

Local Plan Review Topic Paper

Shops & Community Facilities



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 *Shops and Community Facilities*.

Its purpose is to:

- assess the performance of existing policy
- examine emerging issues and 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
- Economy
- Health and Well-being
- Heritage and Built Conservation
- Housing
- Landscape, Biodiversity and Nature Recovery
- Minerals (pending)
- Recreation and Tourism
- Spatial Strategy
- Sustainable Transport and Infrastructure
- Utilities

Executive Summary:

The aim of Peak District National Park policies has been to improve access to services and retain and provide community services and facilities. Therefore Core Strategy Policies HC4 and HC5 encourage services to be located within 63 main settlements, and seek to safeguard shops and community uses.

Evidence suggests that shops and community facilities have been in decline within the national park since the Core Strategy was adopted in 2011. This does not necessarily mean that the policies have been ineffective, but reflects the market as the main driver for change, influenced by the national increase of people shopping online.¹

The National Planning Policy Framework (NPPF) also enables retention and development of accessible local services and community facilities. However, government has recently introduced a new Use Class Order² which fundamentally alters what can be safeguarded. The impact of these changes will need to be assessed and monitored.

Shops and facilities bring about dual purposes: they allow for the purchase of necessary items or the use of necessary services (practical), but they are also crucial for social interaction (abstract). Therefore, policies need to focus on how these social interactions can continue to happen, particularly in light of the new use class system.

People rely on broadband for shopping, and increasingly for social interaction, and this has been emphasized during COVID. If communities are not to be disadvantaged, we need to identify gaps in broadband provision.

The increasing dual-use of community buildings and facilities should be explored as a way for communities to retain their services.

Playing fields and other publically accessible open spaces are vital for communities, even in a National Park. We need to bring together data from constituent authorities and our own parish surveys to assess the quantity and quality of these spaces and address any shortfall, for example in allotment space. The role these spaces can play in nature recovery should be examined, for example via developer-funded biodiversity net-gain.

The national park aim of improving access to services through concentrating shops and services into 63 main settlements should be further explored along with how this can be monitored.

¹<https://www.ons.gov.uk/businessindustryandtrade/retailindustry/articles/howourinternetactivityhasinfluencedthewayweshop/october2019>

² The 'Use Class' system groups similar uses of land and buildings into 'use classes' and sets rules about whether or not planning permission is needed to change from one use class to another.

Part 1: Context

1.1 National Park Context

1.1.1 National Park statutory purposes are outlined in the Environment Act 1995 (section 61):

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

Section 62 of the Act also places a duty on the National Park to seek to foster the economic and social well-being of local communities. It is this duty that most relates to the provision of shops and community facilities, along with meeting the second purpose of promoting opportunities for understanding and enjoyment. If there is irreconcilable conflict between the statutory purposes, the conservation of the national park will be given priority (established through the Sandford Principle).

1.1.2 The English National Parks and the Broads: UK Government Vision and Circular 2010 outlines the statutory purposes for national park designation. This document commits to thriving, living, working landscapes, which inspire active communities to live within their environmental limits and tackle climate change.

1.1.3 The National Park Management Plan 2018-2023 outlines seven special qualities, with the most relevant to this paper being Special Quality 5: *'characteristic settlements with strong communities and traditions'*.

1.2 National Planning Policy Framework (NPPF) and Use Class Order 2020

1.2.1 Para 172 of the NPPF states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, along with the conservation and enhancement of wildlife and cultural heritage. It states that planning permission should be refused for major development, other than in exceptional circumstances and in the public interest. Para 11 exempts the national park from allocated housing sites.

1.2.2 National parks therefore, have the highest level of protection in terms of planning policy. Although the remainder of the national guidance is a material consideration, it has to be balanced in the context of national park status.

1.2.3 Chapter 2 of the NPPF puts Sustainable Development at the heart of the planning system, with three overarching objectives: economic, social and environmental. Chapter 6 relates to building a strong, competitive economy. Para 83 relates to the rural economy and, amongst other things, outlines that planning policies should enable the retention and development of accessible local services and community facilities (e.g. local shops, meeting places,

sports venues, open space, cultural buildings, public houses and places of worship). Para 84 specifies this development to be in sustainable locations for rural settlements.

1.2.4 Chapter 7 of the NPPF relates to ensuring the vitality of town centres and para 85 outlines planning policies for town centres as the heart of local communities. Although some of the policies are not relevant due to the national park not having a housing target there are some principles for town centre uses which may be appropriate to create sustainable communities:

- define a network and hierarchy for town centres with a long term plan, including flexibility for a mix of uses (including housing)
- define the extent of town centres and primary shopping areas, make clear the range of uses permitted
- retain and enhance existing markets and new ones where appropriate
- town centre uses should be in town centres or on the edge of and the sequential test will apply.

1.2.5 Chapter 8 of the NPPF relates to the promotion of healthy and safe communities. This states that planning policies should aim to achieve healthy, inclusive and safe places, promoting social interaction and, safe and accessible communities which enable and support healthy lifestyles. With regard to social, recreation and cultural facilities and services, policies and decisions should:

- plan positively for the provision and use of shared spaces to enhance sustainability
- take into account the delivery of local strategies to improve health, social and cultural well-being
- guard against the unnecessary loss of valued facilities and services
- ensure shops, facilities and services are able to develop and modernise
- ensure an integrated approach to the location of housing, economic uses and community facilities/services
- ensure a sufficient choice of school places is available.

1.2.6 From para 96, open spaces and recreation are covered. Planning policies should be based on **robust and up to date assessments** of the need for open space, sport and recreation facilities and opportunities for new provision. Existing open space, sport and recreational uses should not be built on unless an assessment has been undertaken which shows the space is surplus, the loss is off-set elsewhere or the development is for an alternative recreational use, the benefits of which clearly outweigh the loss of the former use.

1.2.7 Planning policies and decisions should protect and enhance public rights of way and access. Designation of land **as Local Green Space (LGS) can be done through local and neighbourhood plans** where the space is in reasonably close proximity to the community it serves, demonstrably special to a local community (e.g. beauty, history, recreation, tranquillity, or biodiversity), local in character and not an extensive tract of land. It outlines that policies for managing development on a LGS should be consistent with those for Green Belts.

- 1.2.8 Further detail and description on these topics is provided in the National Planning Policy Guidance³.
- 1.2.9 The Localism Act 2011 brought about ‘neighbourhood planning’ (enabling communities to write their own planning policies) and ‘assets of community value’ (whereby land or property of importance to a local community is subject to additional protection).

Use Classes Order 2020

- 1.2.10 The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 (SI 2020 No.757) were introduced by the government on 20 July 2020, and took effect on 1 September 2020. The new Regulations make radical changes to the 1987 Use Classes Order:

“They create a new broad ‘commercial, business and service’ use class (Class E) which incorporates the previous shops (A1), financial and professional services (A2), restaurants and cafes (A3) and offices (B1) use classes. Uses such as gyms, nurseries and health centres (previously in use classes D1), non-residential institutions and D2 assembly and leisure, and other uses which are suitable for a town centre area are also included in the class.”

“The ‘learning and non-residential institutions’ use class (F1) incorporates those uses from the former D1 ‘Non-residential institutions’ use class which are more likely to involve buildings which are regularly in wider public use such as schools, libraries and art galleries.”

“The ‘Local community’ use class (F2) groups together those uses from the former D2 use class which provide for group activities of a more physical nature – swimming pools, skating rinks and areas for outdoor sports. It also includes the use of buildings where this use is principally by the local community. This class also recognises the importance of small, local shops in meeting the day to day shopping needs of local communities, particularly in rural communities, large residential estates and outside main shopping areas generally. Therefore, alongside community social facilities, the F2 class includes what would be considered shops servicing the essential needs of local communities. This is defined as a shop mostly for the sale of a range of essential dry goods and food to visiting member of the public where there is no commercial class retail unit within 1000 metres and the shop is no larger than 280m². This provides some protection for such shops while placing those shops found on high streets and town centres in the new ‘commercial’ class”

“The former A4 Drinking establishments and A5 Hot food takeaway use classes have been removed. We recognise that changes of use to or from these uses can give rise to important local considerations, for example, to ensure that local pubs can be protected or to prevent the

³ <https://www.gov.uk/government/collections/planning-practice-guidance>

*proliferation of hot food takeaways. We have therefore, included these uses in the list of uses which are specifically identified in the Use Classes Order (see Article 3(6)) as uses which do not now fall within any use class. We have also taken this approach with cinemas, concert, dance and bingo halls which fell within the former D2 use class. This will mean that changes to and from these uses will be subject to full local consideration through the planning application process."*⁴

Permitted development

- 1.2.11 Some of the uses that now fall within Class E had permitted development rights under their former classification. For instance, there was a permitted development right to convert B1 offices to housing. Under the transitional provisions in the regulations, a building or use will continue to be subject to any permitted development rights that it was entitled to on or before 31 August 2020. This prevents all class E uses automatically benefiting from the permitted development (PD) rights of some E uses to change to residential. These transitional provisions will remain in place until 31 July 2021 when, the government says, new, revised permitted development rights will be introduced.

1.3.0 Local Plan

Core Strategy

- 1.3.1 The PDNP Core Strategy⁵ was adopted October 2011 and provides definition and clarity of the approach to conservation and enhancement of the national park and appropriate opportunities to support local communities and businesses aligning with national park purposes.
- 1.3.2 The general spatial policies of the Core Strategy provide overarching principles for spatial planning in the national park. Policy GSP1 seeks that any development will comply with core policies to ensure that the statutory purposes of the national park are met. The policy also outlines the Sandford Principle and strives for sustainable development. Policy GSP2 places emphasis on enhancing the national park and policy GSP3 states the overarching principles for development management.
- 1.3.3 **Core Strategy Policy DS1** is the national park's development strategy, indicating what type of development is acceptable, in principle, within settlements and in the countryside. There are three distinct areas of the national park, the Dark Peak and Moorland Fringes (has few settlements, mainly located along the Hope Valley); White Peak and Derwent Valley (strong network of settlements with Bakewell at its centre); and the South West Peak (dispersed settlements with a handful of small villages).
- 1.3.4 The policy names 63 settlements and outlines what type of development is allowed in places that are named, and those that are not. It notes that in all

⁴MHCLG, SI 2020 no. 757.

⁵https://www.peakdistrict.gov.uk/data/assets/pdf_file/0016/49021/LDF-CoreStrategyFinal.pdf

settlements and in the countryside, outside of the Natural Zone (NZ), conversion or change of use for housing, **community facilities** and business uses (including visitor accommodation), preferably by re-use of traditional buildings, will be acceptable in principle. It notes that in or on the edge of named settlements new build for **community facilities and small-scale retail** will be acceptable.

- 1.3.5 The named settlements were selected based on analysis of their location, size and function, range of services and/or ease of access to public transport and their capacity for new development. For Bakewell the policy retained the development boundary, protected the range and integrity of the Central Shopping Area, safeguarded employment sites and offered scope for a new build hotel.
- 1.3.6 **Core Strategy policy L1** identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.
- 1.3.7 **Core Strategy policy HC4** deals with the provision and retention of community services and facilities. It outlines that such services include those listed in the Use Classes Order D1 and D2 such as clinics, health centres, day centres, playgrounds, playing fields and sports facilities, children's nurseries and schools, village halls and church centres. The text notes that there has been a decline in community facilities over the last ten years, particularly of shops, post offices, healthcare facilities and public houses.
- 1.3.8 **Core Strategy policy HC5** relates to shops, professional services and related activities. The policy supports retail premises and related activities within DS1 named settlements which includes all uses within Use Class A1-A5, such as financial services, restaurants and cafes, pubs and hot food take-aways. The only exception for towns and villages is to allow small scale retail provision ancillary to a business use or relating directly to recreation or tourism. Proposals for farm shops on farmsteads in the countryside may be acceptable if the majority of goods are produced on the farm.

Development Management Policies

- 1.3.9 The strategic position of the Core Strategy is supplemented by the Development Management Policies (DMP) document, adopted May 2019 (all policies with a prefix of DM). **Policy DMS1** deals with shops, professional services and related activities in DS1 settlements. This builds on the policies outlined in HC5 and includes ensuring that the upper floors of premises are independently accessible. **Policy DMS2** refers to the change of use of shops, community services and facilities and outlines the requirements for evidence of marketing the property and the assessment of local housing needs in the local area:
- 1.3.10 **Policy DMS3** outlines that retail development as part of farm diversification may be acceptable provided that farm shops sell goods grown, produced or processed on the farm. The policy outlines requirements with regards to retail

space at petrol stations and garden centres. **Policy DMS4** covers design and appearance of shop fronts and **policy DMS5** relates to outdoor advertising. **Policy DMS6** safeguards community facilities outlined in Neighbourhood Plans or those receiving planning permission for that use. **Policy DMS7** aims to retain community recreation sites or sports facilities and these are shown on the associated Policies Map.

Neighbourhood Plans

- 3.3.11 Although local to the specific settlement, briefly reflecting on what Neighbourhood Plans within the national park include, or intend to include, gives a useful indication of what is valued within a community. Local Green Space allocation is a highly used function in the Neighbourhood Plan process.
- 3.3.12 Bradwell is currently the only adopted Neighbourhood Plan fully within the National Park. The policies in this plan specify: a mix of housing which is affordable and high quality; provide detail on the specific Newburgh site and establish a 'built area boundary'. The economy policies protect employment sites and prioritise communications infrastructure. The plan promotes walking and cycling and improved car parking as well as the allocation of allotment space and local green space.
- 3.3.13 Bakewell NP is currently at an advanced stage. The plan continues the Development Boundary and Central Shopping Areas designated by previous PDNP policies. The mix of shop uses has been a key focus of the plan, with a shop front policy which aims to achieve an improved balance of convenience shops for the community in the town centre. Policy CF1 relates to the re-development of the Newholme hospital which outlines that another community use should be incorporated and/or meet the needs of housing in the town through affordable, starter homes or housing suitable for an ageing population.

Part 2: Performance of Policy

2.0 What are we judging policy against?

2.1.1 The Core Strategy sets out the 'spatial objectives' for planning policy which are to 'improve access to services' and 'retain and provide community services and facilities'.

2.1.2 PDNP Management Plan (NPMP) sets out six 'Areas of Impact' to focus its activity with partner organisations. They are:

- 1: Preparing for a future climate
- 2: Ensuring a future for farming and land management
- 3: Managing landscape conservation on a big scale
- 4: A National Park for everyone
- 5: Encouraging enjoyment with understanding
- 6: Supporting thriving and sustainable communities and economy

2.1.3 Specifically of relevance to this topic paper is Area of Impact 6: Supporting thriving and sustainable communities and economy. Area of Impact 6 sets out the intention of the authority to define what a thriving and sustainable community is within the context of the NPMP, which will help inform future work.

2.1.4 The NPMP acknowledges that a sustainable community relies on a mix of social, economic and environmental factors. Access to services, housing and employment can be challenging in the national park. Therefore, the management plan supports new models for service delivery and the provision of locally needed housing. These, together with a sense of community through taking part in traditional customs, local affairs and caring for the environment all contribute to creating thriving and sustainable communities.

2.2.0 Annual Monitoring Reports (AMRs) and the Authority's planning data

2.2.1 AMRs and planning data from 2012/13-2019/20 has been used to assess the overall trend in relation to the provision and retention of community facilities (policy HC4) where the target is 'no net losses'. (Floorspace data is available prior to this but cannot be easily compared to more recent data).

2.2.2 This target was achieved in only two of the last eight years. The overall picture is of a pronounced decline in the number of shops and community facilities. The data is for buildings changing their use-class. It does not record a loss if the use changed to another community use or a B1 or B2 use class⁶.

Table 1: Data taken from AMR report showing loss/gains of shops and services

Year	Gain	Loss
2012/13	0	6
2013/14	7	6

⁶ See Appendix 1 for use classes.

2014/15	9	17
2015/16	1	2
2016/17	1	1
TOTAL over the 5 years	18	32

Table 2: Data taken from M3 planning records showing loss/gains of shops and services

Year	Gain	Loss
2017/18	3	5
2018/19	3	9
2019/20	1	7
TOTAL over the 3 years	7	21



2.2.3 AMR data from 2013-17 shows that all new A class development took place within a named DS1 settlement, in accordance with the target set for policy HC5.

Parish Statements

2.2.4 A parish statement is a compilation of statistical data (census and other publicly available information), land-use survey and residents' own views on the qualities of their community. Eighty-nine statements have been prepared for parishes across the national park.

2.2.5 Information on service provision in the parish statements (2020 data) can be compared to data from 2010 collated for the Core Strategy. The 2020 data is based on parishes and the 2010 data is for the 63 'named settlements' in the Core Strategy. Consequently, there is some variation due to the data sample rather than an actual trend, for example the 'increased' number of community halls and playgrounds/playing fields is most likely due to them being located outside of a named settlement and therefore not counted in the 2010 data.

Table 3: Comparing amenities from 2010 Core Strategy data to 2020 parish statement data

Amenity	2010 (number)	2020 (number)	Gain	Loss
Convenience shop	34	28		6
Post Office (inc visiting)	33	28		5
Primary School	43	39		4
Community Hall	50	54	4	
Playground/Playing field	42	48	6	
Industrial units	15	18	3	
Distance to nearest GP	1.5 miles (av)	1.8 miles (av)		
Within 1 mile of A or B road	62	62		
Good public transport service	44	45	1	
Public House	54	54		
Post box	63	63		
Church	60	60		

2.2.6 The largest service loss has been convenience stores and post offices. However, parish surveys note a positive trend of locating post office services within community buildings. Anecdotally, whilst the number of churches has stayed the same, congregations have become smaller and this has prompted a reduction in services as churches group together.

2.2.7 As part of the parish statements, communities were asked their aspirations for their village. With regards to services and facilities, communities most commonly referenced creating or maintaining an area of open space (31%), followed by broadband (23%) and safeguarding services (23%). Some communities questioned the inclusion of 'cafés' as a 'service' in the 2010 Core Strategy data.

2.3.0 Other evidence and data

National Park Management Plan (NPMP)

2.3.1 Research undertaken for the NPMP showed that:

- South West Peak is less well provided than other areas in terms of access to services, in particular social/leisure activities and clubs for young teenagers.
- Broadband coverage of the National Park is improving gradually, but isolated areas still not well provided.
- The roll-out of improved mobile coverage to more remote areas is starting to show improvements in the parts of the National Park that were previously poorly covered such as Monyash.

2.3.2 The National Park Authority met with National Parks England and Mobile UK, the industry body, to discuss how to improve mobile coverage in national parks. The industry is seeking more deregulation and the Government is considering a scheme to encourage better coverage.

PDNPA State of Economy Report

2.3.3 Peak District Partnership evidence shows market towns such as Bakewell face many challenges, from changing demographics to availability of broadband. The report states that 39% of small businesses consider broadband speeds insufficient for their current business needs, rising to 46% in regard to future business needs. With regards to COVID-19, the report states that shops that rely on footfall and that cannot easily use online services will have been hit the hardest. Income from the tourist trade supports facilities that are used residents.

Derbyshire Dales Open Space Assessment Report Jan 2018⁷

2.3.4 The report identifies deficiencies and surpluses in existing and future provision and sets an approach to securing open space facilities and their long-term maintenance through new housing development.

2.3.5 In low population areas within the National Park, parks, gardens and amenity greenspace are not well provided. The quality and general appearance of amenity greenspaces could be improved, particularly with regard to Burton Closes Hall, Castle Mount and Birchover Recreation Ground. Two areas of natural/semi-natural greenspace at Catcliffe Woods and Endcliffe Woods could be improved. Children and young people are well provided, although two areas - Winster Play Area and Youlgrave Play Area - require improvement.

2.3.6 Allotments are not well provided. Further allotments should be provided across the National Park. Four existing sites scored low on quality; these were Youlgrave, Over Haddon, Trinkley Lane in Stoney Middleton and Haddon Road in Bakewell

Derbyshire Dales Playing Pitch Strategy Jan 2019⁸

2.3.7 The report outlines improvements needed at various sites across the national park. This would also create more capacity. These are:

Alport Lane
Baslow Sports Field
Bridge Playing Field
Great Longstone
Lady Manners

⁷[https://www.derbyshiredales.gov.uk/images/documents/D/Derbyshire Dales Open Space Standards Paper Approved January 2018.pdf](https://www.derbyshiredales.gov.uk/images/documents/D/Derbyshire_Dales_Open_Space_Standards_Paper_Approved_January_2018.pdf)

⁸[https://www.derbyshiredales.gov.uk/images/Derbyshire Dales PPS Action Plan Refresh January 2019.pdf](https://www.derbyshiredales.gov.uk/images/Derbyshire_Dales_PPS_Action_Plan_Refresh_January_2019.pdf)

Bakewell Recreation Ground
The Avenue
Stoney Middleton
Calver

2.3.8 Lack of capacity in Bakewell could be off-set by allowing community use at Lady Manners School. Football/rugby pitches at Bakewell Recreation Ground and showground are poor quality due to a range of uses on the site and insecure tenure (showground).

High Peak Open Space Strategy Oct 2017⁹

2.3.9 There is a lack of amenity greenspace but this is off-set by easy access to the natural environment. There is no children's play area in Castleton centre. The allotments on New Road, Hope Valley and Rowarth play area are low quality and require improvement.

High Peak Playing Pitch Strategy Jan 2018¹⁰

2.3.10 Only Rugby Union is not well provided. The tennis facilities at Edale require improved surfacing and floodlights. The Bowls facilities at Hope Works require improvements. Hope Valley Rugby Club has a poor quality pitch without floodlights and has aspirations to re-locate.

Staffordshire Moorlands Playing Pitch Strategy Dec 2017¹¹

2.3.11 Demand is being met within the national park area. Improvements are required to pitches at Waterhouses and currently Hollinsclough CoE Academy does not accommodate community use.

Staffordshire Moorlands Open Space Strategy Aug 2017¹²

2.3.12 Amenity greenspace and allotments at Waterhouses require improvements. Onecote PC raised that they are in need of open space within the village.

Bakewell Town Centre study (GL Hearn)

2.3.13 GL Hearn (2016) advised that there should be a full impact assessment of the Aldi store after it has been operating for a year. This will allow the Authority to monitor ongoing demand for convenience goods in the town and the impact on its market share.

PDNP Residents Survey (2019)

2.3.14 Sixty-six (66) % said that visitors help maintain rural services like buses, village shops and post offices. Ten (10) % of responders said that broadband was not available in their area.

PDNPA Small Community Grants Scheme

⁹ https://www.highpeak.gov.uk/media/3843/High-Peak-Open-Space-Standards-Paper/pdf/High_Peak_Open_Space_Standards_Paper.pdf?m=1544024522533

¹⁰ https://www.highpeak.gov.uk/media/3841/High-Peak-Playing-Pitch-Strategy-and-Action-Plan/pdf/High_Peak_Playing_Pitch_Strategy_and_Action_Plan.pdf

¹¹ https://www.staffsmoorlands.gov.uk/media/2847/Staffordshire-Moorlands-Playing-Pitch-Strategy-and-Action-Plan-2017/pdf/Playing_Pitch_Strategy_and_Action_Plan_2017_-_Final.pdf

¹² https://www.staffsmoorlands.gov.uk/media/2850/Open-Space-Update-Report-2017/pdf/SMDC_Open_Space_Update_Report_2017_-_Final.pdf

2.3.14 The use of grant is a good indication of the type of activity that is taking place in villages. A number of projects have involved diversification of community facilities and improvements to communal spaces such as allotments. The grant is currently supporting a sustainable shopping project operating in the Hope Valley. As part of this project the group conducted a survey of over 300 local residents in the valley and 82% say they use the shops in the valley regularly. 92% are keen to support local shops and 35% are more likely to use on-line shopping as a result of Covid-19. Disincentives to shopping locally include concern about the range of products on offer (68%) and having to go to multiple shops (40%).

2.4.0 Conclusion

- 2.4.1 The evidence suggests that shops and community facilities have been in decline over the last plan period. This does not necessarily mean that the PDNP safeguarding policies have been ineffective but reflects the market being the main driver for change, influenced by the national increase of people shopping online.¹³ The National Park's aim of 'improving access to services' is difficult to evidence, as this will be dependent on people's personal circumstances.
- 2.4.2 Since the Core Strategy was adopted in 2011, the NPPF has been implemented, which still drives for planning policy to enable retention and development of accessible local services and community facilities. However, the recent Use Class Order needs to be assessed to determine what can be safeguarded in policy and whether uses falling under the wider scope of the new E use-class will need future monitoring.
- 2.4.3 Shops and facilities bring about dual purposes, they allow for the purchase of necessary items or the use of necessary services (practical) but they also bring about a social and interactive element (abstract). Therefore, policies need to focus on how these social interactions can continue to happen, particularly in light of the new use class system. The increasing dual-use of facilities should be explored as a way for communities to retain their services.
- 2.4.4 As well as a reliance on broadband for shopping, it is also playing a large role socially, emphasized during COVID. The broadband coverage therefore needs to be better understood to identify communities being disadvantaged.

¹³<https://www.ons.gov.uk/businessindustryandtrade/retailindustry/articles/howourinternetactivityhasinfluencedthewayweshop/october2019>

Part 3: Issues and Evidence Driving New Policy

Community run shops

- 3.1.1 The Plunkett website¹⁴ notes that with around 400 commercial village shops closing each year, community-owned shops are a better form of business and directly respond to some of the key challenges facing rural communities today like lack of services and isolation. They trade primarily for community benefit and their interests are linked into community control. Community shops have open and voluntary membership, whereby members are part owners of the business and all members have an equal say in how the business is run, regardless of their level of investment.

*Heritage and Society 2019*¹⁵

- 3.1.2 Parks and green spaces are a key component of social infrastructure; ‘the physical places and organisations that shape the way people interact’ (Klinenberg, 2018, p.5). A recent evidence review commissioned by National Lottery Heritage Fund and the National Lottery Community Fund, conducted by Sheffield Hallam University and The University of Sheffield includes a peer review of 385 studies. It highlights the social benefits of parks and green spaces (predominantly in the UK, Europe, the US and Australia) and underlines the potential of parks to deliver multiple health benefits for the local communities and support long-term mental and physical health (Dobson et al, 2019).

*Heritage and the Environment 2020*¹⁶

- 3.1.3 Lockdown has highlighted the importance of green spaces. These spaces play a vital role in our nation’s mental health and wellbeing (Barton and Rogerson, 2017). As the pandemic has progressed, the public’s use of green space regularly featured in the ‘Coronavirus and the social impacts on Great Britain Opinions and Lifestyle Survey’. When asked if they had visited a park or public green space, less than 30% of the survey respondents said yes at the beginning of lockdown. However, the number of people using their local parks and green spaces increased to nearly 50% by the end of May 2020, highlighting their public value and importance during lockdown (ONS 2020c).

*Open Spaces Society Charter*¹⁷

- 3.1.4 The Open Space Society has produced a charter highlighting the importance of open space, particularly during recent lockdowns. The charter is calling on government to introduce a national plan for open spaces and a duty on local authorities that everyone can enjoy good quality, well maintained and safe open space within 300 metres of their home.

- 3.1.5 *Climate change vulnerability assessment*¹⁸

The PDNP Climate Change Vulnerability Assessment (Draft December 2020) assesses the vulnerability of the special qualities of the PDNP to climate change. The special quality most closely related to this topic paper is ‘Characteristic settlements with strong communities and traditions’ and this is

¹⁴ <https://plunkett.co.uk/community-shops/>

¹⁵ <https://historicengland.org.uk/content/heritage-counts/pub/2019/heritage-and-society-2019/>

¹⁶ <https://historicengland.org.uk/content/heritage-counts/pub/2020/heritage-environment-2020/>

¹⁷ <https://www.oss.org.uk/charter-for-open-spaces-in-england/>

¹⁸ [PDNP Climate Change Vulnerability Assessment.pdf \(peakdistrict.gov.uk\)](#)

outlined to be moderately vulnerable to climate change. Within the communities chapter the document focuses on impacts on local events; access issues to public rights of way and open access land; and transport links into the national park. The chapter notes that local events generally rely on weather conditions and will need to be adaptive. The hot dry summers may also increase visitor numbers and result in increased pressures.

Part 4: Requirement for Further Evidence and Questions Arising

4.1.0 Further evidence

4.1.1 There is a good range of quantitative evidence surrounding the decline of shops and community facilities within the national park. There is also national evidence regarding the increase of shopping online as well as evidence to show that lack of broadband is an issue for a number of residents. It would be useful to gain the following evidence:

- A clearer understanding of broadband coverage in the national park
- Some qualitative data regarding peoples shopping habits in the national park. Is online shopping a consumer choice, or due to lack of local options? Is there variation across the park e.g. south-west peak?
- Continue to liaise with education authorities to assess the geographical spread of demand for school places
- Further assessment of open spaces and playing facilities, using findings from different sources and national park specific surveys. In particular the shortfall of allotment space needs to be examined. The use of these spaces for nature recovery via biodiversity net-gain and possible developer contributions should be explored.
- Continuation of AMR data breakdown of shops and services, differentiating B1/B2 use class and specifying whether a loss went to another community use
- What has been the impact of COVID-19 on shops and facilities? e.g. increase of shops, down-turn in pubs?
- What has been the impact of COVID-19 on communities need for shops and facilities? Have residents valued shops, allotments and green spaces more?
- What can be safeguarded under the new Use Class Order? Would further definition need to be added to use class F2? Will there be a need for increased monitoring of uses within use class E?

4.2.0 Questions arising

4.2.1 The following questions have arisen through this topic paper:

- What do we mean when we say we want 'improved access to services'? Is this still a reasonable aim?
- To what extent can policy facilitate 'dual use' of community facilities?
- To what extent can we encourage recording assets of community value?

- Can we promote more community involvement in our planning process. Community led Conservation Area Appraisals could include an element of recording land used by the community?
- Can we promote community run shops and use examples at Grindleford and Litton?
- Are there any community projects that have been prevented by policy?
- Whether there is scope for developer contributions to be invested in community facilities?

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.