



Appeal Decision

Site visit made on 6 May 2025

by **G Sibley MPLAN MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 12th August 2025

Appeal Ref: APP/M9496/W/24/3354072

Plot 6, Deepdale Business Park, Bakewell DE45 1GT

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
 - The appeal is made by Mr Don Clapham of County Developments Bakewell Ltd against the decision of Peak District National Park Authority.
 - The application Ref is NP/DDD/1223/1530.
 - The development proposed is Aparthotel to create 13 self catering units for holiday use.
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Decision

1. The appeal is allowed and planning permission is granted for Aparthotel to create 13 self-catering units for holiday use at Plot 6, Deepdale Business Park, Bakewell DE45 1GT in accordance with the terms of the application, Ref NP/DDD/1223/1530, subject to the conditions in the attached schedule.

Main Issues

2. The main issues relevant to this appeal are:
 - whether the site is a suitable location for the proposed use with regard to local policies
 - the effect of the proposal upon the character and appearance of the area
 - whether the proposal would include adequate measures for the runoff of surface water; and
 - the effect of the proposal upon climate change and sustainability.

Reasons

Location

3. The appeal site is a plot of land located within the Deepdale Business Park (Deepdale) and Policy DME3 of the Development Management Policies, Part 2 of the Local Plan for the Peak District National Park (DMP) safeguards the business park for Use Class¹ B1 (offices), B2 (industrial), and B8 (storage and distribution). Use Class B1 has since been replaced by Use Class E. The appellant states that planning permission was granted in outline in 1988 for a mix of office and industrial units. Many of the plots within Deepdale have been developed with several of them taken up by large commercial buildings, although there are still some plots, like the appeal site that have yet to be developed. Policy E1 of the Peak District National

¹ The Town and Country Planning (Use Classes) Order 1987

Park Local Development Framework Core Strategy Development Plan Document (CS) states that the Authority will safeguard existing business land or buildings, particularly those which are of high quality in a suitable location. This policy states that 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 and DMP Policy DME3 is similarly worded but also identifies a need for support from the Development Plan and evidence of a strategic need to justify the mixed use.

4. The appeal seeks approval of an Aparthotel which would fall within Use Class C1 which would not be a business use as set out in DMP Policy DME3. The appeal site has been available for employment use for a significant number of years but remains vacant. The appellant has provided evidence from the Office for National Statistics that shows office demand has declined, with homeworking rising from 12% in 2019 to 40% in 2023.
5. Based on the information before me, approximately 70% of Deepdale units are occupied. The Authority has not disputed this and based on the information before me, I find no reason to conclude otherwise. Two units have remained vacant for three years despite marketing efforts in 2021 and 2024. Whilst the marketing information is relatively limited the lettings agent also provided information regarding the interest in the units within Deepdale since they took over marketing in 2023 with limited viewings arranged for the units that were available at that time. While the information from the lettings agent only covered a 12-month period, it does provide a snapshot of the interest in the units as well as concerns with the locational suitability of Bakewell, compared to other better connected settlements.
6. The Authority states that the rates at which the units have been marketed at are above the average rate identified in the Derbyshire Dales Housing and Employment Land Needs Assessment (HELNA) 2023. The appellant does not dispute that the units are marketed above the average rates. However, they note that the rates in the HELNA are based upon the average across the region and the UK and the units on Deepdale have been built to a high specification which would support the case for a higher rate compared to other units built to a lower specification that are also not located on a well-presented business park in Bakewell. The appellant notes that the rates are similar to those offered on the Riverside Business Park (Riverside) which is nearby, and the Authority does not dispute this.
7. For the above reasons, I do not consider the rates at which the units have been marketed at to be unreasonable. The appellant notes that between the determination of the application and submission of the appeal two suites within Deepdale had been rented out, while also acknowledging that other tenants had identified that they were leaving. This may indicate that the supply of units within Deepdale exceeds local demand for office use within the business park.
8. The evidence suggests there is limited interest in the site for office use. However, the HELNA identifies that there is a demand for Use Class B2 and B8 uses across Derbyshire Dales although this is a significantly sized area, including much larger settlements than Bakewell. Furthermore, the HELNA identifies that, of the 53 industrial deals between 2012 and 2020, only around 11% of them occurred in Bakewell; most were in Matlock and Ashbourne.

9. The appellant notes there have been recent developments on the Riverside providing Use Class B2 and B8 units. A previous decision² had attributed weight to the need to retain the plots at Deepdale over the uncertainty over the deliverability of employment development at Riverside but based on the evidence before me, this is no longer the case with new units now built and occupied, as was evident at my site visit. As such, the need for Deepdale to be safeguarded now appears to be less critical to the Authority's employment strategy compared to when other decisions were made.
10. The appellant has identified that the appeal site amounts to around 11% of the land at Deepdale and about 2.7% of the whole of the safeguarded employment space in Bakewell and approximately 1% of the total employment space safeguarded in the Development Plan. The Authority does not dispute these figures and based on the information before me, I find no reason to dispute them. Strategically, the appeal site represents a small portion of the safeguarded land, and its loss would not undermine the Authority's employment strategy. Indeed, the appellant identifies that there is another plot within Deepdale that has also yet to be developed and if there was a demand for such uses then this plot could be developed to provide this.
11. Whilst the site is not allocated, it is safeguarded in the DMP and The National Planning Policy Framework (the Framework) supports applications for alternative uses on allocated sites, where the proposed use would contribute towards meeting an unmet need for development in the area. The Planning Practice Guidance (PPG) identifies several of factors to consider when determining whether there is a realistic prospect of an allocated site being developed for its intended use.
12. The appellant identifies that the appeal site was safeguarded in the Authority's previous 2001 Local Plan and based on the information before me I find no reason to come to a different conclusion on this matter. The DMP was adopted in 2019 and as such the site has also been safeguarded through this plan for around 5 years. The appeal site has been vacant for a significant number of years and other than an unbuilt office development approved 2006³, there has been limited evidence that there has been interest in developing the appeal site for an employment use.
13. Other units within Deepdale have been actively marketed for a reasonable duration and given that the site has been an undeveloped plot within Deepdale for a significant period of time, it has been available for a reasonable period of time. Consequently, I consider the rates the units on Deepdale were marketed at were realistic.
14. In the time since Deepdale was first developed and safeguarded in the development plan, there has been a modal shift in work patterns with a significant increase in the number of people working from home and thus the demand for employment premises has decreased.
15. Policy RT2 of the CS states that new holiday accommodation will not be permitted, except a new hotel in Bakewell. It is agreed by the parties that the appeal proposal would fall within Use Class C1 and would thus be a hotel. As the appeal site is in Bakewell, the proposed hotel use would comply with this policy and as such, there is support from the development plan for the scheme.

² Appeal Reference: APP/M9496/W/16/3154112

³ NP/DDD/1006/0920

16. The appellant has identified that only two hotels within the National Park are registered with the National Accessible Scheme. The proposed hotel would include a lift for full accessibility, supporting those with mobility issues to access the National Park. The Core Strategy supports the provision of a wide range of types of holiday accommodation, so that people from all walks of life can afford to stay in the National Park for short breaks and holidays. The Visitor Economy Review and Investment Study (VERIS) also identifies that there is a general lack of serviced accommodation across the National Park and the scheme would contribute to addressing this shortfall. Bakewell is also identified within the VERIS as a priority destination. This evidence, as well as support for such development in this location in the development plan identifies that the proposal would address a strategic unmet need to justify the mixed-use development within Deepdale.
17. The scheme would also provide around 20 full time equivalent jobs which would support sustainable communities providing jobs in a sustainable location, within Bakewell. Given that there are alternative employment sites nearby and a plot within Deepdale itself, the proposed development would not undermine the Authority's wider spatial approach to economic development. Additionally, for the reasons given above, it would not necessarily undermine an objective of the emerging Local Plan to stabilise and support some population growth. Furthermore, only limited weight can be attributed to this objective given the early stage in the plan making process and the uncertainty of its final form.
18. Based on the information before me, there does not appear to be a reasonable prospect that the plot would be taken up for employment uses as defined in Policies DME3 and E1 and thus it would be appropriate to consider alternative opportunities. Given that this scheme accounts for a modest portion of the land available in Deepdale, industrial and employment uses would remain dominant.
19. Therefore, the proposed development would be appropriate in accordance with local policies. Consequently, the development would comply with DMP Policy DEM3 and CS Policies E1 and RT2 insofar as the location, premises, activities and operations of the employment site are considered to no longer be appropriate and that the scheme would provide a new hotel in Bakewell, amongst other matters.

Character and Appearance

20. The buildings on Deepdale are typically large offices built from natural stone with slate roofs. Large areas of glazing are common within them and the buildings are generally set back behind areas of car parking with landscaping. The appeal site is an area of open land that has various building materials stored on it and is bound by the existing neighbouring office building, the tall trees and hedges to the rear and an open field. Located on previously developed land at Bakewell's edge, the site has a semi-rural commercial character. The appeal site is within the Peak District National Park and the Framework identifies that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks.
21. The Authority's Design Guide cites Deepdale buildings as examples of large structures in the National Park. The Design Guide identifies that large buildings should generally have a low profile, a shallow pitched roof and ensure they are in dark, recessive colours. Creating a series of parallel roofs would also break down the apparent bulk of the building. Generally, the large buildings within Deepdale accord with this and consequently, it is evident that the development within

Deepdale conserves the landscape and scenic beauty of the National Park and makes a positive contribution to the character and appearance of the area and is appropriate within this landscape setting towards the edge of Bakewell.

22. The proposed building has been designed to closely resemble the 2006 approved design and be similar to neighbouring structures in Deepdale. This scheme would also be similar in appearance to the neighbouring buildings within Deepdale. The use of natural stone and slate roof would be consistent with other buildings in the area and the use of these sympathetic materials would respect the context the building would be seen within.
23. The building would have two front-facing gables, which would break up the apparent bulk of the building and given that it would be a two-storey property it would generally have a low profile. The height of the roof would be similar to others nearby and the slate roof would be a dark, recessive colour. Whilst it would include rooflights, other buildings in the area have this feature and thus this would not appear out of character. Additionally, the proposed solid to void ratio within the roof would ensure that the roofscape would not appear cluttered. The central glazing would match nearby buildings in Deepdale and thus would not appear out of character in this context. Additionally, hotels are varied in appearance, and it would not be uncommon for hotels to have large, glazed atriums or entrance halls. As such, the incorporation of such a feature into the proposed development would not appear out of character for the proposed use.
24. The parking area to the front would be supplemented with landscaping in the form of additional hedgerow and tree planting which would be consistent with the other car parking areas within Deepdale. A condition has been suggested to revise the parking layout to reduce the number of parking spaces in accordance with the Authority's parking standards set out in the DMP. The appellant has agreed to the suggested condition and another to submit soft and hard landscaping proposals. Consequently, subject to the information approved by these conditions, the car parking and landscaping around the building would respect the character of the business park.
25. Although the proposal would develop open land, development is expected within Deepdale. Furthermore, the siting of the building within Deepdale would mean the property would be relatively well screened within the wider landscape and thus would generally appear inconspicuous in the local landscape. As discussed, the design, scale and siting of the proposal would be appropriate in this context and would respect the semi-rural commercial character of the area. Accordingly, the proposal would conserve the landscape and scenic beauty of the National Park.
26. Reference has been made to the Rising Sun Hotel in Bamford as an example of a beautiful and sustainable building, however it has not been evidenced how that development has achieved this. This building is similarly designed to the appeal proposal with large front-facing gables built with natural stone walls and a slate roof with rooflights within it. The main difference would be the concentration of glazing on the front elevation but for the reasons given above, this would be appropriate within the context that the appeal site is in.
27. Therefore, the proposal would not harm the character or appearance of the area. Consequently, it would comply with Policy GSP3 and CC1 of the CS and DMC3 of the DMP. These policies seek, amongst other matters, to ensure development is of

a high standard that respects, protects and where possible enhances the natural beauty, quality and visual amenity of the landscape. Furthermore, by not causing harm, the proposal would also not conflict with the requirement in the National Parks and Access to the Countryside Act 1949 for me to further the purposes of conserving and enhancing the natural beauty of the National Park. In doing so the scheme would not have a significant adverse impact on the purposes for which the National Park has been designated, and based on the nature, scale and setting of the proposal, it would not be major development.

Surface Water

28. The appeal site is in flood zone 1 and has not been identified as an area at risk of flooding. The proposal would result in the construction of a large building alongside a hard surfaced car park. As such, the scheme would increase the amount of hardstanding in the area and may increase surface water runoff. The appellant states that within Deepdale there is a private sewer, which is understood to be owned by the appellant, that discharges into the river Wye, as approved with Severn Trent at the outset of the development of Deepdale. The intention is to connect to this existing private sewer system. There is no substantive evidence before me that this development could not or should not connect to this system or that sustainable urban drainage features could not be incorporated into the development. In this instance, it has not been demonstrated that a suitably worded condition requiring the precise method of dealing with surface water from the development would not be adequate.
29. Therefore, the development, subject to the information approved by a condition, would include adequate measures to deal with the run-off of surface water. Accordingly, the proposal would generally accord with CS Policy CC5 insofar as it expects development that increases roof and hard surface area to include adequate measures such as sustainable drainage systems to deal with the run-off of surface water. It would also accord with CS Policy CC1 insofar as it expects development to achieve the highest standards of water efficiency in all development.

Climate Change and Sustainability

30. The building would occupy previously developed land at the edge of Bakewell, accessible by foot via the A6. There are also bus services nearby providing an alternative route into the town. As such, those using the hotel would not be reliant on private car use to visit the town or make journeys further afield. Consequently, the proposal would make efficient and sustainable use of land.
31. Policy CC1 of the CS requires the highest possible standards of carbon reductions and water efficiency for all developments. I have not been provided with the standards to which the development should be built to, and the appellant has not identified how the development would be built to the highest possible standards. However, they have agreed to the imposition of a condition suggested by the Authority requiring a scheme of climate change mitigation measures. Subject to the information approved by this condition, the development would provide mitigation to the impacts of climate change and make efficient and sustainable use of land in accordance with CS Policy CC1.

Conditions

32. With regard to Section 100ZA (5) of the Town and Country Planning Act 1990, the appellant has given their written agreement to the pre-commencement conditions attached to this decision.
33. Further to the statutory commencement condition [1] a condition requiring the development is carried out in accordance with the submitted plans is necessary in the interests of certainty [2].
34. Condition 3 is necessary in the interest of managing surface water run-off and preventing flood risk. It is necessary for this condition to be pre-commencement in the interests of ensuring development which could affect the delivery of the drainage features is not undertaken.
35. A condition requiring space is made available within the site for the storage and siting of plant, machinery and materials prior to operations commencing on site is necessary in the interests of highway safety and the safety of those working on site and nearby [4]. It is necessary for this to be secured prior to the commencement of development for this reason as well.
36. Conditions 5 and 13 are necessary in the interests of the character and appearance of the area. I have altered condition 13 to specifically identify 'Arden House' on the location plan in the interests of precision.
37. Conditions 6, 9, 10 and 11 are necessary in the interests of highway safety.
38. Conditions 7 and 12 are necessary in the interests of the living conditions of those staying the hotel.
39. Condition 8 is necessary in the interests of mitigating climate change in accordance with CS Policy CC1.
40. I have had regard to the PPG's advice regarding the imposition of conditions that restrict the use of the building as set out in Condition 14 but in this instance, there are exceptional circumstances that apply, given the location of the site and the particular use of the building.
41. Condition 15 is necessary in the interests of ensuring the building is used in the manner which is intended by the proposal. I have revised this condition in the interests of precision.

Conclusion

42. Therefore, the proposed development would accord with the development plan and the material considerations do not indicate that a decision should be made other than in accordance with it. Therefore, for the reasons given above, I conclude that the appeal should be allowed.

G Sibley

INSPECTOR

Schedule of Conditions

- 1) The development hereby permitted shall begin not later than three years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with drawing nos Location Plan dated 20 December 2023; 23-949-2; and 23-949-1-Rev A.
- 3) No development shall take place until a detailed surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the national park authority. The submitted details shall include:
 - i. Information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution to the receiving groundwater and/or surface waters;
 - ii. Include a timetable for its implementation; and
 - iii. Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The development shall be carried out in accordance with the approved details. The sustainable drainage system shall be managed and maintained thereafter in accordance with the approved management and maintenance plan.

- 4) Before any operations are commenced (excluding demolition/site clearance), space shall be provided within the site curtilage for the storage and siting of plant, machinery and materials, laid out in accordance with details which shall have first been submitted to and approved in writing by the national park authority. Thereafter the development shall proceed in accordance with the approved details, with the approved areas maintained free from any impediment to their designated use.
- 5) Notwithstanding the approved plans, prior to carrying out development above ground level, details of hard and soft landscaping shall be submitted to and approved in writing by the national park authority. The development shall thereafter be carried out in accordance with the approved details. All hard landscaping shall be carried out prior to the first occupation of any part of the development and all planting or seeding shall be carried out in the first planting season following completion or first occupation of the development, whichever is sooner.
- 6) Notwithstanding the approved plans, prior to carrying out development above ground level, amended plans providing parking provision to accord with adopted parking standards as set out in Appendix 9 of the Development Management Policies, Part 2 of the Local Plan for the Peak District National Park shall be submitted to and approved in writing by the national park authority. The development shall thereafter be carried out in accordance with the approved amended plans and shall be so maintained thereafter.

- 7) Prior to carrying out development above ground level, a scheme of noise mitigation measures to be incorporated into the design of the development hereby permitted shall be submitted to and approved in writing by the national park authority. The measures shall be implemented prior to first occupation, and the measures shall be so maintained thereafter.
- 8) Prior to carrying out development above ground level, a scheme of climate change mitigation measures shall be submitted to and approved in writing by the national park authority. The development shall thereafter be carried out in accordance with the approved details which shall be installed and operational before the first occupation of the development and shall be so maintained thereafter.
- 9) Prior to the first occupation of the development hereby permitted space shall be provided within the site curtilage for staff and customer parking and for manoeuvring of vehicles, laid out and constructed in bound materials with clearly marked parking spaces, in accordance with the plans approved in condition 6 of this decision. Thereafter, the parking and manoeuvring area shall be maintained free from impediment to its designated use thereafter.
- 10) Prior to the first occupation of the development hereby permitted, a travel plan (which shall include clear objectives and modal split targets, together with a time-bound programme of implementation, monitoring, regular review and update) shall be submitted to and approved in writing by the national park authority. The development shall be operated in accordance with the approved details.
- 11) Prior to the first occupation of the development hereby permitted, secure cycle storage shall be installed and made available to occupants in accordance with details which shall have first been submitted to and approved in writing by the national park authority. Thereafter, the cycle storage shall be so maintained thereafter.
- 12) Prior to the first occupation of the development hereby permitted, full details of any new external waste storage area(s) shall be submitted to and approved in writing by the national park authority. Thereafter, the development shall proceed only in accordance with the approved details, and the waste storage shall be made available prior to the first occupation of the development, and shall be so maintained thereafter.
- 13) The materials to be used in the construction of the external surfaces of the building hereby permitted and all external finishes shall match those of the existing building at Deepdale Business Park known as 'Arden House', identified on the Location Plan dated 20 December 2023.
- 14) Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that order with or without modification), the development hereby permitted shall be used as a hotel only, and for no other purposes, including any other use within Use Class C1.
- 15) The development hereby permitted shall not be occupied by any one person for a period exceeding 28 days in any calendar year. The owner shall maintain a register of occupants for each calendar year which shall be made available for inspection by the national park authority on request. The register shall contain details of the names of all of the occupiers of the

accommodation, their main home addresses and their date of arrival and departure from the accommodation.

End of Schedule