

Local Plan Review Topic Paper

Supporting Economic Development



April 2021

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Introduction

This topic paper has been prepared to inform the review of the Peak District National Park Local Plan. Its focus is 'supporting economic development'.

Its purpose is to:

- assess the performance of existing policy
- examine the latest research, guidance and evidence that will impact on new policy
- highlight gaps in knowledge and generate areas of further research

Other topic papers in this series cover:

- Climate Change and Sustainable Buildings
- Health and Well-being
- Heritage and Built Conservation
- Housing
- Landscape, Biodiversity and Nature Recovery
- Minerals (pending)
- Recreation and Tourism
- Shops and Community Facilities
- Sustainable Transport and Infrastructure
- Utilities

Summary

The landscape is our core asset and vital for our main industries; agriculture and tourism. Almost two-thirds (65%) of Peak District businesses surveyed stated that they depend on the quality of the landscape and environment (State of Business and the Rural Economy Report, 2020.)

Current planning policy supports new businesses in or on the edge of Bakewell and other 'named settlements' and safeguards existing business land or buildings. In the open countryside farm diversification is supported when it is sensitive to the park's special qualities.

Planning data shows that we have supported farm diversification and new businesses within and on the edge of settlements. We have supported new tourist facilities including wooden pods and shepherd's huts. We have supported development at the Riverside Business Park in Bakewell and the extension of the Carbolite factory in the Hope Valley.

The Peak District economy is facing a number of challenges and opportunities: an ageing, smaller population; possible long-term changes to commuting patterns into and out of the National Park following the Covid-19 pandemic; our exit from the EU and our commitment to net zero carbon.

To what extent do our planning policies need to change so that they continue to support businesses and enable them to meet these challenges, while still conserving and enhancing special qualities?

Part 1: Context

1.1 National Park Context

1.1.1 The Peak District National Park was the first national park to be designated under the National Parks and Access to Countryside Act (1949)¹ in 1951. The Environment Act (1995)² sets out our purposes in managing the national park:

- (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the national parks; and
- (ii) to promote opportunities for the understanding and enjoyment of the special qualities [of the parks] by the public.

1.1.2 In pursuing these purposes, there is also a duty on national park authorities to seek to foster the economic and social well-being of local communities. Where there is conflict between the purposes the first will take precedent.

The Peak District National Park State of Business and the Rural Economy Report (2020)

1.1.3 Economic characteristics of the Peak District are set out in this report, these do not reflect the economic fallout from Covid19 or Brexit which is still to be assessed. The headlines are:

- Bakewell is home to 3,700 people and businesses located there provide 3,975 jobs
- The main industries remain as agriculture and tourism
- Almost two-thirds (65%) of all Peak District businesses surveyed stated that they depended on the quality of the landscape and environment
- Wholesale businesses contributed the largest industry share of turnover in the Peak District with a turnover of £330m in 2019 – two fifths of the Peak District economy
- At least 1 in 3 businesses are agricultural [forestry and fishing]
- The largest annual employment growth occurred in the arts, entertainment, recreation & other services industry where employment grew by nearly a quarter (23%) between 2016 and 2019, providing an extra 409 jobs
- Nearly all business (99%) are classed as Small or Medium Businesses
- There were 3,505 active local business units located within the Peak District National Park in 2019. An increase of 2% or an extra 80 local business units between 2016 and 2019
- There were 3,210 business enterprises in the Peak District during 2019
- 1,010 new enterprises were registered across the wider Peak District area during 2018
- Almost one third (30.5%) of all local business units located in the Peak District are associated with the agriculture, forestry & fishing

¹ <https://www.legislation.gov.uk/ukpga/Geo6/12-13-14/97>

² <https://www.legislation.gov.uk/ukpga/1995/25/contents>

industries, 1,075 in total. We know from the DEFRA agricultural census that there are over 3,000 farm businesses in the Peak District so the numbers are much higher.

- One in five jobs (3,945) within the Peak District National Park are within accommodation & food services, which was the highest share (20%) of all employment during 2019
- An ageing and declining population will have a big impact on the future size and structure of the labour force, which is projected to decline
- Rural areas such as the Peak District National Park have the highest rates of home working, 21.5%, compared with just 13% in urban areas
- Income deprivation indicators show that the Peak District ranks as one of the least income deprived areas in the country in 2019

*English National Parks and the Broads, UK Government Vision and Circular (2010)*³

1.1.4 This states that communities are fundamental to Parks' character. Therefore, in furthering national park purposes we need to give sufficient weight to the socio-economic factors that sustain these communities (para. 68).

1.1.5 Diversification and local enterprise which promote and strengthen the sustainability of communities and businesses are to be supported in line with national park purposes. The circular sets out examples of these to be, but not restricted to:

- high value, knowledge-intensive jobs, which are likely to attract and retain people of all ages, but particularly intended to appeal to young people
- employment that achieves the critical mass needed to drive provision of modern communications infrastructure, from which all businesses and communities can benefit
- opportunities for economic activity which capitalises on public access and recreation and appropriate forms of tourism
- food processing and marketing to add value to local farm produce.

*The 8 Point Plan for England's National Parks (2016)*⁴

1.1.6 This sets out the Government's ambitions to 2020. The economic focus was on international tourism (increasing annual visitors and extending the season), apprenticeships and British-made premium quality food.

1.2 National Planning Policy Framework

1.2.1 The National Planning Policy Framework (NPPF, 2019)⁵ states that

³ <https://www.gov.uk/government/publications/english-national-parks-and-the-broads-uk-government-vision-and-circular-2010>

⁴ <https://www.gov.uk/government/publications/national-parks-8-point-plan-for-england-2016-to-2020>

⁵ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

‘significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development’ (para 80).

1.2.2 Para 83 states that, for a rural economy, policies should enable:

- (a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;
- (b) the development and diversification of agricultural and other land-based rural businesses;
- (c) sustainable rural tourism and leisure developments which respect the character of the countryside; and
- (d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

1.2.3 The NPPF goes on to state (NPPF, 2019, para 84) that policies should acknowledge that in rural areas, locations for business use may lie outside of settlements and may not be well served by public transport. In such circumstances, policies should seek to ensure new development is sensitive to its rural location, does not adversely impact on the local road network and works to improve its sustainability by promoting walking, cycling and public transport. Proposals for development on previously developed land that relates well to existing settlements are to be encouraged.

1.2.4 Support for the business community as set out in the NPPF has to be achieved within the context of national park status and delivering the purposes and duty as set out above. The NPPF states that:

‘great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues.’ (NPPF, 2019, para 172).

1.3 Local Plan: Core Strategy and Development Management Policies

*Core Strategy (2011)*⁶

1.3.1 The Core Strategy sets out the spatial strategy for the Peak District National Park. It details how development is managed, to ensure conservation and enhancement of the national park in accordance with the purposes and duty set out in the Environment Act (1995).

1.3.2 The Core Strategy states that;

⁶ <https://www.peakdistrict.gov.uk/planning/policies-and-guides/core-strategy>

'The rural economy will be stronger and more sustainable, with more businesses contributing positively to conservation and enhancement of the valued characteristics of the National Park whilst providing high quality jobs for local people.' (Core Strategy, 2011).

1.3.3 High level General Spatial Policies cover the need to secure national park purposes, enhancement and sustainable development, and set out the development management principles. A key sustainability principle underpinning the Core Strategy is that it plans for the needs of the national park's communities - this means accommodating new jobs intended mainly for people who live within the national park.

1.3.4 Table 1 below sets out the Core Strategy economy and tourism policies

Table 1: Core Strategy economy and tourism policies

Core Strategy Policies	Title	Description
Policy E1	Business development in towns and villages	Supports business development within and on the edge of Bakewell and named settlements in Core Strategy DS1. It outlines that existing business land or buildings (particularly those of a high quality and in a suitable location) will be safeguarded. Where possible existing buildings of historic or vernacular merit will be reused (to support farming diversification) and homeworking is supported of an appropriate scale.
Policy E2	Businesses in the countryside	This policy focuses on business development outside of the natural zone and DS1 settlements and sets out the parameters of where development would be acceptable.
Policy RT1	Recreation, environmental education and interpretation	This policy supports these types of uses providing they are of an appropriate size, scale and location, where they encourage understanding and enjoyment of the National Park, and are appropriate to the National Park's valued characteristics. Proposals must seek to reuse existing buildings of historic or vernacular interest and not adversely impact on existing appropriate types of recreation, environmental education and interpretation.
Policy RT2	Hotels, bed and breakfast and self-catering accommodation	This policy sets out the parameters for where this type of development would be acceptable across the national park.
Policy RT3	Caravans and camping	This policy supports the provision of touring camping and caravanning and back pack camping in locations where there is little provision providing it meets strict requirements. Static caravan, chalets and lodges are not permitted. Proposals to improve or create new onsite facilities to serve existing sites will be supported if they are of a scale appropriate to the size of site and sensitive to the surrounding landscape character.

*Development Management Policies (DMP) (2019)*⁷

1.3.4 The DMP Policy E3 safeguards the following existing employment sites.

Site	Area (ha)
Deepdale, Bakewell	1.64
Station Road, Bakewell	1.2
Riverside, Bakewell	4.54
Great Longstone Ind Estate	0.85
Calver Sough Ind Estate	0.95
Newburgh Site, Bradwell	0.35
Hall Farm, Hathersage	0.53
Station Yard, Hathersage	1.2
Station Road, Bamford	0.8
Stretfield Mill, Bradfield/Brough	0.79
Aston Ind Estate	1.07
Vincent Works, Brough	1.09
Whitecross Ind Estate, Tideswell	2.87
Cartledge Farm, Great Hucklow*	0.65
Total	18.08

1.3.5 The following DMP policies support Core Strategy Policies E1 and E2

Table 2: Development Management Policies: Economy and tourism policies

Development Management Policies	Title	Description
Policy DME1	Agricultural or forestry operational development	Supports such development which is necessary and is in accordance with national park purposes.
Policy DME2	Farm diversification	Supports ancillary uses that support the continuing function of the farm, subject to constraints to protect other local plan objectives and national park purposes and duty.
Policy DME3	Safeguarding employment sites	This policy lists the sites to be safeguarded and these are shown on the Policies Map. https://www.peakdistrict.gov.uk/planning/policies-and-guides/development-management-policies/policies-map
Policy DME4	Change of use of non-safeguarded, unoccupied or under-occupied employment sites in Core Strategy policy DS1 settlements	This policy seeks to protect existing employment sites from a change of use unless applicants have demonstrated they have been marketed at reasonable rates for a 12 month period. This is to protect the supply of employment land across the authority.
Policy DME5	Use Class B1 employment in the countryside outside Core Strategy policy DS1 settlements	This policy supports the reuse of existing buildings for B1 use in accordance with the NPPF, subject to constraints.

⁷ <https://www.peakdistrict.gov.uk/planning/policies-and-guides/development-management-policies>

Policy DME6	Homeworking	This policy supports homeworking subject to use class and restrictions on size, scale, intensity and type and vehicular movements.
Policy DME7	Expansion of existing industrial and business development not involving farm diversification	This policy supports their expansion of these businesses providing it, amongst other factors, is modest in scale, can be easily accommodated, and doesn't affect the character of the area and that modifying or extending existing buildings have been considered.
Policy DME8	Design, layout and neighbourliness of employment sites including haulage depots.	This policy sets out how development proposals for employment use will be assessed to ensure that any impacts on the landscape are minimised and mitigated.
Policy DMR1	Touring camping and caravan sites	This policy accepts new sites/extensions/wooden pods subject to constraints. New ancillary facilities to support these uses are acceptable providing they do not adversely affect existing community facilities.

Part 2: Performance of Policy

2.1 What are we judging policy against?

2.1.1 The Core Strategy aims to:

- Support agricultural and land management businesses that conserve and enhance the valued characteristics of the landscape
- Support diversification of agriculture and land management businesses
- Encourage the effective re-use of traditional buildings.

2.1.2 The White Peak and Derwent Valley are regarded as the most sustainable locations for the provision and retention of employment land, due to transport links and existing socioeconomic infrastructure. Policies here aim to:

- support business start-up and development particularly where it creates high skill/high wage jobs in the named villages
- retain and enhance the role of Bakewell as an agricultural market town and centre for business
- protect employment sites in sustainable locations such as Bakewell, Tideswell and through the Hope Valley, but consider redevelopment of lower quality employment sites in less sustainable locations for other uses including mixed use.

2.1.3 Across the South West Peak policies aim to retain an appropriate range of employment sites in sustainable locations such as Longnor and Warslow. There are no specific outcomes for the Dark Peak and Moorland fringes (Core Strategy, 2011).

*Peak District National Park Management Plan (2018-2023)*⁸

2.1.4 This partnership plan identifies the Peak District's special qualities and sets out the issues and priorities for conserving and enhancing them. Specifically relevant to the economy is the commitment to ensuring a future for farming and land management by supporting:

- farming which protects and enhances the natural and cultural environment
- new and innovative business that is compatible with the aims and aspirations of the national park and that creates opportunities to enhance its special qualities
- businesses that promote the understanding and enjoyment of the special qualities; specifically those which deliver high value, low impact employment in sustainable locations.

⁸ https://www.peakdistrict.gov.uk/data/assets/pdf_file/0025/84670/National-Park-Management-Plan-2018-2023-print-version.pdf

2.2 Evidence: Annual Monitoring Reports

2.2.1 Evidence from Annual Monitoring Reports is set out in Tables 3-5 below.

- Table 3 sets out the relevant economic and tourism policies, their purpose, and how 'active' they have been responding to the economy of the national park since the Core Strategy was adopted. Summary conclusions are embedded into the table in bold. Please note refusals are not monitored.
- Table 4 highlights planning applications that were approved contrary to officer recommendation and
- Table 5 highlights planning applications that raised significant policy concerns.

Table 3: Summary of Annual Monitoring Reports

Core Strategy Policy	Title	Purpose	AMR summary	
Policy E1	Business development in towns and villages	Supports business development within and on the edge of Bakewell and named settlements in Core Strategy DS1. Safeguards existing business land or buildings (particularly those of a high quality.) Existing buildings of historic or vernacular merit will be reused (to support farming diversification) and homeworking is supported.	AMR year	Planning permissions
			12/13	Only use class B1(a) and D2 had a net increase in floor space and A1 with a net decrease. Gross and Net Employment land completions by floor space were lowest amounts in the last 5 years. 100% of gross/net completions were within named settlements.
			13/14	Between 2013-15 there were 45 planning permissions relating to business use (B1). Six of which were for new buildings, 4 within a settlement and 2 outside of settlements. This represents a high proportion of business use focused in settlements.
			14/15	1 Section 73 permission removing business use. See 2013/14.
			15/16	8 permissions for new B class floorspace or CoU. ⁹ 1 permission for >1,000sqm of B8 floorspace (existing company relocating). 5 Section 73 permissions ¹⁰ relating to business use but not its removal. An extension to an existing factory building was approved increasing the total floorspace to 1461.0sqm (NP/HPK/1015/0996).
16/17	11 permissions (9 in settlements, 2 outside of settlement).			

⁹ Change of Use

¹⁰ A planning application to make amendments or to amend conditions of an existing planning permission.

				<p>An Appeal was dismissed for housing at safeguarded employment site Deepdale, Bakewell.</p> <p>5 Section 73 applications were approved relating to business use, 2 of which removed this use.</p>
			<p>Conclusion: The policy is working well to support business use within/edge of settlements. A lack of monitoring of planning refusals to understand if there are any areas of pressure.</p>	
Policy E2	Businesses in the countryside	This policy focuses on business development outside of the natural zone and DS1 settlements and sets out the parameters of where development would be acceptable.	AMR year	Planning permissions
			12/13	0 completions.
			13/15	2 business use permissions granted outside of settlements in 2013-15.
			15/16	16 planning applications relating to business use (8 B1 use and 1 CoU). No losses of business use.
			16/17	2 permissions were granted for business outside of settlements – CoU of agricultural building to gin distillery, CoU of agricultural building to business use of low intensity and low impact within walking distance of settlement. 1 loss of business use to holiday accommodation.
			<p>Conclusion: In 2015-16, compared to previous years, there are more business permissions in the countryside. This may reflect changing farming practises and the need to diversify.</p>	
Policy RT1	Recreation, environmental education and interpretation	This policy supports these types of uses providing they are of an appropriate size, scale and location, where they encourage understanding and enjoyment of the National Park, and are appropriate to the National Park's valued characteristics. Proposals must seek to reuse existing buildings of historic or vernacular interest and not adversely impact on existing appropriate types of recreation, environmental education and interpretation.	AMR year	Planning permissions
			12/13	21
			13/14	17
			14/15	14
			15/16	15
			16/17	9
			<p>Conclusion: Permissions steady but dipping in 2016/17. Some business activity of this type could be carried out under permitted development.</p>	

Policy RT2	Hotels, bed and breakfast and self-catering accommodation	This policy sets out the parameters for where this type of development would be acceptable across the national park.	No monitoring. However, in accordance with Local Plan aspirations, one hotel was been granted permission in Bakewell.	
Policy RT3	Caravans and camping	This policy supports the provision of touring camping and caravanning and back pack camping in locations where there is little provision providing it meets strict requirements. Static caravan, chalets and lodges are not permitted. Proposals to improve or create new onsite facilities to serve existing sites will be supported if they are of a scale appropriate to the size of site and sensitive to the surrounding landscape character.	AMR year	Planning permissions
			12/13	9*
			13/14	0
			14/15	0
			15/16	0
			16/17	0**
Conclusion		There has been a lull in permissions granted for caravans and camping recently, this could be due to a move towards the provision of permanent wooden pods. This change in accommodation type has been addressed in the Development Management Policies document.		
*first application received for a wooden pod. 2012/13 was a busy year for extensions to existing sites. **In 16/17 there was 4 planning applications relating to new provision through conversions, extensions and wooden pods.				

Table 4: Planning applications approved contrary to policy (Core Strategy and Saved Local Plan Policies)

Planning application reference and description	Relevant Planning Policies	Decision
2011/12 NP/DDD/1210/1298, Demolition of existing buildings to provide a mixed use employment (Class B1/B2 and B8) residential development (new build and conversion), car parking and associated works, Riverside Business Park, Buxton Road, Bakewell	Core Strategy GSP2, DS1, HC1, E1 Local Plan policies LB1 and LB7, HC1, HC2	Recommended for approval but the application was refused by the Planning Committee which considered that the cumulative loss of employment space and the proposed phasing would not secure the long term sustainability, or vitality and viability of the business park contrary to Local Plan policy LB7.
2015/16 NP/DDD/0915/0888 Erection of steel fabrication workshop on previously developed land, Pittlemere, Tideswell	Core Strategy policies: GSP1, GSP3, DS1, L1, CC1, E2 Local Plan policies: LC4, LE6, LT7, LT10 and LT18	Whilst previous industrial activity had taken place on this site, it had been largely reclaimed by nature and was a very quiet and relatively benign feature in the limestone plateau landscape. Officers strongly considered that the introduction of an industrial use would therefore be harmful to the appearance of this landscape and its quiet enjoyment. They considered that the development would introduce noise and light pollution, harming the special qualities of the wider area. As such the scheme was considered to be contrary to core landscape and business policies. Members considered that the scheme would meet the needs of a local business and allow it to return to the locality and that it would allow the appearance of the site to be improved. They also considered that the new building and activity would be largely hidden by adjacent trees.

Table 5: Applications which raised significant policy issues (Core Strategy and Saved Local Plan Policies)

Planning application reference and description	Relevant Planning Policies	Decision
2013/14 NP/DDD/0613/0542 Extension of existing manufacturing business and diversion of existing public footpath at Buxo Plas, quarters Farm, Hazelbadge	Core Strategy Policies L1 E2 Potential for inappropriate development in the open countryside.	Determined the site was well hidden and that the business was environmentally responsible but raises issues concerning isolated development and relationship to land management of businesses no longer in agriculture.
2016/17 Full Application - Change Of Use Of Former Portal Framed Building To A Building Used For Community Events, Weddings And Other Celebrations And Events (Use Class D2 Assembly And Leisure) (Retrospective), External Alterations And Extension To Existing Building To Form Amenities Block And Associated Car Parking Provision At Lower Damgate Farm, Ilam Moor Lane, Ilam	Core Strategy policies GSP1, GSP2, GSP3,L1, L2,L3. Local plan policies LC4,LC8, LC16, LC17, LT11, LT18	Officers recommended refusal on the grounds (in summary) that • The scale of the use proposed would harm the character and amenities of the local area contrary to saved Local Plan policies LE4(b)(i) and LE4(b)(ii) and would be unneighbourly, contrary to saved Local Plan policy LC4, policy GSP3 of the Core. • The use of the building at the scale proposed would detract from the tranquillity of its landscape setting, contrary to the landscape conservation objectives of policies GSP1, GSP2 and L1 of the Core Strategy. • The proposals do not accord with the social and environmental principles of sustainable development and the harm arising from the grant of planning permission would not be demonstrably offset by any economic benefits to the rural economy, contrary to the core planning principles in the Framework and with policy GSP1 of the Core Strategy. Officers considered that these concerns could not be addressed through planning conditions. The Committee considered that the development was consistent with policy as it provided for the re-use and some enhancement of a non-traditional agricultural building. The proposal would also assist the rural economy. The application was approved contrary to the officer recommendation of refusal, with an annual limit of 12 wedding events a year and subject to additional conditions to control numbers of visitors, noise mitigation, hours of operation, parking and traffic issues and alterations to the building.
2015/16 NP/DDD/0315/0239 Outline application: construction of new employment building, associated landscaping operations and access improvements, Backdale Quarry, Hassop Road, Hassop	Core Strategy Policies DS1, GSP1, GSP2, GSP3, L1, E2 Local plan policies, LC4, LE4, LT11, LT18.	The Officer recommendation of approval was approved by Members. The application raised policy issues because it involved a relatively large building on a site outside a designated settlement. The justification for the proposal was that it replaced an unsightly range of mineral processing and industrial building which, whilst derelict, was lawful. The approval therefore provided a justification for the removal of the buildings and the erection of a lower, better sited and landscaped building.
NP/DDD/0216/0084 Full application - Extension to	Core Strategy	Officers recommended refusal on the following grounds (in summary): • Intensification of the

existing hides' building and proposed adjoining new building to encompass processing of animal by-products to extract oil for on-site electricity generation, The Knackers Yard, Main Road, Flagg	<p>policies: DS1,E1, GSP1, GSP2, GSP3,L1, T1 and T4 Local Plan</p> <p>policies: LC4,LE4, LT2,LT9 and LT18</p>	<p>existing use of the site, not been established that the business operating from the Knackers Yard is sited in an appropriate location with regard to the existing impacts associated with the business and potential adverse impacts of allowing the business to expand., therefore conflict with saved Local Plan policy LE4(a)(i) and (ii). • The potential adverse cumulative impacts of the existing and proposed developments at the Knackers Yard on the amenities of the local area through odour nuisance, contrary to policy GSP3 of the Core Strategy, saved Local Plan policy LC4. • The positive aspects of the development proposals are not considered to demonstrably or significantly offset or outweigh the identified harm to policies and the harm to the amenities of the local area, contrary to policy GSP1 of the Core Strategy and national planning policies in the Framework. In approving the application Members acknowledged that the existing business provided an important service to local farmers and that the proposed building and associated processes were likely to result in a reduction in odour and traffic concerns. The new building would fit into the existing building group without any adverse landscape impact.</p>
2017/18 Removal of condition 3 (in relation to road access) attached to permission for the redevelopment of Bakewell Business Park.	DS1, E1, LB7 (former saved policy from 2001 Local Plan, now replaced by DM Policies	Application refused as the condition was deemed necessary in order to implement saved Local plan policy for redevelopment of the Business Park. This is a significant employment site in the National Park and considered Planning Committee – Part A 13 December 2019 and emerging Bakewell neighbourhood Plan) worthy of a high standard of access in order to achieve sustainable development.
2017/18 Full application – proposed change of use of existing buildings, extensions to existing buildings and provision of new access to the site at Bradfield Brewery, Watt House Farm, Loxley Road, Bradfield, Sheffield	L1, E2	Scheme approved despite some concerns over expansion in open countryside. Desire to retain strong local brand and retain local employment with good attention to character. Raises issues of cumulative impacts and reasonable extent of growth, plus impacts of valley character.

2.3 Other evidence and data

*Derbyshire Dales District Council Economic Plan (2019-2033)*¹¹

2.3.1 This report shows that in Derbyshire Dales:

- smaller businesses predominate employing fewer than 10 people
- unemployment is low and employment opportunities outnumber the working age population, leading to in-commuting

¹¹ <https://www.derbyshiredales.gov.uk/services-business/economic-plans-partnerships/economic-development-plan>

- New businesses are resilient: 92% survive the first year and longer-term business survival is higher than the national average
- Median workplace earnings have dropped and workplace productivity (per FTE) is below the national average
- The proportion of knowledge based businesses is below average.

The Peak Sub-region Employment Land Review (Nathaniel Lichfield and Partners, 2008)¹²

2.3.2 This was a jointly commissioned piece of evidence for local plan making. It covered the Peak District National Park (PDNP), Derbyshire Dales and High Peak. Within the PDNP it identified 15.94ha of existing employment land stock and that there would be demand for approximately a further 5ha of land over the plan period (to 2026), split between 3.5ha industrial and 1.5ha for office space.

2.3.3 Three sites were identified to meet this demand:

- Lumford Mill/Riverside Business Park (5ha)
- Newburgh Works (2.2)
- Ashford Road (1.1)

2.3.4 It was recommended that some of this 5ha could be delivered through small scale conversions of rural buildings to employment use, and office-based development in Derbyshire Dales.

2.3.5 In conclusion, for the Peak District, the report advised that there was sufficient capacity providing existing sustainable sites were safeguarded and there was flexibility for new space. This was reflected in Core Strategy policy and sites were safeguarded in the Development Management Policies.

Derbyshire Housing and Economic Development Needs Assessment GL Hearn, (2015)¹³

2.3.6 This report identified 1.4ha that could be utilised by intensifying existing employment sites at the following locations

Site	Sub Area	Area (ha)
Cartledge House	Hathersage/Eyam	0.1
Station Road, Bakewell	Bakewell	0.1
Tideswell IE	Bradwell	0.5
Riverside 2	Bakewell	0.02
Riverside 1	Bakewell	0.5
Deepdale BP	Bakewell	0.2
Total		1.42

Source: GLH 2015

¹² https://www.peakdistrict.gov.uk/_data/assets/pdf_file/0026/46673/employment-land-review-2008.pdf

¹³ https://www.derbyshiredales.gov.uk/images/documents/C/Committee/Local_Plan_Advisory/HEDNA%20Final%20Report%2016.09.15_Small.pdf

*Bakewell Employment Land and Retail Review (2016)*¹⁴

2.3.6 This report identified 2.3ha of potential employment land across the town, but that the actual amount would be lower due to the complexity of developing one of the sites (Riverside). The report stated there was a need for 1.3ha of new employment land for the period 2014-2034. This was split into 0.8ha industrial and 0.5ha office, which is split across the sites in the table below.

Site	Area (ha)
Adj to Cintrides	0.8
Deepdale	0.2
Riverside	0.3
Station Road	0.1
Total	1.4

2.3.7 The report also identified that, whilst it recommended a need for 1.3ha of employment land, there were opportunities to intensify uses on existing employment sites, and as such a lower amount would be necessary to meet demand. However, with a safeguarded amount of 1.4ha new employment space in Bakewell, there is little room to be flexible.

Peak District National Park Strategic Housing and Employment Land Availability Assessment, 2018 (Stantec, 2018)

2.3.8 This report reviews and updates the Peak Sub-region Employment Land Review (2008). A 'call for sites' process was used to determine whether and how the PDNP's previously identified requirement (5ha split between 3.5ha for general industrial and 1.5ha for office) could be met. It concluded that 3 sites were 'capable' of facilitating a combined total of 1.4ha (not the 3.5ha required) of general industrial floorspace by making more efficient use of space. The sites identified were:

- Station Road, Bamford
- industrial land at Upper Hulme
- Whitecross Industrial Estate, Tideswell

2.3.9 However, the sites were not considered currently developable and would not come forward within the life time of the Core Strategy (up to 2026). In addition to this, no sites came forward through the process that could contribute to warehousing, distribution, office or other business development employment land requirements. So to conclude, there are no sites that are available to deliver an additional 3.5ha of industrial employment land within the PDNP and the authority is reliant on market forces to bring forward sites within suitable locations.

¹⁴ https://www.peakdistrict.gov.uk/data/assets/pdf_file/0021/85620/GL-Hearn-Bakewell-Study-Final-Report-April-2016.pdf

2.4 Conclusion

- 2.4.1 Annual monitoring reports show that planning permissions are being granted for business use within and on the edge of settlements. Business permissions outside of settlements are also being granted as farms diversify and old agricultural buildings of vernacular merit are given new uses to support their retention. The long term impact of this on valued characteristic needs to be monitored. For example the Buxoplas factory near Bradwell was originally a farm. The farm diversified and has since become a stand-alone manufacturing business in open countryside. There are other examples where diversification has taken place to the detriment of National Park purposes.
- 2.4.2 There have been significant increases to the stock of employment generating land with important approvals at the Riverside Business Park in Bakewell and the extension of the Carbolite factory in the Hope Valley. Only minor losses have been observed and were justified either on the basis of a transfer from B1 office into the tourism economy (holiday accommodation), or where the site was clearly demonstrated to be redundant, vacant and degraded, thus warranting enhancement of the local environment and providing new community benefits.
- 2.4.2 Development Management Policies have strengthened the overall economic function of the National Park by identifying and safeguarding a series of the best (well-located and of a high quality) sites, as well as encouraging new businesses into villages and as part of farm diversification schemes.
- 2.4.3 There remains a steady rate of permissions granted for recreation, environmental education and interpretation, including for wooden camping pods.
- 2.4.4 Planning Committee regards highly those proposals which in its view contribute to the rural economy.
- 2.4.5 There is no data yet to understand what changes have occurred since the introduction of Class E of the Use Class Order 2020.
- 2.4.6 One clear message from The Peak District National Park Strategic Housing and Employment Land Availability Assessment, 2018 (Stantec, 2018), is that the Peak District has not been able to successfully deliver the 3.5ha of general industrial land it was predicted to need over the lifetime of the Core Strategy. The provision of general industrial land will need to be considered further. Better monitoring of new office floorspace is also required to understand whether the 1.5ha recommended has been delivered.
- 2.4.7 There are a significant issues that will impact upon the rural economy in the coming years and planning policy needs to enable businesses to adapt and respond in a way that respects the special qualities of the national park. The issues include:
- Ageing population
 - Smaller workforce
 - Climate change

- Leaving the EU
- Covid-19 recovery
- Use Class Order 2020

2.4.8 There is a strong desire by the Authority to support local rural businesses and ensure they have the quality of space they need to help them deliver national park purposes and duty. There is also a clear intention by the Authority to increase the visit length visitor spend. But here a balance is required between tourist expectations, the national park communities, and the landscape, which must take priority. We need to support businesses that reinvest in the Peak District National Park

Part 3: Issues and Evidence Driving New Policy

Local Enterprise Partnerships (LEPs)

- 3.1 The Authority supports the following LEP priorities:
- D2N2 priority sectors: Derbyshire Dales and High Peak make a significant contribution to food and drink manufacturing, the visitor economy and in advanced manufacturing sectors. Support for digital and low carbon industries.
 - High Peak Borough Council identifies the minerals industry as a priority sector. This industry supports a number of local jobs in the Peak District and, whilst it is likely the PDNPA will continue to take a strong position on reducing the impact of aggregates on landscape, it is important to support a sustainable level of small building and roofing stone sites for local use.
 - Sheffield City Region priority sectors: Derbyshire Dales offers an ideal location for creative and cultural businesses.
 - Stoke-on-Trent and Staffordshire priority sectors: Staffordshire Moorlands makes a considerable contribution to the manufacturing sector and sub-sector priorities (advanced manufacturing and applied materials), as well as the visitor economy priority.

The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020¹⁵.

- 3.2 These regulations make Use Classes A, B1, B2 and D obsolete and either absorbed in Class E (A1, A2, B1 and B2) or F (A1 food in rural areas, D1 or D2 community uses) or regarded as sui generis (A3, 4, 5 and some D2 uses). See Appendix 1 for description of use classes.
- 3.3 This change to the use class order will have an impact on Bakewell Town Centre. To what extent is yet to be seen and will take time, especially as the town centre recovers from the impact Covid19 and any change that will occur following the UK's exit from the EU. This change is discussed within the Shops and Community Facilities Topic Paper.
- 3.4 The changes to the use class order will also have an impact on employment sites. Those that historically have B1 or B2 use and are now classed as E use, can seek a change of use without requiring planning permission to other uses within the E use class. This could lead to a loss of employment land and could have an impact on traditional retail shopping areas.

PDNPA Management Plan (2018-2023)

¹⁵ <https://www.legislation.gov.uk/uksi/2020/757/contents/made>

- 3.5 The Management Plan Delivery Plan committed the Authority to establish a 'practical definition of a thriving and sustainable community which can help inform future work.' The National Park Authority has worked with the Peak Park Parishes Forum and other partners to do this. The draft definition is due to be approved at an Authority meeting later this year. It includes that 'there are high quality, long-term employment opportunities so that local people do not have to move away' and:
- sustainable, innovative workplaces
 - access to good-quality apprenticeships and training
 - the right conditions and infrastructure for businesses to flourish and innovate so that
 - the best workers are attracted
 - local people can stay and compete in the national and global market for jobs
 - there is a shift away from commuting towards local employment and self-employment
 - sustainable products and services.

PDNPA Residents' surveys

- 3.6 The 2016 Residents Survey found that there had been an increase in the proportion of residents who agree that more modern business units are needed in the Peak District National Park but that conservation should always take priority over economic development (51%). The 2019 Survey found that residents were supportive of the benefits of tourism, with 9 out of 10 respondents agreeing that visitors to the Peak District create income and jobs for the local economy through visitor expenditure. Residents also felt that the benefits gained through tourism outweighed any negative impact on the national park (69%) and that visitors helped to keep essential services open and running (66%).

The PDNPA State of Tourism Report (2019)

- 3.7 The report states the Peak District landscape is our core tourism asset. Most visitors say they come to walk and enjoy the landscape and special qualities. The Peak District National Park receives between 13m – 26m visitors a year. Retired people and students are the groups most likely to visit. A significant proportion of visits are day visits due to the Park's central location (within 1 hour's drive) close to the major cities and conurbations of Manchester, Sheffield and Nottingham. The number of staying visitors (51%) compared to day visitors (49%) translates into a day spend of £36.49 per person per day visit and £74.47 per person per day for staying guests.
- 3.8 Tourism and recreation are significant contributors to the economy of the national park and the PDNPA supports the development of appropriate accommodation, facilities and jobs. Over 10,000 people are employed within the tourism industry, however, a lot of these jobs are seasonal or part time and low waged.

Agricultural Building Report (2020)

- 3.9 An analysis of the size and location of new agricultural buildings granted planning permission between 2011 and 2018 has been undertaken. On average 49 new agricultural buildings per year were permitted across the national park. Sixty-two per cent of these were in the White Peak, 30% were in the South-West Peak and 8% were in the Dark Peak. The average size of the buildings permitted is 334m² (equivalent to approx. 20m x 17m building).
- 3.10 Of the new agricultural buildings built during the seven year period, 24% were applications under the General Permitted Development Order (GPDOs) and 76% were full planning applications. The GPDOs averaged a size of 244m² and the full applications averaged a size of 363m².

Parish Statements (2020)

- 3.11 The statements are a collaboration between the Authority and parish councils, drawing on population and employment data, land use mapping and commentary from the parish council on community life. Visitor pressure and car parking are ongoing concerns.

The NPMP (2018-2023) background paper: Farming and Land Management

- 3.12 This reports that around 84% of the Peak District is farmed (DEFRA, Agricultural Census, 2011), which demonstrates its importance in managing the landscape. While landscape is highly valued, agricultural quality is poor (grade 4 or 5), hence the majority of farming is pastoral. Farmers are reliant on wholesale markets which in turn puts pressure on business viability. To continue, many farmers rely on support payments and diversification. Diversification comes with its own issues too, like providing good broadband for end users, but equally, a viable farm business with more sustainable income is more likely to be able to invest in wider environmental work.

The Landscape Review (2019)¹⁶

- 3.13 This independent report was commissioned by the Government to advise on the structure of English national parks and AONBs. The relevant recommendations to our national park economy are:
- National landscapes supported to become leaders in sustainable tourism

¹⁶ <https://www.gov.uk/government/publications/designated-landscapes-national-parks-and-aonbs-2018-review>

- A new financial model – more money, more secure, more enterprising.

*The Planning White Paper: Planning for the Future (2020)*¹⁷

3.14 This report sets out the Government’s ambitious changes to the English planning system. Further information and proposals will be announced in 2021. The main headlines are:

- New approach to allocating land through Growth, Renewal and Protected zones, with a general presumption in favour of development in growth and renewal areas – awaiting news on how this will affecting planning in the national park.
- Help businesses to expand with readier access to the commercial space they need in the places they want and supporting a more physically flexible labour market
- Create a virtuous circle of prosperity in our villages, towns and cities, to support renewal and regeneration
- Innovators, entrepreneurs and businesses will benefit from a planning system that is much more adaptable to the changing needs of the economy
- A greater amount of land available near to workplaces, and a more flexible approach to how that land can be used, will make it much easier for firms to set up and expand in the most productive locations.

The Rural Services Network (RSN) Economy Toolkit (August 2020)

3.15 This publication is for local authority/Local Enterprise Partnership members of RSN to assist them in writing policy/action plans to support the rural economy. It focuses on four central themes that are important issues to rural communities: de-carbonise, an ageing population, increase in digitization, and the ability of local communities to be self-sustaining and generate wealth.

The main recommendations are:

- Support rural business opportunities to retrofit built stock and expand into the renewables sector
- Support farms to diversify into renewables
- Support investment into improving digital infrastructure in rural communities so that local businesses can compete with urban and global businesses
- Support data and technological advances so that farming can become more efficient, profitable, and environmentally friendly
- Support local producers to emphasise the importance of understanding food provenance, food ethics, and reducing food miles

¹⁷ <https://www.gov.uk/government/publications/planning-for-the-future>

- Support local businesses so that they receive the financial rewards, generate wealth to sustain, and thrive locally
- Support a circular economy that harnesses entrepreneurialism and reverses rural decline.

The Peak District Partnership

- 3.16 This group (made up of businesses, local authorities and the University of Derby) met at the beginning of 2020 to discuss issues and opportunities for the business community. A number of issues were raised, including: the changes in retail shopping habits and the impact on rural town centres and businesses; the need for more flexible workspace; poor transport networks serving town centres, including night time services; barriers for new startups and support for the younger generation who are most likely to start their own business.
- 3.17 The group identified a number of opportunities for change including: a more joined up approach between stakeholders to support businesses; a need to support innovation and entrepreneurialism; make more effective use of business space by making it multipurpose and flexible; support initiatives that cater for the younger generation and strengthen the evening economy.
- 3.18 A PDNPA member has raised concern about food security and a need to encourage Parish Councils to protect their allotments and identify any other land for cultivation.

Towards a one nation economy: A 10-point plan for boosting rural productivity (2015)

- 3.10 This report focuses on fast and reliable broadband services, improvements to mobile communications and increased apprenticeships. It also mentions improvements to the planning system to benefit the rural economy. Whilst there are no specifics, this could include the recently changed Use Class Order (2020), Permitted Development rights (2020), and the Planning White Paper: Planning for the Future (2020).

Part 4: Requirement for further Evidence and Questions Arising

4.1 Requirement for Further Evidence

- 4.1.1 There is a good level of quantitative and qualitative data available in the more recent employment land reviews but these only anticipate provision up to 2026. The 'State of' reports, also provide a good overview of the economy and the Management Plan gives a clear steer in its desire to support local businesses and communities. However, the impact of recent events (leaving the EU, Covid-19 and the UK's commitment to zero carbon by 2050) are not reflected on in these documents.
- 4.1.2 We need an updated employment land review to understand how the national park can respond positively to Brexit, Covid19 and the Use Class Order 2020.
- 4.1.2 We need to commission a town centre study for Bakewell and planning policies that promote resilience and recovery from the impact of Covid19.
- 4.1.3 We need to understand if Covid19 has resulted in any long term change in working behaviours, e.g. working at home more and a reduced need to commute?
- 4.1.4 We should conduct a new Business Survey. How we can support businesses by using the Rural Services Network Toolkit and positively respond to changes resulting from the Planning White Paper (2020).
- 4.1.5 We need to update our understanding of how to support farmers. What is the impact of mandatory biodiversity net gain on farming and land management and how we can support farmers to diversify within a national park landscape?

4.2 Questions Arising

- 4.2.1 Should new economic development also contribute to other plan aims, for example, adapting to and mitigating climate change?
- 4.2.2 Should new economic development conserve traditional character and foster net gains in wildlife in order to conserve and enhance the National Park landscape?
- 4.2.3 Should we support non-agriculture and tourism businesses if they conserve and enhance the special qualities of the National Park and provide more varied job opportunities?
- 4.2.4 Should non-agriculture and tourism businesses be directed to existing business sites, converted traditional farm buildings, and to space above existing commercial buildings, and be supported through home working, rather than developing new business parks?
- 4.2.5 Should we require all new business development to facilitate high speed broadband connections for their users?

Appendix 1

CHANGES TO THE USE CLASSES ORDER IN ENGLAND

Use	Use Class up to 31 August 2020	Use Class from 1 September 2020
Shop <280 sqm mostly selling essential goods, including food and at least 1km from another similar shop	A1	F.2
Shop	A1	E
Financial and professional services (not medical)	A2	E
Café or restaurant	A3	E
Pub or drinking establishment	A4	Sui generis
Takeaway	A5	Sui generis
Office other than a use within Class A2	B1a	E
Research and development of products or processes	B1b	E
For any industrial process (which can be carried out in any residential area without causing detriment to the amenity of the area)	B1c	E
Industrial	B2	B2 ¹
Storage or distribution	B8	B8
Hotels, boarding and guest houses	C1	C1
Residential institutions	C2	C2
Secure residential institutions	C2a	C2a
Dwelling houses	C3	C3
Use of a dwellinghouse by 3-6 residents as a 'house in multiple occupation'	C4	C4
Clinics, health centres, creches, day nurseries, day centre	D1	E
Schools, non-residential education and training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts	D1	F.1
Cinemas, concert halls, bingo halls and dance halls	D2	Sui generis
Gymnasiums, indoor recreations not involving motorised vehicles or firearms	D2	E
Hall or meeting place for the principal use of the local community	D2	F.2
Indoor or outdoor swimming baths, skating rinks and outdoor sports or recreations not involving motorised vehicles or firearms	D2	F.2

1 Unless the use falls within Schedule 2, Part A, Class E(g) – i.e. it is an industrial use that can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit. If this is the case, the use will fall within the new Class E.