



A PLACE TO WORK AND LEARN

A PLACE TO WORK AND LEARN

AIMS

To

- Attract high quality employment, and training facilities, to meet the needs of business and the working age population
- Ensure the long-term sustainability of Liskeard as a thriving, prosperous place and modern market town
- Provide high quality services to local residents and the surrounding rural communities

Strategic Approach

The main elements of the strategy are to:

- Promote quality employment growth
- Build on existing viable businesses which provide local employment opportunities and a range of services for both the people living in the town and surrounding area
- Improve skills and training
- Establish an innovation/home business support hub
- Encourage renewal of 'tired' employment sites
- Ensure that employment opportunities are available in the rural part of the Neighbourhood Plan area.

OBJECTIVE 1 - Promote quality employment growth and

OBJECTIVE 2 - Build on existing viable businesses which provide local employment opportunities and a range of services for both the people living in the town and surrounding area by:

- a) Relating the rate at which employment land becomes available to the rate at which additional housing is provided, so that the town is less reliant on employment elsewhere
- b) Provide a well located range of sizes and tenures of buildings and land, avoiding reliance on one large site by having several options, so that new businesses can set up, and existing businesses can expand and develop without having to leave the area'
- c) Supporting provision for agricultural businesses to 'add value' to their produce
- d) Safeguarding existing employment land in accordance with Local Plan Policy 5
- e) Building on our local strengths including superfast broadband, mainline railway, close proximity to A 38 and attractive environment to promote local business opportunities and attract inward investment
- f) Supporting the growth of home based businesses
- g) Linking with the housing strategy to encourage appropriate houses that attract businesses/entrepreneurs to the area
- h) Supporting developments that are compatible with a sustainable transport strategy and maximise the use of "green" energy and sustainable building methods/design

POLICY EM1

Employment and Housing Balance

In order to relate the delivery of employment land to the expansion of housing provision, all new larger housing schemes (30 or more dwellings) must contribute towards the need (as defined in the Cornwall Local Plan) for employment land, or servicing and development of such sites to facilitate the delivery of viable workplaces, through a process of cross-subsidy. Where a developer can demonstrate that the site is not suitable for inclusion of employment (e.g. because of topography, environmental impact, poor transport links etc) then an 'off-site' contribution will be sought to cross-subsidise the release/development of employment land elsewhere in the NDP/CNA area.



POLICY EM2

Employment Land Allocation

Employment development will be supported at the following locations:

1. East of Charter Way (11.05 ha)
2. North of Pengover Road (0.93 ha)
3. Rapsons Lorry Park/Mortuary Site (0.25 ha)
4. Undeveloped part of Heathlands Trading Estate (0.44ha)

EM2A

The development of the land north of Pengover Road must:

- a) Be for use classes B1, B2, B8, A1 and A3 only;
and
- b) Be commenced in advance of/ concurrently with any development of adjoining land for residential development;
and
- c) Ensure that the main vehicular access to the site operates safely in conjunction with the Clemo Road Industrial Estate Rd.

EM2B

The development of the land east of Charter Way must include:

- a) B1, B2 and B8 uses
- b) A 15 metre wide heavy planting strip on the site's perimeter and the retention of important hedgerows which will link with it
may include:
 - a) Self-build residential development
 - b) Live-work units
and
 - c) Recreational facilities

Retail, other than as an integral part of a principal use, is specifically excluded.

Where a developer of employment land can demonstrate that cross-subsidy from a housing project is necessary to ensure the viability of the development, an element of housing will be supported subject to policies elsewhere in this document and the Cornwall Local Plan on design standards.

Note: 6.2 ha has already been permitted at Ten creek and 0.83 ha at former Magistrates Court. A further 12.72 ha is sought under suggestion EM3 providing in total more developable floorspace than the CLP requirement for the CNA in the plan period. This gives a flexible choice of sites in sustainable locations and allows viable options to come forward.



SUGGESTION EM3

Allocation of Employment Land Outside but Abutting the Liskeard Neighbourhood Plan Designated Area

Menheniot Parish Council has agreed to support, in its forthcoming Neighbourhood Plan:

1. The use of 12.72 ha of land at Bolitho Farm for the following purposes:
 - a) A grouping of related industries – for example related to agricultural technology and processing
 - b) A development related to the growth hub initiative of the Plymouth and South West Peninsula City deal
 - c) The development is for use class B1 only, or mixed B1/B2 uses

POLICY EM5

Home Based Enterprise

Home based enterprise proposals will be encouraged where it can be shown that there will be no unreasonable adverse impact affecting nearby residents and countryside, or the character and appearance of the locality by reason of visual impact, vehicle movements, noise vibration, special lighting, advertising and activity at unusual hours. Planning permission will be required if there are alterations to buildings, or the scale of business materially changes the use of the premises.

POLICY EM4

Safeguarding Existing Employment Land

The following existing employment sites are safeguarded in accordance with CLP Policy 5

1. Liskeard Business Park, Charter Way
2. Miller Business Park, Station Road
3. Trevecca, Culverwood Road
4. Clemo Road Industrial Estate
5. East Of Charter Way
6. Heathlands Industrial Estate
(existing developed area)

7. Moorswater Industrial Estate
(within the NDP area)
8. Former Magistrates Courts Site,
Culverwood Road

Where any of these sites is no longer required, the mechanism for release in Policy 5 of the Cornwall Local Plan will apply.

Reasoned Justification

Policy EM1 – Employment and Housing Balance

A concern strongly expressed in community engagement was that the rate at which additional housing is provided creates a demand for jobs that outstrips the rate at which employment land becomes available. With the number of houses planned and associated population increase, this could lead to future unemployment issues, and the community also did not wish Liskeard to just develop as a dormitory town. Therefore, a mechanism to relate the two factors and unlock the provision of employment land is required. This may be achieved by applying a similar approach to that used to bring forward affordable housing. As a corollary to this, there may be employment sites where the viability for development is marginal, and allowing an element of cross-subsidy from housing may assist in bringing them forward.

Cornwall Local Plan says in Policy 2 para 3 “supporting economic development in South East Cornwall that meets the area’s own needs and benefits from its relationship with Plymouth;” and p35/36 “2.10 Where there is a clear need for employment facilities but building them is not viable, we will consider proposals that include mixed use schemes where the ‘other’ uses can provide cross-subsidy. Such proposals should expect to be bound to phasing conditions and obligations so that the viable uses are broadly phased to coincide with the delivery of the employment opportunities”.

During the making of the plan it was recognised that not all housing developments would be appropriate as mixed use sites – the criteria for a good sustainable employment site may be different from those for a housing community – so there is a proposal in EM1 that funding for the release of employment land should be sought as a “cross-subsidy”, off-site contribution from the developer. The mechanism for this would mirror the already well-established procedure for off-site contributions towards affordable housing, open space, and education provision.

Policy EM2 EM2A and suggestion EM3 – Employment land allocation, and allocation of employment land outside but abutting the Liskeard Neighbourhood Plan Designated Area.

These policies aim to identify employment sites which will meet the requirements of the NPPF and be in compliance with the floorspace provision of the Cornwall Local Plan, and provide flexibility to meet changing market trends and demands, which:

- Are situated where maximum use can be made of sustainable transport links,
- Provide a range of sizes and tenures of buildings/facilities,
- Encourage inward investment in local business and employment,
- Do not add unacceptably to pressure on infrastructure, service and road traffic conditions.

Additional land at Bolitho farm, easily accessed from the main road network, is fully supported by Menheniot Parish Council. This will add to the range of employment sites available for Liskeard and contribute to the CNA-wide requirement.

Policy EM2B – Recognising that the site has been delayed since public sector funding previously allocated by the former Caradon District Council was removed by Cornwall Council and the CLP does not allocate specific economic regeneration funding to Liskeard, provision for value-enhancing uses on the land east of Charter Way is included to provide cross-subsidy to encourage employment development, notwithstanding the assessment of the site in the Town Framework and the Cornwall Infrastructure Needs Assessment 2013 as ‘having good short term prospects for employment development’ (and there is now positive stakeholder interest).

Policy EM4 – Safeguarding existing employment land. In order to maintain the existing supply of employment land and buildings in appropriate locations, safeguarding in accordance with CLP Policy 5 is required.

Policy EM5 – Home based enterprise. Running businesses at/from home is a major and increasingly valuable part of the local economy. The 2011 Census indicated that 8.2% of Liskeard’s working population were based at home and according to DBIS figures (2014) 1 in 10 domestic properties are home to at least 1 business. Applied to Liskeard this implies around 400 home-based businesses. In most cases planning permission is not required except where building alterations are involved or the scale of business materially changes the use of the premises.

Comment Very little employment land has come forward in recent times because of a lack of choice and the reduction in public sector intervention funding. The policies of the NDP seek to redress this by identifying a variety of sites, encouraging mixed-use developments, and using planning mechanisms to release contributions for implementation. This involves assembly and purchase of land parcels, provision of roads and services, and marketing to prospective users. Cross-subsidy would facilitate timely completion of these processes, as was recognised in the ‘Cornwall Employment Sites Study Liskeard July 2012’ which recommended local action using Community Infrastructure Levy to enable development. As a probable zero-rated area for CIL, alternative developer contribution mechanisms are appropriate.

Examples of where joint provision of employment land as part of housing developments include:

- Former Magistrates Court, Trevecca, Liskeard – Detailed planning permission for the construction of 10 detached dwellings combined with outline planning permission for the change of use of 0.83ha land to commercial/employment uses comprising B1, A2, B8 and sui-generis (veterinary clinic / hospital) Application PA15/02646, Approved 29/11/2015
- Tencreek Farm, Plymouth Road, Liskeard - Outline permission 275 dwellings and 6.2 ha of employment floorspace (B1(c), B2, B8, A3, A4, D1, D2 uses) etc. Approved 28/9/16.

Following community engagement and Stakeholder involvement, a re-assessment of the current employment sites and the potential sites outlined in the Cornwall Development Company study of 2012 was conducted to bring it up to date, along with an assessment of the potential for additional employment land as part of current mixed-use development proposals for which planning applications (Tencreek and Charter way/Pengover Rd) had been submitted. The aim was to identify areas for mixed development as well as dedicated employment sites, in recognition of the difficulties experienced in the past of releasing land solely for employment use. Considerations included access to sustainable transport links, topography, deliverability, environmental impact.

The 0.44ha of land at Heathlands at the rear of the existing units may benefit from a ‘perpetuated’ planning permission as a result of the partial implementation of the original scheme in the early 1980s.

Outline planning permission for employment development exists on former magistrates site (0.83 ha) and is safeguarded under Policy EM4, and 6.2 ha at Tencreek (outside of the Designated Area but serving the town and the Community Network Area).



OBJECTIVE 3

Improve skills and training by:

- a) Identifying skills shortages
- b) Supporting and encouraging the co-ordination of vocational training/skills development between formal education and private sector and identify appropriate providers including schools, further/higher education and training agencies

OBJECTIVE 4

Establish an innovation hub by:

- a) Working with Cornwall council to locate suitable start-up premises and via funding agencies to attract new businesses to form a co-operative work-space
- b) Sponsorship and grant aid to support local enterprises and university/college links

POLICY EM6

The Development of an Innovation/ Business Support Hub

The development of an innovation/business support hub will be permitted:

- a) On the sites coming forward under Policy EM1 and policy EM2 and safeguarded in Policy EM4, and
- b) On sites elsewhere if the site is:
 - i) On an established public transport route; and
 - ii) Accessible by foot and cycle;

Reasoned Justification

Policy EM6 – Development of an innovation centre/business support hub. Data from the census shows that Liskeard's working age population is relatively less well qualified than other areas.

Associated with this fewer people hold managerial and professional occupations. On the other hand, there were proportionately more with skilled trades, although local businesses reported at engagement events that the availability of skilled staff was limited.

The latest earnings figure from the Annual Survey of Hours and Earnings show that the annual earnings of people working full time in the TTWA were very low in comparison with the rest of Cornwall and England. However, the figure for people resident in the TTWA were significantly better. The latter implies that many

residents work outside the TTWA in higher paid jobs than can be obtained inside the TTWA. By inference therefore, people living and working in the TTWA are more likely to be in a poor economic position, and upskilling may improve their economic chances and lead to access to better paid jobs. However, many of these may be outside of Liskeard, requiring commuting. Therefore, the provision of support for the growth of more innovative and skill-demanding firms and workplaces may reduce travel and assist sustainability.

Policy 5.3 of the CLP encourages education facilities that improve the training and skills base.

One means of supporting up-skilling is through the establishment of a training and development hub to serve the town/CNA, supporting a shared project initiative to bring together and manage the necessary provision.

Comment These initiatives may be delivered separately or in combination. The innovation hub could include:

- Serviced offices and/or 'hot desks' with administrative and clerical support
- Co-working and collaboration space
- Layout and 'maker' space
- Business meeting space
- Access to very high bandwidth internet
- Showroom and event space
- Refreshment area

PROJECT A (EM) – an initiative to create an innovation hub will be facilitated by the town council.

PROJECT B (EM) – to develop a training and skills centre – possibly linked with community college and commercial employers, or other organisations (examples include RIO, ECCABI, engineering dept at school linked to Kawasaki).

PROJECT C (EM) – an initiative to maximise the benefit of sfbb and introduce 'gigabyte' broadband will be supported in connection with the innovation hub concept.



OBJECTIVE 5

Encourage renewal of 'tired' employment sites by:

- a) Supporting initiatives to refurbish/rebuild existing employment sites

POLICY EM7

Redevelopment and Enhancement of Existing Employment Sites

The redevelopment and/or enhancement of employment uses on existing sites at Trevecca, Miller Business Park, and Moorswater to provide upgraded business and employment premises and improved environment will be permitted subject to there being no significant detrimental impact on the amenities of adjoining residential areas in terms of:

- a) its scale and visual appearance;
- b) noise, effluent or fumes it would emit;
- c) the traffic it would generate;

and that it will not add to difficulties with water supply, sewerage and sewage treatment and waste disposal

Reasoned Justification

This policy is intended to encourage and enable upgrading and improvement of employment locations with mixed quality buildings and environment and awkward layout, which tend not to attract inward investment and higher technology development and can cause negative customer impressions that restrict competitiveness.



Comment The locations mentioned above all suffer from poor environment and may benefit from improvements. However, they often provide low rental space, and open storage, hosting uses that may not easily relocate, so can be an important location for more basic but essential activity and in no circumstances should this policy be interpreted as a restriction on the use of the land by businesses requiring low cost space.

OBJECTIVE 6

Ensure that employment opportunities are available in the rural part of the Neighbourhood

Plan area by:

- a) Supporting rural diversification and agricultural 'added value' initiatives;
- b) Encouraging small workshop developments at appropriate locations subject to criteria which protect the rural and heritage interest

POLICY EM8

Small Workshop Development in the Countryside

Small workshop development in the countryside will be permitted if:

- a) The need cannot be met by the conversion of an existing building;
- b) Its scale, form, bulk and general design is appropriate to its location;
- c) It will not add to difficulties with water supply, sewerage and sewage treatment and waste disposal;
- d) It will not have a materially adverse impact on the rural environment in terms of, noise, effluent or fumes it would emit, and the traffic it would generate;
- e) It will not conflict with the need to conserve the best and most versatile agricultural land and minimise interference with farming;

- f) It will not have a materially adverse impact on nature conservation or landscape interests,
and
- g) it is located within or adjacent to existing groups of buildings.

Where the development involves the conversion or change of use of buildings the following criteria will also apply:

- h) The scale, design and use of materials retain the existing character of the building and relate to its surroundings;
- i) The building is capable of change or conversion without the need for major extension or rebuilding and
- j) Reasonable measures have been taken to provide for any nature conservation interest.

Where development involves conversion or change of use of a listed building, CLP strategic policy 24 will apply.





Reasoned Justification

NPPF paragraph 28 says that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development, and that neighbourhood plans should support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well-designed new buildings. This Neighbourhood Plan policy aims to aid diversification and encourage new small firms, specializing in everything from traditional crafts to advanced ‘digital businesses’ in the rural area outside the town boundary. However, in doing so the beautiful and varied character of our countryside, and the heritage buildings within it, must be conserved.

Comment Development of buildings for agricultural purposes up to 465 Sq.m is ‘permitted development’ subject to various criteria in Part 6 Class A ‘Agricultural and forestry’ of the Town and Country Planning (General Permitted Development) (England) Order 2015. Change of use of existing agricultural buildings established for 10 years to a flexible A1, A2, A3, B1, B8, C1 use, C3 and D2 or State Funded School/nursery is also permitted subject to criteria in Part 3 of the same.