

Stronger economy

Aim:

To create a stronger economy by promoting existing strengths, broadening the area's existing economic base and being more outward looking.



Section C



Objectives

- to make the most of the area's economic assets in a sustainable way
- to provide a range of employment sites to serve the needs of the whole area
- to contribute towards reducing social exclusion by providing employment opportunities

7 Stronger economy

This chapter sets out a strategic approach for economic development in the JSP area by establishing a spatial focus for future development and providing guidance on employment land, tourism and rural development.

Introduction

7.1 A stable and competitive economy is an important component of sustainable development. Such conditions help to ensure that everyone can benefit from higher living standards, greater job opportunities and an overall better quality of life. Making the best use of all of our economic assets is important in achieving this. The JSP area's economy continues to experience change in the face of global, national and local economic conditions. Chapter 3 highlights the key economic issues and opportunities facing the whole JSP area. Chapters 4 and 5 explain how these impact on the sub-areas and on different settlements.

7.2 Research undertaken on jobs and businesses in the JSP area portrays a very mixed message for the future of the area's economy. Comparative trends and statistics highlight relative disadvantages in relation to regional and national indicators. Key structural weaknesses are apparent in the area's economic base and these are reflected in major deprivation issues facing many of the people living in the JSP area. There are, though, many strengths to build on and opportunities to diversify the economic base by encouraging for example port related activity and manufacturing/distribution uses, chemicals and health, information and communication technology (ICT), food, tourism/arts/creative sectors and by encouraging agricultural diversification.

7.3 A key challenge is to make the best and most appropriate use of the JSP area's economic assets. Achieving sustainable economic development raises diverse issues for the urban, rural and coastal parts of the JSP area. A large existing supply of allocated employment land (much of which is constrained to varying degrees), relatively low land values and a significant stock of older premises, all contribute to problems of market failure in parts of the JSP area.

Strategic focus for employment development

7.4 *Regional Planning Guidance (RPG) for Yorkshire and the Humber* reinforces national guidance relating to the importance of concentrating economic activity in **existing urban areas**. Such locations have a crucial role to play in achieving sustainable economic growth and investment in the region. They offer the scope for a high level of interaction with other businesses and provide business support infrastructure and high levels of accessibility for people travelling to them.

7.5 Whilst the majority of employment development should generally take place within existing urban areas, there are some uses that are not appropriate. Storage and distribution uses for example tend to use significant areas of land and generally involve low levels of employment. They also tend to generate significant traffic movement. Manufacturing activities that use or produce bulky goods can also have similar characteristics (although levels of employment vary considerably depending on the nature of the activity). RPG sets out that for such uses, where an urban location is not appropriate, other locations that can take advantage of **multi-modal freight transport** infrastructure should be considered.

7.6 The following sections provide guidance on where the majority of new economic development in the JSP area will be focused over the Plan period. This approach seeks to use and promote the area's existing strengths to help broaden the existing economic base and to encourage a wider

outlook to regional, national and international markets. In particular, strategic employment sites are identified to meet specific requirements identified in RPG.

Existing urban areas

7.7 Hull forms the dominant employment centre in the JSP area. The City Centre alone provides the location for over 35,000 jobs. These are significant opportunities to reinforce the sub-regional centre role of the City Centre as a focus for major office, leisure, cultural/tourism uses, digital industries and other uses allied to its central retailing function. The traditional employment areas of the City along the River Hull and east and west along the Humber also have very significant employment levels and offer great scope for growth, particularly through the re-use and adaptation of sites and older premises. Within the sub-regional urban area and particularly within the City Centre, there are significant opportunities for developing the existing ICT sector. This is recognised as a vital element in developing the overall economy of the JSP area and in particular addressing issues of social exclusion within Hull.

7.8 The principal towns of Bridlington, Goole and Beverley account for about a third of the jobs in the East Riding. The other towns identified in Policy DS3 of the development strategy also provide a smaller scale focus for employment, enterprise and facilities. All of these towns have the capacity to act as 'hubs' for enterprise, leisure, employment, education and ICT services for their hinterlands, and as drivers to the regeneration of rural and coastal areas. Opportunities exist to take advantage of previously-developed land and existing premises although the supply of such opportunities varies from town to town.

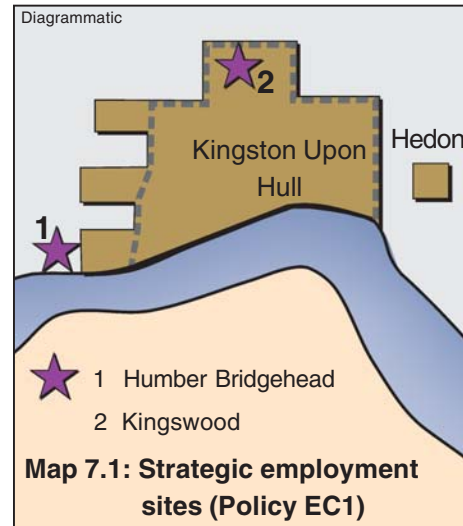
7.9 Hull City Centre and the centres of the principal towns and other towns, as defined in the JSP development strategy, are all regarded as having an important role to play in terms of promoting economic growth in the area. These centres act to varying degrees as a focus for shopping, cultural, social, leisure and business services. Within the sub-regional urban area, district centres at Holderness Road, Hessle Road and North Point, Bransholme together with smaller town centres in Hessle and Cottingham fulfil a more localised role. Promoting and supporting the vitality and viability of all of these centres is a significant factor not only in terms of retaining and creating new job opportunities but also in terms of supporting the wider role of each of the settlements. In particular these centres can contribute significantly to improving the quality of life of local people. This issue is discussed further in Chapter 9.

7.10 The overall JSP development strategy at Chapter 5, together with the district and small town centres mentioned above, fulfil the role of a **strategic centres' hierarchy** for retail and other key town centre uses, allowing for the application of a sequential approach as required in *PPG6 – Town Centres and Retail Development* (1996). The following text describes the role and function of each strategic centre within this hierarchy.

- The sub-regional centre, Hull City Centre is the preferred location for high trip generating uses including major retail, leisure and community services which serve the whole of the JSP area and, in some cases, are of regional significance. It is also the focal point for office and other commercial uses. In particular, the City Centre is the prime location for 'pure offices' (B1(a) of the Use Classes Order). Such uses are instrumental in creating the high intensity of local interaction and quality higher level support functions (retailing and personal services) needed to promote vitality and viability. Development in all other centres within the JSP area should be complementary and support the City Centre in its role as the economic driver for the whole of the sub-region.

- Beverley, Bridlington and Goole are identified in Policy DS2 as principal towns and the centres of these settlements are also the focus for retail, leisure and community services which serve the respective town and its hinterland. They are also important providers of local employment opportunities.
- The various towns identified in Policy DS3, the district centres and other smaller town centres referred to in paragraph 7.9 above provide a similar focus for local facilities, activities and employment, serving the catchment area of each town or district centre.

7.11 RPG requires **premium sites** for major employment projects to be established in the region. These will be identified through the development of ‘new’ RSS, taking into account the results of a Regional Employment Land Survey (RELS). Premium sites should provide locations for major employment projects with a national or international choice of location (generally within the size range of 15 - 40ha) designed to meet the needs for high-tech products and processes and service sector growth. RPG indicates that two premium sites could be identified in the Humber sub-region (this area includes both the north and south banks of the Humber). Two sites are identified in the JSP area as being suitable for such development. These are set out in Table 7.1 and shown on Map 7.1. Within this document, these sites are referred to as **strategic employment sites**. These designations are subject to the completion of the RELS and ‘new’ RSS. Both are well located to support and enhance the role of the sub-regional urban area and, in each case, they link to strategic urban bus priority corridors identified in Chapter 8.



7.12 Development of these sites offers the scope to attract activities and businesses that otherwise may not have come to this area, provide job opportunities and contribute to the success of the wider Humber Trade Zone (HTZ) initiative. Any development should complement and not

Table 7.1: Strategic employment sites (Policy EC1)

Kingswood

- Within Hull, near the northern boundary of the City
- Key location for development in the JSP area over and beyond the Plan period
- Stage of development well advanced with housing, employment, retail and leisure uses
- Over 32ha of remaining land committed for employment development

Humber Bridgehead

- Located to the west of the City, in close proximity to the Humber Bridge
- Allocated in the *Beverley Borough Local Plan* for recreation, tourism and B1 uses of a generally open nature and of a prestigious nature to take advantage of the special location at the Bridgehead
- Almost 20ha of allocated land available

detract from achieving wider urban renaissance objectives, particularly those relating to the City Centre. Issues of displacement in particular from the City Centre will need to be carefully considered in recognition of the City Centre's crucial role in achieving sustainable economic development within the JSP area. Development comprising pure office uses should in the first instance be focussed in the City Centre and should only be allowed at these strategic sites where the impact on the City Centre is considered to be acceptable.

7.13 The settlements identified in the development strategy form the main employment centres in the JSP area. Policy EC1 provides greater focus on this approach in order to achieve a sustainable balance of employment, housing and facilities in these places and to promote urban and rural renaissance. The level and nature of development should support the roles and functions set out in Chapter 5 for each of these settlements.

Policy EC1

(a) Provision for most employment development will be concentrated in the sub-regional urban area, the principal towns and other towns identified in the development strategy, commensurate with their role and function.

Development needs should primarily be met through the re-use of land and buildings in existing employment areas and/or existing employment allocations, subject to the approach outlined in Policy EC4.

(b) Hull City Centre will be the prime location for "pure office" development within the sub-region and will act as the preferred sub-regional focal point for major shopping and other commercial uses, health, education, leisure, recreation, entertainment, cultural and public services and any other high trip generating uses.

(c) The principal town centres, town centres and district centres will provide complementary office, shopping and other commercial uses, health, education, leisure, recreation, entertainment, culture and public service uses. Development should be commensurate with each centre's role and function, as outlined in the overall JSP development strategy and in relation to their position in the strategic centres' hierarchy.

(d) Land at the Humber Bridgehead and at Kingswood will act as strategic employment sites. The two locations are proposed to meet the needs of major projects with a national or international range of choice of location, generally within the size range 15 - 40ha, designed to meet the needs for high-tech products and processes and service sector growth. The normal minimum development should be 5ha including provision for later expansion. Pure office development and major service sector proposals will only be considered at these locations if it can be shown that:

- (i) it cannot be accommodated in Hull City Centre; or**
- (ii) it will not diminish future investment in Hull City Centre; and**
- (iii) it will not put at risk the strategy set out in the Hull City Centre Masterplan.**

Multi-modal freight transport corridors

7.14 As outlined in paragraph 7.5, much employment development will either not be suitable for an urban setting or will simply be of an inappropriate scale for such a location. Where this is the case, new development should be focused on locations that are still easily accessible to the existing workforce and that can take advantage of multi-modal freight transport infrastructure.

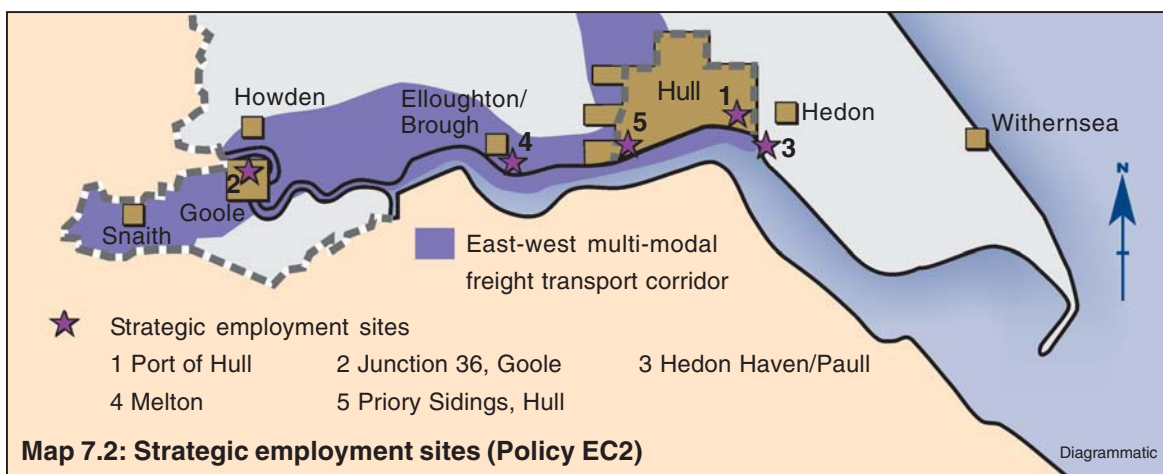
7.15 The JSP area’s strategic rail, water, port and highway links (as detailed in Chapter 8) provide important and almost unique opportunities for multi-modal freight transport. To make the best use of these assets, they should act as a focus for industries that use, produce or distribute bulky goods and materials. The strong presence of agriculture and manufacturing in the JSP area places a premium on being able to move goods and materials in and out of the area.

7.16 Such an approach can also contribute to a more outward looking economy, capable of accessing national and international markets. As a business location, the JSP area is ideally placed to access huge markets in the UK, Ireland, and in European and Baltic States. However, many businesses in the sub-region have predominantly local markets. Local and regional economic strategies currently acknowledge that not enough is being made of the Humber Ports and the Estuary as an asset. The Humber Trade Zone (HTZ) initiative, a concept proposed by Yorkshire Forward in its Regional Economic Strategy, aims to exploit the current and potential assets of the Humber ports and Estuary for the greater wealth of the UK, whilst ensuring that the benefits are specifically captured in the Humber sub-region and in the wider Yorkshire and Humber region. The HTZ initiative therefore seeks to:

- generate more trade, particularly higher-value operations around the Estuary;
- target support at specific Estuary and related industries;
- overcome constraints to the use of transport infrastructure, land and premises; and
- build on the role of Hull as a gateway into the UK.

East-west multi-modal freight transport corridor

7.17 RPG places great emphasis on an east-west regional corridor as part of the wider Trans-European Network (TEN). A significant part of this corridor lies within the JSP area (refer to Map 7.2). In particular, key components of this corridor include the ports of Hull and Goole, M62/A63 road link, east-west rail line, existing and potential rail freight terminals, the Humber Estuary, the Aire and Calder Navigation, the River Aire and the River Ouse. Promoting and developing the function of this corridor, as a multi-modal freight transport corridor, and as a focus for businesses that need these links, will benefit the economy of the JSP area and the wider region. Key challenges are evident to remove constraints to the better use of the infrastructure and improve opportunities to transfer goods between modes.



7.18 RPG specifically requires a limited number of key sites on the north bank of the Humber (in total adding up to 100ha) to be identified as **estuary related sites** as part of the HTZ. It is expected that these allocations should be wholly (or at least largely) based on existing allocations. The identification of sites is dependent on the RELS and the new RSS. In the meantime, the JSP identifies five **strategic employment sites**, which are directly related to the Estuary. These are set out in Table 7.2 and shown on Map 7.2.

7.19 All of these sites were identified in the Humberside Structure Plan as strategic employment sites. Some have increased in size, through local plan allocations, and some sites have been partly developed. The strategic significance of these locations has been re-assessed against the JSP development strategy and the relevant sub-area priorities. They are still considered to be of strategic importance in that they:

- provide direct access to the multi-modal transport links of the east-west corridor, providing access to national and international markets;
- are close to the main centres of population/workforce, other businesses, suppliers, and more comprehensive public transport service; and
- have potential to make a significant contribution to the JSP area’s regeneration needs.

Table 7.2: Strategic employment sites (Policy EC2)

Port of Hull

- Variety of employment land allocations within and around the port, totaling nearly 100ha
- Offers key opportunities for rail, port and estuary related uses

Junction 36, Goole

- Over 100ha of land, most of which is already committed for employment use
- Offers key opportunities for rail, port and estuary related uses

Hedon Haven

- Over 80ha of land to the east of Hull, between Paull and Saltend
- Suitable for uses that require access to the deep water estuarial channel (such sites are a scarce resource both regionally and nationally)

Melton

- Approximately 90ha of land with good multi-modal rail and road links (with potential for linkage to the Estuary)
- Offers key opportunities for major employment developments that use, produce, store or distribute bulky goods

Priory Sidings

- Approximately 26ha of land remain to be developed within the western boundary of Hull, to the north of the main east-west railway line and the A63
- Proximity to Hull Port, existing railway line, and a significant potential workforce are key features of this site

7.20 Concentrating efforts in these areas helps to retain a focus on bringing forward these long-standing assets. It is important that these locations are developed for end-users that need a particular location for example, in the case of Hedon Haven, a use that specifically requires deep-water facilities. They should not simply be viewed as alternatives to developing within the settlements identified within the development strategy. Concentrating efforts on existing sites also helps to avoid any further impact on the JSP area's strategic nature conservation assets, many of which are concentrated along the Estuary.

7.21 The area of land included within the east-west corridor is very significant. Although it is anticipated that most new development will be focussed on the strategic employment sites listed above, development in other locations may also be appropriate. Such development will need to be specifically related to existing or proposed transport infrastructure and be well related to settlements identified in the development strategy which act as nodes on the corridor. Such development should complement the approach set out in Policy EC1.

7.22 In order to maximise the potential from such locations it will often be necessary to improve or in some cases provide new infrastructure. Existing transport infrastructure will often not be able to cope with the proposed level of new development. Particularly with regard to promoting multi-modal freight transfer opportunities, it will often be necessary to provide new or improved waterway and rail facilities, for example, a new rail route serving Hedon Haven or improved freight handling facilities at Melton.

Policy EC2

- (a) A regional east-west multi-modal freight transport corridor should provide a focus for:**
- (i) the movement of freight, particularly by rail and water;**
 - (ii) major manufacturing, storage and distribution uses generating large freight movements; and**
 - (iii) improved and new facilities enabling the efficient and integrated movement of freight by and between different transport modes.**
- (b) The focus in this corridor for most new employment development for manufacturing, storage and/or distribution purposes will be on the following strategic employment sites:**
- (i) in and around the port of Hull;**
 - (ii) at junction 36, Goole;**
 - (iii) at Melton;**
 - (iv) at Priory Sidings, Hull; and**
 - (v) between Hedon Haven and Paull.**

The piecemeal development of these strategic sites will be resisted. The land between Hedon Haven and Paull will be reserved for uses that require access to the deep-water estuarial channel.

- (c) Proposals for manufacturing, storage and/or distribution uses in other locations within this corridor will only be allowed in exceptional circumstances, where a definite need is identified and where this supports the overall development strategy.**
-

North-south multi-modal freight transport corridor

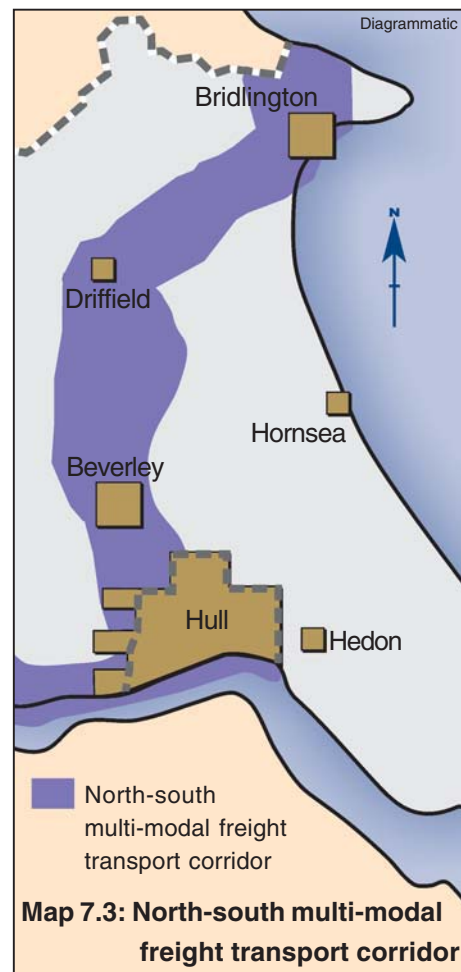
7.23 In the longer term, potential exists to promote and develop a multi-modal freight transport route along a north-south corridor, linking major settlements in the JSP area, through to North Yorkshire and beyond (refer to Map 7.3). In particular, key components of this corridor include the road and rail links (between Hull, Beverley, Driffield, Bridlington and beyond to North Yorkshire), the River Hull, Beverley Beck and the Driffield Canal. The anticipated scale and role of this corridor is not as great as the east-west route, but nonetheless significant opportunities exist for improving the movement of freight. Much of the infrastructure is already in place to achieve this, but some is disused and there are few opportunities for integration between different transport modes. Nevertheless, the rail freight study identifies Great Driffield and Carnaby as suitable locations for rail freight development.

7.24 As with the east-west route, the area of land included within this corridor is very significant. Similar issues to those discussed in paragraph 7.21 regarding the need to relate new development to existing settlements and to complementing the approach set out in Policy EC1 apply.

Policy EC3

The longer term opportunity to establish a strategic north-south multi-modal freight transport corridor will be promoted, in particular by:

- (i) **improving the capacity and specification of the rail line from Hull to Bridlington and beyond for freight use;**
- (ii) **bringing the Driffield Canal back into active use;**
- (iii) **identifying opportunities for integration between different transport modes; and**
- (iv) **investigating other opportunities to make better use of the existing transport infrastructure.**



Employment land review

7.25 RPG provides a framework for planning the overall provision of employment land including a requirement to ensure a good (but not excessive) overall supply and range of sites for employment land to satisfy sub-regional and local development needs. It highlights that in general terms across the region, there is too much land allocated for employment development. As stated earlier, the RELS will inform the development of new RSS. In particular this should offer further guidance on the broad location and number of sites to meet requirements at regional and sub-regional levels.

7.26 Within the JSP area, there is a large supply of land and premises that are available for industrial or commercial uses. This includes the various strategic employment sites listed in

Policies EC1 and EC2. Based on research carried out in 2000:

- almost 900ha of land was allocated or committed for employment use in existing Local Plans;
- at the average past take-up rate of 33ha per annum, the total allocated employment land supply in the JSP area would last about 27 years;
- based on respective average take-up rates, there is a 15-year supply in Hull and a 38-year supply in the East Riding - this land has the capacity to accommodate almost 85,000 jobs; and
- in addition, there is a further 350,000m² of vacant industrial floorspace and 50,000m² office space (most of this is located in Hull) - this could accommodate an additional 10-15,000 jobs and, based on recent planning approvals, could provide an additional 3-4 years of supply.

7.27 Based on past take-up rates and the capacity of existing employment allocations, there is more than an adequate supply of allocated employment land in the JSP area. A key strategic issue is to review this existing provision, not to add further to the supply and to ensure that future employment development supports the JSP development strategy and responds to the different sub-area priorities. Local Development Frameworks (LDFs) provide the mechanism for this review.

7.28 At a strategic level, different pictures emerge in Hull and the East Riding. Within **Hull** the 15-year supply will enable past development rates to continue throughout the life of the JSP. In light of this and the wider economic significance of the City, there is a need to maintain this overall level of employment land. There is however scope to:

- consolidate the supply within key employment clusters relating, for example to ICT, port and logistics, chemicals and health, food and tourism/arts/creative industries; and
- adopt a more pro-active approach to bringing land and buildings back in to use along the River Hull and in the eastern and western employment corridors.

7.29 This approach is based on maintaining the current level of employment land in the City but examining the potential to re-focus the current distribution. Opportunities exist to produce a more attractive portfolio of employment land and at the same time create more sustainable patterns of development in the City. This needs to be co-ordinated with the realisation of new housing from urban potential opportunities, clearance and remodelling approaches in the City (as discussed in Chapter 6).

7.30 Within the **East Riding**, the 38-year supply of land would last 3 times the JSP period based on past take-up rates. There is clearly a need to reduce the overall supply of employment land. This should provide greater certainty to developers and should allow a more focussed approach to funding any necessary land preparation works. Within this approach, there may still be a need for some new allocations to ensure that settlements fulfil the role envisaged for them in the development strategy. The review will need to:

- recognise and respond appropriately to the roles envisaged for different settlements in the JSP development strategy;
- focus on the need to overcome site constraints and make use of vacant industrial floorspace, particularly in Beverley and Goole; and
- recognise local employment needs and in particular the contribution that relatively small allocations in rural areas can make towards promoting rural renaissance.

Table 7.3: Employment land supply by sub-area

The following information is based on employment land surveys carried out in Hull (November 1999) and in the East Riding (July 2000). It is intended to provide an indication of the distribution, size and concentrations of employment land across the JSP area. Settlements identified in the development strategy and other important employment areas are highlighted in bold.

Central sub-area

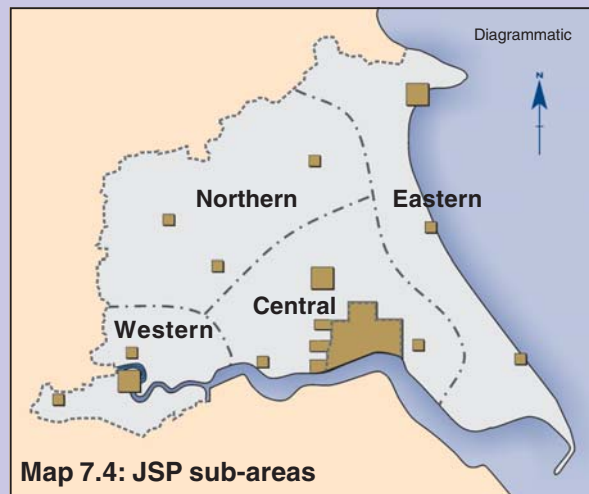
Within the Central sub-area, surveys suggest that there are around 548ha of vacant employment land, around 45% of which is in Hull with a further 6% in the East Riding settlements bordering the City (which together comprise the sub-regional urban area).

Within **Hull** itself, most employment land is found within 3 main corridors- the **Eastern Corridor** comprising land within the operational area of Hull Port and to the north of Hedon Road; the **Western Corridor** including Priory Park East and land to the south of Clive Sullivan Way; and the **River Hull Corridor**, including Kingswood in the north and the Heartlands area, which extends from the mid-lower part of the corridor around the Estuary. Characteristics of the supply in Hull by size of site are:

- 4 sites over 10ha in size including 2 within the Western Corridor (13ha at St Andrew’s Quay and 26ha currently remaining at Priory Park East). 1 site of 25ha is within the operational port area in the Eastern Corridor and 1 site of 49ha (although 43ha currently remain) is located at Kingswood in the River Hull Corridor;
- 7 sites between 5-10ha. Of these, 5 are available within the Eastern Corridor, including 4 sites within the port area around both the King George and Alexandra Docks and 3 lie north of Hedon Road. 2 are located within the River Hull Corridor at Leads Road (Sutton Fields) and Sculcoates Lane;
- nearly 40% of employment sites of the size 1-5ha are concentrated in the River Hull Corridor around the Sutton Fields area, in the Western Corridor around the Wiltshire Road area, and in the Eastern Corridor, mainly within the operational port area;
- only 4 sites lie within the City Centre and all of these are less than 1 hectare;
- almost half of the total number of available sites in Hull are less than 1ha in size with over 50% of these being concentrated in the River Hull Corridor.

Within the **East Riding**:

- there are two large employment areas located along the A63/M62 corridor at **Melton** (a group of sites totalling 86ha) and at **Elloughton/Brough** (50ha);
- just outside the City, there are sites at the Humber Bridgehead, **Hessle** (at least 20 ha); the former De la pole hospital site (5ha) between Willerby and Cottingham; Priory Park West (6ha) and one other small site at Hessle;



- a large site at **Hedon Haven** (81ha) fronts the Humber Estuary between Paull and Saltend, where there is also one site just under 5ha;
- in **Hedon** there is one site just under 10ha, and a further site at Burstwick just under 5ha;
- over 15ha of employment land remain at Brandesburton.

Western sub-area

In the Western sub-area, Goole is the principal town, with the settlements of Howden and Snaith providing a supporting role. Employment land surveys suggest that there is around 150ha of vacant employment land in the Western sub-area. Most of this (76%) is located in Goole with a further 11% and 1% respectively in Howden and Snaith.

- the largest concentration of employment land is found at Goole, where there are three sites totalling 116ha (the largest site is 90ha);
- in **Howden**, there is over 17ha of employment land on one site;
- on the Humber Estuary, there are two sites at Howdendyke totalling 10ha;
- along the A63 corridor, there are two small sites of 1.5ha or less, one at Newport and one at Gilberdyke;
- to the west of the JSP area, there are 2 sites at Pollington totalling nearly 6 ha and a further site at **Snaith** of less than 1ha.

Northern sub-area

Driffield, **Market Weighton** and **Pocklington** are the largest settlements in the Northern sub-area. Employment land surveys suggest that there are around 106ha of employment land in this area. 70% of this land is located within these settlements with the remaining 30% distributed across a range of smaller settlements:

- the largest concentration is at **Pocklington** where there are three individual sites totalling approximately 41ha and an additional 9ha at Full Sutton airfield;
- over 17ha of land on three sites at **Market Weighton**;
- nearly 16ha of employment land at **Driffield**;
- 12ha at Holme on Spalding Moor;
- nearly 11ha at Hutton Cranswick;
- less than 0.5ha in Nafferton.

Eastern sub-area

In the Eastern sub-area, **Bridlington** is the principal town, with the settlements of **Hornsea** and **Withernsea** providing a supporting role. Employment land surveys suggest that there is around 82ha of vacant land in this area. The vast majority of this land is located in Bridlington:

- in the **Bridlington** area, there is a large concentration of employment land at Carnaby to the south of the town (73ha) and two smaller sites totalling 2.4ha in the town;
- there are three sites all under 4ha in **Hornsea**;
- at **Withernsea**, there is one site under 3ha;
- there are individual sites under 1ha at Aldborough, and Easington.

7.31 Table 7.3 provides a summary of the employment land supply in the JSP area by sub-area. This information helps to explain the overall JSP development strategy (in particular, why certain settlements are promoted as being suitable for further development) and provides a context against which to undertake employment land reviews. Regular monitoring, in particular to assess the rate of take-up in different areas, and consideration of more up-to-date information will be required to ensure that more sustainable patterns of development are achieved.

7.32 Across the JSP area, existing employment land and premises will continue to come under pressure for alternative uses. Employment land reviews will need to consider the role and contribution of existing employment areas and sites and their appropriateness for other uses such as housing, retail and community facilities. This process should lead to the identification and protection of existing employment sites and premises and new allocations for employment development, that:

- are important to retaining an appropriate supply and choice of employment land for a settlement; and
- that contribute to an overall balanced mix of uses for that settlement.

7.33 Policy EC4 represents a sequential approach to identifying a sustainable pattern of employment land across the JSP area, which supports the overall JSP development strategy. The two local authorities will work together in taking a consistent approach to the review of employment land that will eventually be incorporated into respective LDFs. More detailed criteria used in determining the scope of this review will be considered based on the key principles established in Policy EC4.

Policy EC4

(a) Local Development Frameworks should review the role of existing employment areas and the supply of employment land to confirm, de-allocate or re-allocate existing employment land and to consider the need for new allocations to support the role and function of settlements as set out in the development strategy.

(b) A range of sites will be provided and protected to meet different demands of employment activities. Priority will be given to employment opportunities that:

- (i) make the best use of existing infrastructure, including previously-developed land and buildings;**
 - (ii) are well related to strategic highway, rail and water links; and**
 - (iii) facilitate access by walking, cycling and public transport for the workforce.**
-

Making the best use of existing employment land and premises

7.34 The large stock of employment land identified above represents a much under-utilised resource. A very significant proportion of the area's vacant and/or underused properties are located in Hull City Centre. This presents a valuable opportunity to focus greater levels of development activity in this area, particularly relating to major office, retail and leisure issues. This will have positive benefits for both the City and the wider JSP area. Bringing this resource back into active use (subject to an assessment of the suitability of individual sites and buildings as set out in Policy EC4) is a key strategic investment priority for the JSP area. This will help to reduce the long-term need for more land and make better use of existing resources and infrastructure within settlements.

7.35 Over the plan period, it is likely that a considerable proportion of new jobs created will relate to existing employment establishments. In the interests of promoting economic prosperity, it is important that existing businesses are encouraged to intensify and grow where appropriate. Local

Table 7.4: Supply and demand for employment land and premises

Supply	Demand
<ul style="list-style-type: none"> • Much of the allocated employment land requires preparation works and in many cases this is not firmly programmed or funded; • Much employment land is accounted for by a small number of key sites at existing strategic locations (refer to Policies EC1 and EC2); • There is under a 3-year supply of readily available employment land relative to past take-up rates; • Most of the vacant industrial floorspace is in larger units and is focused in older industrial areas. 	<ul style="list-style-type: none"> • Enquiries for sites and premises vary in range - from different sectors and for different sized premises; • Manufacturing enquiries remain dominant but increasing levels of office enquiries are evident; • The focus of recent development activity has been on smaller units and B1 uses; • Whilst most of the recent activity has been 'new build' a significant proportion is accounted for by extensions; • Low land values and market failure are prominent features of the local property market.

amenity issues such as increased traffic movement, noise pollution and visual impact will need to be considered in determining the appropriateness of any such development.

7.36 Most development arising from expansion or intensification is likely to take place in the settlements identified in the development strategy (DS1 – 3). Such development can therefore support the JSP strategy and reinforce the approach set out in Policy EC1. In the East Riding, there are also important employment uses, for example various horticultural enterprises and large Ministry of Defence establishments (at Leconfield and Driffield). Such uses are significant in terms of the numbers of people employed.

7.37 Key issues relating to the supply and demand for employment land and premises in the JSP area are summarised in Table 7.4.

7.38 Planning, regeneration and economic development strategies and initiatives all have key roles to play in making more effective use of this supply of employment land and buildings. Although this is likely to involve considerable levels of funding and commitment over a long period of time, the benefits to the various settlements identified in the development strategy should be considerable.

Policy EC5

(a) The best use of employment opportunities identified in the review process set out in Policy EC4 will be made by:

- (i) overcoming constraints to the use of employment land – particularly to achieve a short-medium term stock of readily available employment land and buildings;**
- (ii) encouraging adaptation, sub-division and/or clearance/redevelopment of empty or underused buildings; and**
- (iii) comprehensively revitalising older industrial areas - to improve their attractiveness to new business;**

(b) The intensification and growth of existing employment uses will be encouraged where this supports the JSP strategy.

Tourism

7.39 Tourism has traditionally been a key economic activity in parts of the JSP area. Many of the JSP area's built and natural assets, including attractive countryside, act as major visitor attractions and tourism expenditure (direct and indirect) contributes significantly to the economy. Bridlington and the coast account for much of this value in the East Riding. Beverley and the Wolds are also important, due to the growth of heritage led and countryside related tourism.

7.40 The number of jobs supported by tourism has increased in both Hull and the East Riding. In addition, tourism can help to support existing services and facilities to the benefit of local people. Hull attracts many visitors with its central mass of attractions such as museums, theatres, cinemas, art galleries, shopping areas, restaurants and hotels. The opening of The Deep has added significantly to the City's reputation as a tourist destination. Special events such as the Sea Shanty Festival in Hull, Hull Fair and the Beverley Folk Festival attract many people for individual day trips or for longer stays.

7.41 Although traditional 'bucket and spade' tourism has continued to decline, tourism still forms an important component of the coastal economy (with figures showing that it was worth £229 million in 1999). Recently the short break market has been more effectively targeted, through dedicated initiatives. In addition, Bridlington has established itself as a destination for business tourism.

7.42 Natural resources such as the Humber Estuary, the Wolds and the coast are increasingly recognised as offering scope to develop 'green tourism' initiatives related to, for example, walking, cycling and birdwatching. Chapter 8 highlights the long distance footpaths and national cycleways that run through the JSP area. Smaller towns can act as hubs for services, offering for example accommodation for visitors.

7.43 Around one million passengers travel annually through the Port of Hull. The recent introduction of new 'cruiseliners' will enable even greater numbers of passengers to travel each year. Although many people currently pass directly through the area, opportunities exist to encourage more short and medium stay visits and consequently to increase levels of tourism spending in the area.

7.44 Tourism provides a key opportunity to regenerate our urban and coastal areas and diversify the rural economy. Such development can also have significant nature conservation benefits and can improve awareness of biodiversity. Tourism growth must however be environmentally, socially and economically sustainable. Inappropriate development can damage sense of place, have adverse impacts on important environmental assets and generate unsatisfactory levels of traffic. Many of the other policies in this Plan are therefore very relevant to ensuring tourism development takes place in a sustainable way.

Policy EC6

Tourism development will be promoted mainly in existing settlements, in line with the overall development strategy. Proposals should be of a suitable scale and form to complement their locality.

Development generating substantial transport movement should be accessible by public transport and be consistent with the policies to protect sense of place and achieve a high quality built and natural environment.

Employment in rural areas

7.45 Large parts of the JSP area are rural in nature. A variety of pressures and issues face such areas. For example, population growth, fuelled by in-migration, has served to place pressures on some areas to accommodate new housing. Issues of rural disadvantage and deprivation are evident, as highlighted in Chapter 4. More remote rural and coastal areas lack existing employment opportunities, facilities and public transport services. Unemployment rates are also relatively high in some areas, such as in south-east Holderness.

7.46 Urban and rural economies are not separate. They face many common issues and opportunities. There is, though, a need to provide further guidance on employment development in rural areas to achieve appropriate forms of development. Agriculture is a major user of land in the JSP area with 95% of the land in the East Riding in some form of agricultural use. Key characteristics of this sector are as follows:

- whilst employment levels have fallen sharply, agriculture remains an important economic sector in the JSP area, particularly in relation to the national picture;
- arable farming is dominant in the JSP area, largely cereal-based, but also crops such as oil seed rape - nearly half of all agricultural land is of the highest grades (1 and 2) compared to 16% nationally; and
- pig farming and horticulture are also important activities - the Humber sub-region accounts for nearly 9% of England's glasshouses and an eighth of the total number of pigs in England.

7.47 The rural economy faces very significant challenges. Over the last few years, income from farming has continued to decline and profitability remains at very low levels. Major crises such as BSE and Foot and Mouth have impacted severely on agriculture and the rural economy in general. The Common Agricultural Policy is facing reform and current EC proposals will result in substantial reductions in direct support payments made to farmers (although more money will be available for agri-environment and rural development schemes). Implementation of EU Directives has resulted in increased regulation for agriculture. In addition, consumers are increasingly demanding higher quality, safer and more 'traceable' food. Farmers are increasingly looking to diversify beyond agriculture to supplement incomes through activities such as holiday accommodation, tourism developments, sport and recreational activities, nature trails, farm shops, equestrian businesses and craft workshops. In addition, there is growing interest in and support for local food-related initiatives. The economic benefits from maintaining a high quality environment and managing pressure for change in a sensitive manner are considerable.

7.48 In response to many of these pressures, the Government published in 2002 the Strategy for Sustainable Farming and Food. Key themes of this strategy include:

- A more effective food chain with farmers reconnecting with the market and working more co-operatively;
- Enhancing the environment by reducing pollution and increasing uptake of agri-environment schemes;
- Greater investment in people, technology transfer and devising a food industry strategy; and
- Healthy communities through better nutrition, food safety, improved animal health and welfare and support for rural communities.

Planning is considered to have a crucial role to play as an enabling mechanism for what will be a significant change process. The JSP will support this process as far as practicable.

7.49 There is a need to balance the conservation of the countryside, with the maintenance of a viable rural economy and sustainable communities. Development in rural areas should be focused on providing local employment opportunities and maintaining or enhancing the vitality and viability of the local area rather than those of the wider JSP area. Pressures to overcome isolation/deprivation and to maintain and enhance the character and qualities of rural areas can be difficult to manage. Improved public transport provision and telecommunication links should help to secure wider and improved access to employment, education and training opportunities for rural communities.

7.50 Employment development in rural areas should strengthen and diversify the local economy and should enable rural businesses to become more competitive and to adapt to changing markets and other circumstances. The towns identified in the JSP development strategy have a clear role to play in providing employment opportunities in the more remote rural and coastal parts of the JSP area. These towns can act as employment hubs and, as a consequence, can reduce the need for more dispersed patterns of development. Employment development in other locations can also have an important role to play in sustaining rural communities. The scale of development is a key consideration. Development proposals should not result in significant levels of commuting or traffic generation. In particular, existing buildings offer a resource that can be re-used for economic purposes, often with limited effect on the character of an area.

Policy EC7

The main focus for employment development in rural areas should be the towns identified in the development strategy. Elsewhere, employment development which strengthens and diversifies the rural economy will be supported where this maintains the viability and vitality of the local area, enables rural businesses to become more competitive and adapt to changing markets and where the scale of development and the level of traffic generation is appropriate to the character and appearance of the surrounding area.

Table 7.5: Monitoring table - Stronger economy				
Policy	Indicator	Target	RPG link	Implementation
Existing urban areas (EC1)	<p>% of employment development within each of the sub-areas and within the sub-regional urban area, the principal towns, towns and other settlements respectively</p> <p>% of floorspace granted planning permission in major B1 use office development in and out of the strategic centres</p> <p>% of floorspace granted planning permission relating to uses set out in EC1(b) and (c)</p> <p>% of employment development on previously-developed land</p> <p>% of employment development by B1, B2 and B8 within the strategic sites defined in EC1</p>	Establish baseline data and set appropriate targets	E4 SOC3 E5	LDFs EDSs RESHAP
Multi-modal freight transport corridors (EC2, EC3)	% of employment land development by B1, B2 and B8 within defined multi-modal freight corridors	Establish baseline data and set appropriate targets		LDFs EDSs RESHAP
Employment land review (EC4)	<p>% of employment land allocations within each of the sub-areas and within the sub-regional urban area, the principal towns, towns and other settlements respectively</p> <p>% of employment allocations on previously-developed land</p>	Baseline established through assessing existing plans	P1 E4	
Making the best use of existing employment land and premises (EC5)	<p>% of employment land within each of the site availability categories as set out in RELS</p> <p>Level of vacant industrial and commercial floorspace by settlement</p>	Reduce	E3 S3	LDFs EDSs RESHAP
Employment in rural areas (EC7)	As per relevant indicators in EC1	As per relevant targets in EC1	E4 SOC3	

