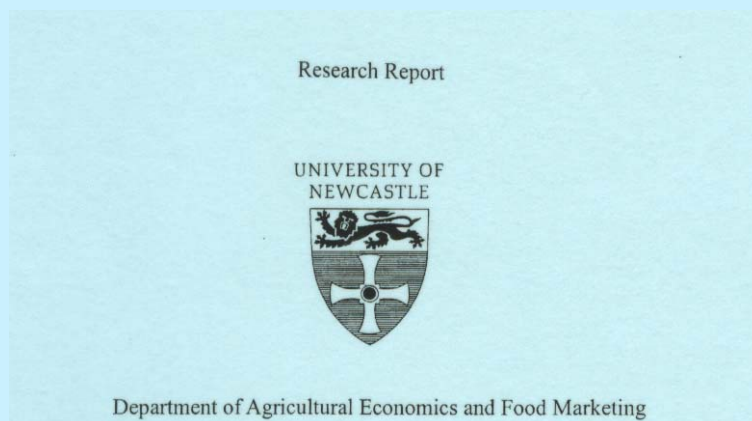


**SUSTAINING LIVING UPLANDS: THE ROLE OF THE  
NORTHUMBERLAND NATIONAL PARK AUTHORITY  
IN RURAL DEVELOPMENT**

Terry Carroll  
Jeremy Phillipson



**Centre for Rural Economy**  
**Research Report**

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**August 2002**

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## **Preface**

The research for this study was carried out between January and April 2001 and this report of the findings was duly compiled and presented to the NNPA at the end of that period. The work coincided with the start of the Foot and Mouth epidemic. This had profound consequences for the rural economy of Northumberland and other areas similarly affected. One positive consequence, amidst the crisis, has perhaps been a better understanding of the interdependencies between farming and other sectors of the rural economy and the particular support needs of rural micro-businesses. Rural issues, albeit perhaps temporarily, were catapulted higher up the political agenda. In the aftermath of the FMD crisis three Government Inquiries have reported. In response to Sir Don Curry's report a new strategy for sustainable food and farming will appear in the Autumn and a radical review of agri-environment schemes has been signalled. At the local level Northumberland County Council held its own FMD Inquiry chaired by Michael Dower and a recovery plan for the rural economy is now being progressed. The Regional Development Agency, ONE North East, has also published a Rural Action Plan. Finally, the results of DEFRA's review of English National Park Authorities appeared in July of 2002 and a number of the recommendations are intended to relax the present constraints on rural development activity. Much has clearly happened therefore since the CRE conducted this research and which could not have been anticipated. It is hoped however that despite such unprecedented policy review and change the findings of the research and messages for the NNPA retain their validity.

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## ***1 INTRODUCTION***

*‘A research project to explore new approaches for supporting rural jobs and communities based on the conservation and sustainable exploitation of the special environmental qualities and cultural distinctiveness of the Northumberland National Park and its surrounding area’.*

### ***Aims of study***

*The overall aim of the study was to reflect on the role of the Northumberland National Park Authority in rural development through an exploration of its remit, current initiatives and external relations.*

*There were three broad objectives within the research:*

- to provide a local definition and profile of the environment/culture economy;
- to appraise the current role of the National Park Authority in rural development and the relationship of its work to other players in the public, private and voluntary sectors;
- to consider the scope for new initiatives, focussed on the National Park, for supporting and promoting sustainable rural development based on sensitive exploitation of its environmental and cultural assets.

*The project was conceived in collaboration between the Northumberland National Park Authority (NNPA) and the Centre for Rural Economy (CRE) and carried out between January and April 2001. It was funded by the NNPA and the Countryside Agency.*

## **Methodology**

The methodology adopted for the study was primarily based on a series of visioning seminars on different aspects of the environment/culture economy, led by members of the Centre for Rural Economy and engaging staff from the National Park Authority and key external agencies. Four seminars were held in total, as follows:

- The Culture Economy and Theories of Rural Development
- Context and Institutional Issues
- The Primary Land Use Economy
- Branding, Marketing, Tourism and Hospitality

In addition, semi-structured interviews were undertaken with 10 members of the National Park staff and 11 external agencies and organisations, together with an analysis of available survey information. This represented a stocktaking exercise for the seminar series. The following key elements were included: an overview of the rural development initiatives and organisations in and around the study area; discussion of

the Park Authority's engagement in existing rural development projects; a review of the business profile within the study area based on an analysis of CRE's rural microbusinesses database; an analysis of the NNPA farm survey; and a broad commentary on the role of NNPA as a planning authority.

The project involved the following staff of the Centre for Rural Economy at the University of Newcastle:

Terry Carroll	Philip Lowe	Jeremy Phillipson
Marian Raley	Christopher Ray	Angela Tregear
Neil Ward		

Terry Carroll and Jeremy Phillipson were responsible for editing the final report.

## **2 THE POLICY CONTEXT**

Section 61 of the *Environment Act 1995* clearly specifies two statutory purposes for the National Park:

- to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and
- to promote opportunities for the understanding and enjoyment of the special qualities of those areas by the public.

It is a central argument of this study that rural development - in its widest sense and, therefore, covering environmental, social and economic aspects - is fundamental to the fulfilment of these twin purposes. It is difficult to envisage how the environment and cultural heritage of the Park could be conserved or enhanced without the pro-active engagement of the managers of the land, the owners of its physical heritage and the local communities, whose culture and livelihoods sustain the vitality of the Park. Equally, the promotion of the amenity and inspirational value of the National Park requires suitable activity and organisation in the fields of tourism and recreation, which depend upon and may benefit local



facilities, businesses and employment. Thus, the National Park Authority can only realise its core purposes by achieving sustainable rural development which entails acting in concert with its key social and occupational communities. This logically follows from the fact that the Park is a set of living and functioning places rather than a museum, theme park or wilderness area.

A rural development objective for the National Park is actually specified in what has come to be referred to as the 'third purpose'. This states that, in pursuit of its core responsibilities, the National Park Authority should seek to foster the economic and social well-being of local communities within the Park. However, in pursuing this broader objective, the Authority is required to avoid incurring significant additional expenditure and to co-operate with local authorities and public bodies whose functions include the promotion of economic and social development.

There are thus two distinct formal rationales for the National Park Authority to engage in rural development:

- The pursuit of sustainable development as the implicit *means* of achieving the Park's core conservation and recreational purposes. This entails working with and through its key social and occupational communities which include the land based sector, the owners/managers of the physical heritage, the distinct cultural and geographical communities of the Park, the tourism and leisure sector and the educational and interpretative sector.
- The fostering of the economic and social well-being of local communities in the Park as an explicit *end* in itself. While this must

be subsidiary to the core purposes (and incur no significant extra costs and be done in partnership), it is nevertheless an obligation. It therefore requires the Park Authority to scrutinise its methods of working, to ensure that, where possible, they do foster local well-being.

In considering rural development activity, and the role of the National Park Authority in this, it is important to consider the wider policy context. The Rural White Paper (2000), for example, expresses contemporary thinking about how the countryside must adapt to changing times and the role that is expected of public institutions in this process. It identifies several overarching priorities, including social exclusion and rural services, rural transport, affordable housing, market town regeneration, business support and environmental protection. A strong rural development agenda is presented. The White Paper argues for the building of “prosperous, sustainable and inclusive rural communities” (p.11) and promises to “help rural communities make the character of the countryside an economic as well as an environmental asset” (p.11). Furthermore, it suggests that the planning framework should “continue to safeguard our countryside while allowing rural communities to thrive” (p.103).

A number of cross-cutting themes are raised within the Rural White Paper relating to processes of governance, including a commitment to the “empowerment of local communities” (p.11) and joined-up rural policy delivery. There is a major programme, for example, to strengthen parish councils and to assist them in producing community strategies. The White Paper also looks for more joint planning of resource allocation and the delivery of services for rural areas between public agencies. Finally, it

calls for “more co-ordination of funds from different agencies to support an integrated plan for a local area, to achieve a specific local objective or to deliver joint service plans for particular communities or joint initiatives to tackle social exclusion” (p.161).

There are also key policy initiatives at the level of the European Union. These include the Agenda 2000 process and reform of the Common Agriculture Policy, the transition from Objective 5(b) to Objective 2 status within regional development policy and the new England Rural Development Plan (ERDP) with its emphasis on agri-environment schemes, farm diversification, rural enterprise and processing and marketing (Lowe *et al.*, 2000; Falconer and Ward, 2000).

Within the basic legislative and policy framework for National Parks of promoting conservation and recreation, the degree of emphasis given to issues of social and economic development has tended to increase as it has done within the rural policy debate and institutional framework in general. The adoption of a more holistic and integrated approach to rural development by the NNPA coincided with the availability of new funding for disadvantaged rural areas under the EU Objective 5(b) Programme. In the Northern Uplands Single Programme Document, Environment and Tourism were identified as specific priorities for action providing an important springboard for the Authority. A combination of imagination and opportunism and the formation of some new alliances released substantial additional resources and the potential for the NNPA to make a real impact on rural development. National Parks are now regarded by Government as a suitable test bed for pioneering new approaches to sustainable rural development. The NNPA has caught the mood and has recently adopted a new Vision Statement (Northumberland National Park

Authority, 2000). As well as the familiar concerns for promoting quality in landscape, biodiversity, cultural heritage and public enjoyment the National Park should also be “a good place to live and work”. More specifically, the Countryside Agency and NNPA are conducting an experimental Land Management Initiative, as part of a national series, to explore the future options for creating jobs and wealth through land use decisions and land management activity and marketing.

### **3 THE FOCUS OF RURAL DEVELOPMENT: THE ENVIRONMENT AND CULTURE ECONOMY**

Both the Regional Economic Strategy for the North East of England (ONE North East, 1999) and the regional chapter of the England Rural Development Plan (MAFF, 2000) emphasise the value of the rural environment to the renaissance of the region and regeneration of the rural economy – this has been termed by some the ‘environment economy’. It is clear that the countryside has traditionally relied on farming and forestry as its economic mainstays, but the relative importance of these industries has declined. Nevertheless, the appeal of the countryside is strong and this provides potentially new sources of wealth and jobs in countryside management, tourism, recreation and rural crafts, as well as offering a potential marketing device and source of inspiration for new products. The countryside can also be an attractive place to live and to relocate or establish new businesses.

The term 'environment economy' has been used in different ways and this can lead to confusion. A sector based perspective, whereby the environment is seen as yet another sector to be exploited for economic purposes, has been adopted in the recent analysis for Regional Partners in the North East which aims to assess the nature and value of the 'environment economy' to the region (Environmental Resource Management, 2001). The study identifies three keys sectors and groups together existing economic activities on this basis:

- an 'Environment Sector' (including waste management, land regeneration and remediation, renewable energy, energy management, environmental management in industry, climate change, clean processes, environmental consultancy, environmental law, air pollution control, environmental monitoring and instrumentation, noise control and water and waste water treatment);
- 'Land-based Industries' (including environmentally beneficial farming, environmentally beneficial forestry and regional/organic produce); and
- activities which capitalise on a 'High Quality Environment' (such as tourism, inward investment and quality of life considerations).

In contrast to the functional classification above, the emphasis in the present study has been placed upon a territorial/culture economy approach to development. This does not entail substituting culture as

another potential sector for development. It represents a more fundamental approach to socio-economic development and is based on four interrelated principles (Ray, 2001):

- development is organised around 'local' territories rather than being confined to certain economic sectors (such as primary agricultural production);
- the means by which development can be brought about are to be found within the territory; development becomes a process of identifying and exploiting local physical and human resources within the territory;
- a locality attempts to optimise retention of the benefits accruing from development by ensuring that it is appropriate for local needs; local participation in the design and implementation of development actions is therefore a pre-requisite;
- the approach requires a multi-dimensional definition of 'development' combining economic, environmental, social and cultural aspects; the means - i.e. human and physical resources - can also be understood as being some of the 'ends' of development; local resources, therefore, may enable and partly define development in any given area.

## **4 PROFILE OF NORTHUMBERLAND NATIONAL PARK**

### **Geography and communities**

The area ultimately designated as a National Park in Northumberland in 1956 was rather contrived. The boundary does not enclose an homogeneous landscape with a distinct identity. The Cheviot Hills are bisected by the England/Scotland border; the Central Area is heavily forested and merges imperceptibly into the Border Forest Park; and Hadrian's Wall country continues to the east and west (Figure 1).

The population of the Park is small (c.2000) and widely dispersed and there are no substantial settlements. There is no single Park community. Rather there are various communities, associated with geographical areas,



which tend to face out from the Park to the peripheral towns and villages beyond the boundary:

- the northern Cheviot fringe and valleys, with Wooler acting as its local service centre;
- Coquetdale which looks to Rothbury as its focal point;
- Redesdale which looks to Otterburn;
- North Tyne which looks to Bellingham;
- Hadrian's Wall which looks to the Tyne Valley towns of Haltwhistle, Haydon Bridge and Hexham.

**Figure 1: Northumberland National Park**

These different orientations are reinforced by local government structures and newspaper readership. The area north of the A68 is covered by the Districts of Alnwick and Berwick and residents read the Northumberland Gazette for their local news; the area to the south of the A68 is Tynedale and people here read the Hexham Courant.

The Park attracts relatively low visitor numbers (1-1.5 million per annum). Northumberland is alone amongst the Parks in not having a 'Friends' Society, a consequence of this lack of critical mass in both population and visitors.

### **The farming community**

Agriculture is the dominant land use in the Park and employs roughly 30% of the working population. Comprehensive surveys of the farm holdings were carried out in 1972 and 2000 (Northumberland National Park Authority, 2001). These provide valuable insights into the local hill farming economy and its prospects, and the changes which have taken place, particularly in relation to levels of engagement in agri-environment schemes and diversified activities.

Preliminary analysis suggests that the farming structure has remained remarkably stable over the past thirty years. The number of holdings has decreased from 225 to 196 and farm size is little changed. Although the majority of farms have some source of non-agricultural income, the contribution such sources make to total household income is usually very modest. The phenomenon of family members working off the farm is far more common than income derived from non-agricultural enterprises on the farm. Only on a handful of farms does on-farm diversification contribute more than a third of total household income. Diversification is generally rather conventional (caravans, B&Bs, horses etc).

There has been some recent growth in organic farming and widespread take up of the Countryside Stewardship scheme. The search for added value is usually through improvement in stock quality rather than innovative processing or marketing activity. Environmental qualities associated with the landscape and tranquillity of the Park are considered to give the area and its farmers some competitive advantage. The economic prospects are not viewed favourably and the prevailing strategy seems to be one of “batten down the hatches and hope”.

### **The tourism and hospitality business community**

Based on a sample of 115 microbusinesses within the study area<sup>2</sup> - taken from the CRE Rural Microbusiness Data Base (Raley and Moxey, 2000) - it is possible to characterise the non-farm business community, and more specifically, the hospitality sector (for a full presentation of the data see Annex 1). With concentrations of firms in hospitality, retail, business activities, construction and manufacturing the overall business profile of the study area is similar to that in the rest of rural Northumberland but with relatively fewer firms in the retail sector and more in recreation/culture and construction.

The Owner/Managers within the study area display a diverse range of motivations for having set up in business. While income considerations are usually paramount, in the hospitality sector there are often additional or alternative motivations, for example, the provision of a secondary income or the wish to live in a rural area.

The hospitality firms display a distinctive profile compared to other firms: 68% are female owned; 71% have a post-GCSE education; 84% are in-migrants to the local area (the majority of whom moved here to set up in business); 73% are engaged in seasonal activity; and 26% have other income sources. Also evident are the importance of family partnerships and the significance of part-time owner operators and employees.

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<sup>2</sup> For the purposes of the analysis, the study area was taken to be the National Park as well as the civil parishes that overlap its boundary.

The hospitality sector is diverse, including B&Bs, camping/caravan sites, pubs, self-catering accommodation and hotels/guest houses. The sector can be divided into two broad sub-groups based on 'sales revenue'. The below £20,000 sub-group comprises primarily B&Bs and self-catering firms and is characterised by high local sourcing of inputs (74% within 30 miles on average), a high level of external sales (86% beyond 100 miles) and high female ownership (87%). The above £20,000 sub-group comprises mainly pubs, hotels/guest houses and caravan sites, and is typified by high external sourcing of inputs (77% beyond 30 miles), a high level of local and regional sales (77% within 100 miles) and low female ownership (21%).

Overall, the firms in the study area and in particular those in the hospitality sector showed a greater reliance on regional, rather than local sources of inputs, compared to the firms in the rest of rural Northumberland. This might imply additional constraints and costs for National Park firms.

The study area firms face other additional cost and time constraints because of the considerable distances required to access key services, such as training and business support. Some 63% of firms technically had access to the WWW, though not all were capable of using it.

Study area firms identify a variety of business support needs, with the strongest demand being for ICT. The hospitality sector has a high demand for support in relation to advertising (55% of firms) and marketing (43% of firms). However, owners typically work long hours which may limit the time they can spend on business planning, product development and taking advantage of business support and training. Nevertheless, they do draw on a range of business support providers, although there are some

noticeable gaps. Hospitality sector firms are also less well served by the private sector, such as banks, accountants and business consultants, and are not well covered by the TEC and trade organisations.

### **Trends in tourism**

The number of tourism nights spent in the North East by UK based visitors has grown from 9.7m in 1993 to 14.4m in 1999. The growth is largely accounted for by visits to the city centres; tourism nights actually declined in Northumberland between 1997 and 1999.

These figures are mirrored by attendances at key tourism attractions in the National Park. Visits to the four main sites on Hadrian's Wall experienced a steady decline between 1973 and 1987 and have remained static thereafter. Automatic counters on footpaths in the Wall area, moreover, indicate declining numbers of walkers in the past four years. Visitors to the Cheviot valleys fell significantly between 1975 and 1990, especially on weekdays. Attendances at the Ingram Visitor Centre in 1999 are 70% of the level achieved in 1975.

Some attractions outside the Park, notably Cragside, Wallington and Belsay, have shown dramatic increases. This can largely be attributed to improved provision for visitors, marketing and organisation of special events.

## **5 ROLE AND INFLUENCE OF NNPA IN RURAL DEVELOPMENT**

### **Context**

The NNPA has engaged in a large number of partnerships with a wide range of organisations, especially within the past five years, stimulated by the availability of funding under the Objective 5(b) Programme. There is now a complex array of community and economic development initiatives that operate within the Park area. Annexes 2-5 list the main organisations with which the NNPA is engaged, the principal partnerships and initiatives which have been created, the network of project officers

and advice centres this has spawned, and some of the plans and strategies which are intended to offer strategic guidance and direction.

### **Impact and effectiveness**

The NNPA has a direct impact on the rural economy because it employs a significant number of staff and has a reasonably substantial budget to spend on goods and services.

The NNPA employs some 76 staff (full-time, part-time and seasonal) with a total salary budget of £1.2m. Overall, over a third of the staff reside within the study area (Table 1). As well as this direct employment effect, the staff concerned also contribute to the local economy through the goods and services they purchase.

**Table 1: Home Location of Staff (2000/01)**

<i>Category</i>	<i>Number</i>	<i>% Resident in Study Area</i>
Full-Time	44	32%
Seasonal	20	55%
Part-Time	12	25%
Total	76	37%

A simple analysis of invoices paid in 2000/01 (over £5k and with a total value of £500k) reveals that 20% of expenditure remains within the study area and 70% remains within Northumberland (Table 2).



**Table 2: Geographical Distribution of Expenditure : £5000+ (2000/01)**

Total number of invoices (£5000+)	43
Total value of invoices	£483,994
Proportion to businesses within study area	20%
Proportion to businesses within Northumberland	70%

The NNPA has been especially successful in leveraging in external funds to support its work (Tables 3 and 4). It has been a lead or supporting partner in some 17 projects which, for the most part, set out to demonstrate how measures to enhance the natural and historic environment can be integrated with improved provision for visitors and so in turn support the rural economy and help sustain local communities. The combined value of the projects, all of which have an Objective 5(b) component, exceeds £6m. Although the conservation and recreation outputs (in terms of, for example, historic sites restored, native woodland established and visitor facilities improved) are tangible and impressive, the economic outcomes are far more difficult to quantify and fewer mechanisms are in place that would allow these benefits to be calculated.

**Table 3: Objective 5(b) Projects : NNPA as Lead Partner (1996 –2001)**

<i>Project</i>	<i>Total expenditure</i>	<i>Permanent jobs created (safeguarded)</i>	<i>Temp / part time jobs created (safeguarded)</i>	<i>Increased visitors</i>	<i>Firms assisted</i>

			)		
Cultural heritage in Coquetdale	10,000	3	2	1,500	30
Discovering Hillforts Heritage	601,200	6	4	-	-
Environmental & Economic Development of the Hadrian's Wall Corridor	497,000	10 (40)	10 (15)	5-10%	45
Environmental Enhancement of Walltown Quarry Phase I	21,800	1	1	2,000	1
Environmental Enhancement of Walltown Quarry Phase II	22,200	2	3	2,000	-
Thirlwall Castle Restoration	430,000	2	4	5,000	-
Hadrian's Wall Bus Phase I	-	-	-	-	-
Hadrian's Wall Bus Phase II	12,000	1	2	1,000	10
Hadrian's Wall Bus Phase III	35,000	4	10	2,250	10
Hareshaw Linn	14,000	3	3	-	-
Historic Landscapes Phase I	279,500	5 (26)	5	1,200	3

Historic Landscapes Phase II	445,000	2 (2)	5 (13)	11,000	9
People and Place	248,000	12	-	-	200
<b>Total</b>	<b>2,615,700</b>	<b>51 (68)</b>	<b>49 (28)</b>	<b>25,950</b>	<b>308</b>

As well as EU Structural Funds, the NNPA has played a key role in leveraging in payments to farmers under the Countryside Stewardship Scheme (Table 5). Some 46 farms have been ‘signed up’ to the scheme in 1999/2000, and the annual payments under the 10-year agreements are worth in the order of £860k.

**Table 4: Objective 5(b) Projects: NNPA in Supporting Role (1996-2001)**

<i>Project</i>	<i>Total expenditure</i>	<i>Permanent jobs created (safeguarded)</i>	<i>Temp / part time jobs created (safeguarded)</i>	<i>Increased visitors</i>	<i>Firms assisted</i>
Electricity for Enterprise 1	1,338,669	50*	70	-	113
Electricity for Enterprise 2	993,862	50*	102	-	76
Hadrian’s Wall and Forest Trails	762,630	-	7	220,000	-
Northwoods	536,630	6.6*	50	-	10

<b>Total</b>	<b>3,631,791</b>	<b>106.6</b>	<b>229</b>	<b>220,000</b>	<b>199</b>
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\*offer letter does not distinguish between FT and PT job

**Table 5: Brokerage of Countryside Stewardship**

	<i>1999</i>	<i>2000</i>
No. of farms assisted	26	20
Total value of annual payments	£460,000	£400,000

A recent evaluation of the Countryside Stewardship Scheme in England concluded that, on average, the scheme helped create some 0.013 on-farm jobs per farm and an additional 0.056 local contractors' jobs per farm, bringing the total to one extra job for around every fourteen farms in the scheme (Harrison-Mayfield *et al.*, 1996). If all the farms in the Park were signed up, that would amount to 14 additional jobs.

The NNPA can have a highly influential impact on rural development through the exercise of its statutory planning powers. There is a perception that the National Park designation acts as a brake on rural development. This is not borne out by an analysis of decisions on planning applications in the Park between 1996/7 and 2000/01. Of the 73 applications determined for business related developments, 93% were approved (Table 6). Three of the five refusals were for mobile phone masts, and an application for an electricity line was subsequently approved when a less damaging route was put forward.

**Table 6: Analysis of Planning Applications for Business Related Developments 1996/7 – 2000/1**

	<i>Number</i>	<i>Approved</i>	<i>(%)</i>	<i>Refused</i>	<i>(%)</i>
Farm/forestry	28	27	96	1	4
Tourist accommodation	16	16	100	0	0
Workshops/Crafts	7	7	100	0	0
Office space	2	2	100	0	0
Minerals	3	3	100	0	0
Services/utilities	11	7	64	4	36
Retail	0	0	100	0	0
Other	6	6	100	0	0
Total	73	68	93	5	7

### **Staff perceptions of Objective 5b projects**

Based on the views of NNPA project officers it is possible to highlight what are considered to be a number of strengths and weaknesses in the suite of Park initiatives for achieving integrated rural development. Some key *strengths* include:

- *Demonstration of the potential for integrating environmental, economic and community objectives*

For example, the Hadrian's Wall EAGGF project has provided long-term environmental, conservation and access benefits in the World Heritage Site and concrete economic gains for farm businesses (with multiplier benefits for other local firms).

- *The participation of local communities*  
For community schemes, such as People and Place and Hareshaw Linn, the process of project development and implementation is seen to be a positive outcome in itself. This has encouraged cross-sectional working within the Authority and a community-led approach based on community engagement, facilitation and capacity building. Close linkages have been established with the local community through the ranger service, farm liaison work and education and interpretation activities. Significant levels of local knowledge are held by the Park staff and they have been able to develop long established and well respected working relationships, especially with the farming community.
- *The Park Authority as facilitator*  
The Authority has enhanced its reputation as an organisation which can deliver practical benefits to landowners, farmers and local populations. Flexible packages have been established which have allowed landowners, farmers and communities to fulfil their objectives while the Park Authority achieves tangible gains for conservation and public enjoyment. The Authority has demonstrated its capacity to allocate delegated budgets.

Main *weaknesses* are considered to include:

- *External funding constraints*  
A 'project culture' has arisen which is considered to lack continuity and stability. Expectations may be raised amongst rural communities which cannot then be sustained in the medium to long

term. There is a danger that the priorities of the organisation may be distorted by a pre-occupation with exploiting the latest external funding opportunity. The reporting and accounting requirements of external funding organisations impose a significant administrative burden. The spending of even relatively small amounts of money can be demanding on staff time.

- *Demonstrating project outcomes*

Grant aid is often based on estimates of increased visitor numbers and associated job creation or safeguarding, but these cannot easily be verified. A lack of visitor information is seen as a weakness in this respect. Many of the benefits of projects are qualitative in nature, but these are often not given significance in formal monitoring procedures. Some projects, for example, may lead to increased confidence and capacity building within communities, which may have indirect environmental and economic gains during and following a project.

- *Problems with the structure and context of the NNPA*

There has been a lack of clarity concerning responsibility for the rural development brief and only partial integration across the staff structure, reinforced by a funding climate that can generate a series of disconnected projects. The result is a limited overall strategy for rural development, but a collection of projects. Some project initiatives are artificially confined within the boundary of the National Park and others have a restricted geographical remit within the Park. Local communities and Parish Councils vary in their capacity and enthusiasm to engage with the Park Authority on

projects; some are perceived to have their own ‘political’ agendas or are divided.

## **6 INSTITUTIONAL ISSUES**

### **The scope of rural development**

So far the report has elaborated upon the profile of Northumberland National Park and considered the role of the NNPA in rural development. It has highlighted the key social and occupational communities with which the NNPA must engage in order to deliver its core purposes. Table 7 presents a broad overview analysis of the existing contribution of the NNPA to the development of these key communities, breaking it down into the three components of human capital/training, business support and infrastructural provision. It is evident that the Authority is engaged to varying extents with its occupational and social communities. The table begins to identify some gaps which might be addressed in order to ensure the integrity of the Park’s socio-economic base. The Table suggests that the land-based sector is relatively well served across the different areas of activity. Though the NNPA is engaged in some tourism promotion and provides significant elements of the infrastructure for tourism, it is less engaged in the human capital and business development of the tourism sector. Likewise the support for the Park’s cultural and geographical communities is small scale and unsystematic.

### **Partnership working**

The Park Authority is required to engage in partnership working with other organisations involved in rural development. Partnership working is



a statutory requirement for the Authority, but it also reflects the reality that development opportunities within the Park are influenced by

***Table 7: The Rural Development Scope of Northumberland National Park Authority***

	<i>Human capital/training</i>	<i>Business support</i>	<i>Infrastructural provision</i>
<i>Land-based sector</i>	A lot of practical assistance from rangers	A lot of business support	Objective 5b capital grants
<i>Owners/managers of the physical heritage</i>		Leasing/taking on management responsibility for buildings	Capital grants
<i>Cultural and geographical communities</i>	Some support for community groups		Small-scale village enhancement
<i>Tourism/leisure sector</i>		Some tourism promotion	Park management, car parks, buses, etc.
<i>Educational/interpretative sector</i>	Direct educational work	School and college links	3 visitor centres; own educational service

activities and initiatives taking place elsewhere, including in surrounding settlements, as well as much wider developmental forces. The Park Authority brings several elements to prospective partnerships, including resources, experience, expertise, skills and regulatory powers. It has been

seen that the Authority already engages with a significant number of partners and that the rural development field is characterised by multiple organisations. This demands a careful and co-ordinated approach, effective lines of communication and an efficient deployment of project officers.

There are three particular key issues for the NNPA in considering its partnership strategy. Firstly, an important consideration is whether there are new partnership needs, gaps in activity, or areas where existing linkages might be consolidated. Is the NNPA sufficiently tapped into wider regional debates and developments? Some possible areas for attention would include the newly emerging business support services in the region, the developing framework of local community partnerships, the rural and community development activities of Tynedale, Alnwick and Berwick district councils and the various tourism marketing initiatives in and around the Park.

Secondly, it is important for the Authority to consider its own approach to partnership working with a view to avoiding confusion and duplication, raising the Park's profile and engendering support and respect. It is likely that some agencies would regard an expansion of the NNPA's remit in rural development or activities beyond the Park boundary with scepticism or as a potential threat.

Thirdly, in considering more specific partnership possibilities (such as notions of One-Stop-Shops, a Sustainable Development Trust or the support of local area partnerships), it will be important to reflect upon how these will fulfil actual rural development needs within the Park. The roles of the partnerships would need to be carefully defined and working

relationships clarified with the other agencies operating on what is already a crowded pitch.

In general, there is a significant challenge in overcoming institutional politics and constituency self-interest within partnership working. True partnership is based on a common agenda and trust, as well as mutual respect for the roles, expertise and responsibilities of partner organisations. The NNPA should work in collaboration to encourage improved lines of communication and the establishment of mechanisms for the sharing of skills and expertise among rural development partners. This might be achieved most effectively at the level of the local occupational, cultural and geographical communities which span the Park boundary.

### *New ways of working*

It would also be appropriate to consider how the internal structures and working practices of the NNPA could be improved with a view to encouraging integrated rural development activity. Several dimensions are significant:

- An integrated approach to rural development calls for effective cross-sectional working, understanding and respect; how, for example, can internal communication and interaction be enhanced and rivalry and scepticism overcome?

- How might the skill base of the Authority be extended to maximise rural development benefits?
- How might the Authority give greater encouragement and recognition to existing staff roles in rural development activity (such as the key role of the ranger service)?
- How might the Authority raise its profile within local communities? Would the out-posting of staff, for example, be a realistic option?
- How might the Authority systematically audit its training, employment, purchasing, tendering, information and marketing practices to ensure that, where possible, they foster local well-being?
- The Authority has developed good relations at grassroots level through its ranger service; but how might the Authority as a whole adopt a more bottom-up approach to its work and embrace a more pro-active role for Parish Councils and local communities? What role should parish and district council appointees on the NNPA play in this process?
- How might the Park Authority engage with a more strategic rural development agenda, particularly in the post-Objective 5b era?

Finally, a significant challenge is presented by the constraints of short-term, target-led, project-based funding which forms the basis of much rural development activity within the Park. It is likely that a greater level of core service provision would serve to place this activity on a longer term and more secure footing. This would reflect more closely the time-consuming nature of rural development work and the qualitative nature of many of the benefits.

## **7 PRIMARY LAND USE AND AGRICULTURE**

The NNPA has long since argued the case for its own agri-environment scheme tailored to the special circumstances of the Park. The case for an ESA could continue to be pursued, but the allocation of resources for a duplicate scheme administered outside of the ERDP would now seem to be unlikely.

In the meantime the NNPA has fashioned a highly productive and well regarded brokerage role for itself in relation to Countryside Stewardship. As the ERDP comes on stream the NNPA might consider whether this role could be extended to encompass other strands and components of the

Programme beyond those concerned with environmentally friendly farming (such as the Rural Enterprise Scheme). This is less familiar territory. The NNPA would need to consider what expertise it could offer, what additional competences it might need and the staffing and financial resource implications. A simple signposting or 'first stop' service for the Park farmers directing them to those offering business or specialist advice would be one possibility.

Notwithstanding the above, many farmers do not consider on-farm diversification as a general solution to the economic difficulties of hill farming in the Park. Many have explored the options. Most prefer to add value through stock improvements rather than processing and marketing. There is limited interest in tourism because of the perceived risks, likely small returns and absence of any evidence that demand is growing.

There is considerable debate about alternative economic enterprises in the uplands and job creation possibilities associated with new forms of land management. The Land Management Initiative has been established to investigate this. It would seem timely for the LMI to progress some of these ideas in co-ordination with other initiatives (e.g. Eat the View, Kingdom of Northumbria) now being progressed to link environmental standards in farming and local production with competitive advantage in the market place.

## **8      BRANDING AND MARKETING**

Branding has been posited as one particular option for encouraging economic development within the National Park. There are a number of key issues to be raised in considering such an approach. Successful branding and marketing is based on the communication of clear messages

about the special benefits of products and services (and their provenance) to carefully defined target customers.

A good understanding of the intended customers and their perceptions/preferences in relation to local and regional products is crucial. 'Regional' foods, for example, often rely on the perception of qualities associated with tradition and heritage embracing several constituent themes relating to locale, socio-economic variables and customs. In addition, the authenticity of these elements in regional foods can give products added appeal.

It is also important to consider the nature of the products or services being offered (what makes them special) and the needs and aspirations of the individual businesses which provide them. It is significant that 'local' products, or those linked to a particular rural landscape can have multiple and divergent appeals. In addition, business aspirations and needs vary; some will concentrate on supplying local markets via speciality outlets, whilst others have a national or international focus. An agency looking to promote a branding initiative will need to take on board potentially diverse aspirations and products. It must also address specific obstacles and shortcomings. Speciality food and craft producers in the north of England, for example, have faced particular problems of limited resources, lack of attention to product development, difficulties in gaining access to the supply chain and end-retailers, and weak product images.

Any new agency-led, local product branding initiatives must have clear objectives and principles and will need to mesh with other initiatives or



programmes. There are a number of existing and emerging branding initiatives in the region each with their own, sometimes disparate, objectives, such as marketing and promotion, economic growth, small business development, local sustainability and social/cultural concerns.

In addition to the above issues, a key question for the NNPA concerns whether it has potential to act as a brand image for its local producers and, if it has, what measures might be taken to promote and develop its use. There is potentially a significant dilemma between branding, based on a clear, consistent, and universal message, and meeting the needs of a diverse set of businesses and distinct geographic areas as found in the National Park. It is also unclear whether there are examples of potential products which would be distinctive to the National Park or themes which would unite the products/services offered by National Park businesses. An alternative approach to initiating an overarching branding initiative for the Park, or to prioritising a particular territorial or environmental appeal within products, would be to consider an approach which supports individual or local groups of businesses in developing their own creative initiatives, images, identities and high value niche products, products which may have a variety of actual or metaphysical links to the locality.

## **9      TOURISM**

The tourism sector is a key component of the environment and culture economy. Tourism, however, often provokes an ambivalent response from local communities and therefore demands a careful approach. Nevertheless, as a key economic sector in the Park, it represents a major opportunity for supporting and influencing economic and social development and is central to the achievement of the second statutory purpose. However, it has been demonstrated earlier in this report that the National Park appears to be losing 'market share' in tourism. The unique selling points of the National Park, which are associated with wild landscapes and hidden histories, may be of appeal to a dwindling minority. In part this is a reflection of wider changes in consumer tastes, the growing importance of short stay, city based tourism, the distance required to travel to access the National Park and the declining national trend in visits to heritage attractions.

The Park's own vision statement chimes well with the strategy of Northumbria Tourist Board which emphasises the region's cultural and environmental inheritance and promotes the concept of sustainable development of tourism. But the Park does not appear to figure as a strong brand image; rather the rural icons are Hadrian's Wall, Kielder and North Northumberland for which separate marketing initiatives have become established.

If rural development is an imperative, the NNPA may need to review its approach to tourism provision. In the first instance, the impacts of its investment decisions, in terms of visitor numbers, need to be closely monitored. More generally, there is a need for clarification of the Authority's role and strategy regarding tourism. For example, should it be more aggressively engaged in tourism marketing, either independently, or

through the more effective promotion of the National Park and its tourism products via other marketing agencies? What is the appropriate balance between encouraging quality of experience and 'sustainable' recreational activity as opposed to growth in visitor numbers? Where should the emphasis lie between product development and external marketing? There seems to be a growing acknowledgement that a more pro-active marketing approach is necessary even to maintain existing market share, and that an increase in visitor numbers is unlikely to have a disruptive impact on the Park environment.

Closer co-ordination of visitor services and marketing activities with the other tourism agencies (District Councils, Northumberland County Council, Northumbria Tourist Board) and private sector initiatives would appear to be needed if the Park is to have a stronger profile. The concept of the 'Park House', involving integrated service provision, may have relevance here though would need careful consideration of the relationships and respective functions of participants, required investment levels, consumer demand and the best location for joint facilities. This has implications for existing single-purpose facilities, which have serious locational disadvantages.

A more business like relationship with the tourism providers could be sought, building on the initial achievements of People and Place. Such an approach would need to acknowledge that the Park's tourism operators are dominated by microbusinesses, often with low growth expectations, but nevertheless vital to the local economy. The segmented nature of the hospitality sector (in terms of sector and trading profile) also has implications for the Park's tourism strategy. In general, clarification is

needed as to the role the Authority should play in tourism business support. Several approaches can be envisaged:

- signposting to existing generic business support providers – Northumberland Small Business Service, Northumbria Tourist Board and Northumberland Business Advice Centre Network (this would parallel the Park’s traditional close relationship with the farming community);
- identifying and promoting business needs;
- providing specialist advice and information (e.g. market and product information);
- encouraging local tourism associations and joint initiatives;
- promoting community-led tourism projects.

## **10 CONCLUSIONS**

The NNPA (and perhaps the overall family of National Parks) is taking stock of its role in rural development. The main focus seems to be on attaching meaning and substance to the so-called ‘third purpose’ and the relationship of the Park and its value to the rural economy.

The traditional approach to rural development within the National Park has been based around two central functions, the control of development and support for agriculture as the mainstay of the rural economy. It is therefore timely for the Authority to re-assess its role in rural development given the changing nature of rural economies. Agriculture is facing on-going transition and there is increasing emphasis on its role in producing environmental goods. The deepening agricultural crisis also calls for a re-assessment of the central position of agriculture in rural development and the consideration of other social and economic opportunities. The environment/culture economy has been posited as the focus for such an approach and the NNPA clearly represents one of the core elements of the necessary institutional framework.

Whilst engagement in wider rural development partnerships is to be applauded, the NNPA should not overlook the potential contribution of its core business activities which represent its main rural development focus. The Authority already forms an important part of the local economy given its own employment generating and economic capacities.

Nor does a rural development agenda for the National Park necessarily require the acquisition of additional responsibilities. On the contrary it suggests the need for careful evaluation of the Authority's approach to the first and second purposes and the two main drivers of rural development within the Park, agriculture and tourism.

It is argued that the environment economy already exists and the NNPA already plays an influential role in assisting this economy, for example, via Countryside Stewardship. This influence might be extended further as the ERDP is rolled out. Realistically, the Park is unlikely to acquire funding for its own agri-environment scheme but it could decide to resume the campaign for ESA status which would make a potentially significant difference to the Park economy. However, as the Government embarks on a post-Foot and Mouth crisis recovery programme for the livestock industry, it may be an opportune time for rather more radical ideas to be considered including the wholesale release of land from agricultural use. The wider consequences of this (social, economic, ecological, visual) would clearly require careful research. Related ideas about farm diversification, niche products, branding and marketing, and new jobs in the environmental sector, need to be tested further. The Land Management Initiative, acting in concert with other initiatives, may be important in this respect.

The second mainstay of the environment economy is tourism and here there is a general need for a strategic review of present policy. The Park does not have a strong, single image and marketing effort would seem to be divided. The Park's attractions and facilities appear to be losing their appeal. The Authority must first decide whether declining trends in

tourism are its concern and what responsibilities it has to the commercial tourism providers. The traditional focus of the Park has been with quality of experience rather than numbers. If tourism is to flourish and contribute more to rural regeneration perhaps a more aggressive and strategic approach to marketing of the Park is now needed. Partnership with the District Councils and other tourism providers would be critical here.

Encouragement of a positive rural development approach will require further cultural shifts within the Authority. In particular, it will be important to consider the implications for the structure and means of working of the Authority of a more bottom-up and community led approach. The Authority needs a better way of systematically reviewing its operations, so as to maximise its contribution to fostering local well-being. It should consider whether rural development can receive the necessary recognition in its present staff complement and whether additional skills are required. The Authority has developed good community relations at grassroots level particularly through its ranger service. It should consider how it can capitalise on these relations more. This may require attention to the internal structure of the Authority. A certain degree of 'turning the organisation upside down' may be called for.

The project 'People and Place' has demonstrated that the process of community engagement is just as important as the physical outputs. This being so, the Authority needs to consider how it can better engage its Parish and District members in that process. In relation to this work, the Park Authority will need to clarify its future relationship with the Community Council's network of Community Development Officers and

similar field based Project Officers which the County and District Councils may deploy. The scope for overlap, duplication and confusion is considerable and this calls for closer and more strategic co-operation. Finally, in the new era of Best Value the District Council's Community Plans are expected to become the focal point for community action. The Authority needs to consider how it can become more actively engaged in that process.

It would seem particularly timely for the Park Authority to review its future role in rural development in view of the changed financial climate. Recent experience will have provided valuable lessons but the Authority must now formulate a strategy for life after 5b. The Authority's achievements in exploiting external funding opportunities under 5b to finance integrated rural development projects have been commendable, despite the fact that the resultant social and economic outputs may sometimes be unclear. With replacement of Objective 5b by the Objective 2 Programme the main emphasis has shifted to regional economic regeneration, infrastructure investment and business growth. This reorientation of priorities will represent a challenge to the NNPA in being able to access the new funding regime. There will be some assistance for rural communities, but geographic realities do not readily favour initiatives based exclusively on the Park.

The short term nature of external funding inevitably imposes a contract approach to project delivery. This in turn imposes new disciplines in managing budgets, meeting deadlines and reaching targets. The Authority needs to consider how it might tie future rural development projects more firmly into its core business activity and whether it can devise a rural



development strategy which amounts to more than just the sum total of its externally funded projects at any one time.

The England Rural Development Plan is likely to be an important future source of funding especially in the longer term as the resources increase. The ERDP will cover existing agri-environment schemes, offer processing and marketing grants and promote rural enterprise. LEADER+ offers other possibilities but the Authority has so far not been closely engaged in earlier programmes covering the Park.

Economic and social indicators in post Objective 5b funding regimes now have more prominence. This calls for new efforts in the development of mechanisms for quantifying outputs if the NNPA is to benefit from future funding.

If the territorial remit of the new initiatives extends beyond the Park and into the mainstream social and economic agenda then new alliances and forms of partnership are likely to be needed. The Authority may be expected to play a supporting rather than leading role. The Park Authority may therefore have to re-evaluate its approach to partnership working in general and decide what resources it has and wants to bring to the table, including finance, expertise and physical assets.

Moving beyond core purposes it is also important to consider which social and economic development activities it would be most realistic and effective for the Park Authority to engage in. Here, the question of balance within the Park's core purposes is paramount. Rural development

potentially introduces challenges and tensions between environment/landscape and economic/business development objectives. The Government will expect National Park authorities to respond positively to their rural agenda on issues such as social exclusion, affordable housing, market town regeneration and sustainable transport. The NNPA will need to consider in which areas, given the geographical and socio-economic realities, it can most usefully contribute. This will require careful management and prioritisation of effort. The Park Authority clearly does not have the statutory powers nor the resources to take a lead role in mainstream areas of employment, housing, health, education and community services. It is important, however, that it contributes through acting in partnership with mainstream service providers, as several of these policy fields will impact on the Park's core purposes and the social and economic well-being of its communities.

Finally, it is clear that there is no single Park community or identity. Unlike other National Parks, the Northumberland National Park boundary does not define a geographical area which in physical or socio-economic terms is a distinct and coherent entity. There is a diversity of contexts and communities in and around the Park and this needs to be recognised by rural development approaches. All communities straddle the boundary in terms of their geographical identity and in engaging with these communities the Authority must therefore work beyond its boundaries. An important consideration in the future will concern existing economic and social links between the Park and surrounding communities and whether such linkages can be further developed for the mutual benefit of the remote rural communities of Northumberland.

In conclusion, it is vital that National Parks periodically renew their purpose in response to secular changes in their circumstances and the policy context. The new rural policy agenda, expressed within the Rural White Paper and in the direction of agricultural reform, presents new challenges and opportunities for all rural institutions. It would seem evident from the findings of the present study that, of all the National Parks, Northumberland - given its geographical context - faces the greatest challenge in addressing the new agenda.

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## ANNEX 1

### *The Northumberland National Park Business Community and Hospitality Sector*

For the purposes of the study CRE have provided an analysis of the non-farm based business community within the Northumberland National Park based upon a sub-regional analysis of the *CRE Rural Microbusiness Database*. The aim was to consider the nature and needs of the microbusinesses and the hospitality sector within the study area, which was taken to include the National Park as well as the Civil Parishes overlapping its boundary. The CRE Database was funded from a range of sources including One NorthEast, the European Regional Development Fund, Rural Development Programme and the University of Newcastle. It was carried out late in 1999 and includes the rural areas of Northumberland, Durham and Tees Valley and a total sample of 1294 firms and 583 farms. The database includes microbusinesses which are defined as independently owned businesses employing fewer than ten employees (Raley and Moxey, 2000). In all 200 firms were included within the National Park sample. The following includes a selection of key tables:

*Table 1: Aggregate Sample (Numbers of Firms) in Northumberland*

	<i>Study area</i>	<i>Rest of rural Northumberland</i>
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<i>Agriculture</i>	85 (43%)	213 (28%)
Hospitality	42 (21%)	158 (21%)
Other sectors	73 (37%)	399 (52%)
Total	200	770

**Table 2: Classification of Economic Activities (Excluding Hospitality and Agriculture)**

	<i>Sector</i>	<i>Study area (% firms)</i>	<i>Rest of rural Northumberland (% firms)</i>
Local service sectors	Construction	17.8	9.8
	Health and Social	1.4	4.3
	Land-based	4.1	8.8
	Personal services	2.7	5.3
	Retail	23.3	29.1
	Transport	6.8	5.0
Externally oriented sectors	Business activities	21.9	18.3
	Education	1.4	2.5
	Manufacturing	13.7	13.3
	Recreation/Culture	6.8	3.5
	Total	100 (N=73)	100 (N=399)

**Table 3: Key Economic Features of Microbusinesses in Study Area**

	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>	<i>Total</i>
Owner-operators, $\leq 30$	17	1	10	28

hours per week				
Owner-operators, >30 hours per week	25	40	22	87
Full time employees <sup>1</sup>	2	56	12	70
Part time employees <sup>1</sup>	28	43	25	96
Other active partners <sup>1</sup>	39	19	11	69
Estimated annual sales <sup>2</sup>	£2.3 million	£6.2 million	£2.4 million	£10.9 million

<sup>1</sup> Grand totals include spouses who work in the business as follows: 34 as active partners, 4 as full-time workers and 10 as part-time workers.

<sup>2</sup> Based on midpoint of specified ranges

*Table 4: Employment in Study Area*

	<i>Mean workers per firm</i>		
	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>



Full time regular	0.05	1.4	0.4
Part time regular	0.9	1.1	0.8
Casual (non family)	0.4	1.5	0.5
% firms solo-operated or casual labour only	31.0	27.5	46.9

Table 5: Variation in Working Week

	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>
<b>Constant</b>	19.0	58.5	40.6
Seasonal variation	73.8	12.2	15.6
Moderate or substantial variation	7.2	29.2	43.8
Total	100	100	100

Table 6a: Trading Relations – Location of Sales

<i>Customer location</i>	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>	<i>Total</i>
Total annual sales* (£ million) (mean)	2.3 (£58K)	6.2 (£155K)	2.4 (£73K)	10.9
% gained from within 30 miles	33.2	66.8	33.1	52.3
% gained from 30 to 100 miles	39.7	20.0	33.5	25.6
% gained from beyond 100 miles	27.2	13.3	33.4	20.6
Total	100	100	100	100

\* Estimated from mean point of specified ranges.

**Table 6b: Trading Relations: Sources of Inputs (Excluding Labour)**

	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>	<i>Total</i>
Total inputs (£) (mean)	942,400 (29K)	4,776,000 (133K)	677,600 (24K)	6,396,000
% purchased from within 30 miles	26.4	26.3	34.8	27.2
% purchased from 30 - 100 miles	65.2	48.6	40.3	50.2
% purchased from beyond 100 miles	8.4	25.1	24.9	22.6
Total	100	100	100	100

*Table 7a: Owner Profile: Origins*

	<i>% firms moved into locality with intent of starting business</i>		
	<i>No</i>	<i>Yes</i>	<i>Always been local</i>

<b>Study area</b>			
Hospitality	29	55	17
Other sectors (excluding farms)	32	22	46
<b>Rest of rural Northumberland</b>			
Hospitality	34	34	32
Other sectors (excluding farms)	35	20	45

Table 7b: Owner Profile: Education

	<i>% firms</i>		
	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>
<b>GCSE or earlier</b>	28.2	63.5	34.4
'A' level or equivalent	10.3	2.4	3.1
Diploma / professional	43.5	31.7	15.7
Degree / postgraduate	17.9	2.4	46.9

Table 7c: Owner Profile: Pluriactivity of Owner-Operators

	% firms		
	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>
Has other business(es)	7.3	10.8	20.0
Has employment	26.2	17.9	12.5

Table 7d: Owner Profile: Motivations for Starting the Business (scored out of 10)

<i>Objective</i>	<i>Hospitality</i>	<i>Local Services</i>	<i>Externally Oriented</i>	<i>Study area</i>
Provide main income	5.2	9.2	7.9	7.4
Provide minor income	4.6	1.0	1.3	2.4
Challenge	4.3	5.1	3.0	4.2
Carry on family business	0.3	1.8	0.9	1.0
Fit in with domestic responsibilities	3.0	1.1	2.6	2.2
To live in rural area	3.3	2.6	2.3	2.8
Following retirement/early retirement occupation	2.4	0.6	1.4	1.5

Table 7e: Owner Profile: Percentage of Firms with Female Owner-Operator

	% firms
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Hospitality	68.3
Local services	24.4
Externally oriented	31.3

Table 8: Distances in Miles from Selected Services (all Firms in Study Area)

	<i>miles</i>
General supplies	12.0
Bank	3.0
Post office	0.5
Employee training	20.0
Business training	21.3
Business club	15.0
Chamber of trade/commerce	15.0
District council	15.0

Table 9: Planning

	<i>Outcome of planning application</i>			
	<i>Firms applying for permission</i>	<i>Successful % firms</i>	<i>Successful with Conditions % firms</i>	<i>Refusal % firms</i>
<b><i>Hospitality</i></b>				
Study area	15	66.6	20.0	13.3
Rest of Northumberland	64	56.3	34.4	9.4
<i>Other sectors (excluding farms)</i>				

Study area	20	85.0	10.0	5.0
Rest of Northumberland	117	79.5	17.9	2.6

**Table 10a: Hospitality Sector: Sourcing of Variable Inputs (Excluding Labour)**

	<i>Value of inputs</i>	
	<i>Annual turnover &lt; £20K</i> <i>(n=20)*</i>	<i>Annual turnover ≥ £20K</i> <i>(n=13)*</i>
Total inputs	67,400	875,000
Inputs purchased 0 - 30 miles	49,650	198,900
Inputs purchased 30 - 100 miles	14,100	600,600
Inputs purchased beyond 100 miles	3,650	75,500

\* missing data

**Table 10b: Hospitality Sector: Estimated Aggregate Sales\***

Customer location	<i>aggregate turnover (£)</i>	
	<i>Annual turnover &lt; £20K</i> <i>(n=22)</i>	<i>Annual turnover ≥ £20K</i> <i>(n=18)</i>
Within 30 miles	1,525	770,500
30 to 100 miles	18,700	903,785
> 100 miles	122,275	509,715
Total	142500	2,184,000

\* Estimated from mean point of specified ranges.

**Table 11a: Sources of Business Support/Advice Approached by in Previous 10 Years**

<b>Source</b>	<i>% firms</i>			
	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>	<i>N=1290</i>
Rural Development Commission (RDC)	28.6	17.1	21.9	11.8
Local Enterprise Agency	9.5	4.9	3.1	14.6
Business Link	31.0	24.4	46.9	28.8
Training and Enterprise Council (TEC)	11.9	14.6	25.0	21.9
Chamber of Trade/Commerce	2.4	4.9	15.6	6.9
District Council	16.7	7.3	6.3	11.6
County Council	4.8	0	9.4	6.3
MAFF/FRCA	0	0	9.4	2.3
ADAS	0	0	3.1	1.6
National Farmers' Union (NFU)	2.4	2.4	3.1	2.4
Private sector	38.1	58.5	43.8	45.2
Family/friends (with specialist knowledge)	14.3	9.8	18.8	17.6
Industry contacts	31.0	26.8	40.6	27.6
Trade/professional organisation	16.7	34.1	15.6	20.3
Others including Tourist Board	7.2	0	0	2.3

**Table 11b: Areas of Business Support Most Commonly Perceived to be of Current Use**

Business support 'area'	<i>Hospitality</i>	<i>Local services</i>	<i>Externally oriented</i>	<i>N=1294</i>
<i>Employing staff</i>	9.5	12.2	15.6	19.1
<i>Staff development, training</i>	2.4	22.0	21.9	20.3
<i>Business strategy</i>	4.8	19.5	34.4	24.2
<i>Financial management/tax</i>	23.8	22.0	28.1	29.9
<i>Marketing</i>	42.9	24.4	37.5	34.2
<i>Identifying market opportunities</i>	28.6	24.4	34.4	33.8
Market research	9.5	9.8	25.0	17.3
Product development	14.3	14.6	12.5	18.9
Advertising	54.8	26.8	18.8	32.6
Negotiation skills	11.9	14.6	18.8	14.9
Computing	40.5	36.6	50.0	41.3

## **ANNEX 2**

### **The NNPA's Main Potential Partner Organisations**



Alnwick District Council

Berwick upon Tweed Borough Council

Community Council for Northumberland

Countryside Agency

### **English Heritage**

English Nature

Farm & Rural Conservation Agency (Rural Development Service)

Farm Business Advice Service

Forestry Commission

GONE

MAFF

National Park Parish Councils

National Trust

North East Universities

### **Northern Arts**

Northumberland Business Advice Centre Network

Northumberland Business Service

Northumberland County Council

Northumbria Tourist Board

***ONE North East***

Tynedale Council

## ANNEX 3

<b>External Partnerships and Initiatives</b>	<b>Area of NNP</b>
Northumberland Strategic Partnership	All
Northumberland Rural Development Programme	All
<b>Northumberland Business Advice Centre Network</b>	<b>All</b>
<b>NCC Community Enterprise Network</b>	<b>All</b>
North Pennines LEADER Programme	South of A68
Northumberland Coast LEADER Programme	North of A68
Bellingham Community Trust	N Tyne
Glendale Gateway Trust	Cheviots
Haltwhistle Partnership	H. Wall area
Mid-Tyne Partnership	H.Wall/N.Tyne
Tynedale Rural Transport Partnership	H. Wall/N Tyne/Rede
North N'land Rural Transport Partnership	Cheviots/C'dale
Berwick Regeneration Task Force	Cheviots
<b>Kielder Regeneration Initiative</b>	<b>N Tyne</b>
Haydon Bridge Heritage Economic Regen Scheme	H. Wall area
Rothbury Heritage Economic Regen Scheme	C'dale
Northern Uplands Moorland Regeneration Project	All
Northern Dales Red Meat Initiative	All
Farm Tourism Diversification Scheme	All
Kingdom of Northumbria	All
Eat the View, North East (CA)	All

Hadrian's Wall Tourism Partnership	H.Wall area
Kielder Tourism Partnership	N.Tyne
Rothbury & C'dale Tourism Association	C'dale
Haltwhistle Tourism Association	H.Wall area
North N'land Tourism Partnership	Cheviots/C'dale
Marketing Partnership 2000	Cheviots/C'dale
Rural Tourism Business Advice Service (NTB)	All
Community Services Partnership (CA)	All
Tynedale Community Partnership	H.Wall/N Tyne/Rede
Tynedale Village Halls Consortium	H.Wall/N Tyne/Rede
Tynedale Community Safety Partnership	H.Wall/N Tyne/Rede
Tynedale Community Development Network	H.Wall/N Tyne/Rede
Tweed Forum	Cheviots
Norwoods Project	All
Electricity for Enterprise	All

## **ANNEX 4**

### **Network of Project Officers and Advice Centres**

<b>Title</b>	<b>Location</b>
Rural Development Officer (CCN)	Wooler
Rural Development Officer (CCN)	Rothbury
Rural Development Officer (CCN)	Bellingham
Rural Development Officer (CCN)	Haltwhistle
Cheviot Centre Manager (GGT)	Wooler
Haltwhistle Partnership Project Officer	Haltwhistle
Mid-Tyne Partnership Project Officer	Newbrough
Bellingham Community Trust Secretary	Bellingham
Kielder Regeneration Manager	Kielder
Community Enterprise Development Officer (NCC)	Wooler
Community Enterprise Development Officer (NCC)	Haltwhistle
N'land Rural Development Programme Officer	Morpeth
Tynedale Community Development Officer	Hexham
N'land Business Advice Centre Network (NCC/SBS)	Alnwick Berwick Hexham
North Pennines LEADER	Alston
Northumberland Coast LEADER	Seahouses

Hadrian's Wall Tourism Partnership Manager	Hexham
Kielder Tourism Partnership Manager	Bellingham
Tweed Forum Manager	Melrose
Electricity for Enterprise Project Manager	Morpeth
Norwoods Project Manager	Rothbury
Northern Dales Red Meat Project Manager	Durham
Farm Tourism Diversification Project Officer	Durham
N.Uplands Moorland Regen Project Manager	Richmond

## **ANNEX 5**

### **Plans and Strategies**

- Unlocking our Potential: Regional Economic Strategy
- Rural Action Plan
- New Directions: Northumberland Rural Development Strategy
- Co-operating to Compete: Public Sector Role in Sustainable Regional Economy
- Changing Perceptions: Regeneration Strategy for Berwick
- England Rural Development Plan: North East Chapter
- Objective 2: Single Programme Document
- Alnwick, Berwick and Tynedale Community Plans
- Regional Planning Guidance for the North East
- Northumberland County Structure Plan
- Northumberland National Park Local Plan
- Northumberland National Park Management Plan