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Development Brief Dean Road

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1.0 Introduction

- 1.1 This Development Brief has been prepared to provide overall vision and a practical guide to the future planning of a group of inter-related sites with redevelopment potential located to south of Dean Road, Scarborough. Following public consultation, Scarborough Borough Council, in its capacity as Local Planning Authority for the area has adopted this document as a development management tool, using it to shape the nature and type of any applications for planning permission and inform the subsequent decision-making process.
- 1.2 The Brief has been prepared following a thorough consideration of planning and related issues falling within the remit of Scarborough Borough Council and other relevant statutory bodies. It has been prepared by the Planning Service Unit with the assistance of MT Planning, retail consultants, and Yorkshire Forward with respect to graphic/urban design.
- 1.3 The precise boundaries of the site covered by the Brief are shown on the map in Figure 1.0. It is situated to the north of Scarborough town centre and adjacent to the A165, a main north-south route through the urban area. Essentially, the Redevelopment Area comprises the former St Marys Hospital site, the Council Depot site on the corner of Dean Road and Columbus Ravine, as well as land to its south off Melrose Street, consisting of a disparate collection of warehouses, industrial units and car showrooms. The fact that the first two sites have become available at the same time represents a rare opportunity to reshape and regenerate a key segment of the town.
- 1.4 The Brief provides guidance which should be used as a basis for drawing up development proposals. It is also intended to provide parameters for planning and listed building application(s), which may come forward and these are underpinned by a desire to find solutions which are sustainable and are of high quality design.
- 1.5 The structure of the document is as follows. Section 2.0 outlines the purpose of the Brief, while Section 3.0 describes the site and its surroundings. Sections 4.0 and 5.0 clarify the policy context, while Section 6.0 identifies, in summary, some of the key opportunities and constraints. Section 7.0 outlines the public consultation which has taken place. Sections 8.0 to 11.0 analyse the key issues raised by redevelopment on a subject basis, including land use matters, transport, townscape and design, where appropriate identifying the approach recommended by the Brief. Section 12.0 then presents these as indicative proposals on a spatial basis, including suggested layout plans. The final two sections indicate how these should be translated into applications for planning and listed building consent through to implementation.
- 1.6 To assist with the understanding of the key guidance and indicative proposals being put forward by the Brief (notably from Section 12.0), these are summarised in Table 1.0 overleaf. It must be emphasised that this table is a very much abridged, non-technical version of the guidance contained in the Brief. In preparing development proposals for the site applicants will need to have regard to the full contents of the Brief.

TABLE 1.0 Key Proposals and Guidelines of the Dean Road Development Brief

	KEY PROPOSALS/GUIDELINES	RELEVANT SECTION OF THE BRIEF
1	A mixed use solution which responds positively to the site's location close to Scarborough town centre.	8.0 & 12.0
2	A scheme which maximises the social, economic and physical regeneration benefits for central Scarborough, while protecting the local environment and adjoining occupiers.	8.0, 10.0, 11.0, 12.0 & 14.0
3	Uses which would be promoted include housing (incorporating an appropriate level of affordable provision), as well as community and health. Under specified circumstances commercial, retail and leisure would also be acceptable	8.0 & 12.0
4	A scheme which removes unneighbourly uses, as well as derelict and unattractive buildings/land.	8.0, 10.0, 11.0 & 12.0
5	A high quality design solution which complements the distinct character of Scarborough and the local grid pattern of development in the area, taking full advantage of the topography of the site.	10.0
6	An efficient design, both in terms of use of energy/resources and by encouraging higher densities in this sustainable location.	10.0
7	Conservation of the listed former prison buildings and their setting, while securing a beneficial future use which respects the historic character and fabric.	5.0, 7.0, 10.0 & 12.0
8	A layout which ensures continuity, enclosure, a safe public realm and introduces greenery/open space into this inner urban area.	10.0, 11.0 & 12.0
9	A transport strategy which promotes sustainable modes, most notably improved pedestrian links to the town centre.	9.0

	KEY PROPOSALS/GUIDELINES	RELEVANT SECTION OF THE BRIEF
10	To achieve the 2 preceding objectives, a green corridor is proposed from the town centre, with the route indicated being via Clifton Street through to Columbus Ravine.	9.0, 10.0 & 12.0
11	A planning application would need to be accompanied by a Transport Assessment and Travel Plan. The former will need to consider the wider implications on the highway network. If a major trip generator (i.e. a superstore) is proposed, the preferred solution is the main entrance being taken from Columbus Ravine with the possible diversion of Trafalgar Street West.	9.0 & 12.0
12	Proposals for shopping would need to be subject of a full Retail Assessment. Evidence from the Scarborough Retail Study indicates probable limits on the scale of a superstore that may be acceptable, the likely effect of which is to restrict such a proposal to the relocation/expansion of an existing operator in the town or discount retailer.	8.0 & Appendix 2
13	Retailing, offices or leisure uses would need to take account of the sequential approach contained in government policy and as such the most likely location for these uses (if appropriate) would be the St Mary's site or the eastern part of the Council Depot.	8.0 & 12.0
14	The Columbus Ravine frontage may be a suitable location for commercial uses not requiring a town centre location (possibly including a petrol filling station).	8.0 & 12.0
15	Planning application(s) should seek to encourage or facilitate a comprehensive approach to redevelopment.	13.0

2.0 The Purpose of the Brief

2.1 The Brief has been prepared in the context of saved policies from the Scarborough Borough Local Plan, and the Regional Spatial Strategy (RSS). Circumstances have changed since the Local Plan was adopted in 1999 and the Brief therefore provides an up to date framework for future development on the site, taking account of adopted policies, as well as the evolving development and regeneration needs of the town.

2.2 Whilst this Brief does not replace the statutory planning framework provided, inter alia, by the Local Plan it is acknowledged that local circumstances, in addition to national and regional planning policy, may have changed since 1999. As such the opportunities presented by the availability of a number of adjoining sites has led the Council to conclude that it is appropriate to reassess the potential of the site and the type of uses that may be acceptable, notwithstanding that some uses may represent a departure from existing local plan policies.

2.3 The objectives of the Brief are:

- To set the context for future development and land management of these 3 distinct, but inter-related sites/sub-areas;
- To ensure a comprehensive and planning led approach to future development of the sites with improved linkages to the town centre; and,
- To assist in the process of the physical and socio-economic regeneration of central Scarborough.

2.4 The Brief will therefore provide guidance on:

- Appropriate uses on the site; and
- The appropriate siting, scale and design of new development
- The contents of planning applications for such development

2.5 The Brief will also help to secure, or contribute to:

- An enhanced appearance of the site and removal of unneighbourly uses, which may currently detract from residential amenities.
- A beneficial use to preserve the listed former prison buildings and their setting.
- A range of uses, appropriate to this edge of town centre location, therefore promoting Scarborough as a sub-regional centre, the importance of which is due to increase if growth targets in the RSS are to be met.
- The layout, design and landscaping of the scheme respect the urban form and architecture of Scarborough.
- A form of development which takes account of the topography of the site, which slopes down towards Dean Road.
- Traffic and transport issues including; parking demand management, redistribution of traffic to maximise road network capacity, minimising congestion and promoting sustainable non car borne transportation.
- The meeting of RSS housing targets in the period up to 2026 of 560 dwellings per annum in the Borough, in particular providing much needed affordable units.
- The wider long term regeneration of central Scarborough with respect to its socio-economic well-being and the upgrading of its urban fabric.

3.1 The site and its boundaries are shown on the map in Figure 1.0,

3.0 The Site and its Surroundings

while its strategic location in the town is shown on Figure 2.0. The land and property directly affected by this Brief are referred to as the Redevelopment Area in this document. It has a total area of 4.27 hectares and currently comprises three clearly divisible sub-areas which are as follows:

- The former St Mary's Hospital site and links to the town centre
- The Depot
- Land and buildings off Melrose Street, to the south of the Depot and also fronting onto Columbus Ravine

The characteristics of these 3 sub-areas are considered below.

The Former St Marys Hospital Site

3.2 This roughly rectangular area of land was formerly occupied by buildings associated with St Mary's Hospital. The majority of the site has been cleared of buildings, and there is a significant slope down from the southern boundary to Dean Road. There are two buildings remaining set along the northern Dean Road frontage in the north-east and north-west corners of the site. The former is a 2½ storey building currently used by County Council Social Services as offices. The latter is an elongated single and two storey building, which was originally almshouses, but is now occupied by the Ellis Centre, which provides multi-disciplinary community mental health services to working age adults for the NHS. The site is bounded by Trafalgar Street West to the west separated by a brick retaining wall along the frontage. The two remaining boundaries of the former hospital site are formed by the rear of terraced residential property which faces on to Victoria Road to the south and Clifton Street to the east. There are currently two vehicular access points onto the site set 20m apart indirectly opposite the bollarded junction of James Street onto Dean Road.

3.3 Over the last 15 years, planning permission has been granted for a number of different uses, but those relating to new building projects have not been implemented.

- In 1994, consent was granted for a divisional headquarters for the police.
- In 2000, approval was given for residential development on the eastern half of the site and separate consent for a post office sorting office.
- In 2002, a temporary 2 year permission was granted for use of the site for car parking.
- The western part of the site is currently subject to an unimplemented full planning consent for a General Practitioner's surgery granted in 2005, which is due to expire in August 2010.

3.4 The site has lain undeveloped for over a decade and it is intended that in combination with development of land at the Depot and improved links to the town centre via Clifton Street, this will facilitate its regeneration. For the purposes of this Brief the gym building on Clifton Street has been included as part of the St Mary's Sub-Area since its removal would facilitate improved links to the town centre. The total size of this sub-area is 1.66 hectares.

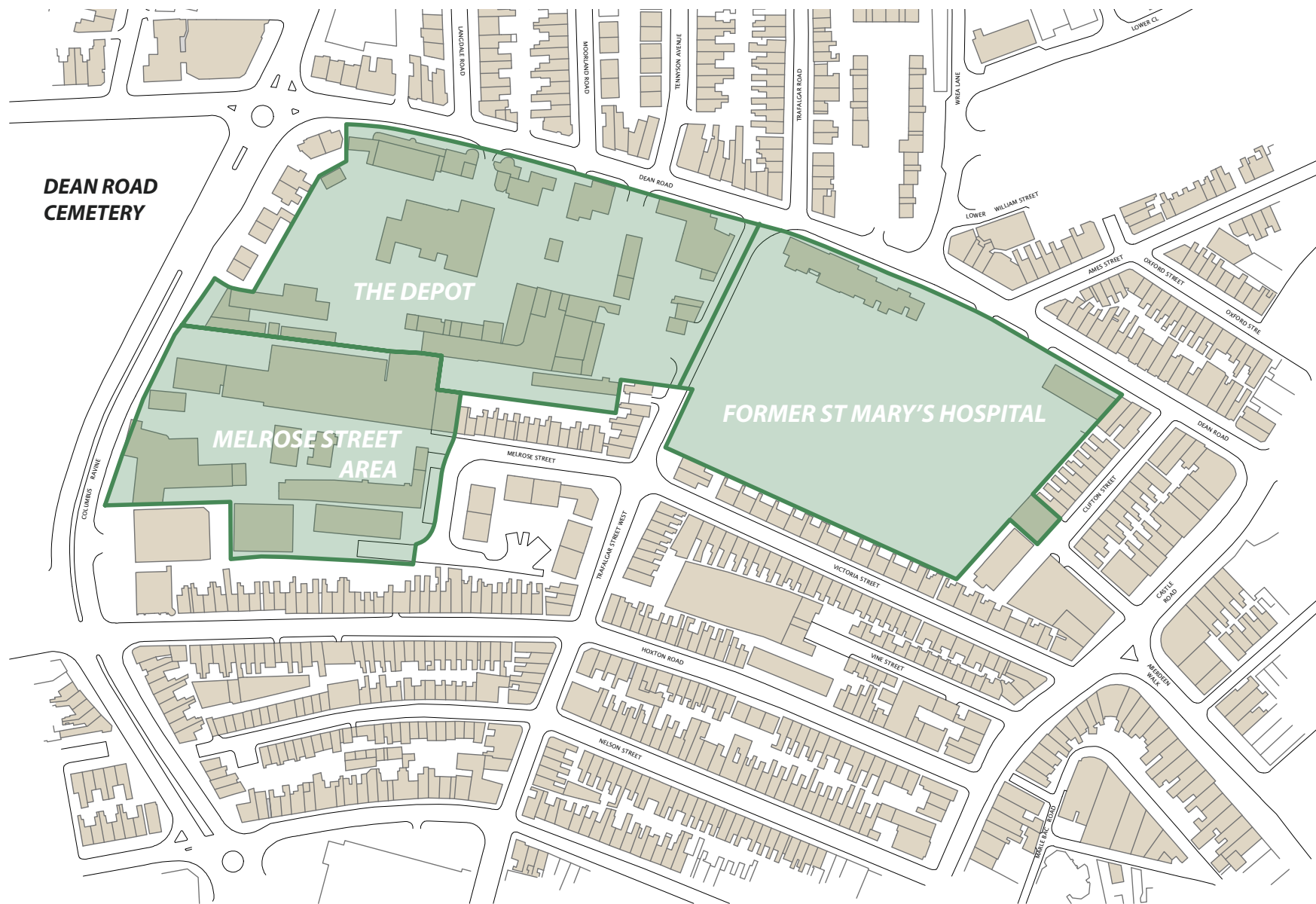


Fig 1.0 // Development Brief Site Area

The Depot Site

- 3.5 This sub-area, mainly comprising the Borough Council Depot, is bounded to the north by Dean Road, to the west by Columbus Ravine (excluding 8 semi-detached houses set along the frontage) and to the east by Trafalgar Street West. Land to the south is occupied by buildings/land of an industrial character. This includes a smaller elongated former water depot site to the rear of terraced housing on Melrose Street. Although separate from the Council owned site the two have been combined as a sub-area for the purposes of this Brief, since they would be most logically developed together, taking account of the shape and location of the water depot site. The size of this sub-area is 1.2 hectares.
- 3.6 The dominant architectural and historic feature of the sub-area is the former prison which occupies the bulk of the eastern end of the Council Depot. This was constructed in 1866 and served as a prison until 1878. Along the Dean Road frontage of the site is a distinctive stone faced, 'gothic' style wall and arched entrance with four turrets, the larger two of which form part of two gatehouses. Those buildings specifically covered by the Grade II listing are marked on the Constraints Plan (Figure 3.0). They include the main gaol building, which is an imposing brick construction with a rectangular plan form, retaining most of its original features, including its internal structure of cells surrounding a central atrium. The women's prison, which was formerly on its western flank, has been replaced by a more recent building of industrial appearance. The full statutory listed building description is attached as Appendix 1.
- 3.7 The remainder of the site is occupied by a motley collection of industrial buildings, some of which to the rear are attached to the remnants of the prison yard wall. Other uses include the open storage of building materials associated with the Council's highways and property maintenance service and parking of the Council's fleet of refuse vehicles. A Welfare Club occupies a single storey building on the corner of Dean Road and Trafalgar Street West. Most of the buildings at the Depot are served from the main site access to the east of the historic prison turreted wall, while the original arched opening is normally only used for pedestrian access now. The south eastern corner of the Depot

is occupied by the Council fleet service repair centre. It is at a higher level than the remainder of the Depot and has a separate access from Trafalgar Street West opposite the St Mary's site. Access to the smaller water depot site is also currently obtained via an arched entrance which is set within a short terrace of houses on Trafalgar Street West.

- 3.8 Much of the planning history of the site relates to the operational use of the site as a Council depot. It is of historical interest to note that 3 applications were refused in 1984 which proposed a retail superstore on the site, one of which also included a bowling alley. In March 2011 responsibility for highway services for the Scarborough town area is due to revert to the County Council from the Borough Council. The consequent removal of highway related activities from the site will significantly reduce its productive use and alternative sites are therefore being actively considered for the remaining uses. This will make the Depot site available for redevelopment/regeneration.

Land at Melrose Street

- 3.9 This sub-area, covering 1.45 hectares, currently comprises a number of different sites in industrial/storage use. It is at a higher level than the Depot site to the north and was originally subdivided by Melrose Street which continued further west than at present. It has public aspects onto Melrose Street to the east and Columbus Ravine to the west, while to the south is the rear of terraced housing on Hoxton Street.
- 3.10 The northern part of the sub-area, adjacent to the Council Depot is dominated by a substantial former printworks building, now partially let out to a range of users, but also with vacant units. The remainder of the Columbus Ravine frontage is taken up by motor vehicle related uses; namely two car showrooms with ancillary workshops. There are currently two access points along this section of road serving these different buildings. There is also vehicular access via Melrose Street, a largely residential road, and this serves a group of buildings, used as industrial workshops centred on Banchory House, while modern portal framed industrial buildings are situated adjacent to the southern boundary. The site also includes the property at the end of the terrace of houses on the northern side of Melrose Street which was originally in residential use, but is now used as a double glazing business. This sub-area is in multiple ownership, which may affect the assembly of land for redevelopment.

The Site's Surroundings and its Strategic Location

- 3.11 The Redevelopment Area occupies a strategically important location close to the town centre on one of the main routes to the north and east of Scarborough, namely Dean Road. It is also adjacent to a main north-south route through the town, Columbus Ravine (A165). Figure 2.0 illustrates how the site will integrate with other key sites forming part of Scarborough's Renaissance Strategy. While other sites with regeneration potential exist in the town, the fact that there are number of contiguous sites which can be potentially redeveloped simultaneously represents a unique regeneration opportunity. The sites, comprising the Redevelopment Area, are or have been historically used for commercial or community uses. The industrial uses do not comfortably coexist with their surroundings, especially where they cause nuisance through noise, dust or fumes to nearby housing. The predominant surrounding use is residential, normally in the form of tightly configured terraced housing on a grid street pattern and one of the functions of this Brief is to ensure that there is a better integration with its surroundings than exists at present.
- 3.12 There are clear relationships with the town centre; although the retail core is located on Westborough some 300m to the south-east of the St Mary's site, existing pedestrian routes are indirect and are separated by Castle Road, a busy route for vehicular traffic. There are nonetheless small retail and food outlet premises along Castle Road and on the northern side of Dean Road.
- 3.13 The surrounding area has been developed at a high density, largely during the 19th Century. The most notable area of open space in the immediate vicinity is the cemetery to the west of Columbus Ravine. This links to a wider network of green spaces and pedestrian routes which permeate the northern parts of the urban area, which have a more suburban character. Another open area in the vicinity of the site is the William Street car and coach park, which is a short distance to the north of Dean Road, off Wrea Lane.
- 3.14 Several of the streets forming the highway network adjacent to the Brief area are key local through routes/distributors and are consequently heavily trafficked. However, with the exception of Columbus Ravine, these routes (Dean Road, Trafalgar Street West and Castle Road) are not designed to accommodate this level of traffic and this may limit the scale and nature of development permissible. This is explored further in Section 9.0 of this Brief.
- 3.15 This part of Scarborough area faces a number of socio-economic issues. The site lies in the Central Ward, and bounds the Castle, North Bay and Northstead Wards. Using Office of National Statistics data from 2007 relating to Multiple Deprivation, parts of Castle and North Bay wards were within the most deprived 3% in the country, while this part of the Central ward was in the 20% most deprived. The issues where wards in the vicinity scored poorly include indices relating to employment, education, living environment, health and crime. Housing in the area is predominantly pre-1914 and over 20% is private rented and typically such housing in Scarborough has recorded high levels of problems relating to poor maintenance. The Brief seeks, where possible, to foster socio-economic regeneration of the wider area and make beneficial linkages with the Scarborough Economic Strategy.



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Fig 2.0 // Site's Strategic Location

4.0 Planning Policy // Development Plan

4.1 The guidance developed in this Brief has had full regard to pre-existing planning policy. Section 38 of the Planning and Compulsory Purchase Act 2004 indicates that where relevant planning determinations shall be made in accordance with the development plan unless material considerations indicate otherwise. The development plan in this instance currently consists of the Yorkshire and Humber Plan Regional Spatial Strategy (RSS) and the Scarborough Borough Local Plan, although in due course the latter document will be replaced by Development Plan Documents forming part of the Local Development Framework (LDF). Other planning policies, not forming part of the development plan, but still important material considerations, are addressed in Section 5.0 of this Brief.

Yorkshire and Humber Plan Regional Spatial Strategy

4.2 The RSS was adopted by the Government Office for Yorkshire and the Humber in May 2008. It identifies Scarborough as a Sub-Regional Centre. Policy C1 sets out the overall strategic vision for the Coastal Sub-Region and states that plans, strategies, investment decisions and programmes for the Coast Sub-Area should, among other provisions:

- Strengthen the role of Scarborough as a sub-regional town serving much of the sub-area and a focus for urban renaissance;
- Diversify the sub-area's economic base, opening up employment opportunities, with tourism, sport and recreation, and other employment generating development and major new infrastructure at Scarborough;
- Review housing stock in Scarborough to ensure it meets changing housing market needs;
- Respond to peripherality by developing tourism, local services and businesses which utilise, but do not compromise environmental, landscape and heritage assets;
- Focus most development on Scarborough

4.3 Policy E2 indicates that within the Region the centres of Regional Cities and Sub Regional Cities and Towns should be the focus for offices, retail, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation across the region; as well as being the focus for local services and facilities. Development, environmental enhancements, accessibility improvements, town centre management and promotional activities should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre. No further development of new or large-scale expansion of existing out-of-centre regional or sub-regional shopping centres should be permitted. Proposals for smaller scale expansion should be assessed in line with PPS6.

4.4 Policy E3 states that plans, strategies, investment decisions and programmes should make use of appropriately located previously developed land and current allocations, and ensure the availability of sufficient land and premises in sustainable locations to meet the needs of a modern economy and in particular take account of:

- The need for additional floorspace for office, retail and leisure uses as indicated by the potential job growth in Table 11.2 and the considerable scope for this to be focussed on city and town centres.
 - The ongoing restructuring and modernisation of the manufacturing sector.
 - The need for land and extended premises to support the development of public services, health, sport, leisure, tourism, cultural industries and education as key employment generators and the contribution of mixed use development to employment supply.
- 4.5 Policy H1 sets out the approach to housing. It seeks to improve the existing housing stock, whilst plans, strategies, programmes and investment decisions should ensure the delivery of the average annual net additions to the dwelling stock set out in Table 12.1. This table indicates within Scarborough Borough that the additions to the net stock of dwellings will increase to an average of 560 units per annum 2008-2026. Policy H2 indicates that 65% of this provision shall be in the form of brownfield development or conversions.
- 4.6 Policy H4 states that the region needs to increase its provision of affordable housing. Provisional estimates of the proportion of new housing that may need to be affordable are over 40% in North Yorkshire. Policy H5 seeks to ensure the provision of homes for a mix of households that reflects the needs of the area, including homes for families with children, single persons, and older persons, to create sustainable communities, while the larger coastal towns, including Scarborough, would particularly benefit from a change in the current mix of housing provision.
- 4.7 Policy T1 indicates the region will aim to reduce travel demand, traffic growth and congestion, shift to modes with lower environmental impacts, and improve journey time reliability. This will require a range of complementary measures from land-use and transport policies through to measures that discourage inappropriate car use, encourage the use of lower-emission vehicles, reduce energy consumption, secure air quality improvement, improve public transport and accessibility by non-car modes, and promote the highest standards of safety and personal

security. Policies T1, T2 (parking) and T3 (public transport) set out measures to implement this transport strategy.

- 4.8 Policy ENV5 sets out how the Region will maximise improvements to energy efficiency and increases in renewable energy capacity. This includes a requirement for new developments of more than 10 dwellings or 1000m² of non-residential floorspace to secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless, having regard to the type of development involved and its design, this is not feasible or viable.

Scarborough Borough Local Plan

- 4.9 The Local Plan was adopted in April 1999. It still forms part of the development plan for planning decisions, although in due course, it will be replaced by Local Development Framework documents. Since September 2007, some of the Local Plan policies have been deemed to have expired, especially where they replicated national or regional planning policy or have become obsolete. Therefore, only 'saved' policies remain as material planning considerations.

- 4.10 The Local Plan Proposals Map does not identify any site specific proposals or constraints on the Depot site or land to its south, except for the fact that it is clearly within the development limits of Scarborough town. However there is a specific policy relating to the former St Mary's Hospital site. Policy S7 states,

“The redevelopment of the site of St. Mary's Hospital, Scarborough, for the following complementary town centre uses, will be permitted: business (Class B1), residential, community or leisure uses, provided that:”

- (a) provision is made for the retention of the historic buildings on the Dean Road frontage; and
- (b) direct pedestrian links are provided with Aberdeen Walk and the town centre; and
- (c) provision is made for public open space to include a

- (d) children’s playground; and the operational car parking requirements of the proposed uses are met; and
- (e) the scale, form and design of the frontages to Trafalgar Street West and Dean Road are in harmony with the character of the area.

4.11 Policy S1 sets out the Council’s approach to major shopping proposals and states,

“Major shopping development will be permitted within the existing town centre areas. Only where town centre sites are not practicable will proposals be considered elsewhere and in these circumstances the priority will be for edge-of-centre sites. Development will only be permitted where, in terms of its siting, design, operational characteristics and cumulative impact with other existing or proposed development it:

- (a) is within defined development limits; and
- (b) will not undermine the vitality or viability of an existing town centre as a whole; and
- (c) will not conflict with neighbouring land uses or otherwise harm the character of the surrounding area; and
- (d) will not be detrimental to highway safety; and
- (e) will not result in a material loss of land required for other purposes; and
- (f) will be accessible by foot or cycle from residential areas and will be well served by public transport services.”

4.12 The objectives of policy S1 are supported by policies S12, S13 and S13A, which seek to protect primary, secondary and tertiary shopping frontages respectively. The closest Primary Shopping Frontage is on Westborough at the heart of the town centre. Secondary Shopping Frontages extend closer, including Aberdeen Walk, while the section of Dean Road directly opposite the site to the south-east of the junction with Wrea Lane is identified as a Tertiary Shopping Frontage. It should also be noted that Castle Road is identified as part of a District Shopping Centre on the Proposals Map, although the related policy (S3) has now expired. These designations are identified on Figure 3.0.

4.13 The Local Plan also contains various generic policies relating to a range of planning issues. In summary those relevant policies which are ‘saved’ are as follows:

- E12 Criteria for the Design of New Development
- E14 Extensions and Alterations to Existing Buildings.
- E27 Protection of Significant Views
- E33 Security Shutters
- E39 Development affecting Trees and Hedgerows
- H3 Small Scale/Infill Housing within the Development Limits of Settlements
- H10 Protection of Residential Amenity.
- H12 Conversion and Sub-division of Buildings for Residential Use
- H14 Nursing and Residential Care Homes
- H17 Residential Density
- I4 Safeguarding Existing Employment Sites
- I5 Criteria for Assessing Employment Development Within Settlements.

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- I6 Change of Use of Large Properties to Employment Use.
 - R2 Open Space Provision within New Residential Developments
 - R5A New and Improved Sports and Recreation Facilities
 - C6 Developer contributions for additional infrastructure and community facilities
 - C7 Foul and Surface Water Disposal

4.14 Other policies in the RSS and Local Plan may also apply.

5.0 Other Planning Policy

5.1 This consists of a range of different nationally and locally produced planning policy documents, which although not part of the formally adopted development plan, are nonetheless material planning considerations.

National Planning Policy Statements and Guidance Notes

5.2 Planning Policy Statement 1: Delivering Sustainable Development (PPS1) sets out the government's objectives for the planning system. It addresses the approach to matters including planning for sustainable development, social cohesion and inclusion, protection and enhancement of the environment, prudent use of natural resources, sustainable economic development, integrating sustainable development in development plans, spatial plans, design and community involvement.

5.3 Planning Policy Statement 3 : Housing sets out the principles for the planning residential development. These include achieving high quality housing; achieving a mix of housing, including affordable provision; identifying suitable locations for housing development; delivering an efficient and effective use of land; and maintaining a flexible, responsive supply of land for housing.

5.4 Planning Policy Statement 6: Planning for Town Centres (PPS6) provides guidance with respect to retail or other commercial development which is normally located in a town centre. The government is currently carrying out consultation on replacement policy guidance in draft PPS4. The main uses covered by PPS6 include retail, leisure, entertainment facilities, intensive sport and recreation uses (including cinemas, restaurants, bars, pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices, and arts, culture and tourism related development. Such uses should be managed by selecting appropriate existing centres to accommodate identified need for growth by making better use of existing land and buildings, including, where appropriate, redevelopment and where necessary, extending the centre. In such cases, local planning authorities should seek to identify, designate and assemble larger sites adjoining the primary shopping area (i.e. in edge-of-centre locations).

5.5 PPS6 seeks to promote high-quality design and make efficient use of land. In selecting sites for development, local planning authorities should:

- a) assess the need for development
- b) that the development is of appropriate scale
- c) apply sequential approach to site selection, to verify that there are no more central sites for the development
- d) ensure that there are no adverse impacts on existing centres, and
- e) ensure that locations are accessible, well served by a choice of means of transport.

5.6 PPS6 also sets out other material considerations, which in addition to the above may be relevant. These include benefits arising from physical regeneration, employment opportunities, economic growth and social inclusion

5.7 The above are all key factors if the site is to be developed even in part for the uses which PPS6 addresses. Whilst it lies close to Scarborough town centre, it is nevertheless outside the primary shopping area, so the sequential approach will be applicable to town centre uses, with the exception of those uses for which the St Mary's site is allocated in Local Plan policy S7. PPS6 and how it should be applied if proposals for a superstore/supermarket come forward are examined in greater depth in Appendix 2 and the impact on the existing town centre is potentially a critical consideration. These matters are considered in greater depth in paragraphs 8.3-8.9 of this Brief.

5.8 Draft Planning Policy Statement 4: Planning for Prosperous Economies – This is currently a consultation paper and is a material consideration, albeit of less weight than the policy documents it is intended to replace, which include Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms, as well as PPS6. It is those aspects relating to town centre uses, currently contained in PPS6 which are most relevant to this Brief. The following policies are of greatest significance:

- Policy EC4 outlines the approach to economic development which should be set out in the Local Development Framework (LDF). This

- includes positively encouraging sustainable economic growth.
- Policy EC5 sets out the policy framework which LDFs should adopt to town centres, including the appropriate approach where town centre uses cannot be accommodated within its confines.
- Policy EC7 outlines the site selection criteria which should be used for town centre uses. These are as follows:
 1. an identified need for development;
 2. identify the appropriate scale of development
 3. apply the sequential approach to site selection
 4. assess the impact of development on existing centres
 5. ensure that locations are accessible and well served by a choice of means of transport
 6. after addressing the above requirements planning authorities should also consider the degree to which other considerations such as any physical regeneration benefits of developing on previously-developed sites; employment opportunities; increased investment in an area; social inclusion and other specific local circumstances.
- Policy EC12 sets out the approach for dealing with planning applications for economic development.
- Policy EC18 indicates the supporting evidence that will be required for planning applications for town centre uses
- Policy EC19 relates to the consideration of sequential assessments for town centre uses
- Policies EC20 and EC21 consider town centre uses not in accord with the development plan.

5.9 Planning Policy Guidance 15: Planning and the Historic Environment (PPG15) provides national policies on development in Conservation Areas and affecting Listed Buildings. PPG15 presumes against the demolition of listed buildings. It requires applicants for listed building consent to be able to justify their proposals. They will need to show why works which would affect the character of the listed building are desirable or necessary. This should be supported by a justification statement in the form of a Design & Access Statement and a Conservation Statement and Plan. This should include a statement of significance for the site and an inventory of original features both in-situ and in storage. Development of the listed buildings should be on the basis of an understanding of the significance and importance of the buildings

5.10 The following national planning policy documents may also be of relevance in the consideration of proposals in the Dean Road Redevelopment Area:

- Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1
- Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms (PPG4) - this is due to be replaced by draft PPS4 following the completion of consultation
- Planning Policy Statement 9: Biodiversity and Geological Conservation (PPS9)
- Planning Policy Guidance 13: Transport (PPG13)
- Planning Policy Guidance 16: Archaeology and Planning (PPG16)
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (PPG17)
- Planning Policy Guidance 24: Planning and Noise (PPG24)
- Planning Policy Statement 25: Development and Flood Risk (PPS25)
- By Design: Urban Design in the Planning System - Towards Better Practice
- Good Practice Guide on Planning for Tourism
- Enabling Development and the Conservation of Significant Places published by English Heritage in 2008.
- English Heritage guidance - Conservation Principles - Policies and Guidance for the sustainable management of the historic environment and case studies in Constructive Conservation in Practice
- By Design - Better Places to Live
- By Design - Urban Design in the Planning System

Other Local Planning Policy Documents

5.11 The following Supplementary Planning Documents (SPD) have been adopted by the Borough Council and will be of relevance to the determination of planning applications on the site:

- Affordable Housing SPD
- Travel Plans SPD
- Transport Assessments SPD
- Education Payments SPD
- Standards for the Provision of Open Space and Recreation in New Housing Development SPD
- Sustainable Building – Guidance for Developers

6.0 Constraints & Opportunities

6.1 Before identifying a strategy for the future of the site a brief summary of the strengths, constraints, opportunities and threats posed by the redevelopment has been undertaken. It is recognised that the bullet points below represent a brief summary and complex inter-relationships exist between the different factors. However, with imaginative solutions it may be possible to transform some of the constraints into positive opportunities. These are summarised below:

6.2 Strengths

- Proximity to town centre, services and public transport links
- Large and contiguous sites, mainly available at the same time
- Adjacent to main north/south arterial route through town
- St Mary's and Depot sites predominantly in single ownerships
- Land is all brownfield.
- No statutory constraints, except for listed buildings.
- Planning policies would permit a range of uses, increasing flexibility of solutions

6.3 Constraints

- Need to find alternative site for Depot and possibly other current occupiers
- Possible contamination
- Densely packed, predominantly residential development limits the form of development on boundaries and restricts improvements to highway network
- Traffic levels on several of the roads in the vicinity, including Dean Road, are at (or are near) capacity.
- Trafalgar Street West is a public highway and acts as a potential barrier to the linkage of the St Mary's and Depot sites
- Land to the south of the Council Depot is in several ownerships
- The listed former prison buildings limit potential redevelopment on much of the Depot site
- Limited pedestrian direct links to town centre

6.4 Opportunities

- To enhance the range of retail/leisure/employment facilities provided by the nearby town centre
- Scale of site can maximise social infrastructure provision
- Opportunity to combine sites and facilitate redevelopment for large single user in need of central location
- Removal of unneighbourly uses from residential area
- Opportunity to develop transport infrastructure, including pedestrian, cycle and public transport links
- Chance to secure upkeep of and enhance setting of listed buildings
- Chance to introduce soft landscaped areas in densely packed urban area
- Opportunity to provide additional housing, including much needed affordable units
- To take advantage of topography to maximise development potential and create varied townscape with views to key landmarks
- To assist in the wider regeneration of central Scarborough

6.5 Threats

- Retail/leisure uses could threaten viability/regeneration of town centre
- Overdevelopment could overburden local road network, adversely affect residential amenity or threaten setting of listed building
- Failure to attract suitable development could result in net loss of employment on site and blight
- Relocation of existing businesses could result in derelict/underused sites elsewhere in the town

6.6 Further analysis of the constraints and opportunities, is undertaken in Sections 8.0 to 11.0 of the Brief, while the key features and characteristics of the area are represented diagrammatically on Figures 3.0-8.0. Having undertaken the preliminary analysis above, it is the Council's firm belief that the strengths and opportunities outweigh the potential weaknesses or threats with regard to the principle of redevelopment, but clearly a strategy needs to be put into place with suitable safeguards to ensure that the purposes of the Brief are realised. This strategy is outlined in Sections 8.0 to 14.0 of this Brief.



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Fig 3.0 // Site Constraints

7.0 Community Involvement

7.1 The preparation of this brief was undertaken following a thorough process of consultation with statutory bodies and the local community. The Borough Council is committed to the principles of community involvement as set out in PPS1 and its own SCI (Statement of Community Involvement). The Brief sets out a clear vision for the site, whilst allowing the flexibility of alternative options.

7.2 The consultation process consisted of a 35 day period from 24 July to 28 August 2009, during which comments were invited on the Consultation Draft of the Development Brief. Following press release, consultees, immediate neighbours to the site and known landowners were sent a summarised version of the document. Full versions were made available for inspection on the Council website, at the Council Offices and the Library in Scarborough. The document has been prepared to take account of the full range of service areas for which the Borough Council has corporate responsibility. The consultation process also involved the following bodies, most of whom responded with comments:

- North Yorkshire County Council
- Yorkshire Forward
- Local Government Office Yorkshire & Humber
- Environment Agency
- English Heritage
- Natural England
- Yorkshire Water
- Highways Agency
- North Yorkshire Police
- National Health Service (North Yorkshire & York)
- Northern Electric Distribution Ltd

- Northern Gas Networks Limited
- Scarborough Civic Society
- Disablement Action Group
- Scarborough Blind and Partially Sighted Society
- Coast and Moors Voluntary Action

7.3 Other local community, business and development industry organisations were also consulted and many made representations on the Consultation Draft of the Brief. In order to obtain wider feedback from these interest groups the Brief was presented to a joint public meeting of the Forum for Tourism and the Scarborough Town Team on 6 August 2009. An exhibition was also held in the Town Hall between 5 and 28 August and planning officers were in attendance at specified times.

7.4 As a result of the consultation process, representations were received from 89 parties. Details of the issues raised, the consequent assessment and recommended changes to the Consultation Draft are considered in full in reports to Scarborough Borough Council's Planning and Development Committee and Cabinet, before being adopted as planning guidance by the full Council on 2nd November 2009. These documents are available on the Council's website.

7.5 The community involvement associated with the preparation of the Brief is intended as the start of a process of engagement with the local community and statutory agencies with respect to the future development of the site area. Applications for any major redevelopment proposals would be expected to continue this process with pre-application consultation as set out in the Council's Statement of Community Involvement. Any subsequent application would also be subject to the statutory requirements for publicity and neighbour notification to be carried out by the Local Planning Authority and these are also outlined in the SCI.

8.0 Land Use Issues

- 8.1 This section of the Brief considers the principle of different uses across the Redevelopment Area. It lies within the development limits of Scarborough and benefits from a high level of sustainability, being both brownfield and in close proximity to public transport and other services provided by the town centre. The nature of the existing and former uses, as well as the size of the plots all combine to present a range of potential future uses. Nonetheless, it remains important they complement each other and integrate with the site surroundings. For the purposes of this Brief, the 3 different sub-areas previously identified are utilised and specific guidance is provided in Section 12.0. The Depot Sub-Area can be further subdivided between its western end where the preservation of the listed buildings and their setting is a primary consideration and the remaining eastern end adjacent to Trafalgar Street West, where greater flexibility exists and as such is a natural extension of the St Mary's site.
- 8.2 The uses to be considered have been subdivided into three broad categories and these are as follows:
- Retail uses
 - Other commercial and community uses
 - Residential development

Retail Uses

- 8.3 The most significant departure from the adopted development plan being proposed by this Brief is that, subject to suitable safeguards, retail development in the form of a superstore/supermarket, primarily selling convenience goods, may be considered favourably. Local Plan policy S7 relating to the former St Mary's Hospital does not refer to retail use as being appropriate, while policy S1 directs major shopping development to the town centre, or where not practicable, to edge-of-centre sites. Using the definitions in PPS6, the majority of the Redevelopment Area would potentially not be edge-of-centre, since it is more than 300 metres on foot from the primary shopping area, the precise boundaries of which will need to be identified in the emerging

LDF, but is centred on Westborough. It is therefore recognised that the case for retail development on the site would need to be fully justified as part of a Retail Assessment accompanying a planning application and one of the functions of this Brief is to provide guidelines within which this may be viewed favourably by the Local Planning Authority.

- 8.4 By identifying the circumstances in which a superstore/supermarket may be permitted in the Redevelopment Area, the Local Planning Authority is not seeking to alter the general principles contained in national and local retail policy, most notably the sequential approach in PPS6, which presumes in favour of town centre sites before edge-of-centre sites, followed by out-of-centre sites. By identifying the Redevelopment Area as a potential location for retail development, the Local Planning Authority has had regard to a range of issues, including overall trading levels in the Scarborough area, the potential available/suitable sites, as well as constraints, such as the impact on the highway network. However, if planning permission for a superstore/supermarket is to be granted, the onus still lies with the developer to demonstrate the case for the proposals development with their application submissions, most notably a Retail Assessment, thoroughly examining the relevant policy tests contained in PPS6 (or superseding national guidance). These include the need for the development, its scale, location, accessibility and the impact on existing centres. This is in addition to a wider assessment of any benefits arising from physical regeneration, employment opportunities, economic growth and social inclusion, as well as a detailed consideration of the site specific impact of the development. It is recommended that the submitted Retail Assessment is prepared in accord with the methodology and parameters outlined in the guidance obtained from MT Planning, as contained in Appendix 2 of this Brief. In the event that PPS6 is superseded by new national guidance, it is recommended that the methodology and broad contents of a Retail Assessment are agreed with the Local Planning Authority prior to the submission of a planning application.
- 8.5 The Council's approach to retail development has been very much informed by the Scarborough Retail Study (SRS). It was prepared in April 2007 and determines the health of the main centres of

Scarborough, Whitby and Filey, using PPS6 indicators of vitality and viability. It establishes the need for new comparison and convenience goods shopping floorspace in these centres and the district as a whole in the period to 2016. The study informs the preparation of Local Development Documents and Development Plan Documents to be included within the Local Development Framework and also provides guidance for considering planning applications for retail and commercial leisure development.

- 8.6 Among the key factors in determining whether a superstore is acceptable or not will be its scale with respect to both convenience and comparison good floorspace. In Scarborough, the SRS identified capacity for circa 1,100 sq m (net) of convenience floorspace (at a 'big four' supermarket company average sales density) or circa 2,300 sq m (net) of floorspace at a discounter / convenience operator company average sales density. In 2016 this capacity would support circa 1,700 sq m (net) of floorspace (at a 'big four' supermarket company average sales density) or c. 3,500 sq m (net) of floorspace at a discounter / convenience operator company average sales density. The above figures provide a guide as to net capacity in the town, but the scale of a store would ultimately need to be determined following the submission and consideration of a Retail Assessment, taking account of a range of both quantitative and qualitative factors.
- 8.7 Given the development of new convenience goods floorspace in the town centre since 2007 it is not expected that this capacity will have increased. Whilst this issue would need to be considered within the context of the Retail Assessment submitted with a planning application, it is unlikely that a fourth superstore in the town on the Redevelopment Area could be supported due to the resultant increase in scale of convenience goods floor space in the town. The relocation / expansion of an existing superstore on the site might be appropriate if there is sufficient quantitative need to support it. Alternatively, the site might be developed for a smaller discounter/convenience supermarket in line with the SRS recommendations.
- 8.8 The SRS identifies four town centre sites (at North Street, St Thomas

Street, Aberdeen Walk and Westwood) that may be available for smaller scale retail developments or disaggregated elements of larger proposals. Applicants should provide justification for why their proposals cannot be disaggregated and particularly proposals for large scale superstores with significant areas of floorspace given over to comparison goods. This is especially the case where the prospective operator has a comparison goods only format. In such circumstances, it may be appropriate to control the amount of comparison goods floorspace by condition or planning obligation. Although the SRS identified considerably greater quantitative and qualitative need for additional floorspace for comparison goods than convenience goods, the four town centre sites referred to above remain the Council's preferred location for additional comparison goods floorspace due to their more central location. Given the existing distribution of convenience goods stores in the Scarborough area, a relocated superstore or smaller discounter/convenience supermarket may potentially be located on the site with less adverse impact on the long term viability of the town centre as a retail destination than if it were primarily selling comparison goods.

- 8.9 The precise location of a superstore/supermarket within the Redevelopment Area is considered later in this Brief, but highway constraints are likely to prevent the use of the part of the site closest to the town – namely the eastern part of the St Mary's sub-area. It is nonetheless remains important that connectivity between the town centre and the site is improved. A package of measures to maximise travel to the site by pedestrians, cyclists or public transport will need to be contained in the Transport Assessment/ Travel Plan accompanying the application. Care also will be required that the location of loading bays does not detract from visual or residential amenities when considering a detailed scheme.

Other Commercial and Community Uses

- 8.10 The tests set out in PPS6 not only apply to retail development, but also to other town centre uses, including leisure, entertainment facilities, more intensive sport and recreation uses, offices, arts, culture and tourist facilities. However when applying the sequential test to these uses it is not as stringent as it is for retail use. This is due to 'edge of centre' being defined as lying within 300m of the town centre boundary as opposed to 300m to the edge of a primary shopping area as it is for retail uses. The town centre boundary, may need to be reviewed in the emerging LDF, but a defined limit is identified in the Local Plan Town Centre Inset Map and its closest point to the Redevelopment Area is on the southern side of Castle Road as marked on Figure 3.0. Consequently, a planning application for non-retail town centre uses would normally need to be subject to assessment under the provisions of PPS6, but the threshold for passing the sequential approach in particular is lower than for retail proposals. Both the eastern part of the Depot and all of the St Mary's sub-areas potentially could be defined as edge of centre using this definition. In any event, the principle of business (Class B1), community and leisure uses has already been established for the St. Mary's sub-area by policy S7 in the Local Plan
- 8.11 For other commercial and community uses where a town centre location is less critical on grounds of sustainability the part of the site fronting onto Columbus Ravine would be a suitable location. This could include a petrol filling station, subject to its impact on the appearance of the area, residential properties and the highway network being acceptable.
- 8.12 The Council would be keen to encourage redevelopment which incorporates facilities which directly contribute to social and economic well-being of central Scarborough, which as previously noted, suffers from levels of deprivation well above the national average. This would include facilities serving the needs of the local community, such as a medical centre.
- 8.13 Many of the uses which exist at the Depot and on land to its south fall within the B2 (industrial) and B8 (storage) Use Classes. Such uses will not be encouraged as part of the redevelopment of the site since one the key objectives of this brief is to secure their removal/relocation

to enhance the appearance of the site and improve the relationship with adjacent residential property. This does not preclude small scale business units falling within the B1 Use Class or live /work units, which could contribute to the local economy. The use of the former prison buildings for small scale business units, where such uses can be accommodated without harm to the special character and appearance of the listed buildings, may also be acceptable.

- 8.14 Proposals which make a positive contribution to the tourist economy of the town will also be welcomed. Leisure uses would be beneficial to both local residents and visitors, although may need to be considered sequentially within the context of PPS6. No objection would be raised to the principle of hotel/ guest house accommodation on the site. The former gaol may also be suitably reused as a visitor attraction, or possibly tourist accommodation, assuming the historic fabric of the building is not harmed by unsympathetic interventions.

Residential Development

- 8.15 It is possible that residential development could form an important component in the redevelopment of the area, but given its suitability for larger scale commercial or community uses it is unlikely to form the sole use. It would make a valuable contribution towards the RSS requirement of 560 dwellings per annum in the Borough for the period up to 2026. It would also provide an opportunity to increase the provision of affordable housing.
- 8.16 Particularly if a substantial part of the site were to be occupied by a single user, housing would help to make efficient use of areas around the margins. Such an arrangement when combined with a high quality public realm can also assist in creating an appropriately designed interface with non-residential uses. In the event that current housing market conditions do not permit potential residential development to come forward concurrently with larger commercial uses, the layout and infrastructure of a redevelopment scheme shall seek to facilitate housing on more peripheral parts of the site at a later date. The proportion of housing could increase if the amount of land required for

larger scale commercial or community uses proves to be restricted. Much of the existing adjoining terraced housing, particularly on the southern boundaries of the sites have a substandard aspect or lack a secure rear boundary due to their close juxtaposition with industrial buildings or derelict land. Residential development in these locations would not only be a natural extension of the existing character, but also act as a buffer to limit the impact of new non-residential uses on existing occupiers and in some cases improve the outlook and security of terraced properties, notably on Hoxton Street, Melrose Street and Victoria Street.

- 8.17 Given its proximity to the town centre, the St Mary's Sub-Area has significant potential for a large scale commercial/ community uses. Therefore, any housing is likely to be restricted to a subsidiary use and the most appropriate location would be along the southern boundary adjacent to properties on Victoria Street. Residential use would also be suitable for much of the Depot site and land to its south. A notable exception is the listed former gaol building. By reason of its original use, it has few openings and has an internal layout which would be difficult to convert to residential use without adverse impact on the historic form and fabric.
- 8.18 The Affordable Housing SPD indicates that applications involving 15 or more dwellings shall normally incorporate 40% on site provision. The Borough Council will seek to maximise affordable housing provision across the sites and if development is to be permitted outside the remit of the current development plan policy (e.g. retail) then affordable housing provision at a figure in excess of 40% would be viewed favourably as part of a case to justify an exception to established policy. Further guidance on design standards is provided in the SPD, including the 'pepper-potting' of affordable houses in small clusters to reduce a sense of social exclusion. Discussion should also take place with the Local Planning Authority to ensure a suitable mix of dwellings, taking account of size and tenure; it should be noted that the Housing Market Assessment showed that the greatest need in the Borough is for social rented housing.

- 8.19 Proposals for residential institutions, such as nursing homes or extra-care housing would also be acceptable in principle. Since they usually require a minimum scale to be viable, not all locations on the site would be suitable since they would not have the flexibility of conventional housing in terms of maximising the development potential of incidental areas in excess of that required in connection with larger scale commercial or community uses.

9.0 Transport Issues

- 9.1 These are likely to be a major determinant of the form of development which can proceed, especially if a major trip generator, such as a retail superstore is proposed. Dean Road has approximately 5,000 traffic movements per day and its capacity to take additional traffic is limited. It has several junctions with side roads and its junction with Trafalgar Street West, the local distributor, is substandard in modern terms with respect to highway safety. The design of the junction with Wrea Lane is also inadequate to accommodate traffic from the car/coach park on William Street. Trafalgar Street West is also at capacity with roughly 3,000 movements per day and is used both as a through route and as an essential distributor of movements for accessing the predominantly residential side roads. Another main route to the eastern end of the site is Castle Road. This cannot accommodate any significant increase in traffic since it forms a vital part of the town centre gyratory network and has roughly 10,000 traffic movements per day. All three of the above highways are of restricted width, being single carriageway and the close proximity of buildings on either side in effect precludes widening. The junctions of these roads are also at capacity, particularly the Castle Road end of Dean Road, where signals are already in place and form part of the town centre urban traffic control system.
- 9.2 In contrast to the routes referred to above, Columbus Ravine has greater scope to accommodate increased traffic associated with a major trip generator such as a superstore. Its traffic movements currently stand at approximately 4,000 per day, it is a principal road and primary route and being (in part) a dual carriageway it has greater capacity. The road junctions to the north and south of the brief site frontage at Dean Road and Prospect Road also have scope to accommodate increased traffic. If a superstore were to be permitted the preferred solution of the Highway Authority is that customer traffic would obtain access via a new junction with Columbus Ravine located roughly equidistant between Dean Road and Hoxton Road. Such a junction may necessitate the removal of some parking spaces, but this should be localised to the immediate vicinity. The parking needs of local businesses, hotels, and residents should be taken into account when drawing up proposals.
- 9.3 Trafalgar Street West also acts as a barrier to development, particularly if a single user straddles parts of both the St Mary's and Depot sites. It would be undesirable to allow the complete extinguishment of this highway at this point, due to the adverse impact of the entailing dispersal of traffic onto other roads in the vicinity. One potential solution would be the realignment of the section of Trafalgar Street West closest to Dean Road and its diversion eastwards across the St Mary's site, possibly emerging opposite Wrea Lane to form an improved junction. The highway authority would be amenable to this approach.
- 9.4 Any planning application will need to be accompanied by a thorough and wide ranging Transport Assessment and Travel Plan(s) to allow full appraisal of any changes to the highway network and ensure a sustainable/integrated transport solution is achieved. This should be prepared in accordance with the Council's SPDs on such matters. The primary requirement in the submitted documents would be a demonstration of the traffic impact on the local road network, and the town centre gyratory system. It will be essential to assess the changes needed to the urban traffic control system to accommodate the variations due to reassigned traffic flows. The documents should also ensure junctions are safe and effective for pedestrians and cyclists, as well as motorised vehicles. They should also seek to enhance public transport services in the area. Safe pedestrian access should be provided across the site and link into established routes in the vicinity, where appropriate including improved crossing facilities at key points such as the new road junction on Columbus Ravine.
- 9.5 The Transport Assessment and Travel Plan will also need to take account of the impact on the strategic highway network, in particular the A64 trunk road to the south of Scarborough. Both the Musham Bank and Dunslow roundabouts currently experience congestion in peak periods and consequently their future operation is of concern to the Highways Agency. The A64(T) is also subjected to a considerable amount of leisure traffic with significant variation in demand levels, particularly at weekends/bank holidays. The Agency is currently undertaking a study of current traffic flows at the two junctions above and the cumulative impact of prospective developments, this is

intended to ascertain the available capacity and the options for mitigation which may be required in order to permit future development. Pre-application consultation with the Highways Agency is therefore recommended.

- 9.6 Improved pedestrian links to the town centre are seen as essential to the proposed development. The St Mary's site is approximately 300m from the main shopping street, Westborough, but at present the actual walking distance is greater since no direct route exists, and the heavily trafficked Castle Road acts as a further barrier. This distance is important when considering retail and other town centre uses, using the sequential approach advocated by the PPS6. It is therefore imperative that connectivity to the town centre is improved. The optimal solution involves the demolition of property on Clifton Street and the introduction of pedestrian priority measures on its southern leg. If combined with improved pedestrian crossing facilities on Castle Road this would provide a direct route to Westborough via Aberdeen Walk. If the property identified in the Brief Redevelopment Area is not secured for this purpose, other routes via Clifton Street would be the next preference, although this would not offer the benefit of a direct visual link to the town centre.
- 9.7 Improved pedestrian and public transport links are key to the creation of a sustainable development which is not entirely reliant on the private car. Apart from the benefits to highway safety and capacity issues, this would help minimise environmental pollution, make the most efficient use of the land and reduce the visual impact of parked vehicles. To address this last point basement or split level parking solutions will be encouraged on larger commercial uses, such as a superstore. The amount of parking provided therefore needs to strike a balance between discouraging unnecessary car journeys, while avoiding an undue burden on the surrounding network of highways with increased on-street parking. Parking provision will therefore need to be in accordance with parking standards set by North Yorkshire County Council, the highway authority, adjusted to meet the Borough Council's approved parking strategy. Although in close proximity to the St Mary's site, the William Street Car Park is to be retained for general public

long term car and coach parking and it is not intended that this would provide spaces for vehicles associated with the development in this Brief.

10.0 Design and Townscape

10.1 This section seeks to establish urban design principles for the site and guide the form and layout of the options put forward in this development brief. These are supplemented by Figures 4.0 to 9.0 which represent these principles within the context of the existing urban layout.

10.2 The following principles have been developed to ensure that the Dean Road Redevelopment Area is:

- A place that maximises its location on one of the main corridors to and from the town centre.
- A place that is knitted into the fabric of its urban setting with clear, legible, active and attractive walking/vehicular routes across the development and into the town centre
- A place that has a strong sense of identity, adopting a design and layout which is distinct to Scarborough.
- A place which preserves and enhances the setting of the former prison buildings at the heart of the site
- A revitalised and attractive place to live, work and play which helps foster the wider regeneration of central Scarborough.

10.3 The development should be consistent with best practice in urban design and should deliver a regenerated area of the town that achieves the following:

Townscape Analysis

Scarborough's street network and structure tends to follow the contours of the town's hillsides, creating sweeping terraced streets perpendicular to the slope.

The development sites sit at the junction between two residential areas based on this street structure, the two areas perpendicular to each other as the slope change direction.

- Any development should be informed by this pattern, to integrate the large sites into the townscape and enhance the connectivity of this network.
- A logical approach consistent with the character of the area would be to continue the pattern of the terraced roads to the south of the site, as they continue to sweep downhill across the three development sites.
- The topography can be utilised to maximise development potential without any proposed development appearing out of scale.



Fig 4.0 // Street pattern layout

Urban Grain

The surrounding neighbourhoods are primarily residential to the north and south, with the town centre mixed use streets with living-over the shops immediately to the east.

In the residential areas the prevailing typology is the 2 or 3 storey terraced house, which essentially defines the strong and easily recognised character for these areas.

The repetitive nature of the terrace house typology creates a strong rhythm based on a 6-8m facade front to most of the housing. These terraces also provide strong enclosure, creating well defined streets that are legible and reasonably permeable to both residential and vehicular access.

Site demolitions and clearances within the three development sites have created a breakdown in the localised streetscape, and have consequently caused a deterioration in the enclosure and subsequent legibility of the street network around the periphery of the site to Dean Road and Trafalgar Street West.

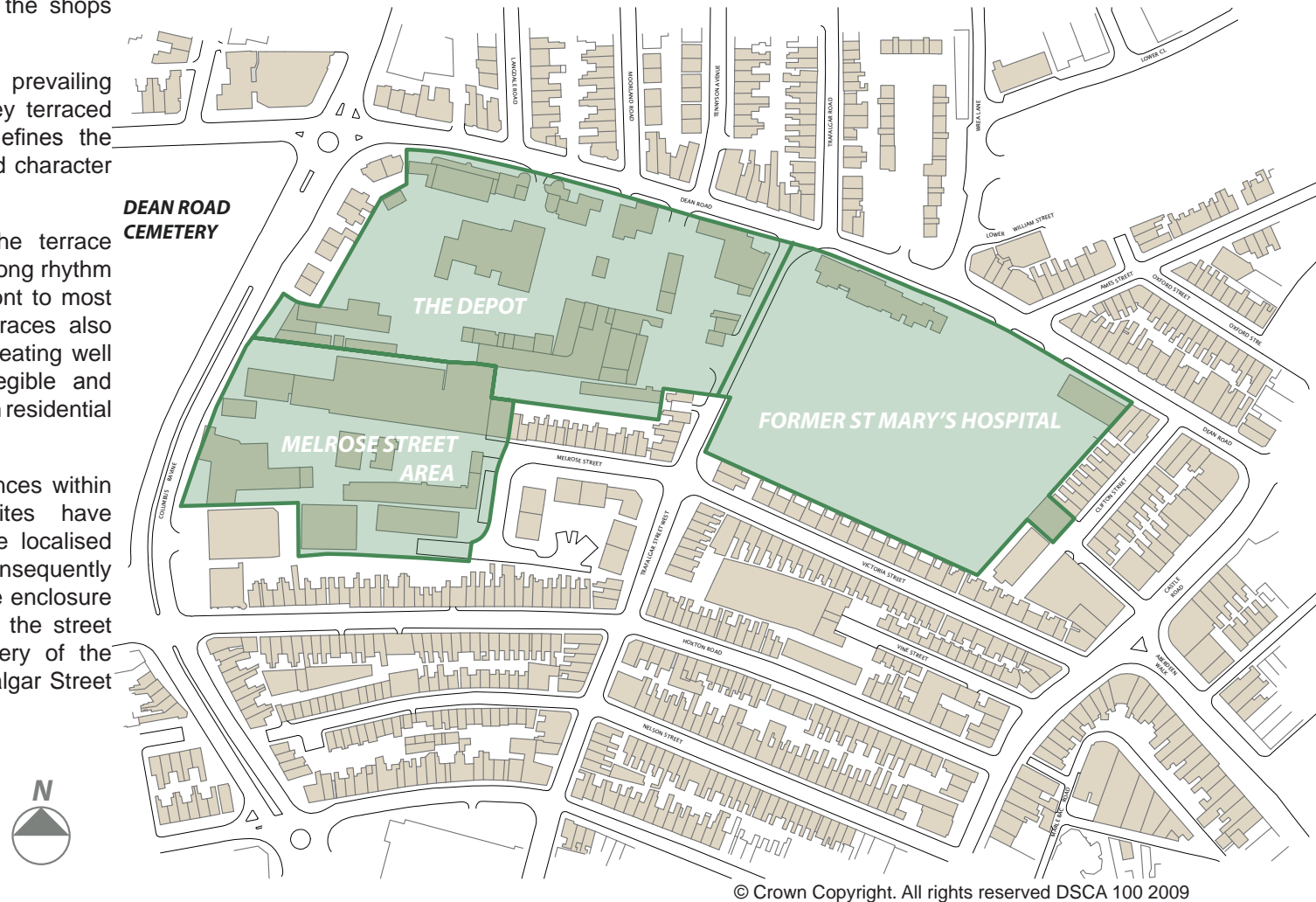


Fig 5.0 // Urban Grain Layout

Streetscape & Urban Structure

- The streets of the residential neighbourhoods to the north and south provide good enclosure and legibility.
- The street definition, and thus enclosure and legibility of this part of Scarborough has been compromised by the large scale demolitions on the St Marys Hospital site, and the layout of the depot.
- The commercial and industrial building on the site south of the depot fail to contribute positively to the street in either their footprint, ground floor facades or massing.



Fig 6.0 // Streetscape and enclosure

Building Heights

An analysis of the building heights within the area reveals a reasonably homogenous height, although this is complicated by the topography of the area.

- 3 storeys properties can be found along the major routes of Dean Road and Castle Road, and are more prevalent closer to the town centre as would be expected.
- The new build apartment block on Clifton Street has set a precedent with a 4th storey within the roofspace, although this is the exception rather than the rule.



Fig 7.0 // Building Heights Layout

Access & Connectivity

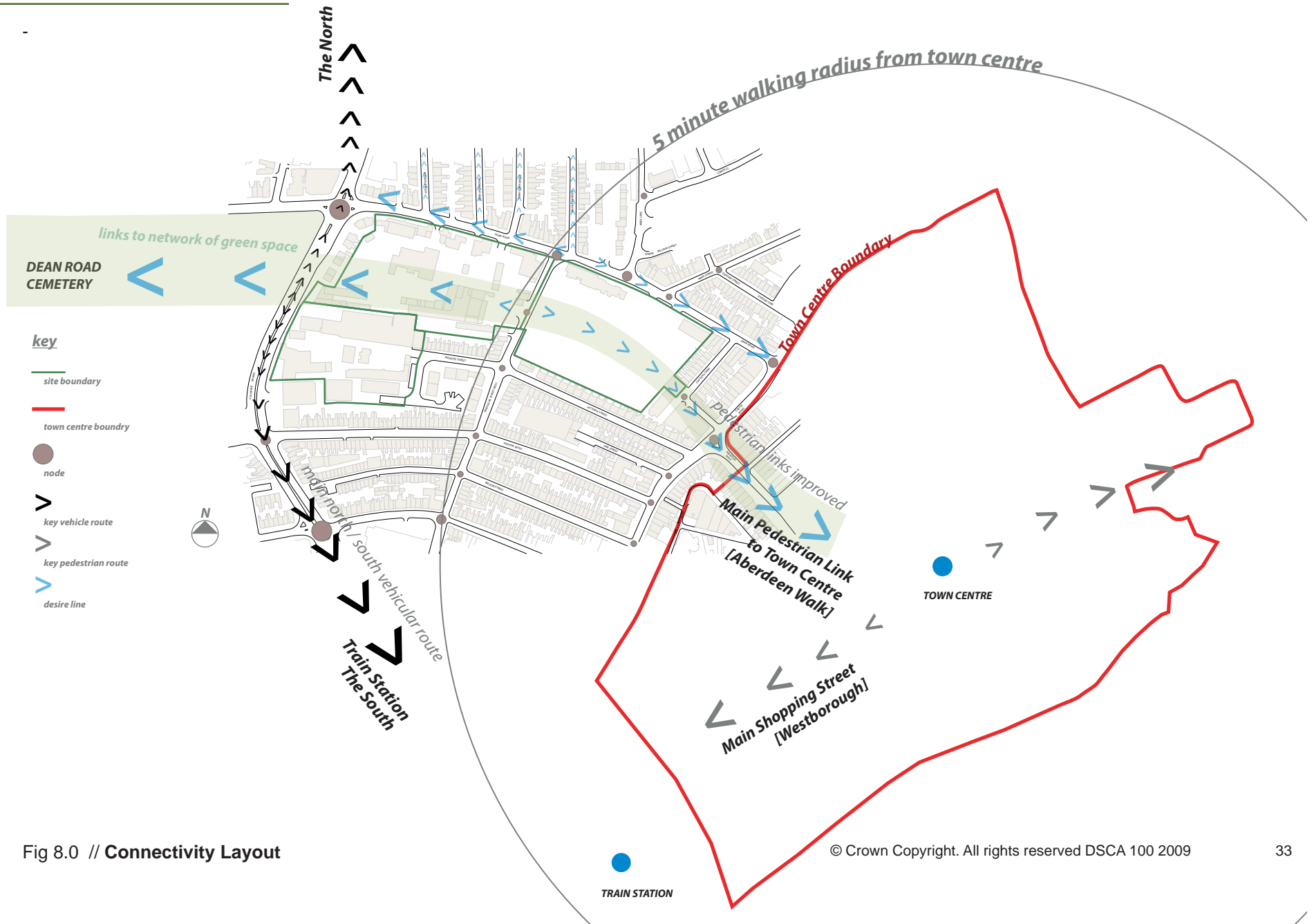


Fig 8.0 // Connectivity Layout

Aspect & Prospect



Fig 9.0 // Aspect and Prospect

10.4 Responds positively to the site, its context, townscape character and local distinctiveness

Developers will need to understand the positive townscape qualities that are intrinsic to the character of the area and sensitively interpret these in the new development. In particular, the developer should think about movement through space and how interest can be created along the routes through and adjacent to the site, giving a clear sense of orientation.

Any proposed scheme should:

- Protect or enhance elements which contribute to character and distinctiveness, including historic buildings.
- Respond to the urban fabric by creating a development that assimilates larger scale buildings into an area where the dominant type of buildings are smaller domestic scale terraces. It will also be necessary to respond positively to the changes in topography especially if the Depot and land to the east or south are proposed as an integrated form of development.
- Respond to the existing architectural context and scale; specifically the qualities of variety, colour, and fine grain that characterise Scarborough. Proposals for housing or retailing, in particular, should avoid standardised designs, seeking to respond positively to distinct character of the area.

10.5 Ensures efficient land use by delivering a compact development that uses land efficiently and supports sustainable transport .

This would be achieved by:

- Efficient use of plot area, by maximising density in selected areas and mixing the uses in a manner to avoid under-utilisation of land. In light of the sustainable location of the site and the established character of the area it is anticipated that the density of residential areas to be developed would normally exceed 50 dwellings per hectare. This should be achieved while still ensuring buildings are human in scale and massing which is still in keeping with the established character of the area and the setting of listed buildings.
- Minimising the amount of space given over to the car by using imaginative solutions to parking.
- The site's changing topography can be utilised to contribute towards maximising the achievement of higher density development that is appropriate to its surrounding context, without harm to local amenity, streetscape, or views and vistas

Design Guidance

10.6 Ensures continuity, enclosure and a safe public realm:

The development shall achieve this by:

- Clearly demarcating public and private space.
- Positioning entrances so that they contribute to streets/spaces.
- Ensuring a correlation between pedestrian and overlooked areas.
- Urban structure and building mass should be tailored to create continuity and clear enclosure of streets and spaces.
- Creation of assertive street frontages and overlooking/ enclosure of main routes and spaces through the use of perimeter blocks, where practical.
- Seeking to design out the risk of crime and disorder with regard to guidance contained in national planning policy documents, including PPS1, Circular 1/2006, By Design - Better Places to Live and By Design – Urban Design in the Planning System. Assessment of this issue should be addressed in the Design and Access Statement submitted with a planning application.

10.7 Ensures legibility and a clear urban structure by:

- Designing a clear hierarchy of pedestrian and vehicle movement. There should also be a hierarchy in terms of spaces and a clear understanding of the function of each. The site is at the northern end of an urban block where streets follow a grid pattern. This should be repeated in the proposals with the main routes through the site possessing an east-west axis and secondary routes running north-south.
- Ensuring that new road proposals, including service roads, are integrated into the urban fabric, so that their design, landscaping and inter-relationship with buildings creates a sense of place, which is attractive and safe to all users, including pedestrians.
- Ensuring a relationship between the development and existing views, vistas and landmarks to aid orientation. Existing landmarks/features that help to define this part of central Scarborough include the Castle, the southern fringes of the North York Moors, the windmill on Mill Street and the former prison buildings on the site. The topography of the site will provide opportunities to create vistas towards these features, most notably the Castle.

10.8 Resource Efficiency

Proposals shall be designed to reduce resource use in building construction and operation, taking account of the Council's guidance in the document; Sustainable Building - Guidance for Developers and RSS policy ENV 5. This should be achieved by:

- Residential development performing to the appropriate Code for Sustainable Homes as set out in the SPD Sustainable Building - Guidance for Developers
- Achieving at least BREEAM Very Good rating for major commercial development and meet the other requirements of Statement 2 of the SPD
- Other development meeting the criteria set out in Statement 3 of the SPD
- Designing for passive energy efficiency
- Designing compact building forms that respond to solar orientation.
- Designing to maximise natural ventilation and light.
- Designing for low heat demand and minimising carbon dioxide emissions.
- Encouraging water efficiency and providing a Sustainable Urban Drainage System and/or grey water recycling.
- Re-using existing buildings/infrastructure and use of materials which minimise environmental impact.
- Designing adaptable buildings capable of conversion/extension
- Supporting opportunities for decentralised and renewable or low carbon energy supply.
- Encouraging modes of transport such as walking and cycling, thereby also reducing vehicle emissions
- Reducing air and water pollution
- Sustainable waste management

- The provision of trees and green infrastructure to increase levels of evaporative cooling and shading.

10.9 Distinctive Design

- The Design and Access Statement shall analyse the defining architectural and townscape characteristics of the area and demonstrate how they have informed the design and layout of proposals; poor quality pastiche should be avoided.
- Larger scale commercial buildings should have active elevations facing public routes and spaces. To ensure such buildings respect the predominantly domestic scale of architecture in the vicinity, any blank elevations and service yards should be screened from public view.
- Given the changes in topography across the site, particular attention should be paid to the quality of roofscape design and materials .
- Buildings shall not normally exceed 3 storeys in height and any exceptions will need to demonstrate their positive contribution to the local townscape.
- A balance shall be struck between underlying design principles which seek to provide some consistency by drawing potentially disparate elements together and providing scope for variation and individuality in the built form.
- A practical and durable palette of high quality materials should be utilised. Careful attention should also be paid to the size, spacing, rhythm, design and materials of doors and windows to ensure an attractive streetscape

10.10 Greening the Urban Environment

The existing character of the site and its environs is urban, consisting of buildings, hard surfaced yards and in the case of the St Mary's site, cleared land. Whilst the Council would wish to encourage an efficient use of land which reflects the existing built form of the area, it is also important that the visual impact is softened with the introduction of sympathetic and high quality soft and hard landscaping. This would also have the benefit of enhancing ecological diversity and reducing run-off through the use of permeable surface materials.

10.11 The network of green spaces and routes, characteristic of northern Scarborough comes to an abrupt halt at the eastern end of the Cemetery on Columbus Ravine. It is therefore it is intended to extend this network into the heart of the town with a green corridor following the proposed pedestrian/cycle route leading from Columbus Ravine through to Clifton Street. The width of the corridor may vary, opening out at points where there is scope for open landscaped areas, but it is important that a visual thread is maintained through the development and is designed so as to maximise surveillance and reduce the risk (or perceived risk) of crime. Soft and hard landscaping materials should be of high quality. The route would benefit from an elevated position, which gives views over a wide area, and trees would introduce a green aspect into the wider vicinity due to the prominent location. The planting of strategically located, good quality mature specimens would therefore play an important role in achieving a successful landscape scheme.

10.12 Tree planting should not be restricted to the proposed green corridor and should be located in other key locations, for example along the Dean Road frontage. The landscaping of the open yard buildings surrounding the former gaol will require sensitive treatment. It would also be appropriate to accommodate open landscaped space into any larger areas of residential development. For example, a green space at the heart of residential development on land to the south of the Depot would create an attractive focal point.

10.13 The public open space proposed by this Brief will help contribute towards the standards for residential development set out in Local Plan Policy R2 and the Council's SPD on such matters. Financial contributions may also be required towards parks, gardens and sports facilities in accordance with the SPD. There is an existing deficiency of children's play facilities in this part of central Scarborough. Local Plan Policy S7(C) proposes the provision of a playground on the St Mary's site. Residential development is unlikely to be the main use of this particular site, so whilst it is still considered that such facilities should be provided, a siting elsewhere in the Brief Area may be more appropriate. The siting and design will need to be visible, safe, secure and sympathetically integrated within the urban setting.

10.14 Conserving the Historic Environment

The urban design of proposals should ensure that a sympathetic development is secured for the area covered by the Brief and thereby reinforce the historic interest and character of the town generally. Whilst the majority of the brief area would benefit from redevelopment, there are a number of buildings/structures which should be retained. These would preferably include the Social Services building and the Ellis Centre on the frontage of the St Mary's site.

10.15 The buildings, which have the greatest bearing on the form of future development, are those which are listed on the Depot site. The prison buildings, as marked on the plan in Figure 3.0, are listed as being of Special Architectural or Historic Interest. All works, both external and internal, that would affect the building's special interest, need consent. PPG 15 advises that the best use will very often be the use for which the building was designed and that there will be cases where a new use is not compatible with the historic character of the building. Reversion to the original use of the gaol building is not feasible in this case, so a new use will need to be found. It is recognised that a challenge exists in finding a viable use for this building, the main portion of which consists of numerous small and poorly lit cells surrounding a central atrium.

11.0 Miscellaneous matters









- 10.16 In assessing the impact of new uses on the listed building the Local Planning Authority will balance the economic viability of possible uses against the effect any changes on the fabric of the building may have on its special architectural or historic character and take into account the policies and guidance set out above. A similar principle applies to any alterations or extensions. The listed building/planning application should be accompanied by a conservation statement and plan as recommended by PPG15. This should relate to the whole of the Council Depot site, noting and evaluating all of the buildings upon it, as there are various surviving elements of the prison, in addition to those on the street frontage and the cell block.
- 10.17 Impact upon the exterior - any proposals should be accompanied by a condition survey and a method statement for repair and renovation which shall embody materials, methods and techniques appropriate to a historic building. The Local Planning Authority will expect to see the building thoroughly and sympathetically renovated and additions which detract from the appearance or historic interest should be removed as part of a wider package of enhancement.
- 10.18 The interior of the main building has exceptional spatial qualities; it largely retains its original plan form and retains many features such as original cell doors either in-situ or in storage. They should be referred to in an inventory accompanying the application for listed building consent. These internal qualities should be seen as a challenge to create an imaginative re-use. They should also be borne in mind when devising solutions for fire precautions, acoustic and thermal insulation, means of escape, disabled access and the installation of electrical fittings. Any application will have to be accompanied by a detailed analysis of the internal architectural features and a method statement setting out the response to their presence.
- 10.19 It is recognised that the listed status of the buildings places constraints on suitable new uses and the buildings' renovation will have costs. However, the Brief provides opportunities for cross-subsidy and to ensure a coherent and comprehensive approach, any planning application on the Depot site should contain proposals for the listed buildings with a view to securing a beneficial reuse.
- 11.1 Redevelopment of the site may necessitate relocation of existing businesses/facilities from the site. The value of these businesses to the socio-economic well-being of the town by providing valuable services, as well as being a source of employment, is recognised. The Borough Council will therefore be keen to assist with advice on relocation to other sites in the Scarborough area which are suitable in planning terms. Furthermore, where premises need to be demolished as a result of proposals contained in the Brief the Local Planning Authority will expect that provision shall be made for relocation in the Scarborough area and, where consistent with the land use principles outlined in this Brief, they may be incorporated into the proposals for the Redevelopment Area.
- 11.2 Residential properties sit in close proximity to the proposed redevelopment site, such as houses on Columbus Ravine or Trafalgar Street West. These properties have been excluded from the Brief Area. If proposals come forward which involve the whole or part of any of these properties as part of the wider development then they would need to be judged on their merits. The Local Planning Authority would, however, need to be satisfied that the agreement of such landowners has been obtained and there would not be an adverse impact on the amenities of any adjacent retained residential premises.
- 11.3 As well as securing the physical regeneration of the Redevelopment Area, it is important that redevelopment enhances job opportunities and wider community benefits. These socio-economic considerations should be addressed in an Economic Statement to be submitted with the application.
- 11.4 The developer must have regard to the Disability Discrimination Act 1996 and the Council's policies on disabled access contained in the document 'Access for All' (1996). Further guidance is provided in the government document, Planning and Access for Disabled People: a Good Practice Guide (2003). In particular, the design of pedestrian routes to and from public buildings and links to the town centre will need to accommodate the need of disabled users, including both the mobility and visually impaired.

- 11.5 In order to maximise the development potential of the sites, excavations and changes in levels are likely to be required. Where this involves the construction of retaining structures the planning application should be accompanied by structural calculations to demonstrate that they can support the proposed loading and do not destabilise land or property behind. Early consultation with the Local Planning Authority is recommended to establish the precise nature of calculations required.
- 11.6 As a result of the current and former uses of the land, contamination may exist. Depending on the uses proposed and their location the application may need to be accompanied by a survey for contaminated land with an appropriate strategy for decontamination/ remediation should it be found to exist. This is most likely to be required with residential development proposals. The groundwater locally does not have significant value as an abstraction resource, but may drain to sensitive receptors. The removal of impermeable surfaces and/ or the use of Sustainable Urban Drainage Systems could increase infiltration, introduce new pathways for contaminant transport or change the flow regime. To protect those receptors a preliminary risk assessment prior to any development would be recommended, and further intrusive investigation would be likely.
- 11.7 While the site lies in a low risk Flood Risk Zone the likely scale of development would generate the need for a Flood Risk Assessment; this is a requirement for all planning application sites exceeding 1 hectare. It should be prepared in accordance with the Environment Agency's Flood Risk Assessment Guidance Note 3 and have regard to guidance in PPS25. In addition, a Drainage Impact Study should be prepared and this should demonstrate a 30% reduction in proposed run-off compared to the existing site. In addition surface water storage volumes would need to be increased to make an allowance for climate change. The drainage scheme should also include a maintenance regime for the lifetime of the development.
- 11.8 The development would need to take account of water mains and public sewers which cross the site. Yorkshire Water has advised that proposals should take place with separate systems for foul and surface water drainage on and off site. The local public sewer network does not have capacity to accept any additional discharge of surface water from the proposal site. To prevent overloading of the public sewer network, surface water discharges to the network should be restricted to the level of run-off from previous use of the site.
- 11.9 The site is not subject of any nature conservation designations, but ecological considerations should still be taken into account. With respect to protected species, the site has greatest potential for bats. Planning applications involving the demolition or alteration of buildings, or the felling of trees, should be accompanied by a bat survey. The potential of buildings and trees should be assessed in a condition survey. If these are found to have potential for bat roosts, an emergence survey shall be undertaken and where roosts exist they shall be protected or suitable mitigation shall be incorporated into the proposed scheme.
- 11.10 National guidance in PPS9 states proposals provide many opportunities for incorporating beneficial biodiversity as part of good design; when considering proposals, local planning authorities should maximise such opportunities in and around developments. It is therefore envisaged that a condition would be imposed on a planning consent requiring the submission, approval and implementation of a Biodiversity Management Plan. Proposals such as the proposed green corridor would potentially contribute to the achievement of the objective of enhancing ecological interests. The ecological value of the corridor would be enhanced if species present in the UK Biodiversity Action Plan deciduous woodland at the Dean Road Cemetery are planted.
- 11.11 As previously noted, there are few trees on the site. The most notable group is on the Columbus Ravine road frontage, in a potential location for vehicular access into the Depot site. Where trees are within or adjacent to an application site and could influence or be affected by the development (including street trees) information would be required about which are to be retained and which removed as part of a planning application. Details of the means of protection of trees during the construction period would also be required.

12.0 The Development Brief Proposals

12.1 This section considers possible development proposals and the circumstances in which different types of development may be granted planning permission. They were previously outlined in table 1.0 in the Brief's introduction. Two possible Indicative options are presented diagrammatically in Figures 10.0 and 11.0. In each case more detailed annotations are provided on Figures 10.1 and 11.1 respectively. The diagrams are not intended as being prescriptive and are not definitive masterplans. The suggested proposals are merely a guide as to how development could proceed. There are a number of different permutations of use which could form part of a successful redevelopment.

Key for Figures 10.0, 10.1, 11.0 & 11.1 // Indicative Brief Proposals

-  Commercial [B1] or Community Uses [D1 or D2]
-  Residential
-  Retail
-  Open Space
-  Proposed road junction / diversion
-  New vehicular route
-  Possible secondary route
-  Key pedestrian / cycle route [green corridor]

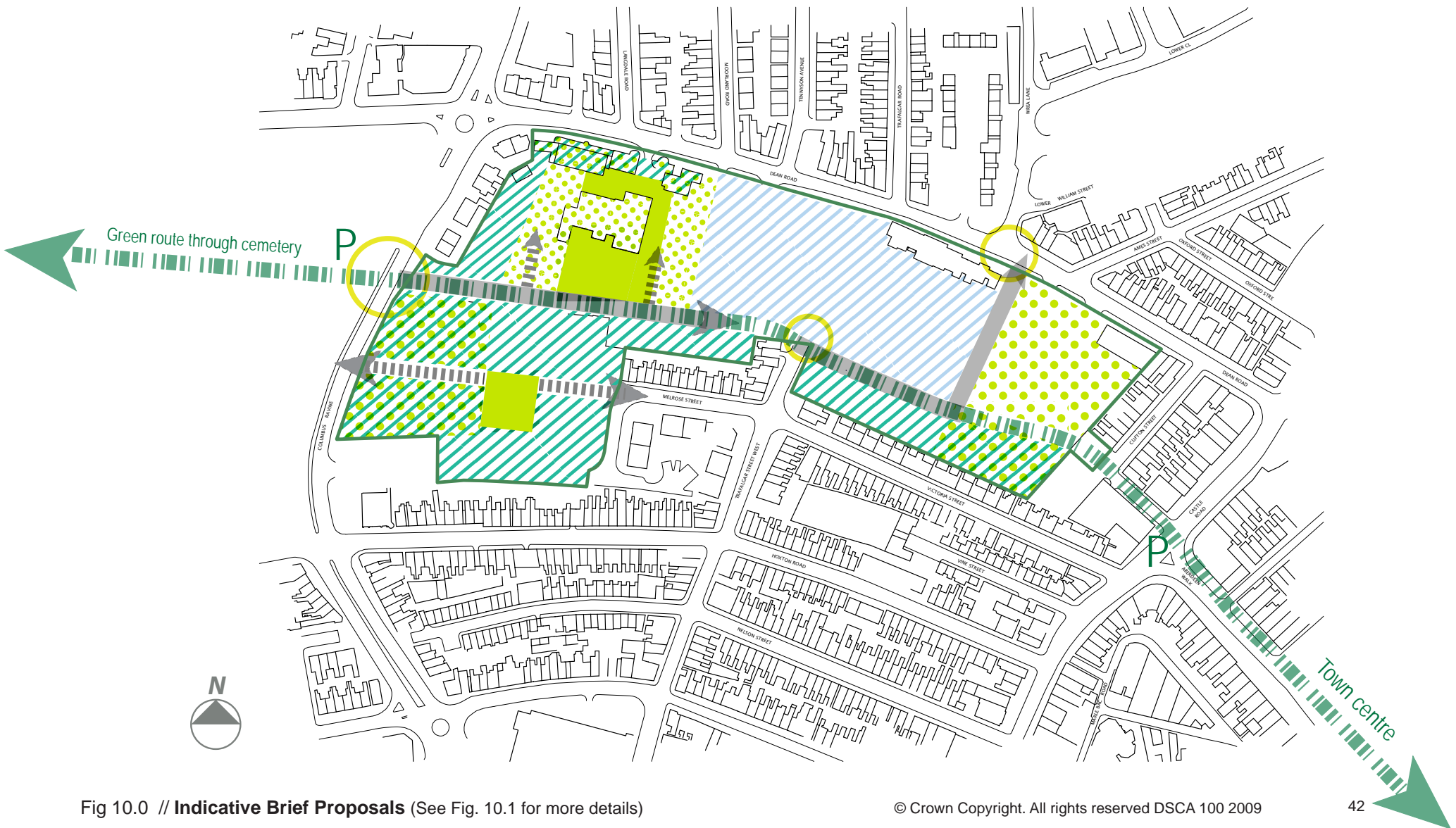


Fig 10.0 // Indicative Brief Proposals (See Fig. 10.1 for more details)



Fig 10.1 // Indicative Layout (Annotated Version of Fig 10.0)

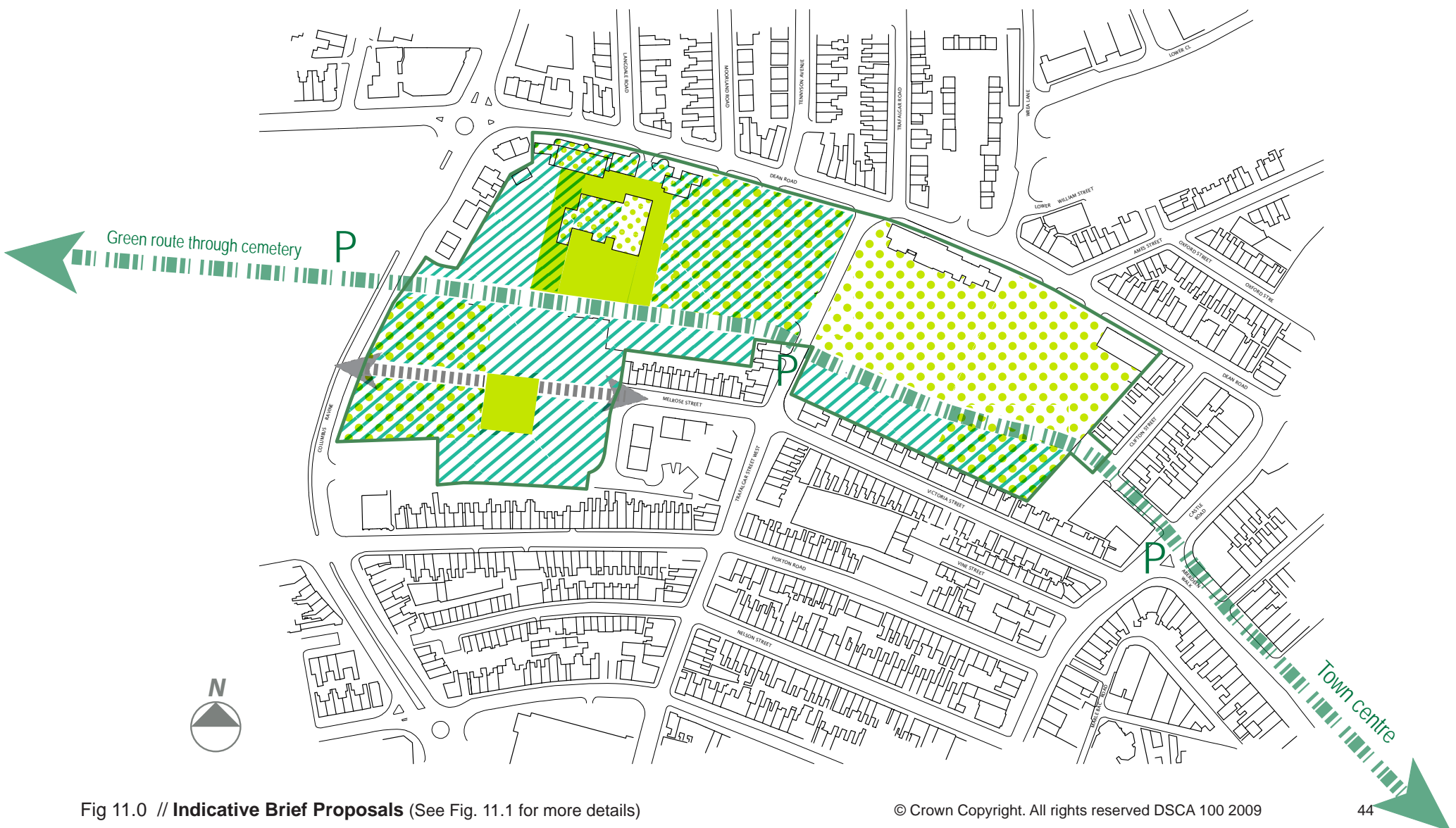


Fig 11.0 // **Indicative Brief Proposals** (See Fig. 11.1 for more details)



- a** LISTED GAOL PRESERVED - POSSIBLE USES: COMMUNITY OR TOURIST RELATED
- b** REUSE OF LISTED GATEHOUSES FOR RESIDENTIAL OR SMALL SCALE BUSINESS USE
- c** OPEN YARD SETTING FOR FORMER GAOL
- d** COMMUNITY / COMERCIAL OR RESIDENTIAL USE
- e** GREEN CORRIDOR FROM TOWN CENTRE TO COLUMBUS RAVINE
- f** COMMUNITY OR NON-RETAIL COMMERCIAL / LEISURE USES
- g** SOCIAL SERVICES BUILDING
- i** POTENTIAL RESIDENTIAL ON RIDGE WITH VIEWS TO NORTH
- j** POSSIBLE EXTENSION OF MELROSE STREET TO WEST
- k** RESIDENTIAL SUGGESTED
- l** POSSIBLE LOCATION OF PUBLIC OPEN SPACE
- m** RESIDENTIAL COMMERCIAL OR COMMUNITY USES NOT REQUIRING TOWN CENTRE LOCATION

Fig 11.1 // Indicative Layout (Annotated Version of Fig 11.0)

St Mary's Sub-Area

- 12.2 This has potential for a wide range of uses and to an extent this is reflected in Local Plan Policy S7. It also benefits from its relative proximity to the town centre, when applying the sequential test in PPS6. Despite these advantages, they have not yet been sufficient to secure redevelopment for a permanent beneficial use. For these reasons it is proposed to widen the range of uses permitted by Policy S7 to include (at least in part) retail and associated ancillary uses as part of a more comprehensive redevelopment, including the eastern part of the Depot site.
- 12.3 If a superstore is permitted within the Brief area, the St Mary's site would normally be the first site that would need to be considered when applying the sequential test for retail development set out in PPS6. However, the Highway Authority's preferred solution involves obtaining a vehicular route for customer traffic from Columbus Ravine, while maintaining Trafalgar Street West as a through route with no direct vehicular access to the superstore car park. This could present an obstacle to retail use, particularly on the eastern end of the St Mary's site. There may be more than one solution to the highway constraints considered in Section 9.0, but the Council's preferred approach is the diversion of Trafalgar Street West, as presented diagrammatically in Figure 10.0. This would subdivide the St Mary's site, but would create a large plot comprising the western end of the St Mary's and the Depot (or at least its eastern end where the listed building is less of a constraint). This combined plot could potentially provide space for a new superstore building and associated parking. Such development will need to make efficient use of land without appearing too bulky. Proposals exceeding one storey would need to take advantage of site levels, by partially setting development into the hillside.
- 12.4 The St Mary's sub-area is the most suitable part of the Redevelopment Area for a range of uses which would benefit from a position close to the town centre. This would include leisure uses and offices, notably those regularly visited by customers. The site also has potential for community, health or education uses, which again would benefit from the services and public transport links afforded by the nearby town centre. Such uses would also be consistent with adopted Policy S7 in the Scarborough Borough Local Plan. They would also have less impact on the surrounding highway network than a superstore, so they could be located on the eastern part of the St Mary's site should Trafalgar Street West be diverted eastwards.
- 12.5 Given that the preferred uses for the site would relate to the town centre it is vital that the pedestrian links referred to in Policy S7(B) and paragraph 9.5 of this Brief are brought forward as part of the redevelopment of the St Mary's sub-area. They should also incorporate a cycle route extending along the proposed green corridor as part of a package of measures outlined in a Travel Plan accompanying a planning application. Ideally, any new building on the eastern part of the St Mary's site should establish its visual presence behind a gap formed in the existing terrace on the western side of Clifton Street. This would help identify the existence of commercial/community uses in this direction along a long line of vision extending back along Aberdeen Walk as far as Westborough and help reinforce linkages to the town centre. The proposed pedestrian/cycle link to the town centre should then continue westwards from Clifton Street along a green corridor, which should be provided on the top part of the site parallel to the southern boundary.
- 12.6 Local Plan Policy S7 also permits residential development on the St Mary's site. It is recognised that given the potential of the site for other commercial or community uses that housing would at most be a secondary use. If space permits, the green corridor towards the southern boundary should be overlooked by a row of housing which would help secure the rear boundary of houses on Victoria Street. Due to their location on the brow of a hill, houses and the green corridor would benefit from an outlook towards the Castle and the hills to the north-east of the town.
- 12.7 It is a requirement of Local Plan policy S7 that the Social Services building and the Ellis Centre are retained as a reflection of their historic and architectural merit. A convincing case on architectural, townscape and/or wider regeneration grounds would need to made

Depot Site Sub-Area

if this aspect of the adopted development plan policy were to be set aside and the buildings were to be demolished and replaced as part of a wider redevelopment. No objection is raised to the removal of modern additions.

- 12.8 The listed former prison buildings lie at the heart of this sub-area and their preservation will be a key feature of regeneration proposals. The castellated gatehouses at the front would potentially lend themselves to reversion to residential use or small scale commercial uses such as offices. The potential uses of the former gaol are more restricted, since it lacks many openings and this is part of its intrinsic character relating to its original use. Options for its use include community, small scale business/storage uses, or a visitor attraction such as a museum, or possibly tourist accommodation, but any proposals would need to be thoroughly examined taking account of their wider implications on the historic fabric. A use which allows members of the public to view the historic interior would be encouraged.
- 12.9 An extension on the western side of the gaol building could provide apartments, office accommodation, or other uses ancillary to the main proposed use, assuming the built form is subservient to the original. The open setting of the former prison yards should also be preserved and landscaped appropriately and this may include parking and amenity space in connection with the reuse of the listed buildings. There is some historic precedent of small scale buildings in the yards and there is some scope for low key development for residential or unobtrusive business use in this area. However, this is only one suggested solution and the Brief seeks to maintain some flexibility, since if the conversion of the gaol were to be required in connection with a larger scale proposal, such as a hotel, the surrounding land may be needed to accommodate associated/ancillary development. The western edge of the yard, currently used for the storage of highway materials, backs onto semi-detached houses facing Columbus Ravine - residential development may be a suitable solution in this location. For any development on the western part of the Depot the key determinants in terms of scale, form and design will be the impact on the listed building and the quality of new proposals rather than predetermined density ratios.
- 12.10 There are fewer constraints on the eastern part of the Depot sub-area, and as a result, it lends itself to being linked to the St Mary's site and could be a potential location for a superstore, assuming

Melrose Street Sub-Area

the relevant retail policy tests have been satisfied. Similarly, leisure, health, community or office uses may also be appropriate, assuming sequential test requirements are satisfied. Residential use would also be considered should one of these other uses does not come forward. As previously stated, this area may be combined with land on the St Mary's site with the diversion of Trafalgar Street West if required in connection with a superstore. The scale and design of such a building in this location would need to respect the setting of the nearby listed buildings. An assertive, high quality designed and active street frontage along Dean Road will be important in townscape terms.

- 12.11 As indicated on Figures 10.0 and 11.0, the southern margins of the sub-area should form a green pedestrian corridor which would be potentially overlooked by residential development on the former Water Depot and printworks sites to the south. Existing mature trees on the Columbus Ravine frontage could form an entrance feature to this corridor. As well as a pedestrian/cycle route, this area may also need to accommodate a vehicular route, especially if a superstore is to be provided. Separation shall be provided between these modes of transport and if a crossing point would be required, safety measures such as traffic calming may be needed to reduce vehicular/ pedestrian conflict. It is important that road proposals are integrated seamlessly into the urban fabric, as well as respecting the setting of nearby listed prison buildings.
- 12.12 The Water Depot site would lend itself to residential use due to its elevated position and the potential to provide a secure residential backdrop for the terraced housing on Melrose Street. The Local Planning Authority would need to be satisfied that any other proposed uses of this land would not be detrimental to the residential amenity of these houses.
- 12.13 It is anticipated that residential use of this area would form a key part of its regeneration. It is recognised that land assembly issues may be a constraint, and that some recovery of the housing market may be required before comprehensive redevelopment could proceed. The area would benefit from physical regeneration and in part this stems from the poor juxtaposition of housing with adjacent industrial and storage uses. The reversion of 15/16 Melrose Street to residential use would similarly be beneficial. It is proposed that housing could extend westwards towards Columbus Ravine, continuing the historic linear street pattern and incorporating a centrally located area of public open space. Housing along the northern boundary would have an attractive outlook due to its elevated position above the Depot with views of renovated listed buildings, the Castle and glimpses of the sea at North Bay.
- 12.14 The Columbus Ravine frontage also has potential for non-residential uses where close proximity to the town centre is not essential. These may include proposals falling within Use Classes B1 (business), C2 (residential institutions) or D1 (non-residential institutions, including health or community facilities), subject to satisfying planning and highway requirements. Being one of the main routes through the town, the Council would also seek to ensure redevelopment enhances the current appearance of the Columbus Ravine frontage.
- 12.15 The northern section of the Columbus Ravine frontage may also be a suitable location for a petrol filling station, which could be possibly associated with a superstore, as previously described. While a petrol filling station would need to be visible from the highway, innovative architectural solutions will be encouraged with a suitable degree of enclosure/landscaping to reduce the open visual impact of the forecourt. The impact on the residential amenities of any nearby dwellings would also need to be taken into account.

13.0 Application Details

- 13.1 In addition to application(s) for planning permission, listed building consent will be required for any external or internal alteration to the listed buildings marked on Figure 3.0; this shall be prepared in accordance with guidance in PPG15 as specified in paragraphs 5.9 and 10.18 of this Brief. An outline planning application would not provide sufficient information to determine the impact of development affecting the listed buildings or their setting. On the basis that a comprehensive strategy is being encouraged, the most straightforward approach would be the submission of an application for full planning permission, accompanied by a listed building application. In the event that an outline planning application for the whole site were to be submitted it would need to take a hybrid form with full details on the Depot. Full details of access would be required and sufficient information to make a detailed assessment of the impact of development and attention is drawn to the requirements for outline planning permission as contained in national planning guidance in DCLG Circular 01/2006. As well as providing parameters relating to the scale and amount of development, a topographical survey and indicative proposed site levels would be required.
- 13.2 The precise nature and extent of planning application(s) will in part depend on the development proposals which come forward. The preferred route would be a single planning application for the whole area covered by this Brief, or at least the St Mary's and Depot sub-areas. Applications proposing piecemeal development will not be encouraged and may be refused, unless it is demonstrated that there are significant land assembly difficulties. If the whole of the Brief Area is not included in an application, a masterplan demonstrating how the excluded areas could be brought forward for future redevelopment would be of assistance. For example, it is acknowledged that due to land assembly issues the land to the south of the Depot may take longer to come forward.
- 13.3 Under the provisions of the Town & Country Planning (Environmental Impact Assessment [EIA]) Regulations 1999, a screening opinion would need to be obtained from the Local Planning Authority for any major planning application on the site prior to submission. If it is deemed that an EIA is required, then the detailed contents and methodology shall be 'scoped' or agreed with the Local Planning Authority before an application is submitted. A validation checklist for applications is available on the Borough Council website indicating the documentation which is normally required in connection with applications. If an EIA is required, then some of these documents may be subsumed within the Environmental Statement.
- 13.4 Even if an EIA is not required, a substantial amount of documentation will be required to validate any major application on the site. The Council's website outlines this in greater detail, but it will entail the national requirements as set out on pages 11-12 of the Validation Checklist, which included reference to a Design & Access Statement; this should incorporate suitable photographs and photomontages.
- 13.5 Other documents which are likely to be essential requirements for a planning application would include the following:
- Flood Risk Assessment
 - Drainage Impact Study and Utilities Assessment,
 - Conservation Statement and Plan for the Council Depot
 - Land Contamination Assessment (dependent on use and location of proposed development)
 - Planning and Sustainability statement
 - Economic Statement
 - Statement of Community Involvement
 - Structural survey of listed buildings to be converted
 - Transport Assessment
 - Travel Plan

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- Arboricultural Checklist (with tree survey/ arboricultural implications assessment if appropriate).
 - Bat surveys
 - Planning Obligations/ Draft Heads of Terms
- 13.6 The planning and sustainability statement should also address matters not specifically covered by other submitted documents such as an open space assessment. Further documents which may be necessary depending on the type and form of development include the following.
- Retail/Leisure Assessment
 - Affordable Housing Statement
 - Daylight/Sunlight Assessment
 - Ventilation/Extraction Statement
 - Land Stability Calculations/Assessment
 - Noise Attenuation Assessment
 - Lighting Assessment
- 13.7 The precise form and content of planning and listed building applications would need to be agreed with the Local Planning Authority and other appropriate statutory agencies prior to submission.
- 13.8 The Council would expect any development proposals to be forwarded to an appropriate independent Design Review Panel for scrutiny at an early stage in the life any planning application, thus ensuring that a high standard of design is secured.

14.0 Implementation

- 14.1 The Borough Council is keen to promote the regeneration of these key sites within the town in partnership with the private sector, the local community and other public bodies. One of the underlying aims of this brief is to catalyse this process and provide a framework towards implementation. The Local Planning Authority would encourage the establishment of a development team approach using project management principles. This would seek to ensure that the planning application(s) is front-loaded, whereby negotiations and preparation of supporting documentation occurs prior to submission. It would also continue following planning approval to ensure that its implementation progresses in a manner which minimises adverse impacts and delay.
- 14.2 To maximise the benefits to the local community and secure suitable infrastructure to support the development the planning consent(s) would need to be subject to both planning conditions and an agreement/planning obligation under Section 106 of the Town & Country Planning Act 1990. In addition, the development may be subject to the Community Infrastructure Levy if it is in statute and adopted by the Borough Council when applications are determined.
- 14.3 The phasing of the development will need to be agreed to minimise disruption to the surrounding property and the highway network. A phasing strategy would also need to be devised to ensure delivery of beneficial, but less lucrative elements of the development such as affordable housing, or works to the listed buildings. It will also need to take account of any continuing requirements for the Depot use while alternative premises are being found.
- 14.4 Certain planning obligations are likely to be required regardless of the mix of development proposed. Many of these are minimum requirements for major residential applications. To reduce the complexity of such a legal agreement, some these requirements may be secured by planning conditions. These obligations/conditions are likely to include:
- Highway safety improvements
 - Improved pedestrian routes in an east-west direction through the site and beyond, notably towards the town centre and the Dean Road Cemetery
 - Implementation of Travel Plan measures
 - Helping to secure a beneficial future use for listed buildings
 - Provision of a green corridor through the site with a contribution towards future maintenance
 - Provision of, or a financial contribution towards, open space, play and sports facilities in association with residential development in accordance with Council's SPD on such matters
 - A minimum of 40% affordable residential units on site
 - Payment towards education infrastructure in association with residential development in accordance with the Council's SPD on such matters, if deemed necessary by the education authority.
- 14.5 The above is not intended to be an exhaustive list of obligations or conditions. The precise extent of any physical or financial contributions to community infrastructure will need to be determined taking account of the level and form of development being proposed. For example, a superstore would have a greater impact on the local environment and public infrastructure than some of the alternative uses suggested. In addition, this would be an exception to adopted local plan policy, so the retail assessment and planning statement will need to justify such development and this is likely to include a package of additional planning benefits over and above measures of mitigation to minimise the harm to planning interests. Any request to reduce the level of contributions set out in the Council's various SPDs would only be considered in exceptional circumstances and would need to be subject of an open book approach to ensure transparency.
- 14.6 Where development proposals involve the relocation of a business or facility from existing premises elsewhere in Scarborough, the Local

Planning Authority, would not wish to see the regeneration benefits to the Dean Road area nullified by the dereliction of land and buildings of the vacated site. The planning application and the supporting documentation would need to take into account the cumulative impact of such a move. The Council would furthermore actively encourage a solution whereby as part of a planning application a strategy is in place to secure a beneficial use for the vacated site. This would potentially form part of a wider planning case to justify development on the sites.

- 14.7 The Local Planning Authority wishes to ensure that a programme is in place to secure the regeneration of the whole the area covered by this Brief. Apart from the time taken to assemble land, obtain planning permission and other statutory consents, an important factor affecting timescales for project delivery is the period required to relocate the existing uses at the Depot. A key date will be March 2011 when highway services are due to be transferred from the Borough Council to the County Council, which will reduce the level of use on the site. Requests to carry out works to facilitate development on the wider area covered by the Brief prior to that date will be considered on their merits, taking account of the need to maintain the operational effectiveness of the Depot.

Alternative Document Format

If you require the document in an alternative format it can be made available in large copy print, audio cassette, Braille or languages other than English formats please contact: Planning Services, Scarborough, YO11 2HG Tel: 01723 383642 E-mail: planningservices@scarborough.gov.uk.

Appendix 1 :

EXTRACT OF ENGLISH HERITAGE'S LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORIC MERIT

Dean Road
The Old Borough of Scarborough Jail

Grade II

Old borough of Scarborough Jail. 1866 by William Baldwin Stewart and Alexander Taylor. Closed 1878, now Council depot. Stone faced brick perimeter wall, brick with slate roof. Wall: gothick, crenellated with 4 turrets and arrow slits. Entrance; crenellated, machicolated, elliptical arch with grotesque corbels between 4 arrow slits set above each other, two on each side; circular plaque on parapet carved with seal of Borough and circular inscription:

SIGILLUM COMVNE BVRGERSIV.DE SCARDEBURG

On either side, 2 turrets, 3 storeys: 3 round headed sash windows ground floor; 1st floor, pointed 2-light window with Y-tracery and transoms set between 2 arrow slits; 3rd floor 2 pointed sash windows. Adjacent wall to left: crenellated 2 storey, lancets 2:2; to right crenellated with gabled door, 2-light pointed sash window ground floor and 1 and 2 light pointed sash window 1st floor. Wall continues in brick with stone corbel table to plain parapet punctuated by the crenellated towers with arrow slits. Central block 3 storeys 3 bay façade with gabled entrance and paired, 8-point sash windows. Stacks corbelled out on either side of lancet - lit central gable. Elevation: 3 storeys, 10 bays, barred windows. Ventilation shaft over top lit central wall. Interior wall preserved with original cell fittings and spiral staircase. The complex includes sexagonal guard room, 1 storey with 9-pane sashes, in side the entrance; two ranges of 1-storey workshops, much altered and two auxilliary rectangular stone houses.

Appendix 2 :

ADVICE ON RETAIL PLANNING ISSUES

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1.0 National Planning Policy Background

- 1.1 Planning Policy Statement 6 (PPS6) was published on 21 March 2005. PPS6 very much continues the thrust of PPG6 and subsequent Ministerial Statements directing retail development to town centres in preference to edge and out-of-centre locations. The key objective of the Government is to promote the vitality and viability of town centres. Other objectives include enhancing consumer choice for all sections of the community and supporting an efficient, competitive and innovative retail sector.
- 1.2 Paragraph 3.8 of PPS6 advises that it is not necessary to demonstrate need for retail proposals within the primary shopping area. Annex A defines the primary shopping area as the primary frontages in a shopping centre and those secondary frontages that are contiguous and closely related to the primary frontages.
- 1.3 Paragraph 3.4 advises that in the context of development control, Local Planning Authorities (LPAs) should require applicants for edge or out-of-centre proposals to demonstrate:
 - 1. The need for the development;
 - 2. The development is of an appropriate scale;
 - 3. That there are no more central sites for the development (i.e. the sequential approach to site selection);
 - 4. That there are no unacceptable impacts on existing centres; and,
 - 5. Locations are accessible.
- 1.4 The first test can be further broken down into demonstrating quantitative and qualitative need so in effect there are six policy tests that applicants must satisfy.

Quantitative Need

- 1.5 PPS6 (3.10) advises that quantitative need has primacy over

qualitative need. Quantitative assessments in support of planning applications should ideally be based on the development plan capacity assessment, updated if necessary. Development Plan capacity assessments have to take account of the catchment areas of centres outside the LPA boundary (2.32) as do retail applications (3.10).

- 1.6 Para 2.35 of PPS6 appears to indicate the main source of capacity (quantitative need) is population / expenditure growth. Overtrading is a qualitative need consideration (2.36) whilst clawed back leakage might offset local impacts (3.22). From a strict interpretation of PPS6 therefore only growth from expenditure can be considered to be quantitative need. However, post PPS6 planning decisions in Burnham and Birmingham it is apparent that the Secretary of State (SoS) is not applying such a strict interpretation and that leakage and overtrading can be sources of quantitative need where there is “robust and recent evidence of this”.

Qualitative Need

- 1.7 Considerations that can be taken into account in support of the qualitative need case include providing for consumer choice through an appropriate distribution of locations and the extent to which shops are overtrading. Other material considerations such as regeneration and employment benefits are not indicators of qualitative need.

Appropriateness of Scale

- 1.8 PPS6 (2.41 – 2.43) advises LPAs should aim to locate the appropriate type and scale of development in the right type of centre to ensure that it fits into that centre and complements its role and function e.g. large scale developments are inappropriate in local centres. Uses which attract a large number of people should be located in centres that reflect the scale and catchment of the development proposed. LPAs should ensure the scale of development relates to the role and

function of the centre and the catchment it serves. Eventually LPAs are to consider publishing upper limits for acceptable size of retail development in any particular centre.

Sequential Approach

- 1.9 PPS6 advises that the sequential approach is to apply to all town centre uses including retail i.e. that the preference is for town centre sites, then edge-of-centre and only then out-of-centre. Para 2.44 of PPS6 advises that out-of-centre sites can be prioritised on the basis of choice of transport access, proximity to the centre and possibility of generating linked trips. In addition national and regional planning guidance generally supports the development of previously developed brownfield land ahead of greenfield sites.
- 1.10 Where sequentially preferable sites are identified they must fail one of the three tests of the sequential approach (suitability, viability and availability) before less favourable sites can be considered.
- 1.11 Para 3.16 of PPS6 advises that LPAs should be realistic in considering whether sites are suitable, viable and available. They should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating the applicants’ business model from sequentially preferable site, where a retailer will be required to provide a significantly reduced range of products. PPS6 goes on to say that individual retailers must demonstrate flexibility in their formats but needn’t split up their proposed development into individual units (para 3.18). Para 2.46 of PPS6 advises that LPAs that they can phase the release of identified development sites over the development plan period to ensure that sequentially preferable sites are developed ahead of less central sites.

Impact

- 1.12 Impact assessments are required for all town centre uses not in centre and / or in accordance with an up-to-date development plan. Demonstration of need does not equate to no impact (para 3.21). Applicants must also consider the impact upon the spatial strategy and retail hierarchy (para 3.22). PPS6 also recognises positive impacts through clawback are possible (para 3.22). The scope of impact assessments should be proportionate to the scale of a proposal and have to be undertaken for development over 2,500 sq m (para 3.23).

Access

- 1.13 PPS6 (3.25) advises that developments should be accessible by a choice of means of transport, including public transport, walking, cycling and the car (taking full account of customers likely travel patterns). In determining whether developments are or will become genuinely accessible, LPAs should assess the distance of the proposed developments to the public transport interchange. Frequency and capacity of services are also important considerations (para 3.25). Impact on overall distance travelled by car should also be assessed and the impact of a proposal on congestion (3.27).

Other Material Considerations

- 1.14 Paragraphs 2.51 and 3.28 of PPS6 details that along with the above considerations, other relevant matters include other specific local circumstances which need to be taken into account including:
- Physical Regeneration: the benefits of developing on previously developed sites which may require remediation;
 - Employment: the net additional employment opportunities that would arise in a locality as a result of a proposed allocation, particularly in deprived areas;
 - Economic Growth: the increased investment in an area, both direct

- and indirect, arising from economies of scale; and
- Social inclusion: this can be defined in broad terms and may, in addition to the above, include other considerations, such as increasing the accessibility of a range of services and facilities to all groups.

Conclusions on National Policy Background

- 1.15 There are six policy tests that must be satisfied by this out-of-centre proposal:
1. The quantitative need for the development;
 2. The qualitative need for the development;
 3. The development is of an appropriate scale;
 4. That there are no more central sites for the development (i.e. the sequential approach to site selection);
 5. That there are no unacceptable impacts on existing centres; and,
 6. Locations are accessible.
- 1.16 With regard to this proposal guidance in paragraph 3.23 of PPS6 is relevant in that the scope of the retail assessment should be proportionate to the scale of the proposal. As the proposal could have a significant impact upon shopping patterns in Scarborough it is recommended that a detailed quantitative need and impact assessment are undertaken in support of the planning application.
- 1.17 Paragraph 3.10 of PPS6 advises that ideally retail statements should be based upon the assessment that informed the development plan and in the case of Scarborough this is the

2.0 Suggested Quantitative Assessment Methodology

- 2.1 There is not yet any standard methodology for undertaking retail assessments and a strict interpretation of PPS6 (2.34) suggests that only growth from expenditure can be considered to be quantitative need. However, from my reading of post PPS6 SoS decisions

in Swindon and Birmingham she is not applying such a strict interpretation.

- 2.2 In the Scarborough context such an approach would probably not generate sufficient quantitative need to support very much new floorspace for either goods category due to the small population of the town and its catchment (c. 80,000). The 2007 Scarborough Retail Study (SRS) identified a degree of quantitative need for both goods categories based on expenditure growth. In addition for convenience goods the SRS identified a degree of overtrading at the out-of-centre Morrisons superstore that could be utilised as quantitative need for more central proposals. For comparison goods the SRS identified a degree of leakage that could be realistically be clawed back as quantitative need.

Expenditure Growth

- 2.3 If prospective applicants are not utilising the SRS as published and intend to update it then to demonstrate expenditure growth they should purchase the latest expenditure figures for the Scarborough study area from MapInfo or Experian Business Strategies (EBS) and project this forward from the base year (2009) to the design year (2014 maximum study period) using the most cautious forecast rates recommended by those companies (or OEF in the case of Mapinfo). There should be no retrospective claims on growth between 2007 and the base year of 2009.
- 2.4 The assessment should also be undertaken for comparison goods and an indication of the amount and class of comparison goods floorspace and likely turnover within the proposed store should be provided.

Clawedback Leakage

- 2.5 To demonstrate leakage applicants should utilise the household survey used in the SRS. If new surveys are commissioned then they should utilise the same postcode area based zones to allow comparison to be made with the SRS and they should ask similar questions to the SRS e.g. the same classes of comparison goods.

Overtrading

- 2.6 To demonstrate overtrading the SRS household survey derived turnovers should be compared to the expected turnovers based on national company averages published by Mintel and / or Verdict. The SRS floorspace figures for the town centre and borough should be updated in full consultation with the Council to take account of new stores such as the Castle Road Tesco Express that have opened since then. Where published national company averages are not available for smaller stores sales densities should be based on the SRS and agreed with the Council.
- 2.7 The comparison goods floorspace in the supermarkets can be discounted from the assessment but the amount of floorspace given over to these goods, using a MapInfo or EBS definition, should be agreed with the Council if there is any departure from the ratios shown in the SRS.

Study Area

- 2.8 The study area should be based upon the SRS zones that comprise the PCA and SCA for Scarborough and also the Filey zone. Estimates of inflow expenditure from beyond the study area should be based on the SRS unless updates of the visitor / tourist spending surveys it is based upon are provided.

Study Period

- 2.9 PPS6 (3.10) advises a study period of no more than five years is used in supporting retail statements and this should be the maximum period utilised. There should be no retrospective claims on expenditure growth between 2007 and 2009.

Base Population Figures and Projections

- 2.10 If the SRS figures are not used these should be based upon the MapInfo / EBS extractions from the 2001 Census for the same study area.

Base Expenditure per Head Figures and Projections

- 2.11 As stated earlier, if the SRS figures are not used these should be based upon the latest (2007 or later) MapInfo / EBS extractions from the ONS Family Expenditure Survey (Blue Book) for the SRS study area. Projections forward to the design year (2014 maximum) should use the most cautious forecast rates recommended by those companies (or OEF in the case of Mapinfo).
- 2.12 The retail statement should take into account other claims on the expenditure growth such as turnover efficiency improvements in existing floorspace (PPS6 2.34) and these should be based on the latest EBS recommendations. Other claims on expenditure growth will include committed convenience goods proposals (Council can provide details) in the study area and also leakage that cannot realistically be clawed back.
- 2.13 Special forms of trading (SFT) are included in the SRS expenditure projections and preferably should also be included in any update. If they are excluded then mail order, internet, market stall and other SFT purchases should also be excluded from the market share analysis.

Market Share Based Turnovers

- 2.14 The SRS calculates the turnover of existing floorspace based upon the household survey and any update should do likewise. If new surveys are commissioned it is suggested that non-responses to second choice destinations for example are excluded from the analysis. Any allowance for inflow expenditure should be based on the SRS or a new survey of visitors / tourists to the town centre.
- 2.15 In addition to questions on mainfood and top-up destinations any new household survey should ask the same class of goods questions as the SRS survey. New survey might also ask about the use of town centre and local shops for food shopping and frequency of visits.

Benchmark Turnovers

- 2.16 As previously stated, if the SRS is updated these should be based on the latest published data by Verdict and Mintel. If consultants want to adjust market share based turnovers in the light of expected or benchmark turnovers, before calculating overtrading and / or impact for example, then all adjustments should be explicit.
- 2.17 The Borough Council hold detailed floorspace figures for the town centre based on a survey undertaken in 2004. However, there are no recent comparable figures for convenience shops in smaller centres and parades in the study area and the consultants will need to undertake a survey of these facilities and forward results to the Council.

Economic Impact

- 2.18 The methodology for the impact assessment should build on the quantitative need (capacity) assessment and present the expected

turnover of the proposal and compare the future market share of the town centre and retail facilities in the study area in the design year without and with the proposal. The difference between the two scenarios is the potential impact of the proposal which is expressed as a percentage of the overall market share based turnovers.

- 2.19 If the SRS is utilised then a new line for the proposed store could be inserted into Table 7 and the trade draw / impact shown in new columns. The trade draw should be based, at least initially, proportionally on existing market shares shown in the penultimate column of Table 7. If the consultants then decide to gravity model this to draw more trade from comparable sized stores in the study area and / or closer stores then all assumptions should be explicit as should assumptions about the level of trade drawn from outside the study area and / or clawedback leakage.
- 2.20 In addition a detailed update of the SRS health check of the town centre should be undertaken using PPS6 (4.4) indicators of vitality and viability.

3.0 Qualitative Assessment

- 3.1 In addition to calculating overtrading levels the retail statement could present an updated analysis of the SRS recording of the geographical distribution of retail floorspace in the study area. Any new household and / or visitor survey might include questions on residents' views on the current offer (both convenience and comparison) in the town centre and town generally. However, questions should not be leading and there should be no prompting from market researchers. If a new survey is commissioned the questionnaire should be agreed with the Council in advance.

4.0 Appropriateness of Scale

- 4.1 The quantitative and qualitative need assessment should indicate whether the proposal is of an appropriate scale to the centre it seeks to serve i.e. Scarborough. In 2011 the SRS identified capacity for c. 1,100 sq m (net) of floorspace at a 'big four' supermarket company average sales density or c. 2,300 sq m (net) of floorspace at a discounter / convenience operator company average sales density. In 2016 this capacity would support c. 1,700 sq m (net) of floorspace at a 'big four' supermarket company average sales density or c. 3,500 sq m (net) of floorspace at a discounter / convenience operator company average sales density.
- 4.2 Given the development of new convenience goods floorspace in the town centre since 2007 it is not expected that this capacity will have increased and is more likely to have fallen. Therefore a fourth superstore in the town on the Dean Road site could not be supported and would be of an inappropriate scale. The relocation / expansion of an existing superstore on the site might be appropriate if there is sufficient quantitative need to support it. Alternatively the site might be developed for a smaller supermarket in line with the SRS recommendations.

5.0 Sequential Approach

- 5.1 If need is demonstrated for the proposal then the sequential approach to site selection must be satisfied. In addition to any town centre and edge-of-centre sites that might be identified by the Council the consultants must consider other out-of-centre sites that might be sequentially preferable in terms of guidance in PPS6 (2.44).
- 5.2 The main urban area of Scarborough should be the focus of the search for sequential sites and out-of-town sites (as defined in PPS6 Annex A) need not be considered. All sites must be considered against the three tests of the sequential approach (suitability, viability and availability) set out in PPS6 (3.19).

- 5.3 The SRS identifies four town centre sites that may be available for smaller scale retail developments or disaggregated elements of larger proposals. Applicants should provide justification for why their proposals cannot be disaggregated and particularly proposals for large scale superstores with significant areas of floorspace given over to comparison goods especially where the prospective operator has a comparison goods only format.

6.0 Impact

- 6.1 It is considered that SRS Table 7 for convenience goods and Table 20 for comparison goods will form the best base for a trade draw assessment. The floorspace of the proposal could be inserted as a row into the tables and the likely trade draw, based on survey evidence (shown in penultimate column), and potential impact could be added as columns to the end of the table.
- 6.2 In addition to the quantitative assessment of impact set out above, the applicants need to consider the other PPS6 (3.22) impact tests:
- The extent to which the development would put at risk the spatial planning strategy for the area.
 - The likely effect on future public or private sector investment needed to safeguard the vitality and viability of the town centre;
 - The likely impact of the proposed development on trade / turnover and on the vitality and viability of existing centres within the catchment area of the proposed development;
 - Changes to the range of services provided by centres that could be affected;
 - The likely impact on the number of vacant properties in the primary shopping area;
 - Potential changes to the quality, attractiveness, physical condition and character of the town centre and to its role in the economic and

- social life of the community; and,
- The implications of proposed leisure and entertainment uses for the evening and nighttime economy of the centre.

- 6.3 An update of the town centre health check contained in the SRS using PPS6 (4.4) indicators of vitality and viability will also add to the understanding of the potential impact of any retail proposals on the site.

7.0 Access

- 7.1 Any planning application will also be supported by a Transport Assessment (TA) and the Retail Statement should include a summary of accessibility issues outlined in the TA including proximity and frequency of public transport services and destinations served, walking and cycling access.
- 7.2 Of particular relevance to this site is the connectivity to the town centre and applicants should demonstrate how they intend to generate extensive levels of pedestrian linked trips to the town centre and by what route. Applicants should outline the distance from the front door to the PSA (as recommended in the SRS) and any barriers along the route. If the site is to be occupied by a relocated superstore then this exercise should also be undertaken for the existing store to allow comparison.
- 7.3 If claims are made for overall reductions in distances travelled by car in the Retail Statement then these should be quantified to the satisfaction of the Council in the TA.

8.0 Other Material Considerations

- 8.1 The consultants might want to include other specific local circumstances which they feel should be taken into account and these

should be fully justified in the report and also consider the current use of the site. PPS6 advises such issues might include physical regeneration, the net additional employment opportunities, economic growth and social inclusion. Employment benefits should be based on published company employment densities or, failing that, the English Partnerships Employment Density Manual. Social inclusion benefits should be justified with a socio demographic profile of the immediate area.

9.0 Conclusions

- 9.1 As the proposal could have a significant impact upon shopping patterns in Scarborough it is recommended that the detailed quantitative need and impact assessment outlined in this brief and preferably based on the SRS or an update of it are an appropriate level of supporting information. Compliance with this brief should produce a retail statement that is compliant with guidance in PPS6 and that can assist the Council in determining the planning application in support of this proposal. In the event that the revised PPS4 is published prior to the completion of the retail statement then agreement should be reached with the Council as to how best this could be incorporated.
- 9.2 If the applicants have any queries with the recommended approach then preferably these should be raised in advance of commissioning surveys, etc. The Council request that questionnaires are forwarded to the Council in advance of the surveys and also that the full survey results are made available to the Council. Queries should be directed via email in the first instance to mt@martintonks.com and the Council (Hugh.Smith@scarborough.gov.uk) copied into all correspondence.