

# Scarborough Borough Local Plan Review Issues & Options Consultation



*A great place to live, work & play*

## Sustainability Appraisal: Scoping Report

**Scarborough  
Borough Council**  
**August 2020**



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## Contents

## Introduction 1

## 1 Introduction

### 1 Introduction

**1.1** Scarborough Borough Council (SBC) is the local planning authority for the borough of Scarborough in North Yorkshire. SBC is in the process of reviewing its Local Plan which was adopted in July 2017. This covers the area outside of the North York Moors National Park which is under the North York Moors National Park Authority jurisdiction. The review of the Local Plan will set out guidelines for the development of the borough (up to 2038) and update the current Scarborough Borough Local Plan.

**1.2** Sustainability Appraisal is a process through which the sustainability of a plan under preparation is assessed. The Planning and Compulsory Act (2004) requires local planning authorities to carry out a Sustainability Appraisal of their Local Plan process. This is to compel local planning authorities to work towards achieving sustainable development thus enabling residents to satisfy their basic needs and enjoy a better quality of life without compromising quality of life for future generations. Sustainability Appraisal addresses social, economic and environmental issues and should commence at the same time that work on the Local Plan starts.

**1.3** Under the Environmental Assessment of Plans and Programmes Regulations (2004) it is a requirement that plans (setting a framework for future development consent and likely to have significant environmental effects) are subject to Strategic Environmental Assessment. Local planning authorities are required to carry out a Strategic Environmental Assessment of their LDF under these regulations.

**1.4** This draft update has been prepared following best practice and guidance which is set out in:

- Planning Practice Guidance (PPG) – Strategic Environmental Assessment and Sustainability Appraisal (DCLG updated 2015);
- A Practical Guide to the Strategic Environmental Assessment Directive (ODPM , 2005) (the SEA Guidance);
- Strategic Environmental Assessment: Improving the Effectiveness and Efficiency of SEA/SA for Land Use Plans (RTPI , 2018)

**1.5** These indicate that the Local Plan SA Scoping Report should include:

- A review of relevant plans, programmes and policies;
- Baseline information about Scarborough Borough;
- Identification of key issues and problems that can be affected by planning policies; and
- A draft sustainability appraisal framework, including a review of the SA objectives and indicators used to assess the Local Plan.

**1.6** The purpose of the SA Scoping Report review is to determine whether the SA objectives for the Local Plan need to be amended in light of:

- a. New and updated relevant plans, programmes and policies;
- b. New and updated baseline data; and
- c. Any changes to relevant sustainability issues and problems.

## Introduction 1

**1.7** SBC is undertaking a combined Sustainability Appraisal and Strategic Environmental Assessment of the review of the Local Plan.

**Important Note:** It is made clear at this point that the SA/SEA of the Local Plan review that will follow this Scoping Report at the draft stage (Reg 18) will only assess either new additions to the Local Plan or significant changes to existing content. Existing content can include policies, allocations and strategies. The SA/SEA will not assess those elements of the Local Plan where there has been no actual or material change to the content such including minor wording changes. Those elements of the Plan have already been through the Examination in Public process and found to be sound.

**1.8** For ease the combined approach is simply referred to as Sustainability Appraisal throughout this Scoping Report. The purpose of this Scoping Report is to present the findings of the scoping stage in a manner that can be used for consultation. This report has the following format:

- **Chapter 1. Introduction**
- **Chapter 2. Background:** Details the background to Local Plan being prepared/reviewed by SBC.
- **Chapter 3. Sustainability Appraisal Process:** Provides an overview of the Sustainability Appraisal methodology adopted, including details of the consultation process (to be) undertaken.
- **Chapter 4. Links to Relevant Plans and Programmes:** Provides analysis of the relationship of the Local Plan to other plans and programmes from the national to local level.
- **Chapter 5. Social, Economic and Environmental Baseline:** Describes baseline conditions for various social, economic and environmental parameters and identifies key sustainability issues that must be considered during the preparation of the Local Plan and in the Sustainability Appraisal process.
- **Chapter 6. Sustainability Appraisal Objectives:** Provides details of the Sustainability Appraisal objectives against which the Local Plan will be assessed.
- **Chapter 7. Next Steps:** Details the further stages of work to be carried out as part of the Sustainability Appraisal process.

### Consultation

**1.9** The Council is consulting on this document to ensure that the correct sustainability issues have been identified and that the proposed SA objectives are appropriate for use through the review of the Local Plan.

**1.10** The statutory consultees for this process will be asked to provide comments on this draft scoping report, these being the Environment Agency, Historic England and Natural England. We will also consult with other groups and organisations at this stage including Town and Parish Councils.

**1.11** Comments should be sent to the Council by one of the following methods:

- Online comments at: <https://scarborough-consult.objective.co.uk/kse/>

## 1 Introduction

- Email: [localplan@scarborough.gov.uk](mailto:localplan@scarborough.gov.uk)
- Write to: Planning Policy & Conservation, Town Hall, St Nicholas Street, YO11 2HG

**All comments should be received by 5pm on 6 November 2020.**



## Background 2

## 2 Background

### 2 Background

#### Study Area

**2.1** The borough of Scarborough is located in North Yorkshire on the east coast. It shares borders with Redcar and Cleveland borough to the north, Hambleton and Ryedale districts to the west and the East Riding of Yorkshire to the south. Due to the extent of the North York Moors National Park which has its own plan, the actual area covered by the Scarborough Borough Local Plan does not physically adjoin Redcar and Cleveland or Hambleton.

**2.2** The borough covers an area of 81,654 hectares with a population of around 108,800 (Census 2011). Approximately three quarters of the population live within the main urban settlements of Scarborough (circa 60,000), Whitby (circa 13,000) and Filey (circa 7,000). The major link to the strategic road network from the borough of Scarborough is via the A64 (T) to York and the A1. The coastal route, which consists of A165 to Bridlington and Hull and the A171 to Teesside is also considered to be of importance.

**2.3** The North York Moors National Park dominates the western portion of the borough with over half of the designated area lying within the borough of Scarborough. The Scarborough Borough Local Plan only covers those areas of the borough not within the National Park. The coastal areas of the borough are more urban in nature and tourism forms a substantial part of the local economy, with a large proportion of the workforce employed in this industry.

#### Scarborough Borough Local Plan

**2.4** The Scarborough Borough Local Plan was adopted in July 2017. The Plan set out objectives and a policy framework that was designed to guide future development and investment decisions in the borough of Scarborough. It set out policies that address the provision of new housing (market and affordable), the growth of the local economy and directing employment opportunities, the provision of community facilities including open space and recreational opportunities and supports the delivery of new infrastructure. This is considered alongside measures that safeguard the countryside, the natural and built environment (heritage), adapt to climate change and seek to step up design quality.

**2.5** The Plan is also a development management tool being the starting-point for considering whether planning applications should be approved or resisted.

**2.6** Local Plans need to be kept up-to-date and relevant. The PPG (Paragraph: 008 Reference ID: 12-008-20140306) states that most Local Plans are likely to require updating in whole or in part at least every five years. In light of the above a report was considered by Council in July 2019 (19/119) that proposed a review of the Local Plan. This was agreed and set out a timetable for the review in the Local Development Scheme. The proposal is to consult on the first stage of the review in the summer of 2020, produce a plan for the period up to circa 2038 and aim for adoption by 2023/24.

## Sustainability Appraisal Process 3

## 3 Sustainability Appraisal Process

### 3 Sustainability Appraisal Process

#### What is Sustainability Appraisal?

**3.1** Sustainability Appraisal is a process through which the sustainability of a plan under preparation is assessed. The Planning and Compulsory Purchase Act (2004) requires local planning authorities to carry out a Sustainability Appraisal of their Local Plan process.

**3.2** The SA should focus on what is needed to assess the likely significant effects of the Local Plan. It should consider the environmental, economic and social impacts that are likely to be significant. The SA should be carried out to a level that is considered appropriate for the content and level of detail in the Local Plan.

#### What is Strategic Environmental Assessment?

**3.3** Strategic Environmental Assessment (SEA) is a requirement of the EU Directive 2001/42 on the Assessment of Certain Plans and Programmes on the Environment more commonly known as the SEA Directive. The objective of the SEA Directive as stated in Article 1 is:

*“...to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans ... with a view to promoting sustainable development....”*

**3.4** The SEA Directive was brought into effect in the United Kingdom (UK) on 21 July 2004 through the Environmental Assessment of Plans and Programmes Regulations. Local planning authorities are required to carry out an environmental assessment of their Local Plans under these regulations.

**3.5** Sustainability Appraisal addresses social and economic issues but also takes into consideration environmental issues. Although the statutory requirements for carrying out Sustainability Appraisal and SEA are distinct it is possible to satisfy both through a single but integrated Sustainability Appraisal process. Such a joint approach is advocated in Government guidance. For ease the combined SEA and Sustainability Appraisal process is simply referred to as Sustainability Appraisal throughout this Scoping Report.

#### Method of Sustainability Appraisal

**3.6** The PPG includes a flow chart for the SA process which sets out the relationship with the preparation of the Local Plan and is replicated in Figure 1 (below). This report represents Stage A, the scoping stage, of the process. Each sub stage (A1 to A5) is completed in a separate chapter throughout the remainder of this document. The scoping stage must identify the scope and level of detail of the information to be included in the SA report. Its key aim is to help ensure that the SA process is proportionate and relevant to the Local Plan proposals being assessed.

## Sustainability Appraisal Process 3

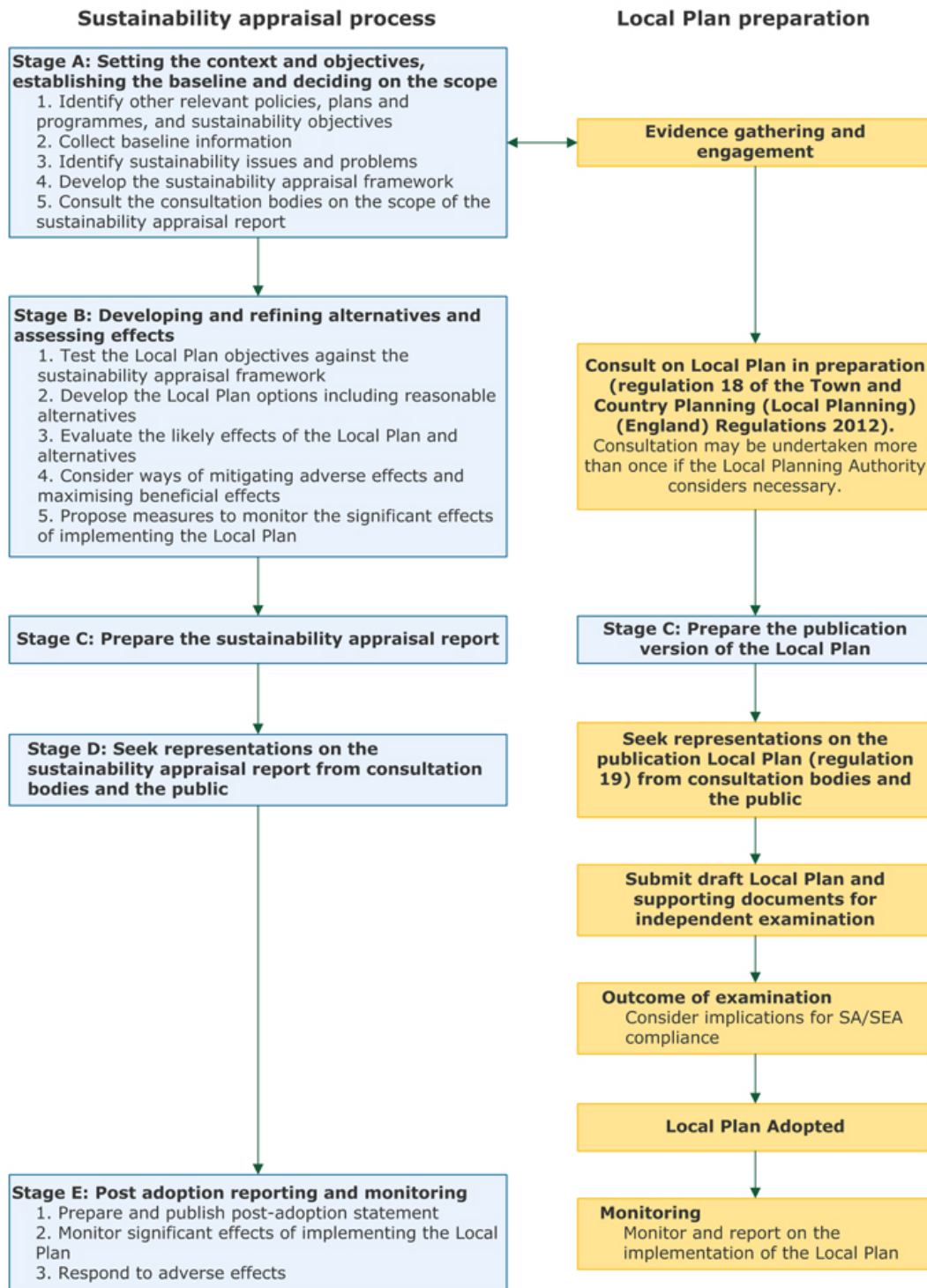


Figure 3.1 SA Flowchart

**3.7** The following sections will provide more information on the individual components of Stage A.

## 3 Sustainability Appraisal Process

## Plans, Programmes and Policies 4

## 4 Plans, Programmes and Policies

### 4 Plans, Programmes and Policies

#### Stage A1: Identifying other relevant plans, programmes and policies.

4.1 This part of the report will :

- Assess the relationship of the Local Plan with other relevant plans, programmes and policies;
- Summarise the sustainability objectives of these plans, programmes and policies; and
- Determine how these will be taken into account when preparing/reviewing the Local Plan.

4.2 During the previous plan production a number of existing plans were identified and reviewed in order to determine any links with the Scarborough Borough Local Plan (LDF at the time) process. This was as the Local Plan would affect, and be affected by, a range of plans, programmes and policies both from within and outside of the borough.

4.3 Although the Local Plan was only adopted in July 2017 the majority of the SA work predated that time and it is appropriate to ensure that the most up to date plans etc are considered in this work. A number of plans, programmes and policies have been deleted, updated or replaced over the intervening period. A review of these documents has been completed and presented in Appendix 1.

4.4 The SEA Guidance recognises that no list of plans or programmes can be definitive. As a result, this report describes only the key documents that may influence the preparation of the Local Plan. The most important plans, programmes and policies for the Local Plan are the National Planning Policy Framework (NPPF), online Planning Practice Guidance (PPG) which are then supported by local evidence base studies.

#### Question 1

##### Scoping Report Questions

The list of plans, programmes and policies is listed in Appendix 1. Do you consider this to be a suitable and comprehensive list or are there any others that you think should be referred to that inform the Sustainability Appraisal of the review of the Scarborough Borough Local Plan?



## Baseline Data 5

## 5 Baseline Data

### 5 Baseline Data

#### Stage A2: Collecting Baseline Data

**5.1** It is important to understand the baseline data for the area especially in relation to the areas of social, economic and environmental characteristics. The evidence collected is required to determine:

- The current situation and if trends suggest that it is improving or getting worse.
- The current situation in relation to established thresholds or targets.
- If any particularly sensitive or important elements of the environment are likely to be affected including people or habitats.
- If the current problems are reversible or irreversible, temporary or permanent, and the practicality of improving the current situation.
- If there have been any significant cumulative over time effects and if there may be such effects in the future.

#### Data Gaps and Problems

**5.2** It is a requirement of the SEA Directive that any difficulties encountered in compiling baseline data are recorded. It is important that any data gaps are identified as new data (or data in a different format to that currently available) may need to be collated for Local Plan monitoring purposes.

**5.3** Specific areas where data gaps and problems were noted are as follows:

- comparable crime data is difficult to source as it generally only comprehensively available at constabulary level (in this case North Yorkshire);
- some education data is not currently available at the local level, however, it is available at a county level so some comparisons can be made regionally and nation-wide.

#### Scarborough Borough Locality

**5.4** Scarborough Borough encompasses the whole of the coast of North Yorkshire. It covers an area of 81,654 ha or 817 km<sup>2</sup> (315 miles<sup>2</sup>), of which 62% is within the North York Moors National Park. It has 69 km (43 miles) of coastline, a major part of which is defined as Heritage Coast. The Borough Council's Local Plan covers the area of the borough outside the National Park. The three main coastal towns, Scarborough, Whitby, Filey account for around 75% of the borough's population. The Borough also covers an extensive and sparsely populated rural hinterland, with the Esk Valley and its communities to the north and part of the Vale of Pickering and Wolds fringes in the south.

**5.5** The borough is bounded by the East Riding Of Yorkshire to the south, Redcar and Cleveland to the north and Ryedale to the south west. It is also bounded to the west by Hambleton, however, this area does not bound the actual planning area as it is separated by the North York Moors National Park. The east of the borough is bounded by the North Sea. The settlement plan for the borough is shown overleaf.

Baseline Data 5

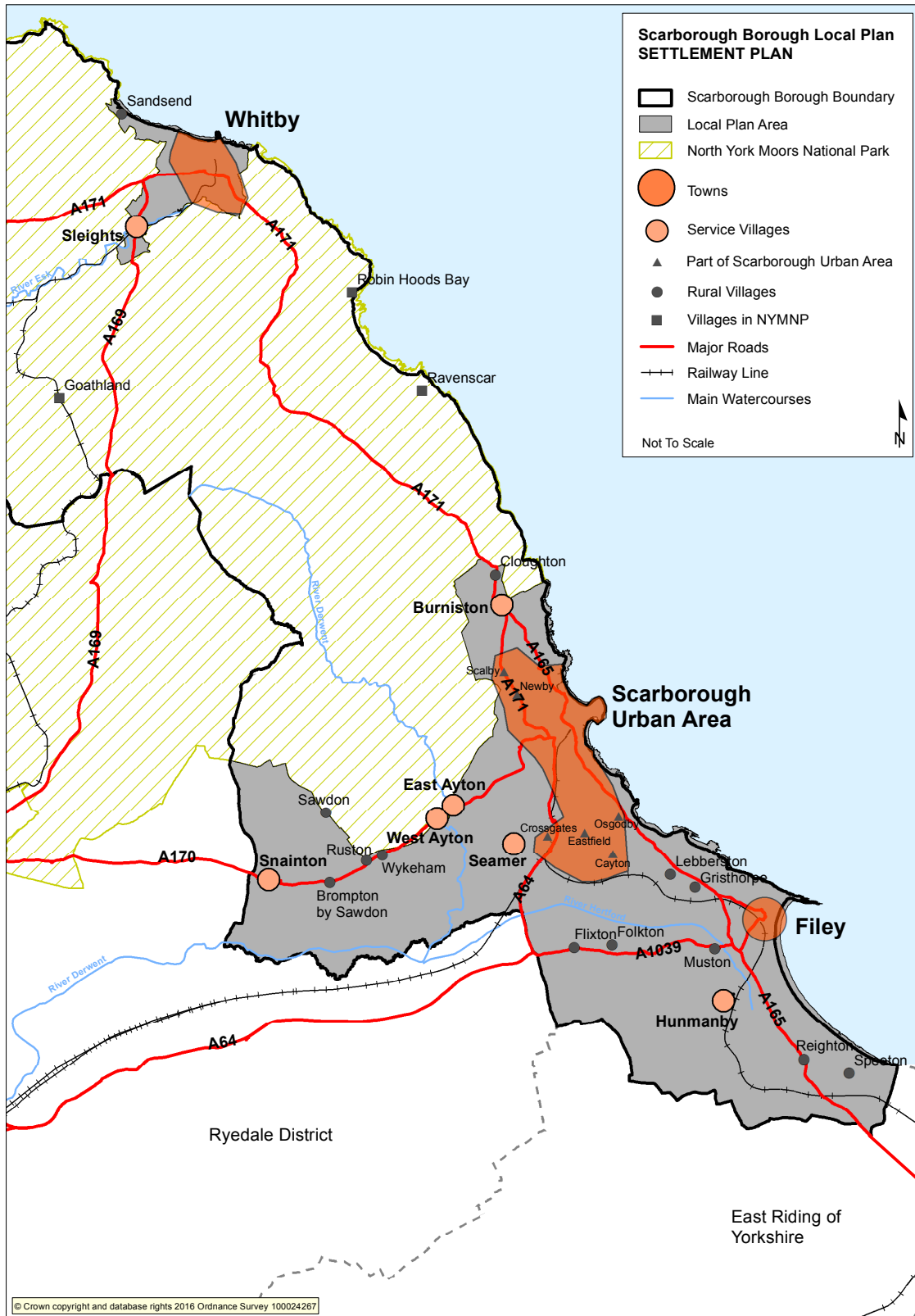


Figure 5.1 Settlement Plan

## 5 Baseline Data

**5.6** The borough occupies a peripheral location in the region being remote from large centres of population and having limited road and rail communications. The most important link is the road and rail corridor of the A64 and Trans-Pennine rail link. The Trans-Pennine line provides an hourly service direct to York (the Yorkshire region's most popular tourism destination with East Coast main line connections to London), Leeds (the region's economic hub), Manchester and Liverpool. In terms of road links, the A64 has strategic importance as the main route from York, with the A171, A170 and A165 also significant routes within the borough. The inadequacy of this east-west link (A64) and the poor communication links between Teesside to the north and Humberside to the south contribute to major accessibility problems.

### Social Indicators

#### Demographics

**5.7** Most of the population of Scarborough borough live in the towns of Scarborough, Whitby and Filey on the coast. The population as of 2011 was 108,800 which represented a modest increase from the 2001 Census.

**5.8** The population of Scarborough borough has increased at a much slower rate than both the region and England as a whole. More recently since 2011 the projections would suggest this has flatlined, if not contracted slightly up to 2018. The projected figures do however predict a step-change from 2018 onwards with a more rapid increase in population growth predicted, a change which will be confirmed (or not) through the Census in 2021.

**5.9** A stagnation in population as has been experienced over a long period would suggest an issue with an unbalanced population although the future projections suggest that this may start to change over the coming 15 to 20 years.

**5.10** These latest forecasts are taken from the 2018-based population projections released in March 2020. Previous projections suggested a further fall in population by 2020 albeit modest, however, this latest release predicts that the population of the borough will have increased to 109,422 by 2020 (the date of this report). Projecting further forward it proposes a population of circa 113,500 by 2038 (the proposed end date for the reviewed plan). This is a substantial increase from previous projections shown below:

- 108,300 from 2016-based population projections; and
- 109,700 from the earlier 2014-based population projections.

**5.11** It equates to around 4,000 persons more than the previously accepted 2014-based figures and even more compared to the 2016 projections though those latter figures were later, to a large extent, dismissed by the Government.

**5.12** In 2011, the borough had a population density of 1.33 persons per hectare. The population density for England was 4.29 persons per hectare and 0.74 for North Yorkshire in 2011. The area has lower population per sq mile than the region and the country but higher than North Yorkshire as a whole. The baseline data uses Scarborough borough as a whole which extends beyond the planning area and it the North York Moors National Park area.

## Baseline Data 5

**5.13** As of the latest projections (2018-based), the borough of Scarborough continues to show an ageing population, with 26.9% being 65 and over, compared to a national average (England) of 18.2%. This increase in the elderly population has continued since the previous Census raising concerns about the outward migration of young people from the borough (due to a narrowing employment base and reliance on low wage / low skill employment) and the potential for increased pressure on health and care services.

**5.14** The above factors especially the ageing population is likely to have an impact on the housing market for the borough. Whilst current policies in the Local Plan encourage a diverse housing offer the likely continuation of the ageing population should be better reflected in any revision both in terms of the type of housing required (extra care schemes, bungalows, etc) and in terms of the provision of lifetime, adaptable and accessible homes.

**5.15** This suggests that there is an unbalanced population compared to both the regional and national average and in addition to housing implications may also affect the economy in terms of the available workforce.

**5.16** Although the area has a greater proportion of elderly persons, the area also has a life expectancy below that of the county and country for both males and females. It is comparable to the region and probably reflects the fact of Scarborough borough having a higher number of deprived areas than other districts in the North Yorkshire sub-region.

### Implications for Plan Review 1

#### Demographics

Many of the issues highlighted above will also be covered under other topic headings, however, the following are issues that need consideration:

- i. The ageing population will have an impact on the form and type of housing required to house the population including the provision of care homes and other forms of specialised accommodation;
- ii. With an ageing population comes matters the potential issue of an inadequate working age population and the need to ensure a balanced population to support the economy.

### Housing

#### House Types

**5.17** The Census for 2011 shows that the borough's housing stock is dominated by semi detached properties (30%) and comparably high levels of flats and apartment (26%). This is followed by detached dwellings (22%) and terraced houses (22%).

## 5 Baseline Data

**5.18** The house type breakdown closely follows the national picture but differs somewhat from the county and region. The area has substantially more flats than both the county and regional average though this is likely related to the geographical position of the borough. The higher than average proportion of flats and apartments is considered to be a reflection of two opportunities that exist in this area:

- i. the long standing tradition of 'retiring to the coast' and the demand for flats and apartments near to the seafront; and
- ii. the availability of historically large houses, guest houses and hotels which tend to be too large for modern day occupation as single dwelling houses.

**5.19** The latter of these has allowed the delivery of properties to meet the demands of (i) in addition to a greater level of flatted stock for the local market including Houses in Multiple Occupation (HMOs). Additionally, recent years have seen an upsurge in the redevelopment of many 'brownfield' sites, especially within central Scarborough, with high density flat schemes. The breakdown of house types will be important to determine future requirements once the updated SHMA has been completed and future demands are understood.

**5.20** The 2015 Household Survey of the Strategic Housing Market Assessment (SHMA) provides a measure of dwelling size utilising the number of bedrooms in each home. This analysis indicates that Scarborough's stock profile comprises predominantly larger dwellings with three or more bedrooms, with 38% of properties having three bedrooms and 17.7% having four or more bedrooms. 31.6% of properties have two bedrooms, and bedsits/one bedroom properties (12.7%) being less prevalent within the profile.

**5.21** There is a higher proportion of smaller properties (1 and 2 bed) in the borough than county, region and England. This likely equates to the higher numbers of flats and relates to the cumulative effect of an ageing demographic in the borough, retirees to the coast and the demand for HMOs and small rented flats by some sectors of the local demographic.

**5.22** In 2004 prior to stock transfer 54% of local authority stock was classed as non decent. The housing stock is now controlled by Beyond Housing (formerly Yorkshire Coast Homes) who have confirmed that 100% of their stock now meets Decent Homes Standard following a comprehensive improvement and investment programme.

### **House Occupancy Rate**

**5.23** The 2011 Census data identified that across the borough the average household size (the number of persons per dwelling unit) is 2.15 people, which is much lower than the county average of 2.27. Projections have shown that this is expected to continue to shrink towards 2 persons per household. The average household size is significantly lower than both the county and England and is projected to continue to reduce. The borough's occupancy rate currently stands at around 2.13 persons per dwelling and is predicted to reach 2.00 by 2042. The county level is 2.24 and England 2.37 with both predicted to reduce to 2.09 and 2.26 respectively by 2042.

**5.24** Changes in the way people live their lives is contributing to the shrinking size of households. Higher rates of divorce means that families split into smaller groups and live separately. One of the main contributors in this area is also considered to be the number of

## Baseline Data 5

elderly residents combined with increased life expectancy. This means that elderly people spend longer living alone after the death of a partner. This is a further indicator that such trends and their impacts on housing requirements (by type) require consideration through the plan review.

### **House Prices**

**5.25** While the average house price is lower than that of England as a whole, the latest Strategic Housing Market Assessment (in the process of being updated) and the Rural Housing Enabler for SBC has identified that there is a need for more affordable housing across the borough, particularly in rural areas (see para 5.37 Affordability).

**5.26** During the previous plan preparation it was suggested that houses in the borough are increasingly being used as second homes and holiday lets and that this is leading to the gradual dispersion of communities and had an adverse impact on property values (increased); participants felt that housing should be designed to meet local needs. With the increasing prevalence of models such as AirBnB this may need further research.

**5.27** For the purposes of reporting a number of sources have been used to build up a picture of house prices including data from Rightmove and the UK House Price Index. The latest information on house prices sourced from Rightmove for the local area includes the following:

- The majority of sales in Scarborough during the last year were semi-detached properties, selling for an average price of £167,655. Terraced properties sold for an average of £127,614, with flats selling at an average of £112,215.
- The overall average house price in Scarborough was £159,517. Overall sold prices in Scarborough over the last year were down a small amount compared to the previous year but longer term trends show a 3% increase on the 2008 level of £154,566.
- Most of the sales in Whitby over the past year were terraced properties which on average sold for £187,412. Flats had an average sold price of £136,615 and semi-detached properties averaged at £201,564.
- The overall average house price in Whitby was £188,266 which is similar to the previous year and 2008 when they averaged at £189, 887.
- Most of the sales in Filey over the past year were semi-detached properties which on average sold for £166,776. Detached properties had an average sold price of £228,903 and flats averaged at £116,653.
- The overall average house price in Filey was £165,998 which is up on £157,552.

**5.28** There are clear concentrations of higher values outside of the urban areas of Scarborough, Whitby and Filey. House prices in the rural areas and Whitby are significantly higher than in some wards in Scarborough town. According to the SHMA 2015, the distribution of median house prices during 2014 indicates relatively lower prices in Castle, Woodlands, Falsgrave Park, Eastfield and Weaponness wards and relatively higher prices in Esk Valley, Fylingdales and Scalby, Hackness and Staintondale wards. However, on average, prices in the borough remain considerably lower than the regional and national average but then so do average wages (see para 5.70).



## 5 Baseline Data

**5.29** Considering house prices in the wider area, North Yorkshire, with an overall average price of £233,582 was more expensive than nearby West Yorkshire (£186,155), East Riding Of Yorkshire (£180,457) and South Yorkshire (£169,391).

**5.30** According to the UK House Price Index, the average house price in England was £246,728 in June 2019, which is a small decrease on the previous year.

**5.31** Other data is also available on the ONS website which relates to median house prices. Whilst these differ from the locally derived Rightmove figures the actual comparisons with other areas remains constant. The house prices for the borough are consistent with the region but considerably lower than the country.

**5.32** Rental costs (private) are lower in the borough than the county, sub-region and country being in the region of £500 per month. Whilst this would appear a positive it has to be considered in the light of earnings which do tend to be lower than average earnings due to unskilled work and seasonal employment.

**5.33** The affordability of housing across the borough needs to be considered in terms of the affordable housing policy in the review of the plan. Whilst the affordability ratio is lower than the average for the county and country, it is higher than the region. Notwithstanding that it is not as severe as North Yorkshire as a whole this still suggests that the area has a problem of affordability. This can be related to both the low wage economy and/or seasonal nature of of employment in addition to the relative cost of housing.

### **Home Ownership (Tenure)**

**5.34** Scarborough has a high percentage of 'owned: owned outright' properties (39% Census 2011) that is comparable to the county average and above the overall average for England. The main reason for this is likely linked to the age profile of the area which has a high proportion of 60 plus residents; either persons who have lived and worked in the area (and paid off their mortgage) or those who have decided to retire to the coast and purchase a property outright. There is also a number of second homes in the area which may contribute further to this trend. A further 27% own a property with a mortgage.

**5.35** The private rented sector now accounts for around 19.5% of all households. The largest concentrations are within the inner urban areas of Scarborough, where around 45-50% of the stock is privately rented, the majority of which is either flats or Houses in Multiple Occupation (HMOs). The other form of rented (social from a Registered Provider) accounts for over 10% with a further 13% unoccupied at the time of the last Census. The Borough Council has specifically tried to address vacant and unoccupied properties and successfully reduced the number of vacant properties in recent years.

**5.36** Overall, based on survey evidence and as a proportion of those properties occupied, the tenure profile of Scarborough Borough shows that 66% of dwellings are owner-occupied, 20% are private rented (including tied accommodation), 12% are rented from a social housing provider and 0.6% are intermediate tenure dwellings. The trend appears to have been fairly constant with the only significant increase since the previous census (2001) being owned with a mortgage.



## **Affordability**

**5.37** According to the ratio of house price to residence based earnings study carried out by the Office for National Statistics, average house prices in the Scarborough Borough have risen by 14.25% since 2011 (up to 2018). This is lower than the County average of 18% and also significantly lower than the increase in England & Wales of over 30%.

**5.38** The affordability of housing locally has long been a huge issue to address. In 2011, households in the borough would have to earn around 6.44 times the average annual income to be able to afford a home at the lower end (lower quartile) of the market. This had actually fallen to 6.28 times the average annual income by 2018. Notwithstanding the small fall affordability remains a critical issue.

**5.39** Average weekly rental costs in the borough (private registered provider) are the lowest in the county and lower than the national average. The 2018-19 average in the borough was £83.45 with the county at £89.42 (Harrogate significantly higher) and the England average at £95.12. The rent in Scarborough has increased by around 12.5% since 2011 up to the latest figures for 2018-19. Other than Ryedale this is the lowest increase in the County.

**5.40** The Scarborough Borough Strategic Housing Market Assessment 2015 (SHMA) highlighted an ongoing need for affordable housing. It identified that 552 affordable properties needed to be delivered annually over a five-year period to meet the backlog and address the arising need for affordable housing. The SHMA will be reviewed shortly and the updated evidence will be fed into the review of the Local Plan.

**5.41** Since 2011 (the date of the current plan runs from) 825 affordable homes have been delivered via the planning process within the Scarborough Borough Local Plan area: This equates to 23.1% (of gross completions) or 24.9% (of net completions) of homes constructed.

**5.42** In addition to the above delivery of affordable housing a further 278 affordable homes have been delivered through non-planning means taking the overall total to 1103 which equates to 30.9% (of gross completions) or 33.3% (of net completions) of the total homes delivered in that period.

## 5 Baseline Data

### Implications for Plan Review 2

#### Housing

The baseline information for housing raises a number of issues that should be considered through the Local Plan review and these include:

- i. The reductions in household size, if to continue as projected, will potentially require more housing to home the same population. Does this indicate we need more homes and/or the delivery of more homes with fewer bedrooms (smaller units).
- ii. House prices, whilst substantially lower than national averages, are relatively high compared to average earnings. This points to the need for more affordable accommodation in the form of affordable rented housing and low cost homes to buy (discount for sale or first homes). The updated SHMA will be critical to provide the up to date evidence that is needed to review existing policy and associated requirements.
- iii. Has second home ownership increased and/or holiday home ownership through such models as AirBnB and does this need to be considered in light of the Local Plan review and the impact on access to home ownership?

#### Crime

**5.43** While Scarborough borough traditionally has a low crime rate, levels of certain types of crime and disorder in Scarborough borough are higher than the averages for North Yorkshire as a whole. The Community Impact Team (Scarborough Borough) Partnership Plan (2019-2022) identifies that recorded crime is not distributed evenly across the borough. There are 'hot spots' of crime associated with areas of greater social disadvantage, such as within the towns of Whitby and Scarborough.

**5.44** The plan sets out the following priorities for the borough:

- Reduce crime and disorder
- Reduce anti-social behaviour
- Reduce alcohol and substance misuse
- Protect Vulnerable People

**5.45** The Council's Community Partnership Team collate limited locally derived crime statistics for the area from the North Yorkshire Police. The latest figures available are for 2017/18, 2018/19 and 2019/20 (up to December 2019).

**5.46** This local data (source NYP: Niche RMS) shows 2017/18 had 7683 incidents of recorded crime. This increased the following year to 9214 incidents; a 20% increase in reported incidents. The full data is not available for 2019/20, however, up to December 2019 the number of reported crimes stood at 7743 (an 13% increase on the same time the previous year).

**5.47** Castle Ward in Scarborough is a particular hotspot with over 25% of reported incidents in the area in both previous reporting years.

## Baseline Data 5

**5.48** The data in Appendix 2 is taken from annual statistics by police force which means that this goes down to North Yorkshire level. The crime rate for the county is significantly below that of the region and the country though there has been a larger % increase since the previous reporting year. Nationally this latest release across England and Wales (September 2019), suggests that the number of offences has remained constant following a long term trend of reduction in crime, with the exception of fraud. In terms of North Yorkshire the crime rate has followed the national trend by reducing and then levelling out.

**5.49** The Indices of Deprivation 2019 (see following section) also sets out indices for crime. Scarborough Borough ranks as 214 out of 317 with one being the worst for crime (or perceived).

### Implications for Plan Review 3

#### Crime

Information on crime statistics for the local areas are limited as the main data available is on a constabulary basis and therefore covers the North Yorkshire area as a whole. Notwithstanding this there is a general acknowledgement that 'designing out crime' is important and that at a time when design is being promoted by Government it is important that the 'secured by design' principles are considered in the plan review.

### Deprivation, Health and Education

#### Indices of Multiple Deprivation

**5.50** The Indices of Deprivation are produced by the Government ([www.gov.uk](http://www.gov.uk)) to identify areas of social and economic deprivation in England. The latest information provides measurements of deprivation in Super Output Areas across the country. Each electoral ward in England comprises a number of Super Output Areas consisting normally of between 100 and 150 households. There are 70 Super Output Areas in Scarborough borough. Out of these 9 are in the 10% most deprived areas in the country for overall deprivation. A further 11 are in the next 10% banding.

**5.51** Scarborough borough is in the top quarter of most deprived local authorities (ranked as 75 out of 317 local authorities) for average overall deprivation score. In addition, Scarborough borough is ranked as 41 out of 317 for local concentration of deprivation which indicates that Scarborough borough has certain 'hot spots' of deprivation. Deprived areas in the borough include Castle Ward, in the centre of Scarborough town; Eastfield Ward, to the south of Scarborough town; and Falsgrave Ward to the south west of Scarborough town.

**5.52** Since the previous scoping report the level of deprivation or at least its ranking has worsened meaning it is getting worse compared to other authorities.

## 5 Baseline Data

### Implications for Plan Review 4

#### Deprivation

Deprivation itself, or the most common causes of it, are tackled by the other matters covered in this section including access to housing, health, education, reduction of crime and perceived crime and job creation.

#### Health and Wellbeing

**5.53** Health related indicators suggest that there are a number of significant health issues in the borough of Scarborough. Much of the data below has been taken from the North Yorkshire Joint Strategic Needs Assessment (JSNA) (2019), Scarborough Borough Summary Profile.

**5.54** Life expectancy in the borough is below both the county and national average for males and females. It is the lowest in North Yorkshire for both sexes, with male life expectancy being 78.4, compared to 81.8 in Hambleton, and female life expectancy being 82.8, compared to 85.3 in Ryedale. The Public Health Annual Report demonstrates that the borough's rank of life expectancy (in relation to England and Wales) is actually decreasing (i.e. getting worse in comparison to the rest of the country). The Report also highlights that the rate of infant mortality in Scarborough borough has reduced from a peak in 2010-12 and is now below the national average.

**5.55** Further to the overall life expectancy statistics, healthy life expectancy data provides a picture of years spent in good health. ONS data shows that there are inequalities in this measure for both males and females between wards – with a direct correlation between levels of deprivation and both overall and healthy life expectancy. For example, not only is there an 11-year difference in life expectancy for males between Castle ward and Esk Valley wards, men in Castle ward can expect to live 56 years in good health (77% of their life), while men in Esk Valley ward spend 69 years in good health (83% of their longer life). Similarly, women in Hertford ward spend 63 years in good health, while women in Derwent Valley ward spend 71 years of their life in good health.

**5.56** The latest data from Public Health England (2016-18) also shows that the borough has higher incidences of mortality under 75 from cardiovascular diseases and cancer than the county and country average.

**5.57** In the 2011 census, 1.4% of people in Scarborough borough described their health as 'Very Bad' and 5.2% as 'Bad' compared to 1.2% and 4.2% respectively in England as a whole. 41.5% stated they were of very good health compared to the England figure of 47.2%. This shows a relatively close correlation with the national picture, albeit not as positive. The trend since the previous Census has been one of improvement with more people stating health was good and a reduced number choosing poor health.

## Baseline Data 5

**5.58** The 2011 Census highlighted that over 22% of persons had a disability which limited activities a lot (10.5%) or a little (12%). This has remained fairly constant since the previous Census in 2001 (a very small increase). Furthermore 29.5% of all households had at least one person with a long term health problem or disability.

**5.59** The fact that Scarborough borough has a higher proportion of persons not in good health and/or with limiting disabilities points to areas of deprivation and an unbalanced population in terms of the age spread.

**5.60** Inactivity is also an indicator of poor health. Two sources of information are available in respect of this; (i) "Turning the Tide of Inactivity" which was from 2014 (does not go down to borough level) and (ii) "Active Lives Survey" data from Sport England. The latest information available (Nov 2017/18) suggests that Scarborough borough is more active (and less inactive) than the county, region and England as a whole. This has been a substantial change over a short period of time as the area had higher levels of inactivity recorded for the period Nov 2015/16, with less people achieving the recommended 30 minutes of exercise 5 days a week.

**5.61** "Healthy Weight, Healthy Lives: Tackling overweight and obesity in North Yorkshire 2016-2026" (North Yorkshire Health and Wellbeing Board) provides useful data around obesity and describes why and where action is needed to address identified issues. In terms of child obesity, levels in year 6 pupils (aged 10 to 11 years) is recorded and the latest figures are available for the 2018/19 academic year. The level of obesity at this stage has stayed relatively level for the past 5/6 years and now sits at 32.42%. During that period there was a peak 2 years ago following which there has been a significant reduction. This local level is lower than the national level but higher than both the county and regional levels.

**5.62** For adults in Scarborough, excess weight levels were at 60% of people (aged 18+) in the borough for the period 2017/18. This is broadly similar to national (62%) and county data (61%) and is a significant reduction in levels compared to 2015/16 levels for the borough (70.3%).

**5.63** In terms of mental health, the percentage of individuals reporting depression or anxiety in Scarborough is higher (16%) than both the national (14%) and county (12%) averages. The borough has the same rate of individuals with long-term musculoskeletal disease who are also feeling depressed or anxious compared to the national average (both 24%). It has the second highest proportion of hospital admissions for intentional self harm in North Yorkshire (255 per 100,000), which is significantly higher than the national average (185 per 100,000); the proportion has increased since 2012/13. Suicide rates locally (16 per 100,000) are also described as being significantly worse than the England average (10 per 100,000).

**5.64** The Public Health Annual Report focuses on the need to address health inequalities in the area as the health of people in more deprived areas tends to be worse than in less deprived areas. The recommendations of the latest report are:

- Reduce health inequalities;
- Improve public mental health; and
- Embed a public health approach.

## 5 Baseline Data

**5.65** In addition to the above, the “North Yorkshire Joint Health and Wellbeing Strategy: 2015-2020” (North Yorkshire Health and Wellbeing Board) establishes priorities / key themes, around which health services across the county will be delivered; to ensure that people in all communities in North Yorkshire have equal opportunities to live full and active lives from childhood to later years. The five identified themes are entitled:

- Connected Communities;
- Start Well;
- Live Well;
- Age Well; and,
- Dying Well.

### Implications for Plan Review 5

#### Health

The information available on health suggests that there are issues to address in the borough. Whilst few matters are solely for the Local Plan to address it can play a part in the the wider process of tackling issues under this and the deprivation heading. The following are areas that can be considered through the plan review:

- i. Higher levels of mobility issues in the borough are an issue that needs consideration in the plan review. The integration of higher mobility standards in housing should be considered as is set out in the Housing: Optional Technical Standards (March 2015) in addition to the accessibility in the wider community;
- ii. Re-consider options to address issues of obesity. The Council has previously considered options for limiting new fast food takeaways in certain areas and such options may need to be considered again in light of the latest evidence and experience (success or failure) of other Local Authorities;
- iii. To ensure good access to open spaces and recreational opportunities, both as a means of providing opportunities for formal and informal exercise, which can play a role in improving both physical and mental health.

#### Education

**5.66** Schools are moving to a new method of achievement and no longer use the A\* to U classification. They now use a 9 to U classification under the heading Attainment 8. The latest provisional figures are shown in Appendix 2. Scarborough Borough secondary schools appear to have substantially poorer levels of achievement than the county, region and country. This is most pronounced when compared against the rest of North Yorkshire. In terms of the schools in the area some have a better performance than others.

**5.67** Scalby School is in the bracket of 'above average'. Caedmon and Eskdale in Whitby along with St Augustines in Scarborough fall within the bracket of 'average' compared to rest of the county with the latter performing better than the England average. The other schools at

## Baseline Data 5

Ebor (Filey), Pindar and Graham are classed as performing 'well-below average'. The table below shows the latest information on the local secondary schools compared to county and England averages. Source: [Gov.uk \(Compare School Performance\)](https://www.gov.uk/compare-school-performance)

School Name	Type of School	Progress 8		Grade 5 or above in English & Maths	Attainment 8 Score
		No. of Pupils in this measure	Score and Description (against County average)		
Scalby School	Academy	164	0.46: Above Average	55%	50.2
St Augustines	Maintained	113	0.09: Average	46%	47.7
Caedmon College	Maintained	131	0.04: Average	38%	45
Eskdale School	Maintained	88	-0.17: Average	32%	41
Graham School	Maintained	180	-0.69: Well Below Average	22%	35.5
EBOR Academy Filey	Academy	68	-0.86: Well Below Average	16%	34.2
Scarborough University TEC	Academy	71	-0.87 (Progress Score)	31%	36.7
George Pindar School	Maintained	120	-1.03: Well Below Average	18%	30.8
North Yorkshire Average	N/A	5924	0.1: Above Average of England	47%	48.7
England - State Funded Schools	N/A	512,929	0	43%	46.7
England - all Schools	N/A	N/A	N/A	40%	44.7

**Table 5.1 Local School Performance Comparison**

**5.68** North Yorkshire County Council are responsible for education in the borough. The North Yorkshire School Improvement Strategy (2018-2020) sets out their vision, priorities and targets for the provision of education in the county and therefore the borough.

**5.69** The County Council has provided up to date evidence on school capacity and this is set out in Appendix 2. It sets out the current position in terms of capacity and existing spaces (or over subscribed numbers) for both primary and secondary schools. Information is also provided for the projected position as of 2032 which takes into account planning consents for housing and Local Plan allocations. It should be noted though that these projected figures can and likely will change over time as school place take up varies from month to month and is impacted by so many factors.



## 5 Baseline Data

**5.70** In brief the capacity figures current show most primary schools have some capacity although there appears to be an issue in the north of Scarborough at Scalby and Burniston with both schools being over-subscribed. Longer term these schools are predicted to worsen in terms of capacity due to projected housing growth in the locality. Further issues are also likely around other developments at East Ayton, Seamer and specifically Cayton, though the latter of these should benefit from a new school on the strategic growth site to the south of Cayton.

**5.71** In terms of secondary education this is less impacted by current capacity with high levels of vacancy in most schools with the exception being St Augustines School and to a lesser extent Eskdale School. Longer term St Augustines School remains an issue in terms of being over capacity and George Pindar Schooling's Eastfield is predicted to become over subscribed. The latter is a result of there large development (25000 homes) at south of Cayton and that development will be tasked with ensuring this matter is resolved either through in-kind delivery or a commuted sum towards expansion of the existing school.

### Implications for Plan Review 6

#### Education

The information available on education suggests that there are issues to address in the borough. Whilst few matters are solely for the Local Plan to address it can play a part in the the wider process of tackling issues under this heading. The following are areas that can be considered through the plan review:

- The capacity of schools is critical when considering the location of new housing development to ensure it is planned in a coordinated manner and takes account of existing capacity, plans for the expansion and/or new schools in the most sustainable locations.

### Economic Indicators

#### Economy (general)

**5.72** The economy of the borough has improved over the past 10 years but still lags behind the region and country. GVA per head is 36% higher nationally than in the borough, 15% higher in the sub-region (NYCC) and 7.4% in the region. Growth over the past decade (21.5%) has kept apace with the region and out-performed the county levels of growth. It has, however, lagged considerably behind the country average of 27%.

**5.73** While economic activity rates within the Borough fluctuate - reflecting the seasonal nature of the local employment market (see below) - they have over recent years been above both national and regional levels. Indeed, NOMIS official labour market statistics (ONS) show that for the period between Jan 2019 - Dec 2019, 82.1% of people aged 16-64 in Scarborough Borough were "economically active", compared to 77.2% of people in Yorkshire and the Humber and 78.9% of people nationally.



## Baseline Data 5

**5.74** There are numerous measures of unemployment rates. NOMIS has been utilised to compare unemployment data and this shows that the rate is lower than the national average with the rates being shown as in the region of 3.5% to 3.6% (2019). Nationally this rate was around 3.9% and the Yorkshire and Humber around 4.4%.

**5.75** NOMIS data (based on the ONS Business Register and Employment Survey) also shows that the total number of 'employee jobs' in the borough has remained around 42,000 between 2015 and 2018. Around 58% of all 'employee jobs' are full-time, with 42% being part-time. The proportion of part-time jobs is higher than both the national (32%) and regional (33%) averages. This trend is reflected in the proportion of local people (19%) employed within the "Accommodation and Food Services" sector relative to the national (7.6%) and regional (7.3%) averages.

**5.76** This points to the long-established view that the connectivity of the area impacts on the economic prosperity of the borough and contributes to a low-wage economy. On this point, the average wage of the area is significantly lower than the sub-region, region and country. The latest data for 2019 shows average weekly wages of £507 compared to a national average of £591 (16.6% lower) although the percentage gap has narrowed slightly over the past decade (from 20.8%). This is attributable to the growth in wages which has increased by 23.6% in the borough over the last decade compared to 19.2% nationally.

## Implications for Plan Review 7

### Economy (general)

Economic activity rates are high but are inflated by a high number of seasonal, part-time jobs. There is a need to provide appropriate opportunities, both in terms of land availability and workforce, for growth in other 'more traditional' full-time employment sectors.

### Tourism Economy

**5.77** The Borough has traditionally been heavily reliant on the tourism economy. It is estimated the Borough has over 7 million visitors annually who account for an estimated spend of £522million <sup>(1)</sup>. It's reliance on tourism is in evidence as the tourism industry accounts for approximately 22.8% of all jobs in the Borough although it should be noted a high proportion of these jobs are part-time, low-paid and often seasonal reflecting the nature of the sector.

**5.78** The Borough Council's adopted Visitor Economy Strategy aims to strengthen the tourism offer through four strategic priorities; target existing and new markets with growth potential, develop a year round product that meets market demand, ensure a high quality environment and improve visitor management, and invest in people and business networks.

1 The Economic Impact of Tourism on Scarborough District, 2014

## 5 Baseline Data

### Implications for Plan Review 8

#### Tourism

The aim of the Visitor Economy Strategy is to strengthen the role of tourism in the Borough's economy. A key aspect of this is to reduce the seasonality of the sector through ensuring the Borough can offer a more diverse, year-round tourism industry. It also remains critical to safeguard the key characteristics of the Borough that make it such an attractive place for visitors. The following are areas that can be considered through the plan review:

- How policies can facilitate the delivery of facilities, attractions and accommodation requirements that can strengthen the year-round role of the tourism industry;
- Ensuring the infrastructure can safely accommodate the visitors to the Borough.

#### Retail and Town Centres

**5.79** The role of town centres is changing. Changes in consumer spending habits and market expectations has led to a decline in the traditional retail-focussed high street over recent years. A key indicator of the present health of town centres is unit/premises vacancy rates. As shown below, the borough's three main town centres (Scarborough, Whitby and Filey) have fared differently in recent years.

**5.80** Whitby, at the point of the most recent survey in 2019 <sup>(2)</sup>, had 3.5% of its town centre units classified as vacant. This is a very low level compared to the national average rate of 10.3% (BRC-Springboard data - July 2019) and continues to show the centre is healthy and likely buoyed by the visitor market. Likewise, Filey has weathered the retail downturn well and the latest figure for retail vacancies is only 2%. Whilst there has been no change in the vacancy rate in Scarborough over the past year it remains high at 10.3%; and in line with the national average.

**5.81** The Borough Council are working to develop a strategy for each of the Borough's town centres, starting with Scarborough and Whitby centres. Various streams of government funding are being sought to help deliver a series of key projects, improvements and initiatives to make our town centres more resilient to change.

### Implications for Plan Review 9

#### Retail and Town Centres

- There is a need to help insulate town centres from the continuing decline of retail high street through diversification of the commercial 'offer' and, where relevant, through the introduction of more residential uses.

2 Surveys for all towns for the year 2020 have been postponed due to the restrictions placed during the Covid-19 pandemic

## 5.82 Environmental Indicators

### **Air Quality**

**5.83** Air quality in Scarborough borough as a whole is very good, possibly due to the predominantly rural nature of the borough and the lack of any severely congested road. However, one Air Quality Management Area (AQMA) has been declared in the borough as a result of the Air Quality Review and Assessment process, This is located in the village of Staithes, in the far north east of the borough. Whilst in the borough it is not within the Scarborough Borough Local Plan area as it lies within the North York Moors National Park Area.

**5.84** This AQMA was declared as PM10 and SO2 levels exceeded the annual objective as set out in the UK Air Quality Strategy 1999. Levels of these pollutants were high because Staithes was not connected to the gas network and therefore there was a high level of coal burning. However, the village now has access to mains gas and the number of people using this for domestic heating is increasing, therefore the pollutant levels have decreased and no longer exceed limits in respect of SO2. The most recent assessment did, however, still show results of high levels of PM10 and the AQMA is therefore still valid.

**5.85** There are not considered to be any implications from this for the review, however, should the situation change in the future this can be considered in future reviews.

### **Waste Management**

**5.86** The information shown here is for the most up to date year available of 2018/19. The amount of household waste collected per person in Scarborough borough is 402.8kg and higher than the national average at 373.3kg of waste per person ranking Scarborough Borough 251st out of 345. The borough also performs poorly relative to the nationwide average on recycling (45.1%) with a recycling rate of 36.1% (253rd out of 345). This compares to our neighbouring authority East Riding of Yorkshire with a recycling rate of 64.8% and the highest ranking in the country. (source: [Let's Recycle](#)). The consideration of waste is a County Council matter.

### **Rivers**

**5.87** The main rivers in the borough of Scarborough are the River Esk, the River Derwent and the River Hertford. The River Esk flows eastwards from the northern North York Moors and joins the North Sea at Whitby. The River Derwent flows south from the southern North York Moors and then westward into Rydedale district. The River Hertford flows westwards, from its source near Hunmanby to meet the River Derwent, just outside the borough boundary. The table overleaf shows the river quality classifications for the catchments of rivers in Scarborough borough planning area.

## 5 Baseline Data

River	Catchment	Chemical Classification	Ecological Classification
Esk	Little Beck/May Beck	Good (2016)	Good (2016)
	Sleddale Beck to Ruswarp	Good (2016)	Moderate (2016)
	Rigg Mill Bk/Long Mill Bk	Good (2016)	Moderate (2016)
Derwent	Lowdales Beck Catchment	Good (2016)	Poor (2016)
	Brompton Beck Catchment	Good (2016)	Moderate (2016)
	Burniston Beck/Sea Cut/Scalby Beck Catchment to N Sea	Good (2016)	Moderate (2016)
	Ruston Beck Catchment	Good (2016)	Bad (2016)
	Hertford from Source to River Derwent	Good (2016)	Bad (2016)
	Derwent from Black Beck to River Rye	Good (2016)	Moderate (2016)
Hertford	Eastfield Drain to River Hertford	Good (2016)	Poor (2016)
	Seamer Drain from source to River Hertford	Good (2016)	Moderate (2016)

**Table 5.2 River Quality Classifications**

**5.88** The River Derwent is of good water quality (chemical classification) and is highly valued for nature conservation, ecology and landscape, however, the latest ecological classifications are poor. It is also used extensively for public water supply and for recreation, including fishing. Downstream of Scarborough borough, the River Derwent is designated as a Site of Special Scientific Interest and is also a Special Area of Conservation. In addition, sections of the River Esk, including the Esk Estuary at Whitby are designated as Local Sites of Importance for Nature Conservation.

**5.89** The table above shows that the River Hertford has relatively poor ecological water quality compared to its chemical water quality. This is a reversal from previous records and the ecological status has only at its last assessment moved from moderate to bad and is specifically affecting fish and is linked to land management and sewage discharge.

**5.90** River Hertford is a canalised land drainage beck, which takes flows from Hunmanby, Folkton and Seamer sewage treatment works, plus urban drainage from Eastfield Industrial Estate. This stretch also drains a very large, flat area of agricultural land used extensively from crop production. Consequently there is limited opportunity within this stretch for self-oxygenation. This stretch is also prone to extensive aquatic weeds growths, which increases the diurnal dissolved oxygen range and also reduces the flow velocity, further reducing the self-oxygenation ability of the river. This continues to be a problem along the River Derwent until the major input of the River Rye enters the River Derwent, where the dissolved oxygen levels increase.

## Baseline Data 5

**5.91** Some of the streams which feed the Esk arise in neighbouring districts (Hambleton and Redcar and Cleveland), while Staithes Beck forms part of the boundary with Redcar and Cleveland, and so are at risk from contamination outside the boundaries of the borough.

### Implications for Plan Review 10

#### Rivers

There is a need to ensure that development does not adversely affect river quality and needs to be considered in the assessment of proposed housing and other forms of development allocated in the Local Plan.

#### Groundwater

**5.92** There are significant areas of major aquifers to the south of the borough. Major aquifers may be highly productive and able to support large abstractions for public water supply and for industrial purposes.

**5.93** There are three major aquifers within the borough which are highly vulnerable to penetration by contaminants from the surface:

- The Yorkshire Wolds although only a small area of these are within the boundaries of the borough;
- The northern half of Hertford Vale, running inland from Filey Brigg through into Ryedale, and into the hills immediately north of Hertford Vale. The boreholes at Irton and Cayton draw water from this source; and
- A somewhat smaller area surrounding and to the north of Hackness.

**5.94** In addition, much of the north of the borough is underlain by minor aquifers. Although not producing large quantities of water for abstraction, minor aquifers are important for local supplies and in supplying base flow to rivers. The southern half of Hertford Vale (running inland from the coast south of Filey) and much of the Esk Valley are covered by impermeable layers, and are therefore unlikely to be at risk of contamination.

**5.95** Groundwater Source Protection Zones (SPZ) have been developed and extended as part of the Environment Agency's Groundwater Protection Policy in an attempt to protect groundwater sources. They represent areas that form the catchments to water supplies that are potentially vulnerable to contamination from polluting activities. The SPZ in the borough of Scarborough are substantial to the southern and western parts of the borough shown in and consist of an inner (Zone 1) and outer (Zone 2) protection zones, as well as considerable areas forming the total catchment (Zone 3). The SPZ layers are available to view [here](#).

## 5 Baseline Data

### Implications for Plan Review 11

#### Groundwater

The review of the Plan must ensure that the groundwater source is protected and that any alterations in guidance (especially from Environment Agency) are considered in the assessment of housing and other forms of allocation. The current policy on Groundwater Protection in the Plan (ENV 4) should also be reviewed if it is necessary to update with more recent guidance and/or legislation.

#### Bathing Waters and Beaches

**5.96** There are nine beaches in the borough of Scarborough. The Environment Agency collects water quality data each year from May to September, to ensure that designated bathing water sites on the coast and inland are safe and clean for swimming and other activities.

**5.97** Six of these beaches are currently classified as 'excellent', two as 'good' and one (Scarborough South Bay) as 'poor'. Works are ongoing to determine the reason for the poor rating at Scarborough South Bay.

#### Flooding

**5.98** Some parts of the Borough are susceptible to tidal, fluvial or surface water flooding. For example, there are large areas surrounding the River Derwent and River Hertford that are defined as being at the highest risk of flooding, designated as Flood Zone 3 by the Environment Agency. Similarly, certain areas in Whitby and Scarborough particularly are exposed to tidal flooding. There have also been a number of historical flooding events in Filey and Cayton.

**5.99** The [Environment Agency website](#) has up to date interactive maps which show areas defined as being in Flood Zone 2 and Flood Zone 3.

**5.100** The Council will update its Strategic Flood Risk Assessment during the Local Plan review process. This, as well as the Environment Agency data, will identify areas at being of high, medium or low-risk to flooding.

### Implications for Plan Review 12

#### Flooding

There is a need to ensure that development in areas at greatest risk of flooding is avoided and that development does not exacerbate the risk of flooding elsewhere. This needs to be considered in the assessment of proposed housing and other forms of development allocated in the Local Plan.

## **Biodiversity and Geodiversity Resource**

**5.101** This section looks at the existing environment with regards to designated biological and geological sites, as well as other habitats and species in Scarborough borough. The ecological baseline has been established with reference to:

- [Natural England](#)
- [The Scarborough Biodiversity Action Plan 2015](#)

**5.102** The borough of Scarborough has a wide and diverse biodiversity. In particular the coastal and moorland areas provide habitats for a variety of plants and animals, many of which are of national and international importance. For example, the open heather moorland of the North York Moors is very important for vegetation and breeding birds, especially the golden plover. Many of these are within the NYMNP, however there are still a number of important habitats and species in the Scarborough Borough Local Plan area (outside the NYMNP boundary).

## **Statutory Sites**

**5.103** Special Areas of Conservation (SAC) as designated under the Habitats Directive, and Special Protection Areas (SPA) as designated under the Birds Directive, contribute to the European Union's Natura 2000 network of protected areas. Flamborough Head and Brompton Cliffs SPA and Flamborough Head SAC are partly within the Scarborough Borough Local Plan area, situated in the far south eastern corner of the borough. The North York Moors SPA and SAC are situated partly within Scarborough borough, but within the NYMNP, so are not in the Scarborough Borough Local Plan area.

**5.104** Sites of Special Scientific Interest (SSSI) are the finest sites for wildlife and natural features in England. They support many characteristic rare and endangered species, habitats and natural features and are protected under Section 28 of the Wildlife and Countryside Act 1981 as amended. There are 29 SSSIs in Scarborough borough and 12 of these are within the Scarborough Borough Local Plan area (i.e. outside the NYMNP).

**5.105** National Nature Reserves (NNR) are nationally important examples of habitats which are either owned or controlled by English Nature or held by approved bodies such as the Wildlife Trusts. There is one NNR in the borough of Scarborough, Forge Valley Woods, which is located 5km south west of Scarborough town, near East Ayton. This site is within the NYMNP and therefore outside the Scarborough Borough Local Plan area.

## **Non-Statutory Sites**

**5.106** The Scarborough Borough Local Plan identifies Sites of Importance for Nature Conservation (SINC) which are considered to be of local importance for biodiversity. There are currently 93 SINC sites across the Borough, although SINC designations are regularly reviewed.

**5.107** Local Geological Sites are selected by the North East Yorkshire Geology Trust for their educational, historical and aesthetic value in geological interest.



## 5 Baseline Data

**5.108** Natural England keeps an inventory of Ancient Woodlands; land which has had continuous woodland cover since 1600. Scarborough borough has a number of Ancient Woodland sites containing some of the richest habitats for wildlife in the country. A map of Ancient Woodland is available via the [Natural England website](#).

### **Key Habitats**

**5.109** The Scarborough Borough Biodiversity Action Plan (BAP) identifies local and national priority habitats. It also sets targets for their conservation and outlines mechanisms for achieving these. Habitat Action Plans have been produced for the following habitats:

- Woodland
- Lowland Wood Pasture, Parkland and Ancient Trees
- Ancient and/or Species-rich Hedgerows
- Unimproved Neutral Grassland
- Calcareous Grassland
- Acidic Grassland
- Wetlands
- Open Water
- Coastal Wetlands
- Coastal Cliff Mosaics
- Rivers and Streams
- Species in Buildings

### **Priority Species**

**5.110** The BAP also identifies local and national priority species. It also sets targets for their conservation and outlines mechanisms for achieving these. Species Action Plans have been produced for the following species:

- Water vole
- Otter
- Bats
- Harbour porpoise
- Tree and house sparrow
- Reptiles
- Great crested newt
- White clawed crayfish
- Golden shelled slug
- Water violet
- Rare flowers

**5.111** It is likely that the BAP will be refreshed at some point so it is important to note that species and/or habitats may alter over the course of the Local Plan period so needs to be flexible.



## Baseline Data 5

**Implications for Plan Review 13****Geodiversity, Biodiversity and Nature Conservation**

The above are protected in the Local Plan and should continue to be so in any future review as there remains a need to:

- The need to protect and enhance both statutory and non statutory sites designated for nature conservation; and
- The need to protect habitats and species, particularly those listed in the Scarborough Borough Biodiversity Action Plan.

**Landscape and Visual Amenity**

**5.112** This section examines the existing landscape character and visual resources of Scarborough borough. The landscape baseline has been established with reference to:

- [Natural England website](#)
- [Scarborough Borough Landscape Study: Volume 1 - Boroughwide Landscape Character Assessment](#)
- [Scarborough Borough Landscape Assessment: Volume 2 - Landscape Sensitivity Study of Potential Housing Sites](#)
- [North Yorkshire and York Landscape Characterisation Project 2011](#)

**Landscape Character**

**5.113** The borough of Scarborough falls within three of the Countryside Agency's Landscape Character Areas. Table 5.3 sets out the key characteristics of these areas.

Landscape Character Area	Part of Scarborough Borough Covered	Key Characteristics
North York Moors and Cleveland Hills	Northern part of the borough (from the northern border to Scarborough town)	<ul style="list-style-type: none"> <li>• A very clearly demarcated upland plateau landscape</li> <li>• Plateaux dissected by a series of dales, often broad and sweeping, but with steep-sided river valleys in places</li> <li>• Extensive areas of heather moorland on plateaux and hills, creating a sense of space, expansiveness and openness</li> <li>• Panoramic views over moorland ridges, dales, surrounding lowland vales and the sea</li> </ul>
Vale of Pickering	Central part of the borough (from Snainton in the west to Osgodby in the north east, and Filey Bay in the south east)	<ul style="list-style-type: none"> <li>• Low lying flat or gently undulating vale with land rising gently in the north to the foothills of the North York Moors and Cleveland Hills, and the steep scarp of the Yorkshire Wolds.</li> <li>• Enclosed high ground on all sides except the east where the Vale opens</li> </ul>

## 5 Baseline Data

Landscape Character Area	Part of Scarborough Borough Covered	Key Characteristics
		<p>to the coast between Scarborough town and Filey.</p> <ul style="list-style-type: none"> <li>Relatively sparse tree cover and few woodlands overall.</li> </ul>
Yorkshire Wolds	The south eastern corner of the borough	<ul style="list-style-type: none"> <li>Predominantly chalk landscape</li> <li>Rises in a prominent escarpment from the Vale of Pickering to the north</li> </ul>

Table 5.3 Landscape Character in Scarborough

**5.114** SBC commissioned a landscape character assessment in 2013 to assess the landscape characteristics of the plan area. This study was supplemented by an assessment of landscape sensitivity on areas that were identified for potential housing allocations. This work is considered to remain fit for purpose and additional work on sensitivity of additional sites can be carried out or commissioned where considered necessary.

### Designated Sites

**5.115** The importance of landscapes within the borough is reflected in the area of land which is nationally designated for landscape. 68% of the total borough area is covered by formal landscape designations and 10% of the Scarborough Borough Local Plan area (i.e. outside the NYMNP) is within a Heritage Coast.

**5.116** The national landscape designated sites in the borough are:

- The North York Moors National Park;
- North Yorkshire and Cleveland Heritage Coast; and
- Flamborough Headland Heritage Coast.

**5.117** Heritage Coasts are the finest stretches of undeveloped coastal landscapes in England and Wales. Heritage Coast designations are intended to help conserve and enhance natural beauty, facilitate their enjoyment by the public, maintain and improve the quality of inshore waters and take account of the social and economic needs of the communities on these coasts.

### Implications for Plan Review 14

#### Landscape

The key issues relating to landscape are to ensure the continued:

- Protection of the coastline, including the two areas covered by Heritage Coast;
- Protection of areas of open countryside, particularly those between settlements;
- Protection of open space providing views of the National Park and the coast; and
- Protection of landscape corridors extending into or through settlements.

## The Built Environment

### Historic Environment

**5.118** The Historic Environment is made up of archaeology, historic buildings, settlements, and both natural and planned landscapes. Features within this Historic Environment features comprise upstanding structures and remains as well as earthworks, buried remains, artefact scatters or elements of soft heritage features that have appeared in arts or literature. The historic environment baseline has been established with reference to:

- [Historic England website](#)
- [North Yorkshire Council Heritage Department](#)
- [Scarborough Borough Council Conservation Service](#)

### Designated Heritage Assets

**5.119** There are a number of Designated Heritage Assets in the Scarborough Borough Local Plan area which form an important part of the borough heritage. These are designated as Scheduled Monuments, Listed Buildings, Conservation Areas and Registered Parks & Gardens.

**5.120** There are approximately 70 Scheduled Monuments in the Scarborough Borough Local Plan area (i.e. outside the NYMNP). These protected sites are recognised as being of national importance under the terms of the Ancient Monuments and Archaeological Areas Act 1979.

### Listed Buildings

There are approximately 3500 Listed Buildings in the Scarborough Borough Local Plan area (i.e. outside the NYMNP) which represent an important part of the borough's architectural heritage. Listed Buildings are classified as Grade I, II\* or II. Buildings listed as Grade I or II\* are considered to be of outstanding interest. Listed Building are designated under the terms of the Planning (Listed Buildings and Conservation Areas) Act 1990. There are 19.No designated at Grade I, approximately 300.No at Grade II\*, and in excess of 3000.No at Grade II.

### Conservation Areas

**5.121** Conservation Areas are designated areas of special architectural or historic interest, the character of which it is important to preserve. Many of the buildings within a Conservation Area may be Scheduled Monuments and/or Listed Buildings, however other factors are also of importance, for example attractive building groups or historic street patterns. There are 28 Conservation Areas in the Scarborough Borough Local Plan area (i.e. outside the NYMNP). The Conservation Areas are located as follows:

- Brompton-by-Sawdon
- Burniston
- Cayton
- Cloughton
- Dean Road/Manor Road Cemeteries
- East Ayton
- Falsgrave

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- Filey
- Flixton
- Folkton
- Gristhorpe
- Hunmanby
- Irton
- Lebberston
- Muston
- Reighton
- Ruston
- Ruswarp
- Sandsend
- Sawdon
- Scalby
- Scarborough
- Seamer
- Snainton
- Weaponess
- West Ayton
- Whitby
- Wykeham

### Registered Parks and Gardens

**5.122** Registered Parks & Gardens are designed areas of special historic interest and are classified as Grade I, II\* or II. There are 4 Registered Parks & Gardens in the Scarborough Borough Local Plan area. These designations are located as follows:

- Valley Gardens and South Cliff Gardens (Grade II)
- Peasholm Park (Grade II)
- Whitby Abbey House (Grade II)
- Mulgrave Castle (Grade II\*) (only partially in Local Plan area)

**5.123** Historic England keep a Heritage at Risk register which brings together information on all designated heritage assets known to Historic England to be 'at risk' through neglect and decay, or vulnerable to becoming so. Most of these assets are classified as being in poor to very bad condition, however there are also a few in fair condition included on the register, usually because they have become functionally redundant, making their future uncertain.

**5.124** There is 1.No Listed Building, 11.No Scheduled Monuments, 5.No Conservation Areas, and 1.No Registered Park & Garden in the Scarborough Borough Local Plan area on the Heritage at Risk register.

## Baseline Data 5

Non-Designated Heritage Assets

**5.125** There is potential within the borough of Scarborough for archaeological sites and areas of cultural heritage to exist that are currently unknown and so are not specifically designated. Such assets play an important role in providing distinctive characteristics to the Borough's settlements and are therefore important to identify, safeguard and reinforce the role they may have in contributing to a place.

**Implications for Plan Review 15****Historic Environment**

The key issues relating to the historic environment to be addressed through the Plan are, to:

- ensure designated assets are preserved and enhanced with their loss only permitted in exceptional circumstances and commensurate to their designation;
- safeguard non-designated heritage assets; and
- sustain the long-term future of assets, particularly those identified as being 'at risk'.

**Climate Change**

**5.126** Climate change is one the greatest global environmental threats. As a result of climate change, in the UK we are likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea levels increasing the risk of coastal erosion. There will be permanent changes in the natural environment, putting water quality, wildlife habitats and ecosystems, and areas of sensitive biodiversity under threat. It is therefore essential that steps are taken to minimise the threat of climate change by ensuring that development is sustainable in all aspects.

**5.127** Scarborough Borough Council was one of many local authorities across the country to declare a 'Climate Emergency' in 2019. The Borough Council's declaration is in effect a pledge that it will do everything in its power to make the Borough 'carbon neutral' - to achieve 'net zero' carbon emissions <sup>(3)</sup> - by 2030. As a starting point, for comparison, data from the Department for Business, Energy and Industrial Strategy estimates that Scarborough Borough emitted 502 kilotonnes (kt) of carbon dioxide (CO<sub>2</sub>) in 2017. Achieving the 'carbon neutral' target is therefore a significant challenge; one that requires a wide range of cross-cutting interventions, including many which go well beyond the scope of the planning system.

**5.128** Nevertheless, planning can help to minimise carbon emissions by ensuring that new homes and other forms of development we need are built in the right places, thereby reducing the need for people to travel to access work, services and facilities, thus helping to minimise carbon emissions from motor vehicles. Beyond that, planning can ensure that new buildings both reduce the need for energy consumption and use energy more efficiently, again helps to minimise carbon emissions from new development. It can also help deliver critical carbon

3 'Net zero' is achieved by balancing carbon emissions (X) with carbon removal ('offsetting') (Y) - so that, X-Y=0 (zero)

## 5 Baseline Data

'offsetting' (capture) measures, including through localised landscaping which incorporates 'street trees' and the retention and enhancement of existing natural features, e.g. hedgerows and trees. Furthermore, it can deliver new areas of woodland, meadows and other types of 'carbon sinks' which can play a significant role in 'offsetting' carbon emissions.

### Implications for Plan Review 16

#### Climate Change

The key issues relating to climate change to be addressed through the Plan are, to:

- Minimise carbon emissions from new development; and,
- Deliver carbon 'offsetting' (capture) measures, both at macro (strategic) and micro (street / development-specific) levels.

#### Traffic and Transport

**5.129** This section sets out the baseline relating to modes of transport in Scarborough borough including the road network and public transport. The existing environment has been established with reference to:

- [North Yorkshire Local Transport Plan 4: 2016-2045](#)
- LEP Economic Strategy (being replaced by the Local Industrial Strategy)

#### Road Network

**5.130** The major link to the strategic road network from the borough of Scarborough is via the A64 (T) to York and the A1. The coastal route, which consists of A165 to Bridlington and Hull and the A171 to Teesside is also considered to be of importance.

**5.131** The main routes into Scarborough town are Scalby Road, Seamer Road, Falsgrave and Filey Road, all of which experience congestion during busy periods. Congestion is a problem particularly during summer when tourist-related traffic is at its highest.

**5.132** As part of the current Local Plan a series of improvements were identified to four central junctions. Funding was allocated from s106, Local Authorities and the Local Enterprise Partnership and works are currently ongoing to deliver these improvements. These are scheduled for completion by Autumn 2020 though the current restrictions associated with the Covid-19 pandemic may result in a later completion.

**5.133** The LTP4 highlighted that the coastal area suffers from relative remoteness and peripherality from the region's main growth areas. Progress has been made on delivering improvements to the A64 at the York (Hopgrove) to Malton stretch and a decision on this is expected this year on dualling/improvements. The LTP also supports the introduction of selective overtaking lanes between Scarborough and Malton.

## Baseline Data 5

Public Transport

**5.134** The county and borough councils embraced the shift to public transport with the introduction of Park & Ride at both Whitby and Scarborough. However, whilst the use of the Whitby P&R is high the relative usage of the Scarborough sites has resulted in them moving to seasonal operation for the main tourist season.

**5.135** Data for the use of public transport is not available at the very local level but is at the countywide level; which is the local transport plan area. 12.2 million journeys were made by bus in 2018/19 in North Yorkshire. Whilst this is a small increase on the previous year the overall long term trend has been one of significant decline and is likely tied to the reduction in the number bus routes and number of services which can also be linked to the Bus Service Operators Grant being reduced by 20%. The change from the start of the current Local Plan period (2011/12) is a reduction from 17.3 million journeys; 5.1 million fewer in only 7 years.

**5.136** The borough has a number of railway stations many of which are within the Local Plan area. The Office of Rail and Road (ORR) estimate usage of stations by data collected. The following shows the estimated number of users per year in each of the stations in the Local Plan area both in 2015/16 and then in 2018/19.

Station	Railway Station Usage 2015/16	Railway Station Usage 2018/19	% increase/decrease
Scarborough	940,706	958,026	+1.8%
Seamer	127,816	144,668	+13.2%
Whitby	137,196	130,900	-4.6%
Filey	119,506	105,844	-11.4%
Hunmanby	25,116	22,704	-9.6%
Sleights	4,122	4,182	+1.5%
Ruswarp	2,966	2,404	-18.9%

Table 5.4 Railway Station Usage

**5.137** This shows that as of 2018/19 there has been an increase in some of the larger stations but a reduction in some of the smaller and more remote ones. Since this data has been published there has been further changes to the timetable and increased numbers of services on some routes including the Scarborough - Seamer - York route as well as an increased service from Hunmanby to Scarborough.

Walking and Cycling

**5.138** There is a lack of provision for cyclists and those measures that are introduced have, in the past, been poorly designed or retained.

## 5 Baseline Data

**5.139** The urban section of the Old Railway between Scarborough town and Whitby is located in an ideal position to encourage cycling and walking to the town centre. The current Local Plan has a policy on this route to ensure developments adjacent and near to the cinder track contribute towards its improvement. Furthermore the Council has funding in place to deliver improvements to the route including better surfacing and lighting.

**5.140** The County Council is also producing a Local Cycling and Walking Infrastructure Plan (LCWIP) to identify important routes for future investment.

### Implications for Plan Review 17

#### Transport

Whilst the Borough Council is not the local highway authority the Local Plan can and should:

- identify opportunities for highways improvements were necessary to accommodate growth;
- Support a shift on to more sustainable forms of travel including rail, buses, cycling and walking when considering development, especially large scale residential developments;
- Support the use of the Cinder Track as a commuting and residential route and ensuring that developments within the vicinity of the route utilise it and, where appropriate, contribute towards its improvement and upgrading.



## Sustainability Issues and Problems 6

## 6 Sustainability Issues and Problems

### 6 Sustainability Issues and Problems

#### Stage A3: Identify Sustainability Issues and Problems

#### Question 2

##### Scoping Report Questions

This section sets out what are considered to be the main issues in the borough? Do you consider the relevant issues have been identified? If not, please set out what other issues should be identified.

**6.1** The SA process requires the identification of environmental, economic and social issues affecting the borough of Scarborough. This is informed by a range of sources of evidence, including:

- Issues and objectives identified in relevant Plans, Programmes and Policies (see Chapter 3 and Appendix 1);
- Baseline data for the borough of Scarborough (see Chapter 4); and
- Stakeholder consultation (this will take place in mid 2020).

The issues and problems identified have informed the development of the SA framework. The issues and problems that have been identified are set out in the table below. The table also sets out under which issue these fall and the implications for the plan.

Issue	Eco	Soc	Env	Implications for the Local Plan	Potential to Influence in Local Plan
Low economic activity rates	x	x	x	The Local Plan should ensure adequate provision of employment sites. The plan could also influence this through improving the attractiveness of the borough to investors, for example, through regeneration.	Moderate
Decline of fishing and agriculture	x	x		The Local Plan should support these industries where possible and also support a diversification of the economy to other industries.	Minor
Part time, low paid and seasonal nature of many jobs offered within the borough	x	x		The Local Plan should ensure adequate provision of employment sites, particularly those which will offer full time, permanent and better paid job opportunities.	Minor/Moderate
Peripherality to rest of county and region	x	x	x	The Local Plan should refer to need to strengthen links	Minor
Areas with high levels of socio- economic deprivation.	x	x	x	Seek to address issues which contribute to socio-economic deprivation such as lack of access to jobs, facilities and services, good quality housing and the poor quality of the built environment.	Major

## Sustainability Issues and Problems 6

Issue	Eco	Soc	Env	Implications for the Local Plan	Potential to Influence in Local Plan
Demographic change including an ageing population.	x	x		The plan needs to take the age of the population into account in developing policies including appropriate forms of housing. The plan should also seek to address issues which may lead to outward migration of the working population (e.g. lack of decent jobs).	Moderate/Major
Need for affordable housing		x		The plan should consider the need to build more houses and ensure that these houses are affordable across the borough and meet specific and identifiable needs.	Major
Need to tackle health inequalities.	x	x	x	Health inequalities are often related to deprivation.  The plan should seek to address issues which contribute to social deprivation such as lack of access to jobs, good quality housing, facilities and services and the poor quality of the built environment which can benefit both physical and mental health and wellbeing.	Minor/Moderate
Ensuring sufficient school capacity.		x		Future housing developments will bring more people with children and may exacerbate any issues of a lack of school places. The plan should ensure that developments attracting more people are accommodated for in terms of availability of local school places through direct provision or commuted sums.	Moderate
Need to address crime and disorder, particularly in socially deprived areas.		x	x	The plan needs to consider how it can help reduce crime and disorder. For example improving poorly lit areas, provision of facilities for young people, regenerating deprived areas and encouraging crime reduction (secure by design) in design.	Minor
The importance of tourism in the borough.	x	x	x	The plan should support the tourism economy where appropriate.	Moderate
The need to improve quality to both formal and informal recreation and leisure.		x	x	The plan should consider where further improvements to recreation and leisure facilities could be delivered.	Moderate
Road congestion, particularly in summer.	x	x	x	Future development could exacerbate congestion although recent mitigation to Scarborough junctions should future proof growth. The plan needs to carefully consider the location of developments and access to them. In particular access by footpaths and cycle ways should be encouraged. The plan can also support improvements to the Strategic Road Network.	Minor/Moderate
Need to improve (access to) public transport provision in the borough.	x	x	x	The plan should ensure that all developments of a significant scale are accessible by public transport.	Minor/Moderate
Uncertain future of the sea ports in Whitby and Scarborough.	x	x	x	Regeneration of the areas around the sea ports could have an impact upon their viability. The plan should support and encourage appropriate developments which will help to secure the future of the sea ports.	Minor

## 6 Sustainability Issues and Problems

Issue	Eco	Soc	Env	Implications for the Local Plan	Potential to Influence in Local Plan
Lack of provision for cyclists.		x	x	The plan should ensure that developments have good access for cyclists. The plan could also encourage new developments to provide facilities for cyclists such as secure bicycle storage and showers. The County Council is producing an Local Cycling and Walking Infrastructure Plan for Scarborough and the Local Plan can encourage and reflect the findings and intentions of that plan.	Minor/Moderate
Impacts of coastal erosion	x	x	x	The plan should ensure that coastal erosion issues are taken into account as part of the planning process taking into account predicted erosion lines. Consideration of Coastal Change Management Areas.	Major
The need to protect key sites of geological interest.			x	Development can impact on geological sites. The plan should afford these sites protection (in some cases they will have a higher level of protection).	Major
The need to protect and improve the water quality of rivers in the borough.			x	Development in the vicinity of rivers in the borough could affect water quality. The plan should encourage a sensitive approach to development near rivers, for example through creating a buffer zone around water bodies.	Moderate
The need to protect groundwater, particularly within the Source Protection Zones (SPZ).			x	Development in areas of known aquifers and in the GSPZ could impact upon groundwater quality. The plan should continue to ensure a sensitive approach to development in or near an GSPZ.	Major
Tidal and fluvial flooding risk. Flood risk associated with climate change including tidal, fluvial and groundwater.	x	x	x	Development in the floodplain (floodzones) could increase the risk of flooding. Flooding has social and economic impacts. The plan should restrict development in the floodplain and ensure that flood risk impacts are taken into account as part of new developments. The plan should also encourage the use of Sustainable Drainage Systems, particularly in 'major' developments in accordance with national policy.	Moderate
The need to protect and enhance both statutory and non statutory sites designated for nature conservation.		x	x	Developments could impact upon nature conservation sites. The plan should consider affording protection to identified conservation sites both statutory and non-statutory. Statutory sites are however often protected by a higher status.	Major
The need to protect habitats and species, particularly those listed in the Biodiversity Action Plan.		x	x	Developments could impact upon priority species and habitats. The plan should ensure that priority species and habitats are protected and encourage developers to provide space to enhance these where possible.	Moderate
Protection of the coastline landscape.			x	Developments could impact upon the coastline landscape. The plan should protect the coastline from inappropriate development which may have a negative impact on its quality.	Moderate

## Sustainability Issues and Problems 6

Issue	Eco	Soc	Env	Implications for the Local Plan	Potential to Influence in Local Plan
Protection of areas of open countryside, particularly those between settlements		x	x	Developments could impact upon the open countryside landscape. The plan should protect the countryside from any inappropriate development which may have a negative impact on its quality and unacceptable coalescence of settlements.	Major
Protection of views to the National Park and the coast.		x	x	Development can affect close and long distance views of important landscapes including the National Park and coastal areas. The plan should protect such views wherever possible.	Major
The need to protect archaeological and historic environment resources in the area.		x	x	Future development could impact upon archaeological and historic environment resources. The plan should afford protection to all designated archaeological / heritage sites. It should also require new developments to undertake an archaeological assessment and implement appropriate mitigation where necessary.	Major
The need to reduce and off-set greenhouse gas emissions.	x	x	x	The Plan should look towards implementing effective ways to minimise carbon emissions from new development and investigate ways to off-set emissions, for example, tree planting and carbon sinks..	Moderate
To meet the needs of people with mobility issues.				The Plan should consider implementing standards for accessibility in new residential schemes taking into account the proportion of persons in the borough with mobility and/or limiting illnesses.	Major

Table 6.1 Identified Issues and Problems

## 6 Sustainability Issues and Problems

## Sustainability Appraisal Objectives 7

## 7 Sustainability Appraisal Objectives

### 7 Sustainability Appraisal Objectives

#### Question 3

##### Scoping Report Questions

This section sets out what Sustainability Objectives are considered to be appropriate. Considering the issues identified in the previous section do you consider that these objectives adequately address them? Is the guidance provided appropriate? If not please suggest additions and/or amendments.

**7.1** The scoping report is the manner in which SA objectives are identified and set. The setting of these objectives allows the policies, objectives and strategies of the Plan to be assessed throughout the production of the document as well as reasonable alternatives. The assessment of the policies against the criteria (objectives) will identify whether there will be any positive or negative effects.

**7.2** The production of the Plan is an iterative process and should baseline data change or new sustainability issues be identified consideration will be given as to whether the SA objectives will require updating or replacing. The sustainability objectives from the original Scoping Report for the Local Development Framework (2005) was subsequently updated for the Local Plan submission in 2016.

**7.3** The Scarborough Borough Local Plan must aim to fulfil the Sustainability Appraisal objectives as this will allow it to be consistent with environmental regulations and high level sustainable development policies. However the inclusion of a particular objective does not mean that the policies of the Plan will meet it. Indeed a number of the objectives may conflict.

#### **7.4** The SA Objectives

**7.5** The proposed objectives to assess the social, economic and environmental acceptability of the Scarborough Borough Local Plan are listed in Table 7.1. The objectives integrate social, economic and environmental considerations and provide brief guidance on the decision making as to whether policies and strategies contribute positively or negatively.

SA No.	SA Objective	Soc	Eco	Env	Guidance
1.	Quality housing that is available to everyone	x	x		<p>To provide housing that meets the needs of all persons within the borough by means of:</p> <ul style="list-style-type: none"> <li>● increasing the supply of housing;</li> <li>● providing affordable housing where it is needed;</li> <li>● seeking housing which is accessible to all;</li> <li>● providing housing which caters for the ageing population of the borough;</li> <li>● increasing housing for the various groups including first time buyers, self-builders, families, etc;</li> <li>● increasing housing provision for the vulnerable;</li> <li>● ensuring that housing is of an adequate size.</li> </ul>



## Sustainability Appraisal Objectives 7

SA No.	SA Objective	Soc	Eco	Env	Guidance
2.	Promote good physical and mental health and encourage activity	x		x	To promote health and wellbeing for the population of the borough by: <ul style="list-style-type: none"> <li>ensuring opportunities exist for both formal and informal exercise, and to encourage healthy lifestyle choices;</li> <li>ensuring that education capacity is considered in housing developments;</li> <li>considering the needs for health care provision in development proposals.</li> </ul>
3.	Improve the safety and security of people and property	x			To reduce crime and the fear of crime through appropriate design and other appropriate measures.
4.	Protect and enhance all aspects of the coastal and marine environment.			x	The coast is a critical resource and offers opportunities for the borough. It is important to ensure that: <ul style="list-style-type: none"> <li>the Local Plan coordinates with Marine Plans;</li> <li>the quality of bathing waters is maintained or improved;</li> <li>development respects the character of the coast; and</li> <li>Coastal Change Management areas are identified if and where required.</li> </ul>
5.	Protect and enhance the countryside and landscape character			x	Protect and enhance landscape character in particular sensitive areas ensure appropriate landscaping, where required, is consistent with existing character.
6.	Protect and enhance heritage assets	x		x	Seek to reduce heritage assets at risk. Preserve and enhance both designated and non-designated heritage assets including: <ul style="list-style-type: none"> <li>Listed buildings;</li> <li>Conservation area;</li> <li>Historic parks and gardens;</li> <li>Scheduled monuments;</li> <li>Non-designated assets.</li> </ul>
7.	A biodiverse and attractive natural environment		x	x	Seek to promote a healthy biodiverse environment by: <ul style="list-style-type: none"> <li>protecting and enhancing species and habitats identified as being a priority and all locally, regionally, nationally and internationally designated sites.</li> <li>ensuring the retention of important green corridors and green networks.</li> </ul>
8.	Minimise climate change and impacts of climate change	x	x	x	Seek to minimise climate change and its impacts through: <ul style="list-style-type: none"> <li>high-quality design that minimises carbon emissions;</li> <li>'off-setting' (capturing) carbon emissions;</li> <li>reducing the risk of flooding by avoiding development in areas prone to flood;</li> <li>increasing the water efficiency of new development;</li> <li>maintaining good air quality;</li> <li>supporting a reduction in road traffic and supporting the improvement of alternative means of travel;</li> <li>ensuring that development does not exacerbate coastal erosion or expose existing development to increased risk.</li> </ul>
9.	Efficient use of resources, including water		x	x	Use resources efficiently by: <ul style="list-style-type: none"> <li>ensuring development does not negatively impact on the source protection zones in the borough.</li> <li>the efficient use of water in buildings</li> </ul>

## 7 Sustainability Appraisal Objectives

SA No.	SA Objective	Soc	Eco	Env	Guidance
					<ul style="list-style-type: none"> <li>seeking high quality design that minimises energy consumption and increases energy efficiency</li> <li>promoting sustainable construction</li> </ul>
10.	Quality built environment and efficient use of land		x	x	<p>Promote improved design standards and efficient use of land by:</p> <ul style="list-style-type: none"> <li>maintaining and enhancing the positive aspects of local character through design;</li> <li>introducing new positive character where existing neighbouring development is of poor quality;</li> <li>securing high-quality landscaping schemes which complement the built environment, promote social activity, enhance biodiversity and encourage stewardship;</li> <li>prioritising the use of brownfield land wherever possible;</li> <li>minimising the loss of agricultural land (of the highest quality);</li> <li>an efficient use of space in terms of density where considered appropriate.</li> </ul>
11.	Good quality employment opportunities available to all	x	x		<p>Ensuring good conditions for economic prosperity and economic growth by:</p> <ul style="list-style-type: none"> <li>supporting the creation of new employment opportunities particularly those that address the seasonal nature of employment in the borough;</li> <li>supporting business expansion including in the rural areas;</li> <li>supporting the business parks across the borough;</li> <li>supporting improved transport links to employment opportunities in the borough.</li> </ul>
12.	Town centres that are vibrant and viable and are flexible to meet the evolving expectations of the local and tourist population.	x	x	x	<p>Promoting the vitality and viability of out town centres by:</p> <ul style="list-style-type: none"> <li>ensuring development in other locations does not adversely affect the town and local centres;</li> <li>supporting development within the town and local centres that boosts and diversifies the retail, leisure, economic, tourism and residential offer.</li> </ul>
13.	Support the tourism industry of the borough.		x	x	<p>Support the tourism sector by:</p> <ul style="list-style-type: none"> <li>supporting development that consolidates and expands the role of the borough as a year round tourist destination;</li> <li>supporting the preservation and enhancement and access to the environmental and heritage assets of the borough, including access to the National Park.</li> </ul>
14.	Improve sustainable access to centres, employment and services.	x	x	x	<p>Seeking improvements to movement and a modal shift in travel patterns by:</p> <ul style="list-style-type: none"> <li>supporting and seeking improved access to these locations by walking, cycling and public transport;</li> <li>locating development in the most sustainable locations to minimise the need to travel as far as possible.</li> </ul>

Table 7.1 Proposed SA Objectives

## Next Steps / Consultation 8

## 8 Next Steps / Consultation

### 8 Next Steps / Consultation

**8.1** The scoping report is the first stage of the sustainability appraisal of the review of the Local Plan. This is the draft stage of preparation and the Council will be required to seek comments from statutory consultation bodies. This includes Historic England, the Environment Agency and Natural England. Comments will also be sought from non-statutory consultees such as town and parish councils, other local authorities and duty to cooperate partners.

**8.2** This will take place at the same time as the consultation on the Local Plan Issues and Options consultation. Comments will be used to further shape this document and sustainability objectives.

## Appendices

## Appendix 1: Review of Plans, Programmes and Policies

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
<b>International</b>		
Kyoto Protocol (United Nations 1992)	Reduction in greenhouse gases further extended in 1999.	The Plan should seek to minimise greenhouse gases and slow the increase in global temperatures.
Johannesburg Declaration on Sustainable Development (UN 2002)	Commitment to sustainable development.	The Plan should accord with sustainable development principles.
Paris Agreement on Climate Change (UN 2015)	Starts when the Kyoto Protocol finishes in 2020 and is an agreement on limiting greenhouse gases and restricting temperature rises.	The Plan should seek to minimise greenhouse gases and slow the increase in global temperatures.
EU Directives: <ul style="list-style-type: none"> <li>• EU SEA Directive (2001/42/EC);</li> <li>• EU Framework Directive on Waste (2008/98/EC);</li> <li>• EU Birds Directive (79/409/EEC as amended by 97/49/EC);</li> <li>• EU Nitrates Directive (91/676/EEC);</li> <li>• EU Habitats Directive (93/43/EEC) (As amended by 97/62/EC);</li> <li>• EU Air Quality Framework Directive (2008/50/EC);</li> <li>• EU Water Framework Directive (2000/60/EC);</li> <li>• EU Assessment &amp; Management of Environmental Noise Directive (2002/49/EC)</li> </ul>	These are the legal requirements from the EU on member states to achieve an outcome without setting the means by which it has to be achieved.	The Plan should ensure it meets the requirements of these directives. This includes the publication of a Habitats Regulation Assessment (HRA) and ensuring consideration of the individual topic matters are addressed when considering development.
European Landscape Convention (2000) Council for Europe (implemented 2004)	Promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues.	Plan should ensure protection of important landscapes. A Landscape Study of the borough is up to date but may be complimented by any further required sensitivity testing.
The European Convention on the Protection of Archaeological Heritage (1992) Council for Europe	A legally binding instrument which sets the framework for a conservation approach to protect, preserve and promote scientific research of archaeological heritage in Europe.	The Plan should contribute to the protection and enhancement of the borough's heritage.
<b>National</b>		

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
National Planning Policy Framework (update 2019)	Sets out the Government's planning policies for England and how these are expected to be applied.	The Plan will need to be in general accordance with the NPPF.
National Planning Practice Guidance (web based guidance)	Online guidance which provides further detail on the interpretation and application of national policy. This guidance is updated continuously and will change during the review of the Local Plan.	The Plan will need to be in general accordance with the NPPG.
Objectively Assessed Need and Housing Targets	Guidance on how housing targets should be established.	The Plan should set housing targets that are appropriate.
Technical advice note - second edition (2015) PAS	Recommends the geography for local housing market areas.	Subject to further localised research (the Strategic Housing Market Assessment) this should be used to define appropriate boundaries for the housing market area(s).
Recommended housing market area boundaries: implications for spatial planning: Geography of housing market areas in England paper C (2010) MHCLG	Guidance on traveller sites that sits alongside NPPF.	Assess travellers needs and plan accordingly through policy or allocations.
Planning Policy for Traveller Sites (2012) MHCLG	The Act established National Parks with the twin purposes of conservation and public enjoyment. The EA Act furthered this by fostering the economic and social well-being of local communities within the National Park.	The Local Plan should consider the implications for and be consistent with the purpose of the North York Moors National Park.
National Parks and Access to the Countryside Act 1949 Environment Act 1995	Nature conservation and protection of Sites of Special Scientific Interest.	The Plan should seek to protect habitats and species but there will often be higher levels of protection than the Plan.
Wildlife and Countryside Act (1981)	The Act set a requirement for an 80% reduction in emissions by 2050. This was reduced to net zero by 2050 and will require adaptations to address climate change.	The Local Plan will have to address how development is brought forward in ways that minimise or eliminate energy use - towards a carbon zero borough.
Climate Change Act 2008 (target amended by law 2019)	The statement sets the framework for the publication of the marine plan.	Ensure that the marine and land based plans work together and do not adversely affect the objectives of each plan.
UK Marine Policy Statement (2011) Consultation draft North East Marine Plan (2020)	Guidance on groundwater protection.	The plan should consider groundwater protection particularly in light of the large areas of the borough covered by source protection zones.
The Environment Agency's approach to groundwater protection (2018)		

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
Manual for Streets (MfS) and MfS 2 (2007 & 2010)	Guidance on design and construction of streets.	Ensure that the plan considers the design of streets in any appropriate design policies.
Circular 01/09 - Rights of Way (2009)	Overview of rights of way and how Local Authorities should deal with PRow and utilise them.	PRow should be considered an important means of movement for both travel and recreation. The location of these should be considered in the determination of development.
Natural Environment Strategy, A Green Future: Our 25 Year Plan to Improve the Environment'. (2018) DEFRA	Actions to regain the good health of the environment. Aims for cleaner air and water, protect species and habitats and an environment first approach.	<p>The plan should :</p> <ul style="list-style-type: none"> <li>● Reduce the risk of harm from environmental hazards such as flooding and drought;</li> <li>● Use resources from nature more sustainably and efficiently;</li> <li>● Enhance beauty, heritage and engagement with the natural environment; and</li> <li>● Manage pressures on the environment.</li> </ul>
The Future of Seaside Towns (2019) House of Lords: Select Committee	Acknowledges that many seaside resorts are in desperate need for improvement and have been neglected. Sets out findings of select committee and what needs to be addressed.	To note and cross-reference to determine if the issues raised are ones that also need addressing in this area.
Biodiversity 2020 (2011) DEFRA	Sets out national biodiversity policy.	Ensure that the Local Plan contributes to these objectives and any that have subsequently been updated by more up to date guidance and legislation.
Agricultural Land Classification (2012) Natural England	Sets out the grading of farmland.	This requires consideration when assessing future housing sites to ensure, where possible, the best quality farmland is not lost.
Forestry and Woodland Policy Statement (2013) DEFRA	Protect and expand forests and woodland and understand their social as well as environmental benefits,	Ensure Plan does not adversely affect woodland and trees.
<b>Regional / Sub-Regional</b>		
York, North Yorkshire, East Riding and Hull Spatial Framework: A Vision for Growth	The frameworks (non-statutory) purpose is to promote a long term and coordinated approach to growth and infrastructure planning by outlining a vision, establishing a spatial strategy and identifying broad locations for growth.	The priorities of the framework will be considered in the review of the Local Plan.



## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
Strategic Development Zone 5: Coastal Growth Zone (Emerging)	Following on from the Spatial Framework (above) a number of growth zones were identified across the county. This included the coastal growth zone taking in Scarborough and Bridlington which will set out strategic priorities (albeit non-statutory) to plan for such issues as infrastructure, enhancing natural capital, accessibility to jobs, climate change adaptation and carbon reduction.	The priorities identified in this SDZ and supporting documentation will be considered in the review of the Local Plan.
North Yorkshire and East Riding Housing Strategy 2015-2021	The Strategy aims to double house building (compared to 2012-14 build rates) and triple the delivery of affordable housing.	The delivery of housing is a priority of the Local Plan.
North Yorkshire and East Riding Strategic Economic Plan	<p>Objectives include:</p> <ul style="list-style-type: none"> <li>• Support and encourage small businesses to grow;</li> <li>• Provide support for major business growth opportunities; and</li> <li>• Be recognised as a strong voice for local business at a local and central government level.</li> </ul>	The Local Plan should contribute towards the aim of the plan. It should be noted that this is in the process of being replaced by the Local Industrial Strategy (LIS)
North Yorkshire Minerals Local Plan (1997)	Identifies locations for minerals extraction and sets out policies for the consideration of proposals	The Local Plan will need to ensure it does not compromise mineral extraction and take into account mineral protection areas. This is in the process of being replaced and the Local Plan should be in accordance with the replacement.
North Yorkshire Waste Local Plan (2006)	Encourages sustainable approach to waste management.	Plan should ensure that opportunities are provided for waste recycling. This is in the process of being replaced and the Local Plan should be in accordance with the replacement.
North Yorkshire Local Transport Plan 4	Promotion of sustainable transport systems and networks. Reducing impact of transport on environment. Improving access.	The Local Plan should incorporate the objectives of the LTP4.
Let's Talk Less Rubbish – A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006 – 2026	<p>To promote the value of waste as a natural and viable resource, by:</p> <ul style="list-style-type: none"> <li>• Re-using, recycling and composting the maximum practicable amount of household waste;</li> </ul>	The Local Plan should aim to ensure that new development incorporates ways to increase recycling activity.

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
	<ul style="list-style-type: none"> <li>● Maximising opportunities for re-use of unwanted items and waste by working closely with community and other groups;</li> <li>● Maximising the recovery of materials and/or energy from waste that is not reused, recycled or composted so as to further reduce the amount of waste sent to landfill.</li> </ul>	
North Yorkshire School Improvement Strategy (2018-2020)	The document sets out the priorities for education in the county to ensure all children receive an excellent education.	Whilst the Local Plan may not have a direct impact on the quality of education it can and should bear in mind the indirect impact of development on education, it should ensure that the impact of development on the capacity to deliver schooling and school places is fully considered.
Various Local Plans for adjoining local authorities: Ryedale, Redcar and Cleveland, North York Moors Planning Authority, East Riding of Yorkshire.	Sets out policies and allocations for the respective areas.	Ensure that cooperation takes place with all adjoining districts.
North York Moors National Park Management Plan	Policies, targets and ambitions for the National park area.	Consider the content of the management plan and ensure, wherever possible, that the Local Plan accords with its aspirations.
Shoreline Management Plan 2 (North East)	The purpose of the SMP is to promote good and prudent management of the coastline. The overall aim of the SMP is to set out a plan for a 100 year period indicating how the coastline should be managed, taking into account the wider implications on the neighbouring coastline and the environment.	The Local Plan needs to consider the content of the planned take heed of predicted erosion lines where no active intervention is proposed. Policies should align with the SMP and development should not exacerbate coastal erosion nor be allowed where lifespans would be limited. The Local Plan should investigate whether there is a need on the iteration to consider the designation of Coastal Change Management Areas.
North East Inshore and North East Offshore Marine Plan (Draft - January 2020)	This plan covers the waters off the coast from the Scottish border to Flamborough Head; therefore covering the entirety of the borough's coastline. It seeks to optimise the use of natural capital of the sea and the protection of habitats and species; defend against climate change, improve the well-being of coastal communities and support a strong marine economy.	The Local Plan borders the Marine Management Plan and it is important that the two plans work towards similar goals and do not conflict with the aims and objectives of each other. Policies in the Local Plan should not detract from the aims of the MMP and reflect the vision for the coast.

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
North Yorkshire Joint Health and Wellbeing Strategy: 2015-2020 (North Yorkshire Health and Wellbeing Board)	Establishes priorities / key themes, around which health services across the county will be delivered; to ensure that people in all communities in North Yorkshire have equal opportunities to live full and active lives from childhood to later years. The five identified themes are entitled: "Connected Communities"; "Start Well"; "Live Well"; "Age Well"; and, "Dying Well".	The Local Plan needs to take account of the aims and objectives of the Strategy and consider where active interventions, through development, can impact - either positively or negatively - upon them.
Healthy Weight, Healthy Lives: Tackling overweight and obesity in North Yorkshire 2016-2026 (North Yorkshire Health and Wellbeing Board)	<p>Aim, by 2026 to have "Reduced the prevalence of overweight and obesity across the population (in North Yorkshire)". There are six priorities to tackle this issue:</p> <ul style="list-style-type: none"> <li>● Supporting children's healthy growth and healthy weight</li> <li>● Promoting healthier food choices</li> <li>● Building physical activity into our daily lives</li> <li>● providing the right personalised, accessible weight management services</li> <li>● ensuring people have access to the right information and resources to make healthy choices that support weight loss</li> <li>● building healthier workplaces that support employees to manage their weight.</li> </ul>	The Local Plan needs to take account of the aims and objectives of the Strategy and consider where active interventions, through development, can impact - either positively or negatively - upon them.
<b>Local</b>		
Housing Strategy 2017-2021	A framework for meeting the housing needs of the borough.	The Local Plan should seek to assist in the delivery of the housing strategy especially in the provision of affordable housing.
Scarborough Biodiversity Action Plan	To preserve and enhance biodiversity and identifies priority species and habitats in the borough.	The Local Plan should ensure that development does not compromise identified priority habitats and species.
Scarborough Town Centre Strategy and Action Plan (2018-2025)	A vision to improve the town centre for leisure, learning and living and the encouragement of new businesses and increased residential use. Improve the night time economy and bring forward technology for users of the high street.	The plan will need to consider policy and strategies for the town centres across the borough to react to changes in how the population interacts with and uses these areas.

## Appendix 1: Review of Plans, Programmes and Policies

Plan / Programme	Objectives	Implications for the review of the Local Plan
Building a Better Borough: A Visitor Economy Strategy for Scarborough Borough 2014-2024 (Updated 2018)	To continue to attract visitors to the area making it more competitive, profitable and sustainable through expanding the tourism offer and ensuring a high quality environment,	The Local Plan can support the visitor economy in terms of tourism related developments and maintain and enhance the environment which is critical for the visitor economy.
Scarborough South Masterplan	A plan to ensure that Eastfield, an area with high levels of deprivation, benefits from the growth of the south of Scarborough with a stronger more resilient area and benefits for residents. It will guide investment and proposes interventions to create a framework for sustainable development and regeneration.	The Local Plan should take into account the interventions and proposals within the Scarborough South Masterplan to ensure a coordinated approach to this part of the town.
Corporate Plan	The Council has a corporate plan which consists of a vision / mission statement. The 4 aims are <b>people</b> : to have a safe, happy, healthy population; <b>place</b> : to protect and improve the environment; <b>prosperity</b> : to develop a prosperous and innovative borough and highly skilled workforce; and <b>council</b> : an efficient and effective council which is financially sustainable.	These 4 aims are the main drivers for the Council and should also, where appropriate, be enshrined in the main Aims and Vision of the Local Plan.
Declaration of Climate Emergency	The Council declared a 'Climate Emergency' in 2019. The declaration is in effect a pledge that the Council will do everything in its power to make the borough 'carbon neutral' - to achieve 'net zero' carbon emissions - by 2030.	Sustainable development principles are to be embedded within the core approach of the Local Plan. In addition, measures can be taken to both minimise emissions from new development and to 'offset' (capture) emissions.
<p>In addition to the above documents there are a number of local plans, programmes and policies that are under preparation that will need to be considered when preparing the review of the Local Plan, These include but are not limited to:</p> <ul style="list-style-type: none"> <li>● Scarborough Harbour Strategy and Masterplan;</li> <li>● Scarborough South Business Investment Plan;</li> <li>● Strategic Investment Plan (Scarborough Town Deal);</li> <li>● Strategic Investment Plan (Whitby Town Deal); and</li> <li>● Community Strategy for Filey.</li> </ul>		

Table 9.1 Plans, programmes and policies.

## Appendix 2a: Baseline Data (Geography and Demographics)

### **Appendix 2a: Baseline Data (Geography and Demographics)**

This table sets out important baseline data. Where possible this will be shown in the context of the region and England as a whole. In some cases it will just be information that is related to Scarborough borough.

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Geography										
1. Area	81,584 ha (315 square miles)	860,912 ha (3,324 square miles)	1,541,043 ha (5,950 square miles)	13,027,900 ha (50,300 square miles)	N/A	N/A	N/A			
2. Neighbouring Authorities and Other Tier Authorities	North Yorkshire County Council, North York Moors National Park Authority, Redcar & Cleveland District Council, Ryedale District Council and East Riding of Yorkshire Council.	N/A	N/A	N/A	N/A	N/A	N/A			

Table 10.1 Baseline data (Geography)

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Demographics										
3. Population	108,736	614,505	5,479,615	55,577,178	N/A	Static	2018 Population Projections (ONS)		x	
4. Population Change since 2001	106,240 + 2496 + 2.3%	569,660 +44,845 + 7.9%	4,964,833 + 514,782 + 10.4%	49,138,831 + 6,438,347 + 13.1%	N/A	Static	2001 Census		x	
5. Population Change since 2011	108,800 -64 Negligible fall	598,376 +16,129 2.7%	(5,283,700) + 195,915 + 3.7%	53,012,500 + 2,564,678 + 4.8%	N/A	Static	2011 Census		x	
6. Population per sq mile	345	185	921	1105	N/A		2018 Population Projections		x	
7. Life Expectancy - Males (2012-14)	78.2	80.3	78.7	79.55	Increase	Increasing	Life Expectancy at Birth and at Age 65 by Local Areas in England and Wales: 2015 ONS		x	
8. Life Expectancy - Females (2012-14)	83.0	84.0	82.40	83.20	Increase	Increasing			x	
9. Persons over 65 (% of population) 2018 projections	26.9% 29,295	24.2% 148,970	18.5% 1,016,336	18.2% 10,179,253	Aim to increase younger population	Increasing	2018 Population Projections	x	x	
10. Over 65 population 2001 (numerical) and % change to date	22,748 + 28.9%	103,445 + 44%	798,651 + 27.3%	2,371,253 + 30.3%			KS002: 2001 Census	x	x	
11. Over 65 population 2011 (numerical) and % change to date	25,320 + 15.7%	123,199 + 20.9%	874,571 +16.2%	8,660,529 + 17.5%			KS102EW: 2011 Census	x	x	

Table 10.2 Baseline Data: Demographics

## Appendix 2b: Baseline Data (Housing)

### Appendix 2b: Baseline Data (Housing)

Baseline Data		Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
									Eco	Soc	Env
Housing											
12. House Prices		£160,000	£215,000	£164,000	£240,000	To build more affordable housing	Increase	Table 5a ONS: Ratio of House Price to residence based earnings (Sept 2019)		x	
13. Average Household Size (2016 to 2041)		2.13 to 2.00	2.24 to 2.09	Not Available	2.37 to 2.26	To slow the household size reduction.	Reducing	2016 Household Projections ONS		x	
14. Affordability Ratio (Median)		6.17	7.66	5.89	7.83	To increase affordable housing provision	Increasing	Table 5c ONS: Ratio of House Price to residence based earnings (Sept 2019)		x	
15. Private Rental Costs Median per month		£500	£595	£550	£700	To increase affordable housing provision	Increasing	Table 2.7: Valuation Agency (2019)		x	
16. Dwelling by Type (%)	Detached	12,321 21.7%	90,405 32.5%	477,309 20.5%	5,128,552 22.3%	To provide a mix of housing types		Table KS401EW - Census 2011		x	
	Semi	17,138 30.2%	86,310 31%	849,261 36.6%	7,076,395 30.7%						
	Terraced	12,708 22.4%	61,261 22%	643,879 27.7%	5,642,969 24.5%						
	Flat	14,447 25.4%	38,482 13.9%	348,458 14.9%	5,095,953 22.1%						
	Mobile	106 0.2%	1657 0.6%	5,478 0.2%	100,228 0.4%						
17. Number of Bedrooms (%)	1	12%	8.4%	10.2%	12%	To provide a mix of house types		Table DC4405EW: Census 2011		x	
	2	32.1%	27%	28.3%	27.9%						
	3	37.8%	40%	43.7%	41.2%						
	4	13.1%	18.3%	13.6%	14.4%						
	5+	4.9%	6.3%	4.1%	4.6%						
18. Tenure (%)	Owned: Owned Outright	39.1%	38.4%	30.6%	30.6%	To provide a mix of tenure types	Increase in owned with a mortgage. Remainder have remained fairly constant.	Table K402EW: Census 2011		x	
	Owned: Owned with a mortgage or loan	26.7%	31.2%	32.8%	33.5%						
	Shared ownership (part owned and part rented)	0.6%	0.5%	0.8%	0.4%						
	Social rented	12.4%	11.2%	17.7%	18.1%						
	Private rented	19.5%	16.8%	16.8%	15.9%						
	Living rent free	1.7%	1.9%	1.3%	1.5%						

Table 11.1 Baseline Data: Housing



## Appendix 2c: Baseline Data (Crime and Deprivation)

### **Appendix 2c: Baseline Data (Crime and Deprivation)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Crime										
19. Crime rate per 1000 persons	* Comparable data not available on source website. See information in Para 5.46 for local data.	57.5	107.5	87.8	Reduce	Long term reduction	Crime in England and Wales: Police Force Area data tables - ONS (yr ending Sept 2019)		x	
20. Crime rate % change from previous year		12%	5%	5%	Reduce rate	Long term reduction			x	

Table 12.1 Baseline Data: Crime

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Deprivation and Health										
21. Indices of Deprivation - Ranking within Sub-Region, Region and Country (where 1 is the most deprived)	1 out of 8 in York and North Yorkshire; 8 out of 21 in Yorkshire and the Humber 75 out of 317 in England	N/A	N/A	N/A	Reduce deprivation	Worsened nationally from 90 in 2015.	English Indices of Deprivation (Gov.uk) 2015 & 2019	x	x	
22. Number of areas in the borough that fall within the most deprived 10% nationally	9 out of 70 (12.8%)	N/A	N/A	N/A	Reduce deprivation	Same since 2015.		x	x	
23. Ranking of having the most SOA in the most deprived 10% nationally.	70 out of 317	N/A	N/A	N/A	Reduce deprivation	Little change since 2015 (was 71)				

Table 12.2 Baseline Data: Deprivation

## Appendix 2d: Baseline Data (Health)

### **Appendix 2d: Baseline Data (Health)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship			
								Eco	Soc	Env	
Health.											
24. Population where health is good or better (%)	77.2%	82.2%	80%	81.3%	Increase		Table KS301EW: Census 2011	x	x		
25. Population where health is bad or worse (%)	6.7%	4.6%	6%	5.4%	Reduce			x	x		
26. Population with long term health problem or disability (limiting [a] a lot or [b] a little)(%)	[a] 10.5% [b] 12%	[a] 7.6% [b] 9.9%	[a] 9.1% [b] 9.8%	[a] 8.3% [b] 9.3%	Reduce			x	x		
27. Inactivity Levels (less than 30 mins a week) (Nov 17/18)	21.5% (19,600)	22.5% (132,900)	26.9% (1,187,400) <sup>(1)</sup>	25.1% (11,300,300)	Reduce	Reducing	Sport England (Active Lives 2017/18)	x	x		
28. Inactivity Levels (less than 30 mins a week) (Nov 15/16)	29.3% (26,700)	24.5% (141,400)	27.7% (1,212,000)	25.6% (11,349,300)				x	x		
29. % change in Inactivity levels of less than 30 mins a week (15/16 to 17/18)	-26.6%	-6%	-2%	-0.4%				x	x		
30. Activity Levels (at least 150 minutes week) (Nov 17/18)	66.9% (60,800)	64.9% (383,100)	60.6% (2,673,100)	62.6% (28,156,800)	Increase	Increasing	Sport England (Active Lives 2017/18)	x	x		
31. Activity Levels (at least 150 minutes week) (Nov 15/16)	60.5% (55,000)	65.8% (379,400)	60.8%(2,655,700)	62.1% (27,549,400)				x	x		
32. % change in Activity levels of at least 150 minutes a week (15/16 to 17/18)	+10.5%	+1%	+0.7%	+2%				x	x		
33. Inactive adults (%)	Not Available	27.15%	Not Available	24%	Reduce	Increasing	Turning the Tide of Inactivity (2014)	x	x		
34. % of children in year 6 who are overweight and obese	32.42%	30.66%	31.2%	34.29%	Reduce	Reduced in previous 2 years	NHS Digital (via lginform.gov.uk) 2018/19 Academic Year		x		
35. Excess weight (obesity levels): 18+	60%	61%	Not Available	62%	Reduce	Significant reduction from 2015/16 rate of 70.3%	Healthy Weight, Healthy Lives: Tackling overweight and obesity in North Yorkshire 2016-26 (North Yorkshire Health and Wellbeing Board)		x		
36. Depression or anxiety	16%	12%	Not Available	14%	Reduce		North Yorkshire Joint Strategic Needs Assessment (2019): Scarborough Borough Summary Profile (North Yorkshire Partnerships)		x		
37. Depression or anxiety with long-term musculoskeletal disease	24%	Not Available	Not Available	24%	Reduce					x	
38. Hospital admissions for intentional self-harm	255 per 100,000	Not Available	Not Available	185 per 100,000	Reduce	Increased since 2012/13				x	
39. Suicide Rates	16 per 100,000	Not Available	Not Available	10 per 100,000	Reduce					x	

Table 13.1 Baseline Data: Health

1. Information for inactivity from Active Lives for the region refers to Yorkshire only and does not include The Humber

## Appendix 2e: Baseline Data (Education)

### **Appendix 2e: Baseline Data (Education)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Education										
40. % pupils achieving 9-4 pass	N/A	68%	62.1%	59.1%	Increase	This is a new indicator.	Table LA1: GCSE and equivalent results 2017 to 2018 (provisional)	x	x	
41. Average Attainment 8 score per pupil	39.0	48.3	44.9	44.3	Increase	This is a new indicator.		x	x	
42. Infant/Primary Schools Capacity (Spaces available Jan 2020)	<p>Hunmanby Primary - 6 spaces;</p> <p>Filey Infants - 34 spaces;</p> <p>Filey Junior - 63 spaces;</p> <p>Barrowcliff 125 spaces;</p> <p>Friarage Primary - 101 spaces;</p> <p>Gladstone - 85 spaces;</p> <p>St Martin's Primary - 10 spaces;</p> <p>Thomas Hinderwell Primary - 43 spaces;</p> <p>Wheatcroft Primary - 36 spaces;</p> <p>Newby &amp; Scalby Primary - At capacity. (-6)</p> <p>Northstead Primary - 3 spaces;</p> <p>St Peter's Primary - At capacity (-7);</p> <p>Brompton Primary - 19 spaces;</p> <p>East Ayton Primary - 7 spaces;</p> <p>Lindhead - At capacity (-17);</p> <p>Seamer Primary - 11 spaces;</p> <p>Snainton Primary - 49 spaces;</p> <p>Wykeham Primary - At capacity (-7);</p> <p>Braeburn Primary - 105 spaces;</p> <p>Cayton Primary - 58 spaces;</p> <p>Overdale Primary - 65 spaces;</p> <p>St George's Primary - 5 spaces;</p> <p>Airy Hill Primary - 29 spaces;</p> <p>East Whitby Primary - 125 spaces;</p> <p>Ruswarp Primary - 9 spaces;</p> <p>St Hilda's Primary - 54 spaces;</p> <p>Stakesby Primary - 89 spaces;</p> <p>West Cliff Primary - 27 spaces;</p>	N/A	N/A	N/A	Maintain Capacity	Capacity fluctuates	NYCC Education Dept	x	x	

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
	<p>Lythe Primary - 41 spaces;</p> <p>Sleights Primary - 7 spaces.</p>									
43. Expected Infant/Primary School Capacity 2032 taking into account planning consents and housing allocations	<p>Hunmanby Primary - At capacity (-11);</p> <p>Filey Infants - 20 spaces;</p> <p>Filey Junior - 61 spaces;</p> <p>Barrowcliff 170 spaces;</p> <p>Friarage Primary - 160 spaces;</p> <p>Gladstone - 180 spaces;</p> <p>St Martin's Primary - 21 spaces;</p> <p>Thomas Hinderwell Primary - 77 spaces;</p> <p>Wheatcroft Primary - 50 spaces;</p> <p>Newby &amp; Scalby Primary - At capacity. (-228)</p> <p>Northstead Primary - 38 spaces;</p> <p>St Peter's Primary - 11 spaces);</p> <p>Brompton Primary - 26 spaces;</p> <p>East Ayton Primary - At capacity (-31);</p> <p>Lindhead - At capacity (-20);</p> <p>Seamer Primary - At capacity (-21);</p> <p>Snainton Primary - 42 spaces;</p> <p>Wykeham Primary - 13 spaces);</p> <p>Braeburn Primary - 118 spaces;</p> <p>Cayton Primary - At capacity (-257);</p> <p>Overdale Primary - At capacity (-322);</p> <p>St George's Primary - 10 spaces;</p> <p>Airy Hill Primary - 46 spaces;</p> <p>East Whitby Primary - 54 spaces;</p> <p>Ruswarp Primary - 29 spaces;</p> <p>St Hilda's Primary - 57 spaces;</p> <p>Stakesby Primary - 68 spaces;</p> <p>West Cliff Primary - 31 spaces;</p> <p>Lythe Primary - 49 spaces;</p>	N/A	N/A	N/A			NYCC Education Dept	x	x	

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
	Sleights Primary - 1 space.									
44. Secondary School Capacity (Spaces Available Jan 2020)	Caedmon College - 797 spaces; EBOR Academy - 450 spaces; Eskdale School - At capacity (-9); George Pindar School - 517 spaces; Graham School - 426 spaces; Scalby School - 59 spaces; St Augustines School - At capacity (-42)	N/A	N/A	N/A			NYCC Education Dept	x	x	
45. Expected Secondary School Capacity 2032 taking into account planning consents and housing allocations	Caedmon College - 877 spaces; EBOR Academy - 430 spaces; Eskdale School - 48 spaces); George Pindar School - At capacity (-122); Graham School - 531 spaces; Scalby School - 9 spaces; St Augustines School - At capacity (-42)	N/A	N/A	N/A			NYCC Education Dept	x	x	

Table 14.1 Baseline Data: Education



## Appendix 2f: Baseline Data (Economic)

### **Appendix 2f: Baseline Data (Economic)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Economic										
46. Economic Activity (% of people aged 16-64 who are 'economically active')	82.1%	N/A	77.2%	78.9%	Increase		NOMIS official labour market statistics (Jan 2019 - Dec 2019)	x		
47. GVA per head	£19,443	£22,373	£20,863	£26,470	Increase	Increasing	Regional GVA(l) by local authority in the UK (1997-2015) ONS	x		
48. 10 year increase in GVA per head (%)	21.5%	14.9%	21.2%	27%	Increase	Increasing		x		
49. Population Unemployed (%)	3.6%	N/A	4.3%	3.9%	Reduce	Reducing	Annual Population Survey (Sept 2019) ONS	x		
50. Unemployment (Jan 2019-Dec 2019) Model Based	3.5%	N/A	4.4%	3.9%	Reduce	Reducing	NOMIS data (Labour Market Profile - Scarborough)	x		
51. Total full-time 'employee jobs'	25,000	N/A	67%	68%	Increase numbers		NOMIS data (based on the ONS Business Register and Employment Survey) 2018	x		
	58%									
52. Total part-time 'employee jobs'	18,000	N/A	33%	32%	Increase numbers			x		
	42%									
53. Median Weekly Wage	£507.20	£567	£539.80	£591	Increase	Increasing	Annual survey of hours and earnings - resident population: NOMIS 2019	x	x	
54. Median Weekly Wage (5 and 10 year trend)	4.2%	18%	12.7%	12.9%	Increase	Increasing		x	x	
	23.6%	21.8%	19.3%	19.2%						
55. Town Centre Vacancy Rates	Filey: 2% Scarborough: 10.3% Whitby: 3.5% (survey Spring 2019)	N/A	N/A	10.3% (survey July 2019)	Reduce	Increasing in Scarborough. Level/reducing in other areas.	Local Surveys & National BRC Springboard Data	x		

Table 15.1 Baseline Data: Economic

## Appendix 2g: Baseline Data (Environment)

### **Appendix 2g: Baseline Data (Environment)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Environment										
56. Number of Air Quality Management Areas	0	8	55	696	Maintain	No Change	DEFRA - UK Air: Air Information Resource		x	x
57. Sites of Importance for Nature Conservation (SINCs) in a Favourable Condition (??)					Increase	??				x
58. Area of Groundwater Protection Zones (per designation)	(1) xx hectares (2) xx hectares (3) xx hectares	N/A	N/A	N/A	N/A	N/A	Environment Agency			x
59. Carbon Emissions (Total) 2017 estimate from 2019 (kt CO2)	502.1	4,524.2	35,885.2	284,921.0	Reduce (Council ambition of Net Zero Carbon by 2030)	Reduction	Dept for Business, Energy and Industrial Strategy (Estimates 2005-2017)	x	x	x
60. Carbon Emissions (Total) 2005 estimate from 2017 (kt CO2)	819.5	6,278.4	52,959.9	429,976.1						
61. % reduction in kt CO2 emissions from 2005 to 2017	38.7%	27.9%	32.2%	33.7%						

Table 16.1 Baseline Data: Environment

## Appendix 2h: Baseline Data (Cultural Environment)

### **Appendix 2h: Baseline Data (Cultural Environment)**

Baseline Data	Scarborough Borough	North Yorkshire	Yorkshire and Humber	England	Target	Trends	Data Source	Relationship		
								Eco	Soc	Env
Cultural Environment										
62. Number of Heritage Assets 'At Risk'	19	239	834 <sup>(1)</sup>	5,073	Reduce	Unknown	Historic England		x	x

Table 17.1 Baseline Data: Cultural Environment





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