand for a new food store.

6.41 In 2008 preliminary site works were put on hold when bank funding was withdrawn.

6.42 The Council's preferred option for the development involves a 7,246 sq m (78,000 sq ft) supermarket. The preferred scheme takes a phased approach. The first phase will deliver:

- A multi-storey car park.
- A supermarket of 7,246 sq m (78,000 sq ft) by moving retail space from within the scheme.
- The infrastructure for the development.
- 32 affordable homes.
- A new town square surrounded by landscaping.
- A landscaped pedestrian link to Princes Street.

6.43 Phase Two: Construction of the retail link and the residential units around the pedestrian link to Princes Street. This will commence when a number of "triggers" have been achieved and these triggers involve such aspects of securing additional funding, pre-lets for the retail areas and pre-sales for the residential units.

6.44 Phase Three: Will comprise the construction of the remaining retail and residential developments around the town square.

Commercial (Market Attractiveness)

6.45 The site achieves a 'good' score on market attractiveness. The development opportunity will deliver a modern development with a pre-let to a major supermarket with potential for some new office space.

Environmental Sustainability and Strategic Planning

6.46 The site achieves a 'very good' score in this category. This development will deliver a major urban regeneration project on a brownfield town centre site. The development will create a number of local jobs and meet urban regeneration objectives of the region.

Role within Employment Hierarchy

6.47 The site is classified as 'other'.

7. Ullswater Road Haulage Yard

6.48 This site is currently a 'junction 40' HGV service depot which provides HGV petrol pumps, lorry wash, driver rest facilities and a large HGV parking area along the frontage to Ullswater Road. HGV movements at this location are significant. The site operates 24 hours.

6.49 In 2008, the Council granted Full Consent (07/1061) for (A1) retail totalling 4,124 sq m, (A3) ancillary restaurant totalling 349 sq m, associated car parking, servicing and landscaping works.

Commercial (Market Attractiveness)

6.50 The site achieves a 'good' score on market attractiveness, although this is more in terms of retail rather than for B class. The development opportunity will deliver a modern retail park in an excellent location off the main arterial road into Penrith.

6.51 Whilst the consent has not been implemented due to the current recession, the site is likely to generate market interest for the consented scheme when conditions improve given it's location. Retail use is not counted as part of the Employment Land review.

Environmental Sustainability and Strategic Planning

6.52 The site achieves a 'good' in this category. There are public footpaths adjacent to the site to both sides of the A592, Ullswater Road. There are currently no footpaths within the site but these will be delivered as part of any development. There are public cycle ways within the A592 which connects the site to the railway station and town centre. The cycle lanes terminate in front of the site owing to the narrowing of the road. Penrith Railway Station is a 10 minute walk from the site.

6.53 This development will deliver a major urban regeneration project on a brown field edge of centre site. The development will create a number of local jobs and meet urban regeneration objectives of the region.

Role within Employment Hierarchy

6.54 The site is classified as 'other' as the site is due to come forward as a retail led scheme.

8. Carlton Police HQ

6.55 The Police HQ is made up from a complex of buildings including the Grade II* Carleton Hall. The listing for the building reads: *Early C18 with late C18 alteration restored 1859 and partly rebuilt 1937. Red and grey ashlar, 2 storeys. Slate roofs. Centre curved bow contains 3 windows each floor. Flanking 2 windows each side of bow, and flanking wings each with*
3 windows. All windows are 12-paned sashes. Contains good Adam-type plaster ceilings, and staircase and fireplace with open string and three turned balusters to each tread. Garden front has centre range of 6 windows flanked by the window bays.

6.56 The buildings include a number of 20th century accretions and car parks. The site sits in a mature, semi woodland setting with excellent access to the A66/J40 M6 and Penrith Town Centre.

Commercial (Market Attractiveness)

6.57 The site achieves a 'good' score in respect of market attractiveness given the setting of the buildings and access to the strategic road network (supported by good levels of parking). The main Hall appears to be in good condition but is likely to require significant capital expenditure to bring the building up to modern standards. Given the size of the site, we believe that Carleton Hall offers a mixed-use heritage led opportunity with employment and residential being appropriate uses. Removal of the poor quality 20th century accretions presents an opportunity for an element of enabling development on brownfield land designed sympathetically to respect the setting of the listed Hall.

Environmental Sustainability and Strategic Planning

6.58 The Police HQ was given a moderate score in this criteria as the complex sits outside the natural urban limit of Penrith. Access via non car modes (public transport, cycle paths and footpaths) is very limited. Sustainability could be increased with the introduction of a Green Travel Plan and sustainability Plan to support significant redevelopment proposals in particular.

6.59 Heritage led redevelopment of this site as a mixed use development opportunity could deliver a number of regeneration objectives. Some flood risk exists on the site, however this is limited to the flood plane to the south of the site.

6.60 A tailored niche development could appeal to specialist sector/occupiers. A specialist occupier would help to diversify the economy in line with RSS policy W1 and objective 20 of the local Plan to promote high environmental standards on existing and new employment sites.

Role within Employment Hierarchy

6.61 The site is classified as 'Other'.

9. Fire Fighters Charity Home

6.62 This Jubilee Therapy Centre is a Fire Fighters Charity centre, and offers varying combinations of therapy and recuperation services. The site accommodates the main centre and a small cul-de-sac of bungalows set in landscaped grounds between the Rivers Eamont and Petteril.

Commercial (Market Attractiveness)

6.63 Whilst the buildings are of very good quality and the setting of the site extremely attractive, the buildings and park are fit for purpose for their intended use. The site has no road frontage to the A6 and is accessed via a narrow entry road which may be unsuitable for intensification of users. The site is bordered by the River Eamont to the north, and parts of the site therefore sit within flood zones 1, 2 and 3.

Environmental Sustainability and Strategic Planning

6.64 The site scores moderately on sustainability and strategic planning grounds. The site is connected to Penrith via footpaths, however it would take in excess of half an hour to reach Penrith centre and forty minutes to reach the railway station and would involve negotiating the busy A66. The ability to contribute to local regeneration and/or economic strategies for the area is limited as the site is owned and operated by the Fire-fighters Charity as a convalescence and recuperation centre.

Role within Employment Hierarchy

6.65 The site is classified as ‘Owner Specific’.

10. Scotland Road

6.66 This 0.32 ha site is occupied by two builders merchants, Peter Tolmie Ltd and Penrith Building Supplies (the latter has since moved to Gilwilly Industrial Estate). Part of the site, occupied by Peter Tolmie Ltd is well maintained, however the units previously occupied by Penrith Building supplies appear to be derelict in parts. Other parts of the site are used for storage and parking.

6.67 Despite the derelict nature of part of the site there was no evidence of sale or letting boards. The redevelopment of this site could significantly improve townscape quality in this area of Penrith and maximise redevelopment opportunities for this Brownfield site.

Commercial (Market Attractiveness)

6.68 This site scores ‘good’ in respect of market attractiveness due to the sites location and extensive road frontage to Scotland Road. Whilst the majority of buildings on this site are in a poor state of repair, a comprehensive redevelopment of the site could deliver a good employment opportunity for this area of Penrith. The site is a short walk from the Town Centre and approximately 20 minutes walk from Penrith railway station.

6.69 The surrounding environment is residential and the surrounding road network could accommodate redevelopment of this site, subject to a Traffic Impact Assessment accompanying any proposed redevelopment.

6.70 The site is not at risk from flooding.

Environmental Sustainability and Strategic Planning

6.71 The site scores moderately in planning and environment terms. It is located on the edge of the town centre and brownfield. Access to the site via cycle may be dangerous given the busy nature of Scotland Road and lack of dedicated cycle lanes. The limited size of this site limits the ability of this site to significantly contribute towards regeneration objectives

Role within Employment Hierarchy

6.72 The site is classified as 'Good'.

11. Robinson Street

6.73 This 0.7 ha site is occupied by a large warehouse occupied by two businesses with customer parking. The circa 40 year old warehouse appears to be in a good state of repair, although there was evidence of water stains on the wall suggesting problems with the buildings valley guttering.

6.74 The site does not have immediate road frontage onto Scotland Road but is clearly visible from Robinson Street. Both occupiers appeared established and activity on the site was high during the time of inspection.

Commercial (Market Attractiveness)

6.75 This site scores 'good' in respect of market attractiveness due to the sites location just off Scotland Road. The majority of the site is occupied by a large detached warehouse which appears in a good state of repair. A comprehensive redevelopment of the site could deliver an enhanced employment opportunity for this area of Penrith. The site is a short walk from the Town Centre and approximately 20 minutes walk from Penrith railway station.

6.76 The surrounding environment is residential and the surrounding road network could accommodate redevelopment of this site, subject to a Traffic Impact Assessment accompanying any proposed redevelopment.

6.77 The site is not at risk from flooding.

Environmental Sustainability and Strategic Planning

6.78 The site scores moderately in planning and environment terms. It is located on the edge of the town centre and brownfield. Access to the site via cycle may be dangerous given the busy nature of Scotland Road (which links to Robinson Street) and lack of dedicated cycle lanes. The limited size of this site limits the ability of this site to significantly contribute towards regeneration objectives

Role within Employment Hierarchy

6.79 The site is classified as 'Good'.

12. Skirsgill Business Park

6.80 This 2.1 ha site is situated immediately off the A66 arterial route and adjacent to Junction 40 of the M6. The mixed use estate comprises a variety of office, industrial and manufacturing occupiers.

6.81 The buildings range in style and age. The majority of buildings are constructed of rendered brickwork with concrete floors and pitched profile roofing which could include asbestos. Ample onsite parking is available.

6.82 A large proportion of the site (situated to the north east corner was occupied by Enesco, parent company of Lilliput Lane, manufacturers of small figurines. Production of the ornaments ceased in 2009. The site includes Honeysuckle Cottage, a 2 storey, purpose built thatched cottage which originally housed the Lilliput Factory Outlet.

Commercial (Market Attractiveness)

6.83 This site scores 'good' in respect of market attractiveness due to the sites accessible location, just off the A66. Buildings and external areas are of varying quality and age. There is one circa19th century building within the site which appears to be a converted stable block. Access to the site is very good and could accommodate an intensification of use on this site. There is a high level of marketing in respect of the units which were previously occupied by Lilliput. These are being offered to let for a number of uses including commercial and light industrial/storage units.

6.84 The site is not at risk from flooding.

Environmental Sustainability and Strategic Planning

6.85 The site scores moderately in planning and environment terms. It is located outside the natural development limit of Penrith and can not be accessed via the existing public footpath network. The site is not served by public transport.

6.86 Nevertheless, the site offers a good opportunity for continued employment use or redevelopment to provide a modern business park development around the former stable block building. Sustainability could be increased with the introduction of a Green Travel Plan and sustainability Plan to support significant redevelopment proposals in particular.

Role within Employment Hierarchy

6.87 The site is classified as ‘Good’.

13. Penrith Auction Mart

6.88 This 9.1 ha site is situated immediately off the A66 arterial route and adjacent to Junction 40 of the M6. The site is occupied by Penrith Auction Mart and is operated by Penrith & District Farmers’ Mart LLP, a group of local farmers and other interested people, who took over the day to day operation from Penrith Farmers’ & Kidd’s in 2002.

6.89 Weekly sales of prime cattle and sheep are held, together with fortnightly sales of store cattle. Seasonal sales of breeding cattle and sheep are held in the spring and autumn.

6.90 The majority of the site is laid to hard standing and utilised for parking on auction days. There is a small detached office located close to the entrance and the large covered auction shed and cattle pens. Both buildings are in a good condition, however the latter is fit for purpose as an auction mart.

Commercial (Market Attractiveness)

6.91 Overall the site scores 'good' in respect of market attractiveness due to the sites accessible location, just off the A66. The majority of the site is laid to hard standing suggesting that redevelopment of this site could be relatively straightforward, subject to ground surveys. The site does not appear to be exposed to unreasonable levels of noise from the M6 and A66 given the substantial planting of mature trees along the north east and south east boundaries.

Environmental Sustainability and Strategic Planning

6.92 The site scores adequately in planning and environment terms. Access to the site via sustainable transport methods is extremely difficult given that the M6 affectively divorces the site from the Penrith development limit.

6.93 The site can be classed as being wholly brownfield although, the site is unlikely to bring significant additional regeneration benefits as it currently operates as a successful auction mart. Part of this success relates to the sites accessible location adjacent to J40 M6 and A66. Redevelopment of this site would require the relocation of the auction mart to a site with similar access which may be difficult.

Role within Employment Hierarchy

6.94 The site is classified as 'Owner Specific'.

14. Redhills, Penrith

6.95 The Rural Enterprise Centre at Redhills is occupied by the Cumbria Rural Enterprise Agency (CREA). The site contains 12 business incubator units and a food hall. The incubator units are provided by CREA to support new businesses in Cumbria.

Commercial (Market Attractiveness)

6.96 Overall the site scores 'good' in respect of market attractiveness due largely to the quality of the space available. These purpose built starter units and office accommodation are located just off the A66, slightly further west than sites 12 and 13. Whilst the site is adjacent to the A66 it is accessed via a local B road which is not subject to congestion. The site does not appear to be exposed to unreasonable levels of noise from the A66 and sits within pleasant landscaped grounds with parking.

6.97 At the time of survey there was no evidence of active marketing on site, however CREA do market the starter units through their promotional material and website.

Environmental Sustainability and Strategic Planning

6.98 The site scores less well in planning and environment terms given that the site can only be accessed via the car. The site is outside of the defined urban limit with no footpaths or cycle links to the site.

6.99 This is a recently developed site and is likely to continue in its current use for some time. However, the service offered by CREA is very important to the local employment market as it provide incubator space to encourage new businesses to grow and aligned with policies to provide increased choice and flexibility for rural business. The Centre also meets RSS policy W1 in strengthening the Regional economy through the diversification and development through growing businesses and creating new enterprise within Cumbria and inward investment in Penrith.

Role within Employment Hierarchy

6.100 The site is classified as 'Good'.

15. Stainton Haulage Depot

6.101 Stainton Haulage Depot occupies the site of a former Greengill Farm. The complex of buildings which make up the site include the former farm house, barns and annex buildings.

6.102 The site, approximately 24.75 ha in extent, is located approximately 2 km to the north-north-west of the centre of Penrith, 1.5 km south of the junction of the A6 and B5305 roads.

6.103 An application for the redevelopment of the farm to provide: a haulage centre to accommodate 48 commercial vehicles and trailers, parking spaces for driver's cars, a maintenance building with staff mess room facilities and feed blending unit was submitted in November 2008.

6.104 The application was refused in June 2009 and the applicant has appealed the decision.

6.105 The Decision Notice advised that the proposed development is located in the undeveloped countryside. No need for the development to occupy this location has been established sufficient to outweigh the presumption against development in the undeveloped countryside afforded by saved Policy NE1 - Development in the countryside, and saved Policy EM11 Haulage Sites, of the Eden Local Plan and saved Policies ST5 - New development and key service centres outside the Lake District National Park and Policy E37 Landscape character of the Cumbria and Lake District Joint Structure Plan. The development conflicts with these policies in that the scale and activities associated with the use would be unsympathetic to the rural character of the area and cause significant harm to the landscape character.

Commercial (Market Attractiveness)

6.106 The site scores moderately in terms of market attractiveness. The site does not have high visibility road frontage and buildings on site are of moderate quality and suited to agricultural use, flexibility in their current state is limited.

6.107 The site does not have direct access to the strategic road network and in order to reach the M6 and A66 traffic has to pass through Penrith along Ullswater Road, a road which suffers from congestion, notoriously at peak times. The site itself is in an isolated position which may deter alternative occupiers.

Environmental Sustainability and Strategic Planning

6.108 The site does not score highly in environmental sustainability terms being located outside of an urban area with no access (within 2km) to services, public transport, cycle paths and footpaths.

6.109 The majority of this land is Greenfield in nature and outside the natural development limit of Penrith.

Role within Employment Hierarchy

6.110 The site is classified as 'moderate'.

16. Flusco Recycling Depot

6.111 This site occupies a former quarry site. The old quarry is now used for landfill and the majority of the site is laid to hard standing and utilised by skips as a recycling depot.

6.112 Traffic movement associated with both public traffic and County Council rubbish trucks is high.

Commercial (Market Attractiveness)

6.113 Overall the site scores 'moderate' in respect of market attractiveness due to the current use of this site.

6.114 The site occupies a rural position approximately 4 miles from Junction 40 of the M6 and a short drive to the A66. The site is adjacent to North Lakes Business Park which ostensibly provides a range of opportunities for commercial/industrial and office use.

Environmental Sustainability and Strategic Planning

6.115 This site is given a 'moderate' score in respect of sustainability and planning as the site is located away from other developments and can not be accessed by sustainable methods of transportation.

6.116 Sustainability could be increased with the introduction of a Green Travel Plan and Sustainability Plan to support significant redevelopment proposals in particular.

6.117 At present this is an 'owner specific' County Council run recycling/landfill site, however, subject to demand, there could be potential for the site to come forward in the plan period for alternative employment uses, possibly as an extension to the North Lakes Business Park.

Role within Employment Hierarchy

6.118 The site is classified as 'Moderate'.

17. University of Cumbria

6.119 This site is the University of Cumbria's Newton Rigg Campus, Penrith. The Campus forms part of the estate inherited by the University of Cumbria on it's formation in 2007.

Commercial (Market Attractiveness)

6.120 The campus buildings range in age and size but appear in a very good state of repair. The campus is set in pleasant and mature landscaped grounds with good parking and circulation.

6.121 Access to the site is along Newton Road which is a good standard B road and a short drive from the Gilwilly Industrial site and Penrith Town Centre. The site is visible from Newton Rigg Road and well sign posted from Gilwilly Industrial Estate. The site is unlikely to have any physical constraining features and sits outside any identified flood risk zones.

6.122 Overall the site scores 'good' in respect of market attractiveness due to the quality of the space available. The site does not appear to be exposed to unreasonable levels of noise from the M6 due to the presence of mature trees.

6.123 The site is a short drive to the Gilwilly Industrial Estate and Phase I Eden Business Park. Depending on the University's aspirations for this site there may be an opportunity to attract Knowledge Base business to parts of the campus.

6.124 At the time of survey there was no evidence of active marketing on site as this is a University Campus.

Environmental Sustainability and Strategic Planning

6.125 The site is given a moderate score in this category being outside the Penrith Urban limit and more than a twenty minute walk from Penrith Town Centre. There are no existing footpaths or cycle links into the site. The ability to deliver economic strategies for the area is subject to the University's aspirations for the site, but for the immediate future this is limited to academic purposes.

6.126 Sustainability could be increased with the introduction of a Green Travel Plan and sustainability Plan to support significant redevelopment proposals in particular.

Role within Employment Hierarchy

6.127 The site is classified as 'Owner Specific'.

18. Blencow Quarry

6.128 Blencow is a small village to the west of Penrith. The site is accessed via the B5288 which passes through Gilwilly Industrial Estate.

6.129 The site is currently occupied by the Hanson plc Blencow Limestone Quarry and Block works. The quarry is now closed and two application have been submitted for redevelopment of the site.

6.130 Application 09/0189 relates to the redevelopment of the Blencow Quarry processing area as a business park for B1, B2 and B8 development providing 9,800 sq m (105,486 sq ft) of floorspace. This was granted outline consent in November 2009.

6.131 Application 09/0190 relates to another part of the quarry site and relates to a change of use to a holiday park comprising 172 caravans/lodges with ancillary buildings and landscape works. This was granted full planning consent in November 2009.

Commercial (Market Attractiveness)

6.132 The site has been given a 'good' score based on it's current condition, but also the sites potential for redevelopment in the context of the recent planning approvals. The current buildings are in a very poor state of repair and the estate road is not adequately surfaced. The surrounding environment is not attractive given that extraction works appear to have ceased some time ago. Development of this site would significantly enhance the local environment.

6.133 Due to the traffic movements associate with the brick plant, there may be issues with noise and dust. The site does benefit from good frontage to the B5288 which will an attraction to developers seeking to redevelop this site in the future.

6.134 The site is approximately 2-3 kilometers from the A66 and sits in an area consisting predominantly of open countryside. Tymparon Hall Hotel is situated opposite the site.

6.135 The B5288 is currently used by traffic servicing the Brickworks and Flusco recycling Centre (site 16). The two recent planning applications for this site were accompanied by Transport Assessments which advise that the B5288 had sufficient capacity to support intensification of use at this site. The disused quarry is likely to require significant remediation grounds works to allow redevelopment of this site. The site sits outside a defined flood zone area.

Environmental Sustainability and Strategic Planning

6.136 The site is given a reasonable score in this category being outside the Penrith Urban limit and can not be accessed other than by motor car. There are no existing footpaths or cycle links to this site.

6.137 Redevelopment of this site would, however improve the visual amenity of this site and see the re-use of a vacant brownfield site.

6.138 The site occupies a large area of previously developed land and has the potential to deliver a significant amount of employment space (up to 9,800 sq m) which could create a number of jobs in the area which is particularly important in this rural location.

Role within Employment Hierarchy

6.139 The site is classified as ‘Good’.

19. Cross Croft Industrial Estate

6.140 This small industrial estate extends to approximately 6.5 hectares and is accessed of a local road which links to the B6542 which in turn links to the A66. The industrial estate comprises both developed and undeveloped areas. The undeveloped plots are currently under offer as development opportunities.

6.141 A small amount of land adjacent to the existing estate is allocated for employment use in the 1996 Local Plan under policy EM3 but remains undeveloped.

6.142 Developed units on the site are generally older and of average quality although there are some new units on the site. The site abuts open countryside.

Commercial (Market Attractiveness)

6.143 This site scores highly in market attractiveness terms. The estate is situated in a pleasant setting with very good connections to the surrounding road network which appears without congestion, particularly the link to the A66. The site is not subject to any risk from flooding.

Environmental Sustainability and Strategic Planning

6.144 The site is given a 'good' score in this category being outside the town centre but within the development limit of Appleby. There are reasonable footpath links to the site and whilst there are no dedicated cycle lands the surrounding roads are not congested.

6.145 The allocation of land adjacent to the site for employment use as well as the recent marketing of vacant lots for development creates the opportunity for future expansion and job creation within an established employment destination.

Role within Employment Hierarchy

6.146 The site is classified as ' Very Good'.

20. Station Road

6.147 This small plot of land is currently occupied by Robinson Transport Company. The site sits on the edge of Appleby adjacent to the railway line in an area of predominantly residential use.

6.148 The land to the rear of this site was allocated for employment use in the 1996 Local Plan. However, since then this land has been developed for residential use delivering a small development of detached bungalows.

Commercial (Market Attractiveness)

6.149 This site has been given a 'good' score in respect of market attractiveness. The site is adjacent to Appleby Railway station and in comfortable walking distance of the town centre.

6.150 The site is located opposite a primary school which may be a cause of significant congestion at dropping off and picking up times. Whist the site benefits from excellent road frontage, Station road does suffer from fly parking and is narrow in nature, this may limit any redevelopment potential of this site. Any redevelopment proposal should be accompanied by a Traffic Impact Assessment.

Environmental Sustainability and Strategic Planning

6.151 The site is given a 'moderate' score in this category being within the development limit of Appleby. There are reasonable footpath links to the site but dedicated cycle paths are absent. Given the nature of Station Road cyclists would likely be discouraged.

6.152 Opportunities to enhance the sites contribution to economic activity are limited given that the land to the rear, previously allocated for employment use has since been developed for housing. There is no land to expand and therefore redevelopment will be constrained to the existing site area. Given the need to provide off road parking, alternative uses are likely to be limited.

6.153 In the context of this above, and given that land to the rear of this site has been developed for residential use. The most appropriate alternative use for this site may be residential.

Role within Employment Hierarchy

6.154 The site is classified as ' moderate to poor'.

21. Former Appleby Creamery

6.155 The site extends to approximately 2 ha and is the location of the former Appleby Creamery which closed down in the 1990's. The site is now derelict.

Commercial (Market Attractiveness)

6.156 This site presents a redevelopment opportunity on the edge of Appleby. Given the size of the site and it's location we believe that mixed-use development incorporating both employment and residential would be appropriate. In isolation we believe that this site is too large to accommodate purely employment uses, particularly with Cross Croft Industrial Estate being located opposite.

6.157 The adjacent estate is situated in a pleasant setting with excellent connections to the surrounding road network which appears without congestion, particularly the link to the A66. The site is not subject to any risk from flooding.

Environmental Sustainability and Strategic Planning

6.158 The site is given a 'good' score in this category being within the development limit of Appleby. There are reasonable footpath links to the site and the site is approximately 15 minutes walk from Appleby railway station.

6.159 Redevelopment of this site would improve this area of Appleby and presents the opportunity to maximise development on a brownfield site. The opportunities to create a sustainable, comprehensive mixed-use scheme are significant.

Role within Employment Hierarchy

6.160 The site is classified as 'other'.

22. Eden Scrap Yard

6.161 This elongated site is currently occupied by Chris Sowerby Scrap Metal. The site sits on the edge of Appleby in an area of predominantly residential use close to the Station Road site (site 20).

6.162 The site extends to approximately 1.3 ha and is adjacent to a primary school.

Commercial (Market Attractiveness)

6.163 This site has been given a 'poor' score in respect of market attractiveness. The site is narrow and very long making redevelopment if this site for an employment use awkward. Development opportunities are limited because of the shape of the site.

6.164 The site is located adjacent to a primary school and this is likely to cause congestion at dropping off and picking up times. Because of the narrow nature of the site, road frontage is limited. Station road does suffer from fly parking and is narrow in nature. Whist the site benefits from excellent road frontage, Station road does suffer from fly parking and is narrow in nature, this may limit any redevelopment potential of this site. Any redevelopment proposal should be accompanied by a Traffic Impact Assessment.

Environmental Sustainability and Strategic Planning

6.165 The site is given a 'moderate' score in this category being within the development limit of Appleby. There are reasonable footpath links to the site but dedicated cycle paths are absent. Given the nature of Station Road cyclists would likely be discouraged.

6.166 Opportunities to enhance the sites contribution to economic activity are limited given the elongated nature of the site could limit redevelopment potential.

6.167 In the context of this above, and given that the majority of surrounding land is in residential use. The most appropriate alternative use for this site may be residential

Role within Employment Hierarchy

6.168 The site is classified as 'poor'.

23. Shire Hall, Appleby

6.169 Two storey Grade II listed building is arranged around a central courtyard. The majority of the building that fronts The Sands comprises the Former Magistrates Court which includes two court rooms with double height ceilings, together with interview rooms, ancillary offices and lavatories. The side and rear elevation comprise the north and south wings of the Shire Hall which provide a mixture of office, storage, workshop and lavatory facilities at ground and first floors.

6.170 The listing notes: *Magistrates Court and offices, attached steps and boundary walls, formerly Assize and County Court. 1776-8, with additions of 1814 and 1879, and late 20th century alterations. By Daniel Benn of Whitehaven. Painted roughcast over rubble sandstone with ashlar dressings, later extensions of coursed red sandstone, ashlar ridge stacks , and hipped roofs with Westmorland slate coverings, laid to diminishing courses*

6.171 The building was recently sold at auction is currently occupied by two tenants, Heelis Solicitors and High Blade Cables Ltd.

Commercial (Market Attractiveness)

6.172 This site has been given a 'good' score in respect of market attractiveness. The site is an attractive listed building in central Appleby providing good accommodation and parking.

6.173 The building is one of Appleby's most historic buildings.

Environmental Sustainability and Strategic Planning

6.174 The site is given a 'good' score in this category being located in Appleby Town Centre. There are good footpath links to the site but cycling on this congested road may be dangerous and should not be encouraged.

6.175 The site already makes a significant economic contribution to Appleby in it's use as office accommodation. The listed nature of this property will limit intensification of employment use on this site. Nevertheless, employment use in this location is appropriate and appears to function well.

Role within Employment Hierarchy

6.176 The site is classified as 'good'.

24. Skelgillside Workshops, Alston

6.177 The property comprises six workshops in a terraced format to the rear of the site, of traditional construction including brick and block work walls and pitched slate clad roofs. To the frontage there is a terrace of four units.

6.178 The buildings are of modern construction. Externally the buildings are a mixture of white wash and render, with up and over loading door access to each unit and a small timber entrance porch. Internally, we understand that the units comprise of suspended ceilings with strip lighting, painted plaster walls and concrete floors. Each unit has a WC and kitchenette accommodation.

Commercial (Market Attractiveness)

6.179 This site achieves a good score in market attractiveness terms. The units within this development are of good quality and well maintained. Alston is a small market town situated in Cumbria. It is the highest market town in England, close to the border with Northumberland in an exclusively rural area with the Town increasingly serving the tourism industry. Penrith is located 32 km (20 miles) to the South West situated along the A686 and Hexham is approximately 16 km (10 miles) to the North East. This small employment site is therefore valuable for the catchment area it serves.

6.180 There was evidence of marketing on site, however vacancy levels appeared very low at the time of our inspection.

Environmental Sustainability and Strategic Planning

6.181 The site is given a 'moderate' score in this category. Alston has very limited access to public transport. The site is approximately a 10 minute walk from Alston Town Centre.

6.182 The site already contributes to local economic objectives and there is limited ability to develop this site further.

Role within Employment Hierarchy

6.183 The site is classified as 'good'.

25. Alston Brewery

6.184 Alston Brewery is located on the banks of the River Nent on the approach to Alston from A686. The complex of buildings are in private ownership and contain a private dwelling house and gardens. The site extends to approximately 1.0 ha.

6.185 Although the buildings are not listed they make a positive contribution to this area of Alston. The buildings appear to be in good condition and are set in an attractive wooded setting.

Commercial (Market Attractiveness)

6.186 This site has been given a 'moderate' score in respect of market attractiveness. The former brewery is privately owned and includes a large residential dwelling house forming part of a complex formed from six main buildings. We understand that space within the former Brewery is available to rent including office space with various sized suites. The site is accessed via a very narrow private road which could not support any significant intensification of use on this site without major widening works/creation of a new access point.

6.187 The site is bordered by mature woodland to the west and the River Nent to the right and there is a large lawn/garden area. Redevelopment of this site is significantly constrained by the poor access and limited opportunities for intensification of use on this site.

Environmental Sustainability and Strategic Planning

6.188 The site is given a 'moderate' score in this category being on the edge of Alston Town Centre. There are reasonable footpath links to the site and the site can be accessed by cycle.

6.189 Opportunities to enhance the sites contribution to economic activity are limited given that the current operations on the site do not support significant levels of employment and the site is unsuitable for intensification of use.

Role within Employment Hierarchy

6.190 The site is classified as 'moderate'.

26. Alston Mill

6.191 The 18th century Alston Mill is situated just above the Market Place in the centre of the town and sits within a site extending to 0.03 ha.

6.192 Originally, the building was a grain mill but from the 1950's to the 1970's, the mill was used as a precision foundry, and was renowned for the production of precision cast golf club heads.

6.193 Precision Products (Cumberland) Limited is still operating from the Mill, although their main foundry is now located on the outskirts of Alston (see site 29).

Commercial (Market Attractiveness)

6.194 This site has been given a 'moderate' score in respect of market attractiveness. The complex of buildings are in a poor state of repair and significant capital investment is required to convert and restore them. Although the buildings are not listed, the main mill house contributes positively to the streetscape of Alston Town Centre and it is possible that the Council will wish to see these buildings retained.

6.195 Given the cost of conversion/restoration of the mill and annex buildings together with the likely demand for space in Alston, a mixed use development in this location comprising residential, hotel and commercial space for example may be the most viable/attractive solution.

6.196 Parking in the vicinity is limited and any redevelopment would need to include off-site parking. The site sits within flood zone 2 and 3. At the time of survey there was no marketing on this site.

Environmental Sustainability and Strategic Planning

6.197 The site is given a 'good' score in this category being located in the Centre of Appleby. There are reasonable footpath and cycling links to this site.

6.198 The site is brownfield and redevelopment/refurbishment would see the restoration and renaissance of this 18th century mill. Conversion for mixed-use to include an element of employment use has the potential to contribute significantly to local economic objectives.

Role within Employment Hierarchy

6.199 The site is classified as 'other'.

27. Alston Scrap Yard

6.200 Alston Scrap Yard is the site of a former foundry on the banks of the River Nent. The former foundry building is now in a semi derelict state and the majority of the site is used for storing scrap metal.

Commercial (Market Attractiveness)

6.201 This site has been given a 'moderate' score in respect of market attractiveness. The current use of the site as a scrap metal yard is likely to have significant remediation costs if this land is to be redeveloped for an alternative use.

6.202 The former foundry building is in a semi-derelict state and therefore requires significant capital investment or demolition. The site is elongated in nature which limits the redevelopment potential of the site for alternative employment uses. Upgrade works to the retaining wall facing the River Nent may be required.

6.203 Whilst the site is located close to the town centre, access from Station Road is difficult. Upgrade of the current access would be required as part of any redevelopment of this site. The sites visible frontage to Station Road improves the overall score of this site.

Environmental Sustainability and Strategic Planning

6.204 The site is given a 'moderate' score in this category being within the development limit of Alston. There are reasonable footpath links to the site, the busy road to the site would likely reduce the attraction to cyclists.

6.205 Opportunities to enhance the sites contribution to economic activity are limited given the difficulties associated with the sites shape and contamination issues. Employment use in this location may not yield the values to delivery a viable redevelopment opportunity. Redevelopment of this site would, however make a significant contribution to the improvement of this part of Alston.

Role within Employment Hierarchy

6.206 The site is classified as 'poor'.

28. Former Foundry

6.207 The site of the former foundry extends to 0.4 ha and is located on the opposite bank of the River Nent to Alston Scrap Yard (site 27). The majority of the former foundry building has been demolished and cleared although there is evidence within the site of it's previous use.

6.208 A large portion of the site is laid to grass and used for storage. There is a workshop at the entrance to the site. Again, similar to site 27, the site is elongated and accessed via a narrow private road off the A686 which also serves the former gasworks site which is currently being redeveloped for residential use.

Commercial (Market Attractiveness)

6.209 This site has been given a 'poor' score in respect of market attractiveness. The site is narrow and long making a viable redevelopment of this site for an employment use particularly awkward. The site is not visible from the main road and access to the site in it's current form would not support any significant intensification of use at the site.

6.210 Viable alternative uses for this site are limited. There is no evidence to suggest this site has been marketed recently.

Environmental Sustainability and Strategic Planning

6.211 The site is given a 'moderate' score in this category being within the development limit of Alston. There are no footpaths to the site from the main road.

6.212 Opportunities to enhance the sites contribution to economic activity are limited given the difficulties associated with the sites shape. The site is screened from Station Road by mature trees and therefore redevelopment of the site will have a neutral impact on the surrounding area.

Role within Employment Hierarchy

6.213 The site is classified as 'poor'.

29. Bonds Factory

6.214 The site is occupied by Precision Products which has made high quality castings from its workshops and foundry's in Alston for over 50 years. The company also own Alston Mill (site 26).

6.215 The foundry is located on the edge of Alston and accessed via Potters Lane. The site is made up of a large warehouse and portacabin office accommodation. The site backs onto open countryside. The field adjacent to the site is allocated in the 1996 Local Plan for employment use but remains undeveloped (this undeveloped land is defined as 'owner specific' for the purposes of this study).

Commercial (Market Attractiveness)

6.216 This site has been given a 'good' score in respect of market attractiveness, being an established employment location with good road access. The site has no frontage to the A689 (Nanthead Road).

6.217 The surrounding road networks are of adequate width for small HGV's/vans with no apparent congestion issues. The site is owner occupied and has not been marketed recently.

6.218 This is a good sized employment site in the context of it's location, free from obvious physical constraints. The site is outside of any floodrisk zone. The allocated land adjacent to this site would make this an attractive opportunity given the ability to expand operations on this site.

Environmental Sustainability and Strategic Planning

6.219 The site is given a 'good' score in this category being within the development limit of Alston. There are reasonable footpaths to the site and cycle access via the road network, although there are no dedicated cycle lanes. Alston town centre is a comfortable walk from the site.

6.220 The intensification of use on this site and expansion onto land allocated for employment use would contribute to the local economic objectives.

Role within Employment Hierarchy

6.221 The site is classified as 'good'.

30. Garage Site Alston

6.222 This 0.5 hectare site is located on the approach into Alston from Penrith. The site is dissected by the A686. The majority of the site backs onto the River Nant and is occupied by a warehouse and petrol filling station/shop. The remainder of the site is laid to tarmac and used for parking and storage.

6.223 The secondary site, is located on the opposite side of the road on a slight gradient climbing towards the Samuel King's School. The site includes a large shed and car parking.

Commercial (Market Attractiveness)

6.224 This site has been given a 'good' score in respect of market attractiveness. The site has excellent frontage to the main road into Alston and occupies a gateway location into the town. The site presents an opportunity to deliver a comprehensive redevelopment of one or both sites. The current buildings are in good repair, however they are fit for purpose in the sites current use and unlikely to appeal to the general market.

6.225 Given the frontage to the A686, there is an opportunity to create an appropriate access for an intensified use. There is no evidence of any physical constraints on site and contamination (if any) is likely to be limited to that associated with it's current use. The site sits within flood zone 1.

Environmental Sustainability and Strategic Planning

6.226 The site is given a 'moderate' score in this category being within the development limit of Alston. There are reasonable footpath links to the site.

6.227 The site presents an opportunities to enhance contribution to economic activity through redevelopment of this site for more intensive employment use.

Role within Employment Hierarchy

6.228 The site is classified as 'good'.

31. EDC Business Units

6.229 These modern business units comprise single storey workshops/light industrial accommodation of steel frame and block work construction beneath a mono-pitch and profile roof. Each unit includes an up and over loading door.

6.230 The site is situated opposite the former Alston Railway Station which is now a tourist destination and narrow gauge railway attraction. The small yard is in a pleasant location which is easily accessible to Alston Town Centre.

Commercial (Market Attractiveness)

6.231 This site has been given a ‘good’ score in respect of market attractiveness. The units provide modern business premises capable of accommodating local requirements in particular. Although the site does not benefit from immediate road frontage to the A686 it does site forms part of the old railway depot which is signposted from the main road.

6.232 There are no access issues associated with this site for small HGVs and vans. There is ample parking within the yard.

6.233 The site appeared vacant on the day of inspection and the units are currently being marketed by Walton Goodland.

Environmental Sustainability and Strategic Planning

6.234 The site is given a ‘moderate’ score in this category being within the development limit of Alston. There are reasonable footpath links to the site. The site has the potential to contribution to the local economy when fully let. Current vacancies are most likely linked to the current recession rather than the quality of the units/location.

Role within Employment Hierarchy

6.235 The site is classified as ‘good’.

32. Kirkby Stephen Former Railway Depot

6.236 Located on the edge of Kirkby Stephen on the approach from Tebay, this employment site extends to 1.8 ha.

6.237 The site was originally occupied by the Kirkby Stephen East Railway station which is now a museum. There are a number of old railway carriages and engines in the yard and parking.

6.238 The remainder of the site is occupied by a small business which includes a scrap metal works.

Commercial (Market Attractiveness)

6.239 This site has been given a 'good' score in respect of market attractiveness. The site benefits from excellent road frontage to the A685 with good access which could easily accommodate an intensification of use. The A685 does however suffer from congestion through the town itself but is currently used by HGV's.

6.240 The site is currently in multiple ownership and there is no evidence to suggest the owners are seeking an alternative use for this site. The railway museum is owner-specific, however the land is also occupied by a small business dealing in scrap metal which runs out of two modern, portal frame sheds which could be suitable for an alternative employment use.

6.241 The site may suffer from contamination associated with the railway depot and scrap yard which would require upfront capital to remediate. A full geotechnical survey would be required as part of any redevelopment proposal.

Environmental Sustainability and Strategic Planning

6.242 The site is given a 'good' score in terms of environmental sustainability and strategic planning. The site is located on the edge of the Kirkby Stephen development limit and a short walk to the town centre. The site is accessible on foot via a narrow footpath.

6.243 Redevelopment of this site, which could include restoration/improvement of the existing railway museum, offers the opportunity to enhance townscape quality at this gateway site and enhance the site's contribution to the local economic strategies for the area.

Role within Employment Hierarchy

6.244 The site is classified as 'good'.

33. Kirkby Stephen Business Park

6.245 This 1.3 ha site is allocated for Employment Use in the 1996 Local Plan. The site benefits from planning consent to deliver 929 sq m (10,000 sq. ft.) of floor space (B1, B2, B8) to be built of steel portal frame construction with an eaves height of approximately 6 m (20 ft). The walls are to be of brick and block construction, being clad with insulated uPVC profile steel sheeting. The pitched rood is also clad with insulated uPVC profile steel sheeting and contains approximately 10% translucent panels.

6.246 To date, a single 465 sq m (5,000 sq ft) light industrial shed has been constructed at the entrance to the site. This can be occupied as a whole unit, or alternatively can be split into three smaller units.

Commercial (Market Attractiveness)

6.247 This site has been given a ‘very good’ score in respect of market attractiveness. The site benefits from very good connectivity to the unrestricted strategic road network (A586/A66/M6). The site has good frontage onto the local road network and is close to an existing employment area.

6.248 The site provides an opportunity to deliver modern, flexible space in Kirkby Stephen in an attractive semi-rural setting. The site is being marketed by local agents Peill & Co and there are two large boards advertising the development opportunity and Business Park onsite.

6.249 There are no obvious physical constraints which could limit development. The majority of the site is greenfield and sits outside a defined flood risk area.

Environmental Sustainability and Strategic Planning

6.250 The site is given a ‘good’ score in terms of environmental sustainability and strategic planning. The site is located on the edge of the Kirkby Stephen development limit and a short walk to the town centre. The site is accessible on foot via a narrow footpath. The environmental sustainability score is constrained given that the site is a Greenfield site. However, the loss of a Greenfield site could be overcome by appropriate landscaping.

6.251 The site has good potential to contribute to local economic strategies through the creation of job opportunities supported by modern flexible space to support growing businesses.

Role within Employment Hierarchy

6.252 The site is classified as ‘good’.

34. Hobson’s Lane Estate

6.253 This industrial estate extends to approximately 3.5 hectares and incorporates a number of large sheds and the County Council waste and recycling depot.

6.254 The buildings range in size and age but are mostly of portal frame construction clad with either brick or aluminium sheeting and are well maintained. A number of large buildings were observed as being vacant during our inspection. One of the sheds, formally occupied by Koch-Glitsch UK is being marketed by local agents Peill & Co.

Commercial (Market Attractiveness)

6.255 This site has been given a ‘good’ score in respect of market attractiveness. The site benefits from very good connectivity to the unrestricted strategic road network (A586/A66/M6). The site has good frontage onto the local road network and is an established employment location and enjoys a good business image.

Environmental Sustainability and Strategic Planning

6.256 The site is given a ‘good’ score in terms of environmental sustainability and strategic planning. The site is located on the edge of the Kirkby Stephen development limit and a short walk to the town centre and adjacent to the towns main food store. The site is connected to the local footpath network.

6.257 The site has limited ability to contribute to local economic objectives as the site is fully developed. However, there are a number of empty units and which when let will create future job opportunities.

Role within Employment Hierarchy

6.258 The site is classified as 'good'.

35. British Gypsum

6.259 This long established plant has manufactured thistle plasters since 1910. The production of plasterboard is a comparatively recent development, the first line being installed during the 1960's.

6.260 The site is located behind the small village of Kirkby Thore, off the A66. The plant is accessed via a long drive which is flanked by two Space North West sheds at the entrance.

Commercial (Market Attractiveness)

6.261 This site has been given a 'good' score in respect of market attractiveness. The site benefits from very good connectivity to the unrestricted strategic road network (A66/M6).

6.262 The site is, however, built specifically as a quarry and alternatives uses within the existing complex of buildings may be limited.

6.263 The site is suitable for large HGV's and trucks with the local road network supporting heavy traffic movement between the plant and the A66. The road network could therefore support a similar intensity of use.

6.264 The site is, however in an isolated location a good 20 minute drive to the M6 and 50 minute drive to Scotch Corner (A1M). This location may deter alternative occupiers/uses.

Environmental Sustainability and Strategic Planning

6.265 The site is given a 'poor' score in terms of environmental sustainability and strategic planning sitting outside the natural development limit of Kirkby Thore and in open countryside.

6.266 The site can not be accessed by any other means of transport other than by motorcar. The nearest railway stations are Appleby-In-Westmoorland or Penrith. The site is also the source of pollution in the area created by onsite noise/dust and amenity impacts associated with the transportation of goods.

6.267 The site does however contribute significantly to the local employment market as a main employer in this area.

Role within Employment Hierarchy

6.268 The site is classified as 'Owner Specific'.

36. Corus Quarry, Shap

6.269 This is an established quarry which sits in a large site dissected by the M6 motorway. The main quarry is located to the north east of the M6 with the main plant buildings being located adjacent to the A6 and a short drive from J39 of the M6.

Commercial (Market Attractiveness)

6.270 This site has been given a 'good' score in respect of market attractiveness. The site benefits from very good connectivity to the strategic highway network.

6.271 The site is, however, built specifically as a quarry and alternatives uses within the existing complex of buildings will be limited.

6.272 The site is suitable for large HGV's and trucks with the local road network supporting heavy traffic movement between the plant and the M6. The road network could therefore support a similar intensity of use created by redevelopment.

6.273 The site is owner occupied and has not been marketed for any alternative use.

Environmental Sustainability and Strategic Planning

6.274 The site is given a 'poor' score in terms of environmental sustainability and strategic planning sitting outside the natural development limit of Shap and in open countryside.

6.275 The site can not be accessed by any other means of transport other than motorcar. The nearest railway is Penrith. The site is also the source of amenity impacts in the area created by onsite noise/dust and air pollution associated with the transportation of goods and the furnace.

6.276 The site does however contribute significantly to the local employment market as the main employer in this area.

Role within Employment Hierarchy

6.277 The site is classified as 'Owner Specific'.

37. Vion Foods, Shap

6.278 The site is currently occupied by a sausage factory which appears to have formed around an old farm. The site comprises the old farm house, 3 portal framed sheds/factory workshops and an office block.

6.279 The Shap factory has changed hands a number of times over the past 10 years, having been sold in 2003 by Perkins Frozen Foods to KingsCourt Foods and then taken over the following year by J. and J. Tranfield. The VION Food Group acquired a majority stake in this firm in 2008. Plans have recently been announced to close the plant.

6.280 The site benefits from very good connections along the A6 to J39 of the M6.

Commercial (Market Attractiveness)

6.281 This site has been given a 'good' score in respect of market attractiveness. The site is in an excellent location with high quality access to the surrounding road network which is wide, without congestion and well connected.

Environmental Sustainability and Strategic Planning

6.282 The site is given a 'moderate' score in terms of environmental sustainability and strategic planning sitting outside the natural development limit of Shap and in open countryside.

6.283 The site can be accessed by foot from Shap village centre although the nearest railway is Penrith. The site does however contribute significantly to the local employment market as a major local employer and it's closure will cause negative impacts on the rural community and economy. The site therefore offers the potential to contribute to local regeneration and economic strategies if redeveloped or reused for employment purposes.

Role within Employment Hierarchy

6.284 The site is classified as ‘good’.

38 (a). Tebay Depot

6.285 Located directly off J38 of the M6, this site extends to approximately 1.9 hectares. Although fully developed the site backs onto open fields which could present an opportunity for expansion.

6.286 The site contains a mix of uses based in 3 large sheds fronting J38 of the motorway. The site is fully let and there was no evidence of marketing from our inspection. The site sits outside any identified flood zones.

Commercial (Market Attractiveness)

6.287 This site has been given a ‘good’ score in respect of market attractiveness. The site is in a very good location with high quality access to the surrounding road network which is wide, without congestion and well connected. The site and adjacent fields do not appear to be adversely affected by physical constraints. The enviable road frontage of the fields to the A685 could support expansion/redevelopment subject to planning and Transport Impact Assessment.

Environmental Sustainability and Strategic Planning

6.288 The site is given a ‘good’ score in terms of environmental sustainability and strategic planning. The site sits within Old Tebay and is located in an area of similar uses.

6.289 The site can be accessed by foot from Old Tebay and Tebay village centre. The site contributes to the local employment market as a local employer and offers the potential to contribute to local regeneration and economic strategies if redeveloped/expanded for similar B2/B8 employment uses.

Role within Employment Hierarchy

6.290 The site is classified as ‘good’.

38 (b). Tebay Railway Sidings

6.291 Located a short drive from J38 of the M6 on the edge of Old Tebay, this site extends to 3.9 hectares. The site comprises former railway sidings and is located at the bottom of a small embankment accessed from the A685.

6.292 The site has undergone partial development with the erection of 3 portal frame sheds with parking. Each plot is secured by a palisade perimeter fence. All units are let and there was no evidence of marketing. The majority of the site which is allocated in the local plan remains undeveloped.

Commercial (Market Attractiveness)

6.293 This site has been given a 'moderate' score in respect of market attractiveness. The site is located on the edge of Tebay, and a short drive from J38. The site is accessed via a steep 'hairpin' access road which could cause access difficulties during the winter months, particularly with large vehicles.

Environmental Sustainability and Strategic Planning

6.294 The site is given a 'good' score in terms of environmental sustainability and strategic planning. The site sits within Tebay and is located in an area of similar uses.

6.295 Further development of the site will maximise development of a brownfield site and contribute to local regeneration objectives.

6.296 The site can be accessed by foot from Old Tebay and Tebay village centre. The site contributes to the local employment market as a local employer and offers the potential to contribute to local regeneration and economic strategies if redeveloped/expanded for similar B2/B8 employment uses.

Role within Employment Hierarchy

6.297 The site is classified as 'moderate'.

39. Wright Brothers Transport Depot, Nenthead

6.298 The site is currently occupied by the Wright Brothers Transport Depot. The majority of the site is occupied by an imposing millstone grit shed with a large forecourt and service yard to the front.

Commercial (Market Attractiveness)

6.299 The buildings within this site are specific to its current use and offer limited flexibility for an alternative user. Nenthead is a small village, approximately 8 km (5 miles) from Alston making it a particularly isolated site.

6.300 Demand for alternative employment use in this area is likely to be low.

Environmental Sustainability and Strategic Planning

6.301 We have given the site a moderate score in respect of environmental sustainability and strategic planning. The site is located within the village centre and is connected to the village footpath network. There are no dedicated cycle lanes but road traffic is not high in this location. The site has the potential to increase its current contribution to townscape quality if the site was redeveloped. The current depot dominates the locality and a building which is more appropriate for its setting would improve this area of the village.

6.302 Given the location of the Nenthead, this site has limited ability to contribute to local economic objectives.

Role within Employment Hierarchy

6.303 The site is classified as ‘moderate’.

40. Brough Main Street

6.304 The site is currently made up from a mix of uses including a transport depot, ambulance depot and Brough Industrial estate.

6.305 Brough Industrial Estate is formed from two terraces of industrial buildings, comprising of 4 units. Each unit consists of a single storey workshop with on site car parking and a common yard area.

6.306 Brough is situated in a rural area approximately 34 km (21 miles) east of Penrith off the A66. Access to the M6 is 26 km (16 miles) to the south west via the A685 to J38 (site 38a).

Commercial (Market Attractiveness)

6.307 This site has been given a 'good' score in respect of market attractiveness. Whilst the site is on the edge of Brough, the town benefits from good connections to the strategic road network.

6.308 The three individual ownerships making up this assessment site are all occupied and operating as viable businesses. The small industrial estate is fully developed within it's current demise, however an opportunity for expansion exists to the west of the site. This land is allocated for employment use in the 1996 Local Plan. The transport depot presents an opportunity for redevelopment given the size of the plot.

6.309 No restrictive environmental features were observed during our inspection.

Environmental Sustainability and Strategic Planning

6.310 The site is given a 'good' score in terms of environmental sustainability and strategic planning. The site is situated on the edge of Brough but within the natural development limit and is located in an area of similar uses.

6.311 Further development of the site will maximise development of a brownfield site and contribute to local regeneration objectives.

Role within Employment Hierarchy

6.312 The site is classified as 'good'.

41. Quarry Garage, Stainton

6.313 The site is currently occupied by Borderman (Truck) Ltd and used as a haulage yard/transport depot. There are a range of buildings on site with one steel portal frame unit currently under construction.

6.314 The majority of the site is used for parking and circulation space. A number of HGV's and agricultural vehicles/machinery were present during the day of inspection.

6.315 The site is accessed via a relatively narrow county lane but can accommodate the traffic currently generated by the uses on this site.

Commercial (Market Attractiveness)

6.316 This site is given a moderate score in terms of market attractiveness. Whilst the site is a short drive from the A66 it is accessed via a narrow drive off the A592 and therefore does not benefit from any site frontage.

6.317 The site is suited to it's current use, alternative uses for the site may be limited given its rural location.

Environmental Sustainability and Strategic Planning

6.318 The site is given a 'moderate' score in terms of environmental sustainability and strategic planning sitting outside the natural development limit of Stainton and in surrounded by countryside.

6.319 The southern boundary of the site benefits from substantial screening by a mature wooded coppice.

6.320 Other than private car, the site can not be accessed by sustainable transport methods. In it's current use the site does make an important contribution to the local employment market as a local employer and continued employment use on this site appears appropriate.

Role within Employment Hierarchy

6.321 The site is classified as 'moderate'.

7. Assessment of the Proposed Eden Business Park Extension

Introduction

7.1 A key element of the Council's Submission Core Strategy DPD is a proposal for an employment urban extension to Penrith, north of Gilwilly Industrial Estate (also known as Eden Business Park). The emerging strategy (which is at an advanced stage of preparation and is the subject of examination at the time of drafting this employment land review) seeks a further northward expansion to the (part implemented) employment allocation shown within the 1996 Adopted Eden Local Plan.

7.2 Given the significance of the proposals and reliance placed upon it by the Council in meeting future employment needs for the District, a stand alone chapter to consider the proposed Business Park extension has been prepared for inclusion in this Study.

7.3 The proposed urban extension location (incorporating the existing local plan employment allocation) has been the subject of a similar qualitative assessment exercise to that carried out for other sites and areas considered in the previous chapter. That said, in view of the complexities and scale of this particular proposal, the assessment exercise in respect of the proposed business park extension has been carried out in greater detail.

7.4 In addition, as part of this Study we have specifically sought a wide range of views on the proposal, including through the Stakeholder Workshop held on 11 November 2009 and also through separate discussions and correspondence with key organisation such as Cumbria County Council (as highways authority) and the North West Development Agency.

7.5 In addition to our qualitative assessment of the proposals, this chapter also reproduces work carried out by the District Council which has informed the identification of the proposed extension.

The Council's Approach to Selecting the Proposed Eden Business Park Extension

7.6 As noted above, this sub-section includes information provided by the Council to provide an overview of the strategic spatial context which led them to the identification of the proposed Business Park extension through the emerging Core Strategy.

7.7 As a matter of approach, the Council has concluded through work informing the Core Strategy that it would not be appropriate in economic or spatial planning terms to locate the majority part of future employment land away from the existing major employment sites in Penrith disjointedly.

7.8 Based on this overall strategy approach, a number of strategic locations around Penrith have been considered (in addition to the proposed Eden Business Park extension to the north of Penrith). Table 7.1 below outlines the other main locational options considered and summarises the principal reasons why they were discounted by the Council.

Table 7.1: The Council's Assessment of Locational Options for Major Employment Growth at Penrith

Location	Overview of Assessment
South of Penrith	• The River Eamont forms a natural boundary and poses flood plain issues. The land falls very sharply away to the south of the line of the A66 road.
West of Penrith	• Further urban encroachment towards the Lake District National Park boundary is not considered appropriate for a variety of environmental and other considerations. Such development has been resisted in the past with only a limited number of historic exceptions
East of Penrith	• In addition to further encroachment into open countryside, it is considered that there would be a conflict with existing residential uses which predominate in this location.
Elsewhere in the Vicinity of Penrith	• Locations have been considered close to, but not contiguous to Penrith, principally a further expansion of the Flusco site. It is considered that development of the scale required would be in conflict with national planning policy in relation to the reduction of journeys and carbon emissions. Even were this not the case Flusco may be regarded as having reached a point where further expansion would be wholly disproportionate to what is, essentially, a rural location. The capacity of existing road networks is a further inhibiting factor.

Eden Business Park Extension – Qualitative Site Assessment

The Existing Eden Business Park (Phase I)

7.9 The Eden Business Park (Phase I) lies immediately north of the established Gilwilly Industrial Estate. Policy EM2 of the adopted Eden Local Plan allocates the Phase I land as suitable for B1, B2 and B8 uses. The allocation was identified to fulfil the Districts need for a strategic employment site in accordance with requirements identified in the (former) Structure Plan.

7.10 An internal estate road and other infrastructure has been provided to serve future development at the site, connecting the land to Gilwilly Industrial Estate / the extension of Cowdper Road.

7.11 The Council acquired the currently allocated Phase I land with assistance from the NWDA. It is understood that the majority of this land has now been disposed of or is under offer / option to various companies including Eddie Stobbart, Greggs of Cumbria and Russell Armer.

7.12 The Business Park is being marketed by the Council to seek to attract employment and growth potential from new business sectors, including established regionally significant sectors and specific growth sectors.

Commercial (Market Attractiveness)

7.13 The site scores well in commercial attractiveness terms. It is a large, flat, serviced development site with an opportunity to accommodate a reasonably wide range of size and type of occupier. The wider setting is semi-rural, adjoining the Gilwilly Industrial Estate and open countryside. The site does not appear to be exposed to unreasonable environmental or amenity constraints.

7.14 Overall, the development opportunity has potential to create an attractive working environment. Proximity to the established Gilwilly Industrial Estate, allied to the fact that access to the Phase I land is through the estate (via the M6 Junction 40/A66 which suffers from congestion at peak times), may however limit the ability to attract the fullest range of businesses. Due to existing access arrangement, we understand that opportunities for B8 type uses are restricted.

7.15 The fact that the majority of the Phase I land has already been acquired or under offer to prospective occupiers, is an indication of a good level of demand and interest in the site. That said, to date, only two units have been developed within this Phase with an office scheme currently under construction at the time of our inspection. The development of the allocation has been limited to date for a variety of reasons. For example, the relocation of Greggs is dependent on disposal of its existing Hutton Hall premises in Penrith. The fact that much of the land is not ‘available’ to the wider market, together with a lack of independent road frontage and certain access restrictions, could detract certain potential occupiers from considering the site.

Environmental Sustainability and Strategic Planning

7.16 The site receives a mixed scores in terms of sustainability. It is within walking distance of the town centre and railway station. Conversely the site is, in the most part, Greenfield in appearance. In overall terms however, the site delivers a number of sustainability and economic benefits and objectives such as providing for inward investment opportunities and job creation for Penrith.

Role within Employment Hierarchy

7.17 The site is ranked as ‘V Good’ due to the scale and nature of this serviced development opportunity and the overall sustainability and economic benefits able to be potentially delivered.

The Proposed Eden Business Park Extension (Phase II)

7.18 As noted above, the Council’s emerging Core Strategy proposes a further northward expansion to the (part implemented) employment Eden Business Park Phase I allocation.

7.19 The District Council has established an Eden Business Park Phase II Working Group to examine key development issues in more detail. The Phase II proposal has also been considered as part of a Cumbria Sub Regional Employment Site (SRES) Study prepared on behalf of the NWDA. A number of views have also been expressed in relation to the proposal during the course of the preparation of this employment land study, including through the Stakeholder Workshop and as a result of separate discussions and correspondence with various organisations and individuals.

Commercial (Market Attractiveness)

7.20 The site has the potential to offer a wide range of significant economic benefits. For example:

- Increase in the amount of available strategic employment land opportunities serving Penrith and Eden District more widely. Although the position may change in the future (should existing options lapse etc), at present much of the Phase I land is currently not 'available' to the wider market as explained above. As with the Phase I land, Phase II is a large flat Greenfield site with potential to offer a wide range of plot sizes and become a major investment hub for the area.

- Unlocking existing pent up demand. A view has been expressed by various stakeholders that the lack of development activity in Penrith has, in part, been influenced by a lack of available sites.

- Further exploiting the strategic locational advantage offered by the M6 Corridor, thereby improving the positioning of Penrith as a potential focus for attracting major new development and inward investment. The site has excellent visibility from the M6 motorway.

- Provision of a new access to Junction 41 of the M6. Provision of this link would deliver a wide range of benefits. Employment traffic would not need to go through the existing Gilwilly Industrial Estate (via M6 Junction 40/A66) which would likely widen the appeal of the Phase II site (and also Phase I). In turn, this new strategic access could deliver wider benefits to Penrith, including the towns ability to accommodate future housing and other growth by freeing up capacity on the existing highways network.

7.21 Although the site has the potential to provide a substantial number of economic and wider benefits, the commercial attractiveness score recorded for the site is low, due to a range of development issues which currently significantly restrict the deliverability of the Phase II land. An overview of these issues is summarised in **Table 7.2** below:

Table 7.2: Eden Business Park Phase II – Overview of Development Issues

Issue	Commentary
Requirement for a New Strategic Access	• Highways capacity constraints (M6 Junction 40/A66 suffers from congestion at peak times), means that a new highway is required linking the site to the north of Penrith to serve the Phase II development • A number of possible road options / alignments have been investigated to extend the existing road into the Eden Business Park northwards to provide a route to access the site from Junction 41 of the M6. Costs for a new road have been estimated by the District Council to be circa £4.6M (although the County Council has recently advised that construction costs for the new road could, as a minimum, be in the region £10M) • Cumbria County Council's Local Transport Plan (2006 – 2011) identifies a new link road linking the Industrial Estate to the M6 (Junction 41). No funding for the link is currently allocated in the County Council's Transport capital programme and the expectation through the LTP is that significant developer funding for the road will be able to be secured as part of future development
Flood Risk	• The majority of the site lies within Flood Zone 1 although it is understood that part of the site also falls within the 1:100 year fluvial flood zone (large pools of standing water were also observed on site at the time of our inspection). • In overall terms, existing studies appear to indicate that development of the site would be possible subject to directing the most vulnerable land uses towards areas outside of the 1:100 year flood risk zone and, the introduction of appropriate flood mitigation measures such as balancing ponds
Land Ownership	• The Council does not currently own any of the proposed Phase II land and it is understood to be in multiple ownership.
Other Development Issues	• Requirement to provide / reinforce existing utilities infrastructure such as electricity • Potential for protected species and other features such as existing trees and hedges which could be worthy of retention

7.22 As at April 2008, costs for acquiring, servicing and accessing the site (exclusive of the costs of land purchase for the new access road and flood attenuation measures) were estimated by the Council to be in the region of £10.5M. This cost would be a conservative estimate should the County Council's higher indicative estimate for constructing the new road be correct.

7.23 The costs for bringing the site forward are significant and would not be able to be funded by prospective employment developers of the Phase II land. The NWDA has indicated that it is not currently in a position to provide financial assistance to fund necessary land acquisition and infrastructure provision [the Phase II proposal was discounted for prioritisation in their Cumbria Sub Regional Employment Site (SRES) Study due to the high level of development costs associated with its delivery].

Environmental Sustainability and Strategic Planning

7.24 The site, in its current form, scores relatively poorly in terms of its environmental sustainability performance. The site is Greenfield and currently used for grazing sheep. There are no existing cycle or footpaths to the site. The site however offers an excellent opportunity to deliver strategic and economic benefits to Penrith. This site would form a natural extension to the currently allocated Phase I land which is adjacent to an established industrial estate. As explained under our consideration of commercial attractiveness, if the site could be delivered it would offer a wide range of significant economic and other benefits.

Role within Employment Hierarchy

7.25 The land is currently Greenfield and requires significant investment to bring the site forward, consequently has been scored as 'moderate'. However, with the appropriate infrastructure in place, this site would get a high score given the strategic location off J41 of the M6.

7.26 Delivery of necessary infrastructure will not be straightforward however and it will require a thorough examination of potential delivery options. NWDA funding is unlikely, certainly in the short term. It may therefore be appropriate for the Council to prioritise efforts on the delivery of the Phase I land with the Phase II land proposed for a later part of the Core Strategy period. The take up of the Phase I land over the first part of the Plan period could enhance the business (i.e. funding) case for bringing forward the Phase II proposal. Continuing to engage with the NWDA and others will therefore be important.

7.27 In tandem, we would recommend that the Council also consider other ways of bringing forward the site. For example, adopting a CIL type approach to obtain contributions from residential and other proposed developments in Penrith towards the new link road (which could reduce the level of public funding otherwise required). Additionally, it could be appropriate to explore the opportunity of developing the Phase II land from north to south, thereby allowing the phased construction of the link road, thereby spreading the cost of infrastructure provision.

7.28 Given the strategic nature of the proposed site, and the various associated development issues, we would recommend that the Council prepare a Master Plan / Delivery Plan. The outputs of this work, together with various technical and environmental site studies, could be used as a basis for a future Supplementary Planning Document to guide site development and delivery.

8. Review of Market Trends and Demand

Introduction

8.1 The following chapter provides an overview of the commercial property market, that is industrial and warehouse units together with office development, within the Eden district.

8.2 Commentary is provided on the district's main settlements, and includes the key industrial estates and business parks within each area. Information that forms the market commentary has been gathered from interrogation of Eden District Council's employment land and premises database, from the ONS April 2008 data on floorspace both occupied and vacant by sector (described in chapter 5), and from conversations with local commercial agents active in each of the geographical areas.

8.3 The information included in this chapter is based on the information and evidence gathered at the time. It is acknowledged that the ONS data is unfortunately not provided at a more recent date, however this data provides the most comprehensive information available at the time of this study. It is also recognised that the information on vacancy rates obtained from the Council's property database and from discussions with active agents only provides a snapshot at a point in time. This information will change over time, reflecting commercial market changes that are aligned with the prevailing economic climate.

8.4 In this chapter imperial conversions have been included alongside metric figures due to the ways of operation of the property market.

Penrith

General Market Overview

8.5 Penrith is by far the largest town in the Eden district. Penrith has it origins as a traditional market town. Penrith occupies a central location within the district and benefits from good transport links provided by the M6 motorway, A66 trans-Pennine road and a town centre railway station on the London-Edinburgh west coast mainline railway.

8.6 Penrith is the main commercial hub within the Eden district, and is able to command the highest rental levels. In relation to the rest of the district there are a number of sizeable industrial estates and business parks on the edge of the town and in the surrounding area.

Industrial and Warehouse Property

8.7 ONS report that there was 104,000 sq m of industrial built floorspace and 81,000 sq m of warehouse and distribution space in Penrith. Eden District Council's online commercial property register recorded 13,961 sq m of vacant units at the time of the survey, using the combined figure of 185,000 sq m of built floorspace from the ONS generates an approximate vacancy level of 7.5%. This figure is generated using data from two sources, however does provide a broad indication of potential vacancy levels within the area.

8.8 The main supply of industrial and warehouse properties within Penrith is provided at the established Gilwilly Industrial Estate and at the Penrith Industrial Estate, off Haweswater Road on the opposite side of Newton Road to the Gilwilly Estate.

8.9 Skirsgill Business Park just outside of Penrith provides a range of affordable workshop, office and storage units.

8.10 Potential new developments in the area may be brought forward at the Eden Business Park extension to Gilwilly Industrial Estate where three units have been delivered to date, at North Lakes Business Park just outside Penrith at Flusco and at Blencow Quarry. These three locations have extant planning permissions for B1, B2 and B8 uses.

Gilwilly Industrial Estate

8.11 Eden District Council own, and have owned portions of the Gilwilly Industrial Estate. Plots have been marketed and sold off over time by the agents Walton Goodland.

8.12 The commercial agents reported that demand had tailed off recently for space at the Gilwilly Industrial Estate, however this was likely to be a result of the economic climate and the correspondingly depressed market at the time of the study. In relation to the commercial market at Gilwilly, the freehold on three units occupied on a 10 year lease were been offered for £990,000. This represents a freehold price of £867.57/sq m

(£80.60/sq ft), a rental income of £54.47/sq m (£5.06/sq ft) and represented a yield on the passing rent from 1st December 2009 as 6.27%.

8.13 Other recent lettings at the Gilwilly Estate had been achieving rental incomes in the order of £36.60/sq m - £53.82/sq m (£3.40/sq ft - £5/sq ft) for Industrial/Warehouse uses and £57.05/sq m (£5.30/sq ft) for light industrial uses.

Eden Business Park (Phase 1)

8.14 Industrial units (to be constructed) are currently being marketed at the Eden Business Park extension to the Gilwilly Industrial Estate, if constructed in accordance with the marketing information these are to range from 186-1,300 sq m (2,000-14,000 sq ft). See paragraph 8.25.

Skirsgill Business Park

8.15 Several units at Skirsgill Business Park were being offered for leasehold occupation at the time of the survey. This estate is located off the A66 in close vicinity to junction 40 of the M6. The estate was previously occupied by the Lilliput factory. The units available are generally light industrial, providing workshop, storage and office facilities of the small-mid sized offerings, with marketed units ranging from 66-386 sq m (708-4,153 sq ft). The accommodation at the park is predominately older units, approximately 30 plus years. These units were currently being offered at £43.06/sq m (£4/sq ft) and £49.51/sq m (£4.60/sq ft), with one unit at £68.46/sq m (£6.36/sq ft).

North Lakes Business Park

8.16 New design and build opportunities for warehouse and workshops units up to 5,000 sq ft are being offered at North Lakes Business Park. The Park was originally developed by Inglewood Property Developers, Lyon Property Investments bought the freehold in 2006. In total the site is 6.5 hectares (16 acres), a substantial part of this is now developed.

8.17 The North Lakes Park has excellent access and is well suited to occupiers who do not require a central location, and has generated a reasonable level of interest. The site is developed with approx 19 buildings/units of varying size from 46-836 sq m (500-9,000 sq ft). The demand for accommodation is approximately equally split 50/50 between freehold and leasehold. Lyon Properties have not undertaken any speculative developments. There are a few vacant and undeveloped plots including one 1.2 hectare (3 acre) site.

8.18 A number of agents noted that the market was not a traditional rental/investment market. Occupiers do not take space, or make decisions based on a pound per square foot basis, rather a total annual figure based on affordability is the main consideration. This can be used to calculate a £/area figure.

Blencow Quarry

8.19 Future commercial floorspace may be brought forward at Blencow Quarry, at Newbiggin, outside of Penrith. An outline planning application has been approved in November 2009 to bring forward 9,800 sq m (105,486 sq ft) of B1, B2 and B8 floorspace within a site area extending to approximately 8 acres. This site is also owned by Lyon Property Investments who own North Lakes Business Park.

8.20 The existing accommodation at the quarry is of low quality, currently let as storage and industrial uses with passing rents of £26.91/sq m (£2.50/sq ft) for accommodation and £2.50/sq m (£0.23/sq ft) for yard space.

Offices

8.21 Figures reported by the ONS for the Penrith area detail that there is 46,000 sq m of total office floorspace. Eden District Council's property database at the time of this study reported that in terms of vacant office floorspace there was 3,638 sq m. It is acknowledged that these figures are from different sources, however they provide the most appropriate indication of the range of total floorspace and vacant floorspace. It is calculated from the two datasets that the vacancy levels for Penrith office space stood at 7.9%.

Penrith 40 Business Park

8.22 Dedicated office provision in Penrith is provided in the modern, purpose built Penrith 40 Business Park. The park contains 10 buildings split up into a variety of subdivided units. At the time of the study there are vacant units on the Park. The ground floor of one of the vacant units (unit 2) is currently being marketed at £20,250 per annum for 251 sq m (2,700 sq ft), equating to £80.73/sq m (£7.50/sq ft). Unit 5 is being marketed at £25,000 per annum for 195 sq m (2,095 sq ft), equating to a rent of approximately £129.17/sq m (£12/sq ft), with is in line with lettings previously. The headline rent reported at the park is £166.84/sq m (£15.40/sq ft) at Eamont House. Occupiers at the site include the Environment Agency taking the prestige building for their regional head office, the Northwest Development Agency, Invest in Cumbria, a Nursery, Accountancy firms, and a dental practice.

8.23 Office space is also provided at the mixed use Gilwilly Industrial Estate, Skirsgill Business Park and Redhills.

Gilwilly Industrial Estate

8.24 Gilwilly Industrial Estate provides a range of ancillary to mid-sized office units, rental levels depend of lease terms, size and specification, however rents of the order of £53.82 - £91.49/sq m (£5 - £8.50/sq ft) give an indication of the space on offer.

Eden Business Park (Phase 1)

8.25 New build office opportunities with planning permission are being marketed at the Eden Business Park extension to the Estate. The site is being marketed for a detached 3 storey office 589 sq m (6,340 sq ft) and 7 industrial units from 186 sq m to 1,300 sq m (2,000 sq ft up to 14,000 sq ft), totalling 2,230 sq m (24,000 sq ft). There is an extant planning permission which details this combined office and industrial development. The opportunity has been marketed since December 2006 (pre-planning), the application was granted in 2007. We understand that since 2007 the site has been marketed as a specific development opportunity. The levels of enquiries into the site has fallen over the past 12 months in line with occupier uncertainty and the pattern of the market.

Skirsgill Business Park

8.26 Skirsgill Business Park serves a broad range of occupiers, both office and light industrial and is managed by Walton Goodland. The office space is generally in smaller units under 186 sq m (2,000 sq ft), however units can be amalgamated. Rental levels quoted for the park range from £53.81 - £107.64/sq m (£5 - £10/sq ft), this is dependant on the quality of the space taken. Current occupiers include a graphical design company, surveying firm, garden shed company, door company, and dentist.

CREA Redhills

8.27 Purpose built office accommodation is available just outside of Penrith, at Redhills off the A66 in the Cumbria Rural Enterprise Agency (CREA) development. Office space here is a mixture of units built in 1997 and more recent incubator units for start up business built in 2006 along with the adjacent Food Technology Centre. The earlier units are let to occupiers such as Cumbria Strategic Partnership, Invest in Cumbria, Avalon, Barnardo's and Cumbria Waste Management Trust, rental levels are of the order.

8.28 The modern incubator space at Redhills consists of 12 units that range from 14.5-20 sq m (156 – 215 sq ft). The serviced office space is targeted at start-up business who are designed to move on once established. Arrangements are by license fee not a typical lease agreement. License fee arrangements are £14/sq m (£1.30 sq ft) a month with a further £10/sq m (£0.93/sq ft) a month for the service charge. This would equate to £485 a month for the 20 sq m unit. At the time of the survey 3 units were currently vacant (9 occupied), which was the highest occupancy levels to date, generally 6-7 is an average occupancy rate. There has been reported high number of enquiries for the space. The nature of the use means that high turnarounds can be the norm.

Appleby

General Market Overview

8.29 Appleby-in Westmorland (Appleby) is located some 20 km (12 miles) to the southeast of Penrith. Appleby is accessed just off the A66, which connects the town to Penrith and the M6 to the east, and to the A1 some 55 km (34 miles) to the east. Appleby does have a national rail station, however this is not situated on a main line, but on the Carlisle to Settle line.

8.30 The ONS figures state that in the Appleby area, of which ONS includes Shap, the total amounts of office floorspace is 6,000 sq m, 75,000 sq m of industrial floorspace and 36,000 sq m of warehouse floorspace. Eden District Council's property database at the time of the study recorded that there was only 186 sq m (2,002 sq ft) of vacant office space in 2 buildings and 2,480 sq m (26,695 sq ft) of vacant industrial and warehouse space. Combining the ONS and Eden figures would give indicative vacancy levels of 3.1% for office space and 2.2% vacancy levels for industrial and warehouse properties combined. It should be noted that outside Penrith, the prime urban centre of the district, landlords of commercial properties may be less likely to use property agents to market their properties than those with Penrith based properties. If this were to be the case it could result in a lower than actual vacant floorspace figure reported through Eden District Council property search facility. Vacancy levels calculated through the combination of ONS and Eden data are lower for Appleby, Kirkby Stephen and Alston than for Penrith.

8.31 Penrith is the main office hub of the district. In the surrounding areas office accommodation is generally provided in the town centres in small office suites, or in the industrial estates and business parks which cater for both office and light industrial uses. The remaining locational sections of this chapter will include such uses together, however the main employment use is that of light industry which may or may not include ancillary office space.

Commercial Property

8.32 In the Appleby area the main provision of commercial floorspace is at the Cross Croft Industrial Estate, also known as the Cannon Business Park, this is managed by Walton Goodland. The estate is well established, with a mix of older and newer units alongside undeveloped plots. The estate comprises approximately 21 units . Occupancy levels within the estate are reasonably high. There are a range of occupiers including furniture company, building merchants, stone merchants, Appleby Creamery, and car body repairs. Rental levels in the estate are of the order £26.91 - £43.06/sq m (£2.50 - £4/sq ft) depending on the size of unit and terms offered.

8.33 A 0.47 hectare (1.15 acre) plot of land at the front of the estate was recently sold on behalf of an administrator following marketing from Sanderson Weatherall in February 2009. The plot generated a reasonable level of interest, 5 bids were received for the land, the highest of which secured the plot for £126,000, equating to approximately £268,085 per hectare (£110,000 per acre). Additional plots with standing buildings behind the sold plot are currently been marketed, and generating some interest.

Alston

General Market Overview

8.34 Alston is located in the northeast corner of the district. It is in a somewhat isolated location, being approximately 25km (16 miles) from Penrith and the M6. The main road links are provided by the A686 to Penrith in the southwest, and along the A686 to the A69 in the northeast. Alston sits at the cross roads of the minor A roads the A686 and the A689 (to Bishop Auckland and Durham). The town is one of the higher towns in the country at 300m above sea level. There is no rail link to the town, the line that used to serve it was closed in 1976.

8.35 In the ONS defined area of Alston and the North Pennines the total reported office floorspace is 2,000 sq m, industrial floorspace is 42,000 sq m and warehousing and distribution floorspace of 12,000 sq m. Eden District Council report that the vacant office floorspace is 130 sq m and 253 sq m for the industrial and warehousing units. These datasets generate indicative vacancy levels of 6.5% for office use and 0.5% vacancy for warehousing and industrial use.

Commercial Property

8.36 The main existing purpose built commercial accommodation in, and around Alston, is just out of town on the A689 at the Skelgillside Workshops and the town centre Station Yard Workshop units owned by Eden District Council.

8.37 The Skelgillside Workshops are owned and managed by Space Northwest, a joint venture between the Northwest Development Agency and Ashtenne property and management company. The small estate consists of 6 light industrial units constructed in two terraces. The estate dates from the late 1990s. The units range from 69 sq m - 171 sq m (742 sq ft - 1,841 sq ft) and total 629 sq m (6,767 sq ft). Currently there is only one unit vacant. Rental levels are around £26.91/sq m (£2.50/sq ft). The flexible lease arrangements are on three year terms, with a variety of break options depending on the lease. The units generally serve local business. The managing agents report that there have been reasonably high level of occupancy in the units overtime and there is some confidence that the remaining unit may be leased in the future. It was reported that there were not significant levels of enquiries over the units, suggesting that the provision in the area is reasonably well aligned to the demand.

8.38 Eden District Council developed the Station Yard Workshops to offer modern, purpose built light industrial units and workshops. There are 9 units in total, these range in size from 48 sq m (514 sq ft) – 113 sq m (1,217 sq ft). The units are being marketed by Walton Goodland. Lease terms are very flexible on three year periods, however the units do not appear to have been a success. Current vacancy levels within the estate appear high. Rents have been around the £37.67/sq m (£3.50/sq ft) figure.

Kirkby Stephen including Tebay

General Market Overview

8.39 The town of Kirkby Stephen is located in the southeast corner of the district. It is some 25 km (16 miles) to the southeast of Penrith, and it is 15 km (9 miles) southwest of Appleby. Kirkby Stephen is located on the main A685, which connects Kirkby Stephen to the A66 5 km (3 miles) to the north, and to the M6 15 km (9 miles) to the west. Kirkby Stephen has a station on the same Settle – Carlisle railway line as Appleby. The station is 2 km (1 mile) out of the town centre.

8.40 Tebay has very good transport links due to its location at the junction of the A685 and the M6 (junction 38). Tebay is 15 km (9 miles) to the west of Kirkby Stephen.

8.41 The ONS figures for the broad Kirkby Stephen area that includes Tebay report that there is 2,000 sq m of office floorspace, 19,000 sq m of industrial floorspace and 34,000 sq m of warehousing and distribution floorspace. Eden District Council's property database at the time of the study reported that there were no vacant office premises and that there was 1,015 sq m of vacant industrial and warehousing space. These figures would give vacancy levels of 0% for office and 1.9% for industrial and warehousing combined.

Commercial Property

8.42 Hobsons Lane Industrial Estate provides light industrial and warehousing accommodation for the area. Peill & Co are currently marketing a vacant 3,437 sq m (37,000 sq ft) factory unit in 0.91 hectares (2.25 acres) on the estate for sale at £550,000 or lease at £72,000. This equates to approximately £21.53/sq m (£2/sq ft) and an indicative initial yield of 13%. This unit has been marketed since Spring 2009, despite offering a well priced property set in adequate circulation space, the level of interest in this unit has been low, with a handful of enquiries that have not been furthered.

8.43 Peill & Co are also marketing the new development of Kirkby Stephen Business Park at Christian Head. One of the three proposed blocks has been constructed and let in 2009 to a single occupier. The 465 sq m (5,000 sq ft) block is split into tree units, two units of 186 sq m (2,000 sq ft) and one unit of 93 sq m (1,000 sq ft). The rent is £64.58/sq m (£6/sq ft). The unit was developed speculatively by the land owner, the lease was agreed during construction. The marketing information for the units equate to an initial yield of approximately 8%. There is no current schedule for development of the remaining two blocks.

8.44 Allied with its location on the strategic road network, Tebay predominately appeared to be developed as a distribution and haulage point. There is some commercial property at the Sidings Industrial Estate off the A685. A modern industrial unit was being marketed by Carigiet Cowen at the time of the study. The unit is 419 sq m (4,515 sq ft) and is being offered at £17,500 per annum, equating to approximately £41.70/sq m (£4/sq ft).

Further sites

8.45 In addition to the locations described above following the site surveys undertaken in November 2009, other commercial floorspace developments where noted at Kirkby Thore and Brough. The accommodation at these locations was similar to the premises at the Skelgillside workshops. Both were small estates, managed by the joint venture between the Northwest Development Agency and Ashtenne. These estates, along with the Skelgillside Workshops are providing affordable industrial units on flexible terms, satisfying local employment space need.

Kirkby Thore

8.46 The Kirkby Thore Industrial Estate is located close to the British Gypsum facility. There are six self contained units in total that date from the 1990s. There are two units of 84 sq m (900 sq ft), two of 167 sq m (1,800 sq ft) and one of 274 sq m (2,953 sq ft), in total providing 743 sq m (7,993 sq ft) of light industrial space. All but one of the units are currently occupied. The units are available on flexible lease terms of three years. Rental levels are approximately £26.91 sq m (£2.50/sq ft). The managing agents report that interest and levels of enquiries into this estate are below that than Skelgillside and Brough, mainly correlated to the transport network at this site not being as attractive as other locations in the district.

Brough

8.47 Brough Industrial Estate has five units, arranged in two single storey terraces. There are three units on flexible short term leases of three years, the units are 45 sq m (487 sq ft), 97 sq m (1,048 sq ft), and 142 sq m (1,531 sq ft). Two larger units are on longer term rolling three lease year hold, these are both 232 sq m (2,500 sq ft). The managing agents reported that the units at Brough command the highest rental levels of their properties in the district at £43.06 sq m (£4/sq ft) (compared to £26.91/sq m (£2.50/sq ft) at Skelgillside and Kirkby Thore) as there was a relative shortage of available space in the area to meet the local demand. However, the agents did note that they have not been receiving many enquiries regarding the future availability of the units, suggesting that the current supply was matching the local demand at present.

9. Forecasting Employment Land Requirements

Introduction

9.1 In forecasting future requirements for employment land the general approach followed is to assess the likely level of employment in the study area up until 2022, then translate the likely employment level into employment and site densities.

9.2 Within this general approach will be the estimation of employment and self employment by two methods; labour demand and labour supply. The former will form the central forecast and adapts Oxford Economics forecasts to generate employment and self-employment forecasts. In the latter approach, employment land is estimated with reference to population projections. The rationale behind the method is that employment demand should be sense checked against demographic trends which could adversely impact the take up of employment opportunities in the district.

Primary Forecast - Labour Demand Approach

9.3 At the district level Oxford Economics forecast employees in employment by sector, using both historic economic data and behavioural relationships based on economic theory. This projection for the Eden district forms our central piece of information to construct employment land forecasts. However, the level of employment is not the only factor determining the demand for employment land; levels of self-employment also need to be factored into our projections.

9.4 In the case of self-employment, Oxford Economics forecasts only have a single aggregate self employment figure for Eden and therefore we estimate the likely sectoral split of self employment to produce a forecast overall employment by sector. This is an important exercise because self employment is likely to be higher in certain sectors than others. For example, it is likely that there is a greater level of self-employment in construction compared to manufacturing where the latter usually has very high market entry costs (i.e. cost of capital and greater, more globalised, competition).

9.5 To estimate this, we disaggregate the level of self employment in the Eden economy by the ratio of self-employment according to the 2001 Census. The Census provides the richest source of data regarding the sectoral split of self-employment – and the sectoral distribution of self-employment is likely to remain fairly constant over time. This is because it is likely that the trend in self employment is determined by the overall trend in sectoral employment – self employment is projected forward using the growth rates in employment by sector.

9.6 The results of this method are the following forecasts by main sector of interest, as shown in Table 9.1 overleaf:

Table 9.1: Employment and Self-Employment Projections

Sector	Employment		Self-employment		Trend
	2009	2022	2009	2022	
Manufacturing	2,227	1,984	398	354	-11%
Construction	1,956	2,372	1,327	1,608	21%
Wholesale & Distribution	2,691	2,902	280	302	8%
Financial and other business services	2,144	2,514	853	1,001	17%
Total	**9,018**	**9,771**	**2,859**	**3,266**	**8%**

Source: Oxford Economics employment and self-employment projections 2009 and WME calculation based on ONS Census 2001

9.7 The projections for employment and self employment are amalgamated with the following assumptions regarding land requirements for certain sectors of self employment:

- 60% of self-employment in the construction sector is home based and therefore requires no employment land.

- 20% of self-employment in Office land use is home based and therefore requires no employment land.

9.8 The mechanism used to translate employment into an employment land requirement is to multiply the number of employed persons, (employees in employment plus self-employed), by an estimated number of square metres per employee. This internal area is then converted to external area to account for car parking, storage, amenities and other uses. Finally, the resultant number is then divided by an assumed plot development ratio in order to arrive at a total site requirement.

9.9 The first step - estimating the employment density of employment - can be achieved using three methods. Firstly, guidance from the Office of the Deputy Prime Minister (now DCLG) provides national benchmarks which can be applied.

9.10 Secondly, use of Valuation Office Agency data gives an estimate of total available floorspace by sector in the district of Eden in 2009. Using information on the level of employment and self-employment in each sector in the district, in 2009, then allows the calculation of a ratio of employment land per employee. This factor can then be applied in our forecasts. The benefit of this approach is that it factors in local variations in employment densities, rather than relying on national standards.

9.11 The third and final approach is to calculate employment densities directly from the business survey. A copy of the business survey questionnaire is reproduced in Appendix 7.

9.12 Our employment land forecasts use both the ODPM, VOA approaches and business survey approaches. The various factors used are set out in Table 9.2 below.

Table 9.2: Standard Square Metres Per Employee and Site Density by Selected Activity

	Employment Density				Site Density	
Activity	ODPM Gross Internal Area	ODPM Gross External Area	VOA - Gross External Area	Business Survey Gross External Area	ODPM	Business Survey
Manufacturing - General	34	35	92.5	105.2	0.4	0.62
Manufacturing - Small Business	32	33	92.5	105.2	0.4	0.62
General Warehousing	50	50	51.9	50.4	0.5	0.20
General Office	19	20.5	20	23.7	0.75	0.16
Construction		28*	28*	33.2	0.32*	0.18

Source: Planning: Employment Land Reviews – Guidance Note, ODPM, December 2004, VOA 2009 and estimates from WME survey work from previous Employment Land Reviews

9.13 In both the ODPM and VOA approaches, no density estimate for construction is available. For benchmarking purposes we use figures from previous employment surveys undertaken by WME and DJ for employment land reviews. In the VOA approach, we have made the following assumptions to convert internal floorspace into gross external floorspace; a 5% uplift for manufacturing, 5% for warehousing and distribution and 15-20% for offices. These figures are based on industry standards as presented in the 2001 Arup Economics Study for English Partnerships.

9.14 In terms of differences between VOA and Business Survey derived ratios, the VOA approach slightly underestimates the ratios for manufacturing and office uses. The greatest differences however occur when comparing ODPM and derived business survey site density figures. The survey suggests that site density is higher for manufacturing and lower for warehousing, and office. It should be noted however that these site density figures are calculated from a sample of 74 businesses within which only 47 answered questions regarding site area. As a result, caution should be used in the application of these figures as we do not have a sample that is statistically robust.

9.15 Applying the various site density ratios to the calculated square metres required to accommodate existing economic activity in Eden District provides an estimate of the total employment land requirement. This is detailed in the following table. The application of the different rates has a dramatic effect on the employment land requirement in 2009. The business survey derived estimates suggest overall a higher level of demand for employment land, particularly for Wholesale & Distribution, and particularly for offices.

Table 9.3: Employment Land Requirement (Hectares) (2009)

			Business Survey
Manufacturing	22.9	61.0	44.4
Construction	22.8	22.8	45.9
Wholesale & Distribution	11.8	15.1	37.0
Offices	7.8	8.2	45.7

Source: WME calculation based on Oxford Economics, ONS and VOA data.

Secondary Forecast – Labour Supply Approach

9.16 ODPM guidance states that as an independent check, it is appropriate to estimate total employment land requirement using a supply side approach to investigate whether demographic trends could constrain employment outcomes. The supply side approach therefore is driven by population forecasts based on census data and other sources, with assumptions made regarding participation rates, people with more than one job, as well as net commuting to and from Eden district, to generate estimates of employment and self employment for the district.

9.17 The general method we employ to estimate employment and self employment is from a start point of population projections, with subsequent calculation of economic participation rates (for employment and self-employment) with appropriate adjustments for double jobs and commuting.

9.18 We will consider three difference sources of population estimates for the Eden district; Cumbria County Council (CCC), Office of National Statistics (ONS) and Oxford Economics.

9.19 Examining trends in age in table 9.4 below reveals that by 2022, the district will consist of fewer people aged between 30 and 44 where the population in this group decreases by around 4 percentage points. Conversely, the population aged between 45 and 59 increases slightly or stays roughly the same depending on the forecast examined (ONS or CCC). People aged between 60 and 74 increases in both cases by 2022 and is at a level significantly higher than the regional average.

Table 9.4: Population Forecasts, 2009 and 2022

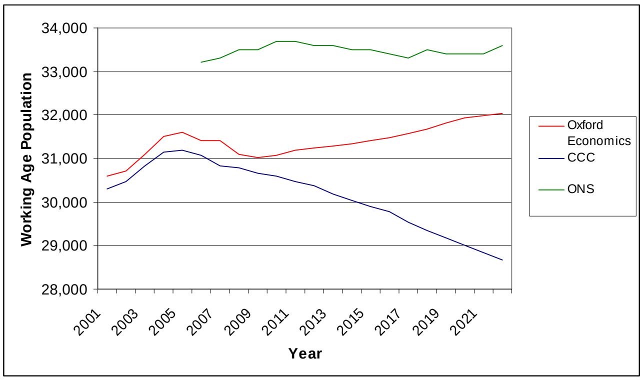
				2022		
	Eden	Eden	NW	Eden	Eden	NW (ONS)
0-15	15.6%	15.3%	17.5%	14.1%	13.9%	17.9%
15-29	14.2%	14.5%	20.5%	12.7%	15.0%	17.8%
30-44	18.6%	18.3%	19.9%	15.1%	14.1%	19.9%
45-59	22.8%	22.6%	19.5%	22.4%	23.6%	18.9%
60-74	19.2%	18.5%	14.9%	22.0%	19.3%	15.8%
75+	9.7%	10.9%	7.7%	13.7%	14.1%	9.7%

Source: ONS Population Projections and CCC Population Projections, 2008

9.20 An older population is unlikely to take up employment opportunities to the same extent as a population with younger members. We use this reduction in working age population as a scenario later in the forecasting section.

9.21 Figure 9.5 below shows the overall forecasts of working age population. The ONS forecasts do not appear to follow the same trend in past population, the level appears significantly higher than both CCC and OE forecasts in 2006. For that reason, the Oxford Economics and CCC forecasts will be used over ONS forecasts. The CCC forecasts show a dramatic decrease in the working age population, which is in direct conflict with the picture of positive working age population growth portrayed by OE forecasts.

Figure 9.5: Comparison of Working Age Population Forecasts to 2022



Source: Oxford Economics, ONS Population Projections and CCC Population Projections

9.22 It appears that the CCC figures are more heavily based on past trends, while the Oxford Forecasts assume that labour markets will, for example respond to an ageing population by attracting younger labour to service such a population (in terms of personal service, health and care professions). For this reason, we consider the Oxford Forecasts to be more feasible and we will use them in our central estimate in the labour supply approach.

9.23 Census data is used to estimate the level of employment and self employment in the district. In 2001, 56% of the working age population were in employment and 18% in self employment. These figures are applied to the two population forecasts, with the assumption that the ratio of employment to self employment remains unchanged over time.

9.24 We then make several adjustments. Firstly, some consideration of commuting is required. Reliable information on commuting patterns is available only from the 2001 census. Overall the 2001 Census data shows only 155 people commuting into Eden to work demonstrating that the scale of commuting effects for the district is not significant given that the level of employment is around 17,000 people– less than 1%. For consistency of approach, we do however include commuting in our estimates. The extent to which net commuting is likely to change is dependent upon the rate of growth in the population of Eden District, relative to the rate of growth in local employment opportunities and the rate of growth in employment opportunities elsewhere in the region. This approach is followed in our forecasts which produces the following results for both OE and CCC forecasts.

Table 9.6: Commuting Forecasts by Population Data Source

Population Forecasting Source	2009	2015	2022
Oxford Economics	188	200	220
Cumbria County Council	149	151	91

Source: WME Projection based on ONS Census, Oxford Economics Population Projections and CCC Population Projections.

9.25 Oxford economics forecasts show a net increase in commuting over the period while CCC projections show a net decrease in commuting levels, principally because of the sharp drop in working age population.

9.26 National evidence on double jobs shows that around 4% of the UK workforce has more than one job.[1] Applying a factor of 1.04 to the employment level, accounts for the additional employment land requirement around those who have more than one job. The incidence of double jobs is likely to be greater in rural areas, such as Eden, but on the other hand such double jobs are unlikely to have as great an influence on employment land compared to urban areas, so therefore the uplift of 4% is, on balance, a reasonable assumption to make.

9.27 Finally, the resultant employment and self-employment aggregate forecasts are disaggregated by sector using Annual Business Inquiry data (ONS). This procedure sets the share of employment derived from population estimates by our sectors of interest. Meanwhile, Oxford Economics growth rates are used to forecast this level of employment meaning that one is not dependent merely on extrapolating historic data.

9.28 The results of the above process are the following forecasts by sector. The forecasts show that there is potentially a considerable supply constraint in the labour market where the demand approach estimates are around 2,000 higher than the supply estimation.

[1] M Simic and S Sethi, People with Second Jobs, Labour Market Trends, May 2003.

Table 9.7: Employment and Self-Employment Forecasts – Labour Supply Approach

			Self-employment	
				2022
Manufacturing	1,822	1,813	346	309
Construction	1,503	1,391	708	859
Wholesale & Distribution	1,711	1,703	290	312
Financial and other business services	1,794	1,781	570	669
Total	6,831	6,689	1,915	2,149

Source: WME Projection based on ONS Census and ABI data, CCC Population Projections, Oxford Economics Forecasts and VOA data.

Employment Land Requirement

9.29 Amalgamating and translating the above forecasts of employment into employment land requirements provides the following estimates for our principal and secondary methods. The figures show the current (2009) total estimated floorspace occupied in Eden district by different use categories, together with the forecast floorspace requirement for selected years through to 2022. We present forecasts using two approaches, firstly an approach using VOA employment densities and ODPM site densities and secondly using employment and site densities calculated from the business survey.

Table 9.8: Employment Land Requirements – Labour Demand Approach

Activity	2009	2010	2011	2012	2015	2018	2022
VOA / ODPM							
Manufacturing	61.0	59.7	59.4	59.6	58.2	57.5	54.9
Construction	22.8	21.1	21.2	21.8	24.1	25.5	27.7
Wholesale & Distribution	15.1	15.1	15.2	15.4	15.7	16.0	16.3
Office	8.2	8.1	8.2	8.3	9.0	9.3	9.6

Activity	2009	2010	2011	2012	2015	2018	2022
Business Survey							
Manufacturing	44.4	43.5	43.3	43.4	42.4	41.9	40.0
Construction	45.9	42.5	42.5	43.7	48.4	51.3	55.6
Wholesale & Distribution	37.0	36.8	37.2	37.6	38.4	39.0	39.8
Office	45.7	45.4	46.2	46.6	50.2	52.1	53.6

Source: WME Projection based on ONS Census and ABI data, Oxford Economics Forecasts, VOA, ODPM and WME Business Survey.

Table 9.9: Employment Land Requirements – Labour Supply Approach

Activity	2009	2010	2011	2012	2015	2018	2022
VOA / ODPM							
Manufacturing	50.7	50.5	50.2	49.9	48.6	47.2	45.2
Construction	16.6	15.3	15.4	15.8	17.5	18.6	20.1
Wholesale & Distribution	14.3	14.2	14.4	14.5	14.8	15.1	15.4
Office	6.5	6.5	6.6	6.7	7.2	7.4	7.7
Business Survey							
Manufacturing	36.9	36.7	36.5	36.3	35.4	34.3	32.9
Construction	33.3	30.8	30.9	31.8	35.1	37.3	40.4
Wholesale & Distribution	34.9	34.8	35.1	35.5	36.2	36.8	37.7
Office	36.6	36.4	37.0	37.3	40.2	41.7	42.9

Source: WME Projection based on ONS Census and ABI data, Oxford Economics Forecasts, VOA data and Business Survey

9.30 The use of business survey derived over VOA/ODPM standards for employment densities has a marked effect on employment land requirements. The level of floorspace overall decreases from around 20 hectares using ODPM figures, to around 44 hectares using Business Survey Methods. The use of the business survey method also increases employment land requirements for Office and Warehousing and Distribution activity, but to a lesser degree. It is reasonable to suggest that VOA/ODPM standards are a lower bound estimate of employment land requirements (with the exception of manufacturing), while business survey derived figures are closer to reality but with the caveat of a small sample size.

9.31 Table 9.10 below shows the net change in employment land requirement by the various sectors we are interested in, using a VOA/ODPM approach. Overall, employment in manufacturing is expected to decline as productivity rises, and therefore the employment land requirement decreases by 3.04 hectares in the labour demand approach (which is consistent with labour supply forecasts where the decrease is expected to be -2.77). Wholesale and distribution require a net addition of land of 0.58 hectares in the demand case and slightly more in the supply case (0.56). Office activity also requires additional employment land of 0.70 hectares in the demand case and just over half a hectare in the supply case. The demand for construction land is the most significant of all the changes identified above. The demand case suggests that an addition 2.42 hectares in required by 2022. However, the supply side suggests that this figure is possibly too optimistic.

Table 9.10: Change in Employment Land Requirement VOA/ODPM (Hectares), 2009-2022

Approach	Activity	2009 2014	2015 2022	2009 2022	Including 50% Churn
Labour Demand	Manufacturing	-2.79	-3.29	**-6.08**	-3.04
	Construction	1.24	3.60	**4.84**	2.42
	Wholesale & Distribution	0.58	0.58	**1.15**	0.58
	Office	0.80	0.61	**1.41**	0.70
Labour Supply (OE)	Manufacturing	-2.08	-3.47	**-5.54**	-2.77
	Construction	0.90	2.62	**3.52**	1.76
	Wholesale & Distribution	0.53	0.59	**1.12**	0.56
	Office	0.64	0.49	**1.13**	0.56

Source: WME Projection based on ONS Census and ABI data, CCC Population Projections, Oxford Economics Forecasts and VOA data.

9.32 Table 9.11 shows the change in employment land requirements as a result of using business survey estimates, and constitutes our central estimate. The decline in manufacturing land is less stark using this method with a required reduction of 2.21 compared to 3.04 previously. However, the estimates for employment land of other categories increase quite substantially. The increase is most stark in the case of office where employment land requirements in the demand case increases from 0.70 to 3.16 hectares. Overall, the labour demand approach still overestimates as compared to the labour supply approach.

Table 9.11: Change in Employment Land Requirement VOA (Hectares), 2009-2022

		2009	2015	2009 2022
Labour Demand	Manufacturing	-2.79	-3.29	-6.08
	Construction	1.24	3.60	4.84
	Wholesale & Distribution	0.58	0.58	1.15
	Office	0.80	0.61	1.41
Labour Supply (OE)	Manufacturing	-2.08	-3.47	-5.54
	Construction	0.90	2.62	3.52
	Wholesale & Distribution	0.53	0.59	1.12
	Office	0.64	0.49	1.13

Source: WME Projection based on ONS Census and ABI data, CCC Population Projections, Oxford Economics Forecasts and VOA data.

Alternative Scenarios

9.33 It is often appropriate to simulate feasible changes in policy variables to understand the ramifications for the supply of employment land in the district. Two important characteristics of the Eden economy are that firstly there is very little commuting in and out of the district, and secondly there is an aged population – which is projected to be more greatly aged by 2022. While the level of commuting could be influenced by policy (for example promoting car sharing schemes, improving transport links), due to the geography of the area there is not enough proximity to areas of high employment to consider a commuting scenario. While the latter is not a direct policy lever, we can use the differences in Oxford Economics and CCC populations to assess a scenario where the labour market doesn't respond to changes in the level of employment.

9.34 Looking at wider trends in the economy, there is value in estimating the effects of an increase in service sector and knowledge based employment in line with national trends. We will therefore look at how an increase in office based employment will project into future employment land requirements. This will be our second scenario.

9.35 In our fist scenario, using the population forecasts produced by CCC yields the following employment land requirements in Eden. Overall the effect of a decrease in working age population has little impact on the levels of employment land required. The greatest difference is in the office sector where employment land would decrease by around a quarter of a hectare.

Table 9.12: Scenario 1 – Decreasing Working Age Population

Approach	Activity	2009 2014	2015 2022	2009 2022	Incl 50% Churn
OE Population	Manufacturing	-1.51	-2.52	**-4.04**	-2.02
	Construction	1.81	5.26	**7.07**	3.54
	Wholesale & Distribution	1.29	1.45	**2.74**	1.37
	Office	3.59	2.73	**6.32**	3.16
CCC Population	Manufacturing	-1.50	-2.49	**-3.99**	-2.00
	Construction	1.79	5.20	**6.99**	3.50
	Wholesale & Distribution	1.28	1.43	**2.71**	1.35
	Office	3.29	2.51	**5.80**	2.90

Source: WME Projection based on ONS Census and ABI data, CCC Population Projections, Oxford Economics Forecasts and VOA data.

9.36 In our second scenario, we model the impact of employment land for office uses doubling to around 4,000 employees. This has the following impact on the employment land forecasts (following a demand side approach).

Table 9.13: Scenario 2 – Service Sector Expansion

Approach	2009 2014	2015 2022	2009 2022	Incl. 50% Churn
Base Scenario (Business Survey)	4.48	3.42	**7.90**	3.95
Service sector expansion (VOA)	7.86	5.99	13.85	6.93

9.37 In the scenario, the employment land requirement increases by 2.98 hectares, indicating that a large influx of service sector jobs is likely to require significant levels of additional employment land.

9.38 Manufacturing productivity was also considered as a scenario, but there is already implicit in the Oxford Economics Forecasts, the assumption that productivity across all manufacturing sectors is likely to increase to a great extent so it was felt that was little scope in exploring this issue as a scenario.

10. Findings from the Business Survey

Introduction

10.1 This section covers the results from the business survey carried out among 74 businesses operating in the Eden district. The businesses surveyed were from four main sectors: construction; manufacturing; wholesale and distribution; and financial intermediation, renting and other business services.

10.2 The survey was conducted by telephone, with respondent businesses being asked to answer a questionnaire focussing on their current and future land requirements within the District. Other questions were asked with the aim of seeking insight into how the businesses view the area as a place to work.

10.3 The survey took place in November and December 2009, with the businesses being sampled from a stratified database. The stratification was in place to ensure that the sample was representative as possible in terms of the sector of the business and the areas in which the business operates. The areas specifically covered by the survey were Alston, Appleby, Kirkby Stephen, and Penrith.

Sample Characteristics

10.4 The following table (10.1) shows how our sample is distributed across both our four main sectors and four main geographical areas. In terms of sector split, the sample is reasonably representative of the ABI data. Construction and Wholesale & Distribution are slightly higher than the target quota (but only by around 2 percentage points) while financial intermediation etc., and manufacturing are below quota (but again only by a couple of percentage points). In terms of geography, our sample is biased towards Penrith and Appleby and under-represents Kirkby Stephen and Appleby businesses. However, we cannot infer statistical robustness as our sample size is below that required for industry standards.

Table 10.1: Sample split and comparison against ABI

Sector / Area	Businesses	% Businesses	Target (from 2007 ABI data) %
Construction	16	21.6	23
Financial intermediation, renting and other business services	33	44.6	40
Manufacturing	8	10.8	12
Wholesale & Distribution	17	23.0	25
Alston	7	9.5	13
Appleby	17	23.0	19
Kirkby Stephen	6	8.1	15
Penrith	44	59.5	53
Total	74	100.0	

Source: WME 2009 and ABI, NOMIS, 2009

Current Business Activity

10.5 Companies who responded to this survey had a total of 912 employees.

10.6 66% of the companies surveyed classed themselves as an independent company with no other branches. The next most popular answer with 22% was a branch or subsidiary of a larger group, followed by a head office site (7%) and a public sector organisation (3%). Financial intermediation and Wholesale and Distribution were the only two sectors containing business who were head offices (three head offices and two head offices respectively). All manufacturing respondents were independent companies while 88% of construction companies were independent. Financial intermediation and Wholesale and Distribution companies were more likely to be a branch, subsidiary or larger group (27% and 29% fell under this category for the two sectors respectively).

10.7 Penrith had the highest proportion of independent companies (55%) while Appleby and Alston contained more head office sites.

10.8 27% of businesses surveyed described their premises as offices, followed by 18% who described their premises as mixed use. 16% of businesses were factories/production facilities, and 15% were residential (i.e. the business was part of the house).

10.9 The majority of businesses surveyed (70%) are classed as Micro businesses, as they have between 1 and 10 employees. 24% are classed as Small businesses, as they have between 11 and 49 employees. The other 6% of businesses are classed as Medium businesses, as they have between 50 and 249 employees. None of the businesses surveyed are Large businesses i.e. having over 250 employees.

10.10 Of all the businesses surveyed, the most employees on site at any one time was 60. For most of the businesses (72%) the maximum number of employees on site at any one time was 10 employees or less. The only instances where companies contained between 50 and 250 employees was in Penrith. All other areas have a focus on micro businesses (0-10). The larger businesses were distributed evenly across the Financial Intermediation, renting and other business services, and construction sectors. Manufacturing contained the largest proportion (88%) of micro-businesses while Wholesale and Distribution had the largest proportion of small business with 11 to 49 employees. In terms of the split between full and part time employees, 85% of respondent's employees were full time and 15% were part time.

10.11 The sum of businesses' maximum number of staff on site at any time was 735 out of a total of 912 employees. The average number of staff on site at any time was 33 with numbers ranging from 1 to 60.

10.12 For nearly a third of businesses (30%), all of their staff live within 3 miles of the workplace. For 15% of businesses, none of their staff live within 3 miles of the workplace, and 11% of businesses estimated that a quarter of their staff lived locally. 41% of businesses estimated that none of their employees live elsewhere in the district, while 10% of businesses estimated that all of their staff lived elsewhere in the District.

10.13 68% of businesses surveyed estimated that none of their employees live outside the District, with 14% of businesses estimating that between 1 and 20 percent of staff live outside the District. Only 4% of businesses estimated that all of their staff live outside the District

Table 10.2: Location of staff

Percentage of staff	Locally (within 3 miles)	Elsewhere within the district	Outside the district
0	15%	41%	68%
1-20	10%	12%	14%
21-40	22%	16%	5%
41-60	8%	10%	5%
61-80	7%	11%	1%
81-99	10%	1%	3%
100	30%	10%	4%
Total	100%	100%	100%

10.14 Over half of the business surveyed (53%) described their tenure as freehold, with leasehold being the second most popular type of tenure with 39%. 4% held their tenure under license while three businesses had other arrangements. Freehold tenancy was most common in the construction sector where 81% had such terms. Leasehold was most popular in the manufacturing sector with three quarters of manufacturing businesses having such a tenancy.

10.15 When asked to define their premises, 57% of businesses described their premises as mid-range, with 35% describing their premises as budget and 7% describing them as prestigious. 9% of Penrith businesses described their premises as prestigious while budget premises were more popular in Alston and Appleby (43% and 41% of businesses respectively).The majority of prestigious premises were found in the financial and other business services sector (80% of this type of accommodation). Two thirds of construction companies in the sample defined their accommodation as budget compared to other sectors (where the average was just a third).

10.16 The majority of businesses surveyed (69%) have been trading at their current address for more than 10 years. 14% have been trading at their current address for between 3 and 5 years, and 12% for between 6 and 10 years. The majority of businesses in Alston and Appleby (over 80%) had been at their current premises for over 10 years indicating a low market churn while in Kirkby Stephen and Penrith, between 60% and 67% of businesses have been at their premises for over 10 years. This low market churn was more prevalent in the Manufacturing sector (three quarters of all firms) and less prevalent in the Financial and other business service sector (61%).

10.17 Just over half of the businesses surveyed (53%) have previously had an address in the Eden District, and 4% have had a previous address elsewhere, meaning that 43% of the businesses surveyed have always been at their current address. 83% of businesses surveyed in Kirkby Stephen had always been located in the area, while only 36% of Penrith respondents had always been located in the area. Alston had a large proportion of businesses who relocated to the area from other areas in the district (5 out of 6 businesses) and over half of all businesses in Appleby had been located in that area alone. Construction and Wholesales and Distribution firms have had an instance of relocation from other areas of the district (56% and 59% of businesses within the respective sectors).

10.18 Of those businesses that relocated from other areas of the district, 13 stated expansion as their reason for moving, 10 outgrew their previous premises, 6 took ceased an opportunity to but their own premises and 5 sought more suitable premises.

10.19 Of the businesses that relocated, the other sites that were considered were Penrith (19%), Appleby (7%), Kirkby Stephen (2%), Carnforth (2%) and rural areas of the district (2%). Nearly half (43%) of businesses who have previously been at another address stated that they didn't consider any other sites than the one they are currently at.

10.20 Reasons for locating in Eden were diverse and ranged from good location (close to the M6) and the district promotes a good quality of life.

10.21 Just over half of the businesses surveyed (51%) have only one floor in their premises, with 42% having two floors and 7%

having three or four floors. Only one business surveyed had four floors in their premises. Financial and other business services were more readily found in premises with multiple floors while manufacturing businesses were more readily found in premises with only one floor.

10.22 Most businesses surveyed (78%) are the only occupants of their building, therefore 22% share the building with other occupants. Multiple occupation was most common within Appleby (29% of respondents) and Penrith (quarter of respondents). Alston and Kirkby Stephen had no businesses in premises of multiple occupancy. Multiple occupancy was more common among the financial and other business services sector (36%) and less common in Construction (6.3%) and Wholesale and Distribution (5.9%). Manufacturing had quite a high level of multiple occupancy with a quarter of all firms sharing premises with others.

10.23 Of the businesses who share their building with other occupants, 63% have two floors in the building, with the businesses having one or three floors being the same proportion at 19%.

10.24 In total, 42 businesses provided estimates of the currently occupied floorspace. In sum, respondents were occupying 12,806 m2 which equates to an average of 305 m2 per business. 36 companies were able to provide total site estimates, and the total area of 94,818m at an average of 2,634m2 per business. This represents a site density of 0.14.

10.25 In terms of currently occupied accommodation by respondents, the majority of office space is used for office based activity (40%) followed by warehousing (23%), retailing (10%) and Industrial (10%). Penrith has larger proportions of office based activity while Alston has less activity of this nature. There are small concentrations of R&D activity in Alston and Penrith in addition. Warehousing activity is also concentrated in Penrith (26%) but also Appleby (23%) while industrial activity was concentrated in Alston (17%).

Table 10.3: Current accommodation by use (Percentage of total area)

	Office	Retail	Warehousing	R&D	Industrial	Other
Alston	16.9	23.1	12.9	1.4	17.1	14.3
Appleby	37.1	7.6	22.9	0.0	10.6	15.8
Kirkby Stephen	30.8	23.3	16.2	0.0	0.0	29.7
Penrith	47.2	6.7	25.7	1.9	9.6	9.0
Whole Eden District	40.1	9.8	22.7	1.2	9.6	12.6

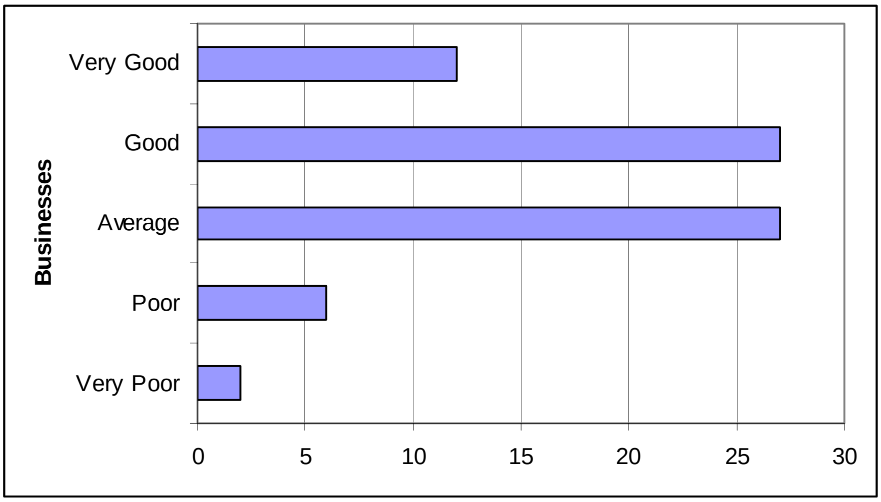
10.26 When asked if they felt the premises suited their current needs, 88% answered yes, meaning that 12% answered no. The main reason that businesses felt their premises didn't suit their current needs was that the premises were too small, and they needed more space. The highest proportion businesses in Alston stated that their premises did not suit their current needs, compared to other areas (29% of area respondents). Conversely, a high proportion of Businesses in Penrith felt that their premises were suited to their current needs (over 90% of businesses surveyed in the area stating that their premises were suited to their current needs). All manufacturing businesses stated that their premises suit their needs, while 24% of Wholesale and Distribution businesses stated that their needs weren't met by there current premises.

10.27 When asked why respondents premises did not suit their needs, answers ranged from marketing issues, extra space is required, car parking, the condition of buildings, and lack of warehousing space.

10.28 Respondents were asked to state the three main problems facing their business. Nearly a half of all respondents (47%) stated that the recession and the general state of the economy was at the main issue facing their company. Other concerns included bureaucracy (8%), issues with the weather and flooding (5%) and 4% stated parking was their main concern. Overall, the issues were around equal and so few conclusions can be drawn. The second most pertinent problem was in the availability of skilled labour. 16% of the 50 respondents answering this particular question suggested that there was not sufficient part time labour available, or they could not afford to pay the money for skilled labour. The recession was not as great a concern in this question but the size and quality of premises did become more important. 10% of respondents stated that the size or quality of premises was the second important problem facing their business. Other factors included rising fuel costs (10%).

10.29 Overall, businesses in Eden were reasonably satisfied with the district as a place to do business. Figure 10.4 below shows that 12 businesses thought that the district was a very good place to do business; with the majority either thinking it is good or average. Only very few businesses thought that the district was either a poor or very poor place to do business.

Figure 10.4: Eden as a place to do business



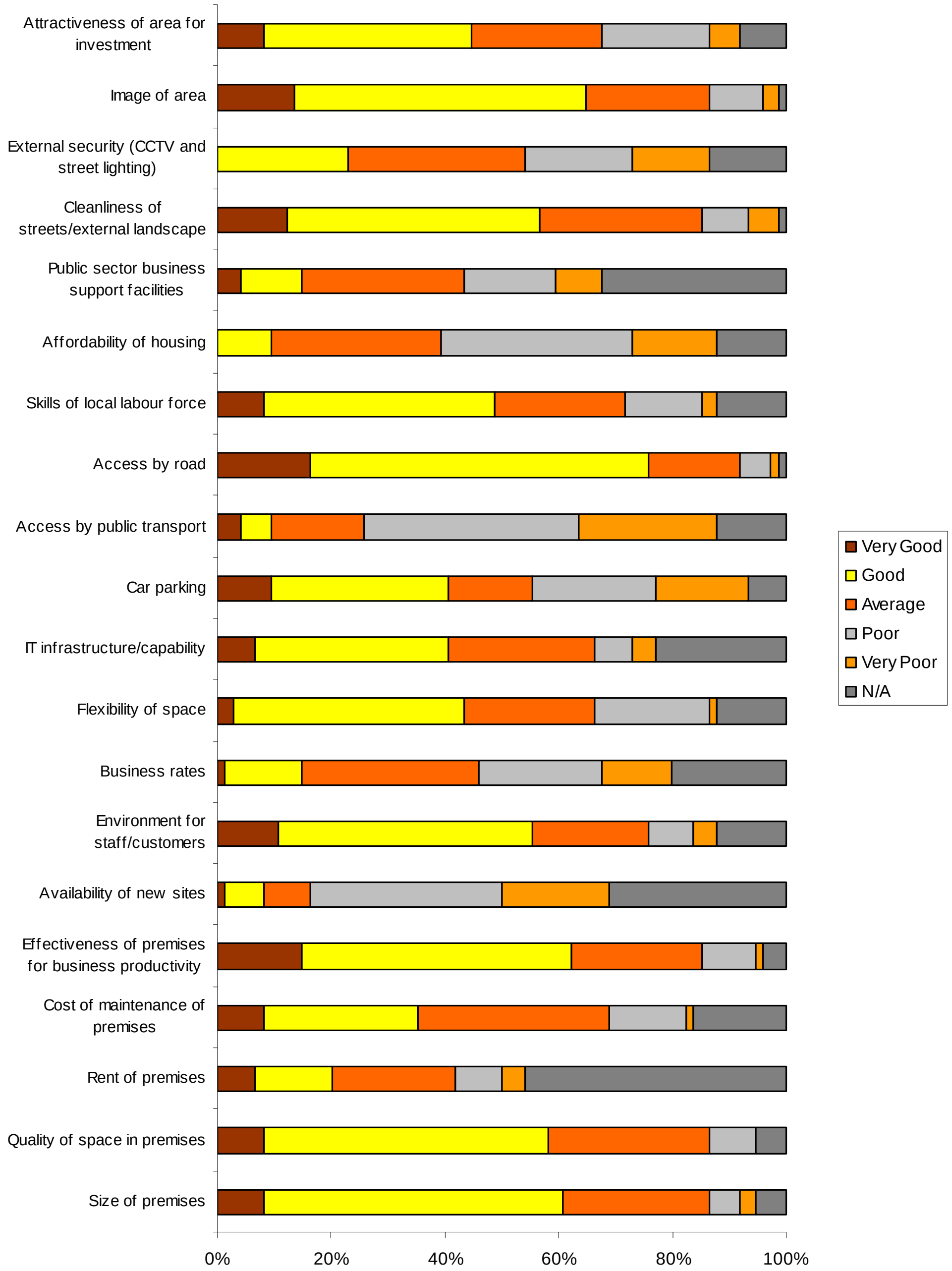
10.30 The majority of those who thought it was a very good place to do business came from Penrith (83%) while a greater proportion thought that the district was either a poor or very poor place to do business if they were from Alston. Wholesale and Distribution companies thought the district was a good place to do business (35%) while a greater proportion of businesses involved in financial intermediation believed it was a poorer place to do businesses than other sectors (12% poor or very poor).

10.31 The businesses were then asked to explain the reasons for their rating of Eden District as a place from which to do business. The main reason for businesses finding the area a good place to do business was the image of the area, with 13 people stating this reason. Another positive of the area that was mentioned by ten businesses was the accessibility of the area, particularly the proximity of motorways. The fact that there is plenty of business available was mentioned by six people, however eleven businesses pointed out the negative impact of the isolation of the district, particularly being so far away from the core of the UK.

10.32 When asked what could be improved to help their business in Eden District, nine businesses answered nothing, which the most popular shared answer. The most popular improvement, suggested by seven people, was better business premises, which included a greater supply and the availability of more land, which in turn would also attract other businesses to the area. The same number of people also suggested better financial support as an improvement. Other improvements suggested were better public transport, lower business rates and better parking.

10.33 The business were asked to rate a number of factors in respect of their local area. Figure 10.5 shows the results from this question.

Figure 10.5: Percentage of how Businesses Rated Factors in Their Local Area



Future Intentions

10.34 In the next year, 32% of businesses surveyed are planning to expand, 8% are planning to reduce the business and 60% are planning on staying the same. Businesses in Alston were more optimistic about their future growth; 43% though they would increase in size while 34% of Penrith businesses were optimistic about growth. A higher proportion of businesses in Appleby stated that they would decrease in size (29%) compared to other areas. Within sectors, the most optimistic sector with regards to growth plans was Manufacturing (50%) followed by financial intermediation and other business services (36%) and Wholesale and Distribution (35%). Construction was the least optimistic with 19% of businesses stating that they were due to contract as an enterprise.

10.35 Over the same time period, 23% of businesses are planning to increase the number of people at the premises, 10% are planning to reduce the number of people and 68% are planning on keeping the same number of people as they currently have. Wholesale and distribution is the most stable sector, with 77% of business stating they would employ the same number of people. A greater proportion of manufacturing businesses were planning to take new employees on compared to other sectors (38%) while construction firms were less likely to increase the size of their workforce (11.8%).

10.36 When asked if the size of the premises would require a change, 17% answered that the size of their premises would have to increase, 3% answered that it would have to decrease and 78% answered that the size would not need to change. A greater proportion of firms in Appleby and Penrith planned to increase the size of their premises (five firms in each case), however at the same time one firm from the same two areas stated they would decrease the size of their premises. Businesses operating in Financial intermediation were more likely to increase the size of their premises and construction is the sector more likely to decrease the size of their premises.

10.37 Of the 15 businesses who answered that the size of their premises would require a change, the average proportions for the use of the future accommodation were:

- Office space/administration 37%
- Retail/sales 21%
- Warehousing/storage space 11%
- Research and Development activities 1.7%
- Industrial space 8%
- Other 14.7%

10.38 When asked if their current building was suitable for the change, 47% of businesses answered yes, 22% answered yes if building modifications were made, and 27% answered no. Of the businesses who didn't answer that their current building was suitable for the change, 56% felt that there are buildings suitable in Eden District to meet the required change, and 31% of them felt there aren't suitable buildings.

10.39 Respondents were asked what their main reasons were for feeling that there are or aren't suitable buildings in Eden District. The most popular answer was the size of the premises (38%), followed by the proximity to where the survey respondent or key staff live (12%). Other answers included the cost of premises, the lack of office type premises and planning restrictions.

10.40 The following questions were only asked to the 12 businesses that had replied that there were no suitable buildings in Eden District to meet the required change. Such businesses were asked if they felt there was an adequate supply of affordable business premises in certain areas, the following results were given:

Table 10.4: Views on adequate supply of affordable business premises

	Yes	No	Don't know
Penrith	17%	67%	17%
Appleby	17%	33%	50%
Kirkby Stephen	8%	50%	42%
Alston	17%	33%	50%
Rural areas in the district	17%	42%	42%

10.41 The businesses who answered that they would consider relocating were then asked where they would consider relocating to. Penrith was the most popular choice, followed by Alston and Carlisle. One business responded that they would be looking to relocate to Northumberland.

10.42 The businesses were then asked what factors would be important in the relocation. The most common factor was the wish to change environment (50%) followed by the wish to change in terms of cost (33%), the wish to change to building specified for the business (33%) and whether there were grants or financial support for relocating to an area (33%).

10.43 All businesses were then asked if they would consider moving to Gilwilly Business Park if additional premises were located there. 22% businesses responded yes, with 74% answering no, and the rest (4%) saying that they didn't know.

10.44 Businesses were then asked if over the medium to long term (up to 10 years) they expected their turnover at their current or new premises to increase, decrease or stay the same. Over a quarter of businesses (27%) expected their turnover to stay the same, with 62% expecting it to increase and 11% expecting it to decrease. The businesses who replied increase or decrease were then asked to estimate the amounts by which turnover would change.

Table 10.5: Proportions of Change in Turnover

	1-2%	3-5%	5-10%	10-20%	20%+	Don t know	Total
Increase	20%	28%	24%	15%	7%	7%	100%
Decrease	25%	0%	0%	38%	25%	13%	100%

10.45 Of the businesses that expected an increase in turnover (a total of twenty), over a quarter (28%) predicted it would be between 3% and 5%. The second most frequent answer was between 5% and 10%, with 24% of businesses choosing this option. Of the businesses that expected a decrease in turnover, most of these (38%) predicted it would be between 10% and 20%.

10.46 Businesses were also asked if over the same time period, they expected to see a change in employment numbers. Over half of the businesses (53%) expected to see the employment numbers stay the same, whereas 39% expected them to increase and 8% expected them to decrease. Again, the businesses were asked to estimate how much the figures would change.

Table 10.6: Proportions of Change in Employment

	1-2%	3-5%	5-10%	10-20%	20%+	Don t know	Total
Increase	17%	7%	31%	14%	28%	3%	100%
Decrease	0%	17%	0%	33%	17%	33%	100%

10.47 Of the businesses that expected an increase in employment, 31% of these predicted it would be by between 5% and 10%, followed closely by 28% who expected the increase to be by over 20%. Of the businesses who expected a decrease, 33% of these predicted the decrease would be between 10% and 20%.

10.48 The businesses were then asked if there were any factors that may impact on their future plans. 43% said yes, with examples of these factors being the economic situation (i.e. the recession), any changes in Government that may occur, level of demand, decisions made by parent companies and personal circumstances (such as ill health).

10.49 When asked if in the medium to long term, they foresaw a change in the size of their premises requirements as a consequence of the changes in turnover and employment, the majority (68%) replied that they didn't. 22% anticipated that they would see an increase, and 5% predicted they would see a decrease.

10.50 The respondents who answered increase or decrease were then asked what the overall change would be in terms of size of premises. The average response for the businesses who replied increase was 73%, and the average for those who responded decrease was 67%.

10.51 The same respondents were then asked how they proposed to meet the anticipated change. The majority stated that they would have to relocate, although some replied that they would just extend their current building, or in a couple of cases they are able to sell off part of their current premises.

10.52 The same businesses were also asked if their current buildings were suitable for the longer-term changes. Over half of the respondents (55%) said no, mainly because their current building was too small. A quarter of the respondents said that their current building was suitable if modifications were made, and 15% said their current building was suitable for longer-term change.

10.53 The remaining 17 businesses were then asked if currently there was the capacity in Eden District to fulfil their longer term requirements. The majority said yes (82%), and the ones who said no (11.8%) explained that it was because there were no premises big enough for them.

11. Summary, Conclusions and Recommendations

11.1 This section of the report sets out a summary of key findings, conclusions and recommendations. In particular, it summarises the key findings from previous report chapters to provide and overview of:

- The existing policy and socio-economic context;
- The existing supply of land and premises in quantitative and qualitative terms; and
- Future requirements for employment land drawing on results from the assessment of market demand and trends, the business survey and economic forecasting.

11.2 Drawing together and building on the above conclusions, the final part of this chapter sets out a series of recommendations covering a range of matters to seek to ensure an adequate and realistic employment portfolio capable of meeting future needs in a sustainable way.

Overview of Policy Context

National and Regional Level

11.3 At the national and regional level, a number of key planning (and related economic) strategy objectives can be identified and summarised as follows:

- Maximise the use of Brownfield land and promote economy in use of land, including through the restoration of derelict and neglected land and buildings. Promote the modernisation and diversification of older manufacturing industry and their premises;
- Adopt a sequential approach to meeting development needs to reduce the need to travel, particularly for uses which generate travel demand. For offices, this includes directing development within or adjoining

main city, town or district centres and near to public transport interchanges in urban areas;

- Plan for warehousing and distribution uses to avoid the unnecessary movement of goods by road, also taking into account of the need for proximity of labour supply, access by road, rail and ports / airports and for sites to be of a sufficient scale to allow for flexible development and expansion;

- Ability to accommodate mixed use development;

- Within the North West Region (and its constituent sub regions), there is a need to maintain a hierarchy of sites capable of meeting a full range of needs, including the making of appropriate provision in Key Service Centres.

11.4 A new PPS 4 consultation paper was published in June 2009. It sets out the Government's comprehensive policy framework for planning for sustainable economic development in urban and rural areas including town centres, and is an important emerging document in guiding plan and policy formulation and in making other planning decisions concerning economic development.

Sub-Regional and Local Level

11.5 The following table summarises the main spatial priorities and objectives for key areas at the sub-regional and local level, including those associated with the different settlements and locations within Eden District:

Table 11.1: Sub-Regional and Local Level Spatial Planning Priorities

Area	Summary of Priority
Cumbria and Eden District-wide	• To reduce the dependency for high level services/jobs on towns outside Cumbria • To increase the viability and complementary nature of towns and villages throughout Cumbria • To promote the diversification and strengthening of the rural economy through the promotion of a range of varied employment opportunities in and adjacent to rural settlements. • Prioritisation of brownfield land • To develop and maintain high quality modern integrated transport networks
Penrith as a Key Service Centre	• Sustained development appropriate to that of a large town • Regenerating the town centre and encouraging redevelopment of important brownfield sites • Provision of strategic employment land • Provision of new housing • Upgrading links to the strategic road network • Improving the public transport system • The location for any large scale individual schemes
Other Key Service Centres of Alston, Appleby and Kirkby Stephen	• Moderate development appropriate to the scale of the town but including new housing, provision of employment, improvements and accessibility
Local Service Centres	• Small scale development within defined settlement limits to sustain local services, support rural businesses and meet local needs, including housing, provision of employment and improvements to accessibility.
Smaller Villages, Hamlets, and Open Countryside	• Development limited to meeting an identified essential need.

Overview of Socio-Economic Context

11.6 At the Eden-wide level, a number of socio-economic characteristics can be identified which will have a bearing on existing and future economic prospects and conditions:

- High GVA and economic activity and relatively low employment compared to neighbourly Districts and the North West Region as a whole;
- Relatively good educational performance but slightly under-average levels of pay compared to the UK average;
- Largest proportion of employees are within the distribution, hotels and restaurants industries. The area has a larger proportion of employees within the construction industry when compared to Cumbria and North West although it has one of the lower percentages within the manufacturing sector;
- The level of commuting is low compared to other local authorities across the North West; and
- Despite there being a number of positive economic factors as outlined above, constraints to economic performance and dynamism will stem from many factors including an ageing population, the decline of traditional heavy industries, the changing structure of agriculture and the rural economy and the remoteness of certain parts of the area.

11.7 At the sub-district level, a number of more localised characteristics can be identified. The following table summarises key socio-economic details for Penrith and the other key service centres within Eden District, based upon details included in the '*Rural Growth Strategy Cumbria'* finalised in November 2009 on behalf of the North West Development Agency.

Table 11.2: Socio-Economic Conditions by Key Service Centre

Location	Summary of Conditions
Penrith	• Population of 15,000, 60% of which are of working age (comparable to the average for rural service centres in Cumbria) • Accommodates approximately 10,000 jobs • Focus of current economic activity is in service sectors. Employment in the manufacturing sector is below the Cumbria average, whereas employment in transport and public administration, health and education is higher than the average for the County • Significant net in-commuting of labour and appears to perform quite strongly as a service centre • Average household income is relatively high for the County, being the third most affluent service centre in Cumbria (behind Kirkby Lonsdale and Windermere) • Reasonably good levels of housing affordability
Appleby	• Population of around 3,000, 54% of which are of working age, which is significantly lower than the average for rural service centres in Cumbria • Wide spread of economic activity, but with higher than Cumbria average levels of employment in construction, public administration, health and education and, lower than average levels in manufacturing and finance and business services • Significant out commuting (half of the working age population travels out of the area to work) • Average household income is relatively low for the County. Allied with proximity to the National Park, housing affordability is less affordable than in Penrith (or Ulverston)
Kirkby Stephen	• Population of around 2,550, 56% of which are of working age, which is lower than the average for rural service centres in Cumbria • Wide spread of economic activity, but with higher than Cumbria average levels of employment in public administration, health and education and public industry and, lower than average levels in retail and hospitality • Functions reasonably well as a self-contained employment centre but with some out-commuting of labour to other centres • Average household income is relatively low for the County. Allied with proximity to the National Park and limited housing stock, it is ranked as the 4th least affordable rural service centre in Cumbria outside of the National Park
Alston	• Population of around 2,100, 61% of which are of working age, which is slightly higher than the average for rural service centres in Cumbria

Location	Summary of Conditions
	• Wide spread of economic activity, but with higher than Cumbria average levels of employment in retail and hospitality, public administration, health and education and, lower than average levels in manufacturing and finance and business services • Significant out commuting (half of the working age population travels out of the area to work) • Average household income is relatively low for the County, demonstrating the economic constraints imposed by its remote location • Reasonably good levels of housing affordability

Quantitative Overview of Supply

11.8 For the assessment of employment land supply, and also elsewhere in this Study, where possible, Eden District has been divided into sub areas for the purposes of analysis. The general sub-division applied, as shown in **Table 11.3**, broadly reflects the sub-division used by the Council in its recording of available vacant premises. This table also shows a 'best fit' of study sub areas using Office of National Statistics ('ONS') middle layer super output area boundaries. A plan illustrating the broad extent of the study sub areas is included at **Appendix 1**.

Table 11.3: Overview of Study Sub Areas

Sub Area	Eden District ONS Middle Layer Super Output Area
Alston and North Pennines	001
Appleby Area (including Shap)	006
Kirkby Stephen Area (including Tebay)	007
Penrith	002, 003, 004

Note: ONS Layer Super Output Area 005 for Eden District has been excluded. This approximates to that part of the District within the National Park which is outside of the scope of this study.

11.9 The following paragraphs provide commentary on the existing quantitative supply of employment land and premises, considering Eden District as a whole and also separately, its constituent sub areas. Commentary is supported by tables summarising the quantitative employment land supply position, drawing together details included in **Tables 5.5 to 5.8** in Chapter 5. The main supply components included in these subsequent tables is explained in **Table 11.4**:

Table 11.4: Quantitative Land Supply Tables: Explanation of Components

Supply Component	Description	Report Reference
Employment Allocations	Sites without planning permission which allocated for B Class employment development in an adopted Eden Local Plan	Chapter 5 (Table 5.5)
Sites with Planning Permission (Not Started)	Sites with extant planning permission for B1, B2 and / or B8 uses which had not started at the time of the County Council's most recent published monitoring information	Chapter 5 (Table 5.6)
Sites with Planning Permission (Under Construction)	Sites with planning permission for B1, B2 and / or B8 uses which were under construction at the time of the County Council's most recent published monitoring information	Chapter 5 (Table 5.7)
Commitments (Net)*	Unimplemented sites with extant planning permission plus those under construction (less any 'pending losses' i.e. sites with planning permission / under construction which would result in the loss of existing employment land and / or employment premises)	-
Owner Specific Sites	Existing Local Plan allocations which are only available for a specific owner or occupier (such as for the expansion of an existing business) and hence, unlikely to be available on the open market	Chapter 5 (Table 5.8)

** In the case of Eden District, no significant pending losses of employment land / sites to non-employment uses have been recorded in the County Council's monitoring information.*

Eden District (Study Area Total)

Existing Stock

11.10 The study area currently accommodates 459,000 sq m of existing employment floorspace, over half of which is in the manufacturing sector. Offices make the smallest contribution in terms of floorspace within the study area, accounting for 56,000 sq m or 12% of total existing space.

11.11 As with other sub areas (with the exception of Kirkby Stephen), the size of hereditaments in the manufacturing sector in the Study area as a whole far exceeds those in the office and warehousing sectors. This is likely to be due to a small number of very large manufacturing employers in floorspace terms which exist in the area.

11.12 A total of 91 vacant premises have been identified in the Study area, providing for around 21,663 sq m of floorspace. Around 82% of vacant floorspace is available for industrial / warehousing uses, with only 18% for offices. The average size of office opportunities is less than 100sqm whereas the average size of available industrial / warehousing premises is around 350 sq m.

Employment Land Supply

11.13 Approximately 42 hectares of land is identified as contributing to the Study areas existing employment land supply. Around 26 hectares of this total (or 62%) is attributable to Local Plan allocations without planning permission, focussed largely (but not exclusively) in the Penrith sub area.

11.14 Approximately 11 hectares of land has unimplemented planning permission for employment development, again heavily biased to the Penrith area. Only 3.52 hectares (8%) of supply is identified in the Study area as being under construction in the County Council's monitoring returns.

Table 11.5: Study Area (Eden District): Supply Overview (hectares)

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Employment Allocations	District	4.09	12.84	9.3	26.23
Sites with Planning Permission (Gains)	District	2.2	5.7	3.3	11.2
Sites Under Construction (Gains)	District	0.49	2.17	0.86	3.52
Commitments (Net)	District	2.69	7.87	4.16	14.72
Owner Specific Sites	District	0.10	0.40	0.20	0.70

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Total (excl OS Sites)	District	**6.78**	**21.71**	**13.46**	**41.95**

Alston and North Pennines Sub Area

Existing Stock

11.15 At 56,000 sq m, this sub area contains approximately 12% of the Study area’s overall existing employment floorspace. The manufacturing sector is the most prevalent in the sub area, accounting for around 70% of all existing floorspace.

11.16 6 vacant premises have been identified in the sub area, with all but one recorded as being less than 100 sq m. Existing vacancies provide for a total of 383 sq m, which equates to a vacancy rate in the sub area of only 1%.

Employment Land Supply

11.17 At 0.45 hectares, the level of existing employment land supply in this sub area is very limited. The vast majority of this supply is made up of the existing Local Plan allocation (without planning permission) at the Skelgillside Workshops site on Nenthead Road in Alston.

11.18 This sub area also includes the only identified ‘owner specific site’ in the Study area at Potters Lane in Alston. In accordance with good practice however, owner specific sites should be excluded from contributing to employment land supply until they receive planning permission.

Table 11.6: Alston and North Pennines Sub Area: Supply Overview (hectares)

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Employment Allocations	Alston	0.07	0.24	0.14	0.45
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.07	0.24	0.14	0.45
Sites with Planning Permission (Gains)	Alston	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Sites Under Construction (Gains)	Alston	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Commitments (Net)	Alston	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Owner Specific Sites	Alston	0.10	0.40	0.20	0.70
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.10	0.40	0.20	0.70
Total (excl OS Sites)	**Alston**	**0.07**	**0.24**	**0.14**	**0.45**
	Elsewhere	**0.00**	**0.00**	**0.00**	**0.00**
	Total	**0.07**	**0.24**	**0.14**	**0.45**

Appleby Area (including Shap)

Existing Stock

11.19 This sub area provides for about 25% of the Study areas overall floorspace. As with the Alston sub area, a large proportion of existing floorspace (approximately 2/3) is attributable to the manufacturing sector.

11.20 10 available vacant premises have been identified within the area, most of which are available for industrial / warehousing use. As with most other sub areas, the majority of available premises are skewed towards the smaller end of the size spectrum, with only two vacant units being more than 500 sq m, both located at the Cross Croft Industrial Estate.

Employment Land Supply

11.21 Existing employment land supply within this sub area equates to approximately 4 hectares. The majority of this consists of Local Plan allocations without planning permission, including land at Cross Croft Industrial Estate and smaller opportunities at Great Aspy and also two further sites outside of the settlement of Appleby (Kirkby Thore Industrial Estate and Station Yard in Warcop). The only site with planning permission in the sub area is the Appleby Heritage Centre at Station Yard in Appleby.

Table 11.7: Appleby Area (including Shap) Sub Area: Supply Overview (hectares)

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Employment Allocations	Appleby	0.50	1.20	0.70	2.40
	Elsewhere	0.16	0.50	0.45	1.11
	Sub Total	0.66	1.70	1.15	3.51
Sites with Planning Permission (Gains)	Appleby	0.00	0.34	0.00	0.34
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.34	0.00	0.34
Sites Under Construction (Gains)	Appleby	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Commitments (Net)	Appleby	0.00	0.34	0.00	0.34
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.34	0.00	0.34
Owner Specific	Appleby	0.00	0.00	0.00	0.00

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Sites	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Total (excl OS Sites)	**Appleby**	**0.50**	**1.54**	**0.70**	**2.74**
	Elsewhere	**0.16**	**0.50**	**0.45**	**1.11**
	Total	**0.66**	**2.04**	**1.15**	**3.85**

Kirkby Stephen Area (including Tebay)

Existing Stock

11.22 This sub area includes a similar level of existing floorspace to that contained within the Alston and North Pennines sub area, also accounting for approximately 12% of all employment floorspace in the Study area.

11.23 No vacant office premises have been identified in the area, with all currently available premises (5 in total) falling within the industrial / warehousing sector and also all being below 500 sq m (providing for an average size of circa 200 sq m).

Employment Land Supply

11.24 Approximately 4.7 hectares is identified as contributing to current employment land supply in this sub area, the majority of which is made up of Local Plan allocations without planning permission. The majority of allocations are located outside of the settlement of Kirkby Stephen, with the main opportunity of around 2 hectares situated at the Sidings Industrial Estate in Tebay. Part of this Estate also provides the only site with a current unimplemented employment planning permission in the sub area. The only scheme recorded as a site under construction in this sub area is land at the Kirkby Stephen Business Park.

Table 11.8: Kirkby Stephen (including Tebay) Sub Area: Supply Overview (hectares)

Supply		Office	Manu. (B1b,c	Warehousing	Total
Employment Allocations	Kirkby Stephen	0.03	0.12	0.09	0.24
	Elsewhere	0.65	1.41	0.78	2.84
	Sub Total	0.68	1.53	0.87	3.08
Sites with Planning Permission (Gains)	Kirkby Stephen	0.00	0.00	0.00	0.00
	Elsewhere	0.05	0.20	0.17	0.42
	Sub Total	0.05	0.20	0.17	0.42
Sites Under Construction (Gains)	Kirkby Stephen	0.1	0.8	0.3	1.2
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.1	0.8	0.3	1.2
Commitments (Net)	Kirkby Stephen	0.1	0.8	0.3	1.2
	Elsewhere	0.05	0.20	0.17	0.42
	Sub Total	0.15	1	0.47	1.62
Owner Specific Sites	Kirkby Stephen	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Total (excl OS Sites)	**Kirkby Stephen**	**0.13**	**0.92**	**0.39**	**1.44**
	Elsewhere	**0.70**	**1.61**	**0.95**	**3.26**
	Total	**0.83**	**2.53**	**1.34**	**4.7**

Penrith

Existing Stock

11.25 As is to be expected, this sub area is the most significant in terms of the amount of existing employment floorspace and also available opportunities, including both vacant premises and employment land supply.

11.26 Approximately 50% (or 231,000 sq m) of all existing employment floorspace within that part of Eden District covered by the Study falls within the Penrith sub area. Although the manufacturing sector makes the most significant contribution to this total in the Penrith sub area, unlike other sub area the reliance on this sector is less pronounced with warehousing and offices also making a reasonably significant contribution to existing floorspace provision.

11.27 Out of a total of 93 vacant premises, 71 have been identified in the Penrith sub area, providing for a total of 17,599 sq m (80% of all currently available floorspace in the Study area). In excess of half of the available premises in the sub area are identified as offices, although they are predominantly very small opportunities with an average size of less than 100 sq m and often consisting of small office suites and older stock, such as floors above retail premises. Vacant industrial and warehousing premises provide for a much greater variety in size, ranging from 23 sq m at Skirsgill Industrial Estate up to 2629 sq m at Bowerbank Way on the Gilwilly Industrial Estate.

Employment Land Supply

11.28 In excess of ¾ of the Study areas employment land supply is found within the Penrith sub area. The majority of this supply (19.19 hectares out of a total of 27.69 hectares) is made up of Local Plan allocations without planning permission, including most notably the allocated extension to the Gilwilly Industrial Estate (Eden Business Park Phase I). Approximately 6 hectares of allocated land within the Penrith sub area is located outside of Penrith itself, including land at Newbiggin Lime Works (3.83 hectares) and a number of smaller sites at Langwathby, Clifton, Kirkoswald and Armathwaite.

11.29 Around 10 hectares of land is identified as having planning permission (but not yet started). About 1/3 of this total is within

Penrith town, with the remaining two thirds elsewhere in the sub area. The most significant sites with planning permission are the 3.81 hectare North Lakes Business Park at Flusco and also the recently approved 3.26 hectare Blencow Quarry development.

11.30 Other that land at the Kirkby Stephen Business Park, this sub area is the only one identified in the County Council's monitoring returns with sites actively under construction. As with sites with planning permission, the majority of construction activity is focussed at the Gilwilly Industrial Estate and North Lakes Business Park.

Table 11.9: Penrith Sub Area: Supply Overview (hectares)

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
Employment Allocations	Penrith	2.03	6.12	5.06	13.21
	Elsewhere	0.65	3.25	2.08	5.98
	Sub Total	2.68	9.37	7.14	19.19
Sites with Planning Permission (Gains)	Penrith	1.39	1.10	0.77	3.26
	Elsewhere	0.76	4.06	2.36	7.18
	Sub Total	2.15	5.16	3.13	10.44
Sites Under Construction (Gains)	Penrith	0.34	1.16	0.40	1.90
	Elsewhere	0.05	0.21	0.16	0.42
	Sub Total	0.39	1.37	0.56	2.32
Commitments (Net)	Penrith	1.73	2.26	1.17	5.16
	Elsewhere	0.55	1.27	1.52	3.34
	Sub Total	2.28	3.53	2.69	8.50
Owner Specific Sites	Penrith	0.00	0.00	0.00	0.00
	Elsewhere	0.00	0.00	0.00	0.00
	Sub Total	0.00	0.00	0.00	0.00
Total (excl OS Sites)	**Penrith**	**3.76**	**8.38**	**6.23**	**18.37**
	Elsewhere	**1.20**	**4.52**	**3.60**	**9.32**

Supply Component	Location	Office (B1a)	Manu. (B1b,c & B2)	Warehousing (B8)	Total
	Total	4.96	12.90	9.83	27.69

Qualitative Overview of Employment Land Supply

11.31 The following tables and commentary aim to provide a picture of the distribution and the qualitative nature of current employment land supply within the 4 main study sub areas. This assessment seeks to cover the main vacant available sites contributing to current supply, together with an assessment of their size, planning status, likely suitability for different B Class employment uses, predicted availability / take up, and classification (i.e. our ranking of the site in terms of its role within the employment portfolio).

11.32 It should be noted that not all of the sites contributing to current employment land supply were specifically assessed as part of the study (and hence, an accurate assessment of their classification and availability cannot be provided in this report).

Alston and North Pennines Sub Area

11.33 There are no ‘very good’ sites within the Alston and North Pennines Sub Area due to its isolated nature. The majority of sites within Alston are ranked as ’good’ within the context of its location, and are considered to be available in the immediate to short term.

11.34 The main available sites in Alston includes land adjacent to Bonds Foundry off Potters Lane and parts of the Skelgillside Workshop which remains undeveloped. The Potters Lane site offers the opportunity to expand existing operations on the adjoining Bonds Factory and support this important local employer.

11.35 The Skelgillside Workshop presents the ability to develop similar (small-scale) units should demand arise in this location. Discussion with Local Agents revealed that current supply is in equilibrium with demand.

Table 11.10: Alston and North Pennines Sub Area – Distribution and Nature of Employment Land Supply by Main Sites

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Alston Area					
Skelgillside Workshop (Space North West Space), Nenthead Road, Alston	0.37	LP Alloc	B1, B2, B8	Good	Immediate – Short
Potters Lane, Alston	0.7	O/S	B1, B2, B8	Owner Specific	Immediate – Short
Overwater, Nenthead	0.08	LP Alloc	B1, B2, B8	Site Not Visited	
Elsewhere in Sub Area					
None Identified	-	-	-	-	-

Appleby Area (including Shap)

11.36 Appleby Area (including Shap) includes available employment land adjacent to the Cross Croft Industrial Estate and was allocated for employment use in the 1996 Local Plan. This land is available now, however it is unlikely to come forward until the final plots of land within the estate have been developed.

11.37 The site is classified as 'very good' and presents an opportunity to bring forward additional space as an extension to the existing estate during the plan period, should demand exist. Investment in infrastructure (extension of the estate road/services) will be required to open this land up for development in the first instance and it is unlikely that development will come forward speculatively.

11.38 The sub area includes a number of other existing available / part available local plan employment allocations although these were not specifically assessed as part of this Study.

Table 11.11: Appleby Area (including Shap) – Distribution and Nature of Employment Land Supply by Main Sites

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Appleby Area					
Great Aspy, Appleby	0.5	LP Alloc	B1, B2, B8	Site Not Visited	
Cross Croft Industrial Estate, Appleby	1.9	LP Alloc	B1, B2, B8	Very Good	medium
Appleby Heritage Centre, Station Yard, Appleby	0.34	PP (N/S)	B1	Site Not Visited	
Elsewhere in Sub Area					
Kirkby Thore Industrial Estate, Kirkby Thore	0.66	LP Alloc	B1, B2, B8	Site Not Visited	
Station Yard, Warcop	0.45	LP Alloc	B1, B2, B8	Site Not Visited	

Kirkby Stephen Area (including Brough and Tebay)

11.39 Kirkby Stephen (including Tebay) includes available employment land within the existing Kirkby Stephen Business Park Allocation. This land is available now and benefits from a planning consent to deliver a range of B1/B2/B8 units.

11.40 This site is classified as 'good' and presents an opportunity to deliver sustainable local employment growth in Kirkby Stephen as demand requires. Whilst this land is available immediately (with the benefit of a planning consent), given past take up rates in Kirkby Stephen, it unlikely that this land will be developed in its entirety in the short to medium term.

11.41 Similarly, land allocated for employment use adjacent to Brough Industrial Estate presents an opportunity for expansion. Again, demand in Brough has not been sufficient to bring this land forward for development during the previous plan period. This land should remain allocated to support local employment opportunities during the plan period.

11.42 The sites in Tebay have been ranked as 'Moderate'. Whilst these are reasonable sites there were a number of categories where the sites scored less well, not least poor access and lack of road frontage. Nevertheless there has been a small amount of development delivered on this land since 1996 and an opportunity for further expansion may be forthcoming during the Core Strategy plan period.

Table 11.12: Kirkby Stephen Area (including Tebay) – Distribution and Nature of Employment Land Supply by Main Sites

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Kirkby Stephen Area					
Land at North Road, Kirkby Stephen	0.24	LP Alloc	B1, B2, B8	Site Not Visited	
Kirkby Stephen Business Park.	1.02	LP Alloc	B1, B2, B8	Good	Immediate – Short
Elsewhere in Sub Area					
Field 3951,	0.41	LP	B1, B2,	Site Not Visited	

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Brough		Alloc	B8		
Brough Industrial Estate, Brough	0.35	LP Alloc	B1, B2, B8	Good	Immediate – Short
The Sidings Industrial Estate, Tebay	2.08	LP Alloc	B1, B2, B8	Moderate	Immediate – Short
	0.42	PP (N/S)	B1, B2, B8	Moderate	Immediate – Short

Penrith

11.43 Sites forming part of the Eden Business Park (Phase I) have been ranked as 'very good' and represent the majority of such quality of opportunity in the district. Other sites within Penrith, including Gilwilly Industrial Estate (which offers some under-utilised / undeveloped plots) and Penrith Business Park are ranked as 'good'. Along with the Eden Business Park Phase I land, these are considered to be potentially available in the immediate to short term.

11.44 The 'Very Good' and 'Good' sites within Penrith generally offer an opportunity for sustained growth based upon the existing established employment location and excellent links to the strategic transport network.

11.45 There are a number of opportunities for new development outside of Penrith town, notably at the North Lakes Business Park and Blencow Quarry, both of which have extant planning permission for employment development. These sites were not included as part of this study so it is difficult to make comment on their qualitative contribution to the employment land portfolio.

Table 11.13: Penrith – Distribution and Nature of Employment Land Supply by Main Sites

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Penrith					
Penrith Industrial Estate, Penrith	0.26	LP Alloc	B1, B2, B8	Good	Immediate – Short
Unit 48/49 Gilwilly Road, Penrith	0.36	PP (U/C)	B1c	Site Not Visited	
The Warehouse, Hackthorpe Hall Business Centre, Lowther Estate, Penrith	0.55	PP (N/S)	B1a	Site Not Visited	
Gilwilly Industrial Estate, Penrith	1.38	PP (N/S)	B1, B2, B8	Good	Immediate – Short
	1.17	PP (U/C)	B1, B2, B8	Good	Immediate – Short
Gilwilly Industrial Estate Extension, Penrith (including Plot 9 Eden Business Park)	12.94	LP Alloc	B1, B2, B8	Very Good	Immediate – Short
	0.99	PP (N/S)	B1, B2, B8		Immediate – Short
	0.34	PP (N/S)	B1a (Plot 9)		Immediate – Short
Elsewhere in Sub Area					
Lime Works, Newbiggin	3.83	LP Alloc	B1, B2, B8	Site Not Visited	
Adjacent High Mill, Stoney Bank, Langwathby	0.3	LP Alloc	B1, B2, B8	Site Not Visited	

Site	Total Area Available for Development (Ha)	Status	Possible / Permitted Use Classes	Classification	Availability
Part Field 6318, Langwathby	0.3	LP Alloc	B1, B2, B8	Site Not Visited	
Field 7520, Town End, Clifton	0.29	LP Alloc	B1, B2, B8	Site Not Visited	
Part Field 6714, Kirkoswald	1.15	LP Alloc	B1, B2, B8	Site Not Visited	
Station Yard, Armathwaite	0.11	LP Alloc	B1, B2, B8	Site Not Visited	
North Lakes Business Park, Flusco	3.81	PP (N/S)	B1, B2, B8	Site Not Visited	
	0.41	PP (U/C)	B1, B2, B8	Site Not Visited	
Home Farm, Greystoke Castle, Greystoke	0.11	PP (N/S)	B1, B2, B8	Site Not Visited	
Old Hall Farm, Staffield, Kirkoswald	0.01	PP (U/C)	B2	Site Not Visited	
Blencow Quarry	3.26	PP (N/S)	B1, B2, B8	Site Not Visited	

Employment Land Requirements

Forecasting Outputs

11.46 Chapter 9 details forecasts using a demand side and supply side estimation of employment and hence employment land. The model is driven by Oxford Economics forecasts with reference to CCC population projections and other data including the Census, ABI and VOA data.

11.47 All forecasting models are extremely data hungry. Unfortunately, some of the data that would ideally be needed in order to specify a full economic model of the Eden District economy is not available. As such, there is inevitably a degree of estimation involved in producing forecasts of the District's floorspace and employment land requirements. Despite this, the forecasts presented in Chapter 9 of this report are considered to be robust and to represent the best available assessment of future employment floorspace and land requirements over the forecast period.

11.48 In simplistic terms, the base forecast is derived through applying site density information obtained through analysis of Valuation Office information for Eden District to employment and self-employment forecasts. The forecasts implicitly reflect existing and predicted changes in economic conditions (i.e. the current state of the economy and anticipated recovery rates). Other scenarios have also been considered to produce different sets of forecasts including a reduction in working age population and service industry growth. **Table 11.14** illustrates the level of floorspace change by the different main B Class employment sectors of the economy between the current position and 2022.

Table 11.14: Minimum Forecast Employment Land Requirements for Eden District (2009 – 2022 incl. 50% churn)

Forecast	Office	Manu.	W&D	Total
Base Forecast (Labour Demand)	3.95ha	-2.21ha	6.28ha	8.02ha
Base Forecast (Labour Supply)	3.16ha	-2.02ha	4.90ha	6.04ha
Decr. Working age Population Forecast	2.90ha	-2.00ha	4.85ha	5.75ha
Service Sector Expansion	6.93ha	-2.21ha	6.28ha	11ha

Note: The figures for W&D also includes requirements for the Construction Sector. Also, figures in the table are stated with no reference to the level and nature of existing employment land supply

11.49 Based on the above scenarios of employment growth and the different methods used to drive forecasts, the overall picture is that of a reasonable increase in the amount of land occupied in employment use in Eden in the Office, Manufacturing, Warehousing and Distribution (and Construction) sectors as a whole. A decreasing working age population has a limited overall effect on employment land forecasts although we would expect the economy to respond to opportunities apparent in servicing an ageing population. Meanwhile, service sector expansion remains an optimistic scenario and shows that this sector's expansion would require additional land to be in employment occupation.

Projecting Forward Past Completion Rates

11.50 An alternative way of considering employment land requirements for Eden District as a whole, and one which also builds in a margin of flexibility in terms of choice, churn etc is to examine and project forward past completion rates within the area.

11.51 This is the general approach adopted through Policy W3 of the Regional Spatial Strategy. For Cumbria, a total land supply requirement of between 304 and 404 hectares is identified for the period 2005 to 2021. The Policy only provides quantitative land supply targets for Cumbria as a whole however, and does not seek to disaggregate this overall requirement into its constituent Districts.

11.52 As a simple proxy guide, an equal split of the total employment land supply requirement for Cumbria (excluding the National Park Area) between the six Districts which make up the County could be applied. Alternatively, a slightly more refined approach could be to apply the employment land supply apportionment identified through the Policy EM13 of the former Cumbria and Lake District Structure Plan (for Eden District, this equated to approximately 9.65% of the total for the Structure Plan area). The results of this exercise are shown in **Table 11.15** below:

Table 11.15: Employment Land Requirements Based on RSS Policy W3

	Supply Requirement (2005 2021)	Assumed Average Annual Completion rate
RSS W3 (Pro Rata Split)	51 to 67 hectares	3.2 to 4.2 hectares per annum
RSS W3 (Structure Plan Split)	29 to 39 hectares	1.8 to 2.4 hectares per annum

11.53 Another way of interrogating the Cumbria-wide employment land requirements set out in RSS Policy W3 would be to specifically look at past completion rates in Eden District and to project these forward over the remaining period of the RSS, applying similar growth and flexibility allowances to those set out for Cumbria in the Policy. Using completion information included in the County Council's most recent employment land monitoring returns would derive the position illustrated at **Table 11.16**:

Table 11.16: Employment Land Requirements Applying Method and Assumptions Adopted for Cumbria in RSS Policy W3

Requirement	Amount (Hectares)
Completions (2005 to 2009)	6.83
Current average take up per annum	1.7
Projected increase in take up per annum (additional 17.5%)	2
Projected increase in take up from 2009 to 2021	24
Need 2005 – 2021 (completions 2005 to 2009 plus projected increase in take up to 2021)	**30.83**
Increase in take up per annum applying 'Flexibility Factor' (additional 33%)	2.26
Increase in take up from 2009 to 2021 applying 'Flexibility Factor'	27.12
Need 2005 – 2021 (completions 2005 to 2009 plus projected increase in take up applying flexibility factor)	**33.95**

11.54 The pro rata split approach included at Table 11.15 lends support to the 50 hectare employment land supply requirement for Eden District proposed through the Council's emerging Core Strategy.

11.55 The approach included in Table 11.16 generates lower employment land requirements than the application of a pro rata split of RSS requirements for Cumbria. The resultant requirement more aligns with the supply requirement and assumed average annual completion rate derived when applying a 'Structure Plan split' to RSS requirements for the County.

The Role of Vacant Employment Premises in Meeting Future Demand

11.56 The supply of vacant premises, in terms of amount, size, nature and quality, varies significantly across the study area. In broad terms, outside of the Penrith sub area, very limited vacancies have been identified. It should be noted however that the level of vacancies identified in the more rural parts of the District may slightly under represent the actual level given the nature of local markets, with certain premises not advertised through commercial agents for example. The supply of vacant premises is still likely to be limited however.

11.57 The Penrith sub area offers a reasonable range of industrial and office space although space tends to be focussed in properties of less than 500 sq m. In overall terms however, vacancy levels in Penrith (and Eden District more widely) are low. Taken with the need to ensure that there will always be a need for an element of vacant premises as part of the overall portfolio to allow for churn etc, existing vacancies will only likely make a reasonably limit contribution to meeting future requirements and growth.

11.58 In order to maximise the opportunity for accommodating requirements in the area however, it is critical that prospective occupiers can readily obtain comprehensive and up to date details of vacant premises and land. As such, we would recommend that the Council’s on-line vacant property register continues to be maintained and regularly updated as an important proactive measure to promote local economic development.

Overview of Market Demand and Trends

11.59 Research into market activity and discussions with commercial agents active in the Eden district illustrated important locational patterns of demand and requirements for commercial floorspace across the district.

11.60 Employment land and commercial premises within the market towns (i.e. Appleby, Alston and Kirkby Stephen) and surrounding areas predominately serve a local need. Evidence suggests that current stock meets existing demand, however, to ensure sustainable growth is achieved during the plan period, appropriate sites should be allowed to be brought forward for development to respond to demand.

11.61 With the exception of Penrith, demand in the surrounding rural areas has historically been relatively low. This is due to a combination of its geographical location, fragmented links to the strategic transport network and suppressed commercial values.

11.62 Even in locations with good strategic transport links such as Tebay, demand for commercial floorspace in this semi-rural location is relatively weak. At Tebay, the majority of employment use is associated with B2 and B8 uses which are unlikely to command high rental income.

11.63 Penrith, as the established commercial centre of the district benefits from direct links to the M6 presenting an opportunity for future growth. Commercial agents active in the district have reported the relative success of Penrith, and the importance that ongoing future allocations of employment land around Penrith will play in delivering strategic growth across the range of employment sectors.

11.64 The review of market trends and demands, set out at Section 8 of this study provides and overview of the district at Q4 2009. This section should be read in the context of recent economic difficulties which has resulted in reduced commercial transactions and a corresponding lack of market activity.

11.65 The cyclical nature of the property market indicates that demand will return within the plan period and increased economic activity will require appropriate employment land allocations to meet future requirements.

Overview of Main Conclusions from the Business Survey

11.66 A total of 74 Businesses, operating in the Eden district, we surveyed in November and December 2009, from a broadly representative split of businesses from the construction, financial and other business services, manufacturing and wholesale and distribution sectors.

11.67 The main headline findings can be summarised as follows:

- For nearly a third of businesses (30%), all of their staff live within 3 miles of the workplace, suggesting that a good number of firms draw their labour force from a local catchment.

- Over half of the business surveyed (53%) described their tenure as freehold, with leasehold being the second most popular type of tenure at 39%.

- 57% of businesses described their premises as mid-range, with 35% describing their premises as budget and 7% describing them as prestigious. A larger proportion of Penrith-based businesses described their premises as prestigious while budget premises were more popular in Alston and Appleby.

- The majority of businesses surveyed (69%) have been trading at their current address for more than 10 years. The majority of businesses in Alston and Appleby (over 80%) had been at their current premises for over 10 years indicating a low market churn while in Kirkby Stephen and Penrith, between 60% and 67% of businesses have been at their premises for over 10 years. This low market churn was more prevalent in the Manufacturing sector (three quarters of all firms) and less prevalent in the Financial and other business service sector (61%).

- Just over half of the businesses surveyed (53%) have previously had an address in Eden District, and 4% have had a previous address elsewhere, meaning that 43% of the businesses surveyed have always been at their current address. Of those businesses that relocated from other areas of the district, most stated expansion and need for bigger premises as the key reason for relocation. The majority of respondents considered Penrith as the most feasible potential location.

- 88% of respondents considered that their existing premises were adequate to meet their needs. Of the 12% of businesses that responded negatively, the main reason identified was that their existing premises were too small. The highest proportion businesses in Alston stated that their premises did not suit their current needs, compared to other areas (29% of area respondents). Conversely, a high proportion of Businesses in Penrith felt that their premises were suited to their current needs (over 90% of businesses surveyed in the area stating that their premises were suited to their current needs). All manufacturing businesses stated that their premises suit their needs, while 24% of Wholesale and Distribution businesses stated that their needs weren't met by there current premises..

- In the next year, 32% of businesses surveyed identified plans to expand, with 8% intending to reduce the size of the business and the remaining 60% not anticipating change. Businesses in Alston were most optimistic about their future growth; 43% thought they would increase in. A higher proportion of businesses in Appleby stated that they would decrease in size (29%) compared to other areas. Within sectors, the most optimistic sector with regards to growth plans was Manufacturing (50%) followed by financial intermediation and other business services (36%) and Wholesale and Distribution (35%). Construction was the least optimistic with 19% of businesses stating that they were due to contract as an enterprise.

- Of those respondents identifying constraints to doing business in Eden District, the most popular answer was the size of the premises (38%), followed by the proximity to where key staff live (12%). Other answers included the cost of premises, the lack of office type premises and planning restrictions.

- All businesses were asked if they would consider moving to Gilwilly Industrial Estate (Eden Business Park) if additional premises were located there. 22% businesses responded yes, with 74% answering no, and the remaining 4% not expressing an opinion.

Conclusions and Recommendations

11.68 Our conclusions and recommendations relate in particular to:

A. The Overall Level and Distribution of Required Future Employment Land Supply;

B. The Proposed Eden Business Park Extension;

C: Other Employment Land Provision;

D: Addressing Obstacles to the Development of Employment Sites;

E: The level of protection to be given to the different sites specifically assessed as part of this study in terms of their role within the employment hierarchy; and

F: Local Planning Policy Responses.

A: The Overall Level and Distribution of Required Future Employment Land Supply

11.69 Through the Council's emerging Core Strategy, the following approach has been taken towards future employment land supply:

- **Policy CS13**: Ensuring that provision is made for up to 50 hectares of land for employment development (B1, B2 and B8 uses); and
- **Policy CS2**: To direct the identification of strategic employment land and any large scale individual developments towards Penrith (with other Key Service Centres having smaller scale development appropriate to the scale of the town).

11.70 The following paragraphs summarise our key conclusions and recommendations on these two important strategic issues.

The Overall Level of Future Employment Land Supply

11.71 A number of approaches can be adopted to seeking to inform the level of future employment land likely to be required over the Plan period. In accordance with good practice, through this Study we have explored the level of future employment land requirements through both the adoption of economic forecasting and also demand-based approaches.

11.72 Economic Forecasting provides for a very small amount of overall change over the Plan period in terms of the amount of space predicted to be occupied in employment use in Eden in the Office, Manufacturing, Warehousing and Distribution (and Construction) sectors.

11.73 It should be noted however that the forecasts represent the absolute minimum amount of land needed to accommodate a sectors' activities. This is because the figures do not allow for local market churn, the fact that existing floorspace will be lost to other non-B Class employment uses and, the associated need for there to be a selection of sites and premises to attract and offer sufficient opportunities for new business start ups, expansion, relocation and inward investment for a range of business sizes.

11.74 On this basis, it is important that future provision substantially exceeds the total forecast requirements to robustly accommodate forecast change in addition to any identified demand considerations.

11.75 The outputs of the forecasts should therefore be regarded as a starting point for the assessment of future requirements. In tandem, there is a need to consider future requirements derived from the application of techniques which project forward past development rates (and applying appropriate assumptions to take account of potential changes in market demand). The outputs of this exercise are summarised in **Table 11.17** below:

Table 11.17: Overview Employment Land Requirements Based on Various Past Completion Rates Approaches to RSS Policy W3

Approach	Supply Requirement (2005 2021)	Assumed Average Annual Completion rate
RSS W3 (Pro Rata Split)	51 to 67 hectares	3.2 to 4.2 hectares per annum
RSS W3 (Structure Plan Split)	29 to 39 hectares	1.8 to 2.4 hectares per annum
RSS W3 (Past completion plus 17.5%)	31 hectares	2 hectares per annum
RSS W3 (Structure Plan Split)	34 hectares	2.25 hectares per annum

11.76 Based on the above, it would appear that the identification of a 50 hectare requirement for Eden District through the Core Strategy is skewed towards the higher end of requirements when applying the various past completion rate approaches. That said, a 50 hectare figure is not unreasonable and will, if appropriately translated into site allocations, provide for a robust employment land portfolio.

11.77 In coming to our view on future employment land requirements, we have also had regard to the former Structure Plan employment policy. Although this policy is no longer in force, it did set a higher employment land requirement for Eden District (55 hectares) for the period of 2001 to 2016. This equated to an average annual completion rate of 3.67 hectares per annum, which is higher than any of the rates reported in Table 11.17. Additionally, and in responding to the Council's Core Strategy Submission Document, we are aware that NW4 commented that the 50 hectare employment land supply requirement identified in the emerging Core Strategy should be regarded as a minimum level of provision.

B: The Proposed Eden Business Park Extension

11.78 It is clear from our examination of market demand that there is a consensus that Penrith is the current main focus for employment growth and demand. The area offers a number of locational and other advantages over other settlements within the district and it is also evident that demand in other parts of the District is low. This picture is also reflected in our socio-economic analysis of the area and in the patterns of past take-up across the District.

11.79 As a matter of approach, we would therefore support the overall direction of development adopted in the Core Strategy in terms of promoting strategic employment land and any large scale individual developments towards Penrith. It will also be important to ensure that Penrith (and elsewhere) is able to accommodate smaller scale requirements.

11.80 The proposed extension to the Eden Business Park is proposed through the Core Strategy as the principal location for meeting future strategic employment growth in Penrith and the District more generally. The precise boundary of the extension is yet to be determined but based on our understanding of the amount and make-up current employment land supply and the Council's 50 hectare supply target, we would suggest that Phase I and Phase II of the Business Park could contribute in the region of 50% of the District's total future supply.

11.81 The Council's approach towards the selection of the Business Park extension over other locations in and around Penrith is described in Chapter 7. As we were not involved in this process, and have not specifically explored in detail as part of this Study any of the locational alternatives considered, it is difficult to provide meaningful comment on their relative merits or otherwise. Based on information provided by the Council however, we would conclude that the general approach adopted of identifying and testing locational alternatives to derive the Business Park extension being selected as the preferred spatial employment option appears reasonable.

11.82 Chapter 7 of the Study provides our qualitative assessment of the Eden Business Park extension. This considers both the Phase I land (which is already allocated, serviced and, in part, developed) and the Phase II land which seeks to extend the existing allocation further northwards. Given the already committed status of the Phase I land, for the purposes of the

Study, we have paid particular attention to the Phase II proposal.

11.83 If fully serviced and available, the Phase II land has the potential to make a significant future contribution to the quality and amount of employment land supply opportunities for Penrith. This would include enhancing the supply of land potentially suitable for accommodating higher GVA (and higher wage-generating) knowledge-based types of employment. Key to bringing the site forward, and enhancing its attractiveness to such type of occupier, will be to secure a separate access from the north, linking the site to Junction 41 of the M6 motorway. Also important to attracting such occupiers will be wider regeneration and development opportunities within the town, such as the delivery of the proposed £77 million retail-led Penrith New Squares scheme, and developing opportunities for linkages with the University of Cumbria.

11.84 Delivery of the Phase II site will not be straight forward however due to the scale and associated costs of development infrastructure requirements. Necessary infrastructure would not be able to be funded by prospective developers of the Phase II employment land and the NWDA has indicated that public funding is unlikely for this site, at least in the short term.

11.85 Given this position, it would be appropriate for the Council to prioritise efforts on the delivery of the Phase I land with the Phase II land proposed for a later part of the Core Strategy period. The take up of the Phase I land over the first part of the Plan period could enhance the need, and hence business (i.e. funding) case for bringing forward the Phase II proposal. Continuing to engage with the NWDA and others will be important.

11.86 In tandem, we would recommend that the Council also investigate other ways of bringing forward the site. For example, adopting a CIL type approach to obtain contributions from residential and other proposed developments in Penrith towards the new link road (which could reduce the level of public funding otherwise required). Additionally, it could be appropriate to explore the opportunity of developing the Phase II land from north to south, thereby allowing the phased construction of the link road and spreading the cost of infrastructure provision.

11.87 Given the strategic nature of the proposed site, and the various associated development issues, we would recommend that the Council prepare a Master Plan / Delivery Plan. The outputs of this work, together with various anticipated technical and environmental site studies, could be used as a basis for a future Supplementary Planning Document to guide site development and delivery. Any such documents should be based on a thorough understanding of commercial considerations and market realism / development viability. It will also be important to ensure that the site is promoted to accommodate a wide range of size requirements, including new start-ups and SME's, to respond to local demand as well as any larger requirements which may arise.

C: Other Employment Land Provision

11.88 As noted previously, we agree with the Council's overall spatial approach of seeking to focus the majority of future new and major employment growth, towards Penrith. That said, providing additional opportunities for (small-scale) sustainable employment serving Penrith and the other Key Service Centres of Eden District will be important in order to promote a vibrant economy as a whole.

11.89 To address this issue, we would recommend the inclusion of a suite of policies in the Development Plan to maintain and enhance opportunities for appropriate employment development within and on the edge of settlements as well as within rural areas more generally.

Penrith

11.90 Subject to overcoming existing delivery constraints, the proposed Eden Business Park extension has the potential to make a substantial contribution to meeting future employment requirements for the District (and Cumbria more widely) over the Plan period. The allocation would more competitively position the town in relation to better exploiting the strategic locational advantage offered by proximity to the M6 motorway. This in turn, would allow Penrith to more effectively compete with the attractiveness of other centres such as Carlisle and Kendal.

11.91 It is understood that the Eden Business Park has been marketed predominantly towards attracting higher value / knowledge-based occupiers. It will be important however that Penrith also provides opportunities for more ''traditional' types of B2 and B8 uses which may not be considered appropriate for the Business Park / Phase II extension. Such uses will however continue to form an important component of the local economy.

11.92 Thus, in order to provide for a wider portfolio of opportunities to offer greater choice for a range of occupier size and type of employment use class, we would also recommend that the Development Plan provides for other appropriate (smaller scale) employment opportunities in and around Penrith to supplement and complement the strategic Business Park allocation. As with the proposed Phase II of the Eden Business Park, ensuring that such opportunities can be viably delivered, together with a consideration of wider market attractiveness factors, sustainability and planning / economic objectives, will be important to sites making an effective contribution to the local employment portfolio.

Other Key Service Centres

11.93 Demand for new employment development outside of Penrith and its immediate environs has traditionally been low with demand and supply generally in equilibrium.

11.94 As a general approach, we would suggest that existing allocations (where not proposed for release under sub-section ‘E’ below) should be carried forward in the Development Plan as one means of continuing to cater for local requirements. To supplement this, we would also suggest adopting a flexible and positive policy framework to encourage appropriate employment development within and around Eden’s key service centres, other local centres and also elsewhere. The main components of our suggested policy framework would be to:

- Ensure a general policy approach to promote new small-scale sustainable employment opportunities in and on the edge of the existing service centres;

- Ensure a general policy approach to promote / guide the appropriate expansion of existing employment uses and concentrations outside of service centres; and

- Promote through positive planning policies appropriate rural diversification and the business (i.e. employment generating) re-use of rural buildings in the first instance.

11.95 Should any of the District's market towns be identified for specific housing growth above that currently envisaged through the Core Strategy, as a matter of approach, it would be important to ensure that a commensurate level of employment land is provided for (which could be through further specific site allocations) to ensure sustainable, local employment opportunities, particularly for settlements such as Alston which are particularly remote and already experience high levels of out-commuting to reach employment. Due to its isolated nature, we understand that Alston has been identified by the NWDA as a target centre for investment to deliver emerging projects.

11.96 Given the nature and role of the service centres in the district (other than Penrith), the amount of additional housing that would potentially be directed to these centres would unlikely trigger the need for large scale releases of new additional employment land or measures and policy approaches beyond those listed above, particularly given the likely low level of market demand for new employment space in these locations.

D: Addressing Obstacles to the Development of Employment Sites

11.97 Through this study, certain issues and obstacles have been identified which, in one way or another, could constrain the deliverability of certain sites within the area's employment land portfolio. The extent to which these issues affect different sites will vary from case to case.

11.98 As a generic guide however, **Table 11.18** summarises some of the main issues identified through the study, together with a summary of possible actions which are also expanded upon / listed elsewhere in this Chapter.

Table 11.18: Overview of Issues and Suggested Responses

Issue	General Response
Availability of sites for expanding local businesses / smaller development opportunities Site Constraints where these exist (such as flood risk, access etc)	• Use of policy approaches, including: o Consider SPDs / Masterplans on strategic sites (e.g. Eden Business Park extension) to seek to ensure range of available plots and premises, including for small and expanding businesses; o Provision for additional employment opportunities in those parts of Eden district where the supply of land and premises is currently restricted but where demand may exist. This should include policies (and specific proposals / allocations if appropriate) to promote employment opportunities in and around settlements and elsewhere; and • Influence site delivery through Economic Development and related strategies and promoting the intervention by NWDA and others as required.
Potential for pressure for non-employment use such as residential	• Inclusion of policies in the Development Plan to prevent the inappropriate erosion of better-performing sites to other non-employment (generating) uses.
Certain poor quality sites and buildings which make a limited contribution to the local employment portfolio	• Promotion of mixed use (re)development where this is a viable and effective means of enhancing a site's qualitative contribution to local townscape and employment land supply; • For the poorest quality employment sites, consider (re)development to alternative uses and relocation of any displaced occupiers if necessary; and • Application of a criteria-based policy / possible associated SPD (and specific site allocations where appropriate) to guide decisions concerning the release of employment sites, including individual premises outside of employment allocations and established employment estates / areas.

E: Maintaining a Portfolio of Sites

11.99 The sites considered as part of this review have been ranked according to their importance and function in the employment land hierarchy. Site classifications and associated recommendations for each type of classification are summarised in the following table and expanded upon in subsequent paragraphs.

11.100 As a matter of approach, we would recommend that 'Very Good', 'Good' and 'Moderate' sites should be retained for employment use. The release of such land and sites to other forms of development through the development control process should be carefully assessed. We would therefore recommend the use of a hierarchy of employment policies to assess and control such development, along the lines of that described below.

Table 11.19: Site Classification and Recommendations

Classification	Recommendation
Very Good (VG)	Protect for B Class employment use
Good (G)	Protect for B Class employment use
Moderate (M)	Normally protect for B Class employment use – apply criteria-based policy to consider other employment-generating (and also non-employment generating uses) through the development control process
Poor (P)	Potential for release to other forms of development where in existing employment use. Where in current non-employment use, likely little potential for future employment
Owner Specific (OS)	Sites and Allocations reserved for use by a specific occupier to be carried forward in the Plan subject to confirmation by the occupier / owner of the requirement
Other (O)	Potential for mixed use development with appropriate level of employment as part of overall mix

'Very Good' and 'Good' Sites

11.101 Sites ranked as 'Very Good' and 'Good' should be retained as they are considered valuable employment sites / areas which should be protected against loss and gradual erosion through the encroachment of alternative non-employment uses. The sites defined as being 'Very Good' and 'Good' are listed in **Tables 11.20 and 11.21**.

Table 11.20: 'Very Good' Sites

	Ref	
Alston and North Pennines	-	-
Appleby Area	19	Cross Croft Industrial Estate

	Ref	Site Name
Kirkby Stephen Area	-	-
Penrith	2A	Eden Business Park Phase 1
	4	Bridge Lane Depot

Table 11.21: 'Good' Sites

	Ref	Site Name
Alston and North Pennines	24	Space North West
	29	Bonds Foundry
	30	Alston Garage Site
	31	EDC Business Centre
Appleby Area	23	Shire Hall, Appleby
	37	Vion Foods, Shap
Kirkby Stephen Area	32	Kirkby Stephen Railway Depot
	33	Kirkby Stephen Business Park
	34	Hobson's Lane Estate
	38a	Tebay J30
	40	Grand Prix Depot + Units, Nenthead
Penrith	1	Gilwilly Industrial Estate
	3	Penrith 40 Business Park
	10	Scotland Road
	11	Robinson Street
	12	Skirsgill Business Park
	14	Redhills Penrith
	18	Blencow Quarry

Moderate Sites

11.102 Those sites identified as 'Moderate' are generally of reasonable quality but may be constrained limiting their full current availability or market attractiveness. Certain 'Moderate' sites may be of interest mainly to local occupiers only.

11.103 As a general policy approach to be reflected in the Development Plan we would recommend that proposals for non B class employment generating uses (such as trade counter uses, vehicle sales and repairs etc) which may come forward on 'Moderate' sites through the development control process (and also on individual employment sites and premises not examined as part of this study) should be permitted where the following qualifying criteria can be met.

- There would not be an unacceptable adverse impact on the quality and quantity of employment land supply when assessed against requirements and the scale and nature of supply and demand within the area. In assessing quantitative and qualitative issues, regard should be had to available land and premises in the local area and it will therefore be important to monitor take up and losses using this study to maintain an up to date base position. This should also include an assessment of the impacts on the ability to accommodate smaller scale requirements in the locality – as identified through our analysis of market demand, employment requirements are often for occupiers requiring small – medium sized space. Thus, in assessing qualitative impacts on employment supply, it will be important to assess the realistic potential of premises / sites to accommodate such development when assessing proposals for their release to other uses.

- There would be a net improvement in amenity – this would be particularly relevant for 'non-conforming' uses close to residential areas which create unacceptable environmental or traffic problems and where recycling to an alternative use would offer amenity benefits. For sites in existing employment use, consideration should also be given to the ability to relocate existing occupiers where this is necessary.

11.104 In respect of proposals for other non-employment generating uses such as housing, we would recommend that the following additional criteria are also applied:

- Details of active marketing - to allow the full consideration of specific demand, details should be sought on marketing including duration, method and price, particularly in relation to existing premises. As part of this assessment, consideration should be given to the appropriateness for subdivision of premises to allow for future v/ continued occupation.

- Viability of employment development – details of redevelopment costs to justify that employment development is not viable in the first instance, and if a pure employment scheme is not a viable form of development, whether mixed-use development (including an appropriate element of employment) is a feasible and desirable means of overcoming viability constraints.

11.105 In assessing details of active marketing, it will be important to ensure that this has been done for an appropriate period and in a robust way.

11.106 The precise period of marketing will be influenced by prevailing market conditions at the time but a minimum period of 12 months would normally be appropriate. Marketing should be carried out by an established commercial property agent and should include on-site boards, adverts in the relevant publications (national property publications and / or local press) and inclusion on the vacant property register. The extent of marketing required will vary from site to site depending on its size and type.

11.107 Proposals should also demonstrate that the site is being marketed at a reasonable price comparable to other similar sites and premises in the locality. Flexibility in marketing should also be demonstrated; for example, offering sites / premises on a freehold or leasehold basis and promoting opportunities for smaller requirements through sub-division.

11.108 In determining the viability for employment, we would recommend that a development appraisal should accompany proposals to clearly demonstrate why redevelopment for employment purposes is not commercially viable, identifying the abnormal and other costs which would prevent an appropriate employment scheme coming forward. A list of the ‘Moderate’ sites identified through this study are included in **Table 11.22**.

Table 11.22: 'Moderate' Sites

	Ref	Site Name
Alston and North Pennines	25	Alston Brewery
Appleby Area	20	Station Road
Kirkby Stephen Area	38b	Old Railway Sidings
	39	Wright Brothers Transport, Brough
Penrith	2B	Eden Business Park Phase II
	15	Stainton Haulage
	16	Flusco Recycling Depot
	41	Quarry Garage Stainton, Dacre

'Poor' Sites

11.109 Sites classed as 'Poor' generally perform poorly under the qualitative assessment, but can sometimes provide certain functions in the employment hierarchy such as through the supply of lower grade employment land and accommodation for secondary occupiers. Where in current employment use, such sites (as listed in **Table 11.23**) are identified as having potential for release from the employment portfolio.

Table 11.23: 'Poor' Sites

	Ref	Site Name
Alston and North Pennines	27	Alston Scrap Yard
	28	Former Foundry
Appleby Area	22	Eden Scrap Yard
Kirkby Stephen Area	-	-
Penrith	-	-

'Owner Specific' Sites

11.110 The study area contains a limited number of owner-specific sites, identified in **Table 11.24**. Subject to confirmation from the site owners that these areas and sites are still required to accommodate existing operations and future growth and expansion, we would recommend that these sites are protected as such through the Development Plan.

Table 11.24: 'Owner Specific' Sites

		Site Name
Alston and North Pennines	-	-
Appleby Area	36	Corus Quarry, Shap
Kirkby Stephen Area	35	British Gypsum
Penrith	9	Fire Fighters Charity
	13	Penrith Auto Mart
	17	University of Cumbria

'Other' Sites

11.111 For this particular study, a further type of site has been defined, categorised as 'Other'. These sites are those which we consider could form part of a mixed use allocation / future mixed use redevelopment incorporating an element of employment generating use. Such sites often comprise of already developed opportunities with certain development complexities, such as listed buildings, which may require a mix of uses to generate sufficient value to underpin commercial viability.

11.112 As with the release of moderate sites, in examining the optimum balance of uses appropriate for particular sites, details of redevelopment costs to justify that employment development is not viable in the first instance should be submitted. This information should also demonstrate that the proportion of employment being proposed as part of the overall mix is maximised, balanced with wider commercial, regeneration and other planning and design considerations.

Table 11:25 'Other' Sites

	Ref	Site Name
Alston and North Pennines	26	Alston Mill
Appleby Area	21	Former Appleby Creamery

	Ref	Site Name
Kirkby Stephen Area	-	-
Penrith	5	Greggs the bakery HQ
	6	Penrith Square
	7	Ullswater Road
	8	Carleton Hall Police HQ

F: Local Planning Policy Recommendations

11.113 We would recommend that consideration be given to adopting a hierarchical policy approach towards the protection and promotion of the employment portfolio, such as that summarised in **Table 11.26** below:

Table 11.26: Suggested Employment Policy Hierarchy

Issue	Suggested Policy Response
'Very Good' Sites	Identify 'Very Good' new employment opportunities and existing sites, protect for B class employment uses, set out site-specific development requirements where relevant.
'Good' Sites	Identify 'Good' new employment opportunities and existing sites, protect for B-class employment use, set out site-specific development requirements where relevant.
'Moderate' Sites	Identify 'Moderate' sites and opportunities. Adopt a criteria-based policy to assess non-B class uses which may come forward through the development control process. Also apply criteria generically to proposals which would result in the loss of premises not part of employment allocations or established estates.
'Poor' Sites	Identify 'Poor' sites as those which can be released from the employment hierarchy.
'Other' Sites	Identify 'Other' sites as those with potential for mixed use development with appropriate level of employment as part of the overall mix
General approaches to promote new employment in urban and rural areas	See sub-section C above

11.114 Implementation of appropriate on-going monitoring will be important in order to properly assess proposals impacting on employment land supply for example, proposals which would result in the loss of existing employment land or premises

11.115 Cumbria County Council already carries out annual employment land monitoring and we would recommend that this process continues. This monitoring should be undertaken with the full input of Eden District Council and other stakeholders such as local commercial agents to ensure the most robust assessment of supply.

11.116 Existing monitoring information is already analysed to a degree in terms of land use type etc. As an additional layer of analysis, and to enable easy comparison to the approach included in this study (and as already adopted through the District Council's recording of vacant property information), it would be beneficial to also break down employment land monitoring information, including completions, by the 4 sub-areas used in this employment land review.

11.117 Additionally, the recording of floorspace/site area split between different employment use types on sites, including those defined through current monitoring categorisation as 'mixed use' would allow for the more detailed analysis of supply and completions by specific use types.