



**GL Hearn**

Part of Capita plc

# Bakewell Employment Land and Retail Review

**Peak District National Park Authority**

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## **Prepared by**

GL Hearn Limited  
280 High Holborn  
London WC1V 7EE

T +44 (0)20 7851 4900  
[glhearn.com](http://glhearn.com)

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## Quality Standards Control

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This document must only be treated as a draft unless it has been signed by the Originators and approved by a Business or Associate Director.

DATE  
May 2016

ORIGINATORS  
Paul McColgan & Phil Robinson  
Associate Directors

APPROVED  
Nick Ireland  
Director



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This document has been prepared for the stated objective and should not be used for any other purpose without the prior written Authority of GL Hearn; we accept no responsibility or liability for the consequences of this document being used for a purpose other than for which it was commissioned.

## 1 INTRODUCTION

- 1.1 GL Hearn was commissioned by the Peak District National Park Authority (PDNPA) in October 2015 to prepare an Employment Land Review (ELR) to support neighbourhood plan preparation for the town of Bakewell. It will also subsequently inform the Peak District National Park Authority Development Management Policies Development Plan Document (DPD) which will replace the 2001 Peak District National Park Local Plan. The DPD will also contain development management policies that further the objectives of the 2011 Peak District National Park Core Strategy DPD.
- 1.2 The Employment Land Review (ELR) aims to inform the development of planning policies for employment sites (and others) across the Town within the forthcoming Neighbourhood Plan. It considers commercial property market dynamics, future need and demand for employment land and floorspace, strength of the retail sector, existing employment sites and potential future employment land allocations.
- 1.3 In assessing the employment land needs of the town and the role of Bakewell within the District, the evidence will enable the PDNPA to protect sufficient employment land for their plan period to 2026 and, based on evidence from previous studies, up to 2034, It will also enable the PDNPA to permit other uses on employment sites where that is desirable or necessary for the continued health of the town itself and /or to aid viability of site improvements for business use where, on the best evidence available, a strategic need for some business use remains.
- 1.4 The report responds to Planning Practice Guidance which requires assessments of need for housing and employment land and main town centre uses to be undertaken; and provides an evidence base both to support plan-making and decision-making in respect to proposals for employment generating and retail development.

### **Purpose of the National Park**

- 1.5 The dual purposes of the National Park are to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park and promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public. National Park Authorities also have a duty to seek to foster the economic and social wellbeing of local communities within the National Park whilst pursuing National Park purposes. The purposes of the National Park Authority are defined in statute in the 1995 Environment Act.
- 1.6 The National Park Authority's brief outlined that the key questions for policy this study should answer, these were:
- What level of B1, B2 use does Bakewell need in order to serve the town and play a role in the economic development of the wider Peak District?

- Is the current Core Strategy policy of safeguarding all employment space in Bakewell a realistic and reasonable position to hold in the current market?
- If a mix of uses is considered more reasonable, what proportion should there be and is there a steer on the scope for other uses?
- What impact would an expanded commercial mix on current employment sites have on the viability of the town centre?
- Is it reasonable for a small market town to move away from the historic model of all commercial uses being focussed into the town centre and what impact would alternatives have on the function and viability of the town centre?
- Is there a “best zoning” model, i.e. certain sites being best for B1, B2, while others go for a broader commercial base and the town centre retain a predominately retail/tourism focus?
- Alternatively, would flexibility be best across the whole town?

1.7 The study is informed by Planning Practice Guidance issued by Government on both *Housing and Economic Development Needs Assessments* and *Housing and Economic Land Availability Assessments*. It seeks to address the requirements of these.

1.8 This report sets out the policy context within which employment land and premises operate in the National Park. It provides a review of the national and local policies relevant to the development and safeguarding of employment land within the National Park. A review of the economic and labour market dynamics is then undertaken. This considers economic dynamics within the National Park. Information has been drawn from published reports, National Park Authority data, industry databases, targeted stakeholder engagement and GL Hearn research.

1.9 An assessment of employment land supply is set out within the report. This assesses the quality of existing employment sites in the National Park, as well any vacant land with development potential on these sites. Where possible we have also made reference to the potential mix of uses on these sites. We draw the report together by considering the supply-demand balance for employment provision in quantitative and qualitative terms; and we then set out overall conclusions regarding employment land need and guidance on the strategy for meeting this.

1.10 The focus of the study is employment within B-class uses and *sui-generis* uses which typically take place on employment land. This is as defined by the Town and Country Planning Act (Use Classes) Order of 1987<sup>1</sup>. We have also reviewed the demand for retail floorspace within the town noting that some A-class uses are being located on traditionally B-class Land. The report also includes an updated assessment of the quantitative capacity for retail floorspace within the town

1.11 Following this section the report is set out in the following manner:

- Chapter 2 sets out the legal and policy context;
- Chapter 3 provides an analysis of the demographic baseline;

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<sup>1</sup> <http://www.legislation.gov.uk/ukxi/1987/764/schedule/made>

- Chapter 4 reviews the local economy;
- Chapter 5 is a review of the commercial property market;
- Chapter 6 is a review of the town centre and retail uses;
- Chapter 7 estimates the demand for employment land;
- Chapter 8 estimates the need for retail;
- Chapter 9 assesses the supply of employment and retail land; and
- Chapter 10 summarises the work include a review of the supply and demand balance

## 2 LEGAL AND POLICY CONTEXT

2.1 This section of the report sets out the policy context of the National Park. This includes a review of national and National Park specific policies as well as a review of the Peak District National Park evidence and policies relating to employment land

### **National Planning Policy Framework**

2.2 The National Park Authority (NPA) is the planning Authority for the National Park. The NPA has statutory purposes to conserve and enhance the natural beauty, wildlife and cultural heritage of the area; and promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public. In carrying out these duties, the NPA also has a duty to foster the economic and social well-being of local communities within the National Park.

2.3 In addition, Section 62 of the Environment Act 1995 requires all relevant authorities, including statutory undertakers and other public bodies, to have regard to these Purposes. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle is statutorily required to be applied and the first Purpose of the National Park will be given priority.

2.4 The Sandford Principle relates to a statement first made by Lord Sandford in his committees report on possible changes to the management and legislation governing National Parks and now in the Environment Act 1995 which states that: 'if it appears that there is a conflict between those two Purposes, any relevant Authority shall attach greater weight to the first [Purpose]'.

2.5 Paragraph 115 in the NPPF reaffirms this, setting out that "Great weight should be given to conserving 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 landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads."

2.6 Paragraph 116 in the NPPF states that planning permission should be refused for major developments in National Park except in exceptional circumstances and where it can be demonstrated they are in the public interest. Consideration of such applications should include an assessment of:

- the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need for it in some other way; and
- any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.



- 2.7 The statutory purposes of national parks mean that the presumption for sustainable development in regard to meeting objectively assessed development needs, as set out in Paragraph 14 in the NPPF, does not apply in the same way as in other areas. The footnote to paragraph 14 names national parks as areas where development should be restricted.
- 2.8 This said, the National Parks Vision and Circular (2010) outlines that National Park Authorities should encourage new development to broaden the economic base and foster more diverse and higher value local employment purposes where this does not conflict with the statutory purposes.
- 2.9 The National Planning Policy Framework (NPPF) was published in March 2012 with the aim of making planning more streamlined and accessible.
- 2.10 The purpose of the NPPF and the wider planning system is to contribute towards sustainable development. The policies in the NPPF set out the government's view on what sustainable development means in practice. There are three core dimensions to achieve this:
- **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
  - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
  - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 2.11 The NPPF requires local authorities to set a clear economic vision and strategy based on an understanding of the existing business needs, likely changes in the market and any barriers to investment. This understanding should be achieved through working with the local business community, local authorities across the National Park area and the Local Enterprise Partnerships (LEPs).
- 2.12 Paragraphs 18 to 22 to the NPPF set out that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth, and that significant weight should be placed on the need to support economic growth through the planning system. It sets out a requirement for local planning authorities to plan proactively to meet the development needs of businesses, and support an economy fit for the 21st Century. In drawing up local plans it requires local authorities to:
- Set out a clear economic vision and strategy;
  - Set criteria or identify strategic sites for local and inward investment;

- Support existing business sectors and where possible identify and plan for new or emerging sectors likely to locate in the area. Policies should be flexible enough to accommodate needs not anticipated in the Plan;
- Plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- Identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- Facilitate flexible working practices.

2.13 Paragraph 22 in the NPPF states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

2.14 Paragraphs 160 and 161 set out that local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. To do this they should work with Local Enterprise Partnerships (LEPs), the business community, county and neighbouring authorities to understand business needs, likely changes in the market and barriers to investment. They should use their evidence base to assess the land and floorspace for economic development, including the quantitative and qualitative needs for all foreseeable types of economic activity and the existing and future supply of land.

#### **National Planning Practice Guidance**

2.15 The National Planning Practice Guidance (NPPG) was published by Government in March 2014. This includes guidance on *Housing and Economic Development Needs Assessments*.

2.16 This Guidance sets out that an assessment should be undertaken to identify the future quantity of land and floorspace required for economic development uses, including both the quantitative and qualitative needs for new development. Assessments should also provide a breakdown of this in terms of quality and location; and provide an indication of gaps in the current land supply.

2.17 The assessment of need is intended to be realistic, taking account of the particular nature of that area and exploring future scenarios only where these could realistically be expected to occur. The assessment is expected to consider dynamics across the Functional Economic Market Area (FEMA).

2.18 In understanding the current market in relation to economic and main town centre uses, the Guidance outlines that plan makers should liaise closely with the business community to understand their current and potential future requirements and should take account of:

- The recent pattern of employment land supply and loss to other uses (based on planning applications);
- Market intelligence, including from local data and discussions with developers and property agents, recent surveys of business needs or engagement with business and economic forums;
- Market signals, such as levels and changes in rental values, and differentials between land values in different uses;
- The existing stock of employment land, data on take-up of sites, and public information on employment land and premises required and any evidence of over-supply and/or evidence of market failure;
- Information held by other public sector bodies and utilities in relation to infrastructure constraints; and
- The locational and premises requirements of particular types of business.

2.19 The Guidance states that employment land should be analysed through a simple typology of employment land by market segment and by sub-areas, where there are distinct property market areas within authorities. When examining the recent take-up of employment land, consideration should be made to projections (based on past trends) and forecasts (based on future scenarios) and occurrences where sites have been developed for specialist economic uses should be identified. Analysing supply and demand will allow Councils to identify whether there is a mismatch between quantitative and qualitative supply of and demand for employment sites.

2.20 The Guidance sets out that an assessment of future needs should be based on current and robust data. Emerging sectors that are well suited to the area being covered by the analysis should be encouraged where possible. Key evidence to consider includes:

- sectorial and employment forecasts and projections (labour demand);
- demographically derived assessments of future employment needs (labour supply techniques);
- analyses based on the past take-up of employment land and property and/or future property market requirements;
- consultation with relevant organisations, studies of business trends, and monitoring of business, economic and employment statistics.

2.21 Evidence of need and supply then need to be brought together. The Guidance outlines that the available stock of land should be compared with the particular requirements of the area so that 'gaps' in local employment land provision can be identified. The increasing diversity of employment generating uses requires different policy responses and an appropriate variety of employment sites.

2.22 National policy recognises that functional economies transcend local Authority administrative boundaries. Responsibilities for coordinating economic development activities now rest with the newly-established Local Enterprise Partnerships.

### **National Park Vision and Circular 2010**

National Park Authorities also need to take into account the English National Parks and the Broads: UK Government Vision and Circular 2010 (hereafter referred to as the 2010 Circular) which requires the Authorities to foster and maintain thriving rural economies, and support the delivery of affordable housing. The 2010 Circular recognises that National Parks often have higher house prices than surrounding areas, and can include low paid jobs in their local economies. It clearly sets out that national park authorities have an important role to play in the delivery of affordable housing, setting out that:

*“Through their Local Development Frameworks they should include policies that pro-actively respond to local housing needs. The Government recognises that the National Parks are not suitable locations for unrestricted housing and does not therefore provide general housing targets for them. The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services. **The Government expects the Authorities to maintain a focus on affordable housing and to work with local authorities and other agencies to ensure that the needs of local communities in the Parks are met and that affordable housing remains so in the longer-term<sup>2</sup>.**”*

There is thus a particular emphasis in national policy on meeting affordable housing needs within national parks; and recognition that unrestricted provision of housing (such as meeting the full need for market and affordable housing) is not likely to be appropriate.

- 2.23 Although published in 2010, the Circular is referenced in the NPPF (at footnote 25). In this the Government is clear that action by National Park Authorities should include fostering and maintaining thriving rural economies, and supporting the delivery of affordable housing.

### **National Park Management Plan (2012)**

- 2.24 The National Park Management Plan aims to encourage integrated approaches that achieve National Park purposes in ways that benefit everyone. The plan is the single most important policy document for the National Park.
- 2.25 It consists of a vision and four linked strategic themes which set out what the National Park Authority and wider stakeholder interests want to achieve. Each theme has four outcomes that give details of the actions needed to achieve those aims. The theme relating to the local economy is called “An Enterprising and sustainable economy” with the most relevant outcomes to this work being Economic Diversity and the Green Economy.

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<sup>2</sup> DEFRA (2010) Circular: National Parks, Paragraphs 78 and 79

2.26 The National Park Management Plan seeks a diversified local economy. The delivery plans include a signature programme called “An Environment open for business”. This sets out the following aims among others:

- Ensure that the special qualities of the Peak District underpin future plans and projects for the national park economy, and build business connectivity with urban areas through partnerships
- Seek to ensure that the Peak District is connected with fast broadband speeds and coverage, and mobile telephone networks
- Support a diverse range of businesses - particularly small, social enterprises - to deliver best practice which contributes to the environment
- Encourage businesses to provide employment opportunities for local people, especially younger people
- Build a better relationship between the National Park Authority and local businesses, particularly in relation to planning and sustainable development within a national park context
- Provide advice and support for micro business growth, particularly where it creates high skill, high wage employment and uses the environment as an economic asset in a sustainable way
- Create conditions that encourage the private sector to bring forward development sites which meet the needs of modern businesses

#### **Local Development Framework (2011)**

2.27 The Local Development Plan is comprised of the Core Strategy (adopted October 2011) and the Local Plan 2001<sup>3</sup>. The Core Strategy builds upon in the spatial vision and outcomes of the National Park Management Plan. The policies in the LDF Core Strategy provide:

- definition and clarity of the approach to conservation and enhancement for the valued characteristics reflected in national park designation; and
- an appropriate way in which opportunities to support sustainable local communities and businesses can be fostered alongside the pursuit of statutory purposes.

2.28 The National Park Authority’s Vision for the Peak District:

- A conserved and enhanced Peak District, where the natural beauty and quality of its landscapes, its biodiversity, tranquillity, cultural heritage and the settlements within it continue to be valued for their diversity and richness.
- A welcoming Peak District, where people from all parts of our diverse society have the opportunity to visit, appreciate, understand and enjoy the National Park’s special qualities.
- A living, modern and innovative Peak District, that contributes positively to vibrant communities for both residents and people in neighbouring urban areas, and demonstrates a high quality of life whilst conserving and enhancing the special qualities of the National Park.
- A viable and thriving Peak District economy, that capitalises on its special qualities and promotes a strong sense of identity.

2.29 The vision will be achieved by realising the number of outcomes in ways which help secure national park purposes. In supporting economic development the outcome is to ensure that the rural

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<sup>3</sup> This document is due to be superseded in 2017 by a Development Management Policies Development Plan Document which will supplement the Core Strategy 2011

economy is 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.

- 2.30 The Core Strategy highlights a patchy demand for business units in Bakewell and a wider decline in manufacturing in the National Park. The Core Strategy suggests that the location and suitability of these units may in some instances be the problem, but there is some evidence that poor marketing and uncompetitive prices aggravates this lack of demand. It was also suggested that poor marketing and pricing reflected a desire on the part of some owners to sell off business sites for housing.
- 2.31 The Strategy identifies the challenge of welcoming business enterprise and accommodating them without forgetting the wider need for small but locally significant business and housing sites. This was apparently most acute in the White Peak (Bakewell) and Derwent Valley where most residents live and work.
- 2.32 The economic policies for the Peak District seek to:
- Support agricultural and land management businesses that conserve and enhance the valued characteristics of the landscape
  - Support Diversification of agricultural and land management businesses
  - Encourage the effective re-use of traditional buildings of merit
- 2.33 Policy DS1 sets out the development strategy of the National Park Authority. This sets out the wish to see “The majority of new development (including about 80 to 90% of new homes) directed into Bakewell and named settlements, with the remainder occurring in other settlements and the rest of the countryside.”
- 2.34 For Bakewell specifically the policy is to also seek to:
- retain a development boundary;
  - protect the range and integrity of the Central Shopping Area;
  - safeguard employment sites and promote the take-up and enhancement of under-used employment sites; and
  - offer scope for a new build hotel to serve the town and improve the range of visitor accommodation available within the National Park.
- 2.35 The Core Strategy’s retail policy is for Bakewell’s Central Shopping Area to be retained, to continue to consolidate shopping facilities in the town centre. The only exception to the focus on towns and villages is to allow small scale retail provision, which is ancillary to a business or relates directly to a recreation or tourism activity. The shops must also be of appropriate scale to serve the needs of the local community and the settlement’s visitor capacity.

- 2.36 The policy (HC5) also sets out that significant out of centre retail developments will not be permitted that “related activities such as professional services, and premises for the sale and consumption of food and drink will be permitted provided that there is no harm to living conditions or to the role or character of the area, including its vitality and viability”.
- 2.37 In relation to employment land Policy E1 sets out that Proposals for business development in Bakewell must take account of the following principles:
- a. New sites and buildings for business development will be permitted within or on the edge of the town. Proposals must be of a scale that is consistent with the needs of the local population. Wherever possible, proposals must re-use existing traditional buildings of historic or vernacular merit or previously developed sites, and take up opportunities for enhancement. Where this is not possible, new buildings may be permitted.
  - b. Appropriate improvements to make existing employment sites more attractive to businesses will be welcomed.
  - c. Home working will be encouraged provided that it is at an appropriate scale.
  - d. The National Park Authority will safeguard existing business land or buildings, particularly those which are of high quality and in a suitable location. Where the location, premises, activities or operations of an employment site are considered by the Authority to no longer be appropriate, opportunities for enhancement will be sought, which may include redevelopment to provide affordable housing or community uses.

### **Local Plan (2001)**

- 2.38 The Local Plan (2001) is in the process of being replaced by the Development Management Policies Document, however, the Local Plan 2001 contains a number of saved policies, which will continue to be valid until the Local Plan has been fully replaced. Indeed all but one of the economic focused policies has been ‘saved’.
- 2.39 Policy LE4 is the most relevant of the saved policies and sets out the policy relating to the expansion of industrial and business development. The policy allows for expansion of an existing industry or business in or on the edge of a Local Plan Settlement provided that:
- i. *It is operating in an appropriate location; and*
  - ii. *the use remains at a scale and type which meets the local need; and*
  - iii. *development can be accommodated without harm to the amenity and valued characteristics of the area or to traffic safety and circulation; and*
  - iv. *new or extended buildings and working areas are clearly justified and proper consideration has been given to the possibilities of using appropriate existing buildings to meet the needs of the business*

2.40 The policy also seeks to safeguard existing employment and industrial sites, retaining them for similar use unless they cause severe problems for the amenity of the surrounding area. Warehousing is only permissible where it is ancillary to an existing business and fulfils a need that cannot be met elsewhere.

2.41 It also sets out that retail activity is not usually acceptable on such a site. On the other hand a supplier to nearby trades, or a business such as an exhaust fitting centre that is difficult to accommodate elsewhere, might be acceptable. Policy LE5 sets out that Retail operations will not be permitted in industrial and business areas unless they are specialist uses of a size and type suited to local need and cannot be located elsewhere.

#### **Local Economic Partnership - Strategic Economic Plan (2015)**

2.42 Bakewell sits within the Derby, Derbyshire, Nottingham and Nottinghamshire Local Enterprise Partnership (LEP) area, known as the D2N2 and the Sheffield City Region LEP. The D2N2 partnership covers a substantial area and includes both counties in their entirety.

2.43 Within its Strategic Economic Plan (SEP) the Sheffield City Region Local Enterprise Partnership (LEP) does not identify Derbyshire Dales as being an area of high growth, although it does reflect the fact that the area provides high quality of life, thriving small businesses and attractive Market towns with opportunities for growth

2.44 The D2N2 LEP SEP identifies four Economic Areas including the Wider Peak District, which includes Bakewell. The SEP states that the Wider Peak District Area is predominantly rural, with a number of important market towns (including Bakewell) acting as employment and service centres in their own right.

2.45 The SEP notes that resident population of the sub-area is highly qualified, but that many commute to professional jobs in the surrounding cities of Sheffield and Manchester (as well as Derby and Nottingham) and that despite the presence of some high value SMEs, workplace wages in the area are low. There is therefore a need to retain some of these skills and values locally.

2.46 It also highlights that there are significant levels of employment in the public sector, manufacturing and tourism sectors, and that Derbyshire is the most important mineral-producing area in the UK, with this high-value activity concentrated in the Wider Peak District Area.

2.47 The programmes and investments identified in the SEP are made with the aim to create 55,000 additional private sector employee jobs in the D2N2 area between 2013 and 2023. To achieve this ambitious growth the LEP recognises the need to put in place the infrastructure and conditions that will support business and employment growth, including:



- A business support system that responds to the specific needs of businesses in the D2N2 area and promotes business start-up and growth;
- A range of tools to ensure that businesses can access the financial support they need;
- An innovation ecosystem that commercialises cutting edge R&D and supports product and process innovation within businesses, including developing the skills needed to develop more innovative businesses and driving innovation through supply chains;
- A skills and training system which ensures our young people are properly prepared for work, enables employers to access the skilled workers they need and supports people, including our most disadvantaged individuals, to develop their skills and employability to gain, retain and enhance employment and earnings;

2.48 Part of this growth would be accelerated through development of new access routes to sites, including at the Bakewell Riverside Business Park. This investment would be focused on site remediation or access improvements.

2.49 The LEP also recognises a “need to protect and retain local facilities within the key market towns. This follows the loss of some important rural employers, either due to cessation of trading or relocation to urban areas and major transport routes.”

#### **Derbyshire Dales Housing and Economic Development Needs Assessment (HEDNA 2015)**

2.50 Bakewell sits within the Derbyshire Dales Local Authority area. While planning is a devolved power to the National Park Authority, Derbyshire Dales District Council hereafter referred to as the Council (to avoid confusion with the Authority) has also undertaken work examining the local economy. The HEDNA report examined both housing and economic need.

2.51 The HEDNA states that the District predominantly appeals to small and medium-sized business and micro-businesses. It notes that the local office market was modest in scale and focused on demand from local SMEs. It also notes that most demand arises from small businesses. The industrial market in the District is larger in scale. The demand profile is focused towards small, local-based businesses. The assessment highlights a limited demand from warehousing/ logistics firms.

2.52 The report also included the findings of a recent survey, the results of which showed that most businesses in the District were positive regarding the current economic outlook. Also, a significant proportion of the businesses surveyed expect business activity, turnover, and staffing numbers to increase over the next five years. Of those surveyed, 80% expected turnover to increase over the next two years.

2.53 Looking more widely at factors which can support economic growth, the evidence set out in the report suggests that broadband availability, affordability and parking facilities are likely to feature as the key factors affecting the take-up of new floorspace.

- 2.54 The report forecast a net requirement for additional B-Class floorspace of 42,600 sqm. This translated into a **need to identify up to 15 hectares of employment land to meet development needs in the District to 2033**. This took account of an allowance to provide a choice of sites and flexibility of supply.
- 2.55 No sub area need was identified for Bakewell but, overall, the identified need could be met through sites with planning consent for employment floorspace; land allocated for employment use; and, where appropriate, new employment or mixed use allocations. This assessment included those sites within Bakewell with potential additional employment land.
- 2.56 The report suggested that the Council should consider the potential for up to a further 7.2 ha to be brought forward through mixed-use development schemes, such as on the quarry sites identified, or through extensions to existing employment sites, or through new employment site allocations.
- 2.57 The HEDNA set out a number of policies regarding future employment land provision, and the Local Plan needs to set out a clear policy framework in regard to existing employment sites. The evidence suggested an overall need for new employment allocations but does not identify any existing sites that are of a particularly poor quality or not suitable for continued employment use. Instead, it suggests that these sites should be protected for future use.
- 2.58 In respect of losses of employment land, the HEDNA suggests that substantive evidence should be sought from proposals seeking a change of use, where this is not permitted development. It recommends that planning applications involving loss of employment land should be required to demonstrate whether:
- a. *There is an adequate supply of allocated employment sites of sufficient quality in the locality (the relevant settlement within the District) to cater for a range of business requirements;*
  - b. *There is an appropriate balance between population and employment in the relevant settlement, and that redevelopment would not have a detrimental impact on the local economy and commuting patterns;*
  - c. *Active marketing at a reasonable price had been undertaken for a continuous period of 2 years; with evidence provided that the size and quality of space provided did not meet local demand taking account of market conditions and expected future economic trends;*
  - d. *Employment or mixed use redevelopment would not be feasible, taking account of site characteristics (including physical factors, accessibility and neighbouring uses) and development viability;*
  - e. *Alternative sites are available within the local area to accommodate any businesses displaced through any redevelopment scheme.*

#### **Derbyshire Dales District Council Economic Plan (October 2014)**

- 2.59 According to the District Council, the Economic Development Plan is a 'doing document' and sets out what needs to be done in the Dales for the Dales. The main aim of the plan is to enable the

creation of more high value jobs, with the key priorities being growth of micro businesses. The aim is also to unlock stalled land and vacant employment sites to increase the vibrancy of market towns and increase their value as employment and service centres. The Plan sets out for Derbyshire Dales:

- The evidence of need;
- Where wider strategies fail to meet local needs;
- Actions - where we can fill those gaps ourselves;
- Actions - where we are working with others to fill those gaps; and
- Outcomes - to be achieved from investments and actions (e.g. how many more higher-value jobs will be created)

2.60 The main aim of the plan is to 'enable the creation of more high value jobs' within the Derbyshire Dales District. It also identifies the four priorities of 'Growing micro-business' enabling 'Vibrant market towns as employment and service centres' 'ensuring broadband speed and access in rural communities' and 'increasing employment opportunities for younger residents'. The Plan also sets out the need to unlock stalled and vacant employment sites.

2.61 The Plan also identifies key sectors which have significant existing employment and also the opportunity of high-value growth. These include:

- Manufacturing;
- Visitor Economy; and
- Knowledge based and creative industries.

2.62 The plan also identifies a number of major economic growth sites, of which the only one in Bakewell is the Riverside Business Park.

2.63 Finally the Economic Plan sets out four indicators of success which are:

- Growth in higher-value jobs
  - Manufacturing, professional, scientific and technical jobs to grow by 300 by 2020
- Growth in workplace earnings
  - Closing median earning differential with county figure
- Growth in Gross Value Added (GVA)
  - *from* £1,421m in 2010 *to* £1,600m by 2020
- Growth in occupied Employment Land
  - By 5 Hectares

#### **Enterprise Peak District - Peak District Outline Economic Growth Package (Feb 2014)**

2.64 The ultimate aim of the Economic Growth Package is to produce a document which partners agree, and which could be used to consult with the LEPs over how interventions that deliver mutual benefit to the LEPs and the Peak District could potentially be supported.

2.65 The Peak District framework for the Economic Growth Package is structured on four, interlocking, programme areas (reflecting on LEP objectives), each of which encompasses a number of proposed interventions. The four programme areas are:

- Growing new and existing businesses;
- Targeting business sectors to grow the economy;
  - (e.g. manufacturing, low carbon and the visitor economy)
- Developing skills for businesses growth; and
- Developing infrastructure to support business growth.

2.66 There are also eight priority interventions selected for further development. This includes the Bakewell Riverside Business Site (sic). This is identified as an area where up front infrastructure development (Bridge and Spur Road) could open up sites to the market.

2.67 The Riverside area is also highlighted as a “good example of providing business space to allow local companies to grow, with Thornbridge Brewery illustrating what success can look like as it has grown from nothing to a turnover of c£10m pa over ten years”. In addition, it states that providing support to physical development would “allow this type of space for business growth to be provided”.

#### **Growing the Rural Economy (Jan 2014)**

2.68 In November 2013, the wider Peak District partners commissioned an assessment of the wider Peak District economy. The primary aim of the research was to update the evidence base, confirming and expanding upon the existing understanding of the area, and to demonstrate its economic potential. The research highlights the distinct opportunities for economic development offered by the area’s unique characteristics. These include:

- Recent employment growth
- A strong productivity base - £3.8bn GVA
- High business density and entrepreneurialism
- Strong business survival rates
- A high value manufacturing base which will help drive economic growth through innovation and export earnings.
- Access to a skilled workforce is a key enabler of business growth.
- Opportunity to capture (further) value from the landscape

2.69 A number of issues are highlighted by the report including low work place earnings within the Derbyshire Dales District. As a result there are noticeably high levels of out commuting of highly skilled workers to neighbouring cities. The reversal of this trend was recognised and a necessary requirement if the local economy is to diversify.

2.70 The report also identifies that the following sectors present significant opportunity for economic growth in the wider Peak District:

- Knowledge economy;
- Manufacturing;
- Cultural and digital industries;
- Visitor economy; and
- Ecosystem services

- 2.71 The report suggests that with appropriate intervention and support, the identified economic potential may be realised. This includes appropriate financial intervention and access to appropriate support for businesses; for individuals and for places.
- 2.72 Finally, the report sets out that the external linkages with the surrounding cities will drive economic growth in the wider Peak District as they provide local businesses and residents with customers, markets, suppliers, a range of services and job opportunities. However, it also identifies that the internal linkages such as the supply chain will ensure that the benefits of growth are maximised within the Peak District.

**3 DEMOGRAPHIC BASELINE**

- 3.1 In this section we profile key socio-economic indicators, address demographic trends and key labour market indicators. The analysis uses lower level super output area (LSOA) data, and compares trends locally across the Derbyshire Dales in addition to making national comparisons.
- 3.2 Bakewell has been defined to include the following lower super output areas (LSOAs): Derbyshire Dales 002A, Derbyshire Dales 003A and Derbyshire Dales 003B. Due to the census geography this includes an area slightly wider than the town itself and includes the surrounding villages of Ashford, Sheldon and Over Haddon (see Figure 1 below).

**Figure 1: Bakewell LSOA Definition**



Source: GL Hearn, ONS and Bing Maps, 2015

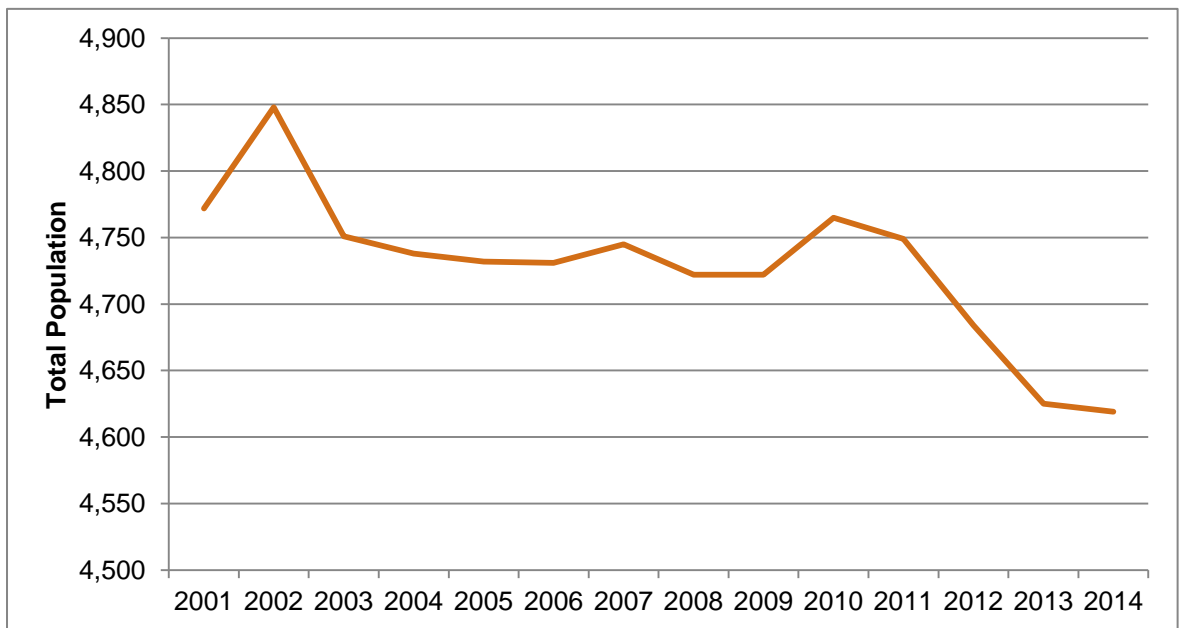
**Population**

- 3.3 As of mid-2014, Bakewell’s population totalled 4,619 persons (which is 6.5% of Derbyshire Dales’ total population of 71,300)<sup>4</sup>. Figure 2 indicates how the population has changed since 2001. Over

<sup>4</sup> ONS 2013 Mid-Year Population Estimates

this period the population has declined by 153 (-3.2%). As the graph shows, the population of Bakewell remained fairly stable between 2003-2009, followed by limited growth during 2009-2010, and a steady decrease since.

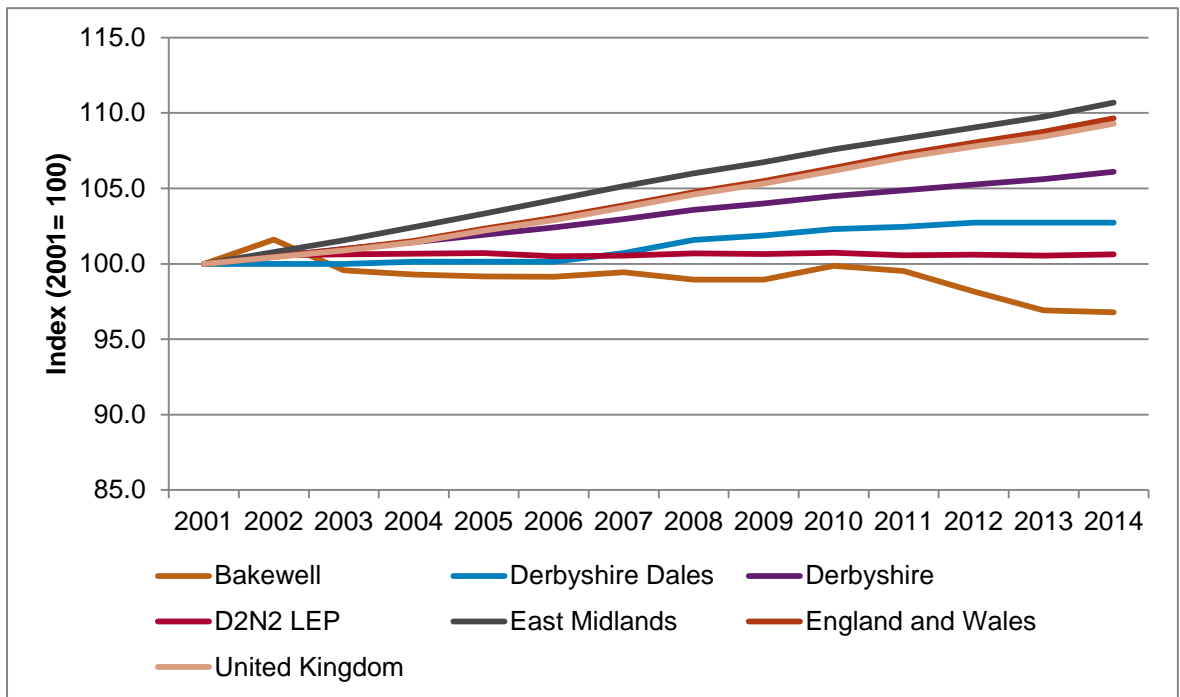
**Figure 2: Bakewell Total Population, 2001-2014**



Source: ONS Mid-Year Population Estimates

- 3.4 Figure 3 compares population change in Bakewell with greater geographical comparators and shows that whilst the Bakewell population has decreased, all the higher level geographical scale population have increased overall since 2001. The population in Derbyshire Dales increased by 2.7%, the Derbyshire population increased by 6.1%, the population in the D2N2 local enterprise partnership area increased by 0.2%, and the population of the East Midlands increased by 10.7%. These figures compare with population increases of 9.6% across England & Wales and 9.3% across the United Kingdom.
- 3.5 Therefore, it is apparent that population growth has not occurred in Bakewell despite strong national trends of significant population growth. This is due in part to the delivery of housing not keeping track with external demand, as well being due to an ageing population which results in negative natural change (i.e. more deaths than births). It is however in line with national guidance (2010 Vision and Circular) and the adopted Core Strategy for the National Park, which state that population levels will be an outcome of policies, and not an objective of policies.

**Figure 3: Benchmarking Population Change from 2001**



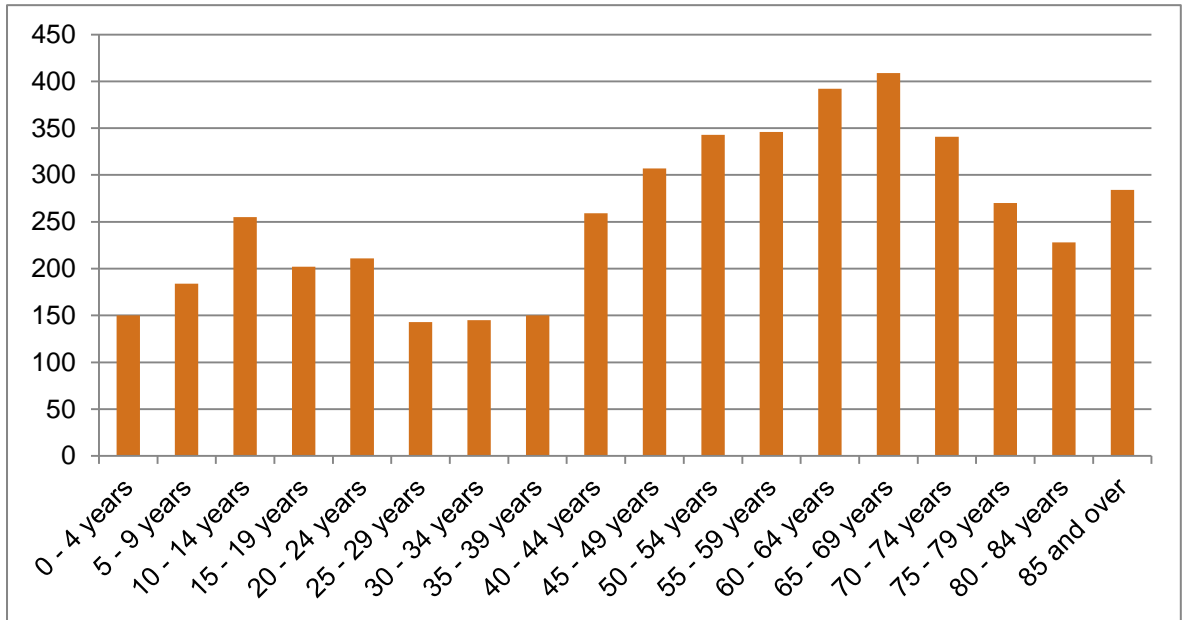
Source: ONS Mid-Year Population Estimates

### Age Structure

- 3.6 The age structure of the resident population is Figure 4. The largest age group are those aged 60-64 and 65-69, accounting for 17.3% of the population. In total 1,532 (33.2%) of the population are aged 65 and over. This generally reflects Derbyshire Dales' population structure, but both the town and District figures differ considerably from that of the comparator areas.
- 3.7 The District has a much lower proportion of people in their 20s and 30s, and a higher proportion of people in every age cohort from 45 and over. The profile suggests a pattern of residents in their late teens and early twenties leaving the area – a trend common in areas with no higher education institutions. The profile also shows fewer people in their late 20s and 30s moving into the area, with incoming residents generally being in their 40s, 50s, and 60s. This reflects a change of lifestyle choice, particularly those moving out of surrounding settlements. This is compounded by relatively high house prices which precludes some younger age groups from accessing the local housing market.



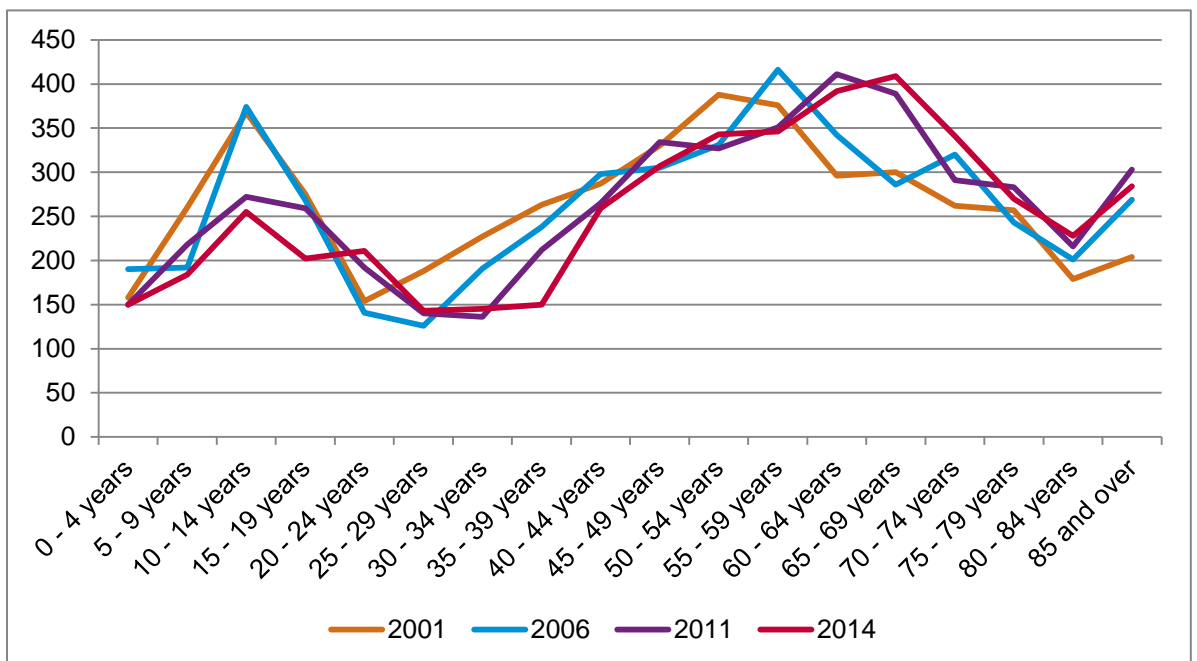
**Figure 4: Population Profile, 2014**



Source: ONS 2014 Mid-Year Population Estimates

3.8 The result is that the population of over 65s has increasing significantly from 2001 (1,202) to 2014 (1,532); an increase of 330 (27.5%). While those moving to the area tend to be more affluent, this sector of the population will approach retirement age over the next 15 years. The implications of this could be a loss of skills within the workforce.

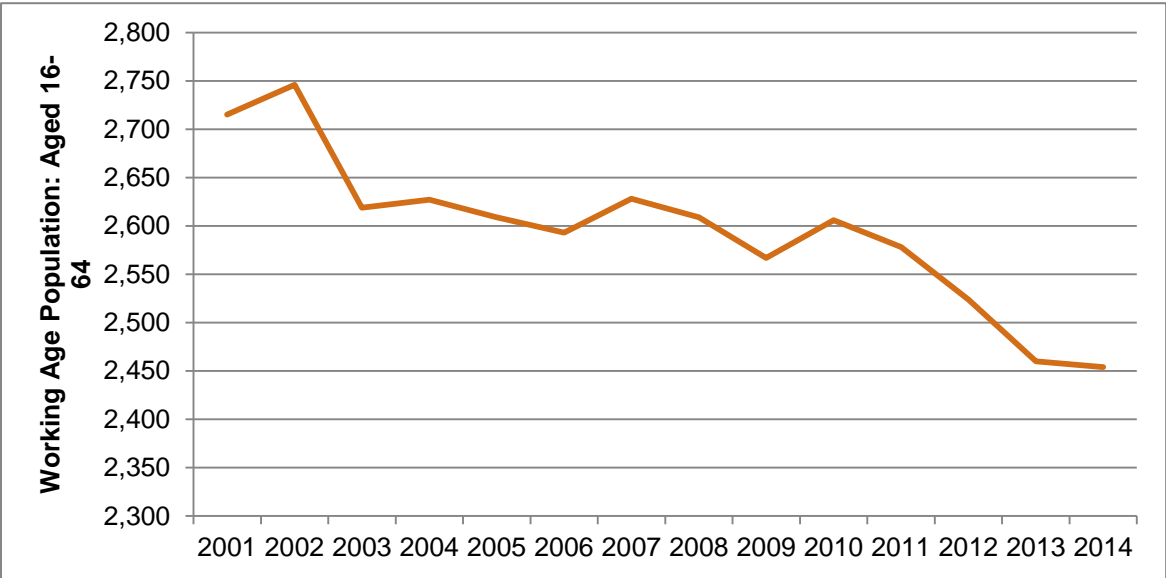
**Figure 5: Changes in Population by Age Band in Bakewell, 2001-2014**



Source: ONS 2014 Mid-Year Population Estimates

3.9 As of 2014 the working-age population (population aged 16-64) in Bakewell is 2,454. Which is a decline of 292 (10.6%) since 2002 (as shown in Figure 6). The proportion of working age people (53.1%) is significantly lower than the East Midlands (63.0%) and the national UK (63.5%) averages.

**Figure 6: Working Age Population**



Source: ONS 2014 Mid-Year Population Estimates

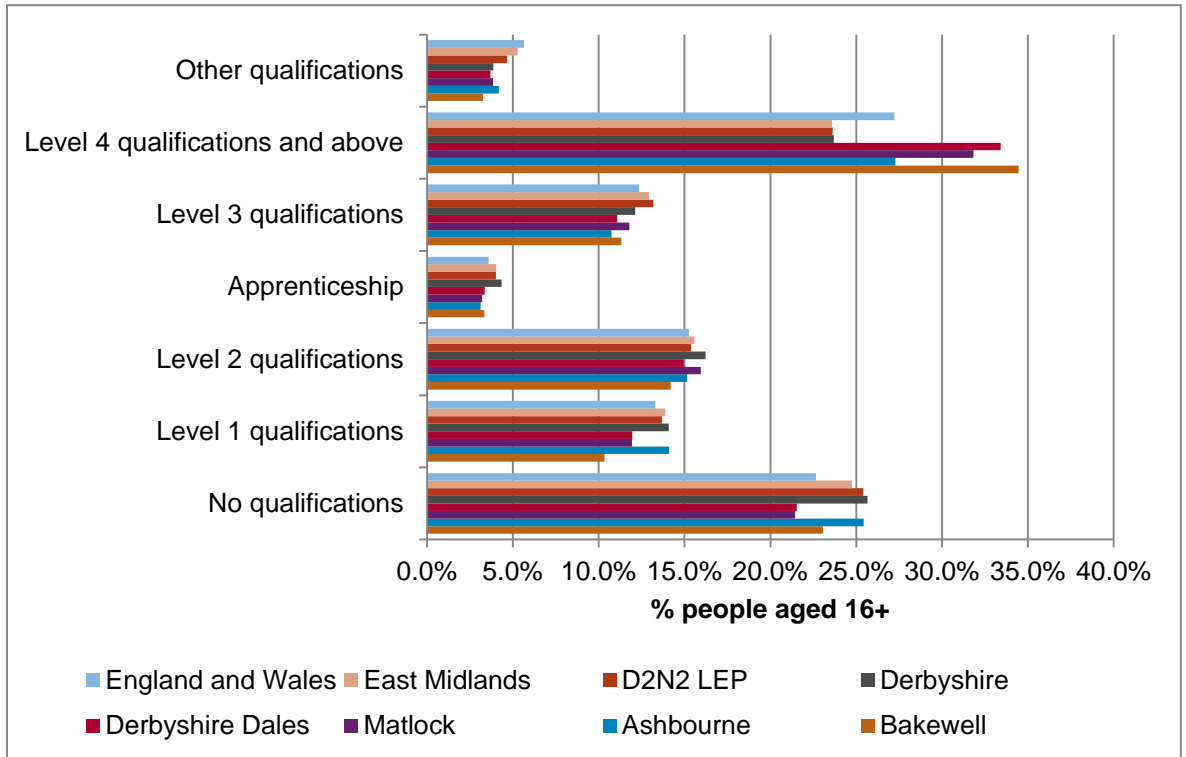
**Skills and Occupation**

3.10 Skills levels in Bakewell present a mixed picture. According to the 2011 Census, 23.1% of people aged 16 and above have no qualifications. This is slightly higher than the national average of 22.7% and the Derbyshire Dales district figure of 21.5%. However, the percentage of people with no qualifications is generally higher across the broader Derbyshire, D2N2 LEP area and East Midlands.

3.11 Conversely, Bakewell has a significantly higher (34.5%) proportion of people with Level 4 qualifications (equivalent to undergraduate degree) than the wider comparators. The national average is 27.2%, the Derbyshire Dales figure is 33.4%, and D2N2 LEP area figure is 23.2% (see Figure 7).

3.12 Also, Bakewell has a much higher percentage of the working age population educated to Level 4 or above than the other towns in Derbyshire Dales (Ashbourne and Matlock) although the percentage of population with no qualifications is higher in Bakewell than Matlock.

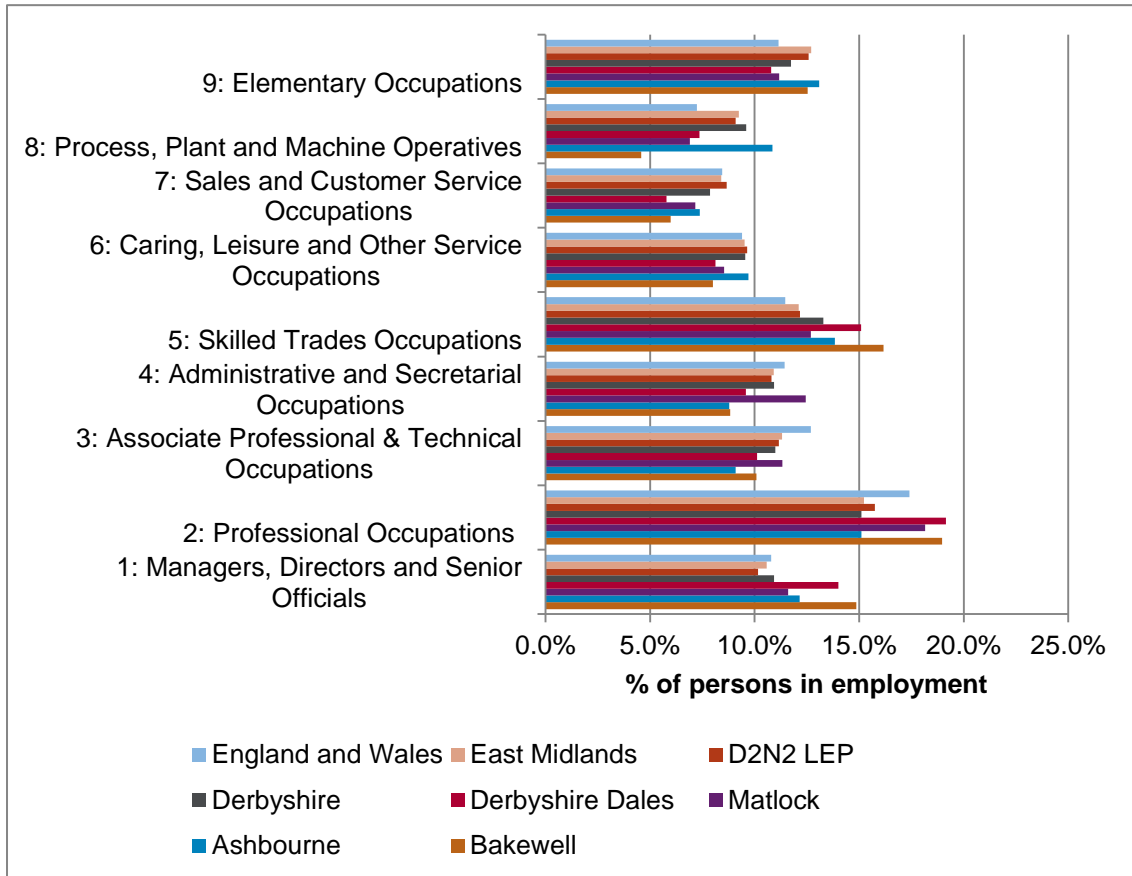
**Figure 7: Skills (Census, 2011)**



Source: Census 2011

- 3.13 The occupational structure of Bakewell is a product of its high skills levels. According to the 2011 Census, 14.9% of the resident workforce is Managers, Directors and Senior Officials, compared to 14.0% across the Derbyshire Dales; 10.9% across the county and 10.8% nationally. Conversely, 12.5% of Bakewell’s workforce is in elementary occupations, which is greater than the 10.8% average across the Derbyshire Dales and 11.1% throughout England and Wales (see Figure 8).
- 3.14 This suggests a wide division between those residents who are highly skilled and in upper occupation levels and those residents with lower skills levels who work in low skill occupations. Although of course there will be some members of each group working above or below their qualification level suggests. Future policy proposals may need to acknowledge this disparity.

**Figure 8: Occupations (Census, 2011)**

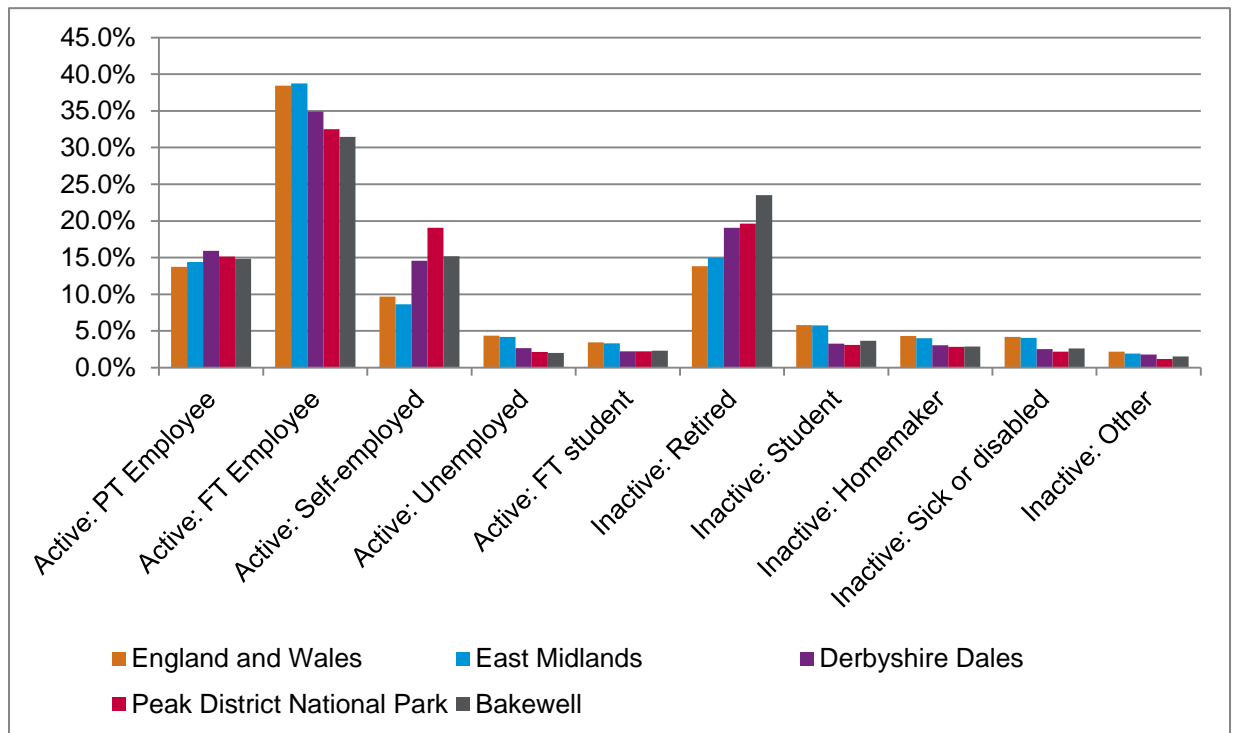


Source: Census 2011

### Economic Activity

- 3.15 Analysis around Economic Activity is taken from the 2011 census data. While more up to date information has been published, this is only at local Authority level. The analysis shows that economic activity in Bakewell (65.8% of population aged 16-74) including the Peak District National Park (71.0%) is notably lower than nationally and regionally (the data is not readily available for County or LEP level).
- 3.16 Further analysis of this data shows that Bakewell has a particularly high level of retired residents (23.5%) compared to the wider areas. Also, this figure is almost 10 percentage points higher than the national figure (13.8%). The town also has comparatively low levels of Full-Time employees (31.8%) although unemployment is also low.

**Figure 9: Economic Activity (2011)**

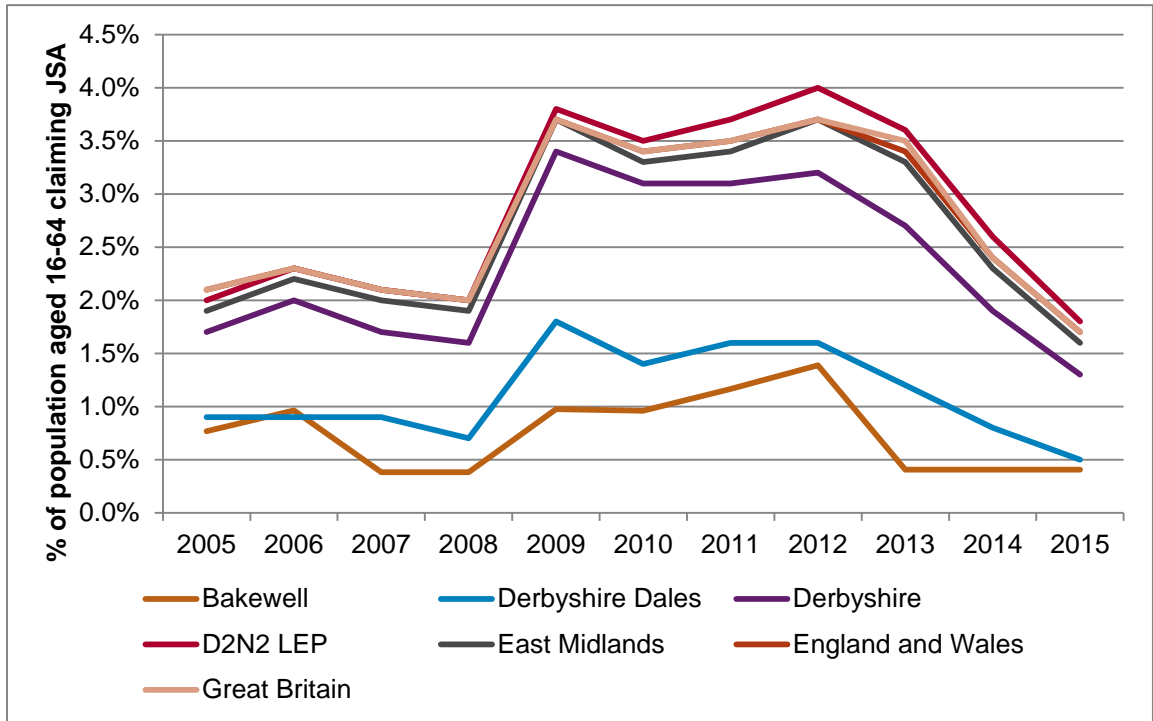


Source: ONS, Census 2011

3.17 Using more up to date information from the Department of Work and Pensions we can provide more updated analysis around those who are economically active but unemployed. The Jobseeker's Allowance (JSA) is payable to people under pensionable age who are available for, and actively seeking work of at least 40 hours a week. Although, the JSA is progressively being replaced by Universal Credit, it remains an important measure of unemployment.

3.18 It is clear that the JSA claimant rate in Bakewell has generally been lower than that across all other geographical scales during the period 2005 to 2015. In May 2015, the JSA claimant rate in Bakewell was 0.4%, which compares to 0.5% across the Derbyshire Dales and 1.7% nationally.

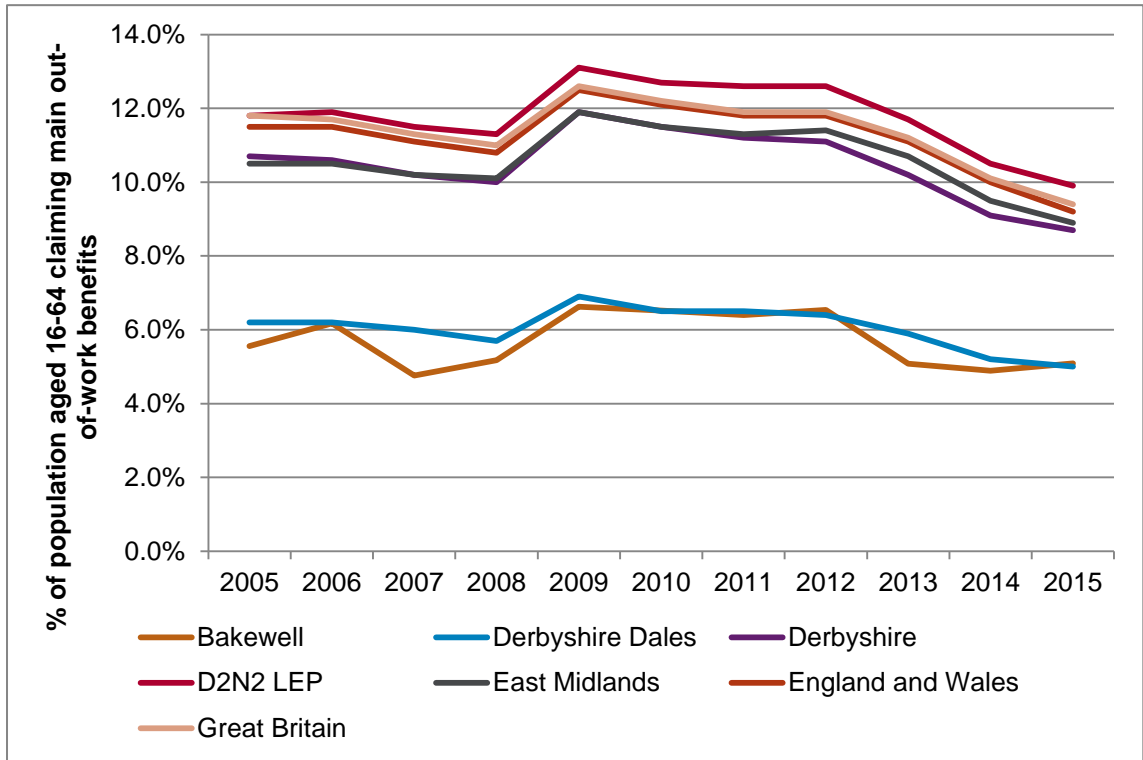
**Figure 10: Jobseeker's Allowance (JSA) (May 2015)**



Source: DWP/ONS Jobseeker's Allowance

- 3.19 Looking more widely than just those who are unemployed, the DWP also provide statistics on their main out-of-work benefits. These include the Jobseekers Allowance as well as Employment Support Allowance and Incapacity Benefits, lone parents and others on income related benefits.
- 3.20 This measure shows that the proportion of working age benefit claimants claiming main out-of-work benefits has been similar in Bakewell and across the Derbyshire Dales District during the period 2005-2015. The proportion has been much lower than the rate across Derbyshire and that experienced nationally. In May 2015, 5.1% of working age residents were claiming main out-of-work benefits in Bakewell, which mirrors the 5.0% across the Derbyshire Dales district as whole but is considerably lower than the 9.9% in the D2N2 LEP area and national rate of 9.2%.

**Figure 11: DWP main benefit claimants (May 2015)**



Source: ONS/DWP benefit claimants - working age client group

## 4 REVIEW OF LOCAL ECONOMY

- 4.1 There are approximately 3,500 total employment jobs in Bakewell. The health sector is the largest employment sector in Bakewell; absorbing 17.1% (600 jobs) of the town's employment. This includes those working in the Town's Hospital, Health Centres, Dental Practices, and Residential Homes, which provide some form of healthcare.
- 4.2 The retail and accommodation & food services sectors are the second equal largest sectors, each forming 500 jobs (14.3%) of total employment in the town; and meaning that collectively the two sectors represent 28.6% (1,000 jobs) of the town's employment. The latter in particular highlights the town's prominent tourism based economy.
- 4.3 Table 1 uses location quotients to compare the relative concentration of employment in Bakewell with Great Britain as a whole. A figure of over 1 indicates that there is a higher proportion of employment in the section in Bakewell than is the case across the country. A figure of less than 1 indicates a lower concentration.

**Table 1: Employment by Broad Industrial Group**

Industry	Bakewell	%	LQ
Health	600	17.1%	1.31
Retail	500	14.3%	1.43
Accommodation & food services	500	14.3%	2.02
Education	400	11.4%	1.28
Professional, scientific & technical	300	8.6%	1.05
Arts, entertainment, recreation & other services	300	8.6%	1.94
Manufacturing	200	5.7%	0.69
Construction	100	2.9%	0.62
Motor trades	100	2.9%	1.56
Transport & storage (inc postal)	100	2.9%	0.64
Information & communication	100	2.9%	0.71
Property	100	2.9%	1.60
Business administration & support services	100	2.9%	0.34
Public administration & defence	100	2.9%	0.64
Agriculture, forestry & fishing	0	0.0%	0.00
Mining, quarrying & utilities	0	0.0%	0.00
Wholesale	0	0.0%	0.00
Financial & insurance	0	0.0%	0.00
<b>Total Employment</b>	<b>3,500</b>	<b>100.0%</b>	<b>1.00</b>

Source: Business Register and Employment Survey, 2014



- 4.4 In Bakewell, the concentration of employment in ‘accommodation & food services’ is 2.02 times the national level. Overall, there is a particular concentration of employment in the following sectors: Accommodation & food services; Arts, entertainment, recreation & other services; property; motor trades; retail; health; and education.
- 4.5 Overall employment remained constant in Bakewell between 2009 and 2014, with a modest decrease of 100 jobs (2.8%). However, due to rounding errors, it is prudent to state that to all intents and purposes total employment has been constant during this period.
- 4.6 Employment in the health sector declined substantially (one third and 300 jobs) during the period 2009 to 2014; however it remains the largest employment sector in Bakewell. The changes in other sectors are less substantial and are subject to ONS stipulated rounding methodology, which leads to exaggerated figures for change.

**Table 2: Employment by Broad Industrial Group: 2009-2014**

Broad Industrial Group	2009	2014	Change 2009-2014	
			No.	%
Agriculture, forestry & fishing	0	0	0	0.0%
Mining, quarrying & utilities	0	0	0	0.0%
Manufacturing	200	200	0	0.0%
Construction	200	100	-100	-50.0%
Motor trades	0	100	100	N/A
Wholesale	0	0	0	0.0%
Retail	500	500	0	0.0%
Transport & storage (inc postal)	100	100	0	0.0%
Accommodation & food services	400	500	100	25.0%
Information & communication	0	100	100	N/A
Financial & insurance	0	0	0	0.0%
Property	200	100	-100	-50.0%
Professional, scientific & technical	200	300	100	50.0%
Business administration & support services	0	100	100	N/A
Public administration & defence	100	100	0	0.0%
Education	400	400	0	0.0%
Health	900	600	-300	-33.3%
Arts, entertainment, recreation & other services	400	300	-100	-25.0%
<b>Total Employment</b>	<b>3,600</b>	<b>3,500</b>	<b>-100</b>	<b>-2.8%</b>

Source: Business Register and Employment Survey, 2014

- 4.7 Table 3 shows how employment by sector in Bakewell compares with other towns in the Derbyshire Dales. The overall level of employment in Ashbourne and Matlock is much greater than Bakewell reflecting their difference in scale.

4.8 It is clear that manufacturing is an important sector in Ashbourne representing 1,600 jobs (30%), whereas manufacturing it is limited in Bakewell (6%) and Matlock (2%).

4.9 Bakewell has a particular strength in the Accommodation and Food services sector (reflecting tourism) and the Health Sector (reflecting the retirement town aspect and location of the hospital). Notably the town also has a relatively high percentage of employment within the Professional, scientific & technical sector.

**Table 3: Employment by Broad Industrial Group, Local Geography**

Broad Industrial Group	Bakewell		Ashbourne		Matlock	
	#	%	#	%	#	%
Agriculture, forestry & fishing	0	0%	0	0%	0	0%
Mining, quarrying & utilities	0	0%	100	2%	0	0%
Manufacturing	200	6%	1600	30%	100	2%
Construction	100	3%	200	4%	200	3%
Motor trades	100	3%	200	4%	200	3%
Wholesale	0	0%	100	2%	100	2%
Retail	500	14%	800	15%	700	11%
Transport & storage (inc postal)	100	3%	300	6%	100	2%
Accommodation & food services	500	14%	400	7%	500	8%
Information & communication	100	3%	100	2%	100	2%
Financial & insurance	0	0%	100	2%	100	2%
Property	100	3%	0	0%	200	3%
Professional, scientific & technical	300	9%	300	6%	300	5%
Business admin & support services	100	3%	100	2%	100	2%
Public administration & defence	100	3%	0	0%	2600	41%
Education	400	11%	300	6%	200	3%
Health	600	17%	600	11%	500	8%
Arts, entertainment, rec & other services	300	9%	200	4%	300	5%
<b>Total Employment</b>	<b>3,500</b>	<b>100%</b>	<b>5,400</b>	<b>100%</b>	<b>6,300</b>	<b>100%</b>

Source: Business Register and Employment Survey, 2014

4.10 Table 4 conveys the structure of employment by industry across different geographical scales. As previously explained, it demonstrates Bakewell's strong employment in the 'accommodation food & services' sector which is proportionately greater than that across the country. It also demonstrates that the health and retail sectors represent a greater proportion of employment in Bakewell than that across Derbyshire and nationally.

**Table 4: Employment by Broad Industrial Group, National Geography**

% Total Employment by Broad Industrial Group, 2014	Bakewell	Ashbourne	Matlock	Derbyshire Dales	Derbyshire	D2N2 LEP	East Midlands	England and Wales	Great Britain
Agriculture, forestry & fishing	0.0%	0.0%	0.0%	0.1%	0.1%	0.1%	1.8%	1.5%	1.6%
Mining, quarrying & utilities	0.0%	1.9%	0.0%	1.7%	1.2%	1.2%	1.5%	1.1%	1.2%
Manufacturing	5.7%	29.6%	1.6%	14.2%	17.6%	13.1%	12.5%	8.3%	8.2%
Construction	2.9%	3.7%	3.2%	5.4%	5.8%	4.9%	4.6%	4.5%	4.6%
Motor trades	2.9%	3.7%	3.2%	2.7%	3.0%	2.4%	2.5%	1.8%	1.8%
Wholesale	0.0%	1.9%	1.6%	2.6%	4.5%	3.6%	4.5%	4.1%	4.0%
Retail	14.3%	14.8%	11.1%	11.3%	9.9%	10.8%	10.1%	10.0%	10.0%
Transport & storage (inc postal)	2.9%	5.6%	1.6%	3.5%	5.1%	3.9%	5.0%	4.5%	4.4%
Accommodation & food services	14.3%	7.4%	7.9%	11.5%	6.4%	5.9%	5.8%	7.0%	7.1%
Information & communication	2.9%	1.9%	1.6%	1.7%	2.1%	2.7%	2.3%	4.2%	4.0%
Financial & insurance	0.0%	1.9%	1.6%	0.7%	1.0%	1.3%	1.7%	3.6%	3.6%
Property	2.9%	0.0%	3.2%	1.9%	1.3%	1.5%	1.4%	1.8%	1.8%
Professional, scientific & technical	8.6%	5.6%	4.8%	6.8%	6.0%	6.4%	6.7%	8.4%	8.2%
Business administration & support services	2.9%	1.9%	1.6%	3.0%	5.3%	10.6%	9.6%	8.6%	8.5%
Public administration & defence	2.9%	0.0%	41.3%	9.5%	3.9%	4.2%	3.8%	4.3%	4.4%
Education	11.4%	5.6%	3.2%	7.7%	10.1%	9.6%	9.5%	9.0%	8.9%
Health	17.1%	11.1%	7.9%	9.0%	12.6%	13.8%	12.5%	12.8%	13.1%
Arts, entertainment, recreation & other services	8.6%	3.7%	4.8%	6.7%	4.2%	4.1%	4.2%	4.5%	4.4%
<b>Total Employment</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Business Register and Employment Survey, 2014

## 5 COMMERCIAL PROPERTY MARKET

5.1 This section provides an assessment of the office and industrial property market in Bakewell. This assessment has been undertaken using a variety of sources including take-up and availability data from Estate Gazette and CoStar's databases, a review of the latest commercial property literature, and through the stakeholder consultation.

5.2 It should be noted that because of the relatively small size of the town there have been very few transactions over the last decade and particularly when reviewed per annum. As such it is difficult to draw anything meaningful from historic trends other than the expectation that low levels of transactions will continue, unless there is a step change in the local economy.

### National Economic Conditions

5.3 Nationally, economic growth has been above the trend over the last year and a half supported by growth across a range of different parts of the economy. The Office for Budget Responsibility (OBR) published its Economic and Fiscal Outlook in July 2015. GDP growth was revised downwards to 2.4% for 2015, having been previously forecast at 3.0%. This was due to a weaker than expected start to the year. The ONS has also estimated that GDP growth in the first quarter of 2015 was 0.4%, 0.3% below forecast.

5.4 While the economic growth in 2015 has continued in line with the OBR's projected growth rate, the OBR recognises significant uncertainty in its economic forecast due to the Greek debt crisis and a number of policy measures.

5.5 The OBR reports that employment growth has remained relatively strong in early 2015, while productivity has continued to disappoint. It forecasts that employment will increase by 1.1 million over the next six years. Such an increase is more than explained by population growth.

5.6 The introduction of the National Living Wage on top of the National Minimum Wage for over 25s is expected to impact on the labour market. However at present the likely response of firms is unknown, creating significant uncertainty. The OBR assumes that increased labour costs will lead to a reduction in total hours worked of around 0.4%. This impacts equally on average amount of hours worked and employment levels – the OBR estimates it leading to around 60,000 fewer people in employment. However, since the reduction in hours worked will be concentrated among people earning lower wages the OBR assumes a smaller reduction in total economic output of around 0.1 per cent.

5.7 In August 2015 the Bank of England voted to maintain the base rate at its historic low of 0.5%. CPI inflation returned to zero in June. This is well below the Monetary Policy Committee's 2% inflation

target and largely reflects unusually low contributions from energy, food, and other imported goods prices.

- 5.8 In August 2015 the Bank of England's stated approach was that, with some underutilised resources remaining in the economy and with inflation below the target, the Committee intends to set monetary policy in order to ensure that growth is sufficient to absorb the remaining economic slack so as to return inflation to the target within two years.
- 5.9 The Committee projects UK-weighted world demand to expand at a moderate pace. Private domestic demand growth in the United Kingdom is expected to remain robust. Household spending has been supported by the boost to real incomes from lower food and energy prices. Wage growth has picked up as the labour market has tightened and productivity has strengthened (but not as strong as expected or as strong as other comparator economies). As a result business and consumer spending has increased, helped by improving credit conditions. Robust private domestic demand is expected to produce sufficient momentum to eliminate the margin of spare capacity over the next year or so.

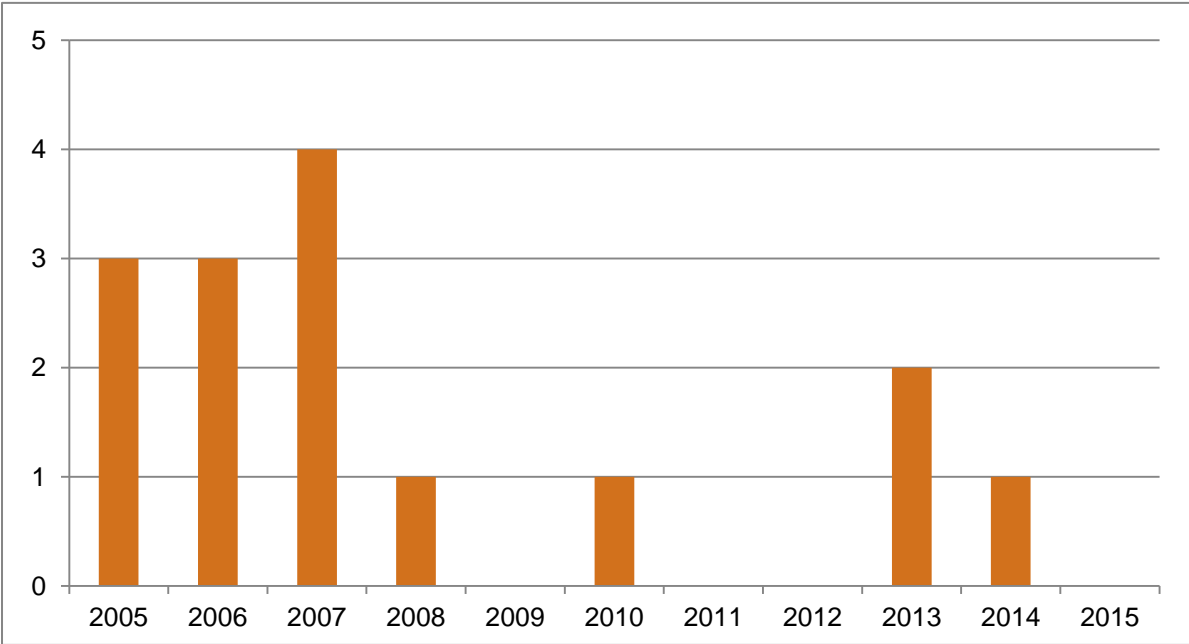
#### Office market review

- 5.10 BNP Paribas Real Estate states that the UK's economic recovery is back on track, with property generating the best performance since 2005. Performance across all of the sectors was primarily driven by the capital value movements, generating almost a ¾ of overall total returns. In the absence of the sustained real wage growth, the economy is more likely to rely on low interest rates and house price growth in order to support household confidence.
- 5.11 According to the report prepared by Cushman and Wakefield, key driver behind the growth is a healthy consumer and business confidence and the positive outlook for the future economy. The low interest rate environment and stable income yields appear attractive to the new investors, yet, some buyers are more cautious due to the rapid growth in the values over the last few years.
- 5.12 At the national level, the office market performed strongly in 2015. According to Knight Frank, the total take-up for the top ten cities in the country at the end of October accounted for 4.8m sq. ft., what is the highest total figure since 2010. The rental level remained stable during the last quarter across the country. One of the key standouts however was Sheffield, with 15% increase in rental value in the Q3 2015.
- 5.13 How the macro-economic picture translates to Bakewell is difficult to gauge given that the National Park status does not allow for unconstrained economic growth. Furthermore the age structure of the town means that consumer confidence is likely to remain largely unchanged as a large percentage of the population are unaffected by changes to earnings.

**Local Office Market**

5.14 Figure 12 shows the quantum of office floorspace take-up in Bakewell in 2005-2015, as recorded on the EGi and CoStar databases. The Office market in Bakewell is relatively small; which is primarily determined by the rural characteristics of the area under consideration. Our analysis indicates that there were only 15 office transactions over the last decade. The majority of the known transactions were carried out pre-recession (2005-2007)

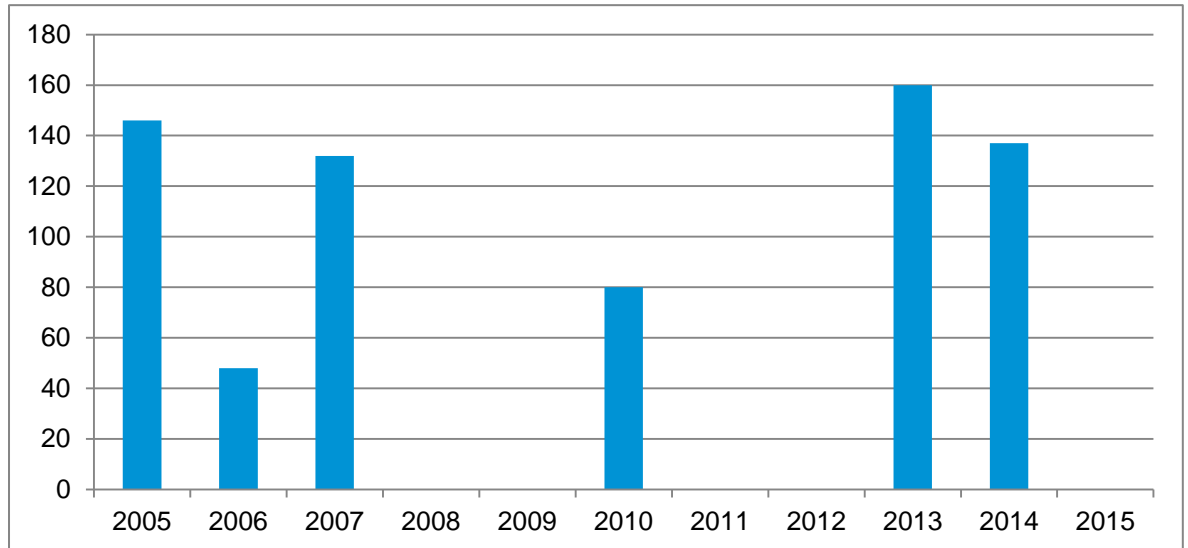
**Figure 12: Profile of Office Deals, Bakewell, 2005-2015**



Source: EGi / CoStar / GL Hearn

5.15 More detailed analysis of these transactions reveals that only 702 sq m of office floorspace was transacted in the period 2005-2015. Although this excludes a number of transactions which did not disclose the size of the floorspace transacted. The known data translates into an annual average floorspace transacted of 64 sq. m. The busiest and most significant year for floorspace transactions was in 2013 when 160 sq. m was sold or leased.

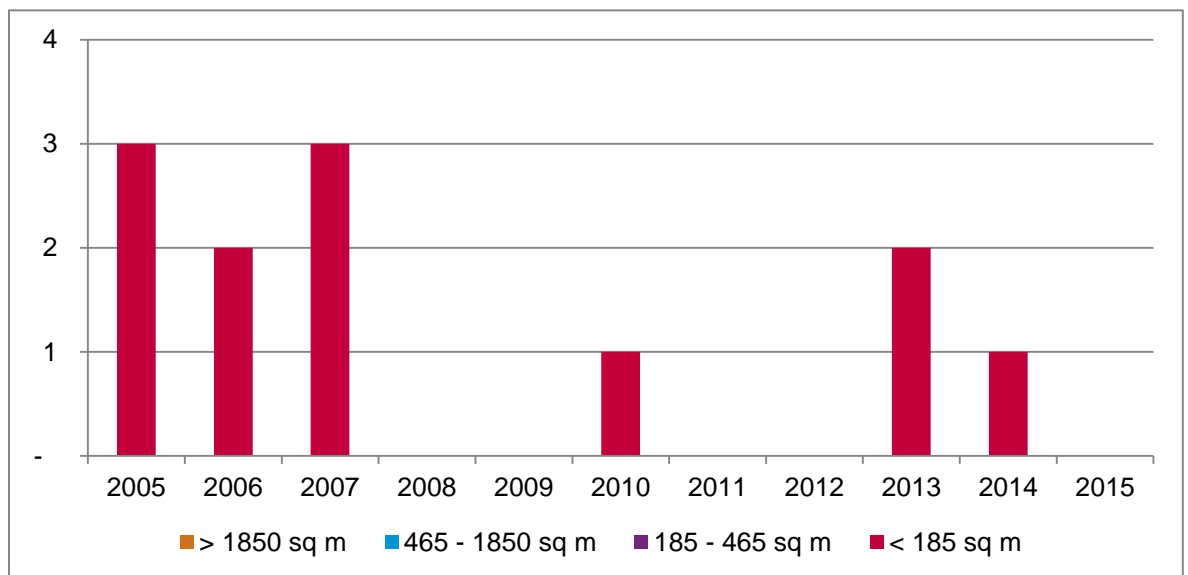
**Figure 13: Office Floorspace Take- up, Bakewell, 2005-2015**



Source: EGi / CoStar / GL Hearn (2008 transaction size undisclosed)

5.16 Figure 14 provides an overview of deals based on the size of the transaction. It can be observed that only office spaces smaller 185 sq. m were transacted over the last decade.

**Figure 14: Profile of Office Deals by Size, 2005-2015**



Source: EGi / CoStar / GL Hearn (2008 transaction size undisclosed)

5.17 The largest level of floorspace take- up was noted in 2013, with 160 sq. m recorded across the two deals. The largest single office deal was 137 sq. m taken up at Granby Close. This particular transaction is currently taken up by a chiropodists/osteopath who would not traditionally be a B-class use.

## Industrial Market Review

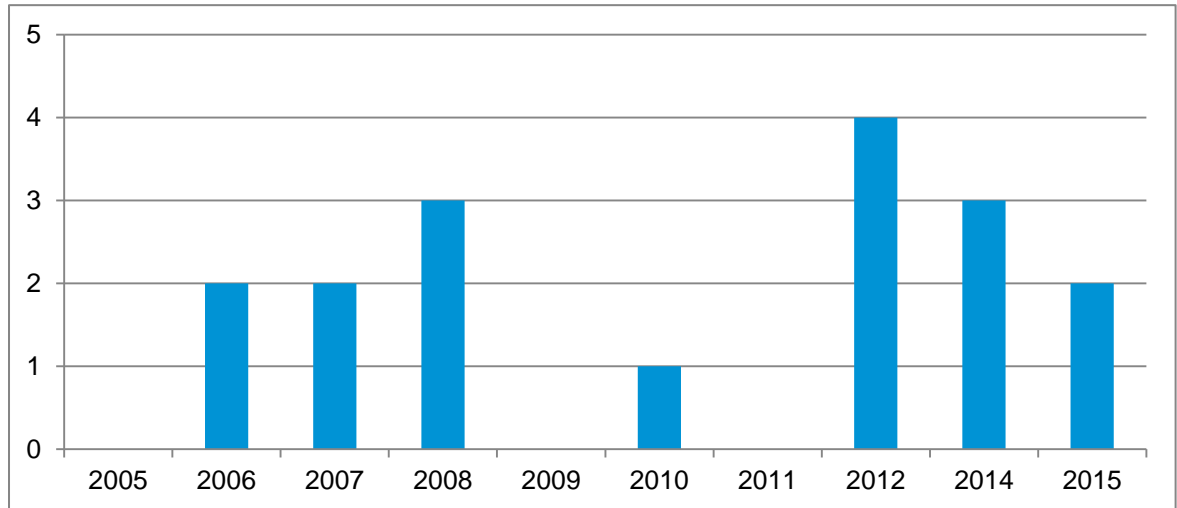
- 5.18 Nationally, the industrial market continues to perform well with year-on-year increases in the industrial land take-up. The latest full year figures for the UK show that total take-up in 2014 is up 5% on 2013 figures.
- 5.19 Nationally the industrial sector continues to be dominated by the warehouse and distribution uses. There is a growing demand for large scale logistics/ distribution warehouses. This is, in part, driven by the continuing growth of the on-line retail sector and increasing customer expectations for same- or next-day delivery. This trend however has not been repeated locally and the lack of strategic road links would suggest any changes to this would be unlikely.
- 5.20 The latest full year figures for 2014 show that the supply of industrial space is 15% down on 2013 figures. Whilst 'design and build' represents the predominant form of new supply nationally (accounting for 50% of take-up during the 1st half of 2014 based on GVA's statistics), the lack of available space together with growing market confidence, has driven a return to speculative development in prime locations. Given the lower rents in Bakewell it is extremely unlikely that this would happen within the town.

### Local Industrial Market

- 5.21 Figure 15 shows the industrial floorspace take-up in Bakewell since 2005, as recorded by EGi and CoStar databases. During this time, there were 17 industrial transactions in the area (including 4 of an undisclosed size). The majority of the industrial transactions occurred in 2012-15. This would also include some B1c premises.



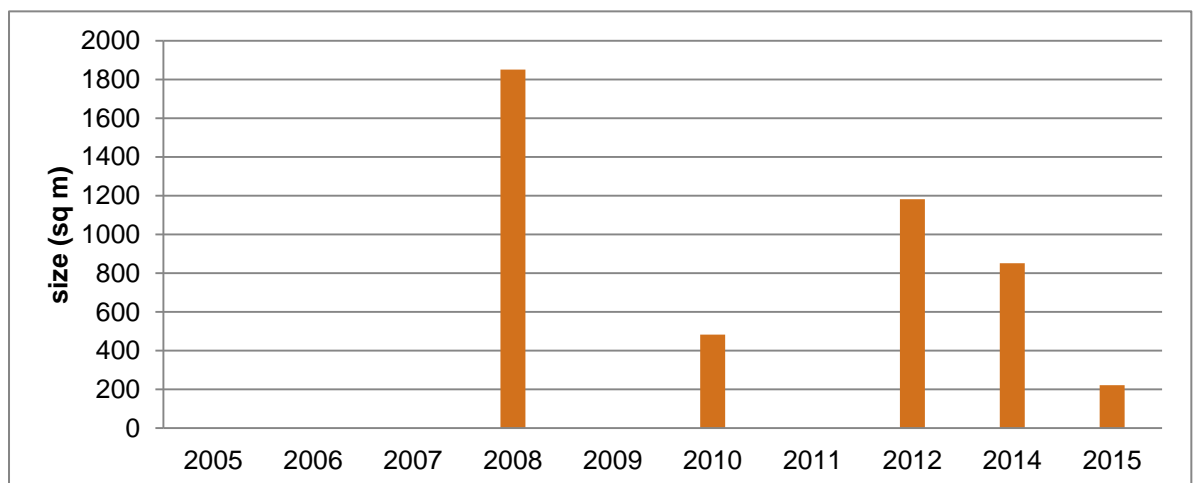
**Figure 15: Profile of Industrial Deals, Bakewell, 2005-2015**



Source: EGi / CoStar / GL Hearn

5.22 Figure 16 shows an overall industrial floorspace take-up each year. It shows that the largest total floorspace was transacted in 2008 (1,851 sq. m). This was carried out in four transactions. The second largest amount of floorspace take-up was achieved in 2012 (1,182 sq. m).

**Figure 16: Industrial Floorspace Take-up, Bakewell, 2005-2015**



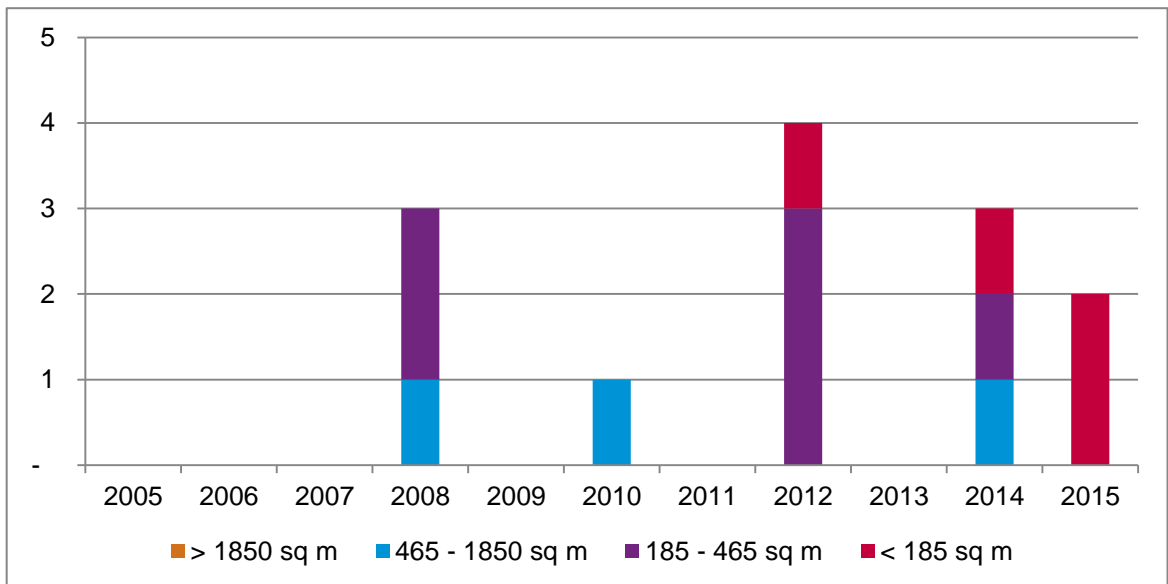
Source: EGi / CoStar / GL Hearn (some transactions were undisclosed)

5.23 Figure 17 shows the number of transactions in each size group. Compared to office take-up, it can be observed that the size of the industrial units transacted is more diversified. Once again, this is associated with the rural character of the area under consideration. Four transactions did not disclose their size.

5.24 The most common size of the units was those in the 185-465 sq. m band. There were six transactions of this size carried out over the last decade. In terms of the larger floorspace units, only

four units above 465 units (465-1850 sq. m size band) were recorded by EGi and CoStar since 2005.

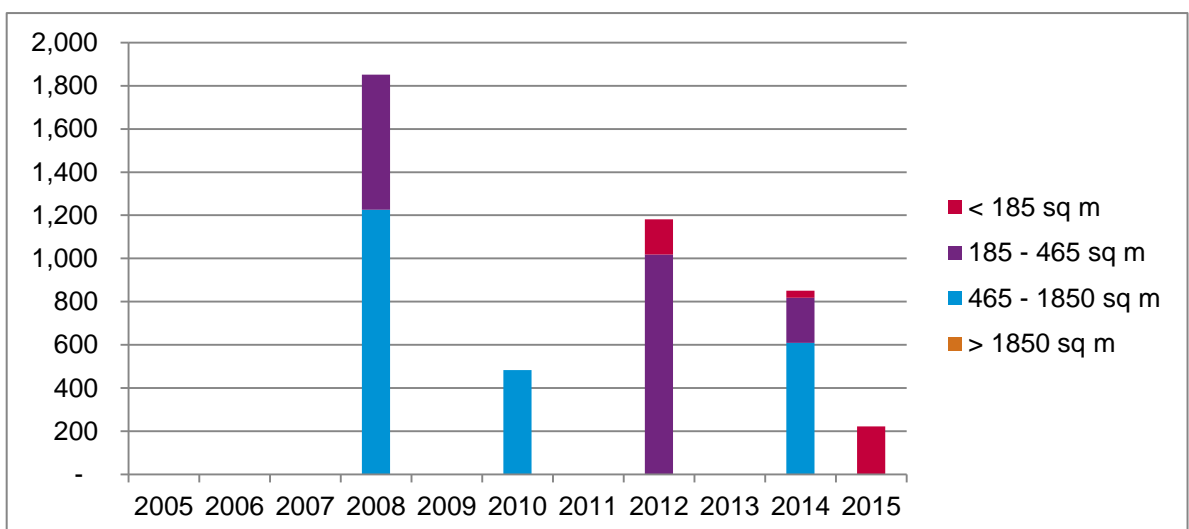
**Figure 17: Profile of Industrial Deals by Size, 2005-2015**



Source: EGi / CoStar / GL Hearn (four transactions had undisclosed sizes)

5.25 Figure 18 shows the breakdown of the industrial floorspace take-up each year. Once again, the graph does not provide any notable trends over time. The peak in 2008 was driven by the leasing the industrial park on the Buxton Road – 1,226 sq. m floorspace in one transaction and two transactions of a size between 185- 465 sq. m.

**Figure 18: Industrial Floorspace Take- Up by Size, 2005-2015**



Source: EGi / CoStar / GL Hearn (four transactions had undisclosed sizes)

- 5.26 There is clearly limited turnover in the local commercial market. That said there is also currently limited availability within the existing stock. The Authority does not hold information on the level of vacant commercial stock, and the national commercial database (EGi) shows no vacant commercial units. However, anecdotally there is some level of vacancy within the existing stock, particularly within office accommodation above shops. This is not an uncommon trait as such offices tend to be poorly maintained and are not particularly suitable for modern office needs.
- 5.27 Furthermore, our survey of the existing employment sites identified a number of vacant units within the town. This includes vacant units at Torne Valley, Riverside Business Park and Deepdale Business Park.

## 6 REVIEW OF TOWN CENTRE AND RETAIL USES

- 6.1 Planning Practice Guidance (PPG) sets out that assessments should be undertaken of the vitality and viability of town centres. A centre's vitality is a measure of how busy it is. Viability relates to its capacity to attract on-going investment and its ability to adapt to changing needs.
- 6.2 The PPG identifies a series of indicators should be used to determine the health of town centres. It recommends that the indicators, and their changes over time, are relevant in assessing the health of town centres. These indicators include:
- diversity of uses
  - proportion of vacant street level property
  - accessibility
  - state of town centre environmental quality
  - perception of safety and occurrence of crime
  - pedestrian flows
  - commercial rents
  - commercial yields on non-domestic property
- 6.3 The A6 and A619 are the main thoroughfares through the centre of the town. The main hub of the centre is located in and around Portland Square, Water Street, Matlock Street, Granby Road and Market Street to the south of the A619 and East of the A6. The remainder of the centre is located to the north of the A619 and this area mainly consists of smaller offices and A2 uses.
- 6.4 At 1,540 sq.m, the Co-op to the east of the centre is the largest retail unit within Bakewell. This is also the main food store in the centre and acts as Bakewell's anchor. The majority of other units within Bakewell are independent stores but there are also quite a few national operators located within the town such as Rohan, Costa, Boots, Co Op and Holland and Barrett.
- 6.5 The other large units include the Edinburgh Woollen Mill (470sqm) at Rutland Square and the Wheat Sheaf pub (500sqm) on Bridge Street. The centre extends to 171 units which can be broken down into the following Use Classes:

**Table 5: Mix of Uses, Bakewell (2013)**

Use	Total	Percentage	GB Average
A1 Convenience	11	6.4%	8.0%
A1 Comparison	92	53.7%	34.8%
A2	13	7.6%	10.8%
A3	17	10.0%	8.6%
A4	7	4.0%	4.3%
A5	6	3.5%	5.6%
Other	14	8.1%	18.8%
Vacant	11	6.4%	11.4%
<b>Total</b>	<b>171</b>	<b>100.0%</b>	<b>100.0%</b>

Source: GL Hearn Surveys and GOAD

- 6.6 As can be seen in Table 5, the centre has a slightly below average number of A1 convenience units in comparison to the rest of the UK. The centre has an extremely high number of A1 comparison units, 18% higher than the UK average. This largely consists of a large number of crafts and outdoor wear/camping shops mainly aimed at tourists.
- 6.7 At 7.6%, the centre has a below UK average percentage of A2 units. The majority of A2 uses are banks, but there are also a few local estate agents.
- 6.8 At 10%, there is an above average percentage of A3 uses within the centre. The majority of these units are tearooms, and cafes. Again these are focused on the tourist market. In contrast, at 3.5%, the centre has a below UK average percentage of A5 uses. This perhaps reflects the age of tourists attracted to the town.
- 6.9 The centre has a low percentage of vacant units in comparison to the UK average. There was a cluster of vacant units in and around the Church Street North and Rutland Square corner but otherwise there were very few others interspersed throughout the centre, indicating that the centre is relatively healthy.
- 6.10 Around 8.0% of the centre consists of other uses. Units that come under this category mainly consist of non-retail uses such as offices. There are also a number of key community uses and sports facilities with Bakewell Town Centre such as a library, bowling green and swimming pool.

### **Benchmarking Against Local Comparators**

- 6.11 It is clear that Bakewell Town Centre benefits from a range of uses and is supported by a wider range of facilities. The overall mix of uses is considered against the other comparable towns around the National Park, namely Ashbourne and Matlock. This is arguably a more relevant comparison than the GB average as it reflects the role of a small market town rather than a national comparator, which would be skewed towards urban supply.

6.12 As can be seen in the Table 6, Bakewell is slightly larger than Matlock in terms of the number of suitable units, but is slightly smaller than Ashbourne. It is interesting to note that all three centres have the same number of A1 convenience units, although the overall percentages do vary slightly. All three of the centres are slightly below average number of A1 convenience units in comparison to the rest of the UK.

**Table 6: Bakewell and Comparison Centre Composition (2013)**

Use	Bakewell		Matlock		Ashbourne	
	Number	Percentage	Number	Percentage	Number	Percentage
<b>A1 Convenience</b>	11	6.4%	11	7.0%	11	5.9%
<b>A1 Comparison</b>	92	53.7%	91	57.6%	99	53.5%
<b>A2</b>	13	7.6%	18	11.4%	21	11.4%
<b>A3</b>	17	10.0%	14	8.9%	13	7.0%
<b>A4</b>	7	4.0%	3	1.9%	8	4.3%
<b>A5</b>	6	3.5%	6	3.8%	5	2.7%
<b>Other</b>	14	8.1%	14	8.9%	17	9.3%
<b>Vacant</b>	11	6.4%	6	3.8%	11	5.9%
<b>Total</b>	171	100.0%	158	100.0%	185	100.0%

Source: GL Hearn Surveys and GOAD

6.13 The three centres all have a similar number of A1 Comparison units and when compared to the national average these percentages are extremely high, with all of them exceeding the GB average by 18% and Matlock exceeding it by over 22%. Typically these centres have higher number of comparison units as they contain a number of crafts and outdoor wear/camping shops mainly aimed at tourists.

6.14 In comparison to the other towns, Bakewell at 7.6% has the lowest percentage of A2 units. This is around 3.8% lower than the other centres, whose percentages more closely reflect the GB average.

6.15 At 10%, Bakewell has an above average percentage of A3 uses within the centre and this is also higher than Matlock and Ashbourne. The majority of these units are tearooms and cafes which are popular with tourists. All centres have below UK average percentage of A5 units and all have lower than average percentage of vacant units, with Matlock having a very low vacancy rate of 3.8%, compared to the GB average of 11.4%.

6.16 Overall, Bakewell has a similar composition to the centres of Matlock and Ashbourne, with all three centres generally having lower levels of A1 convenience, A5 and vacant units, when compared to the GB averages, and higher levels of A1 comparison and A3 units, typically supported by tourist orientated units.

6.17 During our stakeholder engagement event there was some concern from local residents that the town centre 'offer' was too skewed towards the needs of visitors to the detriment of local residents.

- 6.18 Specifically there was concern about the over dominance Use Classes A3 (restaurants and cafes) and A4 (drinking establishments). Additionally, even within Use Class A1 (shops) there is a very high proportion of comparison units, but aimed again, mainly at tourists.
- 6.19 The Bakewell Partnership has independently commissioned Experian to undertake a review of use-classes in the Central Shopping Area. This study also highlighted an over-representation' of 'food and drink establishments' when compared to the national trends.

### **Accessibility**

- 6.20 Although Bakewell does not have a bus station, there is good access to the centre with a high number of buses available to and from Bakewell. However, the town has no train station and this does reduce connectivity. The nearest train stations are at Hathersage, Matlock, Chesterfield or Buxton.
- 6.21 The A6 and A619 are the main thoroughfares and the centre experiences high levels of traffic on these routes. Although there are a large number of car parks throughout the centre, there were limited free spaces on the day of the survey. All parking was short stay, pay and display. It is understood that on Market Day parking is even more limited.
- 6.22 The centre is pedestrian friendly. Portland square which experiences high footfall levels is a pedestrian only zone and the rest of the centre has sufficient pavement widths. There are also regular crossing points throughout the centre. There is however room for improvement in the state of the pavements and paths.

### **Environmental Quality**

- 6.23 Bakewell has a Conservation Area which covers the centre of the town and some areas beyond.. Many buildings are listed and have historic and architectural merit. The visual quality of the centre is very good as a result. This is enhanced by attractive features such as the River Wye which runs through the eastern edge of the centre.
- 6.24 The centre also has a number of seating areas and pedestrian friendly zones. This includes a seating area next to the River Wye. Overall, the centre is very well kept with no litter or graffiti.

### **Pedestrian Flows**

- 6.25 On the day which the survey was taken, the centre had a high number of pedestrians throughout the centre. This was especially the case along Granby Road, which is close to the River Wye and the Co Op. The centre also had very high footfall levels in and around Portland Square and Matlock Street.

- 6.26 There were far fewer pedestrians located around Rutland Square to the north west of the centre and this location also has high vacancy rates in comparison to the remainder of the centre.

#### **Perception of Crime**

- 6.27 The area felt quite safe to be in, partly due to the high levels of passing traffic, which increases natural surveillance levels. There were also few signs of security measures such as roller shutters, CCTV's or razor wire within the centre.

#### **Rents and Yields**

- 6.28 According to EGi, there have been 6 lease deals for retail units in Bakewell since January 2013. The prices per annum for rent range from £196 per square metre to £366 per square metre, which equates to an average of £281 per square metre.

#### **Overall Considerations on the health of Bakewell Town Centre**

- 6.29 Bakewell is a thriving centre which experiences high footfall levels, much of which is driven by tourism. Some locals consider, and this study and independently commissioned studies to some extent support the assertion that the impact of tourism on the retail mix creates an imbalance that represents a particular weakness of the town.
- 6.30 In general, the centre is accessible despite not having a bus or train station and is also pedestrian friendly. The centre has a low vacancy rate, which indicates that the centre is healthy. The centre is also of high environmental quality and appears to have low crime levels.
- 6.31 The centre has a high percentage of A1 comparison units, in addition to a high number of cafes/tea rooms which increases dwell times within the centre. Overall, the centre is considered to be healthy although there is perhaps too much of a focus on servicing tourists need rather than local need.



## 7 ESTIMATING FUTURE EMPLOYMENT LAND DEMAND

7.1 When considering the scale of future needs, the Planning Practice Guidance (PPG, 2014) requires consideration of quantitative and qualitative need. This entails estimating the scale of future needs broken down by different market segments, such as different B use classes. The PPG recommends the use of a number of different techniques to estimate future employment land requirements, namely assessments based on :

- Past delivery; and
- Labour demand (Employment Forecasts).

7.2 Although there are relative benefits of each approach, estimating the future demand for commercial floorspace is not straightforward, especially for sub-local Authority areas and in particular those within National Parks.

7.3 Needs calculations based on past delivery reflect land supply policies, and such policies necessarily restrict development within the National Park. However, due to the lack of delivery in the National Park and Bakewell, past delivery trends are not particularly helpful. They also do not take account of any differences in economic performance relative to the past.

7.4 Similarly, employment forecasts do not reflect policy considerations within a National Park area where the assumption in favour of sustainable development does not apply in the same way as other areas. Paragraph 14 of the NPPF and the footnote suggests that development should be restricted in National Parks, meaning growth is not an expectation. Additionally, forecasts are generally only available for Local Authority areas rather than National Parks or for specific towns.

7.5 Due to the drawbacks of each approach we have sought to augment these with a number of other sources including the 'take-up' trends set out in Chapter 5 and the qualitative needs of the town drawn from consultation with local land owners and agents as well as survey work produced for Derbyshire Dales District Council.

### **Historic Delivery Rates**

7.6 There has been very little new build development within Bakewell over the last ten years. Although that is not to suggest that the overall floorspace hasn't changed significantly over the same period.

7.7 As a result of changing national policy on permitted development there has been a number of 'change of use' applications which have resulted in the loss of office accommodation in the town. The most notable of these were at the Deepdale Business Park where two recently built offices were converted to residential use. Victoria Mill and Rutland works have, or are also likely to become residential properties from B1/B2 uses.

7.8 The largest development was the Thornbridge Brewery (B1c) on the Riverside Business Park to the north of the town. The new development, built in 2009 consists of one B1c building with a floor plate of around 1,500 square metres (see right) and a second smaller building (1,100 sq.m) which also holds a country stores shop.



7.9 Any trend based forecasts would show declining demand for office use driven by the change of use and conversely notable demand for B1c uses based on historic development of a large single occupier site. It would therefore be inappropriate to plan exclusively on historic trends.

#### **Review and Disaggregation of Derbyshire Dales Work**

7.10 Next we consider demand for employment land and floorspace over the plan period 2014 - 2034. This reflects a twenty year period from the most recent known data (taken from BRES). To achieve this we have disaggregated the same Cambridge Econometrics (CE) forecasts (April 2015) as used for the Derbyshire Dales HEDNA.

7.11 The CE forecasts take account of differences in expected economic performance moving forward relative to the past. They provide forecasts both for overall employment as well as a number of sub sectors.

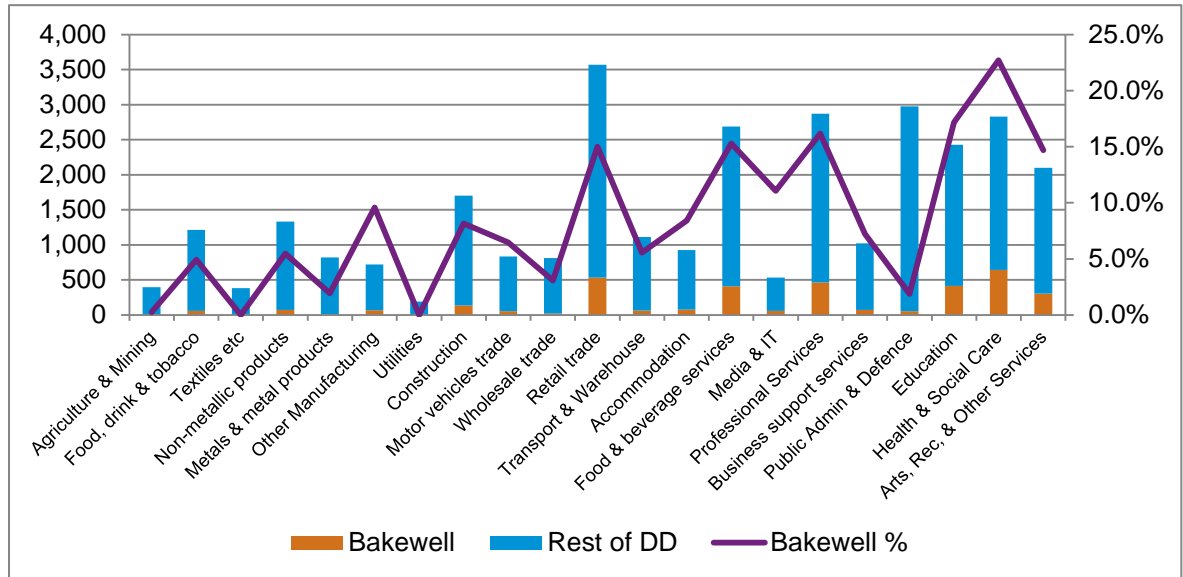
7.12 For Bakewell we have sought to disaggregate the forecasts on the basis of the existing employment sectoral split between the town and the rest of the District and how these sectors are expected to grow.

7.13 Our model then relates net employment forecasts to use classes to estimate gross floorspace and employment land requirements in the B1, B2 and B8 use classes. The analysis is of demand for employment land and therefore does not take account of any supply-side factors such as existing employment land allocations or commitments.

7.14 Using BRES data to analyse the employment split within Derbyshire Dales reveals that approximately 11.3% of all jobs (3,550) in the District are located within Bakewell (see Figure 1 for definition). Figure 19 sets out Bakewell's contribution to total employment in Derbyshire Dales for each sector.



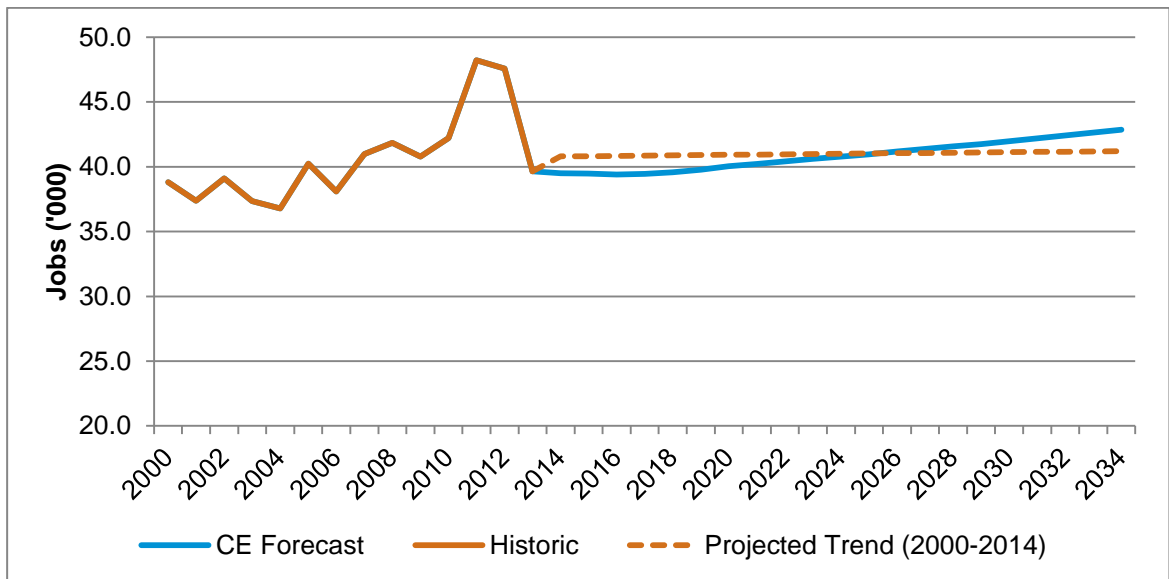
**Figure 19: Employment By Sector in Bakewell and Derbyshire Dales (2014)**



Source: Nomis, BRES 2015

- 7.15 As set out in Chapter 3, Health and Retail are the main employment sectors in Bakewell. These sectors along with food and beverage and professional services also have the largest percentage contribution to the district total.
- 7.16 We have used the percentage contribution to the District total to disaggregate the District level growth (or decline) as set out in the CE forecasts. This assumes continuation of current locational strengths of each sector in each sub area.
- 7.17 Figure 20 shows the historic and forecast for total employment in Derbyshire Dales over the period to 2000 and 2034. The historic data shows a strong growth between 2002– 2011 followed by a return to longer term levels between 2011 and 2014.
- 7.18 However the level of growth seen immediately prior to 2011 and immediately afterwards is driven by a sharp growth and retrenchment in the Public Admin & Defence sector. It is suspected that this is an error in the data. It is also largely irrelevant to this study as Bakewell contributes a relatively low percentage of the district total for this sector.
- 7.19 The CE forecast jobs growth broken down across 21 industrial sectors and project total employment growth for Derbyshire Dales (including both B and non-B class uses) of 3,357 jobs (8.5%) between 2014 and 2034.

**Figure 20: Historic and Forecast Total Employment ( 2000 – 2034)**

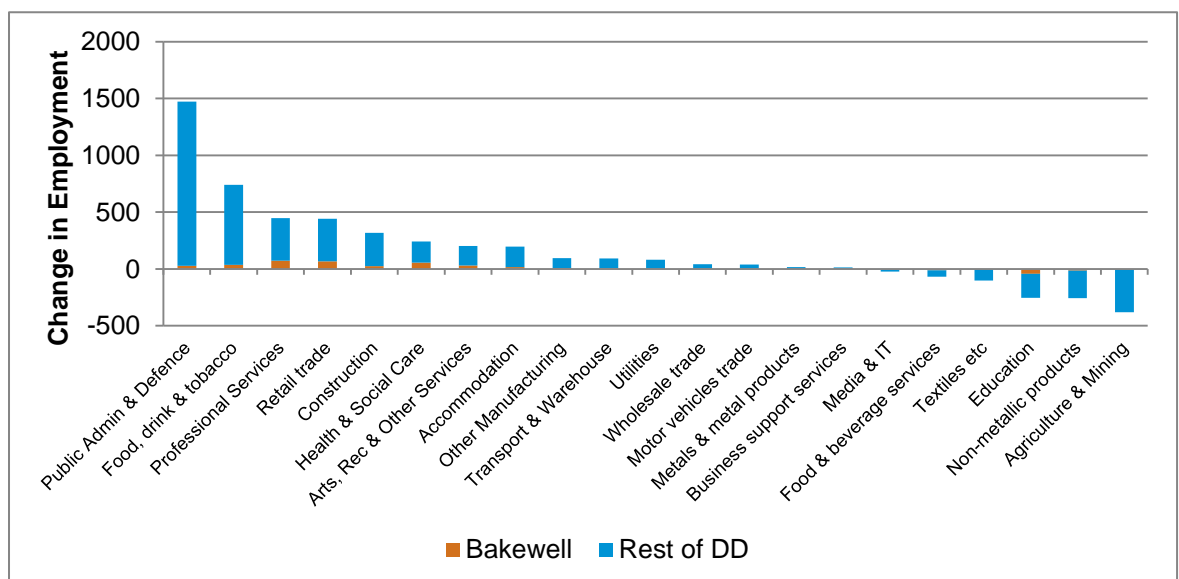


Source: CE/ GL Hearn

7.20 Based on the sectors of growth Bakewell would be expected to see growth of 280 jobs. This is around 8.3% of the total growth. Looking at the forecasts in more detail (Figure 21) we can see that across Derbyshire Dales there is expected to be considerable growth in the following sectors:

- Public Admin & Defence – 1,470 jobs of which 30 are expected in Bakewell (2%)
- Food, drink & tobacco – 740 jobs of which 35 are expected in Bakewell (5%)
- Professional Services – 450 Jobs of which 70 are expected in Bakewell (16%)
- Retail trade – 440 jobs of which 65 are expected in Bakewell (15%)

**Figure 21: Forecast Change in Employment**

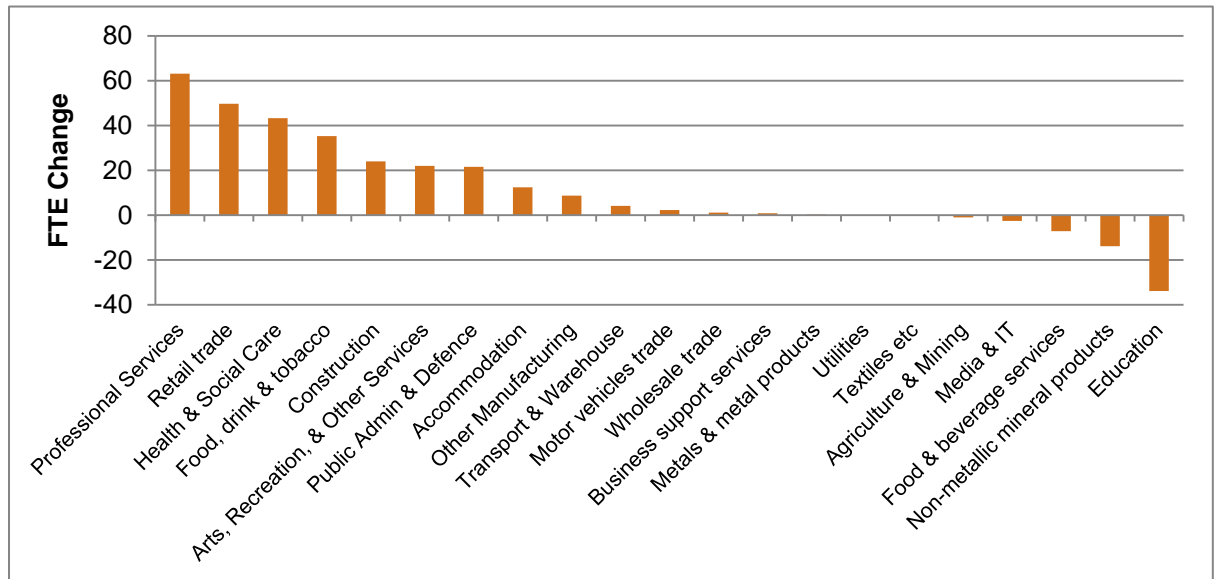


Source: Cambridge Econometrics

- 7.21 Whilst the Derbyshire Dales work justifies showing restricted growth in Public Administration & Defence for the District, we have initially chosen not to do so in Bakewell. The justification for this is that the job numbers in Bakewell are fairly minor in comparison to the wider area (accounting for less than 2% of the district total), so any projected growth in the numbers of these sorts of jobs for the town will be negligible. Although shorter term decline is expected, it is nevertheless reasonable to assume that the town could generate an additional 30 Public Administration & Defence jobs over the period to 2034. We have also provided some sensitivity around this later in this section.
- 7.22 Bakewell is also expected to see significant growth in the following sectors although across Derbyshire Dales the relative growth is less notable:
- Health & Social Care – 55 jobs (29% of district growth)
  - Arts, Rec & Other Services – 30 jobs (17% of district growth)
  - Construction – 25 jobs (9% of district growth)
- 7.23 A number of sectors are also projected to see a decline in employment between 2014 and 2034. The largest decline is projected in the Agriculture & Mining sector (379 job losses) although as only 0.3% of this sector is located in Bakewell the town will be largely unaffected. Other sectors expected to decline are the Non-metallic mineral products and education sector. Only the latter of these are likely to be impact Bakewell where 43 job losses are projected.
- 7.24 There are a number of key areas of strength within the local economy including healthcare, retail and tourism. While the LEP, PDNPA and District Council seek to capitalise on these areas and increase demand, these sectors are unlikely to generate any significant growth in B-class accommodation.
- 7.25 The level of job growth identified within the report should be seen as a baseline level of growth. There may be wider reasons why growth would be higher than a trend based forecast. This would include initiatives set out in the LEP's Strategic Economic Plan and the Derbyshire Dales District Council Economic Plan both of which seek and uplift in the level of growth in higher value industries.
- 7.26 However, one must also be mindful that economic growth within the National Park should only be met whilst pursuing national park purposes, and be mindful of the fact that the presumption in favour of sustainable development does not apply in the same way in the National Park as it does in other areas with less protection. Therefore whilst there is a need to support the local economy, it would be inappropriate to make any upwards adjustments to forecasts for Bakewell.
- 7.27 Our next step was to translate the employment forecasts to Full-Time Equivalent (FTE) jobs. This is undertaken in order to apply standard employment densities for each of the use classes. The FTE was calculated based on two part-time roles equalling one full-time role and that all self-employed

equate to a full time role. These calculations were applied on a sector by sector basis for Bakewell employment. Applying these figures to Bakewell results in a FTE growth of 230 jobs (see Figure 22).

**Figure 22: FTE Change in Bakewell (2014 -2034)**



Source: Cambridge Econometrics

**Translating Sectors to Use Classes**

- 7.28 We has considered the proportion of employment in each of these sectors that is likely to take place in office (Use Classes B1a) or R&D floorspace (B1b), light industrial floorspace (B1c), general industrial floorspace (B2), and warehouse / distribution floorspace (B8).
- 7.29 We have calibrated our standard model, which relates sectors and use classes, for the Bakewell economy, through our professional judgement on the types of accommodation and likely occupation of sectors in the town. This is used to derive the following forecasts of net growth in FTE employment by use class over the period to 2034:

**Table 7: Forecast FTE Job Growth by B-Class Sector, 2013-33**

	2014-2019	2019-2024	2024-2029	2029-2034	Total
B1a/b	15	24	21	24	83
B1c	10	7	5	5	28
B2	3	0	1	3	7
B8	2	2	2	3	9
NON-B	12	31	29	32	104
<b>Total</b>	<b>41</b>	<b>64</b>	<b>60</b>	<b>66</b>	<b>231</b>
B-Class Total	29	33	30	34	127

Source: GLH

### Employment Densities and Plot Ratio

7.30 To these figures we have applied standard employment densities taking account of the HCA Employment Densities Guide: 3rd Edition (HCA, GVA, 2015). We have converted figures to provide employment densities for gross external floor areas (GEA) on the following basis:

- Office (B1a and B1b): an average of 16.8 sq.m GEA per employee based on a blend between mostly professional services but also some corporate, financial services and public sector and mixed use sites and assuming that the gross external area of buildings is on average 20% higher than the net internal area;
- Light Industrial (B1c): an average of 47.4 sq.m GEA per employee including some within mixed B-Class accommodation, assuming that the gross external area of buildings is on average 5% higher than the net internal area;
- General Industrial (B2): an average of 36.8 sq.m GEA per employee including some within mixed B-Class accommodation, assuming that the gross external area of buildings is on average 5% higher than the gross internal area;
- Warehouse/ Distribution (B8): an average of 70 sq.m GEA per employee. This is bottom end of the range of employment densities for B8 activities and reflects 'final mile' distribution sites, reflecting the lower proportion of large scale and high bay warehousing in the town.

7.31 These densities differ from those used in the wider Derbyshire Dales study. Not only does this take into account more recently available guidance, but the new guidance also allows for a range of typologies and mixed B class accommodation to be considered. These B-class uses include 'incubator' and 'maker spaces' suitable for smaller start up business of the type prevalent in the town. These also have lower employment densities than traditional office accommodation and higher densities than traditional industrial accommodation.

7.32 The changes can be further justified to reflect the differences between Bakewell and the wider area. Derbyshire Dales included a number of rural sites (which tend to be less intensively used) but which are not present within the town. Thus the overall densities would be different.

7.33 Applying these employment densities to the baseline forecasts of net growth in FTE jobs in B-class activities, we can derive forecasts for net changes in employment floorspace. This forecasts a net

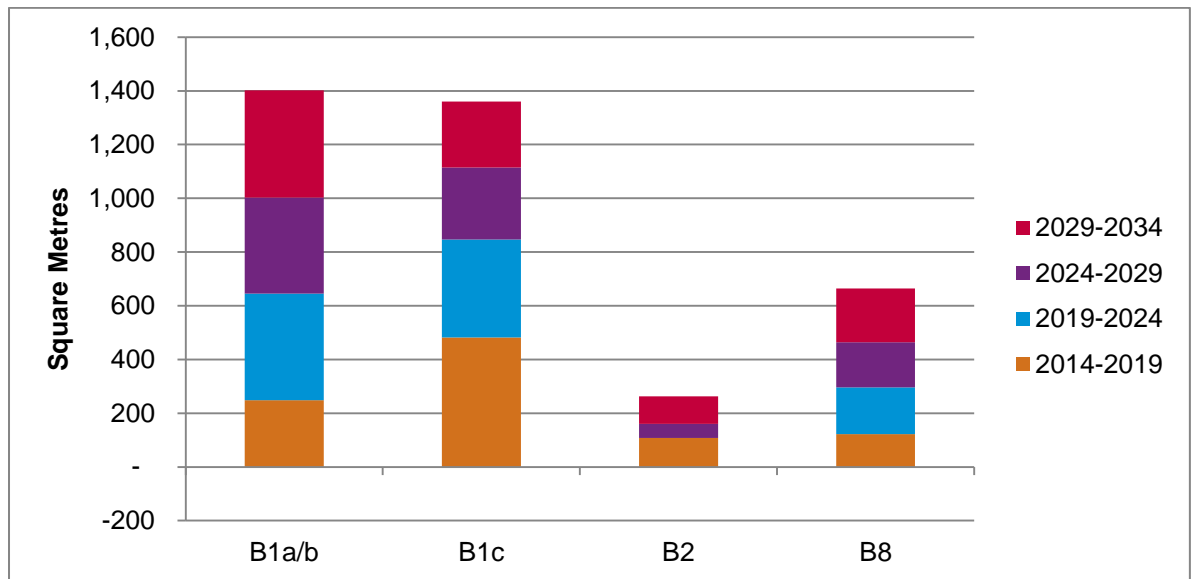


requirement for an additional 3,800 sq.m of floorspace in B-class uses over the period 2014-34.

This comprises:

- A net requirement for an additional 1,600 sq.m of office and R&D (B1a and B1b) floorspace;
- A net requirement for an additional 1,300 sq.m of light industrial (B1c) floorspace;
- A requirement for an additional 250 sq.m of general industrial (B2) floorspace; and
- A net requirement for an additional 650 sq.m of warehouse / distribution (B8) floorspace.

**Figure 23: Net Changes in Employment Floorspace by Use Class in Bakewell, 2014-35**



Source: GL Hearn and CE

7.34 To calculate the land requirements to support these net changes, we have applied the following plot ratios (these align with those in the wider Derbyshire Dales study):

- 0.3 (floorspace to plot) for B1a/b office and R&D uses;
- 0.4 for B1c and B2 industrial uses; and
- 0.5 for B8 warehouse / distribution floorspace.

7.35 This generates the following requirement for net additional land to support the Cambridge Econometrics employment growth forecasts:

**Table 8: Net Land Requirements to Support Net Forecast Employment Growth (2014-34)**

	Land Requirement (Ha)
B1a/b: Office & R&D	0.5
B1c Light Industrial	0.3
B2 General Industrial	0.1
B8: Warehouse/ Distribution	0.1
<b>Total B-Class Uses</b>	<b>1.0</b>

Source: GL Hearn and CE

7.36 Overall, disaggregating the Derbyshire Dales forecasts suggest that Bakewell has an employment land need of 1.0 Ha.

7.37 For a direct comparison with the Derbyshire Dales study, using the same employment densities, same plot ratios, and taking into account restrictions of growth in the public administration and

defence sector, the need would be 0.9 with the reduction in B1a/b: Office & R&D. This can reasonably be seen as a lower end of a range.

### Take up Trends

7.38 This sub-section draws in part on the analysis in Chapter 5 and allows us to calculate a ‘margin’ in our demand estimations to provide for some flexibility, recognising:

- The potential error margin associated with the forecasting process;
- Need to provide a choice of sites to facilitate competition in the property market;
- Need to provide flexibility to allow for any delays in individual sites coming forward.

7.39 In identifying how much land to allocate for development, we therefore consider that it would be prudent to include this margin, and that an appropriate level would be the equivalent of 5-years of the average past employment land take-up.

7.40 Over the period 2005 to 2015 take up has totalled around 5,300 metres. This is the equivalent of around 480 square metres per annum. As shown in Table 9 across 5 years this would total approximately 2,400 sq.m of additional floorspace requirement.

**Table 9: Annual Take Up and Buffer**

	B1a/b	B1C	B2	Total
2005-2015 Take Up	2,274	2,031	986	5,292
Per Annum Average	207	185	90	481
5-Year Average Margin	1,034	923	448	2,405

Source: EGI/CoStar Focus

7.41 The majority of the margin would be required in office and R&D premises (1,000 sq.m) and also B1c floorspace (900 sq.m). The demand for B2 premises would require a margin of around 450 sq.m. There were no B8 transactions recorded in Bakewell over this period.

7.42 We have translated this into employment land using the same plot ratio as set out above results in an overall need for a margin of 0.7 Ha. This element would typically be added on to the forecasts. This can be broken down in to the following use classes:

- B1a/b – 0.4 Ha;
- B1c – 0.2 Ha; and
- B2 – 0.1 Ha

### Qualitative Assessment

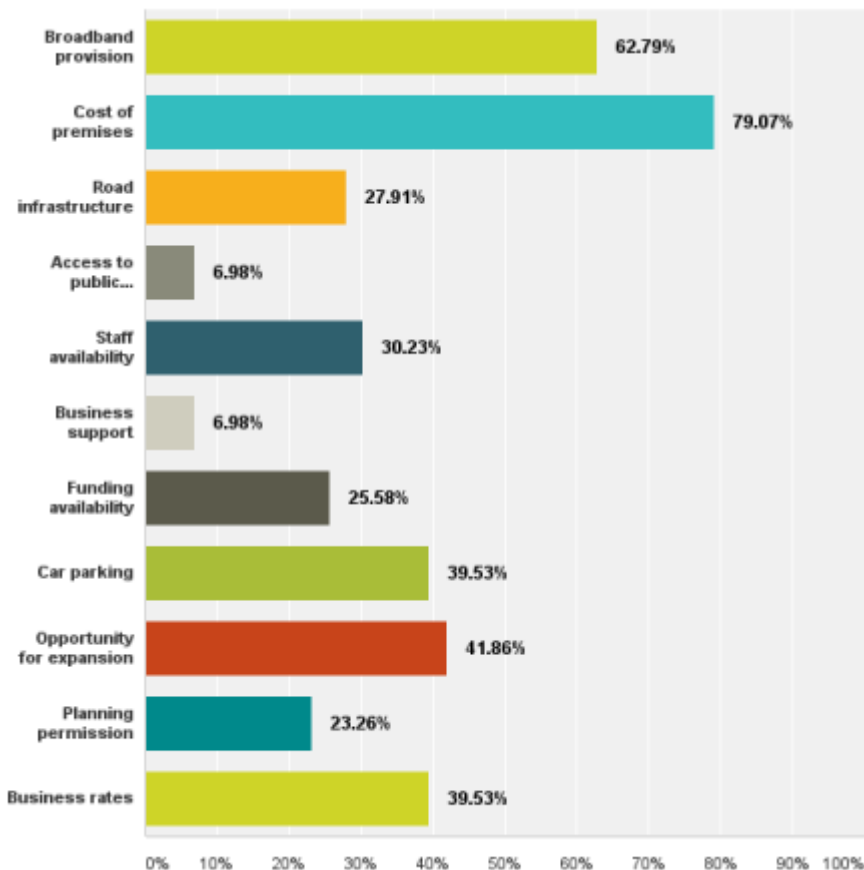
7.43 This sections draws on information gathered from stakeholders, local agents and land-owners as well as Bakewell specific issues drawn from our survey for the Derbyshire Dales HEDNA. It should be noted that there is a limited number of commercial agents operating in the town.

- 7.44 Agents inform us that Bakewell rents are slightly higher for industrial stock at £4.50 to £5.50 for relets, with newer commercial stock achieving between £6.50 to £7.50 per square foot. Office rents are typically around £12 per square foot. There is limited demand in the town from companies looking to upgrade and expand premises. For comparison industrial and office rents in Ashbourne are slightly lower (Industrial £3.50 to £5.50 per sq ft, office £5 to £12 per sq ft).
- 7.45 One agent suggested that speculative development is unlikely in the town given a combination of high costs of land (due to limited availability), high build costs (materials require to be in keeping with local character rather than the cheapest) and modest rent returns. Although a number of commentators at the stakeholder engagement event suggest otherwise.
- 7.46 Although there was broad agreement that new build office development was unviable, one developer suggested that they could achieve the higher rents required to make new build development viable.
- 7.47 Demand in Bakewell is mostly for smaller properties but this also reflects the space available. Most of this will be for local businesses to experience modest growth. There is also localised demand for storage space. One owner suggested that the local market was too small, particularly for serviced offices; and that some of the recent office developments had already been converted to residential.
- 7.48 One agent commented that he has had virtually no enquiries over the last few years for office accommodation and that when enquiries did occur it was for very small premises for sole traders or for limited periods of time.
- 7.49 One agent also noted that the lack of demand for office accommodation was manifest in the change of use applications and the fact that other new build offices (i.e. Deepdale Business Park) was not fully let. The agent suggested that there was a slowing demand for out of town business parks which could explain this, but that Riverside was not a good example as it is not really considered to be outside of the town.
- 7.50 One landowner also suggested that there was once an oversupply of office space in the town but that the changes to permitted development rights had reduced the supply by helping remove redundant stock. Although they argued that the removal of low quality office stock had a positive effect on the town, it is worth noting that much of the change of use was of high quality offices.
- 7.51 Most agents agreed that there was a small demand for industrial land at Bakewell. Again demand was for small premises for local businesses seeking to upgrade. There was broad agreement that there was a need to cater for the next stage of local business development.

- 7.52 One stakeholder commented that there was a specific need for better quality smaller units and general medium sized units (5,000 to 10,000 sq. ft. grow on space). While the agents reported there was no demand at present for this size, they believe that this is still a gap in the market. This was it was claimed due to local businesses knowing there was no supply and thus not lodging a request with local agents. The point was made that if it were to be developed then there is pent up demand from local businesses seeking to expand. This was particularly the case for manufacturing units.
- 7.53 In some locations the existing industrial stock is seen to be out-dated although some of these sites such as Riverside Business Park are subject to longer redevelopment strategies. In addition the local demographic meant the labour pool was limited and largely unskilled. This has meant that some businesses have moved to the towns around the National Park.
- 7.54 One agent suggested that the necessary National Park planning restrictions did not help the local economy and have proven disruptive to achieving necessary changes of use to accommodate the demand. For example there was some interest for an exhaust and tyre centre at Torne Valley.
- 7.55 There was virtually no reported demand for B8 uses in the town and, given the towns remoteness from the strategic road network, this is likely to remain unchanged.
- 7.56 In contrast, trade counters, other sui-generis uses and retail properties were in higher demand. One agent suggested that there are a number of major multiple retailers who wished to locate in the town. This however may be tempered with additional competition brought about by Aldi. There was a feeling that the Authority had not provided suitable premises for major stores and that the single supermarket in the town had a monopoly.
- 7.57 While acknowledging that there would be opposition for more multiples (as there was with the Costa) ultimately these retailers would be well used if suitable premises were provided. Agents also argued they were good for the long term future of the town.
- 7.58 As part of the stakeholder engagement two major local employers (Thornbridge Brewery and Pinelog) suggested that they were planning to significantly expand their operations (and employment level) and that they would prefer their needs to be met within the town. This would require the eastern end of Riverside Business Park to be realigned and redeveloped (see section 9).
- 7.59 A number of stakeholders (including Derbyshire Dales District Council) suggested some businesses do not register their demand for property with local agents because they know that the property is not available in the town.

- 7.60 Rather than providing additional commercial accommodation, this should be approached with a view of providing the correct type of commercial accommodation. From our discussion and from those reflected in the wider Derbyshire Dales work there is a need to provide small industrial premises and move on space of up to 10,000 sq. ft. in the town.
- 7.61 A number of stakeholders expressed this view noting that in order for commercial property to be as marketable as possible these properties should be as flexible as possible. It was also noted only allowing certain uses classes in certain locations in the town would prohibit development. In response the Authority should be as flexible as possible when it comes considering new B-Class development alongside other proposed uses on existing sites.
- 7.62 The business survey carried out as part of the Derbyshire Dales HEDNA work points to some latent demand in the area. Many of the other findings were presented at the local Authority area. However we can draw a number of conclusions specific to Bakewell.
- 7.63 There was a demand for both industrial and office accommodation in Bakewell although Matlock was a preferential location due to its connectivity. Businesses were also asked what factors were most important in the selection of new premises. Multiple responses were recorded for each respondent and not surprisingly 'cost' and 'broadband' were the most popular response.
- 7.64 More relevant to the planning Authority was the need to improve road infrastructure and the opportunity for expansion. There was a desire to see increased business support and lower rates (see Figure 24).

**Figure 24: Most Important factors when selecting new premises**



Source: GL Hearn and Derbyshire Dales District Council, 2015

### Bringing the Analysis Together

- 7.65 **Drawing the analysis together we have calculated that the employment land needs of Bakewell, as disaggregated from the wider Derbyshire Dales need, would be around 1.0 Ha. To this we would typically add a margin to allow for the churn in the market among other considerations. We have identified a margin of around of 0.7 Ha across to cover demand from local businesses who have not registered their need with local agents.**
- 7.66 However the qualitative evidence suggests that there may not be a need to plan for a margin in office accommodation such is the limited demand for this type of property in the town. To include such a margin would be planning for demand which simply isn't there. **On balance we therefore suggest that only 0.5Ha of land for office uses is planned for in the town.** This is also the higher end of the scale given sensitivities around growth in public sector and defence sector.

- 7.67 Similarly the demand for B8 floorspace is almost non-existent in the town. Any distribution growth set out in the forecasts is likely to be for small scale uses which could be accommodated with B2 or even B1c uses. We would also typically see flexibility between B1c and B2 use classes and we would group the demand of these (along with B8) to provide that flexibility and that the Authority takes a flexible approach to application for these uses. **Reflecting the forecasted need and the identified margin we would plan for 0.8 Ha of B1c/B2/B8 employment land in the town.**
- 7.68 **In total we have identified a total need for 1.3 Ha in the town.** This is broadly comparable with that shown in the previous ELR for the Peak Sub Region<sup>5</sup>. That report produced by NLP (August 2008) identified a need for 5.0 Ha of B-class floorspace in the entire Peak District National Park. This need was disaggregated as 3.5 Ha of Industrial (B1c/B2/B8) and 1.5 Ha of office/non-industrial space (B1a/B1b).
- 7.69 **Given that Bakewell serves as the National Park's major town, our estimation of 1.3 hectares of B-class floorspace on face value looks slightly lower than previous estimations for the wider area. However that particular assessment is largely driven by the supply rather than the demand. It also includes supply which has already been delivered i.e. 1.1 Ha at Deepdale Business Park, and 2.2 Ha of land outside of Bakewell. The residual need was therefore only 1.7Ha.**

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<sup>5</sup> [http://www.peakdistrict.gov.uk/\\_\\_data/assets/pdf\\_file/0019/91216/employment-land-review-2008.pdf](http://www.peakdistrict.gov.uk/__data/assets/pdf_file/0019/91216/employment-land-review-2008.pdf)



## **8 ESTIMATING FUTURE RETAIL DEMAND**

- 8.1 As part of our work with Derbyshire Dales Council, GL Hearn assessed the current trading performance of retail destinations across Derbyshire Dales (including Bakewell). This work set out a quantitative capacity assessment of the potential need for future retail floorspace.
- 8.2 The Retail Capacity Assessment drew on a combination of on-site surveys and desk-top research, and was informed by a household telephone survey (undertaken in May 2015) which gathered information on current expenditure patterns from 700 respondents across the wider area.
- 8.3 The retail assessment identified that the need for new retail floorspace is calculated by examining current shopping patterns, deducing existing market shares of individual shopping destinations in Derbyshire, and projecting the potential turnover of these destinations to future assessment years. This allowed us to work out how much floorspace is needed in order for retail destinations to retain their position in the network of centres and their market share of available expenditure. This approach allows other town and city centres to develop in line with expected expenditure growth, and to retain their own market shares.

### **Convenience trade and capacity**

- 8.4 In terms of the convenience results, Bakewell appeared to have a relatively strong convenience offer with a turnover in 2015 of £12.6 million, based on a market share of 3.7% from the survey area. Bakewell was in Zone 3 and the convenience provision in Bakewell secures 38.3% of all expenditure in that zone. The Morrisons store at Bakewell Road, on the outskirts of Buxton exerts significant influence on spend in the survey area. It has a market share of 8.1% from the survey area, drawing a third of all spend available in Zones 4, and 15% of spend from Zone 3.
- 8.5 In order to compare the Retail capacity Assessment of Bakewell with other comparable centres, Matlock had a combined market share of 14.3% in the survey area. This amounts to a combined turnover of £48.2 million in 2015. Ashbourne had a convenience market share of 11.9% in the survey area. This amounts to a combined convenience turnover of £40.2 million in 2015.
- 8.6 The survey results reveal that convenience expenditure leakage is quite high in Derbyshire Dales. Of all available expenditure in the survey area only a third (33%) is retained within the District Council area. Both the Morrisons at Chatsworth Road, Chesterfield, and the Morrisons at Chapel Street, Belper are drawing trade out of the District with market share being 4.7% for each. Combined convenience destinations in Buxton draw 14.9% of expenditure from the survey area, while Sheffield and Chesterfield draw 14.4% and 10.1% respectively.
- 8.7 In terms of potential convenience capacity the study considered Bakewell, Hathersage and Tideswell together. The stores serving these centres have a combined market share of just 6%

from the survey area. It is identified that the small volume of forecast expenditure growth in this area, based on a constant market share approach, could be wholly absorbed by the committed Aldi development at Bakewell. This store is expected to have a turnover of just under £10 million.

**Table 10: Convenience Capacity**

	2015	2020	2025	2030	2033
<b>Bakewell, Hathersage &amp; Tideswell</b>	-754 sq.m	-662 sq.m	-587 sq.m	-507 sq.m	-459 sq.m

Note: Taken from Table 6 of the Derbyshire Dales Retail Study

8.8 Using a constant market share approach, the level of commitments across the District will absorb all the forecast growth in expenditure across the District leaving no residual expenditure to support new floorspace.

**Comparison trade and capacity**

8.9 In terms of the comparison results, Bakewell has a very low market share of available comparison expenditure at 1.9%. This amounts to a turnover of £10 million in 2015. Local groups believe this is a reflection of the touristic nature of the town.

8.10 When compared to the other major centres in Derbyshire Dales, Matlock town centre has a 6.2% market share of available comparison expenditure in the survey. This amounts to a turnover of £32.5 million in 2015. Ashbourne has a slightly lower market share (5.1%) equating to a comparison turnover of £27.0 million.

8.11 It is also noted in the retail study that leakage levels are high, due to comparison spend being drawn to higher order centres such as Sheffield, Chesterfield, Derby and Buxton. These draw 20.7%, 14.5% 11.8% and 9.9% of available spend from the survey area respectively.

8.12 In terms of comparison capacity, these are also based on constant market shares and as such this does not take into account fluctuations in market share that may transpire as new developments come on-line. This includes the Aldi at Buxton Road in Bakewell.

8.13 The comparison capacity is presented on a global basis, not on an area basis as used for convenience, as convenience goods are purchased on a more regular and localised basis. Using a constant market share approach the commitments will absorb all the growth in available comparison expenditure in 2020 and 2025. In this situation, floorspace capacity is not expected to emerge until 2030 when £3.7 million of residual expenditure should be in a position to support 452 sq.m of new net comparison retail floorspace. This capacity will grow to 1,332 sq.m (net) by 2033.

## Summary

- 8.14 Overall, Bakewell is currently a thriving centre with strong footfall and it compares favourably to the other centres. As well as local expenditure, it also benefits from significant tourism spend.

### **Convenience Floorspace**

- 8.15 The Derbyshire Dales Retail Study finds no residual expenditure to support additional convenience floorspace in Bakewell on a constant market share basis. That is to say there is no unmet need in the town.
- 8.16 The trading implications arising from the delivery of the existing commitments, i.e. Aldi, are a likely increase in market share for the town as a whole. While the Authority should plan for these changes, the full impact of this store on market share will only be known once fully operational. The Authority should therefore commit to a future assessment of local retail dynamics, although this should be no sooner than twelve months after the opening of the store.

### **Comparison Floorspace**

- 8.17 The potential pool of comparison expenditure is considered on a global basis. When a constant market share approach is considered the existing commitments will absorb all of the available expenditure to 2020 and 2025.
- 8.18 Floorspace capacity to support new comparison floorspace of 452 sq.m (net) emerges by 2030, growing to 1,332 sq.m by 2033. Growth in expenditure forecast in the longer term should be treated with caution given the inherent uncertainties in predicting the economy's performance over time.

## 9 EMPLOYMENT & RETAIL LAND SUPPLY

9.1 This section reviews the supply of existing and potential employment land in the town. This is drawn from full employment land assessment undertaken as part of the Derbyshire Dales HEDNA study (March 2015) as well as an update assessment of the sites (October 2015).

### Town Centre

9.2 A full retail assessment of the town centre is set out in Chapter 6 this section looks at the B-class premises in the town. There is very little office accommodation within the Town Centre and no B2 or B8 property.

9.3 Those offices which are present in the Town Centre tend to be for A2 uses (solicitors, accountants etc.) and/or above retail premises. Previous purpose built office accommodation has been built in the Town Centre (off Coombs Road), however these has subsequently been changed into residential premises. There is also some office space within the nearby Agricultural Business Centre although these relate to the market itself.

### Former Cintride site, Buxton Road (2.0 hectares)

9.4 This site consists of a derelict former tool making factory with some vacant land to the north of the site and parking to the south. The site has direct access onto the A6 and is located in a predominant site to the north of the town.



9.5 This site is subject to an extant planning permission for a new Aldi store approved on 15 May 2015.

9.6 Although not implemented, the application is for the erection of a Class A1 food store with associated access from Buxton Road. The food store building would have a gross external area of 1,782 m<sup>2</sup>, a gross internal area of 1722 m<sup>2</sup> and total sales floor space of 1254 m<sup>2</sup>.

- 9.7 The Committee report identified that the introduction of the proposed would bolster Bakewell's convenience goods offer. Although it will result in some diversion of trade mainly from the Coop store in the town centre, it would also 'claw back' trade attracted to other stores further afield.
- 9.8 The report concluded that whilst there would be some impact on the town centre, this is unlikely to pose a significant threat to its viability and vitality and is unlikely to deter future investment in the town centre. As such, the assessed impacts were not 'significantly adverse' and the proposal was accordingly in compliance with the retail guidance in the NPPF.
- 9.9 However, the implementation of the planning permission for this store and its impact on trading patterns should be reconsidered in due course when stable trading patterns have been established. This needs to fully consider how much trade is clawed back to Bakewell and how much trade has been diverted from the town centre.
- 9.10 The Cintride site has been vacant for some time and remains a scar on the landscape. Local agents suggested that there was very limited interest for alternative industrial uses although there has been some short term leases and use of the site for storage.
- 9.11 The Aldi proposal only takes up around 1.2Ha of the site with remainder of the site vacant and cleared. This is also suitable for good quality employment uses including light industrial or small scale B8 uses.
- 9.12 **Conclusion: The site has a recent planning permission and will result in improved competition within the town. Implementation of this site should be encouraged. The site will provide 1.2Ha of retail land and 0.8Ha of industrial land.**

### Deepdale Business Park, Bakewell (2.3 Hectares)

- 9.13 This relatively recent mixed use development incorporates a mix of uses including the best quality B1a and B1c premises in the town.
- 9.14 There is a level of vacancy within the sites and previously some of the office accommodation has been subject to a change of use to high quality flatted accommodation.
- 9.15 The converted flats are located at the front of the site with B1a and B1c accommodation to the rear. The site is located to north west of Bakewell outside of the main settlement but adjacent to a small residential area. The site is opposite the Cintride site and has good access to the A6.
- 9.16 Public transport access is relatively good. There is plentiful parking and the light industrial units have their own loading bays. There is a slight incline in the site but this would not restrict HGV access.

9.17 Built this century both the environment and the commercial stock on the site are of very good quality and has a seemingly high occupancy rate. Access to amenities is limited but Bakewell town centre is a short drive away.



9.18 There is a small vacant area to the rear of the site which could be developed for further employment floorspace. Subject to the wider National Park duty and purposes this would be a suitable location for low density development.

9.19 **Conclusion: This recent development provides high quality employment accommodation with good strategic road access. There is some vacant land with development potential to the rear of the site. The vacant site will provide 0.4Ha of employment land.**

#### Riverside Business Park, Bakewell (4.9 Hectares)

9.20 The Riverside Business Park is the largest employment location in the National Park. The site comprises a former mill site which has also been used for battery production and an ammunitions factory during the war.

9.21 The site is located at the North West edge of Bakewell and includes a variety of B-class and Sui generis uses. This site has in part undergone significant development in the last few years including a large brewery complex. It is also subject to two significant planning applications which have subsequently been rejected.

9.22 At present public transport access is relatively good. There is reasonable parking on the site although it could be set out better. The site has also had some recent public realm improvements including new signage.

9.23 The age and quality of the site also varies with the majority of buildings dating back to a post war era with some being recently built and in very good condition. Part of the site is also derelict and



ready for redevelopment. The derelict buildings include a small office building and a large vacant warehouse.

9.24 The re-use of the derelict buildings would be the most suitable location to meet the local employment land needs without unduly impacting on the landscape or environment. Indeed by removal of the derelict building this is likely to improve the landscape.



9.25 The site has direct access to the A6, although circulation and access could be improved. Currently access is via a narrow bridge off the Buxton Road with egress along the residential Holme Lane and onto Baslow Road. This route is unsuitable for a large number of HGVs and would not accommodate increased flow to and from the site.

9.26 Further redevelopment of the site would therefore require improved access most likely requiring a new bridge across the River Wye and possibly also requiring junction improvements onto the A6. We recognise that this is a costly piece of infrastructure and that some cross-subsidising work may be necessary to fund this.

9.27 The Peak District National Park Local Development Plan outlines the need for a hotel, and GL Hearn considers this would be a suitable use for this location. However it must not take preference over the B-class uses for the town, the supply of which is arguably more limited.

9.28 While additional retail in the town would be welcome, this has already been permitted in the town. The proposed Aldi store is in a suitable location for retail, being in a prominent site on the main road into town.

9.29 Litton properties, the owner of the site, suggested during consultation for the Derbyshire Dales work that there was interest in the site for office use, but this would require wider redevelopment. Both of the sites major occupiers have also suggested that there was a need to provide enough development land to accommodate their expansion plans.

9.30 Thornbridge has a current need for a further additional 8,000 sq. ft with a potential future requirement for a further 20,000 sq. ft. Pinelog while also seeking growth would require more

modern facilities. This could be achieved through redevelopment of their existing stock. This would also release land for Thornbridge's expansion. This realignment and rationalisation could take place under both businesses' current areas at the east of the Business Park and should be supported to allow for local businesses to be maintained and grown.

9.31 However such investment is likely to increase trips to and from the site and this is only likely to occur if improved access is put in place. A recent funding submission to D2N2 LEP to help deliver development proposals at Riverside has been prioritised for support when funding becomes available.

9.32 **Conclusion: This is key/primary industrial estate where continued employment use should be supported. The site has significant intensification potential but this is likely to require significant infrastructure investment. This may mean allowing for a level of suitable high-value development which could cross-subsidise this infrastructure. There is a clear justification for retention of the site for continued employment use and the redevelopment of derelict buildings. The derelict part of the site could provide a maximum of 1.0Ha of industrial land although, given the complexities of developing the site, this is likely to be lower. Any references to any use classes that are specific to this site, and which remain permissible under the adopted development plan for the National Park should also be considered in determining planning applications on this site.**

### Station Road Industrial Estate Bakewell (1.3 Hectares)

9.33 This collection of B1a and B1c buildings are located in the north of Bakewell town. The site comprises a number of two storey buildings including the former train station now being used as offices.



9.34 The site is located at the top of a steep hill from the town centre in a largely residential area. Direct access to the site is reasonable although circulation is poor. Public transport access is poor despite being in the town. Although the A6 is relatively nearby, access to it is not suitable for a large amount of HGV use as this is via the town centre and residential areas.



- 9.35 There is a small area of vacant land to the rear of the site which is used for informal storage of motor vehicles. This area could be better used for employment uses but would require removal of existing uses.
- 9.36 **Conclusion: Medium quality site providing accommodation for a mix of uses. Some opportunity to intensify employment use. The vacant part of the site could provide 0.1Ha of retail land.**

**Torne Valley Farm and Country Stores, Haddon Road (0.8 Hectares)**

9.37 The Haddon Road site is primarily occupied by Torne Valley Farm and Country Stores and includes a large storage area (to the rear) and a petrol station (to the front). The northern part of the site is an empty unit with a large storage space to the rear.

9.38 The site is located at the southern edge of the town centre along the A6. The site has good public transport access, there is limited parking in place and access onto the site could be improved, as could circulation.



9.39 The northern part of the site is being actively marketed and, from discussions, the agent is in advanced negotiations with a potential tenant.

9.40 There have been historic applications for the site including Tesco, a mobility shop and an exhaust and tyre centre. However these were rejected due to concerns around transport impact and or noise, and the fact that the site is close to residential uses.

9.41 According to the landowner the site is likely to revert to retail uses. However if this does not materialise, other uses could be considered. These would include employment uses including light industrial and/ or limited office development subject to viability considerations.

9.42 Depending on the use of the vacant unit, the rear of the site could provide some alternative uses including limited B-class employment. This would have to be at a scale suitable for the surrounding residential units.

9.43 **Conclusion: The site should be supported for retail uses. Alternative uses to the rear of the site could provide an additional 0.2Ha of retail land although this is unlikely.**

## 10 SUMMARY & POLICY RESPONSE

- 10.1 In total we identified a need for 1.3 Ha for employment land, with the balance of this likely to be used for industrial uses (0.8 Ha) and the remainder used for office uses (0.5Ha). This is required for the period 2014- 2034 but could be delivered within the NPA plan period which runs to the end of 2026.
- 10.2 The level of need for employment land reflects the forecasted sectoral growth across the Derbyshire Dales, and also how Bakewell contributes to this. It also includes a margin within the supply to allow for flexibility within the stock, margins on the forecasts, and the perceived but inexact nature and scale of latent demand.
- 10.3 The level of development within the town is a fair assessment of the town's need within the wider Derbyshire Dales. It does not however reflect the fact that the town is one of the major settlements in the District and thus one of the more sustainable locations for development. In such circumstances GL Hearn would typically suggest that more development would be located in the town. However the wider purposes and duty of the National Park means that development should only be considered appropriate where, in seeking to foster "the economic and social wellbeing" of the town, it also conserves and enhances the National Park. If the development fails to "conserve and enhance" it should not be considered. This justifies a more moderated approach to development.
- 10.4 The qualitative evidence suggests that there is limited demand for office accommodation in the town and therefore delivery of this type of stock should arguably be longer term. This can also offset any future losses in the stock through permitted development.
- 10.5 There is a clear need for some additional industrial accommodation in the town. The majority of this demand is from local companies seeking newer or larger premises. In order to retain these local interests it is imperative that suitable provision is made for them. There is a particular need for good quality smaller accommodation and also move-on space of up to 10,000 sq. ft. This is seen as a gap in the market.
- 10.6 Our analysis of the employment site supply has identified potentially an additional 2.3 Ha of employment land across the town. This is comprised of the following sites:
- Cintride- 0.8 Ha
  - Deepdale Business Park- 0.4 Ha
  - Riverside Business Park- up to 1.0 Ha
  - Station Road- 0.1 Ha

- 10.7 In addition, development of the permitted Aldi store at the former Cintride site would deliver approximately 1.2 Ha into retail use. There is also further retail space at the Torne Valley site which could also provide additional employment land in the longer term, although it is unlikely that both retail and employment land could be delivered.
- 10.8 Anecdotally there is some vacant supply within the existing stock. This is thought to be primarily office accommodation above shops in the town centre. However the extent of this is unknown and generally it is unlikely to be suitable for modern businesses.
- 10.9 Whilst a surplus of employment land is identified (need for 1.3 Ha minus 2.3 Ha potential supply = 1.0 Ha of potential surplus) this does not take into account the complexity of re-developing the Riverside Business Park, which would reduce this supply further.
- 10.10 However it is advised that the majority of the development (and indeed the wider Riverside Business Park site) should still be focused on B-class employment uses to the extent that this focus is consistent with the National Park development plan.
- 10.11 The Authority, along with the LEP, may wish to consider reviewing the cost and funding of infrastructure needed to re-develop Riverside Business Park. As stated earlier in this report, a recent funding submission to D2N2 LEP could help to deliver development proposals at Riverside Business Park (subject to a planning permission in the near future). This would also allow for the PDNPA to consider what an appropriate scale of cross-subsiding work would be.
- 10.12 More broadly, the Authority is advised to take a pragmatic approach to employment generating proposals in the town. In particular it is advised to be flexible in relation to the B-class uses allowed at these sites, because most of the sites are suitable for a range of uses. The Authority is however advised to encourage more variety of B-class typologies to allow for existing businesses to grow within the town.
- 10.13 Local engagement suggests there is latent demand for commercial property from indigenous employers within the town. This includes the need for some move-on space and also smaller industrial units. It is advised that such uses should be encouraged.
- 10.14 There is no best zoning model for B uses across the town's sites and any application on the existing and potential employment sites would need to be considered in relation to its impacts on neighbouring uses.
- 10.15 All the sites we have identified should have the existing employment generating uses safeguarded for B-class employment uses, with the notable exception of the former Cintride site (which is not

safeguarded for employment use) and the site at Torne Valley. It is advised that applications which would result in a reduction of B-class employment uses should be rejected where possible.

- 10.16 GL Hearn's retail analysis identifies Bakewell as a thriving centre with strong footfall which compares favourably to the other centres in the District. The town particularly benefits from tourism spend and it is advised that this industry should be supported where possible. There is currently no unmet demand for additional retail uses within the town.
- 10.17 GL Hearn consider that the out of town Aldi store will increase the town's market share, improve competition and reduce consumer spend leaving the town. This would also contribute to sustainable development as there would be less need for longer car journeys to supermarkets outside of Bakewell. In granting planning permission, the Authority considered, on balance that it was acceptable to enhance the retail offer outside of the central shopping area in such a way as to benefit the town community as a whole without significantly undermining the retail offer of the town centre. The permission was also driven by the wider conservation and enhancement benefits of redeveloping a site which had been seen as an eyesore for some years.
- 10.18 However, neither GL Hearn nor the Authority suggest that the town should move away from its historic pattern and the principle of a 'town centre first' approach to retail provision. This is supported by Government guidance and advocated by the Authority and the Neighbourhood Plan group, both of whom continue to support a central shopping area designation within the Local Plan in order to continue to steer retail use to the town centre in the first instance.
- 10.19 Whilst the Authority has determined on the evidence provided that the new retail provision at the former Cintride site would not significantly undermine the town centre, GL Hearn advises that the full impact of the Aldi store is assessed after it has been operating for at least a year. This will allow the Authority to monitor ongoing demand for convenience goods in the town and the impact on its market share.