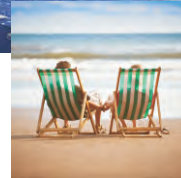


Scarborough Borough Local Plan



A great place to live, work & play



Scarborough
Borough Council

July 2017



The Bandstand

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Alternative Format Documents

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Alternative Format Documents

On request this and other Local Plan documents will be made available in large copy print, audio cassette, Braille or languages other than English. If you require the document in one of these formats please contact the Forward Planning Section at the address below:

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Introduction 1

1 Introduction

1 Introduction

A new Local Plan for Scarborough Borough to 2032

1.1 The Local Plan covers the period from 2011 to 2032 and covers the area of the Borough outside of the North York Moors National Park.

1.2 The Local Plan sets out the planning vision and a strategy for growth up to 2032. It will contribute towards the vision and objectives of the Sustainable Community Strategy for the Borough and help other Borough Council services and external partners deliver their own programmes. The Local Plan includes:

- Spatial Development Strategy - this sets out a hierarchy of settlements and recognises their individual roles in the plan area;
- Development Management Policies - this sets out the policies to be used by the Local Planning Authority when making decisions on applications for planning permission;
- Site Allocations - this provides the site specific details and allocates sites for housing, industrial development and other land uses.

1.3 It is essential that the Local Plan is read as a whole. While one policy may suggest that a proposed development would be acceptable, there may be other policies in the Local Plan that indicate otherwise; all proposals must comply with all relevant policies.

1.4 The Local Plan will be supplemented by existing and future documents including

- supplementary planning documents - these provide more specific detail on how elements of the strategy and individual policies will be implemented;
- site briefs - these provide more detail on development sites;
- a Community Infrastructure Levy schedule - this provides a chargeable rate per square metre for development (Note: no decision has been taken on adopting CIL in Scarborough Borough as yet).

National Planning Context

1.5 The Localism Act (2011) brought about significant changes to the planning system that had been in operation since 2004. The upper 'regional' tier of plan making has been abolished, and Regional Spatial Strategies are no longer in effect. At the same time a new 'neighbourhood' level of planning has been introduced, which provides parish councils and neighbourhood development forums with the opportunity to prepare a 'neighbourhood development plan' as part of the statutory development plan.

1.6 There have also been significant changes to national policy. The National Planning Policy Framework (NPPF) was introduced in March 2012 and condensed numerous Planning Policy Statements, Planning Policy Guidance notes and circulars, into one significantly shorter document.

1.7 The NPPF recognises that local plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. In doing this, local plans should set out the strategic priorities for the area, including policies to deliver housing, employment,

Introduction 1

retail, leisure, infrastructure and the conservation and enhancement of the natural and historic environment. Critically, local plans should plan positively to meet the objectives, principles and policies of the NPPF and be based upon an up-to-date and relevant evidence base to ensure that the identified needs of the area will be met.

Implementation and Monitoring

1.8 The Local Plan is intended to produce tangible benefits to local communities, business and the wider Local Plan area as a whole. It is important to monitor progress to ensure that the plan as a whole and individual policies are proving effective. Section 11 of the Local Plan sets out a series of indicators that will be used for monitoring. The Authority Monitoring Report (AMR) will provide an annual assessment of progress against the targets set out in this document.

Sustainability Appraisal

1.9 All planning documents must comply with the requirements of the EU Directive on Strategic Environmental Assessment (SEA) and must be subject to Sustainability Appraisal (SA). This means testing objectives, strategies and policies at each stage of the process to assess their potential impact on environmental, economic and social objectives and, where necessary, making changes to ensure sustainability. A Sustainability Appraisal was prepared during Local Plan production.

Habitats Regulations Assessment

1.10 A Habitats Regulations Assessment has also been carried out as part of production of the Local Plan. The Habitats Directive requires an assessment to be undertaken for plans and projects that are likely to have a significant effect, alone or in combination with other plans and projects, on one or more sites protected under European legislation. The first stage of this was screening, to ascertain whether or not there is likely to be a significant effect. The key principle is to adopt the precautionary approach and to preserve the integrity of sites.

1.11 The Screening Assessment concluded that an Appropriate Assessment was required in relation to effects from increased vehicular movements and increased levels of activity. This is contained in a separate report which has been published alongside the Local Plan.

1 Introduction

Vision, Aims and Objectives 2

2 Vision, Aims and Objectives

2 Vision, Aims and Objectives

Scarborough Borough Today - Current Issues and Opportunities

2.1 The overall picture of the Borough is one of many strengths and significant potential - not least the lifestyle draw of a high quality natural and historic environment and stunning coastal location. However, there are economic and social issues such as seasonal employment patterns and an ageing population that need to be addressed to enable the high quality of life on offer to be shared by all.

2.2 The following section sets out the issues currently faced by the resident population, business community and visitors. The issues identified have been used to establish the aims and objectives of the Local Plan, which subsequently inform policies and allocations.

Living in the Borough

2.3 The total population of the Borough is 108,800 ⁽¹⁾. The majority of the population resides in the three seaside towns of Scarborough (population of around 38,400 in the town and approaching 60,000 for the wider urban area), Whitby (population over 13,000) and Filey (population around 7,000). The remainder is spread among a number of villages which vary in size and in the level of services they provide. Approximately 12,000 people live in the part of the Borough that is within the North York Moors National Park.

2.4 Scarborough is the largest town by some distance and acts as the main centre for the Borough and indeed is the 'Coastal Capital' for a much wider area. Whitby and Filey and to a certain extent Hunmanby, serve the surrounding rural areas. Whitby was defined in the Regional Spatial Strategy (RSS) for Yorkshire and the Humber as a 'Principal Town' and also interacts with settlements in the Borough of Redcar and Cleveland. Scarborough Borough contains extensive rural areas outside the North York Moors National Park and it is important to plan for a scale of development that enables rural settlements and their economies to grow in a sustainable manner.

2.5 Parts of the Borough are popular retirement areas and 31% of the population is aged 60 years plus compared to 28% in North Yorkshire and 23% in England and Wales as a whole ⁽²⁾. Conversely only 11% of the population is aged between 20 and 29 years, compared to 14% in England and Wales. This raises concerns about the outward migration of young people from the Borough and what can be done to retain and attract young people to the area. Furthermore it is necessary to consider how best to meet specialist needs in terms of social and health care, as well as housing which is capable of being adapted to suit changing life circumstances.

2.6 There is a wide range of dwelling types with a higher proportion of flats (25.4%) than the region (Yorkshire & Humber: 15%) or nationally (England: 22%). Flats tend to be concentrated in central urban areas and along the sought after coastal frontages. There are over 4,000 properties classed as second homes (some used for holiday lets) which equates to 7.3% of the dwelling stock. The number of second homes has remained fairly constant for a number of years and there is no evidence to suggest this will change. There are approximately 1,300

1 Source: Census 2011

2 Source: Census 2011

Vision, Aims and Objectives 2

homes (2.3%) classed as long term empty⁽³⁾. Whilst the Borough Council sees it as a priority to bring empty homes back into use there will always be an element of empty homes so any successes in this field is likely to have only a limited impact on the overall housing numbers. There are larger house types available in various locations in the plan area and within the adjoining National Park.

2.7 The area does suffer from a low wage economy (see Para 2.13) and whilst there is a broad mix of house types available, there is a housing affordability issue. The Strategic Housing Market Assessment (2015) identified a need for the delivery of 450 affordable homes per year in the Borough between 2011 and 2016. The shortage of affordable housing exists right across the Borough although the impact of high house prices and levels of housing need is more extreme in certain areas. House prices in the rural areas and Whitby are significantly higher than in some wards in Scarborough Town. According to Zoopla's Zed-Index the average price of a semi detached house in the Whitby area ranges from £191,616 (YO22) to £207,113 (YO11). This is compared to £195,430 in the villages to the north and west of Scarborough (YO13) and the range of £138,394 (YO11) to £163,281 (YO12) in Scarborough.

2.8 There is a wide range of accessible open spaces and sports facilities that provide local communities with the opportunity to participate in recreational and amenity activities that help to promote physical health and well-being. Each of the three main towns has a comprehensive network of open spaces, many of which are important not only for their recreational value but also for their value as tourist attractions. Similarly, all of the villages in the plan area contain at least one area of open space, with the vast majority of local communities having access to a sports field, providing opportunities for informal recreational activities as well as participation in team-based sports.

2.9 Local evidence suggests that there are no significant identifiable deficiencies in the current provision of open spaces and sports facilities. Nevertheless, an emphasis needs to be placed on improving the quality of some of these facilities to ensure that they can continue to meet local needs over the Local Plan period. This will be supported by the Weaponness Sports Village development, which was granted planning permission in May 2015 and is due for completion in Spring 2017. The sports village will deliver a range of indoor and outdoor sports and leisure facilities, including a 2,000 capacity community football stadium with a 3G artificial pitch, gymnasium/fitness suite, sports hall, multi-use games area and an indoor swimming pool.

2.10 The area is served by both primary and secondary health care provision. A network of surgeries is complemented with hospitals at both Scarborough and Whitby. Access to primary health care is a fundamental issue with particular demands arising from the changing demographics of the area and the popularity of the area for retirees. It is understood that a number of health surgeries have reached or are approaching capacity. Where this is identified provision will be made to allow the expansion or relocation to meet future requirements.

3 Since 1st April 2013 a property is classed as long term empty if it has been empty for more than 28 days

2 Vision, Aims and Objectives

The Changing Economy

2.11 Historically the local economy has been highly dependent upon the fishing and tourism industries. Tourism in particular still forms a key part of the economy drawing on a yearly influx of visitors to the area; over 7 million visitors annually, spending upwards of £522 million.⁽⁴⁾ The overall number of day trip visitors decreased by 4% between 2013 and 2014, however the spend of these visitors increased by 4%.⁽⁵⁾ In terms of employment, the tourism industry⁽⁶⁾ accounts for approximately 22.8% of all jobs in the Borough (around 8,800 jobs). However, a high proportion of these jobs are part-time and low-paid, reflecting the seasonal nature of the tourism industry.

2.12 Outside of the tourism industry, the 'Public Administration, Education & Health' sector accounts for 33.5% of all jobs in the Borough⁽⁷⁾, which is above the national average of 28%. The manufacturing industry also plays an important role in the local economy, providing 10.4% of all jobs, which is higher than the national average (8.5%). The rate of unemployment (6.5%) is slightly higher than the national average (6%).

2.13 In terms of incomes and earnings, a significant proportion of the resident population fall within low income brackets; 66.8% of the local population earn less than £23,400 per year.⁽⁸⁾ The median weekly income for people working in the Borough is below the regional and national averages, with an weekly gross income of £459 for the workforce population. As a comparison the average weekly wage for the region is £479 and nationally £520.

2.14 Moving forward, there is a need to diversify the economic base to complement the historic reputation of the area as a tourist destination and make the economy more resilient to long-term change. By supporting local businesses and promoting the development of all employment sectors to increase growth potential, new jobs can be delivered helping to address many of the current employment issues in the Local Plan area.

2.15 One of the barriers to achieving economic growth and attracting major new employers is the perceived remoteness and peripherality of the area. However, the emergence of new economic sectors in the area has the potential to attract a new range of businesses.

2.16 Significantly, planning permission has recently been approved for the construction of a Potash Mine, 5km to the south of Whitby (within the North York Moors National Park). In terms of revenue and income, the mine is of national importance and will contribute £1 billion to the UK Gross Domestic Product. Locally, the project has the potential to deliver well over 500 jobs for people in Scarborough Borough, split between direct employment (at the minehead itself), supply chain industries and support services. Perhaps the greatest potential exists in maximising the indirect and induced employment benefit through the supply chain industries and support services, which will require high-quality, readily developable land in locations that are accessible to the minehead site. As the nearest large settlements to the mine, Whitby and Scarborough

4 Source: The Economic Impact of Tourism on Scarborough District, 2014

5 Source: The Economic Impact of Tourism on Scarborough District, 2014

6 Tourism consists of industries that are also part of the services industry

7 Source: ONS Business Register and Employment Survey (2013)

8 Source: North Yorkshire Strategic Housing Market Assessment, November 2011

Vision, Aims and Objectives 2

(and their respective business and industrial parks) are well placed to capitalise upon these opportunities. Not only will this benefit local people by providing sources of employment, it will help to address issues around remoteness and peripherality.

Education and Skills

2.17 Overall, levels of educational attainment are lower than the regional and national averages. The latest figures (ONS annual population survey, NOMIS) show that of residents aged between 16 and 64, 61.9% have qualifications equivalent to 5 or more GCSEs at grades A-C, which is significantly below both the national (73.3%) and regional (70%) averages. The proportion of residents who are qualified to a level equivalent to NVQ4 (Degree level) and above is 21.1%, which is also substantially lower than the regional and national averages of 29.7% and 36% respectively.

2.18 The Borough Council has been active in trying to promote the continued improvement of skills within the resident population. Most recently, it has worked to secure the development of a University Technical College (UTC) and a new University Campus in Scarborough. The UTC, which was in part driven by local businesses, provides young people aged between 14 and 18 with skills relevant to manufacturing and other industries. The new University Campus provides access to further education for people aged 18 and over. Not only will these schemes provide people with significant opportunities to enhance their skills, thereby enabling them to enter the labour market and progress within it, it will also provide businesses with the skilled employees they need, enabling them to be more competitive and helping to build a stronger local economy.

Accessibility and Transport

2.19 As previously highlighted, the connectivity of the Yorkshire and Humber coast sub-region is affected by relative remoteness and peripherality. There are, however, important interdependencies and connections with the cities of York and Hull and, especially in the case of Whitby, with the Tees Valley City Region.

2.20 The most important regional link is the road and rail corridor of the A64 and Trans-Pennine rail link. The Trans-Pennine line provides an hourly service (every 2 hours on Sunday) 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 (including Manchester Airport) and Liverpool.

2.21 Northern Trains connect Scarborough and Filey with Bridlington, Hull and Sheffield. The scenic Esk Valley railway runs from Whitby to Middlesbrough. The limited frequency, particularly in early mornings and evenings, along with journey times render it more popular with tourists than commuters. The line encourages linked trips between villages in the North York Moors National Park and Whitby and performs an essential role bringing secondary school pupils from the outlying villages. The North Yorkshire Moors Railway runs from Whitby to Pickering via Grosmont, and is a major tourist attraction.

2.22 Bus services access the towns and villages and link Scarborough and Whitby with Middlesbrough, York, Leeds and Hull.

2 Vision, Aims and Objectives

The Special Character of the Towns, Villages and the Surrounding Landscapes

2.23 A wide range and number of archaeological sites and historic buildings and areas form an important part of the Borough's heritage. Scarborough is the key coastal settlement. To the north of Scarborough, settlements are limited to mainly small fishing villages and the historic town of Whitby. Situated to the south is Filey with its historic Edwardian terraces set back from the seafront.

2.24 There are over 1,000 Listed Buildings in the Scarborough Borough Local Plan area which represent an important part of the areas historic and 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. The Local Plan area also contains 28 'Conservation Areas', that is areas of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. An ongoing challenge in seeking the preservation or enhancement of heritage assets is presented with the proposed levels of growth within the Plan and how the long term future of assets can be safeguarded.

2.25 In addition to their natural and landscape value, the Borough's expansive areas of countryside and coast are also important recreational assets that provide opportunities for pursuing informal activities such as walking and cycling. These opportunities are further promoted by the proximity to the routes and assets that are available in the North York Moors National Park. The Borough also has a network of footpaths and cycle ways, including parts of the Cleveland Way long distance footpath, the Coast-to-Coast walking route and the 'Moor to Sea' and North Sea Cycle Routes.

Environmental Issues and Constraints

2.26 Scarborough and particularly Whitby are adjoined by an area of landscape protection in the shape of the North York Moors National Park and their development has been significantly influenced by this and local topography. There are a number of other villages ⁽⁹⁾ that either extend into, directly adjoin or are located in close proximity to the National Park, where opportunities for development could potentially be limited by the nationally designated landscape. The land to the south of Scarborough forms part of an extensive archaeological landscape which stretches along the length of the Vale of Pickering. This area exhibits evidence of continuing human habitation and activity from the early Mesolithic period through the Roman period, and up to the present day. In the area to the south of Cayton, there is a high likelihood of waterlogged archaeological deposits with organic preservation. Based upon the understanding gained during excavations and through accumulated research work across the Vale of Pickering, there is a high probability that many of the remains will be of national importance.

2.27 In the south of the Local Plan area, Filey and Hunmanby are less confined by topography but the former has constraints to development in terms of flood risk (as evidenced by the Strategic Flood Risk Assessment for North East Yorkshire), drainage and waste water treatment capacity.

⁹ Including Burniston, Coughton, East and West Ayton, Ruston, Ruswarp, Sandsend, Sawdon, Scalby (part of the Scarborough Urban Area) and Sleights.

Vision, Aims and Objectives 2

2.28 Much of the area extending from Cayton to Osgodby and west as far as Ruston and Sawdon extending northwards into the National Park is defined as being within groundwater Source Protection Zones (SPZ) as identified by the Environment Agency. SPZ's are used to identify those areas close to drinking water sources where the risk associated with groundwater contamination is greatest. This can constrain certain types of development activity and adequate protection is therefore necessary to demonstrate that any risk to public water supply arising from development can be successfully mitigated.

2.29 The Water Framework Directive (WFD) aims at protecting and enhancing the quality and ecological status of waterbodies. The WFD determines the current ecological status of surface waterbodies and actions required to ensure good status. The aim is for all waterbodies to achieve good status. The area's bathing waters are included within the WFD as being protected areas.

2.30 Coastal erosion remains a very significant issue in some parts of the area covered by the Local Plan. The Shoreline Management Plan (2007) sets out the overall approach to coastal defence for a significant stretch of the north east coast of England including all of the coastline of the Borough.

2.31 Some coastal areas are also at risk of flooding from the sea, especially along Scarborough and Whitby Seafronts and close to the River Esk in Whitby. In the Filey area, there has historically been flood events attributed to groundwater / overland flow. Flooding from groundwater and overland flow has also been reported along the northern base of the Yorkshire Wolds.

2.32 Given the above referred to natural and topographical constraints, the availability of sites for development is, to some extent, limited in number. Notwithstanding this, a number of large sites, some of a strategic nature, were identified and assessed early in the Local Plan process. Although the site identified to the south of Cayton (Policy SGA1) has a high likelihood of archaeological remains of potential national importance, it was considered to represent the most sustainable and best option to deliver a substantial amount of housing to meet the future housing needs of the Local Plan area. The site is well located having excellent links to employment and other services through a choice of sustainable transport means. The decision to take this site forward was not done so lightly and was done with the understanding that it sits within an area of extensive archaeological landscape that stretches across the Vale of Pickering. Within the Ryedale part of the Vale of Pickering, the archaeological remains lie within open countryside and, therefore, are less likely to be affected by future development proposals. The proposed allocations of the sites in Scarborough, will result in the loss of only a small proportion of a much larger archaeological resource. Historic England has therefore agreed that it is acceptable to allocate land in these areas provided that any development proposals are informed by a robust archaeological assessment which will help further knowledge and understanding of the Vale of Pickering.

The Availability of Land

2.33 The ability to identify land for development is limited by topography, the coast and the national designation of the North York Moors National Park.

2 Vision, Aims and Objectives

2.34 There is also a limited amount of identifiable previously developed, so called 'brownfield' land. This has supplied the Local Plan area with a steady supply of sites over recent decades, however, the number of sites available or identifiable is diminishing. The towns do not have vast tracts of derelict land or former industrial sites that larger towns and cities tend to exploit. As such, growth will require some outward expansion into greenfield areas and the fringes of settlements. Notwithstanding this, wherever possible, the Local Planning Authority will prioritise the use of 'brownfield' land in urban and other accessible locations for development.

Scarborough Borough in 2032: Vision, Aims and Objectives

2.35 It is currently a period of economic opportunity with the likely introduction of new employment sectors. This includes the potential spin-offs associated with potash mining and off-shore wind farms.

2.36 The peripherality which some have viewed as a constraint actually results in the towns being more self-sufficient in terms of employment and the availability of a diverse retail offer, leisure and cultural opportunities. The local population also directly benefit from the various attractions on offer for visitors. A variety of events ranging from theatrical and music productions and festivals to tourist attractions including the Sea Life Centre and the new indoor water park are available for visitors and residents alike.

2.37 Notwithstanding the above, there are substantial challenges and current issues that have been highlighted. Whilst employment opportunities are generally good there is a need to improve the quality of employment. High levels of seasonal and low-paid employment exist, a direct consequence of being a popular tourist destination. There is also the related issue of housing and the need to ensure access to a decent and affordable home for all. The low wage economy directly impacts on the ability of residents to afford to move on to the 'property ladder'. Aligned to this is the issue of second home ownership (often as holiday homes) and the direct correlation with high property values in sought after locations. There is therefore an overriding need to address housing affordability and ensure that the delivery of affordable housing is prioritised over the Local Plan period.

2.38 A further significant challenge is addressing the ageing population; both in terms of meeting the needs of an older population and trying to re-balance the age structure. The UK's population is ageing, however, the draw of the coast and the lifestyle it offers for retirees further exacerbates this problem in this area. There is therefore a need to plan accordingly to ensure that both appropriate housing and health infrastructure is available including extra-care and specialist accommodation. The creation of a healthy economy and the potential growth of new employment sectors will encourage inward migration of the economically active and the retention of the younger population who have generally left the area to progress careers. This results in the need for an ambitious growth strategy for the housing market to meet the needs of an increasing population specifically for the young and economically active.

2.39 Our vision therefore seeks to build on what is good about the area today and what we should aim to address and improve by 2032, including those issues referred to above. There has been a strong relationship between the development of the Sustainable Community Strategy

Vision, Aims and Objectives 2

and the Local Plan. The Local Plan will shape new development and provide opportunities for private and public investment in a way which contributes to the needs and aspirations of the community. The relationship between the two documents is reflected in the vision; shown below.

Vision .

The Vision

“In 2032, our communities will be dynamic, vibrant and prosperous places where people want to live, work and play. The economy will have developed, building on the historic reputation of the area as a tourism powerhouse and diversifying into new economic sectors. The growth in the economy will lead to more balanced communities and a growth in the younger population remaining or being attracted to the area through a greater choice in homes and job prospects and a wider retail and leisure offer.

Scarborough and its environs will see the delivery of significant new housing development and a Business Park to support an expanding economy and workforce. Whitby will continue to be a thriving historic town attracting visitors worldwide whilst growing sustainably to accommodate the demands of new employment opportunities within and close to the town. Filey will retain its charm as a seaside resort and function as a main service centre for the southern area.

The larger villages will act as hubs, providing the service needs of surrounding areas, with these villages having the opportunity to grow in a proportionate and sustainable manner to meet the needs of local people.

Beyond the towns and villages, the area as a whole will retain its landscape setting including its important visual interaction with the North York Moors National Park, the Wolds, Vale of Pickering and the marine environment.

This growth will have been delivered in a sustainable manner, with a visible uplift in the quality of the design of the built environment, whilst also ensuring the retention of important historic assets and characterful countryside that benefits the quality of life of local residents and boosts the economy by continuing to attract many visitors.”

2.40 Building on this vision, the Local Plan sets out the further aims and objectives. The aims of the Local Plan are derived from the issues identified that the area currently faces. These aims provide the basis for the objectives and policies that have been developed. These aims and objectives cut across many themes or areas and should not be considered in isolation of one another.

2 Vision, Aims and Objectives

Aims of the Local Plan .

To achieve the vision in a sustainable manner, support will be given to achieve the following aims:

Aims
<ul style="list-style-type: none"> • To minimise the impacts of the built environment on climate change and mitigate associated localised impacts;
<ul style="list-style-type: none"> • To concentrate development within and adjacent to the main settlements along the coast;
<ul style="list-style-type: none"> • To facilitate the delivery of a range of housing to meet local needs;
<ul style="list-style-type: none"> • To support growth and diversify the economic base including the rural and marine economy;
<ul style="list-style-type: none"> • To recognise and build upon the tourism opportunities the area offers in respect of its unique position having easy access to both the coast and the countryside (including the North York Moors National Park);
<ul style="list-style-type: none"> • To minimise the use of resources and to safeguard, enhance and realise the potential offered by the natural, built and historic environment;
<ul style="list-style-type: none"> • To safeguard and reinforce the distinctive character of the various settlements;
<ul style="list-style-type: none"> • To make best use of existing infrastructure and secure new or improved infrastructure where required;
<ul style="list-style-type: none"> • To build upon the excellent opportunities for communities to access good quality open space for recreational and reflective purposes and to increase opportunities for participation in sport and health benefiting activities;
<ul style="list-style-type: none"> • To enhance accessibility and connectivity to and from key services, between settlements and outside of the Borough.

2.41 The Local Plan has a major role in helping to achieve these aims. It helps to shape the physical environment of the Local Plan area and the strategic pattern of transport within it. The following set of specific spatial objectives influence key policy areas in the Local Plan, any subsequent planning documents and the determination of planning applications. They fall under five topic areas in accordance with the Sustainability Appraisal Objectives these being; economic activity, community / health, land use and development patterns, environmental protection and resource use and climate change.

Vision, Aims and Objectives 2

Spatial Objectives .

Economic Activity	
Objective 1:	To improve, regenerate and achieve accessible thriving town centres ⁽¹⁰⁾
Outcomes:	The town centres will have provided vibrant and pleasant environments with access to a range of services to meet the needs of residents and visitors alike.
Relationship to Local Plan Policy:	TC 1, TC 2, TC 3, TC 4, INF 1, INF 4
Objective 2:	To support economic growth and build on the strengths and opportunities that exist within the Local Plan area including the rural and marine economy
Outcomes:	<p>The economy will have grown and diversified in all aspects, including expanded and fully developed business parks at Scarborough and Whitby that continue to play a key role in providing employment opportunities for local residents. The ability to access employment opportunities in and from the rural parts of the Local Plan area will also have been improved through the expansion of established businesses, the creation of new businesses to support the rural economy and a choice of sustainable transport methods that will be sought.</p> <p>The tourism industry will have continued to benefit from the range and quality of facilities available whilst having a greater emphasis on providing a year-round tourism product. New facilities will have contributed towards diversifying the offer whilst protecting the intrinsic assets that make the area an attractive place to visit. The range of visitor accommodation will have been able to evolve in a changing market in order to continue to cater for the varied demographics of visitors and their aspirations.</p>
Relationship to Local Plan Policy:	EG 1, EG 2, EG 3, EG 4, EG 5, EG 6, EG 7, TOU 1, TOU 2, TOU 3, TOU 4, TOU 5, ENV 5, INF 4
Community / Health	

10 This objective can also cross into the 'Community / Health' sub-category as it could relate to the regeneration of town centres with residential development.

2 Vision, Aims and Objectives

Objective 3:		To deliver a sufficient supply of land to meet the requirement for housing
Outcomes:	A range of housing sites will have been made available to ensure a step growth in housing delivery and the provision of over 9700 new dwellings by 2032. These will have been concentrated within the towns focusing growth in the Scarborough Urban Area and a mix of house types and tenures will have been delivered that matches the identified need for the area.	
Relationship to Local Plan Policy:	HC 1, HC 2, HC 3, HC 4, HC 5, HC 6, HC 7	
Objective 4:		To promote and deliver sustainable communities and neighbourhoods
Outcomes:	New housing developments will have been attractive, safe and locally distinctive offering a good quality of life and a sense of community and place. The community will have good access to education, health, recreational and cultural opportunities and day to day shopping requirements without travelling excessive distances. A choice of sustainable transport methods to meet wider needs will have been sought.	
Relationship to Local Plan Policy:	HC 2, HC 3, HC 4, HC 5, HC 7, HC 8, HC 9, HC 10, HC 11, HC 12, HC 13, HC 14, TC 5, INF 4, SGA 1	
Objective 5:		To enhance the areas recreational offer including access to green spaces, play and sporting facilities.
Outcomes:	New developments will have delivered a high-quality, connected network of green infrastructure, including through the provision of green spaces, play and sport facilities that not only meet locally generated needs but have also helped to address previous deficiencies in terms of the quantity, quality and accessibility of provision.	
Relationship to Local Plan Policy:	HC 14, HC 15, ENV 8, INF 4	
Land Use and Development Patterns		
Objective 6:		To ensure the provision of adequate infrastructure and services so that development is delivered in a planned manner

Vision, Aims and Objectives 2

Outcomes:	<p>All development sites will have been well connected and accessible by various modes of transport.</p> <p>Mechanisms will have been in place to deliver any infrastructure and services required by individual or cumulative developments.</p>
Relationship to Local Plan Policy:	SH 1, INF 1, INF 2, INF 3 , INF 4, INF 5
Objective 7:	To promote good design that reflects and, where appropriate, reinforces the distinct local character of the coastal towns, rural villages and rural hinterland.
Outcomes:	<p>The towns and other settlements will have grown in a sustainable manner and incorporated good quality design attributes both in terms of visual appearance and sustainable construction techniques. Development will have respected, but not necessarily replicated, the distinct local characteristics of the area in which it is situated. A 'step-up' in design quality will have ensured the area remains not only distinctive but has added new and interesting layers to the design palette of the area.</p> <p>Development opportunities will also have been progressed in a manner which utilises land efficiently without compromising quality and amenity.</p>
Relationship to Local Plan Policy:	DEC 1, DEC 2, DEC 3, DEC 4, SGA 1
Environmental Protection	
Objective 8:	To protect, conserve and enhance local character including the built, natural and historic environment including biodiversity, townscapes, the coast and countryside of both this area and the adjoining authorities including the protected landscapes of the North York Moors National Park.
Outcomes:	<p>The extensive and varied built, natural and historic character will have been reinforced through utilising its strengths and opportunities. The protection, conservation and where possible enhancement of designated and non-designated assets will have ensured the enjoyment of these assets is safeguarded for the long-term. This includes a reflection of the role these assets play</p>

2 Vision, Aims and Objectives

	<p>in the areas character whilst also exploring how they can further contribute towards the economic regeneration, tourism and education of the area.</p> <p>Through safeguarding and maintaining important natural areas with existing trees and hedgerows being supplemented by additional green areas and planting in new developments, the natural environment will have flourished resulting in a net gain in biodiversity.</p> <p>The protection, conservation and enhancement of designated and non-designated assets of the Local Plan area and the fringes of the National Park remain intact with outward expansion of the towns being concentrated in areas of landscape less sensitive to change.</p>
<p>Relationship to Local Plan Policy:</p>	<p>DEC 5, DEC 6, ENV 5, ENV 6, ENV 7, ENV 8, INF 4</p>
<p>Resource Use and Climate Change</p>	
<p>Objective 9: To promote the efficient use of resources, adapt to climate change and reduce environmental risks wherever possible.</p>	
<p>Outcomes:</p>	<p>The proportion of energy secured from renewable sources will have been increased and developments will have been built to a higher standard of energy and resource efficiency. This in turn will have resulted in reduced carbon emissions from all new developments.</p> <p>The effects of climate change and implications associated with environmental risk, including flood risk, drainage and coastal erosion, will have been minimised and mitigated. The risks associated with groundwater contamination, poor air quality and surface water disposal have been fully addressed through appropriate development and the implementation of any necessary mitigation measures.</p> <p>Water resources are used efficiently and the quality and ecological status of waterbodies will have achieved "good" status in line with the Water Framework Directive. In accordance with the waste hierarchy, sustainable waste management measures will have been implemented.</p>
<p>Relationship to Local Plan Policy:</p>	<p>ENV 1, ENV 2, ENV 3, ENV 4, DEC 1, DEC 2, INF 1, INF 4</p>

Vision, Aims and Objectives 2

2.42 The policies in this Local Plan contribute to the Vision, Aims and Objectives. A monitoring framework has been developed to help us manage and monitor performance against these objectives. This is set out in Section 11: Monitoring Framework.

2 Vision, Aims and Objectives

Sustainable Development 3

3 Sustainable Development

3 Sustainable Development

Presumption in Favour of Sustainable Development

3.1 The National Planning Policy Framework (NPPF) states that local plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.

Policy SD 1

Presumption in Favour of Sustainable Development

When considering development proposals the Local Planning Authority will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Proposals that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be permitted without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Local Planning Authority will grant permission unless material considerations indicate otherwise – taking into account whether

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework and National Planning Policy Guidance taken as a whole; or
- specific policies in that Framework indicate that development should be restricted.

3.2 The NPPF introduced the ‘presumption in favour of sustainable development’, and Policy SD1 enshrines this principle within the Local Plan. It is important to note that the NPPF and online National Planning Policy Guidance (NPPG) as a whole represents the Government’s view as to what constitutes sustainable development, and therefore all proposals will be judged against the contents of this Local Plan and national policy. The Borough Council will seek to make its planning decisions in an efficient and timely manner, and in this regard it is essential that all planning applicants provide the information necessary to support proposals, both in terms of technical evidence and demonstrable early engagement with all parties with a stake in the planning process.

Sustainable Development 3

3.3 The Borough Council will ensure it has readily available guidance on the planning application validation process, including the nature of information needed to support different types of planning applications, and advice on pre-application engagement, reflecting the sentiments of the NPPF, which stresses the importance of 'front-loading' the planning application process.

3 Sustainable Development

The Settlement Hierarchy 4

4 The Settlement Hierarchy

4 The Settlement Hierarchy

4.1 There is a need to make clear 'spatial' choices for the distribution of new development across the Local Plan area, thereby reflecting and supporting the specific roles and functions of different communities, helping “place-shaping” and ensuring that they are linked by sustainable patterns of transport. Failure to respect the scale and function of places can lead to inappropriate development and result in unsustainable patterns of transportation, loss of environmental quality and local character, reduced economic prosperity and be a barrier to social inclusion and the creation of balanced communities.

Policy SH 1

Settlement Hierarchy

The broad distribution of development in the Local Plan area will be shaped by the role and function of places, based on the following hierarchy of settlements:

- a. Scarborough Urban Area (including Scalby, Newby, Osgodby, Eastfield, Crossgates and Cayton);
- b. Whitby (including Ruswarp);
- c. Filey;
- d. Service Villages: Burniston, East and West Ayton, Hunmanby, Seamer⁽¹⁾, Sleights⁽²⁾ and Snainton; and
- e. Rural Villages: All other villages with defined Development Limits.

In meeting the objectives for each level of the settlement hierarchy, development should not compromise the ability to meet the objectives for other tiers in the hierarchy.⁽³⁾

Only those places with defined Development Limits are classified as settlements for the purposes of this Policy. All areas outside the Development Limits are to be regarded as ‘countryside’. The Development Limits are defined on the Policies Map.

4.2 A settlement plan is shown overleaf and the detail on how the settlement hierarchy will be delivered at a local level thereafter.

1 including Irton

2 including Briggswath and Eskdaleside

3 For example, development in a Rural Village should not be to the detriment of the role and function of a Service Village.

The Settlement Hierarchy 4

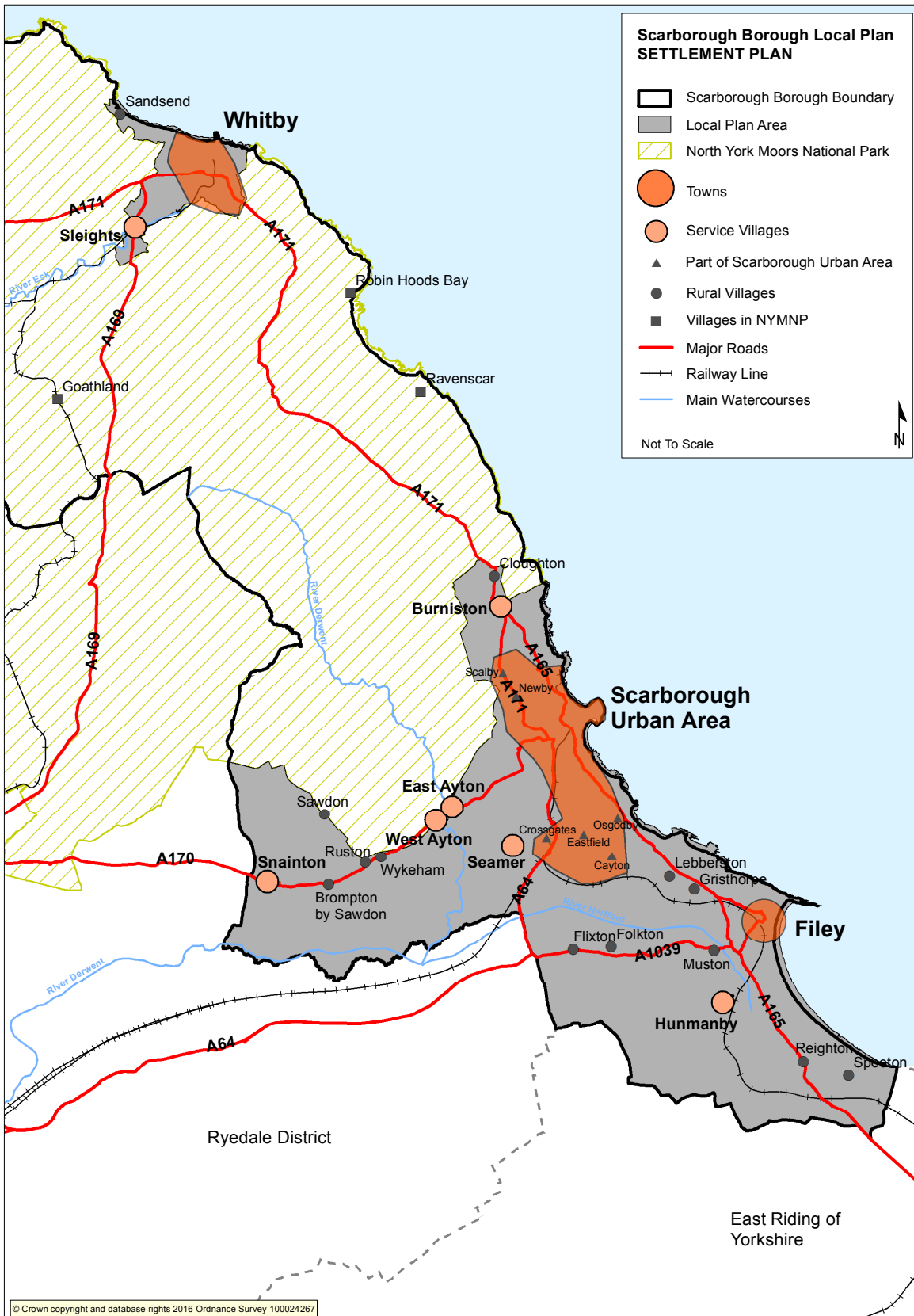


Figure 1 Settlement Plan

4 The Settlement Hierarchy

Settlement Hierarchy Statement 1

Scarborough Urban Area (including Scalby, Newby, Osgodby, Eastfield, Crossgates and Cayton)

Scarborough Urban Area will be the main centre on the North Yorkshire coast and the prime focus for housing, employment, shopping, leisure, education and health facilities along with cultural activities. In seeking to deliver the plan's spatial objectives at a local level, development should

- a. enhance Scarborough Urban Area's role as the 'Principal Town';
- b. deliver a range of modern housing and employment premises;
- c. develop a strong sense of place with well designed buildings and public realm within a clear framework of routes and spaces;
- d. create and improve networks, corridors and areas of green infrastructure, including the urban fringe, to enhance biodiversity and opportunities for recreation;
- e. strengthen the identity and role of Scarborough town centre;
- f. improve public transport systems and services and increase opportunities to travel by means other than the private car; and
- g. safeguard and, where appropriate, enhance the distinctive character of the town, its legacy of historic buildings and its natural environment.

4.3 Scarborough Urban Area is the main centre for higher level services and job opportunities within the Borough and the wider coastal area. Scarborough's role will be enhanced over the period of the Local Plan, acting as the focus for growth and where the majority of new development is to take place. A strategy that delivers growth in Scarborough provides opportunities to address many of the issues currently facing the area.

4.4 Scarborough's population is around 60,000, which makes it by some distance the largest centre of population on the coast between Teesside and The Humber. It acts as the administrative centre for the Borough, has a University campus (forming part of Coventry University) and is the home of Scarborough Hospital. Public sector employment in the immediate Scarborough area is around 35% of the local workforce. Whilst in absolute numbers the public sector may shrink over coming years (and there will be a pressing need to create the environment in which the private sector can seek to expand and 'fill' the gap) a significant administrative role is likely to remain.

4.5 By delivering a greater number and wider choice of housing together with a broader range of services, shops and community facilities, Scarborough can become a place where people of all ages and circumstances increasingly want to live. This is crucial to the future prosperity and sustainability of the area, as it is essential to look to intervene in the projected demographic trends which point to a significantly ageing population.

4.6 In order to secure a prosperous future for the Scarborough Urban Area there is a pressing need to diversify the economic base, building on recent successes in the creative industries and providing alternatives to the traditional tourism and fishing industries to secure quality year

The Settlement Hierarchy 4

round employment opportunities. To achieve this aim it is essential that a range of sites and premises where economic development can take place are provided, both to encourage investment in and the development of existing local businesses, and to attract new investment into the area. Tourism remains an important element of the local economy, and the challenge is to provide a policy framework that can produce a tourism product that meets modern day expectations, enabling the town and its residents to benefit from the visitor economy year round.

4.7 Scarborough town centre is the main retail destination within the Borough and the Local Plan seeks to protect and enhance this role. In addition, new public transport links with surrounding communities should be supported in order to promote the town centre as an attractive, modern and accessible consumer destination for all residents and visitors to the area including those without access to a private car. An efficient public transport system and opportunities for access through walking and cycling will therefore be required. In addition to improving accessibility within the urban area itself, transport connections with other locations and settlements should be reinforced including with the district and neighbourhood centres (Eastfield, Falsgrave and Ramshill) that provide essential facilities for local communities. The role of these centres will be protected.

4.8 Each individual element of growth must be delivered in an integrated manner and in a way that respects, protects and enhances the distinctive historical character and natural environment of the Scarborough Urban Area. In particular, new development should positively contribute to the sense of place through well designed buildings, a high quality public realm and accessible and attractive areas of 'green' space. These principles for development are particularly important in areas that would benefit from physical, social and economic regeneration such as Eastfield and certain inner areas of Scarborough town itself.

Settlement Hierarchy Statement 2

Whitby (including Ruswarp)

Whitby will be the focus for housing, employment, shopping, leisure, education, health and cultural facilities in the northern part of the Borough, where development should respond to local needs and reflect and enhance the high environmental quality and historic character of the town. In seeking to deliver the plan's spatial objectives at a local level, development should

- a. support Whitby's role as a historic town, managing the consequent demands arising from being a major visitor destination;
- b. deliver a range of modern housing that helps to meet local needs as far as possible;
- c. deliver an enhanced role as a service and employment centre to its surrounding rural hinterland, capitalising on emerging economic drivers;
- d. improve accessibility to and from surrounding settlements by public transport;
- e. improve the town's function as a hub for transport services and interchange and increase opportunities for walking, cycling and riding within the surrounding countryside;

4 The Settlement Hierarchy

- f. protect, and where possible enhance the role of the town centre; and
- g. achieve a high standard of design alongside a pattern and scale of development that reflects and enhances local character, distinctiveness, heritage and the town's relationship with the surrounding landscape.

4.9 As a centre for economic and social activity, Whitby acts as the principal settlement in the northern part of the Borough. The town has a vital role as a service and employment centre for both its own population and that of the wider Esk Valley and beyond. The Local Plan seeks to protect and enhance this role.

4.10 Whitby has long standing links with the Tees Valley and in the past this resulted in pressure for residential development. In the 1980's, economic decline in Teesside brought unemployment problems to the town. The renaissance of the town in recent years has seen a turnaround in its fortunes.

4.11 Over recent decades Whitby has flourished as an important tourist destination at a local, national and international level; building upon its outstanding cultural and environmental assets. The need to protect and enhance assets such as the town's rich built heritage and its landscape setting and interaction with the North York Moors National Park, means that opportunities for development must be carefully assessed in order to maintain the character of the town and its surroundings. The Local Plan places great emphasis on seeking to meet particular development needs in order to ensure that the town and its residents can prosper in ways that maintain its unique character.

4.12 Factors such as rising house prices and a proliferation of second-home ownership have lead to a significant level of need for affordable housing within the town. These needs cannot be ignored, and as a result new development should focus on helping to meet local needs as far as possible, for example by ensuring an appropriate mix of new housing and maximising the provision of affordable homes.

Settlement Hierarchy Statement 3

Filey

Filey will be enhanced as a place that provides services in the southern part of the Borough, where development should meet local needs and maintain the distinctive character of the town. In seeking to deliver the plan's spatial objectives at a local level, development should

- a. recognise and reinforce the town's joint role with Hunmanby in providing services in the southern part of the Borough and the wider area;
- b. maintain the town's distinctive 'seaside resort' character;
- c. retain and improve local services and facilities, and promote accessibility by means other than the private car; and
- d. secure an appropriate mix of new housing, an element of which will help to meet locally generated housing needs.

The Settlement Hierarchy 4

4.13 The settlements of Filey and Hunmanby have a shared role in providing services, facilities and employment opportunities in the southern part of the Borough. Their individual and complementary roles should be safeguarded and enhanced. However, whilst they perform a shared role, they are individual settlements with distinctive characteristics and new development must recognise this.

4.14 Over the years Filey has retained its "seaside resort" character and is an important tourism asset. It is essential that its Victorian seaside character and natural setting are protected, whilst also delivering a level of housing to meet local needs and a more diverse and higher quality tourism offer.

Settlement Hierarchy Statement 4

Service Villages: Burniston, East and West Ayton, Hunmanby, Seamer and Irton, Sleights (incorporating Briggsath and Eskdaleside) and Snainton

Burniston, East and West Ayton, Hunmanby, Seamer, Sleights and Snainton will be maintained as local centres that offer a range of facilities and services, where a level of development will meet local needs and facilitate the economic diversification of rural areas. Development should safeguard and reinforce the distinctive character of each settlement and not detract from their landscape setting. New employment opportunities will be provided in the south of the Borough through the expansion of Hunmanby Industrial Estate.

4.15 Service Villages are those that provide a core set of essential services for local communities. They must contain a primary school, village/community hall, convenience store and a Post Office. In addition, they must also contain a range of other facilities, including at least two of the following; other convenience store (butchers, bakers, etc.), other local services (banks, libraries, comparison stores), doctor's surgery, employment units, public house, place of worship and an area of open space. It is also essential that they are well connected to the higher service centres (towns) by public transport. The villages of Hunmanby, Burniston, East and West Ayton, Seamer⁽⁴⁾, Sleights⁽⁵⁾ and Snainton were shown to meet these criteria.

4.16 Given that the Service Villages are shown to contain essential facilities and services, they are considered to be locations where small-scale development opportunities may be acceptable. As centres for activity in the rural area, Service Villages can also play a role in providing small-scale employment opportunities outside of the traditional rural industries. Developments that enhance this role should be supported.

4.17 In the case of Seamer and Sleights, the Service Village designation also includes their adjoining settlements. However, this does not mean that Irton (Seamer), Briggsath and Eskdaleside (both Sleights) will have to accommodate a greater level of development as a result of this designation. These settlements have distinct characters (from the wider Service Village) and in the absence of suitable development sites, this character should be retained.

4 including Irton

5 including Eskdaleside and Briggsath

4 The Settlement Hierarchy

4.18 While settlements may have joint roles in terms of their function, they may also have separate and distinct characters that require different approaches towards new development. As previously stated, it should be recognised that the position of a settlement within a certain tier of the hierarchy does not mean that it will have to accommodate a certain level of growth in the absence of suitable development sites. This particularly pertains to villages that may be classified as a Rural Village when considered in isolation, but is grouped together with a Service Village when considered in its wider functional context.

4.19 Hunmanby is the largest of the Service Villages and provides a number of key facilities and services within the southern part of the Borough. It has good public transport connections with Filey and Scarborough, with regular train and bus services. The village centre contains a range of shops which cater for day to day needs, whilst the industrial estate has delivered new employment opportunities for local residents over recent years. However, the village is considered to be reaching its natural and physical capacity and as such, new development opportunities will be limited.

Settlement Hierarchy Statement 5

Rural Villages: Brompton-by-Sawdon, Cloughton, Flixton, Folkton, Gristhorpe, Lebberston, Muston, Reighton, Ruston, Sandsend, Sawdon, Speeton, Wykeham.

The character of the Rural Villages, including their relationship to and setting within the surrounding countryside, will be protected and where possible enhanced. Development in these villages will make efficient and sustainable use of existing buildings and infill opportunities. On the edges of Rural Villages, housing development will meet clearly identified local needs, recognising that an element of open market housing may be required to deliver essential affordable units.

4.20 The Rural Villages are generally of a very small scale and offer limited, and in some cases no, service provision. Sustainable development opportunities within the defined Development Limits of these villages will be supported, including infill development and the conversion of existing buildings. New housing development on the edge of Rural Villages (outside the defined Development Limits) will be to meet local and other functional needs, i.e. through the delivery of 'exceptions sites' (affordable housing schemes), allowing for an element of open market housing where this helps the viability and deliverability of an exceptions site as a whole. Housing development that meets a functional need includes that which provides essential accommodation for those involved in land management or other countryside activities. The development of new services will be supported; however, the growth of Rural Villages as a sole means of generating additional demand for services will not be supported where such growth would have an adverse impact on the character of the village, or on the viability of a service in a nearby village.

Design and Construction 5

5 Design and Construction

5 Design and Construction

Principles of Good Design

5.1 The National Planning Policy Framework (NPPF) states that “*Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people*”. One of the key objectives of this Local Plan is to promote the principles of good design in new development, thereby ensuring that the area continues to be an attractive and safe place to live, work and invest in. New buildings and public spaces should reflect these principles and seek to enhance the local character and distinctiveness of the area, whilst also reducing energy consumption and carbon emissions.

Policy DEC 1

Principles of Good Design

Good design will be expected in order to create attractive and desirable places where people want to live, work and invest, and to reduce carbon emissions from development. All development will be required to meet the following principles of good design by demonstrating

- a. that an analysis of the constraints and opportunities of the site and the function of development has informed the principles of design, including
 - i. that the proposal reflects the local environment and creates an individual sense of place with distinctive character;
 - ii. that the detailed design responds positively to the local context, in terms of its scale, form, height, layout, materials, colouring, fenestration and architectural detailing; and
 - iii. that the proposal has taken account of the need to safeguard or enhance important views and vistas.
- b. that the layout, orientation and design of buildings (where these factors are not otherwise constrained) helps to reduce the need for energy consumption, and, how buildings have been made energy efficient thereby reducing carbon emissions from development;
- c. that the proposal provides suitable and safe vehicular access and suitable servicing and parking arrangements;
- d. that any elements of public realm have been designed to reinforce or complement the distinctive character of the local area and to ensure that they are attractive, safe, accessible and well connected to their surroundings, including through the provision of walking and cycling routes to and within the development to encourage their use;
- e. that any associated landscaping scheme has been developed to enhance both the natural and built environment, retaining existing features of interest where possible.

Proposals will be permitted where it can be demonstrated that the principles of good design have been followed. In meeting the above, reference should be made to the Borough Council's relevant design guidance documents.

Design and Construction 5

The Local Planning Authority will promote the use of design review where appropriate, particularly for major projects, to assist in the delivery of good design.

5.2 The built environment is diverse; varying between the historic coastal towns of Scarborough, Whitby and Filey, the more modern sub-urban residential areas, the rural villages and buildings within the wider countryside and the open coastline. Given that development across these locations may require distinctly different design solutions, detailed design proposals should be based around an understanding of the opportunities and constraints presented by the site and the area in which the development is taking place.

5.3 Developers will be required to carry out contextual site surveys, which should be used to inform the design concept. Applicants should be able to demonstrate how the principles of good design have been applied in terms of influencing the function, scale, detailing and character of development in addition to the materials used in construction and the quality of the public realm. Innovative design solutions will be encouraged where appropriate within the context of the above policy provisions.

5.4 The Borough Council will produce further design guidance to help in the delivery of good design.

Local Character

5.5 Natural and physical features such as the topography of an area, the pattern of streets and public spaces, the streetscene, the density of development, the scale and form of buildings and the materials used in construction all help to define local character and identity.

5.6 Local character and key features within the built environment, such as listed buildings and other heritage assets play a significant role in promoting economic and social prosperity by providing attractive living and working conditions. It is therefore essential that local character is safeguarded.

5.7 The design of new development should reflect and reinforce locally distinctive features, thereby contributing to the character of the surrounding area in a positive manner. In doing so, new development should not always seek to mimic existing development but be of its own time. The Local Planning Authority will encourage contemporary and innovative design solutions which enhance local character and distinctiveness.

5.8 The three principal settlements within the Borough – Scarborough, Whitby and Filey – all have their own individual characters, each shaped by the land on which they are built and reflecting the various roles they have fulfilled over time. Equally, each is comprised of individual character areas. The Borough Council will undertake Conservation Area Appraisals to provide guidance as to what is unique and special about the character of these areas.

5.9 Scarborough's skyline is dominated by a number of prominent features; including Olivers Mount, the castle headland and the Grand Hotel. The latter two of these characterise two distinct periods of time within the town's history. The oldest parts of Scarborough are within the South Bay area, close to the castle headland, where the existing street pattern generally follows the pre-existing mediaeval street layout, using the terraces that were formed to make development

5 Design and Construction

possible on the steep-sloping land. The town expanded substantially from the mid 17th Century onwards, firstly as a spa resort and then as a seaside resort (the first of its kind in Britain). Significant levels of development within the Victorian period left a strong legacy within the built environment, which is still prevalent in Scarborough's present day townscape; creating the town's seaside resort character.

5.10 The origins of Whitby can be traced back to when St. Hilda's Abbey was founded in 657 AD. The Abbey, which sits high upon East Cliff, dominates the skyline and can be seen from miles around. Whitby developed primarily on the eastern side of the river (below the Abbey) as a fishing town during the mediaeval period. The eastern side of the town still retains its mediaeval character, with narrow streets and tightly packed buildings running down towards the river. Once the bridge was constructed in the 14th Century, the town developed on the western side of the river, which expanded significantly during the 17th and 18th Centuries based around the development of the whaling, alum and ship building industries. In the Victorian period these industries were replaced by tourism, the legacy of which is the imposing Victorian terraces which form the hotels and guest houses of the present day.

5.11 Filey was initially a fishing and farming village, centred around what is now Queen Street and close to the Ravine. The town experienced a tourism boom from the late 1700s onwards, when it became a place for 'taking the promenade' – as a quiet retreat from Scarborough and to some extent it remains as such. From this rise in popularity came the development of imposing villas and unified terraces built in the latter half of the 19th Century, which remain a distinctive feature of the town.

5.12 The rest of the Local Plan area is characterised by its small but distinctive villages, which are generally of rural character with traditional buildings and materials and settlement forms, using local stone for construction in earlier buildings or brick and clay pan tiles or slate for the roofs. It is important that the distinct character of rural settlements is retained.

Detailed Design

5.13 The detailed design characteristics of a development proposal, including the scale, form, height, layout, materials, colouring, fenestration and architectural detailing, should reflect and respond to the character of the surrounding environment and enhance the sense of place. In particular, the scale of new development should respect the proximity and height of existing properties.

5.14 Housing developments have in recent decades been criticised for their uniform and standardised appearance. In order to avoid creating homogeneous and sterile neighbourhoods, developers will be required to incorporate a mix of property types of a varying scale, utilising a range of complementary materials wherever possible. Similarly, the layout of development should encourage integration with surrounding areas and not be inward facing.

5.15 Proposals for the extension or alteration of existing buildings should respect the character and scale of the original building; drawing reference from the materials and detailing used in the original building and ensuring that the original building remains the principal feature of development. However, it is recognised that the use of alternative materials and detailing in extensions and alterations can, in some cases, enhance the character of an existing building

Design and Construction 5

and / or the surrounding area. The Local Planning Authority will encourage contemporary and innovative design solutions that enhance local character. For extensions and alterations to residential properties, proposals will be required to accord with the appropriate design guidance.

Reducing Carbon Emissions

5.16 A Government report⁽¹⁾ published in 2008 revealed that buildings are responsible for almost 50% of the UK's energy consumption and carbon emissions. Clearly there are significant carbon savings to be made by making our buildings more energy efficient; both in terms of reducing the need for energy and by using energy more efficiently. Further carbon savings can be achieved by supplying energy from renewable sources (see Policy ENV 1 and ENV 2).

5.17 The layout, orientation and design of buildings can reduce the need for energy consumption by maximising the potential to secure the benefits energy provides, e.g. heating, lighting and cooling, through alternative means. Design features such as south facing windows can allow for heat and light from the sun to be captured passively, whilst roof overhangs can provide natural shading, thereby reducing the need for cooling systems. Where layout, orientation and design is not constrained or dictated by other factors, i.e. by the character of the surrounding area or the juxtaposition of adjacent buildings, applicants will be required to demonstrate how the design of the development has reduced the need for energy consumption.

5.18 A significant reduction in carbon emissions can be achieved by ensuring that buildings use energy more efficiently. By incorporating higher standards of insulation and using combined heat and power systems in buildings, occupiers can get more out of each unit of fuel that they use. Energy efficiency is currently promoted by, and measured against, Part L of the Building Regulations. The regulations were amended in 2010 to reflect improved standards for carbon emission reduction that were then set within the Code for Sustainable Homes. Although the Code is being wound down as part of the Government's wider review of housing standards, and while the national target of 'net zero CO₂ emissions' from 2016 has been scrapped, energy efficiency standards will continue to be promoted through Building Regulations. These standards will be updated over the coming years to further improve the energy efficiency of new homes on an ongoing basis.

Access and Parking

5.19 Applicants will also have to demonstrate that there are safe access and servicing arrangements for vehicles, cycles and pedestrians. Parking provision should be in line with the Highway Authority's standards unless it can be satisfactorily demonstrated that any particular development should not be required to meet those standards and would not be detrimental to neighbouring uses.

Fibre Optic Broadband Connectivity

5.20 Fair and equal access to high speed internet, particularly within rural communities, continues to be an issue in the Borough. Lack of access to such provision could act as a barrier to economic growth in the rural areas. Therefore, wherever possible, developers are encouraged to make provision for the installation of fibre optic broadband within new developments.

1 Improving the Energy Efficiency of our Homes and Buildings, Department for Communities and Local Government, March 2008

5 Design and Construction

Public Realm

5.21 'Public realm' refers to the publicly accessible areas between buildings; the streets, paths, squares and parks that people use and move through on a day-to-day basis. Ensuring a high-quality, safe and accessible public realm is an essential part of creating environments that people want to live, work and invest in.

5.22 Developers will be required to demonstrate a clear and understandable relationship between the design of the public realm and the surrounding built and natural environment, building upon local character and distinctiveness and reinforcing the sense of place.

5.23 The public realm should be accessible to all members of the community and maximise opportunities for walking and cycling within, to and from development. Within larger developments the public realm should also be considered as a wider network of publicly accessible spaces, which should be linked together in order to create sustainable and 'walkable' neighbourhoods.

5.24 The design of the public realm can help to promote safe communities by limiting the opportunities for crime and anti-social behaviour to take place. To this end, where appropriate, new development proposals will be required to demonstrate the appropriate application of 'Crime Prevention through Environmental Design' and 'Secured by Design' principles, which look at the following aspects of development as a means of creating safe environments:

- environmental quality;
- natural surveillance;
- access and footpaths;
- open space provision; and
- lighting.

Design Review Panel

5.25 The NPPF encourages local planning authorities to use a design review process to provide assessment and support to ensure high standards of design. The Local Planning Authority will use the review process, particularly for major developments, from the early stages of the application process in order to optimise the design of new development and to add value to a scheme.

Electric Vehicle Charging Points

Policy DEC 2

Electric Vehicle Charging Points

Every new residential property which has a garage or dedicated marked out residential car parking space within its curtilage should include an electrical socket suitable for charging electric vehicles. The minimum requirement would be a single phase 13 amp socket. An exemption would be made for residential apartments and residential care homes with communal parking areas.

For non residential developments providing 100 car parking bays or more, at least 2% of those spaces should provide well managed rapid charging points for electric vehicles, where the local electricity network is technically able to support this.

5.26 The Government expect local authorities to encourage electric vehicle charging infrastructure in new development where this does not affect its overall viability. The Government wants to see the majority of recharging taking place at home, at night, after the peak in electricity demand. Home recharging should be supported by workplace recharging, with a targeted amount of public infrastructure where it will be most used, allowing people to make the journeys they want.

5.27 The installation of, at a minimum, a single phase 13 amp socket during construction would allow domestic vehicle charging, including the ability to easily upgrade to a dedicated fast charging unit. An option to upgrade to a fast charging unit at the point of purchase would be encouraged.

5.28 Electric vehicles are a relatively new development, the technology is continuing to evolve and the take up of electric vehicles is to date fairly limited. This situation may change significantly during the plan period, new products may emerge and the cost of electric vehicles and their associated charging infrastructure may decrease as the technology is further developed. It is recognised electric vehicles will make an important contribution to reducing the UK's greenhouse emissions. The NPPF makes it clear that developments should 'be designed and located where practicable to incorporate facilities for charging plug-in'. It is therefore considered appropriate to establish a positive policy approach to support and encourage the development of an electric vehicle charging network.

5.29 It is recognised that for development of residential apartment blocks or communal parking areas it may not always be suitable or feasible to require charging points because of the cost of providing the points, the management arrangements, and the security and servicing of the location.

5 Design and Construction

The Efficient Use of Land and Buildings

Policy DEC 3

The Efficient Use of Land and Buildings

Proposals will be required to make efficient use of land and/or buildings and the re-use of land (brownfield) will be supported where this accords with other plan policies.

The density of development (including any associated elements of green infrastructure) should be in keeping with the character of the local area. Higher densities will be more appropriate in the central areas of Scarborough, Whitby and Filey. Lower densities may be considered acceptable in instances where there are site-specific constraints, a need to provide additional levels of infrastructure or where the current character or appearance of the area necessitates a development of a lower density.

5.30 The Local Plan area is constrained geographically by its location lying between the North York Moors National Park and the coast. The result is a limited area in which development can take place. It is therefore essential that existing land and buildings are used in an efficient and effective manner whilst also ensuring that new development contributes to the overall aim of sustainable development and providing a high quality of life for existing and future residents. The re-use of land (brownfield) is one means of efficiently using land and will be encouraged where appropriate, accords with other Local Plan policies and does not harm land of high environmental value.

5.31 The efficient use of land including the re-use of brownfield land can help to reduce the total amount of land needed. In order to support this, developers should seek to ensure that the optimum benefit is derived from their sites, rather than leaving parts of them underutilised due to a lack of careful design. Consideration of the efficient use of land is often limited solely to the density of development, but this is only one aspect of the issue. It is equally important to ensure that other elements of the development including structures, infrastructure, open space, Sustainable Drainage Systems (SuDS) and car parking are integrated into a site as efficiently as possible.

5.32 The appropriate density of residential development will vary significantly within individual areas, influenced by a range of issues including the character of the locality and the type of development proposed. A density level of 30 dwellings per hectare has been used as a benchmark for a number of years and this is still regarded as an appropriate overall level of density to aim for cumulatively across the Local Plan area. For the purposes of estimating the yield of Housing Allocations in the Local Plan (Policy HC 2) historic planning consents have been assessed to determine the 'developable area' of housing sites and an indicative yield has been arrived at. Unless other considerations warrant a different approach, such as the submission of supporting evidence from a site promoter, the approach for estimating yield on allocated sites is set out in the table below:

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	Developable Area	Density (dph)
Up to 2ha	100%	30
Over 2 ha	70%	30

Table 5.1 Developable Area and Densities of Housing Sites

5.33 This assumes that the larger schemes will require a greater land take for supporting infrastructure including roads, open space and drainage, whereas smaller schemes generally do not require such levels or provide contributions for off-site provision or improvements to, for example, open space. This is an indicative guide and schemes may come forward with a different level once full site assessments have been carried. It will, however, provide a base figure on which indicative yields can be based and allow a calculation of the degree to which housing allocations can contribute toward the overall housing requirement.

5.34 It is recognised that there are occasions where a lower density is justified. The form of surrounding development, especially in rural areas, often requires lower density development to respect the existing character and appearance of the area. Conversely, within the more dense urban areas where sites are more accessible by public transport, walking and cycling, it may be appropriate to deliver much higher densities of development, depending on their location and dwelling mix. As such, the Local Plan does not set out rigid density requirements for housing or other forms of development, as it is considered that a design-led approach to the density of a development proposal is more appropriate, thereby allowing a bespoke site by site balance to be struck between what constitutes efficient use of land and the individual characteristics of the site in question.

5.35 Proposals for high density development will need to ensure that increased densities/levels of activity will not have a detrimental impact upon the amenity and character of the surrounding area.

5.36 Backland development (land to the rear of existing buildings), development within the curtilage of existing buildings and infill sites ('gaps' on the street frontage between existing buildings) have made an important contribution to the delivery of housing in Scarborough Borough and such intensification of development can represent an efficient use of land. However, a balance needs to be found to ensure that new buildings do not intensify patterns of development to such an extent that there is a detrimental impact on existing or future occupiers as well as the character of the surrounding area.

5.37 Such development will be considered on a site-by-site basis. Development within these locations will not be acceptable where the proposals fail to meet other relevant policies set out in this plan, in particular those that deal with the amenity of both existing and future residents, the character and appearance of the area and the impact on ecology and habitats.

5.38 The subdivision of buildings for residential use can provide an appropriate source of housing and can lead to the more efficient use of existing buildings. Subject to according with the other policies in the Local Plan in relation to amenity and the design of any alterations to allow the subdivision, such proposals will be supported.

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5.39 One means of using land efficiently is to permit the extension to or alteration of buildings to allow a home or business to expand without having to find new premises or land. This is a common method of adapting existing building stock to the changing needs of a household, business or other use. A well designed and well integrated extension can complement and even enhance an existing property, whereas a poorly designed addition can easily destroy the original character and have a detrimental effect on the character of the area or streetscene. All alterations and additions will be required to reflect the character of the existing building and the surrounding area and be in general accordance with Policy DEC1 (Principles of Good Design).

Protection of Amenity

Policy DEC 4

Protection of Amenity

Proposals should ensure that existing and future occupants of land and buildings are provided with a good standard of amenity. Proposals for development should not give rise to unacceptable impacts by means of

- a. overbearing impact;
- b. overlooking and loss of privacy;
- c. disturbance arising from such things as noise, light pollution and other activities;
- d. emissions including smells and other pollutants; or
- e. overshadowing or loss of natural light.

The criteria listed above are not exhaustive and development that causes significant harm to amenity by means of these or other impacts will not be permitted.

5.40 Good quality development, by definition, should not result in an adverse impact on the amenities of occupiers or nearby properties.

5.41 Both non-residential and residential development (including minor developments and residential extensions) can cause disturbance to existing nearby residents or users of land and buildings and result in a significant reduction in the quality of their amenity. It is considered essential to protect existing residents and occupants from intrusive or disturbing development. The design and layout of new buildings can also have a significant impact on the level of amenity experienced by the future occupants of those buildings.

5.42 If buildings and public/private spaces are to be successful they must provide a high level of amenity for their occupiers. Low levels of amenity may result in high vacancy levels in buildings and only limited use of public and private spaces. New buildings and spaces need to be designed not only to ensure that their own users and occupiers have a good level of amenity, but also that they protect the amenity of the users of other developments. The impact on the development potential of other sites will also be taken into account.

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The Historic and Built Environment**Policy DEC 5****The Historic and Built Environment**

Historic rural, urban and coastal environments will be conserved and, where appropriate, enhanced and their potential to contribute towards the economic regeneration, tourism offer and education of the area exploited, particularly those elements which contribute to the areas distinctive character and sense of place. In order to ensure this:

- a. Proposals affecting a designated heritage asset (or an archaeological site of national importance) should conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances;
- b. Proposals affecting a Conservation Area should preserve or enhance its character or appearance especially those elements identified in any Conservation Area Appraisal;
- c. Proposals affecting archaeological sites of less than national importance should conserve those elements which contribute to their significance in line with the importance of the remains. In those cases where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development;
- d. Proposals which would remove, harm or undermine the significance of a non-designated heritage asset, or its contribution to the character of a place will only be permitted where the public benefits of the development would outweigh the harm; and
- e. Proposals which will help to secure a sustainable future for heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported.

5.43 The Local Plan recognises the value of protecting and enhancing its heritage assets and the built environment for the benefits it brings to the social, cultural and economic life of the area in addition to its role in contributing to the regeneration of the area. It is particularly important to safeguard those elements which are fundamental to the character of the area, particularly the following:

- The buildings and structures associated with the roles of Scarborough, Whitby and Filey as historic seaside resorts;
- The harbours of Scarborough and Whitby and the coble landing at Filey;
- Scarborough Castle, Whitby Abbey and Whitby Abbey Headland;
- The historic grain of Scarborough Old Town and Whitby, including their street layouts, town yards, plot sizes and landscape settings;

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- The internationally-important Mesolithic lakeside occupation sites around the former Lake Flixton; and
- The nationally-significant prehistoric and industrial archaeological landscapes of the Vale of Pickering, Tabular Hills and Northern Wolds.

5.44 There are a range of historic assets in the area. The most important of these are formally "designated" under the relevant regulations as either Listed Buildings, Conservation Areas, Scheduled Monuments or Historic Parks and Gardens. However, there are also other non-designated heritage assets and their setting which contribute to the areas diverse distinctive character and require attention to ensure that those elements which contribute to their significance are not harmed. Proposals ⁽²⁾ should consider and demonstrate how development could impact on the following designated and non-designated assets and their setting including where mitigation may be required or where opportunities for the enhancement of features could arise:

a. Listed Buildings

A key component of the areas heritage assets are its range of Listed Buildings. These Listed Buildings are designated by the Secretary of State and the Local Planning Authority will seek opportunities to enhance or better reveal the significance of such buildings where appropriate, as well as safeguarding the long term future of assets. Any loss or substantial harm to such an asset will have to be assessed against whether substantial public benefits would be achieved that would outweigh this loss ⁽³⁾.

b. Conservation Areas

At present, the Local Plan area has 27 Conservation Areas which are (or will be over the life of the Local Plan) subject to specific attention within their relevant Conservation Area Character Appraisals and Management Plans. Elements which make a positive contribution should be preserved and any harm would need to be weighed against the public benefits of the proposal ⁽⁴⁾. Not all elements of a Conservation Area will necessarily contribute to its significance, and the Local Planning Authority will look for opportunities which can better reveal the significance of an asset or make a positive contribution to the area.

c. Registered Parks and Gardens

There are three Registered Parks and Gardens that lie wholly within the Local Plan area; Valley Gardens and South Cliff Gardens, Scarborough; Peasholm Park, Scarborough; and Whitby Abbey House, Whitby. In addition, part of the Mulgrave Castle Park and Garden is within the Local Plan area, however, the majority is in the National Park. These have been included on the Register of Parks and Gardens because of their special interest. Their designation makes them a material consideration in the planning process. Proposals affecting a Registered Park and Garden should ensure that development does not detract from the enjoyment, layout, design, character, appearance or setting of that landscape, cause harm to any key views from or towards these landscapes or, where appropriate, prejudice their future restoration.

2 For the purposes of this policy the term 'proposal' refers to development, demolition and advertisements.

3 When assessing the greater public benefit, proposals should be considered alongside the criteria set out in Paragraph 133 of the NPPF.

4 When assessing the greater public benefit, proposals should be considered alongside the criteria set out in Paragraph 133 of the NPPF.

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d. Scheduled Monuments and other archaeological remains

The area benefits from a number of sites of archaeological importance such as the Vale of Pickering, Tabular Hills and the Northern Wolds. The prehistoric archaeological landscapes associated with the Vale of Pickering are identified by Historic England as being of national significance and exhibit evidence of continuing human habitation and activity from the early prehistoric periods through the Roman period, and up to the present day. The Borough Council will work with Historic England to identify where features are particularly sensitive to development. In addition to the historic settlement and pattern features, archaeological work is currently ongoing at the Scheduled Star Carr, which is a Mesolithic lakeside encampment. The Borough Council recognises the potential of the site and former Lake Flixton as an educational, ecological and tourist resource and will support efforts to enhance the understanding and awareness of this asset.

A representative selection of the most important archaeological remains are designated as Scheduled Monuments by the Secretary of State. As a result, not all nationally-important archaeological sites are designated and, in determining development proposals affecting such remains, they will be assessed in a similar manner as if the site was Scheduled. The Local Planning Authority will seek opportunities to enhance or better reveal the significance of such assets where appropriate⁽⁵⁾.

Due to the high probability of important archaeological remains in various locales of the Local Plan area, including within areas proposed for development, a separate policy on archaeology is also included in the Local Plan (Policy DEC6: Archaeology) in addition to specific references in other relevant policies and statements.

e. Non-designated heritage assets

Scarborough, Whitby and Filey (and many of the other settlements) have distinctive characteristics that are representative of their historic origins and it is these features that the Local Planning Authority are keen to reinforce where possible. Paragraphs 5.8 to 5.12 in this chapter discuss particular elements of this local character. Such assets include street patterns, sky lines, views, settings, and Buildings of Local Interest such as Civic Buildings.

5.45 With specific regards to each of the above, proposals involving or affecting heritage assets should include as part of their application an evaluation of:

- the significance of any heritage asset affected;
- the impact which their proposals would have upon that significance; and
- if the proposals would result in harm, what public benefits are there that would outweigh the harm.

5 When assessing the greater public benefit, proposals should be considered alongside the criteria set out in Paragraph 133 of the NPPF.

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5.46 The Local Planning Authority will support proposals that seek to secure a long-term sustainable future for designated heritage assets, particularly those identified as being at greatest risk of loss or decay.⁽⁶⁾

5.47 Historic England offer guidance in their policy statement 'Enabling Development and the Conservation of Significant Places' which considers where proposals would be contrary to policies in the Local Plan but where the benefits in terms of the funding gained as a result of development assisting in securing the long term future of a significant heritage asset would outweigh the departure. All enabling development proposals would need to be able to demonstrate with close scrutiny why the proposal is considered necessary in order to secure the long term future of the asset.

5.48 Other guidance is available locally in respect of windows, doors, iron works etc. Nationally, from Historic England and the amenity societies on many heritage design aspects. All of these represent accepted best practice.

Archaeology

Policy DEC 6

Archaeology

The Local Planning Authority will seek to protect, enhance and promote archaeological heritage.

Proposals that may affect scheduled ancient monuments or non-designated archaeological assets will require the submission of an archaeological desk based assessment and an evaluation report with their planning application. This is to provide a consideration of the possible impact of a proposal on a heritage asset and avoid or minimise any conflict that may arise. The level of information required will be proportionate to the asset's significance and to the scale of impact of the proposal.

When considering applications that propose development to remains and their settings, a written statement of investigation will be required pre-determination or by planning condition depending on the likely significance of the archaeological interest. Considerable weight will be given to the preservation, protection and enhancement of the monument. The more significant the remains, the greater the presumption will be in favour of this.

Where the significance of archaeological remains is such that their preservation in situ is not essential, or is not feasible, a programme of archaeological works aimed at achieving preservation by record will be required to be submitted to and agreed with the Local Planning Authority, and the findings published within an agreed timescale.

⁶ For more information on local buildings identified as non-designated heritage assets or as being at risk please refer to the adopted Conservation Area Character Appraisals. For areas outside of Conservation Areas please contact the Borough Council's Conservation Officer.

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5.49 Both scheduled and non-designated archaeological assets are a valuable resource for research and education, but can also be an asset for the promotion of leisure and tourism. Their interpretation and presentation to the public should be encouraged. Such assets are, however, finite and in some cases a fragile resource. They can be vulnerable to a wide range of activities, both man made and natural.

5.50 The Ancient Monuments and Archaeological Areas Act 1979 makes provision for the designation of scheduled monuments. Once included in the schedule, a monument (together with land in or on which it is situated, plus any land essential for its support and preservation) has legal protection.

5.51 The non-designation status of a monument or archaeological asset does not necessarily imply that it is not important. Consequently, proposals affecting important but non-scheduled monuments will also be subject to the provisions of this Policy, as too will those affecting sites which are known to be of, or likely to be of, archaeological interest but are not scheduled.

5.52 The objective of the Policy is to ensure that, where possible, both designated and non-designated assets are preserved in perpetuity. Where in-situ preservation is not deemed to be appropriate, adequate provision for excavation and recording and analysis will be expected. Where possible and where it would add value to a proposal, opportunities should be taken to implement interpretation schemes at or close to the site.

5.53 It is also important to balance the protection of such assets whilst taking into account the developmental requirements of an area, the land available to allow growth and the significance of the asset.

5.54 Matters related to archaeology are a Local Plan wide consideration, however, it is important to highlight the potential significance of sites to the south of Scarborough. The proposed development locations to the south of Cayton and the Scarborough Business Park and the areas to the north of Middle Deepdale have been identified by Historic England and the Borough Council's Conservation Officer as being of specific significance. These two distinct locations are substantially different in terms of the likely prevalence of 'wet' and 'dry' archaeological remains and will require different means of investigation and preservation. In both cases, as with all proposals deemed to potentially affect an historic asset (designated or not), the first requirement will be the submission of desk based assessments to accompany any planning proposal. This will establish the requirement for further investigation and any staged archaeological evaluations. Due to the potential importance of these sites from an archaeological perspective, further information and advice on these development locations has been incorporated into the respective sections of the plan; Policy SGA 1 and Appendices A and B that set out the Housing and Employment Allocation Statements.

5 Design and Construction

Homes and Communities 6

6 Homes and Communities

6 Homes and Communities

Introduction

6.1 A key role of the Local Plan, as emphasised by the National Planning Policy Framework (NPPF), is to meet, where possible, all identified housing needs. This includes meeting the needs of the various groups that have differing housing requirements. Many factors have an impact on housing demand and the area faces many social issues. These include an increasing population, diminishing household size, an ageing population, increasing in-migration, pockets of deprivation and a significant proportion of residents unable to afford homes in the area. These issues, in combination, result in a significant need for new housing and a requirement to 'step up' both the provision and mix of housing.

6.2 Other issues that need to be addressed include

- the need to increase and improve the housing stock in the in line with the settlement hierarchy;
- the allocation of sufficient housing to ensure a five-year supply of land for housing development is available at all times;
- the need to deliver a balanced housing market to meet local needs and achieve more integrated communities;
- the need to increase the provision of affordable housing to meet identified local needs; and
- the need to ensure the provision of sites for gypsies and travellers, where required.

6.3 It is important that the need to deliver a mix of new homes across the Local Plan area is not considered in isolation. The need to bring forward community facilities in an integrated manner, meeting the varying needs of local communities, is equally as important as providing places to live. As such, this section of the Local Plan also considers the social aspects of development and promotes inclusive, healthy and safe communities, whilst also seeking to provide access to core services and facilities for all members of the community.

The Scale of Housing Delivery

Policy HC 1

Supporting Housing Development

New opportunities for housing development will be encouraged across the Local Plan area by:

- a. making provision, during the Local Plan period, for the delivery of a minimum of 9,450 net additional dwellings through allocations identified under Policy HC2: New Housing Delivery and existing commitments as shown on the Policies Map; and
- b. supporting the development of new housing within settlements where proposals are compatible with other policies in the Local Plan.

Homes and Communities 6

At any point in the Local Plan period where there is no longer a demonstrable supply of sites to fully meet the five year land requirement, sustainable housing sites that would both make a positive contribution to the five year supply of housing land and be well related to the Development Limits of settlements of at least the Service Village classification as defined in Policy SH 1 will be supported where these proposals comprise sustainable development and are consistent with relevant policies in the Local Plan.

Proposals that come forward under this mechanism will not be required to comply with Policy ENV 6 but must be of a scale that both respects the physical size of the settlement it relates to and its position within the Settlement Hierarchy, as set out in Policy SH 1.

6.4 The scale of housing to be planned for is one of the most fundamental issues to be resolved by the Local Plan. In developing the figure set out in Policy HC1 the Local Planning Authority has followed the approach advocated within the NPPF. In line with the objectives of the NPPF, the devised figure represents growth and a scale of delivery above that consistently achieved in the Local Plan area.

6.5 A figure of 9,450 dwellings was derived following the production of the Objective Assessment of Housing Need, informed by consultation with housing and infrastructure providers, adjoining authorities and other relevant bodies. The methodology for quantifying housing need is complex but took into account

- population statistics from the Census 2011;
- population projections;
- DCLG 2014-based household projections;
- local affordable housing need;
- demographic trends;
- economic forecasts and proposed major developments; and
- the ageing population and its impact on employment succession.⁽¹⁾

6.6 The calculation of housing delivery also had to make a number of assumptions in relation to the working age population, unemployment rates, economic activity rates, the current trend of people working beyond former retirement ages, part time working trends and commuting rates. This list is by no means exhaustive but all factors will ultimately have an impact on the required level of housing. Further information on how the housing figure was derived can be found in the Background Paper: Delivering Housing in the Borough: An Objective Assessment of Housing Need.

6.7 The housing target demonstrates that the Borough Council has not changed its overall aspirations since the revocation of the Regional Spatial Strategy (RSS), which set housing targets across the region and established a scale of delivery in excess of that which had been achieved historically. From the perspective of the Borough Council, RSS provided the platform from which to develop plans and strategies to implement a concept that had been developed through the Urban Renaissance programme; that of achieving the meaningful growth of Scarborough itself.

¹ For the purposes of this plan, employment succession is defined as the recycling of jobs vacated from people retiring.

6 Homes and Communities

6.8 Taking into account the desire to grow and the identified need for housing, the scale of housing proposed represents a substantial increase over the previous Local Plan (1999) target of 366 dwellings per annum. The figure in Policy HC 1 is considered to represent a challenging but realistic target. The delivery of the level of housing proposed will assist in dealing with the identified affordable housing shortage and generate a critical mass to support and assist economic growth.

6.9 In view of the challenging market circumstances likely to exist in the early years of the plan period, levels of development may fall below those outlined in Policy HC 1. The overall target will therefore be delivered over the plan period as a whole, and it is likely that there will be an acceleration in delivery as market recovery takes place [and if the proposed Potash Mine is constructed and accelerates production beyond 2020].

6.10 As set out below, the identified housing target will be met in full through the delivery of housing from a combination of sources.

Sources of Housing Supply

6.11 In planning to meet the housing target, account has been taken of homes that have already been developed during the plan period (completions), homes that currently have planning permission (extant planning consents), known housing sources (including those currently under consideration or awaiting a legal agreement) and new site allocations. Developments specifically for second/holiday homes whereby their occupation is limited by condition will not be included as a source of housing in calculating housing delivery as reported within the Authority Monitoring Report.

6.12 For the most recent monitoring period, completions for the period 2011 to 2016 total 1,435 dwellings (net). There are also substantial extant permissions in the system totalling 3,063. Taking into account discounting rates agreed with the SHELAA Working Group, this results in a net of 2,980 dwellings (of which 2,227 are expected to be delivered in the next 5 years). Further housing will be delivered from what is categorised as known sources of housing. This source that takes account of proposals currently in the pipeline, either under consideration, awaiting a legal agreement or in advanced pre-application negotiations and can account for circa 393 dwellings (of which 288 are expected to be delivered in the next 5 years).

6.13 There is a resultant need to allocate sites to accommodate a minimum of 4,642 dwellings up to 2032. The allocations to achieve this are set out in Policy HC 2.

6.14 The build-out of the strategic housing allocation south of Cayton (see Policy SGA 1) will extend beyond 2032, the end date of the Local Plan period, however, the overall allocations under Policy HC 2 provide sufficient headroom for this eventuality (this is reflected in the table of allocations in Policy HC 2).

6.15 While the Borough Council is planning to meet the identified housing target in full through the policies set out within this Local Plan, additional flexibility in terms of overall housing delivery will be provided through the development of windfall sites (and other sources) over the plan period. This supply of housing is explained in more detail in the following paragraphs. A full trajectory for the delivery of housing sites throughout the plan period is shown in Appendix E and is a representation of the position as of 1 April 2016.

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Ensuring Flexibility of the Housing Supply

6.16 The Local Plan makes provision for the delivery of 9,450 dwellings over the plan period, but does not include the contribution that will be made from the sources identified below.

Flexible sources of Housing in Scarborough Borough

- Windfall sites (including those identified in the Strategic Housing and Employment Land Availability Assessment); and
- Rural exception schemes.

6.17 During the previous 10 year period, approximately 2093 dwellings have been completed on windfall sites, which includes a total of 735 dwellings since the start of the Local Plan period (2011/12). Furthermore, the Strategic Housing and Employment Land Availability Assessment (SHELAA) has identified a substantial number of sites that are deliverable within the Local Plan period. Whilst it cannot be categorically stated which sites will be completed, these sites, or at least a proportion of them, have a realistic prospect of coming forward. Potential rural exception sites have also been identified following the assessment of sites that were submitted by landowners through the plan making process.

6.18 As demonstrated above, the historic delivery levels point to the contribution these housing sources could make and allow a suitable level of flexibility to be built into the housing supply. It is therefore considered that any delay in delivery of the identified housing allocations will be adequately compensated by the delivery of housing from these other sources.

6.19 It should also be noted that the housing target is a 'net' figure, as it must take into account any dwellings that are lost during that period through demolition or change of use. However, the loss of housing through demolition and change of use has been relatively low and there are no planned demolition or regeneration schemes identified.

Five Year Supply

6.20 As of 1 April 2016 the five year requirement for housing, taking into account the shortfall in delivery since 2011 (815 dwellings from 2011-16), was 3,678 dwellings. This includes a 20% buffer for both the shortfall since 2011 and the five year period to 2021.

6.21 The Local Plan allocates sites to meet and surpass the requirement for 9,450 dwellings over the plan period and builds in flexibility through the sources of housing referred to previously. It also ensures that there is a deliverable five year supply of around 3,844 dwellings at 1 April 2016, including around 1,329 dwellings on allocated sites.

6.22 Notwithstanding the position in April 2016, there is a need to continually monitor delivery and the supply of housing sites to ensure a rolling five year supply throughout the plan period. Should the Local Planning Authority be unable to demonstrate a deliverable five year supply at any point Policy HC 1 provides the mechanism for the delivery of sites not allocated within the Local Plan that are well related to the Development Limits of settlements, are of an appropriate

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scale in relation to that settlement and that meet the requirements of other relevant local and national policies, including the Presumption in Favour of Sustainable Development (Policy SD 1).

6.23 In such cases, proposals will not be required to accord with Policy ENV 6 (Development Affecting the Countryside) but will have to demonstrate that they will be deliverable in the short term and contribute to any identified shortfall in the five year supply of housing sites. The Local Planning Authority may seek to reduce the timescale of any such planning consent to ensure every effort is made to deliver the proposed housing within the subsequent five year period. Any development granted permission under the auspices of making up shortfalls in the five year supply will not be renewed automatically if the permission expires.

6.24 Should there be persistent and significant under delivery then a partial review of the housing chapter would be instigated.

Distribution of Housing

6.25 The Settlement Hierarchy states that the broad distribution of development will be shaped by the role and function of places. With regard to housing, development opportunities should be primarily focused in those areas that provide (or will be able to provide) the level of services, facilities and employment opportunities that are required to support an increase in population. Therefore, in planning to meet the identified housing target within the Local Plan (taking account of completions, extant planning permissions and allocations) housing has been distributed accordingly:

Scarborough Urban Area	76%
Whitby	11%
Filey	5%
Service Villages	6.5%
Smaller Villages	1.5%

Table 6.1 Spatial Distribution of Housing

6.26 The purpose of setting out the distribution of housing is to provide an indication of the overall Local Plan approach. It should be recognised that as windfall sites come forward over the plan period, the distribution of development will differ to that set out in the table above. This will be reflected in the annually produced Authority Monitoring Report (AMR). Therefore, the distribution figures are not to be used retrospectively, i.e. as a restrictive tool to limit development opportunities in given locations.

6.27 Nevertheless, should a site identified within the Local Plan fail to come forward within a particular settlement, the expectation will be that where possible an alternative site should be found elsewhere within the same settlement, or, in a settlement that falls within the same tier of the Settlement Hierarchy. This ensures consistency between planned housing delivery and the role and function of places.

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6.28 The rural villages as defined in the Settlement Hierarchy are generally considered to be unsustainable due to their remote locations and limited facilities/services. Unless otherwise enabled through a Neighbourhood Plan, the delivery of housing in such locations should be sought through rural exceptions schemes (Policy HC 4) and the lack of a five year supply is unlikely to be of sufficient weight to allow substantial market housing growth in such locations.

Housing Allocations and the Delivery of Housing

Policy HC 2

New Housing Delivery

Housing will be delivered across the Local Plan area through the use of allocated sites and the development of sites and re-use of existing buildings within the Development Limits of the towns and villages.

The following sites are allocated for residential development and shown on the Policies Map. The yield identified is for indicative purposes only and the final number of homes provided will be determined through the planning application process.

Settlement	Site Ref and Address:	Site Area:	Indicative Yield ⁽²⁾
Scarborough - Unparished	Site HA 1 'Land off Springhill Lane, Scarborough'	2.08ha	40
	Site HA 2 'Westwood Campus Site, Valley Bridge, Scarborough'	0.83ha	50
	Site HA 3 '101 Prospect Mount Road, Scarborough'	0.43ha	30
	Site HA 4 'Land at Yorkshire Coast College, Lady Edith's Drive, Scarborough'	4.62ha	140
	Site HA 5 'Land at Dean Road, Scarborough'	1.3ha	95
Newby and Scalby	Site HA 6 'Land off Lady Edith's Drive, Newby'	1.78ha	60
	Site HA 7 'Land to east of Lancaster Park, Scalby'	35.42ha	900
Eastfield	Site HA 8 'Land to north of Middle Deepdale (east of Deep Dale Valley), Eastfield'	22.93ha	600
	Site HA 9 'Land to west of Middle Deepdale, Eastfield'	8.49ha	100
	Site HA 10 'Land to north of Middle Deepdale (west of Deep Dale Valley), Eastfield'	16.5ha	500
	Site HA 11 'Braeburn House, Moor Lane, Eastfield'	0.39ha	30
Cayton	Site HA 12 'Land to west of Church Lane, Cayton'	2.12ha	60
	Site HA 13 'Land to east of Church Lane, Cayton'	3.82ha	80

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Settlement	Site Ref and Address:	Site Area:	Indicative Yield ⁽²⁾
	Site HA 14 'Land to south of Cayton' (see separate Policy SGA 1 'South of Cayton Strategic Growth Area')	131.16ha	2500 (1575 up to 2032)
Osgodby	Site HA 15 'Land off Rimington Way, Osgodby'	4.26ha	90
Settlement	Site Ref and Address:	Site Area:	Indicative Yield
Whitby	Site HA 16 'Land off Stakesby Road, Whitby'	1.45ha	50
	Site HA 17 'Land between West Thorpe and The Nurseries, Whitby'	0.3ha	10
	Site HA 18 'Land opposite Whitby Business Park and to the south of Eskdale Park, Whitby'	17.91ha	320
	Site HA 19 'Land adjacent Captain Cook Crescent, Whitby'	2ha	60
	Site HA 20 'Residential Care Home, 1 Larpool Lane, Whitby'	0.7ha	20
	Site HA 21 'Land to the south of Upper Bauldbyes, Prospect Hill, Whitby'	2.39ha	70
	Site HA 22 'Land at Whitby Golf Club (East), Whitby'	2.55ha	60
Settlement	Site Ref and Address:	Site Area:	Indicative Yield
Filey	Site HA 23 'Land to north of Scarborough Road, Filey'	4.86 ha	60
	Site HA 24 'Land off Church Cliff Drive, Filey'	1.62ha	30
	Site HA 25 'Silver Birches, Station Avenue, Filey'	0.3ha	30
	Site HA 26 'Land south of Brigg Road, Filey'	2.85ha	80
Service Villages	Site Ref and Address:	Site Area:	Indicative Yield
Hunmanby	Site HA 27 'Land off Outgaits Lane, Hunmanby'	3ha	60
	Site HA 28 'Land off Sands Lane, Hunmanby'	3ha	60
	Site HA 29 'Land between Stonegate and Sheepdyke Lane, Hunmanby'	1.6ha	20
Seamer	Site HA 30 'Land to north of Beacon Road and west of Napier Crescent, Seamer'	8.37ha	225
East and West Ayton	Site HA 31 'Land to north and east of The Nurseries, East Ayton'	3.58ha	40
	Site HA 32 'Land to south of Racecourse Road, East Ayton'	6.45ha	140
Burniston	Site HA 33 'Land to west of The Grange, High Street, Burniston'	1.87ha	60
	Site HA 34 'Land to north of Limestone Road, Burniston'	1.92ha	40

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Settlement	Site Ref and Address:	Site Area:	Indicative Yield ⁽²⁾
	Site HA 35 'Land to south of Limestone Road, Burniston'	1.61ha	40
Yield from Allocations			6,750
Total (2011-32)			5,825

Proposals for housing submitted on the allocated sites listed above will be permitted provided the scheme is in accordance with other relevant policies set out in the Local Plan and satisfactorily addresses any issues or requirements as set out in Appendix A: Housing Allocation Statements.

Subject to the consideration of any newly arising material planning considerations, planning permission will be renewed for those major sites committed to residential development that currently have planning consent.

Proposals for new housing development will be permitted within the defined Development Limits of settlements where in accordance with other policies in the Local Plan.

In order to ensure infrastructure can satisfactorily accommodate the development of housing sites, an assessment should be undertaken at the time of application to determine whether the scheme will necessitate new or improved infrastructure. If required this can be secured through planning conditions or obligations or the scheduled delivery of new or improved facilities as detailed in the current Capital Management Programme of the relevant Infrastructure Provider(s).

Proposals will not be permitted where the infrastructure required to serve the development is either not readily available, not within the current Capital Management Programme of the relevant Infrastructure Provider or will not be provided alongside the development.

6.29 The policy identifies sites capable of accommodating around 6,750 homes across the Local Plan area, 5,825 of which are expected to be delivered in the plan period and 1,329 by 2021.

6.30 This is based on an assumption of yield for each site taking into account the need to use land as efficiently as possible and, where appropriate, utilising the density multipliers for residential development set out under Policy DEC 3: The Efficient Use of Land and Buildings. Alternative yields have been suggested for some urban locations where a higher density would be appropriate or where a scheme may involve the provision of high density extra-care accommodation. Additionally, lower yields may be appropriate in certain locations such as rural villages or areas currently characterised by lower density development or where the shape of the site restricts density. Where substantial preliminary work has been carried out by developers and landowners this may have informed the indicative yield.

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6.31 Appendix A: Housing Allocation Statements identifies any site specific requirements, constraints or other relevant information. The information provided is not exhaustive. Further issues may need to be addressed at the time of submission of a planning application. The access arrangements will be set out for each site along with any other pertinent issues considered to be specific to the individual development site including biodiversity, bespoke densities, mitigating impact on adjoining land, etc. More general issues that apply to most sites such as the affordable housing requirement or the need for flood impact or drainage sensitivity studies is not generally set out. Impact on medical facilities, education and other associated amenities will also be dealt with at the planning application stage unless there is a specific requirement for on-site provision.

6.32 The development of accommodation for students will be supported (University or privately run) where this provides a suitable level of accommodation and does not harm the character or amenity of the area in which it is situated. Recent changes to Government Housing Policy have also increased the likelihood of shared accommodation in the form of Houses in Multiple Occupation. Well designed and well run facilities can provide much needed accommodation for people without adversely impacting on the area in which it is located.

6.33 There are, however, issues to consider when assessing proposals for new or converted properties that fall into this category especially in relation to the cumulative impact such uses can have on the character of a defined area or location. To provide further guidance to aid the consideration of such proposals, the Council has published a supporting Supplementary Planning Document. Where proposals for new units of student accommodation or Houses in Multiple Occupation accord with other policies in the Local Plan and the Supplementary Planning Document, they will be supported.

Affordable Housing

Policy HC 3

Affordable Housing

In order to meet the needs of people who are not able to access the general housing market, the provision of affordable housing will be expected in all types of residential development with the exception of uses within Use Class Order C2 and homes provided by almshouse charities. The location, layout and design of affordable housing within any scheme should create an inclusive development.

The level and type of affordable housing required in residential developments is as follows:

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No of Dwellings	Housing Market Areas		
	Scarborough ⁽³⁾	Filey, Hunmanby and Southern Parishes ⁽⁴⁾	Whitby, Northern and Western Parishes ⁽⁵⁾
11 or more	10%	15%	30%

Table 6.2 Affordable Housing (On-Site Contributions)

In line with the Government's online Planning Practice Guidance, a 'vacant building credit' will be applied to appropriate developments where a vacant building is either converted or demolished. This credit will be equivalent to the gross floorspace of the building to be demolished or brought back into use. This credit does not apply when a building has been 'abandoned'.

Where on-site affordable housing is required, a minimum of 70% of the affordable housing units should be rented, unless the Local Planning Authority is satisfied that an alternative mix meets proven local need.

Where it is demonstrated to the Local Planning Authority's satisfaction through an independent assessment of viability that on-site provision in accordance with the above requirements would render the overall scheme unviable, a reduced level of on-site provision or a financial contribution⁽⁶⁾ towards off-site provision may be acceptable. Where the Local Planning Authority has accepted a lower affordable provision it reserves the right through the legal agreement to re-assess the viability of a site, especially on large and strategic scale sites to ensure the maximum amount of affordable homes is achieved.

Proposals for housing will not be permitted where the scale of the development (in terms of site area and/ or number of units) is manipulated to fall below the threshold requiring provision of on-site affordable housing.

6.34 The planning system has an important part to play in providing affordable housing for those unable to access the housing market. The need to provide affordable housing is important for two main reasons; firstly to enable people who cannot afford to rent or buy on the open market to live in a home that is suitable for their needs and that they can afford, and secondly, to provide housing for people working in different aspects of the local economy, thus underpinning economic activity. This remains a key housing policy goal of the Government to be achieved through the provision of a wide choice of high quality affordable and market homes.

6.35 Policy HC3 will help contribute towards achieving the ambition of increasing the delivery of affordable housing and tackling the identified high need for low cost homes.

5 Whitby, Northern and Western Parishes consists of Whitby, Eskdaleside, Sandsend, Ruswarp, Newby, Scalby, Burniston, Cloughton, East Ayton, West Ayton, Brompton, Sawdon, Wykeham, Ruston, Snainton

4 Filey and the Southern Parishes consist of Filey, Hunmanby, Cayton, Seamer, Irton, Muston, Gristhorpe, Lebberton, Reighton, Speeton and Osgodby

3 Scarborough consists of the Town area (Wards of North Bay, Northstead, Woodlands, Stepney, Falsgrave Park, Central, Castle, Ramshill and Weaponness) and the Parish of Eastfield

6 Calculated in line with the Affordable Housing SPD

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6.36 The Scarborough Borough Strategic Housing Market Assessment 2015 (SHMA) provides the main body of evidence in relation to the required level of affordable housing need. This research provides an up-to-date analysis of the social, economic, housing and demographic situation across Scarborough Borough.

6.37 The 2015 SHMA comprises:

- A major household survey which was completed by 4,192 households, representing a 16.9% response rate;
- Interviews/online survey with stakeholders; and
- A review of existing (secondary) data.

6.38 The findings from the study provide an up-to-date, robust and defensible evidence base for policy development which conforms to the Government's National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG).

6.39 An analysis of 2011 Census migration data suggests that 66.9% of households move within Scarborough area and 84.6% of residents in employment work within the Borough. Therefore, Scarborough can be described as a broadly self-contained housing market on the basis of migration, and is strongly self-contained in terms of workplace. Of households of planning to move, 78.2% intend on remaining in Scarborough Borough. This evidence confirms that Scarborough Local Plan area is an appropriate housing market area for the purposes of Local Plan policy making.

6.40 The SHMA has identified an affordable need of 526 dwellings per annum for the next five years which includes previously unmet demand. Subsequently beyond the five years a need for 161 dwellings per annum is predicted. This confirms that the plan must address affordable need.

6.41 Policy HC 3 sets out the levels of contribution by local housing market area. On larger sites affordable housing should normally be provided as units on site.

6.42 The Affordable Housing Economic Viability Assessment (2016) examined the impact of various levels of affordable housing on the viability of housing development across the Local Plan area and demonstrated that the percentages set out in Policy HC 3 are realistic. It is acknowledged that in some individual cases these proposed levels of affordable housing may not be viable. Evidence from applicants will be considered to substantiate this, and where this evidence is satisfactory, achievable (lower) levels of affordable housing will be explored. Where the Local Planning Authority requires independent advice to validate a viability appraisal submitted by the developer/applicant seeking to justify a variation, reasonable costs will be met by the developer/applicant.

6.43 In addition, where the Local Planning Authority has accepted a lower affordable provision it reserves the right through the legal agreement to re-assess the viability of a site, especially on large and strategic scale sites to ensure the maximum amount of affordable homes is achieved. To enable this the policy makes provision for the Local Planning Authority to re-assess levels of affordable housing proposed on subsequent phases of development where further full or reserved matters applications are submitted for consideration. This is considered a fair means

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of achieving the appropriate level of affordable housing as it will not only allow the increase of provision but also, in times of a downturn in the housing market, avoid the retention of unachievable targets that would stymie residential development.

6.44 Affordable housing can be comprised of a range of different models including social rented, intermediate housing (which includes shared ownership) and affordable rented. Taking account of the level and nature of need, the Local Planning Authority will expect at least 70% to be rented.

6.45 Any financial contributions will be used to contribute to the overall affordable housing provision in the Borough through a range of projects including supporting the development of rural affordable housing, forward / gap funding schemes, improving tenure mix and refurbishing or bringing empty homes back into use.

6.46 The Local Planning Authority will expect the provision of affordable housing to be secured through the involvement of a Registered Provider. The Borough Council has 'preferred' partners in this regard, and their local expertise and experience may speed up the process of agreement in development schemes. Where a developer wishes to involve an organisation other than a registered provider as part of a wider private housing development in order to meet the on-site requirement regarding affordable housing, it would be expected that the organisation proposed to offer an equivalent arrangement to affordable housing provided by a Registered Provider. In these instances, the Local Planning Authority would need to be satisfied that:

- the rents of the homes being proposed were affordable;
- there were adequate safeguards in place to ensure that the homes remain affordable in perpetuity;
- the proposed lettings and management arrangements were equivalent to those provided by a regulated Registered Provider;
- the level of security of tenure offered was equivalent to that offered by a Registered Provider; and
- the proposals complied with required design standards expected of Registered Providers.

6.47 In some cases independent local charitable trusts provide affordable housing for local people in housing need. Most are for older or disabled people living in a specific geographical area or connected with a particular trade (for instance Almshouses). It is accepted that whilst such Trusts do not fully meet the criteria of the affordable housing definition as outlined in National Planning Practice Guidance, they can provide a form of social housing that plays a part in meeting local housing need, therefore the Local Planning Authority will adopt a flexible approach to the consideration of stand alone applications for proposed developments by such bodies.

6.48 Planning permission will be refused for development that makes no contribution or inadequate contribution to affordable housing where provision could reasonably be made under the terms of Policy HC 3. This extends to schemes whereby the level of housing proposed is deliberately restricted to a scale below which would normally be expected to be accommodated on a site, thereby circumventing the requirement to make an affordable contribution (on or off-site). Similarly the 'subdivision' of a site and submission of individual planning applications

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in order to avoid an affordable contribution will be challenged. Where this is clearly the intention of the developer, subsequent schemes will be required to provide the appropriate level of affordable homes or a financial contribution based upon the scheme in totality up to that point.

6.49 The Housing and Planning Act 2016 includes a general duty for local authorities to promote the supply of “starter homes”, including through the preparation of local plans and other means. A “starter home” is defined in the 2016 Act as a new dwelling that is available for purchase by qualifying first time buyers only; is to be sold at a discount of at least 20% of the market value; is to be sold for less than the price cap; and is subject to any restrictions on sale or letting specified in regulations made by the Secretary of State. The Act also includes a new definition of “affordable housing” to encompass “starter homes”. However, whilst the Government is committed to seeing “starter homes” being built on housing sites across the country, at the time of the adoption of this Local Plan the relevant parts of the 2016 Act had not been commenced, secondary legislation was not in place, and national planning policy had not been updated. Accordingly, Policy HC 3 does not include a requirement for the provision, or take account of the implications, of “starter homes”. However, if “starter homes” are required to be provided by legislation and national policy, it could affect the implementation of Policy HC 3 in which case the Council will take appropriate action. This could include the preparation of a Supplementary Planning Document or an early review of Policy HC 3.

Rural Exceptions Housing

Policy HC 4

Rural Exceptions Housing

As an exception to normal housing policy, the provision of affordable housing closely related to the identified Development Limits of service and rural villages will be permitted provided that

- a. affordable housing need in the locality has been demonstrated;
- b. the type of housing provided reflects the nature and scale of the identified need;
- c. arrangements exist to ensure that the housing will remain affordable in perpetuity; and
- d. the site is well-related to the settlement and local services and is capable of being developed in accordance with other policies within the Local Plan.

In cases where there is a proven need for affordable housing and where a scheme is shown to be unviable at 100% affordable provision, a proportion of market housing may be considered acceptable where this would be essential to facilitate the delivery of affordable housing. Open market housing will only permitted to the scale at which it is proven to make the scheme viable.

6.50 The housing market is strong in the rural areas with prices generally higher than comparable properties in the towns and suburbs. This can cause difficulties for people who want to live close to their families in such areas, and for those whose employment and livelihoods are based within the rural area. It can also push younger people out of the rural areas and lead

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to an imbalance in the age structure of the rural population. The evidence from the Strategic Housing Market Assessment and local village needs surveys is that there is still considerable need for the provision of affordable housing in the rural areas.

6.51 For the purposes of the rural housing exceptions policy, local need is defined as identified needs in the individual village or the local area it serves, generally defined as the parish boundary. Therefore, before the Local Planning Authority will grant planning permission for affordable housing on a rural exception site, it must be satisfied that there is a genuine need for affordable housing in the locality. To establish that a genuine need does exist, the Local Planning Authority will require evidence from a parish level Housing Needs Survey that is sufficiently recent to provide reliable evidence or some other objective proof of local need, proportionate to the scale of the development being proposed. Where two or more parishes have strong functional links, the aggregated needs of the parishes may be considered. This may involve cross-boundary parishes between adjoining planning authorities.

6.52 Many rural areas face particular difficulties in securing an adequate supply of land for affordable housing for local needs and are unable to compete against high land prices for private housing developments. The provisions of this policy seek to redress the balance, allowing 'rural exception sites' and assist in the securing of land for development. Rural exception sites are those sites that provide 100% affordable housing within areas that would not generally be permitted for housing and are generally on the edges of rural settlements.

6.53 The National Planning Policy Framework (NPPF) makes provision for, in certain circumstances, market housing development where this would assist in the delivery of affordable housing to meet local needs. Policy HC 4 provides the framework for allowing some market housing to assist in the delivery of affordable housing where there is a demonstrable need and no viable options of bringing forward a 100% affordable scheme. There is a need to ensure that such schemes do not become 'market led' and the Local Planning Authority will not accept such schemes where market housing becomes the dominant component or simply accords with the corresponding affordable housing policy requirement under Policy HC 3. Any such cases of market / affordable schemes coming forward under the 'exceptions policy' will have to be supported by robust viability evidence which may be scrutinised by an independent viability assessor.

6.54 The development of these types of sites is a reflection of the pressing need to provide affordable housing in rural areas. In order to minimise visual impact and provide reasonable access to local services and facilities, rural exception sites should normally be situated within or physically adjoining (ie. abutting) the Development Limits of settlements as defined on the Local Plan Policies Map and comply with all other relevant policies in the Local Plan.

A Balanced Housing Market

6.55 The population of the area is diverse and has varying housing needs. These needs include family housing, starter homes, smaller family accommodation, homes for young single people and housing suitable for older people. In some areas, larger houses may be desirable to address imbalances in existing housing stock.

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6.56 The mix of housing required is set out in the Strategic Housing Market Assessment, however, it is recognised that the findings are a snapshot in time and only set out short term needs. The mix of house types required further into the plan period should be informed by future research into local housing needs.

6.57 Neighbourhoods with a good mix of housing tenures, types and sizes will be more able to meet the changing needs and aspirations of its residents, through changing life stages, household shapes and sizes or changes in income. Providing greater housing choice increases the opportunities for households to remain within their communities and promotes social equality and inclusion by easing geographical constraints on the search for appropriate homes.

Older Persons Housing

6.58 A particular issue is the ageing population. This area has experienced some of the largest increases in the proportion of the elderly population in the region, compounded by the relocation of many retired persons to the area. At the time of the 2011 census, Scarborough Borough had the highest proportion of elderly people in North Yorkshire. This number reached 22,748 in 2011 and is predicted to rise to 31,000 by 2021 and 38,000 by 2032 (based on the 2012 based Sub-National Population Projections). It is projected that the Borough's population aged over 65 could reach 34.5% by the end of the Local Plan period in 2032.

6.59 To address the issue of an ageing population, the provision of specialist housing such as supported housing, care facilities and retirement communities will be supported. In addition to specialist housing, smaller properties including bungalows are attractive to the older persons market. Many older persons wish to downsize from their property whilst retaining the benefits of independent living such as a garden but do not require or want to move into specialist accommodation. The provision of such property has been limited over recent years. Schemes for bungalows or smaller properties targeted towards the older population and other groups are an important means of stimulating the housing market, freeing up larger properties for younger families and reducing the under-occupation of property. Where proposals for housing incorporate bungalows, the viability of a scheme may decrease due to a less efficient use of a site, however, such issues can be factored into viability assessments and if appropriate, a lower proportion of affordable units agreed.

6.60 Of all the local authorities in North Yorkshire, Scarborough Borough is predicted to have the greatest unmet need for older person's accommodation. North Yorkshire County Council research shows that under a 'medium growth scenario' there could be a requirement for 13 extra care homes by 2030 and the provision under the County's delivery mechanism for accommodation with care is 50% below total market demand in the Borough. This excludes any replacement demand from the closure of existing Elderly Person Homes.

6.61 Issues in relation to providing housing for an ageing population are addressed further in the subsequent policy, Policy HC 5: Older Persons Housing.

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Policy HC 5**Older Persons Housing**

The Borough Council will encourage the provision of specialist housing for older people across all tenures in sustainable locations. Older persons housing schemes should meet the following criteria:

- a. Be located close to essential services and facilities;
- b. Be located close to open space appropriate to the needs of the intended occupiers; and
- c. Be located with good access to well served public transport routes.

The Borough Council aims to ensure that older people are able to secure and sustain independence in a home appropriate to their circumstances and actively encourage developers to build all new homes so that they can be readily adapted to meet the needs of those with disabilities as well as assisting independent living at home.

The Borough Council will, through the identification of sites, allowing for windfall developments and the granting of planning consents in sustainable locations, provide for the development of all forms of housing for the elderly.

6.62 A key principle in meeting the housing needs of older people will be to maximise their ability to live independently for as long as they are able and wish to do so. The housing needs of older people will, however, vary widely, and so the Local Plan needs to focus on a wide range of measures and types of accommodation, rather than focusing on any single solution. The development of homes that meet these needs are therefore encouraged. Such properties could include inconspicuous features such as walls structurally able to take adaptations and extensions; bathrooms planned to give side access to the toilet and bath; level or gently sloping approaches to the home; and doors and hall widths such as to allow wheelchair access. These features help to make new homes more flexible, convenient, safe and accessible.

6.63 Extra Care Housing is a flexible concept, but fundamentally refers to purpose built accommodation in which varying amounts of care and support can be offered and where some services are shared. Although the majority of older people will continue to live in mainstream housing, it is likely that new specialist accommodation in the form of Extra Care Housing will be required during the Local Plan period, and such provision can help people to downsize and free up family houses for others. Identifying sites for such provision can be challenging, and it may therefore be appropriate in some circumstances for major new housing developments to incorporate some provision specifically for older people. North Yorkshire County Council can advise on the current need for the various forms of Extra Care Housing.

6.64 In addition to Extra Care Housing, other forms of housing for the elderly include residential care homes, close care and assisted care housing, Continuing Care Retirement Communities small bungalows and flats.

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6.65 Where specialist accommodation is provided, it will be important to ensure that it functions effectively, is integrated with rather than isolated from the wider area, provides residents with a high level of amenity, and enables them to live independently as far as possible for example by ensuring it is located close to local facilities, services and good public transport links. Where such residential accommodation is required, the following main principles should be adhered to:

- Be well-integrated into the wider neighbourhood;
- Offer easy access to community facilities, services and public transport;
- Provide the older population of the surrounding area access to the services provided within the extra care housing;
- Provide sufficient car parking for visitors; and
- Where appropriate, provide a range of tenures.

6.66 In addition to the consideration of housing needs, it will also be important to ensure that the requirements of older people are appropriately reflected in development more generally, for example in terms of the design of public spaces and the type of recreation facilities that are provided. This will help to ensure that all areas of the town embody the concept of “lifetime neighbourhoods” as far as practicable.

6.67 Large sites of at least 5ha allocated under Policy HC 2 offer good opportunities and the physical scope for the provision of homes for the elderly including ‘extra-care housing’ schemes. The integration of appropriate schemes within such sites will be supported by the Council where they meet the requirements set out in Policy HC 5. Where there is current evidence of need for older persons housing in the locality of such allocations, this will be reflected in the housing allocation statement.

Gypsy and Traveller Site Provision

Policy HC 6

Gypsy and Traveller Site Provision

Proposals for sites to provide accommodation for Gypsies, Travellers and/or Travelling Showpeople will be permitted where

- a. the site is clearly demarcated with pitch boundaries using appropriate boundary treatment and landscaping sympathetic to, and in keeping with, the surrounding area;
- b. the site allows satisfactory access to local schools and other facilities;
- c. site design takes account of the needs of residents, and provides an appropriate pitch layout that ensures security, safety and an acceptable level of amenity for residents. The site should also provide for adequate facilities for parking, storage, play and, if required, grazing space for livestock;
- d. there is safe access for pedestrians, cyclists and vehicles, including for turning and parking, vehicles towing caravans, emergency services and servicing requirements, including waste collection;

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- e. all necessary utilities can be provided on the site including mains water, electricity supply, drainage, sanitation and provision for the screened storage and collection of refuse, including recyclable materials; and
- f. the proposal would avoid any unacceptable adverse impact on the amenity, health or living conditions of neighbouring residents or any other neighbouring uses, including as a result of flood risk, excessive noise, dust, odour, lighting, traffic generation, the keeping of livestock or other activities.

6.68 The Borough Council has a duty to provide official sites to accommodate Gypsies, Travellers and Travelling Showpeople. An independent assessment of Gypsy and Traveller accommodation requirements was produced in 2007/08 for the sub-region and concluded that there was only very limited need within the Local Plan area. A further assessment was completed in 2013 which found no evidence of need. This has been further backed up by the bi-annual count carried out by the Borough Council which has found no evidence of need.

6.69 Should the situation change and future assessments demonstrate substantial need, a partial review of the Local Plan could identify sites to meet this need.

6.70 In relation to temporary requirements, the Borough does accommodate a substantial gathering for the annual Seamer Horse Fair and a lesser amount for the period of Whitby Regatta. There are current site arrangements in place for these events, however, should this situation change any alternative arrangements that satisfy the criteria in Policy HC 6 will be looked upon favourably.

6.71 The other form of requirement associated with Gypsies and Travellers is 'stop-over' sites. These are permanent sites that allow short stays for Gypsy and Travellers passing through the area. The requirement for these is often identified through the unauthorised use of sites on and off the highway. Again, there is no evidence of need. Whilst there have been occasions of unauthorised uses of, for example car parks, this has been associated with the early arrival for the Seamer Horse Fair; i.e coming to Scarborough for the specific purpose of an event and not passing through it. To resolve this problem, the Borough Council is working with the Gypsy and Travelling Community to better prepare for future events and ensuring early knowledge of the opening dates for the official sites associated with these events to prevent problems of early arrival when the official site is unavailable. As such, it is not proposed to identify a 'stop-over site'. However, the situation will be continuously monitored through the bi-annual count and should such problems become apparent a review can be instigated to determine an appropriate site. The mechanism for this would be through the production of a thematic or area based development plan document, which would seek to identify any necessary site or sites in accordance with Policy HC 6 or through the planning application process.

6.72 This policy itself addresses specific design principles that should be met by all new sites. Achieving good quality design is central to government guidance and this applies equally to accommodation for Gypsy, Travellers and Travelling Showpeople. The Government has published good practice guidance relating to the design of Gypsy and Traveller pitches (Designing Gypsy and Traveller Sites – Good Practice Guide) which should be considered when applying for planning permission or any subsequent or relevant guidance.

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6.73 Sites must be capable of being serviced by all necessary utilities in order to provide an appropriate residential environment. Drainage to a public sewer should be provided wherever possible. Where drainage to a public sewer is not feasible, sites will only be permitted if proposed alternative facilities are considered adequate and would not pose an unacceptable risk to the quality or quantity of ground or surface water, lead to the pollution of local ditches, watercourses or sites of biodiversity importance. It is also necessary to allow a safe and suitable access for emergency vehicles with appropriate access to, for example, a water supply for the fire service if the need arises.

6.74 Any associated built development in the countryside will be kept to the minimum required in order to minimise harm to the surrounding area.

6.75 Gypsy and Traveller caravan sites are predominantly residential uses, however, Travelling Showpeople may require space for the storage and maintenance of large pieces of equipment. Site design and layout should ensure the amenity and safety of residents is protected by locating non-residential uses away from the residential and communal areas. The impact of requirements should also be considered carefully against neighbouring residential uses. There is no current requirement for site provision to meet the needs of Travelling Showpeople in Scarborough Borough and any future requirement can be successfully assessed against the policy. Following discussions with the 'Showman' community, the December 2009 report into the 'North Yorkshire Accommodation Requirements of Showmen' concluded that the demand for plots or yards was along the main road corridors within the sub-region including York, Selby, Hambleton and Harrogate. Scarborough Borough was lowest ranked of the suggested locations for permanent provision as a consequence of the significant distance from the main road network.

Conversion of Buildings in the Rural Area for Residential Use

Policy HC 7

Conversion of Buildings in the Rural Area for Residential Use

Where planning permission is required for the conversion or change of use of buildings in the rural area to permanent residential use outside of the defined Development Limits, proposals will be permitted where it has been demonstrated that there is no potential for conversion to non-residential uses or serviced / non-self-contained holiday accommodation.

Subject to meeting the above requirements, proposals for either self-contained holiday accommodation or permanent residential accommodation must meet the following criteria:

- a. The building is of permanent construction and capable of conversion without major reconstruction or rebuilding as demonstrated by a structural survey;
- b. The proposal does not require significant extension of the existing building;
- c. The proposed use does not detract from its setting in the immediate and wider landscape;
- d. The conversion in itself will not generate a need for future building in the countryside;

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- e. The access to the site and approach roads are suitable for the levels and type of traffic likely to be generated; and
- f. The development would not result in unacceptable amenity levels arising from nearby operations or conflicting uses.

In the case of the conversion of non-agricultural buildings outside of the defined Development Limits whose current or most recent use was economic based (for example public houses and petrol filling stations), it will be necessary to first demonstrate that the existing use is no longer economically viable.

6.76 Not all changes of use or conversions to residential require planning consent. Up to date regulations on Permitted Development Rights can be checked either on the Planning Portal website or by contacting the Local Planning Authority.

6.77 The re-use of agricultural buildings for purposes that benefit the rural economy including employment uses is the preferred option to promote and enable a growth of the rural economy in a sustainable manner. This accords with the NPPF that suggests that isolated dwellings should be avoided in the countryside unless there are special circumstances, hence, the policy opts for a business use first approach.

6.78 This policy will also be used in the consideration of the conversion or change of use of non-agricultural buildings in rural areas and can include buildings such as public houses, petrol filling stations, pumping stations and so on. Where such a building is considered appropriate for conversion but is already in some form of economic use it will be necessary to demonstrate that the existing (or most recent) use is no longer required or viable. The Borough Council will look to develop a Marketing and Viability Supplementary Planning Document which will provide guidance on the appropriate marketing to be carried out and the viability evidence that will need to be submitted with any application.

6.79 It is, however, appreciated that the re-use of such buildings for business use is not always viable. In such circumstances the conversion to residential use including self-contained holiday accommodation may be a suitable alternative and will be permitted when it meets the criteria set out in this policy.

6.80 Where the conversion of the property to residential is to be considered, the building must be capable of conversion without substantial alteration and extension. To demonstrate the building is sound, any proposal must, through the submission of a professionally prepared structural report, confirm that the building is free from major defects and can be converted without significant alterations or substantial demolition and rebuild. Where a building is beyond repair or restoration or requires major reconstruction thereby failing criterion (a) of the policy, any proposal for replacement or rebuild should be considered against Policy ENV 6: Development Affecting the Countryside.

6.81 In addition, the loss of a building in the countryside to a dwelling should not result in the demand for further building in the rural area. For example, the loss of a barn to a dwelling should not result in the farm holding requiring the construction of a further barn or building for a similar function.

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6.82 Any grants of consent for re-using rural buildings for residential use is likely to be accompanied with a condition or agreement removing permitted development rights for extensions and curtilage buildings.

6.83 In accordance with the NPPF, where such proposals involve the change of use of a heritage asset to residential use and it is shown that there is less than substantial harm, this should be weighed against the public benefits of the proposal, including securing the optimum viable use for that building.

6.84 Buildings in rural areas can often be inhabited or utilised by protected species. Most often such species are protected by legislation. As such it is always recommended that appropriate investigations take place prior to any building works. Information on protected species and the processes for dealing with them can be found at <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>. Policy ENV 5 (The Natural Environment) should also be considered when determining such applications.

Community Facilities

6.85 It is important to recognise that housing development is not just about the construction of high-quality and affordable dwellings; it is about creating places and communities where people want to live. Ensuring that people have access to community facilities is an essential part in the delivery of this objective. Equally, the extent to which community facilities are available and accessible locally can reduce the need to travel and encourage sustainable patterns of movement.

Policy HC 8

Community Facilities

Proposals for new and expanded community services and facilities will be supported in accessible locations, providing that the scale of development is appropriate to the area in which it is proposed.

Proposals that will lead to the loss of community services and facilities for non-community based uses will only be permitted where

- a. it can be demonstrated that the facility is no longer required, having been vacant and marketed for a community use without success; or
- b. a replacement facility of at least an equal quality and suitable scale, in an equally or more accessible location will be provided through redevelopment of the existing site; or
- c. the proposal will result in the significant enhancement to the capacity, nature and quality of a separate existing facility, which serves the same community.

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6.86 Community facilities such as local shops, meeting places,⁽⁷⁾ sports venues, cultural buildings,⁽⁸⁾ public houses and places of worship, play an important role in facilitating social interaction and creating inclusive communities. These and other community facilities should be protected from redevelopment for non-community uses such as housing, particularly in rural areas where the need to travel to access facilities is greater. Whilst recent changes to the planning system mean that, for a period of two years, public houses do not require permission for change of use to A1, A2, A3 and B1 uses, the Local Planning Authority recognises the important role the 'local pub' can play within the community, especially in rural settlements and would support proposals for their retention through broadening the use or offer.

6.87 However, it is recognised that there are circumstances in which redevelopment may be appropriate. Where community facilities have become vacant due to lack of demand, proposals for redevelopment would be acceptable where it can be demonstrated that there is no reasonable prospect of re-use for community based purposes, having been marketed for community use without success.

6.88 Furthermore, redevelopment may be appropriate where existing community facilities are to be re-provided by the developer on an alternative site that is equally accessible to the local community and is of an appropriate scale and quality. Proposals for redevelopment may also be acceptable if they result in the enhancement of the capacity, nature and quality of a nearby existing facility.

6.89 This policy does not have regard to health care and education facilities, or to the development of new retail food stores, which will be judged against Policy HC 10 and Policies TC 1 to TC 5 respectively.

Cemetery Provision

Policy HC 9

Cemetery Provision

Proposals for the provision of new or expanded cemeteries will be permitted provided that

- a. there is no conflict between the proposed and neighbouring uses or any associated impact on the amenities of local residents or visitors to the cemetery;
- b. they are sited in proximity to public transport;
- c. they have adequate vehicular access and parking arrangements;
- d. there will be no adverse impact on surface or groundwater; and
- e. there will be no adverse impact on the ecological value of the area.

6.90 This policy relates to human burials and other types of cemetery (eg pet cemeteries) will be considered against other relevant policies in the Plan.

7 Examples include community centres, village halls and youth centres

8 Examples include theatres, cinemas, concert halls, music venues, museums, libraries, public art and galleries

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6.91 The Borough Council is responsible for providing adequate cemetery facilities and ensuring that a continuous supply of land is available for this purpose. At some point during the Plan period it is likely that locations will have to be identified for the provision of new or expanded facilities at the three major towns of Scarborough, Whitby and Filey. There is also a need for an expanded facility at Cayton.

6.92 The size of any proposed cemetery or expansion is an important consideration and land identified should be capable of accommodating burials for the long term. Any new or expanded cemetery, including any associated buildings will also need to be well designed, having regard to the character of the area. It is important that the site retains any existing landscape features such as hedges and trees. This will give the site some maturity that can be incorporated into the layout.

6.93 Any proposal will need to ensure its use is compatible with adjoining neighbours and that it minimises any potential impacts to neighbouring residents with the inclusion of appropriate boundary treatment and landscaping between the cemetery and any adjoining properties. Certain frontages should offer opportunities to view the site to allow natural surveillance, which can reduce incidences of vandalism.

Health Care and Education Facilities

6.94 Access to health care and education facilities plays a key role in promoting inclusive communities; providing opportunities for all members of every community to access essential services. This also plays a key role in creating desirable places where people want to live.

Policy HC 10

Health Care and Education Facilities

Access to high quality education and health care facilities will be encouraged by

- a. making provision for the development of new health care facilities in Scarborough, Whitby and Filey;
- b. supporting proposals for the development of new and/or improved education and health care facilities;
- c. protecting existing health care facilities, including those in rural areas, from redevelopment unless the proposal forms part of a wider health service delivery strategy; and
- d. securing developer contributions towards health and education provision from housing and other development.

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Education

6.95 Education plays a vital role within the community, and is central to the vision of sustainable communities; everyone should have access to high-quality educational facilities. The 'Prosperous Communities' theme of the Sustainable Community Strategy highlights the need to improve employment and skill levels and raising educational attainment and the aspirations of young people are an important part of achieving these objectives.

6.96 The area has a good level of educational coverage with a University Campus, colleges and secondary schools within the main towns and a substantial number of primary schools dispersed across the Local Plan area. In addition, works have been completed on the construction of two new major education facilities in the Scarborough Urban Area. Both the Scarborough University Technical College (UTC) and Coventry University Scarborough Campus opened in September 2016. The UTC provides young people aged between 14 and 19 with essential skills relevant to manufacturing and other local industries, while the new university campus will provide students access to a wide range of higher education courses. The Borough Council will support the role and function of all educational facilities, where consistent with other policies within the plan, as a means of maintaining a high quality education offer.

6.97 As the Local Plan seeks to deliver an ambitious growth agenda, the number of pupils per year over the plan period is likely to increase. Work undertaken by North Yorkshire County Council, the Education Authority for the Borough, has revealed that the projected increase in pupil numbers could lead to concerns over the capacity of schools within Scarborough town in the short term with further development also impacting on the wider area later during the plan period. As such, the Borough Council will support the development of new education facilities, and the redevelopment / expansion of existing facilities, where the development assists in the delivery of a sustainable growth agenda.

Health Care Facilities

6.98 Health affects every aspect of our lives and ill health can be a barrier to employment and education, and can limit people's ability to fully participate in social and community activities. The problems associated with ill health are most pronounced in areas of high social deprivation; there is an approximate 10 year gap in life expectancy between the most and least deprived wards within the Borough.

6.99 One of the key objectives of the Sustainable Communities Strategy is to deliver better health for all by promoting healthy lifestyle choices, retaining local services and reducing health inequalities wherever possible. It is essential that all communities have access to high quality health care services (either primary or secondary care facilities) if our aspirations for 'better health for all' and reduced health inequalities are to be realised.

6.100 In order to promote accessibility of health care provision, the development of new primary and secondary care facilities will be directed towards the towns of Scarborough, Whitby and Filey where they can be accessed by a variety of methods including public transport.

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6.101 Access to health care in the rural areas is an important issue. Doctors' surgeries in village locations provide essential health care facilities for rural communities (immediate and surrounding communities), and this policy seeks to protect them from redevelopment wherever possible. The importance of good transport links in rural areas to enable access to a range of health care facilities should be recognised.

Community, Health and Education Allocations

6.102 Further to policies HC 8 and HC 10, the Local Plan will identify areas where an opportunity exists or where a need has been identified for specific community, health or educational requirements. The following policies set out these areas and the requirements for their development.

Policy HC 11

Whitby Health and Community Hub

Proposals for the redevelopment/re-configuration of the Whitby Hospital site (as shown on the Policies Map) to include a mixed use scheme of health, community and specialist/extra-care housing uses will be supported. Housing on this site will be supported where it facilitates the delivery of improved health and community facilities.

6.103 Whitby Hospital is located centrally within walking distance of the town centre. In its current form there is available floorspace beyond that now required for health provision. The current proposal is to reconfigure the site, retaining the hospital function within this central location, complemented by other health and/or community based uses. The boundary of the site is shown on the Policies Map.

6.104 There is an opportunity to both retain the hospital services on a smaller footprint and allow for the delivery of improved supporting services and community facilities. This could include the provision of extra care or specialist housing needs. In respect of community facilities, there is the opportunity to look wider at the site and assess the feasibility of relocating the nearby facilities including the Police Station, opening up those sites for housing or other forms of redevelopment.

6.105 Any housing proposals (Use Class C3) would be expected to deliver the appropriate level of affordable homes as part of a scheme. This will, however, be considered in light of viability and the delivery of the wider health and community hub for the benefit of Whitby.

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Policy HC 12**Former Rugby Club Site - Scalby Road, Scarborough**

Proposals for the redevelopment of the former Rugby Club site off Scalby Road (as shown on the Policies Map) will be expected to incorporate the provision of, or make land available for, a GP Surgery designed to meet the future needs of Newby and Scalby. The preferred location for this facility is along the frontage of the development site facing Scalby Road.

6.106 This site is located in the heart of Newby and provides an opportunity to further elevate the range of facilities to both the existing community and the expanded population proposed for Newby and Scalby through the housing allocations and recent approvals for residential development. It is adjacent to shops, a supermarket, chemist, banks, library and other everyday services.

6.107 In addition, there is a requirement and a willingness for local surgeries to provide more modern facilities. There are two surgeries that are at or approaching capacity and the proposals for development within the Newby and Scalby area will increase demand. Whilst future developments are likely to be required to make a financial contribution towards improving health care facilities within Newby and Scalby, the current premises are difficult to expand and a new bespoke unit would be the preferred solution. The opportunity exists for the surgeries to relocate within Newby and Scalby and offer the existing sites up for redevelopment; likely to be residential. The former Rugby Club site is centrally located within Newby, a short distance away from both current surgeries and within very close proximity to other shops and services. It is considered that this offers the best opportunity and the most sustainable option for a relocated surgery which should, if possible, be located on the frontage of the site. The surgery should be designed to meet both the current needs of residents as well as future needs taking into account the scale of development proposed in that area.

6.108 The remainder of the site offers a sustainable location for specialist residential accommodation including 'Extra Care Housing' or other uses that would benefit the local community.

Policy HC 13**Site of Former Gas Showroom - Station Approach, Filey**

The site as shown on the Policies Map shall be retained to accommodate the future expansion requirements of Filey GP Surgery.

6.109 The site was formerly allocated for business or industrial use, however, this has remained undeveloped since the adoption of the previous Local Plan. The use of this site has been reviewed and it is clear that a requirement exists for the expansion of the current Filey Surgery. The surgery covers a wide rural area taking in many areas beyond the limits of the town including

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holiday parks and surrounding villages. Owing to capacity constraints at smaller surgeries including Hunmanby and Sherburn (Ryedale), the practice has been under further pressure to take on additional patients from a wider area. In addition to the surgery providing the usual clinical services, it is also a 'Teaching and Training' practice. Alternatives have been investigated for the relocation of the surgery, however, owing to the cost of redeveloping and the limited value of the current site this is not feasible. The only option would appear to be the expansion into the adjacent site, formerly occupied by the Gas Showroom.

6.110 If it is demonstrated that the site is no longer required to accommodate the future expansion of the adjacent surgery then alternative community facilities or uses that benefit the town will be considered favourably.

Open Space and Sport Facilities

6.111 Promoting healthy lifestyle choices is a key part of improving standards of living and reducing health inequality. The Local Plan aims to facilitate healthy living, not only by providing high quality housing, a high quality natural environment and promoting sustainable transport choices such as walking and cycling through Green Infrastructure, but also by ensuring that communities have access to high quality open spaces and sporting facilities.

Policy HC 14

Open Space and Sports Facilities

- a. The creation of high quality open spaces and sports facilities and the improvement of existing open spaces and facilities for sport and recreation will be supported by
 - i. allowing for the development of new or improved sites where it would not detract from the character and appearance of the surrounding area, including the character of the landscape, where appropriate; and
 - ii. requiring developers to make provision for open space through development, in line with the Borough Council's adopted standards.

- b. The redevelopment of existing open spaces and outdoor sports facilities, including those identified within the Green Space Audit and Playing Pitch Strategy or any subsequent updates, for non-open space uses will only be permitted where
 - i. the existing open space does not contribute positively to the character and appearance of the area; and,
 - ii. there is an identified surplus of that type of open space or sports provision in that locality and the site cannot be reclassified to meet an identified deficit in another form of open space or sports provision; or,
 - iii. a replacement open space of an equal or higher quantity and quality can be provided in a nearby accessible location.

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6.112 In order to plan effectively for open (green) spaces, an audit⁽⁹⁾ of green spaces ⁽¹⁰⁾ within the Local Plan area, which comprised an assessment of the quantity, quality and accessibility of existing provision, has been undertaken. The audit sought to identify areas of deficiency and surplus, making recommendations as to where facilities could be improved or redeveloped and where new green spaces could be provided to address localised quantitative and accessibility deficiencies.

6.113 The audit revealed that the plan area is generally well provided for in terms of green space, with a total of 724 hectares of provision, which equates to 7.4 hectares of green space for every 1,000 residents. The Scarborough Urban Area contains the largest quantity of green space (around 540 hectares), with Filey having the most green space per person (over 10 hectares for every 1,000 residents) due to the town's extensive areas of urban and country parks. Whitby contains over 74 hectares of green space, which equates to over 5.6 hectares of provision per 1,000 residents. The majority of the villages have access to some form of green space provision, with most containing an area for outdoor sport. These areas for sport are essential in rural areas, whereby they often perform a recreation function similar to that of other forms of green space, i.e. amenity green space and natural green space.

6.114 Nevertheless, the audit identified a number of deficiencies in the supply of green spaces across the Local Plan area. The majority of these deficiencies are in relation to the quality of green spaces. An emphasis should be placed on improving the quality of the green spaces that failed to meet the required standards set out within the audit. Aside from addressing qualitative deficiencies, the audit also identified a need to

- establish a "Settlement Equipped Area of Play" within Scarborough and Filey, either by improving an existing play facility or by constructing a new facility;
- establish additional equipped play areas in Scarborough, particularly in the South Cliff area;
- establish a "Neighbourhood Equipped Area of Play" in Hunmanby;
- establish a play area in Sleights;
- secure access to the area of Natural Green Space at Bowling Green Lane, Hunmanby;
- consider the potential of re-providing / redeveloping some areas of Amenity Green Space in Scarborough as a means of addressing deficiencies in other forms of green space provision.

6.115 A Playing Pitch Strategy (PPS) has been undertaken, which has been derived from an assessment of current and future team-based demand for, and the supply and quality of, playing pitches within the Borough. The PPS concluded that aside from a few small deficiencies, there is generally sufficient capacity on the Borough's pitch stock to accommodate current and future levels of play. Therefore, this Local Plan should help to maintain the current level of pitch provision, subject to the delivery of specific objectives set out within the PPS and any subsequent updates. Similarly, an emphasis should be placed on improving the quality of playing pitches and ancillary / associated facilities, particularly where deficiencies have been identified through the PPS.

6.116 In order to assist in the delivery of objectives set out in the Playing Pitch Strategy the Local Plan will support, subject to meeting other plan policies

9 Green Space Audit (Scarborough Borough Council, 2014)

10 Sites of 0.2 hectares and above

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- the delivery of additional pitches for junior football (5-a-side and 9-a-side pitches);
- the delivery of three additional third generation (3G) artificial grass pitches, including; the 3G pitch at the proposed Weaponness Sports Village project in Scarborough; up to two additional 3G pitches in the Scarborough Urban Area; and a 3G pitch in Whitby to serve the northern part of the Borough;
- investment to the playing pitches and associated facilities at the Oliver's Mount site in Scarborough;
- the re-provision of at least six tennis courts from Scarborough Sports Centre at an alternative site or sites, including at least two tennis courts on a 'Pay and Play' basis;
- the re-provision and/or re-location of tennis courts at Southdene (Filey) as part of the redevelopment of the Southdene site; and
- the development of new playing pitches and facilities where it can be demonstrated that there is a need for such provision, both in terms of the level of provision and the proposed location of the development.

6.117 Green spaces and sport facilities provide essential informal and formal recreation opportunities for communities and they should be protected from redevelopment wherever possible. Nevertheless, there may be individual cases where redevelopment for alternative uses may be appropriate. Examples of this include where the Green Space Audit or Playing Pitch Strategy has identified a surplus of a particular type of green space provision within a particular area. Where this is applicable, applicants should then be able to demonstrate that there are no other requirements for alternative forms of green space or sports provision within that area before other forms of development such as housing will be deemed acceptable.

6.118 In addition to providing protection for existing facilities, the Local Planning Authority will support the development of new green space and sports provision, both through specific allocations and by permitting suitable development where there is proven need. Proposals for the development of new sports facilities will generally be supported where they do not result in unacceptable impact on amenity or the character of the area, including the character of the landscape in rural areas. Furthermore, all new developments will be required to contribute towards the provision of new green spaces and sports facilities in line with the standards described in the Borough Council's relevant Supplementary Planning Document.

6.119 As recognised within Policy ENV 8 (Green Infrastructure), it is essential that these formal green spaces are managed as a comprehensive network in order to promote connectivity and access to recreational opportunities across the Local Plan area and to tap into the multi-function benefits that green spaces can provide.

Allotments

6.120 Allotments are important facilities for local communities; they provide the opportunity for people to grow their own produce, enjoy a healthier lifestyle and a healthier diet. Over recent years national reports have suggested that demand for allotments has been increasing and this is borne out by the latest local statistics that suggest there are considerable waiting lists for Borough Council-run allotment sites. The most recent information suggests that there are 236 people on waiting lists for allotments in Scarborough and 15 on the waiting list for the site at Staites.

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6.121 The Borough's population is set to grow over the Local Plan period and it is important to ensure sufficient allotment gardens are available for the increasing population. New residential development should, where possible, facilitate opportunities for local food growing and for major residential development this may include the provision of allotments on or adjacent to the site. The requirements for allotments as part of any major residential development proposals will be assessed in relation to local provision in the area and the potential demand created by the residential development in terms of anticipated households. Proposals for the development of new allotments, and/or the expansion of existing allotments, will be supported.

Open Space and Sports Facility Allocations

6.122 The open space and sports allocations contained within the Local Plan are predominantly tied to specific housing allocations and will help to meet the demand generated by these developments. Nevertheless, some of the allocations are also designed to highlight strategic deficiencies in existing provision and to meet unmet demand both now and in the future. Localised elements of green space will continue to be provided through the implementation of individual green space standards within new developments and by securing off-site developer contributions in line with Policy HC 14.

Policy HC 15

Open Space and Sports Facility Allocations

The following sites as shown on the Policies Map have been allocated for the development of uses identified in the "Proposed Use" column.

Site Ref:	Site Location:	Site Area (Hectares):	Proposed Use
OS1	North of Middle Deepdale east	7.5 ha	Neighbourhood park
OS2	North of Middle Deepdale west	13.2 ha	Neighbourhood park
OS3	East of the Cinder Track, Scalby	1.8 ha	Neighbourhood park
OS4	West of the Cinder Track, Scalby	1.5 ha	Neighbourhood park
OS5	Yorkshire Coast College, Scarborough	1.4 ha	Amenity green space
OS6	Land off Rimington Way, Osgodby	2.74ha	Amenity green space
OS7	Land off Stainsacre Lane, Whitby	8.8 ha	Neighbourhood park
OS8	Off Bowling Green Lane, Hunmanby	0.8 ha	Natural and semi-natural green space
OS9	Land north of Scarborough Road, Filey	3.3 ha	Natural and semi-natural green space
OS10	Land north of Church Cliff Drive, Filey	5.4 ha	Natural and semi-natural green space
SF1	Oliver's Mount, Scarborough	13.4 ha	Strategic playing pitch provision (area for investment and enhancement of pitches and associated facilities)

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Proposals on the allocations listed above will be permitted where they are for the identified uses and are in accordance with other relevant policies set out in the Local Plan.

(Note: To view the Open Space and Sports Facility Allocations on the Interactive Policies Map, please click on the Site Reference Number.)

6.123 The specific requirements of the open space and sports allocations that are directly associated to housing allocations are set out within the supporting statements for the housing allocations themselves (Appendix A: Housing Allocation Statements).

6.124 The Green Space Audit demonstrated that Hunmanby is deficient in terms of the level of green space that is accessible to the local population; other than the playing fields at Sands Lane, the village only contains two small, centrally located areas of amenity green space. The open space allocation at Bowling Green Lane will help to address the existing deficiencies and will be delivered alongside the housing development that is due to take place in the village (see Policy HC 2). The site itself should be primarily accessed through the existing area of green space to the east.

6.125 One of the key recommendations of the Playing Pitch Strategy is to improve the quality of the pitches and facilities at Oliver's Mount (Scarborough) by securing long-term investment into the site. Oliver's Mount is the main site for football activity in the Borough, providing 11 football pitches and one rugby pitch, all of which are widely used by teams participating in local leagues. However, a number of the pitches and the associated changing facilities are currently of a poor quality. Investment in the site will prevent further deterioration and ensure that the site continues to be available for community use over the long-term and provide a high-quality facility to meet the additional need generated by population growth.

Economic Growth 7

7 Economic Growth

7 Economic Growth

7.1 The Local Plan has an important role to play in facilitating growth and diversifying the local economy, not just in terms of enhancing the role and performance of our town centres but also in providing essential job opportunities across various employment sectors. It is essential that the strategy for delivering new homes is clearly connected to the fostering of economic success and employment growth.

7.2 Unless otherwise stated, all figures in the following paragraphs are taken from the ONS Business Register and Employment Survey (BRES), 2013.

7.3 The latest figures show that there are around 40,400 jobs⁽¹⁾ in the Borough (including the National Park area). Almost a quarter (22.8%) of these jobs are within sectors associated with the tourism industry⁽²⁾. This is considerably higher than both the regional and national averages (10% and 11.6% respectively) and demonstrates the continued importance of tourism to the local economy.

7.4 While the percentage of jobs within the manufacturing industry (10.4%) is higher than the national average (8.5%), the percentage of jobs in sectors such as "Transport and Storage", "Information and Communication" and "Financial and Other Business Services", are lower than the national averages. The decline of the rural economy over the past decade has seen a reduction in the number of people employed within traditional rural activities such as agriculture and forestry.

7.5 Rates of unemployment in the Borough have historically been close to the national average. However, following the economic recession in 2009, there was a steady rise in the number of people without work (relative to the national increase). While the latest figures (covering the period between April '14 and March '15) show that the gap is narrowing, unemployment in Scarborough Borough (6.5%) is still higher than the national average (6%) (ONS Annual Population Survey).

7.6 Over the plan period there will be a need to increase the Borough's workforce in order to meet the demands generated by new job growth and to fill existing jobs freed up by retiring employees. It is anticipated that 5,000 new (net) Full Time Equivalent jobs will be created over the plan period.

7.7 Econometric modelling has shown that economic growth over the plan period will be primarily driven by the service sectors, including the "Accommodation, Food Services & Recreation", "Professional & Other Private Services" and "Public Services" sectors. The "Wholesale & Retail" and "Construction" sectors are also anticipated to grow, albeit to a lesser extent. Growth within these established sectors will be reinforced by the emergence of new economic sectors, most notably through the recently approved Potash Mine, which is to be constructed 5km south of Whitby. The Potash Mine has the potential to contribute significantly to the job market and the local economy.

1 Employee Jobs: excluding self-employed, government-supported trainees and HM Forces. Data also excludes farm-based agriculture. The total number of jobs (including the aforementioned exclusions) is predicted to be around 50,000
2 "Accommodation and Food Services" and "Other Services" (including arts, entertainment and recreation)

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Supporting Industry and Business

7.8 Supporting the development of the industrial and business sector is a fundamental part of long-term economic resilience, providing a more diverse economic base and helping to reduce the reliance on the tourism industry. This means bringing forward new employment land⁽³⁾ and supporting the development of new industrial and business uses, in addition to providing access to a skilled workforce and a reliable transport network.

Policy EG 1

Supporting Industry and Business

New employment opportunities within industrial and business sectors will be encouraged by

- a. making provision for the delivery of 40.35 hectares (net) of 'B-Use' employment land through existing commitments and allocations identified under Policy EG3: Employment Land Delivery and the Whitby Business Park Area Action Plan;
- b. supporting the development of new employment units within settlements where proposals are compatible with the scale and nature of surrounding uses; and
- c. supporting and enhancing the role of the harbours at Scarborough and Whitby.

7.9 The Local Planning Authority has prepared an Employment Land Review⁽⁴⁾ (ELR) in order to understand the quantitative and qualitative needs for business and industrial development over the Local Plan period and to help establish a proactive and flexible approach to planning for sustainable economic growth.

7.10 Having taken into account a number of demand indicators, including projections derived from econometric modelling, the emergence of the potash mining and off-shore wind sectors, the expansion of local businesses and the re-provision of land likely to be lost to other uses, the ELR has identified demand for approximately 35 hectares of 'B-Use' employment land up to the year 2032. The majority of this demand has been attributed to the Scarborough Urban Area as the main focus for growth within the Local Plan in line with the settlement hierarchy.

7.11 In total, provision has been made to enable to delivery of 40.35 hectares of employment land. Sites covering 39.1 hectares (net) are allocated in this Local Plan (see Policy EG 3). A further 1.25 hectares of employment land is allocated within the Whitby Business Park Area Action Plan. The Area Action Plan also covers land in the North York Moors National Park area, where a further 8.75 hectares of employment land is allocated. While this land cannot be counted within this Local Plan, it will help to provide employment opportunities in the north of the Borough.

3 "Employment Land" includes the following uses as defined by the Town and Country Planning (Use Classes) Order (2006) - B1a: Offices, B1 b/c and B2: General Industrial and B8: Storage and Distribution

4 Scarborough Employment Land Review, November 2015

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7.12 However, as recognised within the individual allocations, a proportion of specific sites could also be developed for other uses that are compatible within an industrial environment. As such, the actual amount of 'B-Use' development to be delivered will be closer to the indicated level of demand over the Local Plan period. Maintaining a level of land supply that is slightly over the anticipated level of demand ensures that the policy approach is flexible enough to accommodate needs that have not been anticipated.

7.13 In addition to the land identified for business and industrial development, it is likely that other sites and premises within settlements will continue to come forward for the development of employment uses over the period of the plan. Such development inside the defined Development Limits will be acceptable in locations where proposals are compatible with the scale and nature of surrounding uses, and where they are in accordance with other relevant policies within the Local Plan.

7.14 Within villages it is important to ensure that the scale and type of development is well related to the character of the area and the position of the relevant village within the Settlement Hierarchy as set out under Policy SH1: Settlement Hierarchy. To this end, larger proposals that require a rural location should be directed to the Service Villages, where development can be accessed by means other than the private car (e.g. public transport, walking and cycling). Equally, within villages an emphasis will be placed on the re-use of existing vacant buildings as a means of minimising the potential negative impacts of development.

7.15 The number of people employed in the fisheries sector has declined significantly in recent decades. This has left a legacy of outdated and under-used buildings within the harbours of Scarborough and Whitby. Where possible, these should be brought up-to-date to meet the requirements of modern day businesses. However, there may also be potential for these areas to be redeveloped for alternative economic uses where there is no prospect of re-use for harbour based industry.

Jobs and Skills and Employment Training

Policy EG 2

Jobs and Skills and Employment Training

The Borough Council will encourage all local employers to participate in skills and employment training initiatives to increase access to employment for those who live within the area. Where development proposals would generate a significant number of construction and operational phase jobs, the Borough Council will seek to enter into a S106 Agreement to secure appropriate commitments and targets for employment skills and training, including apprenticeships appropriate to the development proposed.

7.16 Twenty six percent of the Borough's residents have no qualification. This makes it difficult for residents to compete for low/medium skills jobs, highlighting the overall gap between the skills needs of the area and the existing skills pool available.

Economic Growth 7

7.17 It is therefore important to ensure that current and future residents within the borough have access to the employment and business opportunities that will emerge over the life of this Local Plan and that these opportunities are available across the range of employment opportunities that are forecast to emerge. This includes encouraging relationships between businesses operating within the Local Plan area and local schools and colleges, to raise aspirations and help prepare young people to have the right information, motivation and aptitude to compete with the best across the region to be part of the future workforce.

7.18 A key element of achieving this will be through continued working with the Borough Council and other partners to promote utilisation of jobs, skills and employment training, and where appropriate using the planning system to secure targets and commitments in relation to associated job and training opportunities, both for construction-related employment and training that will increase access to employment. Where firms already run existing training programmes/apprenticeships this policy would not apply provided they can demonstrate these will include residents of the Borough. Any targets or commitments will be defined on a case-by-case basis, taking into account the size and nature of the scheme proposed and, where relevant, scheme viability. Where feasible and relevant, the Borough Council will support the delivery of commitments made or targets set through any of its own related programmes or projects that are operational at the time.

Employment Land Delivery

7.19 This Local Plan seeks to make provision for the delivery of 39.1 hectares of land for the development of uses falling within the 'B-Use' classes which, in addition to the 10 hectares (net) of land allocated by the Whitby Business Park Area Action Plan, provides a total supply of 49.1 hectares of employment land. In identifying specific sites for allocation, consideration has been given to the nature of existing planning permissions, the location of sites and their suitability for other forms of development, i.e. vacant sites within business parks are only suitable for the development of industrial and business uses.

Policy EG 3

Employment Land Delivery

Industrial and business uses will be delivered across the Local Plan area through the use of allocated sites, the development of other sites and the re-use of existing buildings within the Development Limits of the towns and villages.

The following sites as shown on the Policies Map are allocated for the development of uses identified in the 'Use Classes' column of the table and will be available throughout the plan period.

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Site Ref ⁽⁵⁾ and Address:	Site Area (net):	Use Classes
Employment Allocations		
Site EMP-A 1 'Land to the North East of Burton Riggs, Scarborough Business Park'	1.1 ha	B1, B2, B8
Site EMP-A 2 'Land at Hopper Hill Road, Scarborough Business Park'	0.9 ha	B1, B2, B8
Site EMP-A 3 'Land to east of Hunmanby Industrial Estate'	1.9 ha	B1, B2, B8
Site EMP-A 4 'Land to north and south of Cayton Approach, Scarborough Business Park'	24.2ha	B1, B2, B8 and other approved uses
Site EMP-A 5 'Land to south of Plaxton Park Industrial Estate'	11ha	B1, B2, B8

Proposals relating to the sites listed above will be permitted where they are for the identified uses, are in accordance with other relevant policies set out in the Local Plan and they satisfactorily address any issues and requirements set out in Appendix B: Employment Land Statements.

Proposals for the development of B1, B2 and B8 uses on sites not identified in the table above will be permitted within the defined Development Limits of settlements where they are in accordance with other relevant policies in the Local Plan.

7.20 As the main strategic location for long-term economic growth in the Borough, 37.2 hectares (net) of employment land has been made available at Scarborough Business Park through Policy EG3. This will allow Scarborough Business Park to capitalise upon the opportunities presented by emerging economic sectors.

7.21 Furthermore, it should be noted that allocated site EMP-A 4 has outline planning permission for the development of uses that are compatible to the main employment uses in the area, e.g. car showrooms, hotels, restaurants and small-scale retail units, of which, some provide services for workers of the park. However, these ancillary uses should generally be limited to the Cayton Approach frontages of the sites. The development of these sites for such uses would ultimately reduce the supply of traditional 'B-Use' employment land, whilst also retaining some form of alternative employment generating use.

7.22 The Whitby Business Park Area Action Plan allocates 13.4 hectares gross (approximately 10 hectares net) of employment land for future development at the Business Park, which crosses the boundary with the North York Moors National Park Authority. The allocations can be seen on the Policies Map that accompany the Local Plan. More detail on these allocations is set out within the Area Action Plan itself.

7.23 A small amount of land has been allocated at Hunmanby Industrial Estate in order to provide opportunities for employment development in the south of the Borough.

⁵ Sites allocated / committed for industrial and business development in Whitby are identified within the Whitby Business Park Area Action Plan

Protecting Land for the Expansion of Scarborough Business Park

7.24 Scarborough Business Park is the main economic driver in the Local Plan area, providing more than half of all employment land and hosting some of the areas major employers. This Local Plan seeks to protect and enhance the role of the Business Park during this plan period (up to 2032) and beyond by protecting land for its expansion; reflecting its long-term strategic importance.

Policy EG 4

Protecting Land for the Expansion of Scarborough Business Park

Land shown on the Policies Map (ref: EG4) will be reserved for the expansion of Scarborough Business Park and for the development of B1, B2 and B8 uses only, throughout the plan period. Proposals will be permitted where they can demonstrate that there are no other sites available elsewhere in the existing Business Park area (within those sites allocated by Policy EG 3) that are suitable for the proposed development, either due to

- a. the scale of the proposal, which means that it could not be accommodated on an allocated or committed site in the existing Business Park area; and/or,
- b. the proposal being for the development of a "bad neighbour" use that would have a significant adverse impact upon the marketability of the existing Business Park area, e.g. a "heavy industry" use that generates significant noise, smells or other disturbances; and/or,
- c. other technical or operational requirements.

Proposals for the expansion of existing businesses into the protected area will also be permitted.

7.25 Policy EG3 of the Local Plan makes provision for the delivery of 37.2 hectares (net) of land at Scarborough Business Park for the development of employment (B-Class) uses. The amount of land allocated has been derived from an assessment of anticipated demand for employment land over the Local Plan period. Equally, the specific allocations were identified following a detailed assessment of appropriate sites. As a location, Scarborough Business Park provides the only opportunities for large-scale industrial and business development in the Scarborough Urban Area.

7.26 Should development come forward at a faster rate than anticipated, land identified under Policy EG4 is the most appropriate, suitable and sustainable location for the development of further large-scale employment uses. This also applies to the possible identification of land beyond this current plan period (up to 2032). As such, this land will be reserved for the expansion of Scarborough Business Park and the development of B1, B2 and B8 uses. The development for other non-employment uses such as housing, retail and leisure will not be acceptable in this location; a detailed strategy for the development of non-employment uses has been set out elsewhere within this Local Plan.

7 Economic Growth

7.27 It is recognised that within the period of this Local Plan there are likely to be some circumstances in which development within the protected area might be preferable to development inside the existing Business Park allocations (see Policy EG 3). These circumstances are set out in the policy itself. Any development on this site should be mindful of the potential impact on the Strategic Road Network (SRN) and particularly the Dunslow Road Roundabout. Development proposals will have to demonstrate that they will not have an unacceptable adverse impact on the SRN and its junctions or mitigate such impacts if considered appropriate. Policy INF 2 (Highway Schemes) safeguards land to allow improvements to Dunslow Road Roundabout.

7.28 The loss of this land for the development of other uses in the short-term would seriously undermine the long-term economic potential of the area and ultimately necessitate the identification of less sustainable employment land in the future. It is considered that this approach provides flexibility to accommodate needs not anticipated in the Local Plan and to allow a rapid response to changes in economic circumstances. Furthermore, the approach reflects the fact that Scarborough Business Park will continue to play a vital role in the local economy beyond the period of the Local Plan.

Safeguarding Employment Sites and Premises

7.29 It is essential that an adequate supply and mix of employment sites and premises is maintained, both in terms of the size, quality and location of sites, so that the needs of modern day businesses can be met.

Policy EG 5

Safeguarding Employment Sites and Premises

In order to ensure that there is an adequate supply of employment sites and premises across the Local Plan area, all sites and premises operating within the B use classes, including those which are allocated for such uses, will be safeguarded. Proposals that result in the loss of these sites and premises to other uses will be permitted where

- a. it is clearly demonstrated that there is no reasonable prospect of the site being retained in an employment use; and
- b. the proposed use is compatible with the nature of surrounding uses, including both existing and planned uses.

7.30 The various business parks across the Local Plan area provide quality sites in accessible locations for the development of offices, industrial units and storage / distribution operations. These are the only locations where large-scale industrial and commercial development can take place.

7.31 In addition, there are a number of sites and premises located in and around the urban centres of Scarborough, Whitby and Filey. These sites provide an important source of local employment and are well placed to meet the needs of small and medium enterprises. If these units are lost from employment use there may be little opportunity to introduce new industrial

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areas into existing built-up areas, thereby moving such activity out of urban centres and into peripheral industrial estates. This could lead to an unbalance in the provision of sites and increase the need to travel in order to access employment. As such, it is important that these sites are safeguarded from redevelopment for non-employment generating uses.

7.32 Nevertheless, it is recognised that there are existing sites and premises that are no longer viable for economic use. Examples of this could include; sites that are less well connected to the transport network, buildings unsuited to modern employment use or for which there is no demand, premises that have become run-down and expensive to maintain in their present form, or sites that are surrounded by non-compatible uses (e.g. housing) or other sensitive receptors (e.g. sites of nature importance).

7.33 Where it is demonstrated that there is no reasonable prospect of retaining premises in an economic use, proposals for change of use are likely to be acceptable.

7.34 In order to justify the loss of industrial land because of an employment benefit, the applicant would be expected to demonstrate that the proposal brought new jobs to the area as a whole, whilst also having to satisfy all other relevant requirements of the Local Plan.

7.35 This policy will also apply to those uses that are located in an area that is predominantly comprised of sites and/or premises that fall within the "B-Use" classes.

Expansion of Existing Businesses in the Countryside

7.36 There are a number of established businesses that are either based on the edges of settlements or within the countryside (outside of the defined Development Limits). These businesses can play an important role in the local economy, particularly in rural areas. Where businesses have 'outgrown' their respective sites and premises and have aspirations to grow, they should not be unduly constrained by their location; there are likely to be instances in which their expansion into the open countryside may be appropriate.

Policy EG 6

Expansion of Existing Businesses in the Countryside

Proposals for the expansion of existing employment sites and premises into land outside of the defined Development Limits will be permitted where

- a. the proposed development cannot physically and reasonably be accommodated within the curtilage of the existing site;
- b. there is a proven need for such development in terms of the operational requirements of the business;
- c. there is a proven need for the development to be located at the proposed site;
- d. the scale of development and associated activities is appropriate in the proposed location; and,
- e. there is no unacceptable impact on the character of the countryside or the landscape setting of a settlement.

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7.37 It is important that the Local Plan does not prevent or discourage sustainable economic growth. Businesses that are established in a particular location and have invested heavily in a site may be unwilling or indeed unable to relocate in order to facilitate further growth. The relocation of businesses from rural locations can result in the loss of essential employment opportunities in these areas that are unlikely to be replaced.

7.38 As such, whilst the preference is always for development to take place within settlements, the expansion of existing and successful businesses into the open countryside may be appropriate if there are no available sites suitable for expansion as a result of operational and locational requirements. Nevertheless, there must be a demonstrable need for such development and the scale of the proposal should be appropriate in the proposed location. Equally, it is essential that such development does not have an unacceptable impact on the character of the countryside or the surrounding landscape.

Conversion of Rural Buildings for Business Use

7.39 There is a clear need to further develop and diversify the rural economy; to provide essential employment opportunities outside of the traditional rural activities. However, the need for economic development must be considered alongside the need to protect and enhance the natural and physical environment.

Policy EG 7

Conversion of Buildings in the Rural Area to Business Use

Where planning permission is required for the conversion of rural buildings to non-residential business uses outside of the defined Development Limits, permission will be granted subject to meeting the following criteria:

- a. The building is of permanent construction and capable of conversion without major reconstruction or rebuilding as demonstrated by a structural survey;
- b. The proposed use including its curtilage does not result in an unacceptable impact on the character of the area and the landscape;
- c. The conversion in itself will not generate the need for further buildings in the countryside by means of requiring a replacement building for any existing or previous use contained within the building to be converted; and
- d. The access to the site and approach roads are suitable for the levels and type of traffic likely to be generated.

7.40 Not all changes of use or conversions require planning consent. Up to date regulations on Permitted Development Rights can be checked either on the Planning Portal website or by contacting the Local Planning Authority.

7.41 The re-use of rural buildings (including agricultural buildings) for business use can aid the development and diversification of the rural economy without detracting from the character and amenity of the countryside. The National Planning Policy Framework supports sustainable

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growth of rural business through the conversion of existing buildings, which also includes rural tourism and leisure developments. For clarification criteria (c) of Policy EG7 does not prevent the future expansion of successful enterprises established under this policy in the rural areas as these would be considered in the light of Policy EG6 (Expansion of Existing Businesses in the Countryside).

7.42 In addition to uses such as workshops, offices and small industrial units, a business use would also include the conversion to serviced or non self-contained holiday accommodation, for example, bunk barns, dormitories or holiday accommodation that is linked intrinsically to a farmhouse or adjacent property that provides service to the accommodation (e.g. breakfast or other meals). The policy aims to facilitate such development while maintaining the environmental safeguards that are essential in an attractive rural area.

7.43 The re-use of buildings within the countryside, where they are worthy of retention, is supported subject to being in accordance with the guidelines set out above and being supported by a full structural survey. In such cases, the re-use of buildings for business purposes will be supported as this can assist with the preservation of important rural buildings in addition to creating employment opportunities, thus diversifying the rural economy. In certain locations and in relation to some types of rural buildings, self catering holiday accommodation or permanent residential conversions may be more appropriate and this is addressed under Policy HC7. There may be some instances where a converted rural building could be extended to accommodate the operational requirements of the proposed use, however, these will need to be considered against other policies in the Local Plan including the design Policy DEC1, amenity Policy DEC4 and Policies ENV6 and ENV7 which relate to development affecting the countryside and the impact on the landscape.

7.44 Any consent for re-using rural buildings may be accompanied by a condition or agreement removing permitted development rights for extensions and curtilage buildings to ensure that any future works are sympathetic to the original building.

7.45 Where a building is beyond repair or restoration or requires major reconstruction thereby failing criteria (a) of the policy, any proposal for replacement or rebuild should be considered against Policy ENV6: Development Affecting the Countryside.

7.46 In accordance with the NPPF, where such proposals involve the conversion of a heritage asset and it is shown that there is less than substantial harm, this should be weighed against the public benefits of the proposal, including securing the optimum viable use for that building.

7.47 Buildings in rural areas can often be inhabited or utilised by protected species. Most often such species are, however, protected by a higher form of legislation than a Local Plan. As such it is always recommended that investigations take place prior to any building works. Information on protected species and the processes for dealing with them can be found at <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>. Policy ENV5 (The Natural Environment) should also be considered when determining such applications.

7 Economic Growth

Retail and Farm Shops

7.48 The countryside is often an inappropriate location for retail activities due to, for example, the impacts of traffic generation or the impact of such activities on the landscape. Minor elements of retail ancillary to the main use may, however, be appropriate. It is normally assumed that a farm selling unprocessed goods produced on the farm, with a minimal quantity of goods is a use ancillary to the farm and therefore does not need planning permission (for example, a farm setting up a small stall with eggs and other produce on a self-serve basis). However, the setting up of a more formal farm shop selling a combination of home produce and produce from elsewhere is a separate use and requires planning permission.

7.49 Notwithstanding the recent changes to permitted development rights, such proposals for farm shops will need to be considered carefully with the benefits weighed against any impact on existing village or town centre shops serving the local community. In certain cases the setting up of a farm shop near to rural communities with a lack of existing facilities may provide a significant benefit and be a sustainable alternative to travelling greater distance to service centres for nearby residents.

Town Centres and Retail

Town and District Centres

7.50 The town and district centres are an important aspect of the local economy, providing shops, services and community facilities to serve our local communities. These centres help to give areas their own identity and are particularly important to members of the public who are less mobile or do not have easy access to a car. The Local Planning Authority will seek to maintain and enhance the vitality and viability of these centres through the Local Plan.

Hierarchy of Centres

Policy TC 1

Hierarchy of Centres

The economic role and function of centres will be maintained and enhanced in line with the following hierarchy:

- a. Scarborough town centre;
- b. Whitby town centre and Filey town centre;
- c. District Centres: Eastfield and Falsgrave; and
- d. Neighbourhood Centres: Hunmanby, Newby, Newlands, Ramshill in Scarborough and The Parade in Whitby.

The scale of development proposals should be proportionate to the position of the relevant centre and not have an unacceptable adverse impact on a higher centre.

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7.51 Healthy and prosperous settlement centres are essential to a rich and diverse community life, they help to reduce the need to travel and enable access to goods and services locally. They are the hearts of communities and should be maintained and enhanced as such. The centres are distinctive and vibrant in their own right and it is essential that new development contributes to their individual identities and sense of place.

7.52 Nevertheless, each individual centre fits within a wider network and hierarchy of centres, where individual roles and relationships should be complementary. In order to avoid over-development in any one centre which could have an adverse impact on a nearby centre, the role of each should be maintained in line with the hierarchy set out within Policy TC 1.

7.53 Scarborough Urban Area contains various centres at different levels of the hierarchy, with the town centre itself acting as the central hub for services and facilities within the Borough and the wider coastal area. The town centre contains a good range of retail offer including a managed shopping mall, anchored by a major department store, and many national retailer stores. In addition, with a highly regarded theatre (“Stephen Joseph Theatre”) and a growing number of restaurants and public houses, Scarborough town centre is re-emerging as a cultural and leisure destination. The overall level of facilities within the town centre reflects its position at the top of the hierarchy.

7.54 In terms of facilities and services, Whitby provides a similar function to Scarborough, though at a smaller scale and in the northern part of the Borough. Although there is a lack of recognised national retailer representation, the town has a good level of independent retail offer and a healthy amount of leisure facilities. As such, Whitby is classified as a ‘Town Centre’ within the hierarchy.

7.55 Filey has an established but small centre that serves the southern part of the Borough. The recent development of a small edge-of-centre supermarket has elevated the position of the centre within the hierarchy to ‘Town Centre’.

7.56 In addition to the aforementioned larger centres, there are two smaller district centres. Eastfield and Falsgrave in Scarborough Urban Area provide essential facilities in areas where residents would otherwise be forced to travel outside of their local communities. As part of the development of Middle Deepdale and the proposed south of Cayton Strategic Growth Area (see Policy SGA1), the role of Eastfield centre as a District Centre will be enhanced; providing new facilities and services for the South Scarborough Area.

7.57 Other concentrations of facilities such as neighbourhood centres are included within the hierarchy of centres as their importance is recognised. Shops and services that are of neighbourhood importance should be protected wherever possible.

7.58 It is important that the scale of development is reflective of the position of the relevant centre within the hierarchy of centres, i.e. large-scale retail development should be focused within the town centres. By concentrating these high trip generating uses within town centres, which are accessible locations, a sustainable pattern of development can be ensured.

7 Economic Growth

Development in Commercial Centres

Policy TC 2

Development in Commercial Centres

Proposals for the development of 'town centre uses' will be permitted within the town and district centres as defined on the Policies Map. Where it is demonstrated that sites within the defined centres are not available, suitable or viable, edge-of-centre sites followed by out-of-centre sites should then be considered in line with the principles of the sequential approach.

Proposals for large scale 'town centre uses' (large scale is considered to be those with a gross floorspace over 500 sq m in relation to retail and 2500 sq m for any other use) which are not within defined town and district centres which have met the sequential test will only be permitted where an impact assessment demonstrates that the proposal will not lead to a significant adverse impact on the vitality or viability of defined centres.

District Centres and Neighbourhood Centres

Additional retail provision within District and Neighbourhood Centres will need to be carefully assessed to protect the vitality and viability of other centres higher up the retail hierarchy.

7.59 As the resident population increases as a result of new housing development over the Local Plan period, the level of facilities and services will be expected to increase in line with likely demand. This will be particularly important in the defined centres, where retail, leisure, commercial, office, tourism and cultural uses (collectively known as "town centre uses") are provided. In meeting the additional need for these uses, it is essential that they are provided within the defined town and district centres wherever possible; following the principles of the sequential (town centre first) approach.

7.60 In line with this approach, where a thorough assessment of site availability, suitability and viability has shown that there are no town centre sites to accommodate a proposed development, preference is then to be given to edge of centre locations that are well connected to the centre by means of easy pedestrian access. For retail developments, sites with easy pedestrian access to the relevant centre are considered to be those within 300 metres walking distance of the Primary Shopping Area as defined on the Policies Map (the area where retail development is concentrated). For all other town centre uses, this is considered to be sites within 300 metres walking distance of the defined town centre boundary. Only where no other suitable sites have been identified should out of centre sites then be considered for development.

7.61 Within the District Centres, for which no Primary Shopping Areas have been defined, edge of centre sites are considered to be those within 300 metres walking distance of the defined centre for all forms of 'town centre' development.

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7.62 The sequential assessment will not apply to small-scale proposals for town centre uses in rural locations in accordance with the NPPF. For the purposes of this plan, small-scale developments are considered to be those with a gross floorspace of 200 sq m or less.

7.63 The NPPF requires local planning authorities to set their own local thresholds for when an impact assessment will be required alongside proposals for the development of 'town centre uses' in 'out-of-centre' locations. With reference to retail developments, the Retail Study (2012) demonstrated that there is limited capacity for additional retail floorspace over the Local Plan period, especially within the 'convenience' category. As such, the centres are considered to be particularly vulnerable to the adverse impacts generated by out-of-centre retail developments. The Borough Council is therefore proposing a lower threshold of 500 sq m gross floorspace for retail developments to take account of this. For all other town centre uses, the Local Planning Authority will utilise the NPPF default threshold of 2,500 sq m gross floorspace.

Regeneration of Scarborough Town Centre

Policy TC 3

Regeneration of Scarborough Town Centre

To enhance the role of Scarborough's town centre and strengthen and improve the vitality and viability of the town centre, the redevelopment of the following sites, as shown on the Policies Map for retail and other appropriate town centre uses, will be supported.

Site Ref:	Site Address:	Site Area:
RS 1	Aberdeen Walk / Balmoral Centre	1.0 ha
RS 2	St Thomas Street Car Park and Adjoining Buildings	0.64 ha

Proposals relating to the sites listed above will be permitted where they are in accordance with other relevant policies set out in the Local Plan and they satisfactorily address any issues and requirements set out in Appendix C: Regeneration Site Statements.

7.64 Scarborough is the main shopping and commercial centre in the Borough. The centre serves shoppers from across the Borough with a large number and variety of retail and service uses.

7.65 The Retail Study (2012) indicates that there will be a requirement for additional development to accommodate retail and other town centre uses during the plan period to 2032. The study identified a need for 4000 sq m additional retail floorspace for comparison goods (for shopping where you might compare the offer and prices of two or more similar stores, such as for clothes, electrical goods, etc.) and no capacity for convenience goods (day to day shopping for things such as food and newspapers). These projections provide broad guidance and should be used as an indicator when assessing major retail proposals.

7 Economic Growth

7.66 The floorspace projections take into account many factors, including changes in population levels, spending patterns, and shopping patterns e.g. increased growth in home/electronic shopping.

7.67 The long-term projections for retail growth should be treated with caution as they are subject to uncertainty and may need to be amended to reflect, amongst other things, changing economic conditions, trends in retailing and commitments.

7.68 Two sites within the town centre have been identified as being suitable for development or redevelopment, which could meet the identified need for additional floorspace. It is important that the type and size of unit reflects the needs of retailers in order to improve the shopping offer in the town centre.

7.69 A number of the sites identified are currently in use and provide an important local facility e.g. car park. The suitability of these areas for redevelopment may, therefore, depend upon the provision of a replacement facility either through the better use of that site, or by the increased use of the park and ride facilities.

7.70 Whilst the regeneration of the sites identified in Policy TC 3 would be sequentially preferential, the Plan recognises that there are particular difficulties to overcome if they are to be developed. A further edge of centre site is identified under Policy TC 4 which may be an appropriate site for the uses referred to under this policy where it can be shown that other town centre sites are not suitable, viable or available. The site would also be suitable for housing development and has been allocated under Policy HC 2 (Site HA 5). The allocation of the whole of the site for housing will not compromise the delivery of other non-housing uses; it is intended to complement the current allocation under Policy TC 4.

Policy TC 4

Additional Site for Town Centre Uses

In order to meet any future need the following site as shown on the Policies Map, is considered suitable for a mix of town centre uses if the regeneration sites identified in Policy TC 3 are shown not to be suitable, viable or available.

Site Ref:	Site Address:	Site Area:
RS 3	Former St Mary's Hospital Site, Dean Road	1.3 ha

Proposals relating to the site listed above will be permitted where they are in accordance with other relevant policies set out in the Local Plan and they satisfactorily address any issues and requirements set out in Appendix C: Regeneration Site Statements.

Individual Local Shops

Policy TC 5

Individual Local Shops

Proposals for changes of use which would cause the loss of the last shop in a village, will only be permitted where it can be demonstrated that:

- a. appropriate alternative facilities are within reasonable walking distance; or,
- b. there is no reasonable economic prospect of the shop use continuing even if permission is refused.

7.71 Smaller local shops providing for everyday needs are particularly important in villages. These shops are vital to some of the smaller villages and should be encouraged. The Local Planning Authority will resist proposals that would result in a loss of existing shops, whilst also supporting proposals for the provision of new shops.

7.72 The purpose of the policy is therefore not to place a blanket protection on the loss of village shops, but rather to ensure that all reasonable consideration has been given to the possibility of retaining the shop, in the context that the retention of local services is considered essential to promoting sustainable communities. The Council considers it is reasonable that economic viability is among the material considerations it will take into account when determining planning applications.

7.73 Proposals for the loss of such services and facilities will have to demonstrate that the existing (or most recent) use is no longer required or viable. The Borough Council will look to develop a Marketing and Viability Supplementary Planning Document which will provide guidance on the appropriate marketing to be carried out and the viability evidence that will need to be submitted with any application.

Tourism

7.74 The tourism industry continues to play a key role in the economy of the Borough. In 2014, it was estimated that the overall value of tourism for the Borough was £522.4 million with an estimated 1.5 million overnight tourism trips, and just under 6 million day trips made to the Borough⁽⁶⁾. A comparison with the previous years figures show that despite the number of day trips falling by 4%, the total spend of these day trips has increased by 4%. Similarly, an increase of 2% in overnight trips has yielded an increase of 5% in the spend from these trips. The contribution to the economy is estimated to support approximately 12,600 Full-Time Equivalent Jobs in the Borough; a 4% increase compared to 2013. The nature of the tourism industry means much of the expenditure has a strong seasonal influence and the Local Plan seeks to support the vitality of a year-round tourism economy.

6 All figures taken from 'The Economic Impact of Tourism on Scarborough District 2014'.

7 Economic Growth

7.75 The Borough Council has adopted a new Visitor Economy Strategy (2014-2024) which 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. The Local Plan seeks to assist in meeting these objectives.

New Tourism Facilities

Policy TOU 1

New Tourism Facilities

The diversification of the tourism industry throughout the plan area will be supported and encouraged. Proposals for the development of new or the enhancement or expansion of existing tourism facilities will be permitted where they

- a. respect the distinctive tourism character of the area in which the development is proposed, both in terms of the scale and nature of development; and
- b. wherever possible, help to reduce the seasonal nature of the tourism industry in the area.

7.76 Tourism is fundamental to the local economy. More than 7 million visitors are attracted to the area every year by its seaside resorts, dramatic coastline and landscape, award winning beaches, built heritage and proximity to the North York Moors National Park.

7.77 Due to the seasonal nature of the tourism economy there is a need to develop a more diverse year-round tourism product by further capitalising on the existing natural and historic assets, including its proximity to the recreational opportunities provided by the North York Moors National Park, whilst also providing new visitor attractions. However, the need for development must be balanced against the need to protect the natural and physical environment wherever possible; thereby ensuring that the tourism economy is sustainable in the long-term.

7.78 It is important to recognise that each of the main tourist areas (Scarborough, Whitby, Filey and the wider countryside and the Coast) is unique, both in terms of their respective tourism product and their physical and natural environmental constraints. An approach to development that recognises the strengths of each area should be adopted. This approach is at the heart of the Visitor Economy Strategy for Scarborough Borough, which has an overall 'mission' of:

“To revitalise and reposition the visitor economy in the Borough of Scarborough so that it is more competitive, profitable and sustainable.”

North Bay Leisure Parks

Policy TOU 2

North Bay Leisure Parks

Proposals for the development of new leisure or tourism facilities or the enhancement of existing leisure or tourism facilities within the North Bay Leisure Parks area, as shown on the Policies Map, will be supported where they accord with the criteria contained within Policy TOU1.

7.79 The North Bay is an area traditionally characterised by its offer of tourism attractions and leisure facilities. It benefits from its proximity to a number of key assets including the North Bay beach and Peasholm Park, and is also located near to an area with a high concentration of visitor accommodation. In recent years, there have been a number of proposals for the development of tourism facilities and the North Bay area continues to play a valuable role in contributing towards the wider tourism offer. The development of additional new facilities will safeguard and reinforce the role the North Bay plays in the areas tourism provision, offering a complementary provision to that of both Scarborough Town Centre and the South Bay leisure attractions.

7.80 In accordance with Policy TOU1, proposals will have to make a clear contribution to the tourism character and offer of the North Bay area, whilst careful consideration must also be placed on protecting those assets that make the area an attractive place to visit. In achieving this, development would assist in achieving a sustainable long-term tourism economy.

Change of Use of Visitor Accommodation

Policy TOU 3

Change of Use of Visitor Accommodation

Proposals for the change of use of Hotels and Guest Houses will be permitted where

- a. it can be demonstrated that overall demand for this type of accommodation during peak periods in the particular locality is being met; or
- b. it can be demonstrated that such a use is no longer financially viable.

If either of these criteria can be met then proposals will have to demonstrate there would be a positive impact on the character and environment of the surrounding area prior to consent being granted.

7 Economic Growth

7.81 It remains essential that there is an adequate range of visitor accommodation that is able to meet current and future aspirations for the tourism market. Policy TOU1: New Tourism Facilities acknowledges the value of having a thriving tourism market in contributing to the local economy and visitor accommodation is a fundamental component of this in order to ensure visitors have a choice in terms of type and quality of accommodation for their stay.

7.82 There is continued pressure to convert visitor accommodation to other uses, particularly from guest houses to residential uses. This must be carefully monitored as the appeal of this area as a tourism destination could be threatened by a shortage of quality and range of accommodation types. The approach will therefore be to resist inappropriate change of use of visitor accommodation across the Borough's towns.

7.83 The larger hotels in particular help in diversifying the tourism market through offering conference facilities or a broader range of services to their visitors.

Visitor Accommodation and Facilities in the Countryside

Policy TOU 4

Visitor Accommodation and Facilities in the Countryside

Proposals for the development of new visitor accommodation and associated facilities in the countryside will be permitted where

- a. they would be of an appropriate scale in relation to their location;
- b. they are sited to be visually unobtrusive and can be successfully integrated into the surrounding landscape due to the natural topography and established screening; and
- c. the road network and the site's access can safely accommodate any traffic generated.

Proposals for the extension of or improvements to existing sites including associated facilities will be permitted where they meet the above criteria and they are shown to be ancillary to the primary function of the site as visitor accommodation.

7.84 Rural areas have the ability to offer a range of quality accommodation in order to contribute towards meeting the changing demands and requirements of its visitors. This policy applies to visitor accommodation such as touring caravan and camping sites and static caravan and chalet self-catering accommodation in the countryside. The NPPF encourages local plans to promote sustainable rural tourism and leisure developments where they can benefit business in rural areas, local communities and visitors whilst respecting the character of the setting in which they are located. Therefore, visitor accommodation in rural areas is only appropriate where it is sustainable and can contribute to the tourist economy.

7.85 All visitor accommodation and associated or ancillary facilities should be sympathetically located, designed and landscaped to protect the areas' distinctive character so they safeguard the key assets that make it an attractive place to visit. Therefore, all development proposals must ensure they accord with Policy DEC1 and Policy DEC4. This includes considering the medium to long term strategies and masterplanning for the major holiday parks.

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7.86 There may be instances where the expansion of an existing holiday park / caravan site, or intensification within a park or site's existing site area, may be necessary to fund improvements for additional facilities. Such proposals would have to satisfy the requirements of this policy.

7.87 The development of small scale sites in the wider countryside may be appropriate, providing that they can be well integrated with the landscape surroundings and with the built character of rural settlements. Some locations will be more suited to touring pitches as opposed to static sites depending on the nature of screening that exists.

7.88 Development proposals must demonstrate how they satisfy the criteria to ensure they can be accommodated in their landscape setting. Fully utilising the natural topography of land rather than the artificial modification and manufacturing of landscapes can assist in minimising the impact of development. There may be instances where screening by existing vegetation would only partially achieve the successful integration of the proposed development into its surrounding landscape and in such an instance, proposals should demonstrate how this can be augmented with appropriate planting to ensure an acceptable level of screening is achieved.

Amusement Arcades

Policy TOU 5

Amusement Arcades

New amusement arcades or extensions to existing facilities will only be permitted in the following locations, as defined on the Policies Map:

- a. Along Foreshore Road, Scarborough;
- b. Between 18 Pier Road and Pier House, Whitby; and
- c. Within holiday and caravan sites where they are of a scale to meet the needs of the site in which they are located and remain ancillary to the caravan site.

Amusement arcades will be permitted in these locations provided that they will not adversely affect the character and appearance of the host building and wider area by virtue of scale and materials and will contribute towards the provision of an appropriate mix of entertainment and shopping facilities and food and drink outlets.

7.89 Over recent years, Sandside in Scarborough has undergone significant improvements to its public realm, with much improved facilities and forms an important focus for much of the tourist offer within the town. It is important that the area continues to play this role and offers complementary services to that of Foreshore Road. Amusement arcades can contribute to the tourism and economy offer in the towns, however, it is important to concentrate them in key areas in order to promote these locations and avoid the sprawl to inappropriate areas. As a result it remains important to direct amusement arcades to the Foreshore Road area subject to meeting the criteria within the policy and restrict them elsewhere. This is the approach the Local Planning Authority has taken to the provision of amusement arcades.

7 Economic Growth

7.90 The approach has also proved to be successful in Whitby, and again, amusement arcades should be limited to that area along Pier Road.

7.91 In Filey, it remains important to restrict amusement arcades so the town retains its character and the range and balance of facilities it offers as a family tourist resort. The existing amusement facilities are well established and contribute to the offer within the town, however, it is considered an appropriate level and any more would erode the character of the town.

7.92 The policy also recognises the appeal of such facilities within the large caravan parks, and it is acknowledged this is a trend that may continue provided facilities can be successfully integrated into sites.

7.93 A distinction is made between the aims of the policy to control amusement centres of the open fronted arcade type within the areas where amusements are designed to attract holiday visitors and the alternative adult gaming centres, a modern form of amusement centre offering a closed and relatively discreet use of casual entertainment using electronic machines principally situated within shopping areas.

7.94 In assessing any applications for adult gaming centres the Local Planning Authority would consider each one on a case by case basis, taking into account the mix of existing uses present in the locality and potential impacts that the use may have upon the amenity of an area.

7.95 Bingo games of the sessional kind, often called cash bingo would not be permitted within an adult gaming centre.

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8.1 There is compelling scientific evidence that suggests human activity is playing a contributory role in climate change. In the UK, households account for 25% of the nation's total carbon emissions, which is equivalent to 41.7 million tonnes of carbon per annum.

8.2 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.

8.3 It is essential that steps are taken to minimise the threat of climate change by ensuring that development is sustainable in all aspects; by reducing carbon emissions from new development, both in terms of securing energy from low carbon and renewable sources and by locating development in appropriate places, by protecting natural resources and the natural environment and by efficiently and effectively responding to environmental risk. Steps taken at the local level can play a significant role in the global objective to minimise the impact of human activity on climate change.

Low Carbon and Renewable Energy

8.4 The Climate Change Act (2008) sets a legally binding commitment to reduce the UK's carbon emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels. One of the ways in which these reduction targets can be delivered at the local level is by increasing the amount of energy (both electricity and heat) we secure from renewable and low-carbon sources. Renewable energy has the benefit of zero net carbon dioxide emissions and can be delivered at both a large-commercial and small-domestic scale by a number of different technologies, including wind turbines, biomass boilers and photovoltaic cells.

8.5 The extent to which the Local Plan area can accommodate certain types of renewable energy technologies is constrained by the geography of the area; factors such as proximity to the North York Moors National Park means that there is limited capacity for large-scale renewable energy generation. Therefore, while a recent study⁽¹⁾ indicated that the Borough as a whole (including the National Park area) has the potential to deliver 34 Mega Watts (MW) of electrical power and 65 MW of heat from renewable energy sources by the year 2025 (as shown in Table 8.1), the figure for the Local Plan area is likely to be lower still. For example, the vast majority of the potential biomass woodfuel (woodland) source that has been identified by the study is within the National Park area. Similarly, the potential biomass energy crop source has been calculated based on assumptions around farm land that is no longer required for food production⁽²⁾ and does not take account of the need for competing land uses such as housing. With this in mind, an emphasis should be placed on microgeneration technologies, which cumulatively, have the potential to generate a significant (within the context of the overall generation potential) level of renewable energy.

1 Low Carbon and Renewable Energy Capacity in Yorkshire and Humber, April 2011
2 in line with DECC guidance

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Potential Energy Resource	Electricity (MW)	Heat (MW)	Total (MW)
Commercial wind	10	0	10
Biomass energy crops ⁽³⁾	13	25	38
Biomass woodfuel ⁽⁴⁾	0	11	11
Energy from waste	5	6	11
Microgeneration ⁽⁵⁾	6	23	29
Total	34	65	99

Table 8.1 The Borough's Potential Renewable Energy Sources

8.6 The development of renewable energy technologies and supporting infrastructure will be supported in appropriate locations and determined against the provisions of Policy ENV 1.

Policy ENV 1

Low Carbon and Renewable Energy

A. Proposals for the development of renewable energy technologies including associated service roads and connections to the grid will be permitted where it can be demonstrated that the proposal will not, either individually or cumulatively, have an unacceptable impact on

- i. the character or appearance of the landscape or built environment including the setting of the North York Moors National Park;
- ii. nature conservation interests, including proximity to and impact on sites of designated importance and other habitats and species;
- iii. historical or archaeological features and their setting;
- iv. air quality, soil and water sources;
- v. residential amenity, including through noise pollution and light flicker from wind turbines;
- vi. aircraft, radar and telecommunications; and
- vii. footpaths, bridleways and cycle routes.

B. Where possible, grid connections to and from any renewable energy facility should be provided underground.

C. Unless covered by Policy ENV 2 (Small Scale Wind Energy), the development of all other wind turbines will be permitted where the above criteria are met and:

3 including agricultural arisings (straw)

4 including waste wood

5 including solar water heating, ground source heat pumps, photovoltaics and micro-wind technologies

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- the site is located within an area defined as being suitable for such use within a Neighbourhood Plan; and,
- following consultation it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

8.7 In the context of the national agenda for reducing carbon emissions, there is a responsibility on all communities to contribute to energy generation from renewable or low carbon sources. However, this responsibility must be weighed against the need to protect the wider built and natural environment at a local level, ensuring that adverse impacts from development are addressed and mitigated wherever possible.

8.8 The development of renewable energy technologies such as wind turbines, biomass boilers and energy from waste plants, which often require a countryside location, can be detrimental to the wider environment and enjoyment of the countryside if not sited and managed properly.

8.9 The diverse mix of high quality landscapes contribute to the attractiveness of the area as a place to live, work and visit, and its character should be respected. Proposals for the development of renewable energy technologies within the countryside will be required to demonstrate that the visual impact of development on the character or appearance of the surrounding landscape will not be unacceptable, including on the setting of the North York Moors National Park. This includes views of the associated landscape from significant view points and the cumulative impact of development in the area. Assessments of landscape and visual impact should have regard to the report, 'Managing Landscape Change: Renewable & Low Carbon Energy Developments - a Landscape Sensitivity Framework for North Yorkshire and York (2012)' which establishes a clear and concise decision-making framework for renewable and low carbon energy developments. Further information and evidence on landscape character and sensitivity is contained within the following pieces of evidence:

- Delivering Sustainable Energy in North Yorkshire (October 2005);
- North Yorkshire and York Landscape Characterisation Project (May 2011); and
- Scarborough Borough Landscape Study (February 2013).

8.10 Policy ENV5 of the Local Plan has regard to the impact of development on the natural environment, particularly sites that are designated for their nature importance. Outside of the direct impacts associated with developing within or adjacent to designated sites, renewable energy technologies can also impact upon the natural environment indirectly. For example, wind turbines located within the flight paths of migratory bird species can severely impact upon the viability and sustainability of the habitats they populate. Therefore, renewable energy developments should be located in a position that will minimise the potential for direct and indirect impact on the natural environment.

8.11 Grid connections to and from any renewable energy facility should be provided underground. In doing so, applicants will be required to demonstrate that the development will not have an adverse impact upon any historical or archaeological features that may be present within the area. This also applies to any service roads that are to be provided.

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8.12 The countryside is an important resource that should be protected, not only in terms of its visual and landscape value but also in terms of its importance as a recreational resource that is enjoyed by many. The Borough has an extensive network of footpaths, bridleways and cycle routes, including national routes such as the Cleveland Way and the Wolds Way. The role and safe enjoyment of the network will be a factor when considering planning applications for renewable energy schemes.

8.13 Renewable energy technologies, particularly those of a large scale, have the potential to give rise to secondary emissions such as noise, light flicker and smells that could be detrimental to the amenity of existing users and occupiers of nearby land and buildings. Policy DEC3 states that planning permission will not be granted where development of any type will result in an unacceptable loss of amenity.

8.14 Applicants may be required to demonstrate through an Environmental Impact Assessment that all possible steps have been taken to reduce the potential loss of amenity; for wind farm developments this means varying the number, height, location and orientation of turbines to reduce noise emissions and light flicker.

8.15 Wind turbines have the potential to have an adverse impact upon aircraft, radar and telecommunications systems and as such, all developers are advised to engage in pre-application discussions with the relevant bodies, including the Ministry of Defence, Government Communication Headquarters (GCHQ) and RAF Staxton Wold. The Local Planning Authority will also seek advice from these bodies through the decision-making process as a means of understanding the potential impact of wind turbine development.

8.16 Proposals for the development of domestic-scale renewable energy technologies, i.e. those that are primarily intended to supply an individual dwelling or small cluster of units, where they are not classed as permitted development⁽⁶⁾, must be supported by a statement that demonstrates all feasible and viable alternative methods/technologies for generating renewable energy have been considered. It should confirm the final scheme represents the most appropriate form of development in terms of minimising the potential impact on the surrounding area.

8.17 As set out in Policy ENV 2 below, following the publication of the written statement by the Secretary of State on the 18th June 2015, the Local Planning Authority has sought to differentiate between large/commercial scale wind turbines and small scale turbines when assessing planning applications for wind energy developments. Unless a proposed wind turbine is considered to be small in scale, when considered in the context of Policy ENV 2, planning applications for the development of wind turbines will be considered against the criteria set out in Policy ENV 1 and the tests set out in the written statement.

6 As defined by The Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008

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Wind Energy

Policy ENV 2

Small Scale Wind Energy

Proposals for the development of small scale turbines measuring up to 35 metres in total height will be approved where they accord with parts A and B of Policy ENV 1 and:

- a. following consultation it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing; and
- b. they are directly related to, and generate power principally for, the operation of a farmstead, other rural business or a local settlement; or,
- c. the site is identified as being suitable for the development of wind turbines within a Neighbourhood Plan.

8.18 On the 18th June 2015, a written statement was issued by the Secretary of State relating to the development of wind turbines. The statement, which should be taken into account in planning decisions reads, that “When determining planning applications for the development of one or more turbines, local planning authorities should only grant planning permission if:

- the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and,
- following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.”

8.19 The desire to give local communities more say in this element of the planning process is acknowledged and supported. However, the requirement for all sites to be within an area that has been identified as being suitable for wind energy development is considered to be overly restrictive, particularly in an area such as the area covered by this Local Plan where the potential wind energy resource is relatively limited (see paragraph 8.5).

8.20 Ultimately, the suitability of an area for wind energy development is entirely dependent upon the prevailing wind energy resource in that area, the character and capacity of the local environment to accommodate development of this type, and the scale and nature of a particular turbine. For example, a single small-scale turbine or indeed a group of small-scale turbines, may be suitable in a location that is unsuitable for the development of a commercial-scale (100 metres and over) turbine.

8.21 The nearest proxies to suitability are landscape sensitivity (derived from landscape character sensitivity and visual sensitivity) and landscape capacity (also includes landscape value). Evidence produced as part of the plan making process has focused on assessing the sensitivity of landscapes to the development of wind turbines over 100 metres tall (to blade tip), i.e. those which are considered to be strategic in nature and would make a significant contribution

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towards energy generation. To assess the suitability of all potential individual areas for wind energy development across the various scales is considered to be a disproportionate level of evidence.

8.22 Given that the approach advocated by the ministerial statement does not distinguish between small and commercial scale schemes, it seems unreasonable to dismiss the development of smaller turbines on the basis that suitable areas have not been identified within the Local Plan. This would preclude the development of turbines where the primary purpose is to meet the operational needs of a farmstead or other rural business, i.e. not to generate additional energy to be fed into the power grid for commercial gain. It would also prevent the development of community led schemes, where the benefit is to local communities, unless a particular site has been identified in a Neighbourhood Plan.

8.23 Therefore, notwithstanding the content of the ministerial statement, the Council will support the development of small scale wind turbines where they are deemed to comply with the requirements of Policy ENV 1 and the further criteria set out in Policy ENV 2. What constitutes a small scale turbine is to be determined on a case-by-case basis, although it is suggested that a turbine up to 25 metres high would generally meet the energy requirements of a farmstead or local business.

Environmental Risk

Policy ENV 3

Environmental Risk

Proposals will be expected to mitigate against the implications of environmental risk and the effects of climate change. This will be achieved by

- a. avoiding development in high flood risk areas by following a sequential approach in giving priority to lowest risk areas as identified by the North-East Yorkshire Strategic Flood Risk Assessment or any subsequent update or replacement. Where the Sequential Test cannot be passed, the Exception Test should be utilised in order to demonstrate whether the development's wider benefits to the community outweigh the flood risks, whether the development can be made safe, and whether it has, wherever possible, reduced flood risk overall;
- b. seeking opportunities from new development that may help to reduce the causes and impacts of flooding, and safeguarding land which is needed for flood risk management purposes (as identified in DEFRA's Programme of flood and coastal erosion risk management schemes and other Environment Agency or Lead Local Flood Authority documents);
- c. ensuring water supply and water resources are managed and water efficiency measures are incorporated to reduce resource need, in line with the Environment Agency's licensing strategies;
- d. using mitigation measures such as Sustainable Drainage Systems where possible in order to facilitate development in areas of sensitive drainage and to meet the requirements of the Water Framework Directive;

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- e. ensuring development has adequate provision for foul and surface water disposal in advance of occupation;
- f. ensuring development does not lead to pollution of controlled waters in line with the requirements of the Water Framework Directive;
- g. requiring development to manage waste from the site (both during construction and operation) in a sustainable way consistent with the waste hierarchy;
- h. requiring the remediation or mitigation of contaminated or unstable land to reduce unacceptable risks to the environment through development;
- i. monitoring and seeking to maintain good ambient air quality standards; and
- j. ensuring development does not contribute to or exacerbate coastal erosion and/or landslip and ensuring development is not exposed to the risks of coastal erosion and/or coastal flooding.

8.24 It is important to ensure that development addresses the potential impacts of climate change at the local level, which could include an increased susceptibility to flooding and coastal erosion plus hotter and drier summers and wetter winters. The National Planning Policy Framework (NPPF) states that Local Planning Authorities should ensure development proposals avoid increasing the vulnerability of an area to the range of impacts arising from climate change. Other elements of environmental risk relating to contaminated land, drainage and air quality are also addressed. The issue of groundwater resources and its protection is covered separately under Policy ENV4 Groundwater Protection.

Flood Risk

8.25 The Local Planning Authority will adopt the sequential approach in accommodating development (as detailed in the NPPF and NPPG) and any proposals that will involve an exception to this approach will need to demonstrate appropriate measures have been taken in order to ensure any adverse impacts are mitigated.

8.26 The Local Plan aims to ensure development is avoided in areas at the highest risk of flooding and manage the risk of flooding to ensure there are no adverse impacts elsewhere. The North-East Yorkshire Strategic Flood Risk Assessment (SFRA) (February 2010) and Environment Agency data are used to identify areas at being of high, medium or low-risk to flooding.

8.27 The NPPF and NPPG seek to ensure the impacts from flood risk are avoided or limited wherever possible and in doing so seek the utilisation of both the Sequential and Exception Tests.

8.28 The Sequential Test states development should not be permitted on land when there are reasonably available sites in areas with a lower probability of flooding as defined by the SFRA. Where this may not be possible, the Exception Test must be used in order to demonstrate wider sustainability benefits to the community are accrued that outweigh flood risk and demonstrate that the development can be achieved without increasing flood risk elsewhere through a site-specific flood risk assessment. In this instance, proposals should be supported

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by a demonstration that they are in accordance with relevant policy and guidance such as the Flood and Water Management Act 2010, the SFRA, the NPPF and NPPG and any future updates.

8.29 Development should also be designed to ensure any residual risk can be safely managed, is appropriately flood resilient and resistant and seeks to fully utilise sustainable drainage systems in addition to ensuring it is in accordance with Policy DEC 1: Principles of Good Design. Proposals should meet the standards of ensuring sufficient attenuation and long term storage should be provided to accommodate at least an event with a 1 in 30 chance of occurring in any given year. Any design should also ensure that storm water resulting from an event with a 1 in 100 chance of occurring in any given year, plus 30% to account for climate change, and surcharging the drainage system can be stored on the site without risk to people or property and without overflowing into a watercourse. The Borough Council will also seek to be proactive by considering how new development may present opportunities to help to reduce the causes and impacts of flooding; safeguarding land that may be required for flood management both at the present time and in the future; and facilitating the relocation of development to more sustainable locations where climate change may increase the risk from flooding. The Borough Council will respond favourably to proposals for sustainable flood risk management.

Drainage Sensitive Areas and Sustainable Drainage Systems

8.30 The SFRA also identifies Drainage Sensitive Areas, and proposals on such locations will be expected to provide a detailed assessment of this and implement Sustainable Drainage Systems as mitigation. The use of Sustainable Drainage Systems will also be encouraged as a way of achieving wider benefits such as sustainable development, water quality, biodiversity and local amenity.

Water Framework Directive

8.31 The Water Framework Directive requires that developments should contribute towards achieving "good" status and prevent the deterioration of water bodies under the Water Framework Directive by conserving and enhancing;

- a. the natural geomorphology of watercourse;
- b. ground and surface water quality; and
- c. the ecological value of the water environment, including watercourse corridors.

Foul and Surface Water Disposal and Treatment

8.32 Adequate provision for foul and surface water disposal and treatment must already exist or be provided ahead of occupation of any development. On larger schemes, the phasing of development may be required to ensure that the necessary infrastructure is in place prior to occupation. The Local Planning Authority will continue to consult with the Environment Agency and Yorkshire Water in order to determine whether any infrastructure improvements are essential

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prior to development. Further information of local water availability and licensing strategies is available via the 2013 Derwent and Esk & Coast Catchment Abstraction Management Strategy (CAMS).

8.33 A more sustainable method of disposal of "grey water", i.e. waste water from sinks, baths, washing machines, is through the implementation of grey water recycling techniques. This process can help to reduce the volume of water that is disposed of through the main sewer and also promote water efficiency within new developments.

Waste

8.34 The Waste Framework Directive (2008) informs waste planning policy. The area is covered by the North Yorkshire Municipal Waste Strategy, which aims to reduce the amount of waste produced and promote the value of waste as a resource. The emphasis is on moving waste up the waste hierarchy to deliver greater levels of re-use, recycling and recovery of waste so that only 'residual' waste is disposed of. The Council will continue to work with North Yorkshire County Council in relation to ensuring the requirements of the Waste Framework Directive are met and sufficient capacity remains in order to meet both current and future waste requirements. Additionally, the Council can be proactive and work with developers to ensure the management of waste is appropriately considered including setting out how waste arising from the development is to be dealt with and to promote the use of recycled products and the recovery of on-site material.

Contaminated and Unstable Land

8.35 The re-use of previously developed land is an important element in achieving regeneration and sustainable development objectives and to improve both the built and living environment. Development proposals on contaminated and/or unstable land, or where previous land use may indicate some level of contamination, must include an assessment of the extent of contamination and/or instability and any possible risks. An assessment should include;

- Ensuring sites are suitable for the intended use;
- Applying a risk based approach to the assessment of contaminated and unstable land;
- Preventing discharge to ground through land contamination.

8.36 The Environment Agency provides guidance in the assessment of evaluating risk associated with land contamination entitled 'Guiding Principles for Land Contamination'. In respect of coal mining legacy issues, including associated land stability, The Coal Authority provides guidance for developers in respect of the Risk Based Approach to Development Management, which includes the requirements of a Coal Mining Risk Assessment. Proposals will only be permitted where the land is, or can be made, suitable for the proposed use.

Air Quality

8.37 Development should not result in unsatisfactory air quality for the locality or wider area. The Borough Council will continue to monitor the designation of Air Quality Management Areas. Local Authorities monitor air quality and determine whether the national air quality objectives as determined by DEFRA are being met and are expected to continue to be met, where this is not the case, they are identified as Air Quality Management Areas and are subject to a Local

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Air Quality Action Plan. When considering proposals, the Local Planning Authority will ensure that they do not lead either to an individual or cumulative contribution to unsatisfactory levels in these areas, in accordance with any air quality action plan.

8.38 At the current time, there are no Air Quality Management Areas in the Local Plan area. In line with the NPPF, where any further Air Quality Management Areas may be created, development proposals must be consistent with the local air quality action plan.

Coastal Erosion

8.39 The risk to land from coastal erosion is and will continue to be an important issue, considering previous landslips at Holbeck Hill and Knipe Point and recent examples at Flat Cliffs (Primrose Valley) and Hunmanby Gap. This is in the form of both erosion due to the action of the sea, but also coastal landslides exacerbated by localised changes in water movement and content in the cliff deposits. An updated Shoreline Management Plan was published in February 2007 and identifies areas of risk from coastal erosion, plotting predicted shorelines as a result of 20, 50 and 100 years coastal erosion.

8.40 The NPPF states inappropriate development in vulnerable areas should be avoided nor should development add to the impacts of physical changes to the coast. Where proposals involve land identified in the coastal erosion zones, they should be in accordance with the updated Shoreline Management Plan and should demonstrate that the development will be safe over its planned lifetime and not have an unacceptable impact on coastal change through the submission of appropriate evidence which may include hydrogeological risk assessments or drainage sensitivity studies.

Groundwater Protection

8.41 In addition to the areas covered under ENV 3: Environmental Risk, the protection of groundwater is a high priority. In the south Scarborough area, the statutory water undertaker in addition to a local business both have abstraction points within close proximity to existing and proposed residential and industrial areas.

Policy ENV 4

Groundwater Protection

Proposals will have to demonstrate that they do not compromise groundwater and its abstraction.

Within the defined Source Protection Zones (SPZ):

- Development that includes activities classified as 'Inappropriate Activities in SPZ1' in Table 8.2 (Groundwater Protection: Principles and Practice) or any subsequent update or replacement prepared by the Environment Agency will not be supported within Source Protection Zone 1;

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- Development that includes activities listed in Tiers One and Two of Table 8.2 or any subsequent update or replacement prepared by the Environment Agency must be supported by a Hydrogeological Risk Assessment (HRA). The HRA must demonstrate that the proposal poses either no risk to groundwater and the aquifer(s) feeding the abstraction boreholes or that any risk can be successfully mitigated;
- Development within the outer Source Protection Zones (2 and 3) that includes any of the listed activities in Table 8.2 may require the submission of a supporting HRA⁽⁷⁾. Where required, the HRA must demonstrate that the proposal poses either no risk to groundwater and the aquifer(s) feeding the abstraction boreholes or that any risk can be successfully mitigated.

Inappropriate Activities in SPZ1 (Environment Agency objects in principle)	Hydrogeological Risk Assessment Required to Support Planning Application	
	Tier One	Tier Two
<ul style="list-style-type: none"> • Pipelines and high voltage fluid filled cables that transport pollutants; • Underground storage or transport of hazardous substances; • Sub-water table storage or transport of hazardous substances; • Landfill; • Trade effluent, storm overflow from sewer systems or other significantly contaminated discharges to ground; • Developments posing an unacceptable risk of pollution from sewage effluent, trade effluent or contaminated surface water; • Cemetery; • Mass casualty burials (human or animal); and • Obstruction or disturbance of groundwater flow or water levels. 	<ul style="list-style-type: none"> • Infrastructure⁽⁸⁾ not included in column 1; • Non-landfill waste activities; • Direct input of non-hazardous pollutants into the groundwater; • Cesspools and cesspits; • Deep infiltration systems for surface water and effluent disposal; • Discharges of surface water from area subject to contamination; • Land-spreading of significant concentrations of pollutants, livestock housing and storage of organic fertilisers. 	<ul style="list-style-type: none"> • Sewerage pipework; • Sustainable drainage systems [excluding such systems that fall under Inappropriate Activities and Tier One].

Table 8.2 Summary of Groundwater Protection: Principles and Practice

7 This requirement will be dependent on the advice of the Environment Agency
 8 For the purposes of this, infrastructure refers to (a) transport infrastructure such as major roads, railways, airports, industrial parks and large parking areas for commercial vehicles (b) tunnels (c) oil and other pipelines, fluid-filled electricity cables, substations (d) oil industry facilities associated with oil exploration, production, manufacturing (including refineries), distribution (including pipelines) and storage (e) industrial activities storing and handling significant quantities of hazardous substances (f) petrol and/or diesel filling stations (g) large-scale agricultural developments (h) underground coal gasification (UCG), coal bed methane (CBM) and shale gas exploration and extraction.

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8.42 The first column of the table in Policy ENV 4 is a summary of the activities the Environment Agency consider to be inappropriate within SPZ1. The Environment Agency will object to these activities in SPZ1. Furthermore, the Environment Agency will also object in principle to certain activities⁽⁹⁾ listed in column one when proposed in SPZ2 or 3.

8.43 Activities that have the potential to cause groundwater pollution are listed in Tier 1 and Tier 2 of the table. These activities will require further investigation through the preparation and submission of an acceptable Hydrogeological Risk Assessment (HRA) demonstrating that any risk to groundwater and public water supply can be properly mitigated. The HRA must be submitted with the planning application. The Environment Agency will object to activities in SPZ1 not supported by a HRA or where the HRA shows that risks to groundwater cannot be satisfactorily mitigated against.

8.44 The information contained within Table 8.2 is correct at the time of publication, however, all potential developers of sites within Zone 1 of the SPZ should contact the Environment Agency for an up to date position statement on the activities considered to represent a risk to groundwater.

8.45 Large areas of the Local Plan area are covered by SPZs⁽¹⁰⁾ identified by the Environment Agency. SPZs are used to identify those areas close to drinking water sources and abstraction points where the risk to the potable supply is greatest. SPZs are an important tool for identifying highly sensitive groundwater areas and focusing control or advice beyond the general groundwater protection measures applied to aquifers as a whole. Contamination of groundwater within these defined areas could have a significant and detrimental impact on the water supply as pollutants will take only a short time to reach the abstraction point. The closer that development is located to the boreholes or aquifers and water courses feeding them, the greater the risk tends to be.

8.46 In recent years the understanding of the hydrogeology of the area has increased substantially and the area of coverage of SPZ1 has subsequently been extended significantly to add the appropriate level of protection to the main potable supply boreholes in the south of Scarborough. Zone 1 of the SPZ covers a wide area from Cayton along the western villages to Ruston and Sawdon. The impact of any developments within or near to SPZs require careful consideration and the full involvement of the Environment Agency and the statutory water undertaker (Yorkshire Water). Certain activities associated with development within this inner zone will be unacceptable with others requiring the submission of a Hydrogeological Risk Assessment (also known as a Groundwater Risk Assessment) to demonstrate that the proposal poses either no risk to public water supply or can be successfully mitigated. A list of activities of particular concern within SPZ1 is shown in the policy.

8.47 Pollutants can arise from a number of sources and mitigation would have to assess any existing sources of contamination on site, the impact of construction activities, permanent infrastructure and the use of the land or buildings after completion. The use of conditions and/or legal agreements will be appropriate to ensure that such developments can be properly controlled and any issues arising dealt with quickly and effectively.

9 (1) Pipelines and high voltage fluid filled cables that transport pollutants; (2) Sub-water table storage or transport of hazardous substances;

(3) Developments posing an unacceptable risk of pollution from sewage effluent, trade effluent or contaminated surface water

10 Source Protection Zones are split into: Zone 1 (Inner Protection Zone), Zone 2 (Outer Protection Zone), Zone 3 (Total Catchment)

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8.48 In some instances the requirements highlighted above may be relevant for wider areas in Zones 2 and 3, however, this will be dependent on the advice of the Environment Agency.

8.49 In all cases where a HRA is required and any risks cannot be successfully mitigated against, the development will not be supported by the Environment Agency.

The Natural Environment

Policy ENV 5

The Natural Environment

Proposals should respond positively and seek opportunities for the enhancement of species, habitats or other assets thereby resulting in a net gain in biodiversity by

- a. ensuring that development does not result in an unacceptable impact on any locally, nationally or internationally designated sites unless the impact can be outweighed by a greater benefit as commensurate to the designation;
- b. considering whether any potential adverse impacts on species and habitats can be successfully mitigated;
- c. supporting the recovery of priority species and habitat creation as identified in the Scarborough Borough Biodiversity Action Plan (2005) or any subsequent update;
- d. increasing trees and woodland through ensuring new developments include appropriate tree planting whilst retaining and integrating healthy, mature trees and hedgerows and maintaining those which make an important contribution to the setting and character of an area; and
- e. ensuring that development does not result in deterioration in the Water Framework Directive ecological status of surface, ground or coastal waterbodies.

8.50 The Local Planning Authority will respond favourably to proposals that aim to conserve or enhance biodiversity as a primary objective and proposals that incorporate biodiversity in and around developments, therefore, development proposals should demonstrate how they respond positively to those assets in the following paragraph and can result in a net gain to biodiversity.

8.51 The Local Plan area has a number of nationally, regionally and locally designated sites. The Local Plan affords commensurate protection to designated sites according to their importance and the contribution they make to the wider ecological network. Proposals will be considered in accordance with Circular 06/2005 where they may impact upon designated sites as this provides a context to the level of protection each designation has afforded to them and whether mitigation measures will be sufficient to allow development.

- a. Special Protection Areas (SPAs) and Special Areas of Conservation (SACs)

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The European Birds and Habitats Directive designates Special Protection Areas (for wild birds and their habitats) and Special Areas of Conservation (for other habitats of significant importance). Together, SPAs and SACs make up the network of sites that form Natura 2000. At present, there are both two SPAs and SACs partly within the Borough, however, the North York Moors is outside of the Local Plan area and the Flamborough Head and Bempton Cliffs SPA and SAC extends only a short distance within the Borough along the coastline north of Speeton. Furthermore, there may be additional sites that are considered for designation and, once identified, the same level of protection will be afforded to potential Special Protection Areas (pSPA's), possible Special Areas of Conservation (pSAC's), and listed or proposed Ramsar sites.

b. Sites of Special Scientific Interest (SSSI)

There is a number of designated Sites of Special Scientific Interest (SSSIs). These sites are nationally identified by Natural England and are statutorily protected under the Wildlife and Countryside Act 1981 for biological or geological importance. Proposals that may have an adverse effect on a SSSI either individually or cumulatively should only be permitted where the benefits of the development clearly outweigh the impact. Particular attention should be placed upon the site's notified special interest features.

c. Local Geological Sites (LGS) and Sites of Importance for Nature Conservation (SINCs)

Both Local Geological Sites and Sites of Importance for Nature Conservation are local designations that are non-statutorily protected. Local Geological Sites are selected by the North East Yorkshire Geology Trust for their educational, historical and aesthetic value in geological interest. Sites of Importance for Nature Conservation are identified for their importance in habitat and species protection. Proposals should demonstrate how development may impact on a designated site including the specific features that may be of particular importance to the designation.

d. Biodiversity Action Plan and species and habitat protection

The UK Biodiversity Action Plan and Scarborough Borough Biodiversity Action Plan set out priority habitats and species by implementing Habitat Action Plans and development proposals should seek to contribute towards achieving its targets. It is also important to protect and enhance habitats and species that have no national or international protection and proposals should demonstrate how they may impact upon such species and mitigation measures. The Scarborough Borough Biodiversity Action Plan and future updates should be taken into account when considering how development may provide opportunities for habitat enhancement.

The Borough Council will support the Biodiversity Action Plan in its attempts to form newly-created habitats such as those created by the Cayton Flixton Carrs Wetland Project. This project has been a success having brought together support from a wide range of organisations and has gone a long way in achieving targets set in the Biodiversity Action Plan.

e. Woodland Habitats including Ancient Woodlands

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The importance of protecting ancient woodlands and the role woodlands can play in the restoration and creation of natural habitats and their networks is recognised. Development proposals should recognise not only the importance of protecting species-rich trees or hedgerows but the value of incorporating them in design and consider how new planting can interact with existing habitats. The loss of irreplaceable habitats, including ancient woodland or aged or veteran trees found outside ancient woodland, will only be permitted where the benefits of development in that location can clearly be demonstrated to outweigh the loss.

8.52 Where necessary, proposals will be required to demonstrate that developments are in compliance with Water Framework Directive objectives, particularly for developments which result in physical modifications to water bodies or which pose a substantial pollution risk.

8.53 The Borough Council will continue to work closely with Biodiversity groups to ensure these sites receive appropriate protection or enhancement. This includes the North Yorkshire and York Local Nature Partnership (LNP) and emerging LNP strategy with specific reference to the two LNP priority areas within the Borough; The Vale of Pickering, and the North York Moors & Coast. In addition, the Borough Council will continue to work with its neighbouring authorities where the impacts of proposals may cause an issue on a cross-boundary basis. This includes any impact on strategic habitat connections that extend into the Local Plan area from the North York Moors National Park that could adversely affect biodiversity. These connections are identified in the North York Moors National Park Management Plan and any relevant proposals should be considered against Paragraph 115 of the NPPF.

Development Affecting the Countryside

Policy ENV 6

Development Affecting the Countryside

The character of the open countryside will be protected, maintained and where possible enhanced. Outside the defined Development Limits, new developments will be limited to those for which a countryside location is essential, including:

- a. Development that is demonstrated to be essential for farming, forestry or other essential land management activity;
- b. Development that relates to the functional needs of, or consolidates or diversifies an established rural business;
- c. Development that facilitates the re-use of an existing building that is worthy of retention given its contribution to the character of the area;
- d. Development involving the replacement of existing non-agricultural buildings that have a negative impact on the character of the area with one of a higher quality:
 - Replacement of residential buildings must be on a one for one basis;

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- e. Development relating to an appropriate recreational or tourism related activity requiring a countryside location; or,
- f. Other forms of development requiring a countryside location that can be shown to be necessary in the proposed location for technical or operational reasons.

Providing that the type of development accords with one or more of the above criteria, or any other relevant policies in the plan, the scale of the proposal should be compatible with its surroundings and not have an unacceptable impact on the character and appearance of the open countryside or the wider landscape including the setting of the North York Moors National Park.

8.54 The countryside is an essential part of the character and economy of the area, providing the setting to its settlements (with which it often has a strong relationship). It is of exceptional value to residents and visitors alike for its scenic quality, amenity value and the recreational opportunities it provides. Equally, it supports a wide range of economic activity and is a major environmental resource, comprising a mix of beautiful landscape types and rich biodiverse habitats.

8.55 For the purpose of this policy, the countryside is regarded as being areas of land and buildings that are outside of the defined Development Limits ⁽¹¹⁾ which are presented on the Policies Map. Outside these Development Limits there is a need for careful management of development proposals in order to ensure that the often open character of the countryside is maintained and that sustainable and accessible patterns of development are pursued. It should also be recognised that development proposals within Development Limits can have an impact on the countryside beyond.

8.56 It is recognised that there are circumstances where the principle of development within the countryside will be acceptable. This includes development for which a countryside location is essential e.g. housing or associated buildings that are essential for agriculture or forestry, or where development has to be sited in the countryside for operational reasons. The occupation of such dwellings shall be limited to a person solely or mainly working, or last working, in the locality in agriculture or in forestry, or a widow or widower of such a person, and to any resident dependants

8.57 Agricultural buildings that need planning permission will be required, where possible, to be set within or adjacent to an existing building group and be set below the skyline. Tracks designed to access development in the countryside will be expected to be aligned to utilise the topography and existing landscape features to reduce visual impact and make use of surface materials that blend in with the surroundings.

11 Development Limits have been drawn around each of the settlements identified within the Settlement Hierarchy in order to show clearly where the Local Planning Authority considers a distinction should be made between development that relates to existing towns and villages, and that which should be assessed in terms of its role and setting in the wider countryside. These limits have been derived from desk based and site based investigations and do not necessarily follow strict property or land boundaries.

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8.58 There are occasions where development that is not essential in its own right, but which can contribute to the creation of a strong and diverse rural economy will be appropriate. In such circumstances a careful judgement will need to be taken to ensure that any economic benefits are not at the expense of rural character or productivity.

8.59 Given the importance of tourism to the area, regard should be had to the road and rail approaches to the resorts to ensure these important corridors are not harmed to the detriment of the experience of the visitor.

8.60 There are other policies in the Local Plan that relate to development in the open countryside, including policies HC 4, HC 7, HC 8, EG 6 and TOU 4. Proposals that accord with these other policies will not be required to also comply with the requirements of Policy ENV 6.

8.61 Where the principle of development is accepted, proposals must be able to demonstrate that they make a positive contribution to the rural economy or, where proposals relate to the replacement/re-use of an existing building, that the scheme will have a positive impact on the character of the area. Furthermore, all developments must be of a scale and design that is compatible with the surrounding landscape in order to minimise its visual impact and to protect the quality of its surroundings, and preserve levels of amenity for local residents and other countryside users. Landscape is covered in more depth in the following policy (ENV 7).

Landscape Protection and Sensitivity

Policy ENV 7

Landscape Protection and Sensitivity

Proposals should protect and where possible enhance the distinctiveness or special features that contribute to the landscape character of a particular area and take into account the sensitivity of the landscape to change in terms of

- a. the sense of openness or enclosure;
- b. the pattern and complexity of the landscape;
- c. the experience derived from a particular landscape character;
- d. the relationship to existing settlement edges and the cultural pattern;
- e. the visual sensitivities and intervisibility of the landscape.

Proposals should have regard to the landscape between settlements and should prevent harmful development which results in the loss of the individual characteristics of settlements and/or the unacceptable coalescence of settlements or the wider landscape including the setting of the North York Moors National Park.

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8.62 Some parts of the Local Plan area and adjoining areas are particularly sensitive to change. The North Yorkshire and York Landscape Characterisation Project included assessments of visual⁽¹²⁾ and landscape⁽¹³⁾ sensitivity within defined landscape character types. Drawing on this work, the following areas of landscape are considered to be of particular importance and development should respond to the particular characteristics of these distinctive areas:

- North Yorkshire and Cleveland and Flamborough Headland Heritage Coasts;
- The landscapes bordering the North York Moors National Park;
- The Vale of Pickering and the Yorkshire Wolds escarpment;
- The landscape settings of Scarborough and Whitby; and
- Areas on the edge of other settlements and 'gaps' between neighbouring settlements.

8.63 In addition to landscapes within the Local Plan area, high importance will be given to protecting the landscape setting and scenic beauty of the North York Moors National Park, by ensuring inappropriate development that would result in a significant adverse impact on these features does not take place within the Local Plan area. Any proposals that may impact upon the National Park should be considered in accordance with Paragraph 003 of the National Planning Practice Guidance .

8.64 A Landscape Character Assessment and Landscape Sensitivity Study have both been prepared. The latter focused on the fringes of the main towns of Scarborough and Whitby ranking areas from low to high sensitivity to development. These categorisations are used to assess proposed housing sites and other development proposals. This work also found that the areas bordering the National Park to the west of Scarborough and Scalby to be of particular importance and being highly sensitive to development.

8.65 The landscape of the Local Plan area is diverse and of high quality, valued for the coastal and rural setting it provides to the towns of Scarborough, Whitby and Filey, and for its biodiversity and geological interest. Opportunities afforded by the landscape for recreation and tourism are also significant. The landscape encompasses dramatic coastal cliffs and headlands defined by haunting land mark ruins such as Whitby Abbey and Scarborough Castle, wild and remote stretches of coast, wooded valleys such as the Esk, genteel coastal resort towns and harbours, expansive open lowland landscapes such as the Vale of Pickering and contrasting scarps, dales and uplands.

8.66 In order to effectively plan for the future protection, conservation and management of the rural landscapes, a detailed understanding of what makes each part of a landscape distinct and gives each area its particular sense of place - landscape character - needs to be gained. The Landscape Character Assessment provides a comprehensive assessment of landscape character and identifies 14 generic landscape types, each of which has a distinct and relatively homogeneous character with similar physical and cultural attributes, including geology, landform, land cover and historic evolution.

12 Visual Sensitivity is the degree to which a particular view or visual experience is vulnerable to change with potentially adverse effects on its character

13 Landscape Sensitivity is the degree to which a particular landscape character type or area is vulnerable to change with potentially adverse effects on its character.

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8.67 The landscape types are further subdivided into component, locally specific landscape character areas. The character areas are discrete geographic areas that possess the common characteristics described for the landscape type. Each character area has a distinct and recognisable local identity.

8.68 The Landscape Study provides a detailed description of each landscape character area, including a summary of key characteristics, an evaluation of the key positive landscape features and strategic sensitivities of the landscape, any visual sensitivities and a short description of the landscape strategy and high level objectives for each area.

8.69 The accompanying Sensitivity Study of Potential Housing Allocations set out the criteria used to assess some of the larger housing options. This criteria is utilised for the landscape element of this policy and will allow the assessment of all forms of development on landscape. The criteria are shown overleaf with a brief explanation of what landscape would be particularly sensitive to change and that which would be less impacted under each criteria.

8.70 Different forms of development will have differing impacts and each proposal will have to be considered in respect of the type or form of landscape on which it is proposed.

Explanation of Landscape Sensitivity .

The sense of openness and enclosure

A strong enclosed landscape would be highly sensitive to change due to the fundamental alteration to this landscape character. Whereas landscapes of an open nature with few landscape features, whilst having a high sensitivity to intervisibility (see later criterion), is less sensitive to change in relation to its character and the impact development would potentially have on this more expansive and open landscape. This links to the criteria on intervisibility and should be cross referenced when assessing sensitivity.

The pattern and complexity of the landscape

Simple and/or monotonous landscapes with little variation are less sensitive to change whereas landscape forms with a strong pattern, high levels of intricacy or high variations in pattern and complexity are often more sensitive to development.

The experience derived from a particular landscape character

Landscapes that are very tranquil or remote with little or no sense of intrusion are particularly sensitive to change. Lower sensitivity areas are generally characterised by landscape where intrusions already exist (visual or aural) with an urban form or large scale development present.

The relationship to existing settlement edges and the cultural pattern;

Settlement edges that are exposed or characterised by modern development with no integrating landscape features or landform will be less sensitive to change. These may have heavy urban influences beyond the settlement boundaries including infrastructure

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The sense of openness and enclosure

and roads. In cases where the edge of the settlement is well integrated into the landscape and there is little intrusion of the urban built form extending outwards, the landscape will be considered of higher sensitivity.

The visual sensitivities and intervisibility of the landscape.

Landscapes that are very enclosed and strongly filtered visually are less sensitive to change. On the reverse, those landscapes which are more open and exposed with extensive intervisibility from various viewpoints are more sensitive to change.

Green Infrastructure

8.71 Natural England describe Green Infrastructure as a network of high quality "green" and "blue" spaces and other environmental features that, when managed as a multi-functional resource, have the potential to deliver a wide range of environmental and quality of life benefits (ecosystem services) for local communities, including:

- mitigating the impact of climate change through, for example, flood alleviation schemes, reducing urban heat islands and acting as carbon sinks;
- allowing for the movement of species and reducing fragmentation of ecosystems;
- contributing to landscape character and the character of particular areas; and
- providing opportunities for recreation and a means of accessing places.

Policy ENV 8

Green Infrastructure

The value and strategic role of the following Green Infrastructure corridors within the Local Plan area will be protected and enhanced in line with the hierarchy below:

- a. Regional importance: 'Coast' and the 'River Derwent';
- b. Sub-Regional importance: 'Esk'; and
- c. Locally important assets and corridors, including the 'Hertford' corridor

Proposals for the creation of new Green Infrastructure assets that improve connectivity and accessibility within the above corridors, or lead to the creation of new corridors, will be supported. Developments that will have an unacceptable impact on Green Infrastructure will be resisted unless other policy considerations within this Local Plan indicate otherwise.

Proposals for all forms of development should investigate the potential to integrate with nearby existing Green Infrastructure assets by promoting accessibility from the proposed development to the relevant asset or assets. Equally, proposals will be supported where the provision of new green spaces and other Green Infrastructure assets within new

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development would be delivered as a connected network, both in terms of internal links and external connectivity with Green Infrastructure assets that are within walking distance to the development.

8.72 The Local Plan area contains a high number and diverse range of green spaces, all of which contribute to environmental quality within the area. The general areas of these are shown on Map 8.1. It is essential that these individual sites are managed as a multi-functional, connected network of Green Infrastructure "assets" in order to maximise their cumulative potential to support natural and ecological processes, to address the challenges associated with climate change, including surface water, river and coastal flooding and to ensure a high quality of life for local communities. Green Infrastructure assets incorporate natural, semi-natural and man made sites, such as:

- **Parks and Gardens** – urban parks, country parks, formal gardens
- **Amenity Greenspace** – informal recreation spaces, housing green spaces, domestic gardens, village greens, urban commons, other incidental space
- **Natural and semi-natural urban greenspaces** - woodland and scrub, grassland (e.g. downland and meadow), heath or moor, wetlands, open and running water, wastelands and disturbed ground, bare rock habitats (e.g. cliffs and quarries)
- **Green corridors** – rivers and canals including their banks, road and rail corridors, cycling routes, pedestrian paths, and rights of way
- **Other** - allotments, community gardens, city farms, cemeteries, churchyards and green roofs

8.73 The Borough Council has worked closely with Natural England and North Yorkshire County Council to identify and define Green Infrastructure corridors based on the density, importance and connectivity of existing Green Infrastructure assets within the Local Plan area and neighbouring areas. A hierarchy of Green Infrastructure corridors has been established as a result of this exercise; identifying corridors of regional, sub-regional and in some cases, local / district, importance. The strategic importance of these corridors will be protected and enhanced by improving linkages between existing assets and by promoting the development of new assets where appropriate. The Borough Council will work with neighbouring authorities and the North Yorkshire and York Local Nature Partnership to identify and deliver projects within Green Infrastructure corridors that cross local authority boundaries.

8.74 The most significant Green Infrastructure corridors within the Local Plan area are the 'Coast' and the 'River Derwent'. The Coast corridor covers the entire length of the Yorkshire coastline, crossing through 3 districts and is of regional importance. It is characterised by a mix of open coastal landscapes, historic settlements and holiday parks. It comprises a large number of important natural and semi-natural habitats, including Flamborough Head, which is an area of European, National and local importance as an ornithological and marine habitat. Parts of the coastline are also designated as Heritage Coast.

8.75 The River Derwent corridor starts within the North York Moors National Park, runs alongside the western boundary of the Borough, partly through the Vale of Pickering, and links with the adjacent district of Ryedale to the south west. It is characterised by a predominantly rural landscape, with small market towns and villages scattered across the area. The Vale of

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Pickering itself contains a large number of wildlife habitats and archaeological sites. Future priorities for this corridor are to enhance the quality and character of the landscape, to restore biodiversity and enable the migration and movement of wildlife through the re-creation of habitat networks.

8.76 Green Infrastructure also functions at the local level, connecting urban areas to their wider rural hinterland, providing vital connectivity for some important wildlife populations, opportunities for recreation and means of accessing places. The Borough Council will look to develop a Green Infrastructure Supplementary Planning Document, which will support the implementation of this Local Plan policy and provide a clear vision and framework for Green Infrastructure provision at the local level.

8.77 Formal Green Infrastructure assets, i.e. parks and other green spaces, will continue to be delivered at the local level through the implementation of specific standards within new developments; in line with the requirements of Policy HC 14 and the "Green Space" Supplementary Planning Document, or any subsequent update. Through new development, the Local Planning Authority will also look to improve connectivity to existing Green Infrastructure assets that are within walking distance of development sites.

8.78 There are a number of former railway lines that provide an important link for wildlife and have an important amenity value, providing access for walking, cycling and horse riding. For these reasons it is considered that former railway lines should be kept intact wherever practical as a means of enhancing existing Green Infrastructure.

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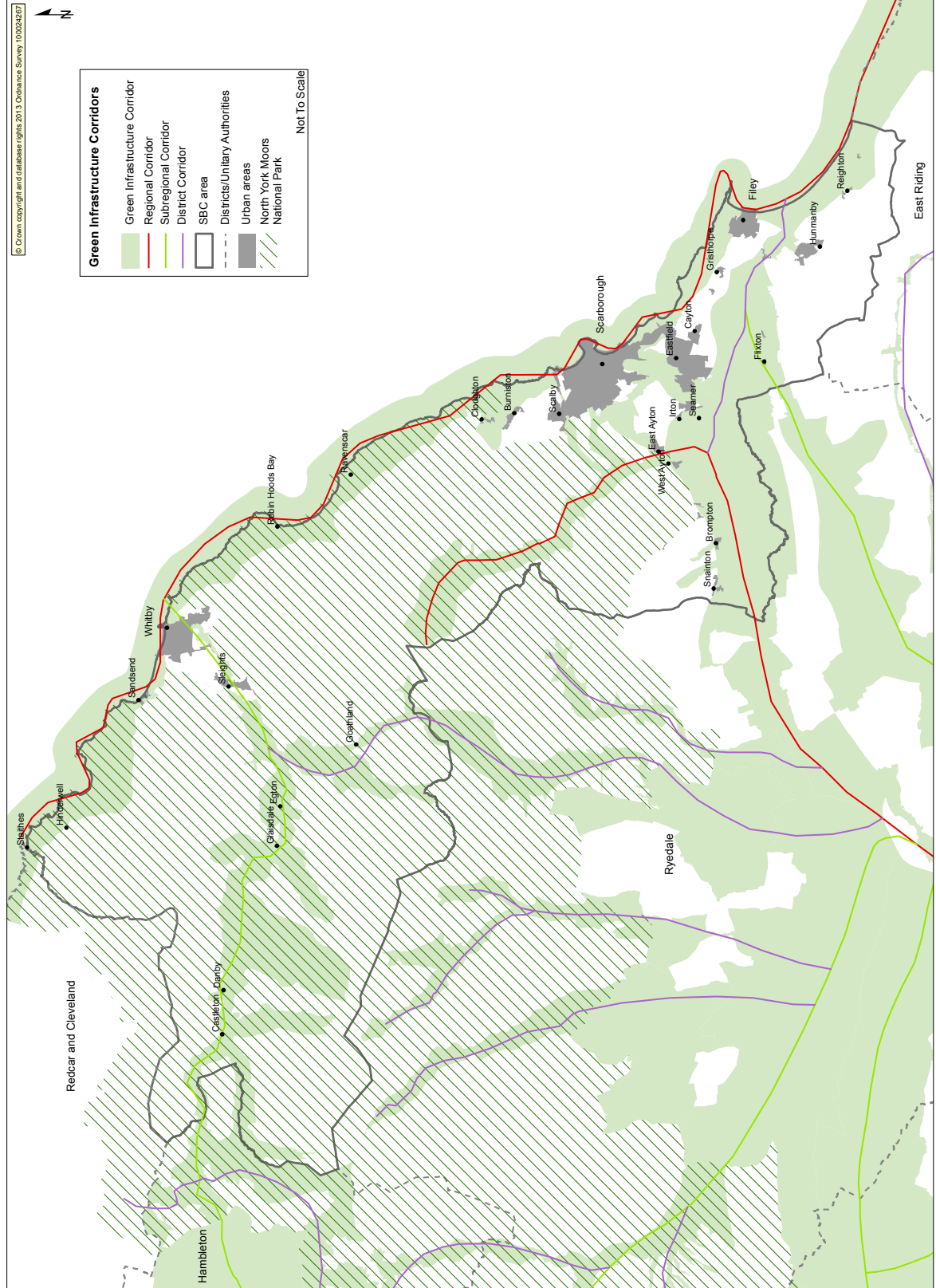


Figure 2 Green Infrastructure Corridors

Transport and Infrastructure 9

9 Transport and Infrastructure

9 Transport and Infrastructure

Transport and Infrastructure

9.1 The Local Plan seeks to improve connectivity, minimise the distance and length of the journey, make best use of existing public transport and the highways network while delivering sustainable transport choices. The majority of new residential, commercial and employment development is therefore guided to the main towns and larger villages.

9.2 Infrastructure can be physical (e.g. transport), social (e.g. education) or environmental (e.g. parks and sports pitches). An Infrastructure Study has been produced that sets out the types and levels of infrastructure required to accommodate the growth proposed by the Local Plan. This is supplemented by a Delivery Plan to ensure that essential infrastructure to serve existing and proposed development identified in the Local Plan can be delivered.

9.3 If infrastructure is not delivered alongside new development, it can put pressure on existing facilities that may not have the ability or capacity to cope with the additional demand.

9.4 The provision of infrastructure is achieved by a wide range of organisations. The Local Plan in conjunction with the Infrastructure Study and Infrastructure Delivery Plan will play a key role in securing public and private sector involvement in infrastructure delivery, and in aligning the programmes of the various providers.

Transport

Policy INF 1

Transport

The Borough Council will work with North Yorkshire County Council, relevant local authorities and other key partner organisations to improve accessibility within and beyond the Borough which will support economic, tourism and sustainable regeneration objectives.

This will centre on

- a. improving connectivity within and beyond the Borough, including with York and the A1(M) and between Whitby and the Tees Valley;
- b. improving bus routes, services and passenger facilities, particularly those serving the rural areas;
- c. improving bus, pedestrian and cycle links to rail stations;
- d. promoting Scarborough town centre as a strategic public transport hub;
- e. promoting sustainable modes of transport other than the private car;
- f. delivering significant improvements to the entire rail network including the access to Scarborough Business Park from Seamer Station combined with improved parking capacity and facilities; and
- g. protecting, managing and enhancing an integrated network of routes for those without access to a car.

Transport and Infrastructure 9

9.5 The implementation of transport policies for roads and public transport greatly influences development proposals relating to other major land uses such as business and industry, retail, housing, leisure and recreation. The need for an efficient sustainable transport network both locally and regionally is a key factor in the overall economy and environment of the Local Plan area.

9.6 The Borough Council will seek to improve connectivity which can in turn improve the area's ability to attract new businesses. Poor longer distance connections between towns, to large urban centres and to the national transport networks can lead to long and often unpredictable journey times. This can make for difficult access to labour markets and unreliable supply and distribution of goods and services for businesses. Improving connectivity between the key towns and other settlements is likely to provide strong economic benefits.

9.7 The Borough has an ageing population. The proportion of people over the age of 65 is significantly higher than the national average and growing faster. People of this age, especially those in the over 85 age bracket, are less likely to have access to a private car and often have greater mobility difficulties. This leads to issues of social exclusion (people not being able to participate fully in society) especially in the villages and more remote areas where public transport is often infrequent. It is often these older, less mobile people who need greater access to health care facilities and services. Therefore, it is important that appropriate and accessible provision is made for modes of transport other than the private car. This includes public transport (bus and rail services) and personal transport (for cyclists and pedestrians).

9.8 Traffic congestion should be tackled by improving accessibility through the provision of effective alternatives to the use of the private car.

9.9 Demand management measures that are consistent with the needs of the local economy and regeneration aims will continue to be used. These measures will include controlling car parking through availability and cost, promotion of smarter choices as well as influencing the location of future development to manage the demand for travel. Improved management of the existing highway network and road and junction improvements will also be used to unlock under-used capacity. Such measures can be coupled with other improvements in related infrastructure including improving access to bus stops, railway stations and charging points for electric vehicles (Policy DEC 2).

Road Network

9.10 The main route is the A64 (trunk road) which links Scarborough to York and the A1 to the west. Other main routes to Scarborough are the A171 which links Whitby and northern villages to the Tees Valley area, the A170 which links Scarborough through the Vale of York to Thirsk and beyond to the A1 and the A165 which links Scarborough and Filey with Bridlington and Hull to the south.

9 Transport and Infrastructure

9.11 Although Scarborough and Whitby are identified as two of nine towns across North Yorkshire⁽¹⁾ that experience regular significant congestion issues which has an effect on the safety of pedestrians and cyclists and air quality, recent traffic counts have shown an actual decline in movements across Scarborough⁽²⁾.

9.12 To improve the safety of pedestrians and cyclists, the Highways Authority will endeavour, where appropriate, to ensure all new layouts of residential streets restrict vehicle speeds to 20mph. By encouraging people to use more sustainable modes such as walking and cycling for shorter trips and public transport for longer trips, traffic volumes can be reduced significantly and congestion can be avoided. One of the most significant methods for achieving this modal shift is the provision of improved public transport services both through local bus services, or in larger towns, through the provision of cycle facilities at park and ride sites and transport hubs.

9.13 The Infrastructure Study identifies areas where pressures on the Strategic Road Network and the Local Network may occur as a result of development proposed within the Local Plan and highlights where improvements to the road network will be required. The following junctions will require improvement over the Plan period, the funding for which will be either attributed to specific schemes, delivered through the introduction of a Community Infrastructure Levy charge or delivered through other forms of external funding.

Junction	Proposed Mitigation
Scalby Road / Falsgrave Road	Signalisation
Stepney Road / Stepney Drive	Widened Roundabout and Entry Points
Scalby Road / Manor Road	Modified Roundabout
Scalby Road / Stepney Drive	Signalisation and Lane Alterations

Table 9.1 Junction Mitigation

9.14 In addition to the above junctions there is an opportunity to improve capacity at Dunslow Road Roundabout. The following policy safeguards the appropriate land required to complete these works.

Highway Schemes

Policy INF 2

Highway Schemes

Where necessary, land will be safeguarded for the construction of the following highways scheme:

- a. Dunslow Road to A64 left turn filter lane.

1 Source: Local Transport Plan 3

2 Source: Local Highways Authority

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Development within the safeguarded areas, as shown on the Policies Map, which would prejudice the implementation of any scheme will be resisted.

9.15 This scheme was identified through the transport modelling work completed to support the production of the Local Plan. The work identified that the installation of a left turn filter lane exiting Dunslow Road onto the A64 would improve the free flow of traffic at this junction by means of segregating traffic exiting onto the A64 north and south. Whilst the predicted capacity of the junction will not exceed the accepted tolerances of the Highways England, the safeguarding of the required land is considered prudent for the long term capacity constraints of this junction. In addition, these junction mitigation works could be implemented if external funding can be secured during the Plan period.

Bus Network

9.16 Buses are key to providing people with a means to access jobs, education, health care and leisure activities without the need for a car. Bus services are particularly important in rural areas with many vulnerable people relying on these services to reach vital services.

Rail Services

9.17 It is important that existing rail services are maintained and improved to the Borough's stations ensuring adequate links to the regional and national networks. Rail passenger numbers have shown an increase in recent years. The Esk Valley line provides an essential public transport function serving communities along its route including bringing school children into Whitby, but also as an important link to Teesside and in particular James Cook Hospital. Expansion of its services could realise its potential as a tourist route and offer a viable commuting option. The proposed Potash Mine south of Whitby was approved in 2015 and set out proposals to increase the frequency of services between Middlesbrough and Whitby to more closely align with working patterns associated with the mine.

9.18 The introduction of a High Speed Rail link from London provides opportunities for rapid connections with markets further afield. It is therefore vital that the frequency and reliability of services is of a high standard for Scarborough. In collaboration with Network Rail and the train operating companies, the Borough Council will seek to improve the frequency of the service between Scarborough and York, thereby helping to reduce the reliance on the private car. The improvement of the transport interchange at Scarborough Station will help to improve the profile and attractiveness of public transport.

Green Transport Networks

9.19 The protection of public rights of way and the creation of new networks of routes for those without a car is a key aspiration of the Borough Council. Investment should be aimed at providing a network of good quality coastal, rural and urban routes which inter connect and offer a variety of options to users. It is recognised that having this network in place not only benefits recreational users but plays an invaluable role in creating opportunities for sustainable ways of travel and of reducing the need to travel by car.

9 Transport and Infrastructure

Sustainable Transport and Travel Plans

Policy INF 3

Sustainable Transport and Travel Plans

Proposals will be required to contribute to sustainable transport. Proposals will be supported that

- a. improve transport choice and encourage travel to work and school by public transport, cycling and walking;
- b. minimise the distance people need to travel;
- c. contribute positively to a demand management strategy to address congestion, environmental and safety issues including managing car parking provision and prioritising bus routes in urban areas;
- d. encourage the use of Park and Ride where appropriate.

The Local Planning Authority will support the preparation and implementation of Travel Plans, Travel Assessments and other schemes and agreements to promote the use of sustainable transport for the journey to work and to school. Proposals that have potential significant impacts should be accompanied by a Travel Plan where appropriate.

Where a Travel Plan or Travel Assessment is required, the need for electric vehicle charging infrastructure should be considered.

9.20 To support the delivery of improved public transport, the promotion of Travel Plans will be essential. Key elements include the marketing of public transport, cycling, walking and the provision of charging points for electric cars and car sharing in trying to influence travel behaviour.

9.21 There will be a need for demand management measures to be intrinsically linked to new developments. The preparation of Travel Plans provides the opportunity for proposals that may have significant transport implications to consider and include measures to encourage the use of sustainable modes of transport. The journey to work and the journey to school are particular targets for modal shift to public transport. These are predominantly regular journeys with a set route/origin and destination. It is important to promote the implementation of Travel Plans and wider travel awareness campaigns by schools and employers, which encourage the use of sustainable transport for the journey to work and to school.

9.22 Complementary public transport, cycling and pedestrian initiatives to larger scale developments should be delivered through Travel Assessment/Travel Plan agreements between operators, developers, planning and transport authorities.

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The Cinder Track

Policy INF 4

Cinder Track (The Former Scarborough to Whitby Railway Line)

The Cinder Track, as shown on the Policies Map, will be protected and developed as a recreational route as well as promoted as a sustainable commuting route. Proposals within the vicinity of the Cinder Track will have to demonstrate that it will not harm the character, integrity or amenity value of the route. Proposals that meet this criteria and have accessible routes onto the Cinder Track will be expected to demonstrate how this sustainable route can be utilised and contribute to improvements designed to increase recreational use and sustainable commuting.

9.23 The Cinder Track runs between Scarborough and Whitby passing through the North York Moors National Park for the part between Cloughton and the outskirts of Whitby. It is the route of the former Scarborough to Whitby Railway Line and is a natural green corridor with valuable wildlife and habitats along its length. The Cinder Track has long been an important recreational feature and is well used by walkers, cyclists and horse riders. It remains of great potential for further improvements to benefit both residents and visitors to the area. This attraction benefits from the views to and from it and development which would harm the sensitive sections of the Cinder Track should be resisted.

9.24 In addition to being an asset for recreational purposes, the Cinder Track offers the opportunity for more sustainable travel modes (walking and cycling) into the towns of Scarborough and Whitby for work, education, leisure and shopping from the suburbs and nearby rural villages. These routes are currently under utilised for such purposes and greater usage should be encouraged wherever possible through improvements. A means of increasing usage is to ensure that any new developments within reasonable proximity to the Cinder Track actively promote its use as an alternative to road based transport and thereby relieve pressure on the local highway network, provide appropriate access whilst not adversely affecting the integrity of the line and, where appropriate, contribute to improvements to the Cinder Track. The proposed housing allocations within reasonable proximity to the Cinder Track in Scarborough, Whitby and Scalby and within the villages of Burniston and Cloughton will be expected to make a contribution through a Section 106 Agreement to the improvement of the Cinder Track. Such improvements would be determined in consultation with the Borough Council and the Cinder Track Steering Group.⁽³⁾ Likely improvements could include the attainment of a well-drained surface, suitable for use by pedestrians and cyclists, with a minimum width of 2.5m; and the installation of street lighting along the urban section of the Cinder Track between Scalby and central Scarborough. This should also form part of any required Travel Plan.

³ The Cinder Track Action Plan was published in April 2011 by the Cinder Track Steering Group and Scarborough Borough Council agreed to continue to work with the Steering Group. It contains updated information on required improvements and how the Cinder Track could be developed with appropriate funding.

9 Transport and Infrastructure

Delivery of Infrastructure

Policy INF 5

Delivery of Infrastructure

Wherever possible, development should be located to make best use of existing physical, social and green infrastructure capacity.

Where new development will necessitate the provision of new or upgraded infrastructure, financial contributions will be required through the use of Planning Obligations or the introduction of a Community Infrastructure Levy or any subsequent financial / levy based system that the Local Planning Authority adopts.

This will be applied to development across the Local Plan Area and will be used to fund a range of initiatives, including

- a. the provision of improvements to the local and strategic highway network, new road links and any other transport improvements;
- b. increasing education capacity requirements through school improvements, expansion or the provision of new schools if appropriate;
- c. improvements in health and community facilities;
- d. new or improved sports, leisure and recreational facilities.

In advance of the Borough Council adopting a Community Infrastructure Levy, the delivery of strategic infrastructure will continue to be funded through Planning Obligations where viable.

9.25 A key challenge is how development makes best use of existing infrastructure and how and when new infrastructure is secured to support the delivery of the policies and allocations. Such infrastructure includes:

- Physical infrastructure: roads, bridges, water supply, drainage, waste water treatment works, gas and electricity, flood management measures;
- Social infrastructure: schools, hospitals, emergency service infrastructure, social facilities, community halls, places of worship, GP surgeries, sports facilities; and
- Green infrastructure: public open space, pitches, paths, cycleways, horse trails, greenspace, parks, woods, gardens, sites of nature conservation, wildlife corridors, allotments.

9.26 A key element of Sustainable Development is making best use of existing resources. This means locating growth in areas of adequate infrastructure provision wherever possible. However, the growth levels proposed will mean it is not always possible to achieve this. In addition, growth in one area with sufficient infrastructure capacity does not necessarily mean that there will not be strain on other areas, as cumulatively, development can and will have impacts wider than its immediate surroundings, potentially beyond the boundaries of the Local Plan area itself. An example of cross-boundary impacts may be the cumulative impact of growth

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on the A64 beyond the boundary of the Borough. In addition, development often needs to take place in areas where there is little or no infrastructure provision, or where existing infrastructure is over-used and/or in need of modernisation.

9.27 There is a need therefore to ensure the provision of new infrastructure co-ordinates with the timing and location of new development. To provide certainty to future infrastructure requirements, the Local Planning Authority has undertaken a series of studies including an Infrastructure Study which identifies the level of infrastructure required to be provided to accommodate the proposed growth levels. Where growth exceeds current capacity, the additional infrastructure required has been identified.

9.28 The information gathered through the Infrastructure Study provides the basis for setting out a list of critical infrastructure projects and costings and, if taken forward, the production of a Community Infrastructure Levy (CIL) Charging Schedule. If it is decided to progress with a CIL Schedule, this will be adopted after the Local Plan and will provide clarity to developers in relation to the financial contributions associated with specific developments in locations across the Local Plan area.

9.29 Amongst other things, the Infrastructure Study has determined that the levels of development will give rise to pressure on the local highway network (junctions), will require investment in and possible development of new primary and secondary schools and will necessitate the expansion or creation of new primary care facilities. The Local Planning Authority is assessing the viability of introducing a CIL Schedule seeking to fund these types of infrastructure that are required up to 2032 and which generally cannot be attributed to a single development site. For the time being, infrastructure will continue to be funded through the current system of Planning Obligations.

9.30 The Infrastructure Study also sets out the required improvements to the utility services and the Local Planning Authority has entered into early negotiations with providers to ensure that the growth plans are phased in accordance with those providers' Capital Spending Programmes.

9.31 Local infrastructure requirements that are more specific to an individual development and will continue to be secured through Planning Obligations (S106 Agreements). Such requirements are generally set out in existing Supplementary Planning Documents and will be updated as appropriate. Requirements for affordable housing are separate to this and are covered elsewhere in the document.

Telecommunications Development

Policy INF 6

Telecommunications Development

Proposals for telecommunications development will be permitted provided that the following criteria are met:

9 Transport and Infrastructure

- a. The siting and appearance of the proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character and appearance of the surrounding area;
- b. If on a building, apparatus and associated structures should be sited and designed in order to seek to minimise impact to the external appearance of the host building;
- c. If proposing a new mast, it should be demonstrated that the applicant has explored the possibility of erecting apparatus on existing buildings, masts or other structures. Such evidence should accompany any application made; and
- d. Development should not have an unacceptable effect on areas of ecological interest, areas of landscape importance, archaeological sites, conservation areas or buildings of architectural or historic interest.

9.32 When considering applications for telecommunications development, the Local Planning Authority will have regard to the operational requirements of telecommunications networks and the technical limitations of the technology.

9.33 Modern telecommunications systems have grown rapidly in recent years with more than two thirds of the population now owning a mobile phone. Mobile communications are now considered an integral part of the success of most business operations and individual lifestyles. With new services such as the advanced third generation (3G) services, demand for new telecommunications infrastructure is continuing to grow. The authority is keen to facilitate this expansion whilst at the same time minimising any environmental impacts. It is our policy to reduce the proliferation of new masts by encouraging mast sharing and siting equipment on existing tall structures and buildings.

South of Cayton Strategic Growth Area 10

10 South of Cayton Strategic Growth Area

10 South of Cayton Strategic Growth Area

10.1 The level of growth derived from objectively assessing the current level of housing need and promoted in the Local Plan has resulted in the requirement for allocating a substantial number of sites for housing development. To fully meet the objective assessed need for housing, the Local Plan proposes the allocation of a strategic growth area to the south of Cayton in addition to a range of sites of different sizes in different locations across the Local Plan area.

Policy SGA 1

South of Cayton Strategic Growth Area

An area of 131 hectares is proposed as a Strategic Growth Area (SGA) to the south of the Scarborough Urban Area (see Allocation: HA 13 / SGA 1 on Policies Map). The area lies to the east of Scarborough Business Park and south of Cayton and Eastfield and its development will be expected to achieve a pedestrian and cycle focussed development that will contribute to the creation of a sustainable southern part of the Scarborough Urban Area, and support an expanded role for Eastfield centre.

Each phase of development will contribute to the delivery of the SGA in an equitable manner to achieve all necessary infrastructure, community facilities and buildings and planning obligations.

Development will be guided by a comprehensive Development Framework and supporting masterplan(s), the main requirements of which are set out below ⁽¹⁾:

- a. The provision of around 2,500 new homes;
- b. An accessible central 'hub' of local facilities including shops and a community centre to serve future residents, including a clear strategy for the provision and phasing of necessary new and/or expanded education facilities. The scale and type of new facilities should complement the pattern of existing local facilities;
- c. A clear highways strategy that sets out:
 1. The most effective route(s) for the link road (shown indicatively on Figure 10.1); and
 2. Provides a road connection from the link road to Cayton Low Road; and
 3. Identifies and contributes towards the provision of improvements to the wider road network (including the A64)
- d. Strong links (prioritising pedestrian, cycle and public transport based modes) to Scarborough Business Park, Cayton and Eastfield district centre, and to key facilities and services in the wider Scarborough Urban Area through the preparation and implementation of a strategic 'green travel' plan;

¹ The list of issues and requirements is not exhaustive and early discussion should take place with the Local Planning Authority and its partners to determine if further matters will require consideration.

South of Cayton Strategic Growth Area 10

- e. A connected network of high quality green spaces totalling at least 10.5 hectares (not including the net area of the existing Cayton Playing Fields Association facility) to provide a mix of formal and informal recreational opportunities. The detailed masterplan will be required to demonstrate how the pattern of green space is integrated into the design concept of the overall development and actively promotes integration with the existing area of Cayton and provides an adequate degree of separation from the Business Park ⁽²⁾;
- f. The existing Cayton Playing Fields Association facility, if developed as part of this scheme, must be re-provided in full;
- g. The submission of a Hydrogeological Risk Assessment to ensure the development does not have an unacceptable adverse impact on groundwater and the drinking water abstraction points for Scarborough;
- h. The identification of the means by which surface water from new development in this area will be drained;
- i. A comprehensive assessment ⁽³⁾ of the archaeology and scheme for the recording and protection of heritage assets. This should also seek to promote the archaeological heritage of the site and where appropriate, encourage its interpretation and presentation to the public.

To ensure delivery of the scheme in a co-ordinated, comprehensive manner, the preferred method of consideration for any development of the site will be the submission of a single outline planning application covering the whole site accompanied by a Development Framework and associated masterplan. The Development Framework will be prepared in consultation with the Council and local and wider community. It will take into account connectivity and relationships with other parcels of land within and beyond the Strategic Growth Area. This will ensure the continuity of delivery with reference to road infrastructure, social provision, landscaping, form and density of development and other requirements.

Alternatively, if the SGA is to be delivered in phases the following procedure must be followed, and any initial planning application will be for not less than 33% of the total area of the SGA and will include a Development Framework for the whole SGA.

The Council may at any time prepare a Supplementary Planning Document that will on its adoption supersede any previously approved Development Framework.

Planning applications for each phase of development will be accompanied by the following:

- A detailed illustrative Masterplan for the area of the application that will clearly demonstrate how the development will fit in and correlate with the Development Framework/SPD for the area, and set out requirements for the phase of development including triggers for infrastructure delivery ⁽⁴⁾

2 This approximate figure is for on-site provision only, calculated in line with the Green Space SPD. The figure consists of around 2 ha for Outdoor Sports Facilities, 1 ha for Equipped Play Areas, 2.7 ha of Amenity Green Space and 4.9 ha of Urban Parks. A financial contribution equivalent to 6.4 hectares of provision will be required for the improvement of Outdoor Sports Facilities in the wider area, making a total requirement of 8.4 hectares for such provision.

3 Further information on archaeology including the background to this location and likely requirements associated with an archaeological assessment can be found in Appendix A (Archaeological Informative 2).

4 An example of this would be the provision of a site for a primary school to cope with the full development of the allocation or at least the land to allow the future expansion of any school to meet the needs of the full site.

10 South of Cayton Strategic Growth Area

Subsequent planning applications will be expected to be in accordance with any approved Development Framework or SPD as appropriate and contribute accordingly to the infrastructure requirements, facilities and services required for the site as a whole.

10.2 The policy incorporates mechanisms to ensure the delivery of the site in a co-ordinated manner and developers are expected to liaise with the Council and the local community in preparing plans for the development of the site.

10.3 The Development Framework will reflect the above policy and ensure that the appropriate infrastructure is provided alongside the development at the correct time and will be the basis for formulating future planning applications.

10.4 The SGA has the potential to provide wide ranging benefits other than the provision of market housing that will play a strategic contribution to achieving the aims and objectives identified in the Plan. The policy will deliver the following substantial benefits which are essential to the achievement of the plan's vision, aims and objectives:

- Affordable Housing - owing to the potential levels of development, the number of affordable homes would be significant and contribute towards the identified requirement for more affordable homes in the Borough;
- Road Improvements - the development will provide a link road to the south of Cayton with an east-west route from the Business Park to the B1261 and the A165 beyond. This would provide substantial improvements for existing residents of Cayton by reducing congestion through the settlement by improving A64/A165 connectivity. This will benefit business and industrial users travelling between the Scarborough Business Park and the A165 South (Bridlington and Hull). A link road could also potentially reduce usage of the 'final-portion' of the A64 between Dunslow Road Roundabout and Musham Bank providing additional capacity to this part of the Strategic Road Network;
- A Sustainable Community - the position of the site in relation to the Business Park, the neighbourhood facilities of Eastfield and the potential to incorporate recreation and leisure facilities allow the development to be highly sustainable in accordance with the main requirements of both local and national planning policy. The policy will promote:
 - Efficient links to the Business Park for walking and cycling;
 - The regeneration of Eastfield by supporting existing businesses, services and community facilities and promoting Eastfield as the central hub for the southern part of Scarborough Urban Area;
 - A healthy lifestyle with easy access to formal and informal recreation facilities (formal sports pitches, informal trails and walking areas and a potential pedestrian link that would allow unhindered access from this site north through The Dell and Oliver's Mount to Scarborough Town Centre).

South of Cayton Strategic Growth Area 10

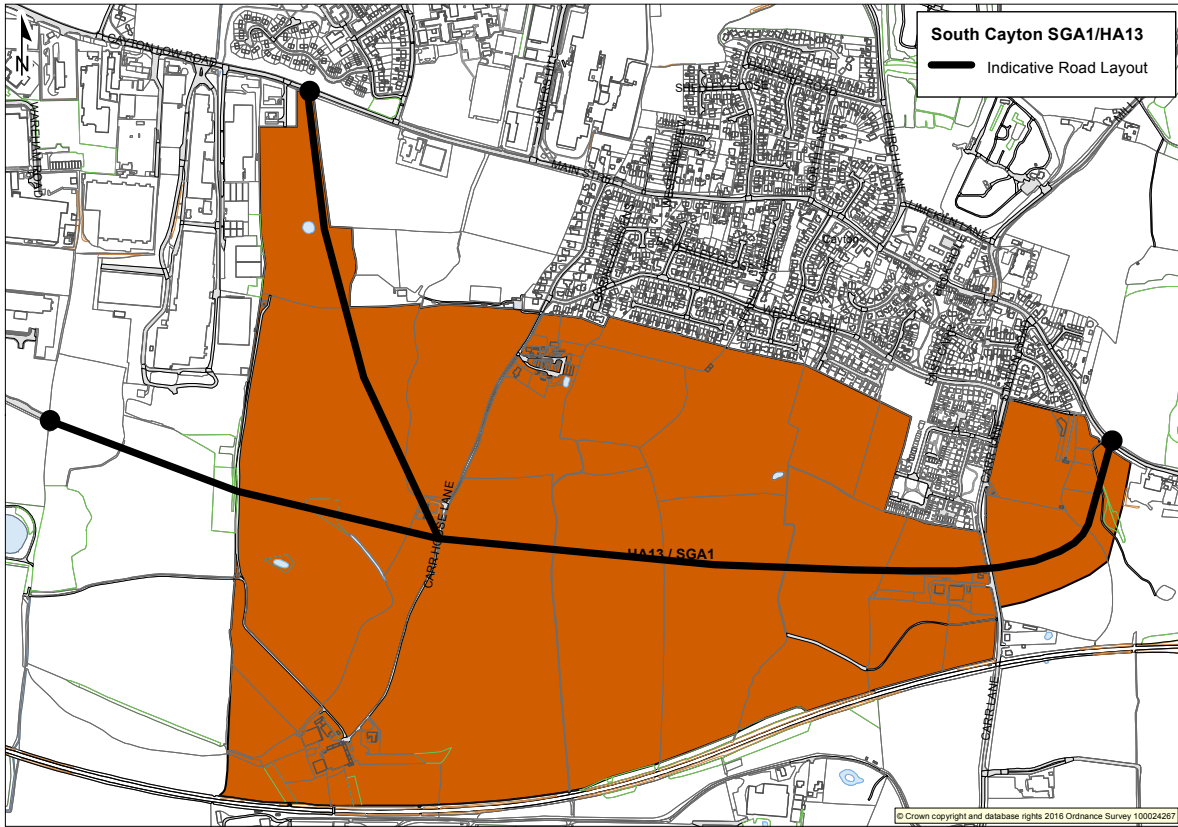


Figure 3 Indicative Road Layout in the South of Cayton Strategic Growth Area

10 South of Cayton Strategic Growth Area

Monitoring Framework 11

11 Monitoring Framework

11 Monitoring Framework

Monitoring Framework

11.1 A central element of the implementation of planning policies is assessing their effectiveness through robust monitoring mechanisms. The Local Planning Authority will regularly assess the performance of individual policies and overall progress in delivering the strategic objectives of the Local Plan. This will be used to inform any change to policies or additional actions considered to be required.

11.2 This will be carried out by collecting information on a number of indicators and will be reported on an annual basis in the Authority Monitoring Report (AMR). Key Local Plan monitoring indicators have been selected to:

- provide information about whether policies are achieving their objectives;
- determine if targets are being met;
- determine if the policies in the Local Plan remain relevant or whether updates to policy are required.

11.3 Monitoring of the Local Plan will primarily be achieved through the collection of information about the effectiveness of key Local Plan policies. This information can be used to identify when a change in the approach to development management decision making is necessary to ensure that the objectives underpinning planning policies are achieved. In defining objectives for each policy, these generally relate to the identified strategic objectives within the Local Plan aimed at bringing about the overall vision. However, some policies do not align precisely with a strategic objective, or do so with several. Here the overall and underlying objective is sustainable development; steering growth into centres best able to support it, reducing the need to travel, harmonising housing and employment, creating vital communities and reducing human impacts to the minimum consistent with achieving a decent standard of living and passing the same on to future generations.

11.4 The Local Plan indicators are shown in Table 11.1 and are split down in accordance with the Local Plan sections. Wherever practicable, targets have been set for each of the Local Plan indicators, however, not all of the outcomes of individual policies are easily assessed. In such cases trends will be monitored and the baseline for reporting will be either the commencement of the Plan period (2011) or the adoption of the Plan.

11.5 Whilst the Local Plan is positively prepared there will be proposals for which a refusal of consent is appropriate and necessary. It is therefore important that whilst policies are generally positive, they have the strength to defend a refusal when warranted. An overarching indicator on appeal rate decisions is proposed to assess the effectiveness of policy on the occasions it is used to sustain a refusal of consent.

11.6 The AMR will also continue to report on contextual indicators. These include demographic changes, employment and unemployment statistics, visitor numbers and spend and so on.

11.7 The Sustainability Appraisal of the Local Plan also provides for monitoring and reporting of the significant environmental effects of implementing the Local Plan within the Authority Monitoring Report.

Monitoring Framework 11

11.8 With regard to the preparation of Neighbourhood Development Plans, the duty shall be on those preparing such plans to devise and publish a policy monitoring framework. Appropriate policies for this Borough Council to monitor will be considered during the general conformity check of the Neighbourhood Development Plan against the Local Plan.

Data Collection and Sources

11.9 The information required to monitor the indicators is generally accessible and available either from sources of national statistics, from data sources regionally or sub-regionally, and also from information held or collected within the Borough Council and its partner organisations.

11.10 The precise choice of indicators is made on the basis of a number of factors, including:

- Relevance;
- Ready availability of data over time (including issues of cost and reliability);
- Likely significant effects identified in the sustainability appraisal;
- Policy target timescales.

11.11 A range of local evidence base documents have been prepared which are to be revised, updated or replaced on a rolling basis. The data contained within these reports may provide further evidence of effectiveness of policies. Examples of such evidence base studies relevant to the monitoring of Local Plan policies include:

- Strategic Housing and Employment Land Availability Assessment (SHELAA);
- Strategic Housing Market Assessment (SHMA);
- Employment Land Review;
- Playing Pitch Strategy;
- Green Spaces Audit;
- Scarborough Borough Landscape Study; and
- Scarborough Retail Study.

Reviewing the Local Plan

The AMR will be the mechanism for monitoring the effects of policies in the Local Plan. If during the plan period it becomes apparent that policies are ineffective, or not satisfactorily achieving the desired outcome, relevant steps will be put in place to ensure that this is addressed. Ultimately it may result in a full or partial review of the Local Plan or a revision of the Local Plan targets. Examples of where policies may not achieve their outcomes may include;

- A consistent under-delivery of housing against the targets set out in Policy HC1. The level of housing provision would be re-assessed in line with up to date national planning policy having regard to a market conditions. A review of the allocated housing sites under Policy HC2 may also be undertaken to determine if these remain appropriate and the best means of delivering the required levels of housing.
- Under-delivery of affordable housing against the requirements set out in Policy HC3. This may trigger a review of the financial viability evidence to establish whether a change to the policy would be needed to support delivery of affordable housing. If the housing market

11 Monitoring Framework

continues to improve, it may require a review of Policy HC3, the viability evidence behind it and the supporting Supplementary Planning Document on Affordable Housing.

Monitoring Framework 11

11 Monitoring Framework

Policy	Indicator	Target	Source	Responsibility for Delivery
Settlement Hierarchy				
SH1	Amount of development by type within each settlement.	Deliver overall distribution of sites in accordance with the settlement hierarchy	Development Management Records	SBC
Design and Construction				
DEC2	Number of publicly available electric vehicle charging points	Increase provision in the Borough	Development Management Records	SBC
DEC3	Average density of new housing delivered	30+ dwellings per hectare across the Local Plan area as a total (*should not include single plot developments due to distortion of figure)	Development Management Records	SBC, Developers
DEC5	Number of applications approved contrary to Historic England advice	No applications granted contrary to Historic England advice	Development Management Records	SBC, Developers
	Number of designated heritage assets on the Historic England "Heritage At Risk" Register	No increase attributable to planning consents	Historic England	SBC, Historic England
DEC6	Number of applications approved contrary to Historic England advice	No applications granted contrary to Historic England advice	Development Management Records	SBC, Developers
Homes and Communities				
HC1	Supply of ready to develop housing sites	Maintain a 5 year rolling supply	Development Management Records and Forward Planning	SBC, Developers and Landowners
HC1, HC2 & SGA1	Net additional dwellings delivered	Deliver 450 dwellings per annum	Development Management Records	SBC, Developers
HC3	Number of affordable dwellings delivered	15% of homes delivered to be affordable	Development Management Records, Housing Section	SBC, Developers Registered Providers
HC4	Number of dwellings delivered through rural exception schemes	Aim to deliver an average of one site per annum over plan period and contribute towards county-wide target of 75 homes a year	Development Management Records, Rural Housing Enabler	SBC Rural Housing Enabler, Developers

Monitoring Framework 11

Policy	Indicator	Target	Source	Responsibility for Delivery
HC5	Number of dwellings provided in specialist or extra-care schemes	Increase the provision in the Local Plan area	Development Management Records	SBC, NYCC, Developers, Registered Providers
HC6	Net additional traveller pitches delivered (permanent or transit)	To meet identified demand	Development Management Records	SBC
HC8 & HC9	New community facilities delivered	To meet identified demand	Development Management Records	SBC
HC10 & HC11	New health and educational facilities delivered	Monitor	Development Management Records	SBC, Clinical Commissioning Group, NYCC, Other health and education providers
HC12	Delivery of a GP Surgery	Deliver a GP Surgery by the end of the plan period	Development Management Records	SBC, Local Surgeries, Clinical Commissioning Group, Developers
HC13	Delivery of new or expanded health facilities or GP Surgery	Delivery of expanded GP Surgery or health facility by the end of the plan period	Development Management Records	SBC, Local Surgery, Clinical Commissioning Group, Developers
HC14 & HC15	New open space and sports facilities delivered by type.	Increase in accordance with newly arising demand	Development Management Records	SBC, Local Providers (eg, Town and Parish Councils, Sports Associations, etc), Developers
Economic Growth				
EG1 & EG3	Amount and type of employment provision delivered (unit floorspace and site size).	Increase active employment land provision and ensure a flexible and available supply of developable employment land.	Development Management Records	SBC, Developers
EG3	Amount of vacant employment land available for development by type: a. Allocated; b. With Planning Consent.		Development Management Records and Forward Planning	SBC, Developers

11 Monitoring Framework

Policy	Indicator	Target	Source	Responsibility for Delivery
EG2	Number of planning consents with a condition/agreement requiring job skills/apprentice training	Monitor	Development Management Records	SBC, Developers
EG4	Amount of development within protected area	Monitor	Development Management Records	SBC, Developers
EG5	Employment land and floorspace lost to 'non-employment' uses	Monitor	Development Management Records	SBC, Developers
All TC	Net floorspace developed for town centre uses per annum, by: <ul style="list-style-type: none"> a. town centre; b. edge of centre; c. out of centre location. 	Increase the vitality of the town centres and reduce vacant premises	Development Management Records	SBC, Developers
	Number of vacant shops/premises in town centres			
All TOU	Number of visitor and tourism related approvals by type	Increase and diversify the tourist attraction and visitor accommodation offer	Development Management Records	SBC, Developers
Renewable Energy and The Environment				
ENV1 & ENV2	Renewable energy generating developments delivered	Increase provision	Development Management Records	SBC, Developers
	Amount of installed grid-connected energy capacity (MW) by renewable sources	Increase in MW of electricity	Development Management Records	Developers
ENV3	Number of proposals granted consent contrary to Environment Agency advice on flooding	No applications granted contrary to EA advice on flooding	Development Management Records, Environment Agency	SBC
	Number of Air Quality Management Areas in the Plan area	Zero	DEFRA	DEFRA
	Number of proposals granted for development (excluding domestic extensions, minor operations and change of use) within 20 year, 50 year and 100 year coastal erosion zones	Limit to those where shown to be essential in that location	Development Management Records	SBC

Monitoring Framework 11

Policy	Indicator	Target	Source	Responsibility for Delivery
ENV4	Number of proposals granted permission in SPZ1 contrary to Environment Agency advice on the grounds of impact on the drinking water supply.	No applications granted contrary to EA advice on the water resource	Development Management Records, Environment Agency	SBC
ENV5	Number of proposals granted permission contrary to Natural England advice on the grounds of impact on locally, regionally or nationally designated sites	No applications granted contrary to Natural England advice	Development Management Records, Natural England	SBC
ENV8	Creation of new green infrastructure assets	Monitor	Development Management Records	SBC, Natural England, Developers
Transport and Infrastructure				
INF1	Improvements to Seamer Railway Station	Deliver improvements by the end of the plan period	NYCC, Network Rail	SBC, NYCC, Network Rail
INF2	Delivery of scheme	Deliver by 2032	NYCC, Highways England	SBC, NYCC, Highways England, Developers
INF3	Number of travel plans submitted as part of decision making process	Monitor	Development Management Records	SBC, NYCC, Developers
INF4 & INF5	Financial contributions negotiated/collected for by type.	Monitor	Development Management Records	SBC
INF6	Total of telecommunications notifications received by: a. new location; or b. on existing telecommunication locations	Monitor	Development Management Records	SBC
Appeal Decisions				
All Policies	Number of decisions overturned through the appeal process.	Fewer decisions overturned than the national average	Planning Inspectorate	SBC

Table 11.1 Local Plan Indicators

11 Monitoring Framework

Housing Allocation Statements **A**

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A Housing Allocation Statements

This Appendix provides information to supplement Section 6: Homes and Communities (Policy HC2) and sets out the main issues and requirements associated with the housing sites allocated. The lists included under each site are not exhaustive. For example, where sites have the potential to affect a listed building or conservation area this will not normally be listed but will continue to be fully considered at planning application stage using the appropriate Local Plan policy or national guidance.

Planning permission will be granted for development of the following sites provided that the issues listed in addition to any other pertinent issues not listed are satisfactorily addressed and that the scheme accords with other policies within the Local Plan and/or supporting documents or guidance.

Site HA 1

Land off Springhill Lane, Scarborough

The site is a triangular piece of land adjacent to and including the Falsgrave Reservoir at Springhill Lane. The site has been allocated for residential development with an indicative yield of 40 dwellings. The development of the site is reliant on the relocation of the reservoir which is scheduled to take place between 2020 and 2025. This site is therefore likely to be available for development in the latter part of the plan period in line with Yorkshire Water's timescales for relocation.

Issues and Requirements:

1. The site will be accessed directly from Springhill Lane;
2. Investigations into biodiversity, contamination and the route of the trunk main will be required along with any appropriate mitigation;
3. The pumping station may have to be retained.

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Site HA 2

Westwood Campus Site, Valley Bridge, Scarborough

The site houses educational facilities linked to Yorkshire Coast College. The college has plans to relocate the existing facilities at both Westwood Campus and Lady Ediths Avenue (the main campus). This will free up this building and adjacent plot for conversion and development. The site has been allocated for residential development with an indicative yield of 50 dwellings; this is based on an earlier development brief for this site.

Issues and Requirements:

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1. The current site access will be utilised but any proposal will need to fully assess the impact on the signalised junction of Westwood / Valley Bridge Road / Valley Bridge Parade / Somerset Terrace;
2. The building itself is a Grade II Listed Building, lies within the Conservation Area and is adjacent to a Registered Historic Park and Garden and any development proposals should safeguard those elements which contribute to the significance of the assets.

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Site HA 3

101 Prospect Mount Road, Scarborough

The site is off Prospect Mount Road and Woodland Grove. It is currently a care facility, however, the County Council is in the process of re-providing care which is more 'fit for purpose'. This involves the release of the older facilities for redevelopment opportunities once these new facilities are completed. The site has been allocated for residential development with an indicative yield of 30 dwellings.

Issues and Requirements:

1. The site will be accessed from Prospect Mount and/or Woodland Grove.

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Site HA 4

Land at Yorkshire Coast College, Lady Edith's Drive, Scarborough

The site is off Lady Edith's Drive and Scalby Road. It currently accommodates a college with green space to the front and a small pitch to the rear. The site has been allocated for residential development with an indicative yield of 140 dwellings.

Issues and Requirements:

1. Access to the site will be taken from Lady Edith's Drive.
2. As shown in Open Space Allocation OS5, an area of amenity green space will be retained to the Scalby Road frontage of the site in order to maintain the important visual break in development between Scarborough town and Newby.
3. The form of Lady Edith's Drive in being a tree lined avenue must be retained.

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Site HA 5

Land at Dean Road, Scarborough

The site is a brownfield site. The site has been allocated for residential development with an indicative yield of 95 dwellings.

Issues and Requirements:

1. The site will be accessed from Dean Road;
2. A mixed use scheme would be appropriate on this site and is supported by Policy TC 4.

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Site HA 6

Land off Lady Edith's Drive, Newby

The site is off Lady Edith's Drive and also incorporates land further north fronting onto the access with Throxenby Hall. The site has been allocated for residential development with an indicative yield of 60 dwellings. This is based on the site promoter submitting an initial site layout relating to the larger portion of the site and with an estimation on the remainder.

Issues and Requirements:

1. Access to the site will be taken from Lady Edith's Drive and no access to the development will be permitted from Throxenby Lane or the private road leading to Throxenby Hall;
2. A substantial verge and tree planting scheme will be required along the frontage of the site to retain and continue the 'avenue' character of Lady Edith's Drive;
3. A substantial landscape buffer will be required to the western edge of the site respecting the relationship the site has with the wider rural landscape.

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Site HA 7

Land to east of Lancaster Park, Scalby

The site is to the east of Lancaster Park and to the north of Station Road. It is in the form of open fields bisected by the Cinder Track (former Scarborough to Whitby Railway Line). The site has been allocated for residential development with an indicative yield of 900 dwellings, based on evidence submitted by the site promoter.

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Issues and Requirements:

1. The western part of the site will be accessed from a number of locations which could include off the A171 (at, or adjacent to, the Rugby Club access), Castlemount Avenue, Queen Elizabeth Drive, Field Close Road and Lancaster Way. Further work will be required to establish the capacity of these and other junctions such as Station Road / Scalby Road, to serve this part of the development;
2. The eastern part of the site is likely to be accessed from Station Road but further work will be required to establish the most appropriate access strategy for the site;
3. To protect the long landscape views towards Scarborough and the Castle Headland, a full visual impact assessment will be required to inform the scale, massing and heights of the dwellings proposed;
4. There shall be no motor vehicular access across the Cinder Track;
5. A landscape buffer will be required between the housing development and the Cinder Track, with a formal area of open space (to be provided as a neighbourhood park) at the point where the eastern and western components of the allocation meet at the Cinder Track. This is reflected in Open Space Allocations OS3 and OS4;
6. The development should make provision for an appropriate investment into localised improvements to the Cinder Track and seek to utilise this route as a sustainable route into Scarborough for commuting and for recreational purposes;
7. No development shall take place in the area identified as Flood Zone 3 adjacent to Cow Wath Beck.

[View this Housing Allocation on Interactive Map](#)

Site HA 8

Land to north of Middle Deepdale (east of Deep Dale Valley), Eastfield

The site is open fields to the north of the 1999 Local Plan housing allocation and recently commenced development at Middle Deepdale. It is bounded to the east by the re-aligned road connecting eastway to the A165 and Deep Dale Valley to the west. The site has been allocated for residential development with an indicative yield of 600 dwellings.

Issues and Requirements:

1. The site will be accessed off the new link road proposed between the A64 at Musham Bank Roundabout and the A165;
2. To protect the long landscape views towards the Wolds, a full visual impact assessment will be required to determine the appropriate scale, massing and heights of the dwellings proposed, with particular relevance to the northern portion of the site. This part of the site has the propensity to affect wider views to and from the Wolds as identified in the Landscape Character Assessment and Landscape Sensitivity Study (2013);
3. As shown in Open Space Allocation OS1, a large area of open space (neighbourhood park) situated to the western edge of the site adjacent to Deep Dale Valley will be

A Housing Allocation Statements

incorporated into the development. The area designated on the Policies Map is primarily for illustrative purposes and the exact size and delineation of the open space will be determined at the planning application stage.

4. Attention is drawn to Informative 1 on page 166 regarding the archaeological evaluation and mitigation that is likely to be required.

[View this Housing Allocation on Interactive Map](#)

Site HA 9

Land to west of Middle Deepdale, Eastfield

The site consists of open fields with a farm house and associated buildings to the west of the 1999 Local Plan housing allocation and recently commenced development at Middle Deepdale. It is (will be) bounded by access roads that connect the north-western portion of Eastfield into the Middle Deepdale housing site. The site has been allocated for residential development with an indicative yield of 100 dwellings.

Issues and Requirements:

1. The site will be accessed by utilising the new connection roads linking the new A64 to A165 Link Road and Eastfield proposed as part of the Middle Deepdale development;
2. High Eastfield Farm and the historic fold yard, buildings and agricultural walls should be retained and incorporated into the development;
3. The tree buffer to the west of the site will be retained and enhanced to lessen the impact of the development on the wider environment;
4. The site is in a groundwater Source Protection Zone (Zone 1). It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource and the drinking water abstraction points for Scarborough;
5. The design and layout of the development should take the opportunity, wherever possible and practical through the retention of appropriate sight lines, to allow the continued visual relationship of the Scheduled round barrow and other significant archaeological features with other monuments on the Wolds Escarpment to the south;
6. This part of the Middle Deepdale expansion is considered an appropriate location for a community hub potentially incorporating extra-care provision, an additional Primary School as identified in early masterplanning works and other community uses as may be required. The incorporation and/or re-use of the retained buildings (High Eastfield Farm) into this community hub should be considered.
7. Attention is drawn to Informative 1 on page 166 regarding the archaeological evaluation and mitigation that is likely to be required.

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Site HA 10

Land to north of Middle Deepdale (west of Deep Dale Valley), Eastfield

The site consists of open fields to the north of the 1999 Local Plan housing allocation. The site has been allocated for residential development with an indicative yield of 500 dwellings.

Issues and Requirements:

1. The site will be accessed off the new link road proposed between the A64 at Musham Bank Roundabout and the A165;
2. As shown in Open Space Allocation OS2, a large area of open space (neighbourhood park) situated to the north of the site will be incorporated into the development. The area designated on the Policies Map is primarily for illustrative purposes and the exact size and delineation of the open space will be determined at the planning application stage.
3. To protect the long landscape views towards the Wolds and from the road and rail approaches to Scarborough, a full visual impact assessment will be required to determine the appropriate scale, massing and heights of the dwellings proposed, with particular relevance to the northern portion of the site including as appropriate, significant public open space and landscaping. The full extent of the open space will be determined at application stage, however, the 85m contour line could form the northern limitation of the housing and the commencement of the open space;
4. Substantial mature tree planting will be required along the western edge of the site continuing the existing tree belt to the immediate south, minimising views of the site from the A64 to the south (approaching from Staxton);
5. A full assessment of the impact of the development and how it would secure a sustainable future for, appropriate public access and interpretation of, the Scheduled round barrow to the north of the development site;
6. The design and layout of the development should take the opportunity to respect the setting of the Scheduled round barrow, other significant archaeological features and, wherever possible and practical through the retention of appropriate sight lines, allow the continued visual relationship with other monuments on the Wolds Escarpment to the south.
7. Attention is drawn to Informative 1 on page 166 regarding the archaeological evaluation and mitigation that is likely to be required.

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Informative 1

Archaeological Informative for Sites HA 7, 8 and 9.

The sites proposed adjacent to the Middle Deepdale development are covered in the preceding three Housing Allocation Statements. Notwithstanding this and as a result of the high probability of important archaeological remains in this area, it is considered appropriate to set out further information and advice on this specific matter.

Background:

The area to the north of Middle Deepdale forms part of an extensive archaeological landscape which stretches along the length of the Vale of Pickering. This area exhibits evidence of continuing human habitation and activity from the early prehistoric periods through the Roman period, and up to the present day. The buried prehistoric landscapes and continuous “ladder” settlements are an extraordinary survival of human activity on a landscape scale, preserved beneath thick sand-blown deposits across the Vale.

Based upon the understanding gained during 25 years of archaeological research and excavation on adjacent sites and across the remainder of the Vale of Pickering, there is a high probability that this area will contain archaeological remains of national importance. The NPPF makes it clear that non-designated archaeological remains that are demonstrably of equivalent significance to Scheduled Monuments (such as the ones which are likely to be present in this area) should be considered as if they were a designated heritage asset - i.e. that substantial harm or total loss should be wholly exceptional.

There is also a burial mound dating from the late Neolithic to the late Bronze Age just a few metres from the northern boundary of this area. This is a Scheduled Monument. Located south of Scarborough, the Eastfield barrow is an outlier of a much larger group of barrows and entrenchments along the west and south west sides of Scarborough, located just below the top of the glacial ridge that marks the sudden change in height as the land drops towards the current urban area of Scarborough. Landscape location and setting are important contributory elements of the significance of the barrows individually and collectively. They are located just below the highest points in the landscape and on substantial terraces. There is a degree of intervisibility between them and they are provided with extensive 'views' towards the west, south west, south and south east into the Vale of Pickering.

In addition to the above, ongoing archaeological excavations are continuing on approved development sites north of Eastfield. It is essential that any development proposals are informed by these and by a robust archaeological assessment of this area in order to fully understand the potential implications which the development of this area might have not just upon important archaeological remains but also the associated costs that archaeological mitigation might involve.

Implications:

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Should, as Historic England suspect, that any desk based archaeological assessments result in the requirement for more substantial investigations the following information provides the basis for successfully meeting the likely requirements of Historic England.

- a. An archaeological assessment would likely require the inclusion of;
 - i. An assessment of the proposed development site in its wider historic landscape context;
 - ii. Views analysis of the site from the group of upstanding barrows and entrenchments to the west and south-west of Scarborough;
 - iii. Landscape characterisation and modelling including a review of available lidar data and aerial photography;
 - iv. Geophysical Survey;
 - v. Trial trenching.
- b. An evaluation of how the proposed development is likely to impact upon the archaeology

Subject to the outcome of the above works a mitigation strategy will most likely be required which will require agreement from the Local Planning Authority (in consultation with Historic England). The remit of a strategy will be determined by the outcome of the above and should include the following (unless it can be shown that these are not necessary):

- a. A framework for managing, recording, archiving and publishing the results of any archaeological evaluations and interventions.
- b. A strategy for maximising the educational potential of any archaeological interventions including the development of community archaeology projects;
- c. A proposed access strategy for the archaeological landscape of this development site;
- d. The design and layout of the development should take the opportunity to reflect the historic ladder settlements in the urban form.

Site HA 11

Braeburn House, Moor Lane, Eastfield

The site is off Moor Lane adjacent to Pindar School and Thornhill cul-de-sac in close proximity to the district centre of Eastfield. It was most recently an Elderly Persons Home, however, the County Council is in the process of re-providing care through new Extra Care Housing which is more 'fit for purpose'. This involves the release of the older care homes for redevelopment opportunities once these new facilities are completed. The site has been allocated for residential development with an indicative yield of 30 dwellings.

Issues and Requirements:

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1. The site will be accessed from Moor Lane with an opportunity for part of the development to be accessed from Thornhill;
2. The scale, massing and heights of the development should respect the properties opposite Braeburn on Moor Lane and Thornhill to the rear.

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Site HA 12

Land to west of Church Lane, Cayton

The site sits to the north of Jackson Close, adjacent to the existing playing pitches and sports facilities. It is a self-contained field with the appearance of uncultivated scrub land and has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The site will be accessed off Church Lane at an agreed location whereby the required visibility splays can be accommodated satisfactorily;
2. Owing to the restrictive shape of the site a density of lower than 30 dwellings per hectare is considered appropriate in this instance;
3. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

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Site HA 13

Land to east of Church Lane, Cayton

The site is adjacent to the Cayton Village Caravan Park and is currently used as a recreation/walking area in relation to the caravan park. The site has been allocated for residential development with an indicative yield of 80 dwellings.

Issues and Requirements:

1. The site will be accessed off Church Lane to the north end to minimise loss of hedgerows for sight lines;
2. The development and any access (non-vehicular) taken from Limekiln Lane should have special regard to the adjacent Grade I Listed Building (St John the Baptist Church) and ensure the scheme respects the character and setting of the building. Building heights should be single storey to the south end of the site set back from the road with

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reinforced planting. The hedge which forms the boundary of the site with Limekiln Lane should be retained.

3. The positioning of open space at this part of the site would further minimise any impact on the adjacent Listed Building. This site may alternatively be appropriate for the siting of a new cemetery required for Cayton. This would be considered an appropriate type of open space and in lieu of other more typical forms of open space. The open space should be of at least 40m in depth;
4. Development should be set back 15m from Church Lane with reinforced planting;
5. Development should be set back 15m from the north and west boundaries with additional landscaping (to reduce the impact of the development on open countryside at a point when the first views of the development in the context of the listed church and Conservation Area are visible);
6. A buffer zone will be required to the east of the site to ensure adequate separation between the residential development and the caravan park in the interests of providing an appropriate level of amenity for future residents;
7. Any proposal should seek to create key views from internal road and footpath networks. (These views of the church and the churchyard are not at present available to the public and their creation, along with complementary internal landscaping would create new elements of significance which would then visually tie the land to the Church, enhancing both);
8. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

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Site HA 14

Land to south of Cayton

This is covered in detail under Section 10: South of Cayton Strategic Growth Area (Policy SGA1).

Attention is drawn to Informative 2 below regarding the archaeological evaluation and mitigation that is likely to be required.

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Informative 2

Archaeological Informative for HA14 (Policy SGA1) and Land at and adjacent to Scarborough Business Park.

The site to the south of Cayton is covered substantially in Policy SGA1. Notwithstanding this and as a result of the high probability of important archaeological remains in this area, it is considered appropriate to set out further information and advice on this specific matter.

Background:

Within the Strategic Growth Area to the south of Cayton, there is a high likelihood of archaeological deposits (including waterlogged deposits with organic preservation) dating to the early prehistoric period (notably the Mesolithic) but also later prehistoric. Based upon the understanding gained during the recent and ongoing excavations of the nearby Internationally-important Scheduled Monument at Star Carr and through accumulated research work around the former Lake Flixton (including recent and on-going work at Wykeham Quarry), there is a high probability that many of these remains will be of national importance. The NPPF makes it clear that non-designated archaeological remains that are demonstrably of equivalent significance to Scheduled Monuments (such as the ones which are likely to be present in this area) should be considered as if they were a designated heritage asset - i.e. that substantial harm or total loss should be wholly exceptional.

It is essential that any development proposals are informed by a robust archaeological assessment of this area in order to fully understand the potential implications which the development of this area might have not just upon important archaeological remains but also the associated costs that archaeological mitigation might involve. Such assessments will assist in increasing the knowledge and understanding of the wider Mesolithic landscape around the former Lake Flixton and the Vale of Pickering.

Implications:

Should, as Historic England suspect, that any desk based archaeological assessments result in the requirement for more substantial investigations the following information provides the basis for successfully meeting the likely requirements of Historic England.

- a. An archaeological assessment would likely require the inclusion of:-
 - i. An evaluation of the proposed development site in its wider prehistoric and historic landscape context.
 - ii. Following any desk-based assessment, the below-ground archaeology and palaeoenvironment potential of the proposed development site should be assessed through a staged-programme of evaluation. This should include the following elements (unless it can be shown that these are not necessary):
 - Auger survey to supplement deposit and stratigraphic information contained in existing archaeological and geotechnical datasets, if required.

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- Core sampling (or monoliths samples from exposed test pit sections) to assess palaeoenvironmental potential and scientifically date stratigraphic sequences.
 - 3D deposit model (using RockWorks or similar software programme), based on existing information, supplemental auger survey and core sampling data, to develop a predictive tool to aid the identification of early Mesolithic activity areas, etc.
 - Geophysical survey (utilising techniques appropriate to the type and depth of deposits present) to identify below-ground anomalies associated with human activity.
 - Trial trenching to ground-truth the 3D deposit model and geophysical survey results.
- b. An evaluation of how the proposed development is likely to impact upon the archaeology of the site and the likely continued survival of deposits in the surrounding area including the potential for de-watering through changes to the hydrology and degradation through geochemical changes.

No development will be allowed to commence until an appropriate mitigation strategy has been agreed with the Local Planning Authority in consultation with the County Archaeologist and Historic England) which will set out a framework for managing, recording, archiving and publishing the results of any archaeological evaluations and interventions.

Site HA 15

Land off Rimington Way, Osgodby

The site is currently open fields to the south of Osgodby. The site has been allocated for residential development with an indicative yield of 90 dwellings.

Issues and Requirements:

1. The site will be accessed from an existing field access off Rimington Way and Redcliff Close;
2. As shown in Open Space Allocation OS6, a connected area of amenity green space to the east and south will be incorporated into the development. This should form a continuation of the existing open space to the north of this site, adjacent to The Intake;
3. The substantial hedgerows and screening along Osgodby Lane should be retained and development set-back from the western boundary;
4. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

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Site HA 16

Land off Stakesby Road, Whitby

The site is situated north of Stakesby Road and consists of the Borough and County Council depots. It is adjacent to the former Creamery which has been redeveloped for housing. The site has been allocated for residential development with an indicative yield of 50 dwellings, based on the density of the scheme at the aforementioned Creamery site.

Issues and Requirements:

1. The primary access to the site would be taken off Stakesby Road with a secondary access, if required, available from The Garth;
2. Mitigation work will be required to ensure no loss of biodiversity.

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Site HA 17

Land between West Thorpe and The Nurseries, Whitby

The site is occupied by the Borough Council Nurseries and lies between 'The Nurseries' residential cul-de-sac and 'West Thorpe'. The site has been allocated for residential development with an indicative yield of 10 dwellings.

Issues and Requirements:

1. The site would be accessed from The Nurseries.

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Site HA 18

Land opposite Whitby Business Park and to the south of Eskdale Park, Whitby

The site is open fields with the eastern end bounded by a school, the A171 and waste water treatment plant in the south-eastern corner. To the west the site is bounded by residential development to the north-western side of the site and the former railway line to the south. The site has been allocated for residential development with an indicative yield of 320 dwellings.

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This site may, in the short term, accommodate a temporary Park and Ride facility and/or a construction village related to the Potash Mine development. As such this may not be deliverable during the early phases of the Local Plan period, however, it remains deliverable during the period up to 2032.

Issues and Requirements:

1. Primary access to the site would be off Stainsacre Lane opposite Whitby Business Park, with a potential for a further access through the proposed development south of Eskdale Park linking back to Larpool Lane;
2. Land adjacent to the housing allocation has been designated as open space (Open Space Allocation OS7). In effect, this land will act as a 'buffer zone' between surrounding residential development and the existing sewage treatment plant. The extent of this zone may be altered at time of application to reflect the findings of the odour dispersal model at that time. Within this zone, residential development is restricted due to odour generated by the treatment plant. While the whole area has been identified as open space, the precise requirement for open space provision will be proportionate to the level of housing development taking place on site HA18;
3. Land allocated for open space through allocation OS7 could also be used for other forms of essential/supporting infrastructure, including the construction of connecting roads, to enable the development to come forward. Should the development require the existing football pitch to the south of Eskdale School to be relocated, the expectation will be that the pitch should be relocated in close proximity to the existing site. The utilisation of the buffer zone for these complimentary uses may allow a higher density on the residential allocation;
4. A further landscape and informal green space 'buffer zone' should be created to the south-west corner of the site, between any residential development to the north and the Cinder Track to the south. The precise area of this 'buffer zone' has not been identified within the Local Plan and should be determined at planning application stage. Nevertheless, it will be expected that the area should utilise existing land levels to ensure that development does not adversely affect or encroach to close to the Cinder Track;
5. A buffer consisting of a block of native trees should be created along the western boundary with Larpool Hall to ensure no harm to the listed building;
6. To ensure the protection of views towards the Abbey and the National Park, a full visual impact assessment will be required to determine the appropriate scale, massing and heights of the dwellings proposed;
7. The site is in two developable parcels separated by the 'odour exclusion zone'. There are obvious linkages between these two parts of the allocated site and investigations should take place to look at shared infrastructure, access arrangements, open space, etc;
8. The development should make provision for an appropriate investment into localised improvements to the Cinder Track and seek to utilise this route as a sustainable route into Whitby for commuting and for recreational purposes;
9. The access track from Stainsacre Lane to the Waste Water Treatment Works is located within the allocated site; it is in continual use and the site layout and access arrangements for any proposed development must reflect its presence and ensure that

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its use for Yorkshire Water operational purposes is not impeded in any way and nor are future residents affected by its use;

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Site HA 19

Land adjacent Captain Cook Crescent, Whitby

The site is a field bounded by residential development to the eastern side of the site and allotments to the north. The site has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The primary access to the site should be investigated further taking into account the impact on 1A Captain Cook Crescent;
2. The impact on the wider landscape and the setting of Whitby Abbey is the main consideration in relation to the development of this site and requires any scheme should respect its setting through the careful planning of the layout and determination of building heights;
3. The proximity of the site to Whitby-Saltwick Site of Special Scientific Interest (SSSI) should be considered as the SSSI can be sensitive to changes in hydrology.

[View this Housing Allocation on Interactive Map](#)

Site HA 20

Residential Care Home, 1 Larpool Lane, Whitby

The site lies just north of the crossroads of the A171, Larpool Lane and Spital Bridge. The site is an Elderly Persons Home, however, the County Council is in the process of re-providing care through new Extra Care Housing which is more 'fit for purpose'. This involves the release of the older care homes for redevelopment opportunities once these new facilities are completed. The site has been allocated for residential development with an indicative yield of 20 dwellings.

Issues and Requirements:

1. Access to the site will utilise the existing entrance to the care home.

[View this Housing Allocation on Interactive Map](#)

Housing Allocation Statements A

Site HA 21

Land to the south of Upper Bauldbyes, Prospect Hill, Whitby

The site lies to the south of existing residential development within the existing Development Limits of Whitby. The site has been allocated for residential development with an indicative yield of 70 dwellings.

Issues and Requirements:

1. Access to the site can be taken from Shackleton Close and, subject to meeting the requirements of the following issue, Anchorage Way;
2. Any proposal should respect, incorporate, and where possible, improve the public interpretation of, the heritage assets associated with the site. This includes Upper Bauldbyes and the Monks Trod, a non-designated heritage asset;
3. The development should make provision for an appropriate investment into localised improvements to the Cinder Track and seek to utilise this route as a sustainable route into Whitby for commuting and for recreational purposes.

[View this Housing Allocation on Interactive Map](#)

Site HA 22

Land at Whitby Golf Club (East), Whitby

The site consists of part of Whitby Golf Course where it adjoins properties backing onto Love Lane. The site has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The site will be accessed off Sandsend Road with an option for a secondary access from Highfield Road;
2. The development of this site will only be supported where it is demonstrated that it will contribute to the longer term future of the Golf Course whilst also allowing the retention of its 18 hole status through a suitable re-configuration of the course;
3. Development should be outwardly facing with appropriate open space provided between the residential development and the golf course in order to provide an attractive residential environment and entrance to Whitby.

[View this Housing Allocation on Interactive Map](#)

A Housing Allocation Statements

Site HA 23

Land to north of Scarborough Road, Filey

The site lies on the western fringe of Filey, off Scarborough Road. The site has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The site will primarily be accessed off Scarborough Road;
2. Any proposal should be accompanied by a flood risk assessment containing a surface water drainage strategy. Consultation should also take place with the relevant body or bodies into whether this development could contribute to or assist in facilitating the proposed flood alleviation measures for Filey. The development of this site should not prevent or stymie the flood alleviation measures proposed and as a minimum, any proposal will be required to perform to the same specification as the flood alleviation measures as proposed by the Filey Flood Alleviation Scheme for this part of the wider scheme;
3. The allocation should allow for a substantial area of landscaping to the western fringe of the site, primarily through integration with land required for wider flood alleviation measures. Development should be outwardly facing in order to provide an attractive residential environment and entrance to Filey;
4. Although shown outside Development Limits, Open Space Allocation OS9, land to the north of the area allocated for residential development should be provided as an area of natural and semi-natural green space that links to the Filey Community Sports Field (and beyond) to the west and Parish Wood (and beyond) to the east.

[View this Housing Allocation in Interactive Map](#)

Site HA 24

Land off Church Cliff Drive, Filey

The site lies at the north-eastern edge of Filey along the approach to the Country Park and adjacent to residential development at Wooldale Drive and has been allocated for residential development with an indicative yield of 30 dwellings, based on the location of the site and the likely form of development.

Issues and Requirements:

1. The main or sole access to the site will be taken from Church Cliff Drive. If an access is taken from Wooldale Drive this should serve only a small number of properties in the form of a cul-de-sac due to the restricted width of the existing access road;
2. Any proposal should be accompanied by a flood risk assessment containing a surface water drainage strategy. Consultation should also take place with the relevant

Housing Allocation Statements A

body or bodies into whether this development could contribute to or assist in facilitating the proposed flood alleviation measures for Filey. The development of this site should not prevent or stymie the flood alleviation measures proposed and as a minimum, any proposal will be required to perform to the same specification as the flood alleviation measures as proposed by the Filey Flood Alleviation Scheme for this part of the wider scheme;

3. Although shown outside Development Limits, Open Space Allocation OS10, land to the north of the area allocated for residential development should be provided as an area of natural and semi-natural green space that links to Parish Wood (and beyond) to the west and the Country Park to the east.
4. The development should be designed to respect the entrance to Filey Country Park and the listed buildings opposite at Church Cliff Farm with the inclusion of appropriate boundary treatment along Church Cliff Drive. A scheme comprising bungalows may be the most appropriate option for this location;
5. A landscape buffer will be required between the eastern edge of the site and Filey Country Park.

[View this Housing Allocation on Interactive Map](#)

Site HA 25

Silver Birches, Station Avenue, Filey

The site lies off Station Avenue adjacent to the railway crossing. It is an Elderly Persons Home, however, the County Council are in the process of re-providing care through new Extra Care Housing which is more 'fit for purpose'. This involves the release of the older care homes for redevelopment opportunities once these new facilities are completed. The site has been allocated for residential development with an indicative yield of 30 dwellings based on the actual delivery rate of the adjacent and apartment development at Jubilee Court

Issues and Requirements:

1. The site will be accessed off Station Avenue;
2. A development of a scale and massing similar to that of the adjacent and recently completed Jubilee Court would be appropriate on the proviso that the development did not unacceptably impact on the amenity of the residents of Birch Close to the rear of the site.

[View this Housing Allocation on Interactive Map](#)

A Housing Allocation Statements

Site HA 26

Land south of Brigg Road, Filey

The site comprises an open field and land used as a caravan park. The site has been allocated for residential development with an indicative yield of 80 dwellings.

Issues and Requirements:

1. The site will be accessed from Brigg Road and/or through the Muston Road development (Mill Meadows).
2. A substantial buffer zone will be required to the southern edge of the site to ensure adequate separation between the residential development and the relocated caravan park in the interests of providing an appropriate level of amenity for future residents; and
3. A buffer will be required between the site and the adjacent railway to ensure no adverse effect on the ability to access and maintain the railway line.

[View this Housing Allocation on Interactive Map](#)

Site HA 27

Land off Outgaits Lane, Hunmanby

The site is open fields to the north-east of Outgaits Lane and has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The site will be accessed off Outgaits Lane and a traffic assessment will be required to assess the impact on the existing highway network including the junction of Outgaits Lane with Stonegate;
2. The site will likely be developed in two distinct sections with Crook Lane and the shallow watercourse running through it separating the two elements. A development akin to that of Lennox Close at the entrance to Outgaits Lane would be appropriate;
3. There is a footpath and lane running to the eastern edge of the site. The development should have no impact on the integrity of the footpath or, if impacted, provide for improvements;
4. To the north-west of the site is a public footpath running between Hunmanby and Filey. A buffer of an appropriate size will be required to provide separation between this development and the footpath;
5. An Odour Assessment may be required to ensure the development has a good level of amenity and is not adversely affected by smells from the nearby Waste Water Treatment Plant.

Housing Allocation Statements A

[View this Housing Allocation on Interactive Map](#)

Site HA 28

Land off Sands Lane, Hunmanby

The site lies between Sands Lane and the railway line and is currently in the form of open fields and has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The site will be accessed off Sands Lane and a traffic assessment will be required to assess the impact on existing highway network including the junction of Sands Lane with Bridlington Street;
2. A buffer will be required between the site and the adjacent railway to ensure no adverse effect on the ability to access and maintain the railway line.

[View this Housing Allocation on Interactive Map](#)

Site HA 29

Land between Stonegate and Sheepdyke Lane, Hunmanby

The site lies between the railway line and residential development at Manor Gardens with Stonegate and Sheepdyke Lane to the north and south respectively. It is currently in the form of paddocks and scrubland and has been allocated for residential development with an indicative yield of 20 dwellings. This yield reflects the unusual shape of the site and the likely layout that would be required.

Issues and Requirements:

1. The sites main access will be off Stonegate. The primary access point will not be taken from Sheepdyke Lane as any access from this point would only be appropriate to satisfy any requirement for a secondary or emergency access;
2. A buffer will be required between the site and the adjacent railway to ensure no adverse effect on the ability to access and maintain the railway line;
3. Any scheme should retain and improve the landscape / tree buffer fronting onto Stonegate to ensure the character of this entrance to Hunmanby is retained;
4. Owing to the shape of this site, it should be brought forward as a single development to prevent the 'land-locking' of parts of the site;
5. An Odour Assessment may be required to ensure that the part of the development closest to Stonegate has a good level of amenity and is not adversely affected by smells from the nearby Waste Water Treatment Plant.

A Housing Allocation Statements

[View this Housing Allocation on Interactive Map](#)

Site HA 30

Land to north of Beacon Road and west of Napier Crescent, Seamer

The site is a field at the edge of Napier Crescent running towards sporadic development on the northern side of the B1261 and land to the north of Beacon Road. The site has been allocated for residential development with an indicative yield of 225 dwellings.

Issues and Requirements:

1. The site will be primarily accessed from the existing entrance point previously constructed off Beacon Road and directly from Stoney Hags Road. Primary access will not be taken from the B1261;
2. The development should seek to preserve the visual gap between Seamer and Irton and ensure a substantial buffer/green space at the south-eastern corner of the site and continuing along the B1261 in a similar manner to that to the south of Napier Crescent (Scarborough Road). This should include the retention of the sole tree on the site;
3. In the interests of the character and visual impact of the development, residential property should front onto the green space referred to above creating an outwardly facing and attractive residential environment;
4. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

[View this Housing Allocation on Interactive Map](#)

Site HA 31

Land to north and east of The Nurseries, East Ayton

The site is a square field and narrow strip to the east of Meadow Dene and north of The Nurseries. The site has been allocated for residential development with an indicative yield of 40 dwellings.

Issues and Requirements:

1. Full access to the site will not be appropriate from Meadow Dene. A limited number of dwellings can be developed off Meadow Dene to 'finish' the cul-de-sac but this should remain unconnected to the remainder of development on the site;
2. The main access to the wider development should be taken from The Nurseries or directly from the A170;

Housing Allocation Statements A

3. Substantial landscaping will be required along either of these access road options to protect the character and appearance of this entrance into East Ayton;
4. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

[View this Housing Allocation on Interactive Map](#)

Site HA 32

Land to south of Racecourse Road, East Ayton

The site comprises the fields to the immediate south of Racecourse Road (A170). The site has been allocated for residential development with an indicative yield of 140 dwellings.

Issues and Requirements:

1. The site will be accessed from Racecourse Road (A170);
2. The site has a Public Right of Way which must be incorporated into the development or kept clear of obstruction until such time as an alternative route has been provided and confirmed by order;
3. A substantial landscape buffer will be required to the southern edge of the site;
4. It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

[View this Housing Allocation on Interactive Map](#)

Site HA 33

Land to west of The Grange, High Street, Burniston

The site is to the west of Burniston Farm behind a number of properties off High Street. It consists of the grounds to the rear of the farm and large back gardens to adjacent properties. The site has been allocated for residential development with an indicative yield of 60 dwellings.

Issues and Requirements:

1. The primary access will be taken from High Street (A171) to the immediate south of 'The Grange';
2. The formation of this access should not put any restrictions on access to the adjacent shop and Post Office and, if appropriate, provide off street parking for use by delivery vehicles and customers;

A Housing Allocation Statements

3. Depending upon the yield of the site, a secondary access for emergency use may be required. This should be gained from Overgreen Lane;
4. Should an emergency access be unable to be established to the site via Overgreen Lane, the yield of the site would be reduced to a level that would not require a dedicated emergency access route.

[View this Housing Allocation on Interactive Map](#)

Site HA 34

Land to north of Limestone Road, Burniston

The site is situated adjacent to The Limes and Ashdown Rise to the north of Limestone Road. The site has been allocated for residential development with an indicative yield of 40 dwellings.

Issues and Requirements:

1. The site should be accessed from Limestone Road and/or Ashdown Rise and The Limes;
2. The realignment of Development Limits to incorporate Limestone Grove and land between the allocation and the aforementioned street may offer the opportunity for a wider development;
3. The site lies within an area defined as being at 'risk of flooding from surface water'. Any proposal will have to be accompanied by sufficient evidence to demonstrate how the proposed solution will mitigate against surface water flooding including means of surface water disposal.

[View this Housing Allocation on Interactive Map](#)

Site HA 35

Land to south of Limestone Road, Burniston

The site is situated on the southern side of Limestone Road opposite Limestone Grove. The site has been allocated for residential development with an indicative yield of 40 dwellings, based on an initial site layout submitted by the site promoters.

Issues and Requirements:

1. The site will be accessed from Limestone Road.

[View this Housing Allocation on Interactive Map](#)

Employment Land Statements B

B Employment Land Statements

B Employment Land Statements

This Appendix provides information to supplement Section 7: Economic Growth (Policy EG3 and EG4) and sets out the main issues and requirements associated with the employment sites allocated. The lists included under each site are not exhaustive. For example, where sites have the potential to affect a listed building or conservation area this will not normally be listed but will continue to be fully considered at planning application stage using the appropriate Local Plan policy or national guidance.

Planning permission will be granted for development of the following sites provided that the issues listed in addition to any other pertinent issues not listed are satisfactorily addressed and that the scheme accords with other policies within the Local Plan and/or supporting documents or guidance.

Site EMP-A 1

Land to the North East of Burton Riggs, Scarborough Business Park

The site is located to the north east of Burton Riggs, and south of Dunslow Road. The site has been allocated for B1, B2 and B8 uses and is approximately 1.1ha.

Issues and Requirements:

1. The site will be accessed via the existing access point to the north that connects on to Dunslow Road;
2. The site is in a groundwater Source Protection Zone (Zone 1). It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site and any associated activities will not adversely affect the groundwater resource and the drinking water abstraction points for Scarborough;
3. Appropriate landscaping and/or buffer should be incorporated into the site to ensure any development does not adversely affect the Site of Importance for Nature Conservation at Burton Riggs to the south and west of the site.

[View this Employment Allocation on Interactive Map](#)

Site EMP-A 2

Land at Hopper Hill Road, Scarborough Business Park

The site is located at the southern end of Hopper Hill Road, to the west of Seamer Carr Road. The site has been allocated for B1, B2 and B8 uses and is approximately 0.9ha.

Issues and Requirements:

Employment Land Statements B

1. The site will be accessed via Hopper Hill Road;
2. The site is in a groundwater Source Protection Zone (Zone 1). It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site and any associated activities will not adversely affect the groundwater resource and the drinking water abstraction points for Scarborough.

[View this Employment Allocation on Interactive Map](#)

Site EMP-A 3

Land to east of Hunmanby Industrial Estate

The site is located to the east of the existing Hunmanby Industrial Estate. The site has been allocated for B1, B2 and B8 uses and is approximately 3.4ha.

Issues and Requirements:

1. The site will be accessed via the Industrial Estate road;
2. The site is in a groundwater Source Protection Zone (Zone 1). It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site and any associated activities will not adversely affect the groundwater resource and the drinking water abstraction points for Scarborough.

[View this Employment Allocation on Interactive Map](#)

Site EMP-A 4

Land to north and south of Cayton Approach, Scarborough Business Park

The site is located to the north and south of Cayton Approach, bounded by the existing Business Park to the north. The site has an extant outline approval for B1, B2 and B8 uses and other ancillary and complementary uses that are appropriate within the Business Park environment and comprises approximately 24.2ha of developable land.

Issues and Requirements:

1. The site will be accessed from existing roads within the site including the main spine road, Cayton Approach;
2. It will have to be demonstrated that the development of the site and any associated activities will not adversely affect the water source potentially through the submission of a Hydrogeological Risk Assessment;

B Employment Land Statements

3. The sites that run alongside Cayton Approach should be designed in a way that reflects its location as a 'gateway' in to the expanded Business Park area.
4. Attention is drawn to Informative 3, below, regarding the archaeological evaluation and mitigation that is likely to be required.

[View this Committed Employment Site on Interactive Map](#)

Site EMP-A 5

Land to south of Plaxton Park Industrial Estate

The site is located to the south of the existing Plaxton Park Industrial Estate and to the east of Cayton Approach. The site has an extant outline approval for B1, B2 and B8 uses and comprises approximately 11ha of developable land.

Issues and Requirements:

1. The site will be accessed from the west by Cayton Approach, which will be extended through the development site to its eastern boundary in order to provide direct access to land to the east;
2. It will have to be demonstrated that the development of the site and any associated activities will not adversely affect the water source potentially through the submission of a Hydrogeological Risk Assessment;
3. The sites that run alongside Cayton Approach should be designed in a way that reflects its location as a 'gateway' in to the expanded Business Park area.
4. Attention is drawn to Informative 3, below, regarding the archaeological evaluation and mitigation that is likely to be required.

[View this Committed Employment Site on Interactive Map](#)

Informative 3

Archaeological Informative for Scarborough Business Park (including the area covered by Policy EG4).

The site encompasses the Business Park and the areas of future expansion. As a result of the high probability of important archaeological remains in this area, it is considered appropriate to set out further information and advice on this specific matter.

Background:

The site lies adjacent to the Strategic Growth Area to the south of Cayton; an area identified as having a high likelihood of archaeological deposits (including waterlogged deposits with organic preservation) dating to the early prehistoric period (notably the Mesolithic) but also

Employment Land Statements B

later prehistoric. Based upon the understanding gained during the excavations of the nearby Internationally-important Scheduled Monument at Star Carr and through accumulated research work around the former Lake Flixton (including recent and on-going work at Wykeham Quarry), there is a high probability that many of these remains will be of national importance. The NPPF makes it clear that non-designated archaeological remains that are demonstrably of equivalent significance to Scheduled Monuments (such as the ones which are likely to be present in this area) should be considered as if they were a designated heritage asset - i.e. that substantial harm or total loss should be wholly exceptional.

It is essential that any development proposals are informed by a robust archaeological assessment of this area in order to fully understand the potential implications which the development of this area might have not just upon important archaeological remains but also the associated costs that archaeological mitigation might involve. Such assessments will assist in increasing the knowledge and understanding of the wider Mesolithic landscape around the former Lake Flixton and the Vale of Pickering.

Implications:

Should, as Historic England suspect, that any desk based archaeological assessments result in the requirement for more substantial investigations the following information provides the basis for successfully meeting the likely requirements of Historic England.

- a. An archaeological assessment would likely require the inclusion of:-
 - i. An evaluation of the proposed development site in its wider prehistoric and historic landscape context;
 - ii. Following any desk-based assessment, the below-ground archaeology and palaeoenvironment potential of the proposed development site should be assessed through a staged-programme of evaluation. This could include the following elements:
 - Auger survey to supplement deposit and stratigraphic information contained in existing archaeological and geotechnical datasets, if required.
 - Core sampling (or monoliths samples from exposed test pit sections) to assess palaeoenvironmental potential and scientifically date stratigraphic sequences.
 - 3D deposit model (using RockWorks or similar software programme), based on existing information, supplemental auger survey and core sampling data, to develop a predictive tool to aid the identification of early Mesolithic activity areas, etc.
 - Geophysical survey (utilising techniques appropriate to the type and depth of deposits present) to identify below-ground anomalies associated with human activity.
 - Trial trenching to ground-truth the 3D deposit model and geophysical survey results.
- b. An evaluation how the proposed development is likely to impact upon the archaeology of the site and the likely continued survival of deposits in the surrounding area including the potential for de-watering through changes to the hydrology and degradation through geochemical changes.

B Employment Land Statements

No development will be allowed to commence until an appropriate mitigation strategy has been agreed with the Local Planning Authority (in consultation with Historic England) which will set out a framework for managing, recording, archiving and publishing the results of any archaeological evaluations and interventions.

Regeneration Site Statements C

C Regeneration Site Statements

C Regeneration Site Statements

This Appendix provides information to supplement Section 7: Economic Growth (Policies TC3 and TC4) sets out the main issues and requirements associated with the regeneration sites allocated. The lists included under each site are not exhaustive. For example, where sites have the potential to affect a listed building or conservation area this will not normally be listed but will continue to be fully considered at planning application stage using the appropriate Local Plan policy or national guidance.

Planning permission will be granted for development of the following sites provided that the issues listed in addition to any other pertinent issues not listed are satisfactorily addressed and that the scheme accords with other policies within the Local Plan and/or supporting documents or guidance.

Site RS 1

Aberdeen Walk / Balmoral Centre

The site is approximately 1.0 hectare in area and currently contains a number of mixed uses including, a small shopping arcade with a large anchor store, an NCP car park, Post Office including parcel delivery office and a number of retail units along the frontages. Redevelopment of the site would offer the opportunity to open up the town centre to the more recent developments that have occurred to the east of the site.

Issues and Requirements:

1. The Post Office on Aberdeen Walk and 112-114 Westborough are grade II Listed Buildings. Development proposals for this site will be required to reuse/adapt the Listed Buildings on the site and to safeguard those elements which contribute to the significance of the Scarborough Conservation Area and other heritage assets in this part of the town centre;
2. The site apart from the footprint of the car park is within the Conservation Area. Those buildings within the Conservation Area that make a positive contribution to its character should be retained;
3. There may be archaeological remains within the site as the eastern part of the site includes the line of the medieval town ditch, which potentially included some stone structures and is also close to the believed site of St Thomas's Church and Hospital.⁽¹⁾ An archaeological desk based assessment and evaluation report will be required to assess impacts.
4. The post office and delivery office are currently operational and the re-provision / relocation of Royal Mail's operation will be required prior to any redevelopment.
5. The site is in multiple ownerships.

[View this Regeneration Site Allocation on Interactive Map](#)

1 See "An Archaeological Survey of Scarborough" Trevor Pearson, 1996 and other subsequent investigations.

Regeneration Site Statements C

Site RS 2**St Thomas Street Car Park and Adjoining Buildings**

The site is approximately 0.64 hectares in area, the majority of which is in use as a car park with the remainder along St Thomas Street in commercial uses including a night club, a pub and retail units. The majority of the St Thomas Street frontage consists of 1960's and 1970's developments, where demolition and redevelopment could provide a welcome improvement to the street scene.

Issues and Requirements:

1. A number of properties to the east of the site are listed including three which are designated as grade II*. The site is also adjacent to but outside the Conservation Area. Development proposals for this site will be required to safeguard those elements which contribute to the setting ⁽²⁾significance of the adjacent Scarborough Conservation Area, the Listed Buildings on Queen Street, other heritage assets in its vicinity and distant views of Scarborough Castle and St Mary's Church;
2. There may be archaeological remains within the site as the whole of the site lies within the "Newborough" laid out in the 13th Century and buildings are known to have existed under the car park and open areas prior to 1725 and subsequently demolished⁽³⁾The northern end of the site lies close to the Damyot stream, which whilst believed culverted has left waterlogged remains. An Archaeological desk based assessment and evaluation report will be required to assess impacts.
3. Potential loss of town centre parking;
4. The site is in multiple ownerships.

[View this Regeneration Site Allocation on Interactive Map](#)

Site RS 3**Former St Mary's Hospital, Dean Road**

The site is approximately 1.3 hectares in area. The site is a former hospital site which has been cleared of buildings and is in a single ownership. There are two buildings remaining set along the northern Dean Road frontage in the north-east and north-west corners of the site. The site is bounded by Trafalgar Street West to the west by a brick retaining wall along the frontage. The two remaining boundaries are formed by the rear of terraced residential property which face on to Victoria Street to the south and Clifton Street to the east.

Issues and Requirements:

2 For advice on setting see " GPA3 - The Setting of Heritage Assets" Historic England March 2015.

3 See "An Archaeological Survey of Scarborough" Trevor Pearson, 1996 and other subsequent investigations.

C Regeneration Site Statements

1. There is a significant slope down from the southern boundary to Dean Road.
2. Both the Ellis Centre (18 Dean Road) and The North Yorkshire County Council Buildings (14-16 Dean Road) which adjoin the site, whilst not listed, are considered to be heritage assets of significance. They are of late Victorian / Edwardian design, retain much of their historic brick and stone detailing, attractive windows and boundary walls and railings. They and their setting should be respected in the development, particularly those parts which adjoins them an any infill along Dean Road should include buildings of similar quality design and scale and / or attractive boundary walls and railings.

[View this Regeneration Site Allocation on Interactive Map](#)

Policies superseded by the Scarborough Borough Local Plan D

D Policies superseded by the Scarborough Borough Local Plan

D Policies superseded by the Scarborough Borough Local Plan

The following planning policies will be superseded on the adoption of the new Scarborough Borough Local Plan.

All policies in the Scarborough Borough Local Plan (1999):

E1, E2, E3, E5, E6, E7, E11, E12, E14, E18, E23, E27, E34, E35, E36, E39

I1, I2, I4, I5, I6, I8, I9, I10

L1, L4, L5, L6, L7, L9, L12, L13, L15, L16

H1, H2, H3, H4, H5, H9, H10, H11, H12, H14, H15, H17

S1, S4, S5, S7, S8, S9, S10, S11, S12, S13, S13A, S14, S16, S17, S20

T1, T5, T6, T9

R1, R2, R3, R5A, R6, R7, R8, R10

C1, C2, C6, C7

Housing Trajectory E

E Housing Trajectory

	To Date	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	Total	
Known Sources of Housing																			
Electricity Building, Filey Road, Grinstead (Phase 2)						15	15	10											40
Filey Tennis Courts, Southdene, Filey		15		15															30
Town Farm, High Street, Cloughton			12	12															24
Argyle Garage, Argyle Road, Whitby			14																14
Whitby Hospital Site, Whitby							60												60
'Hylands', Filey Road, Scarborough				30															30
'The Breese', West Street, Scarborough				15															15
Completions																			
Completions to Date (2011/12-2015/16)	1435																		1435
Windfall																			
Windfall (50 per annum)					50	50	50	50	50	50	50	50	50	50	50	50	50	50	650
Windfall (75 per annum)					75	75	75	75	75	75	75	75	75	75	75	75	75	75	975
Windfall (100 per annum)					100	100	100	100	100	100	100	100	100	100	100	100	100	100	1300
Total (excluding Windfall)	1435	444	728	911	912	849	771	576	595	530	530	520	502	425	375	280	250		10633
Annual Requirement		450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450		
Annual Over or Under Supply		-6	278	461	462	399	321	126	145	80	80	70	52	-25	-75	-170	-200		
Overall Over or Under Supply	-815	-821	-543	-82	380	779	1100	1226	1371	1451	1531	1601	1653	1628	1553	1383	1183		
Five Year Requirement		3678	3685	3014	2461	2363													
Actual Five Year Supply		3844	4171	4019	3703	3321													
Buffer over Five Year Supply (as a %)		4.51	13.18	33.34	50.47	40.57													

Figure 4 Housing Trajectory

Housing Trajectory E

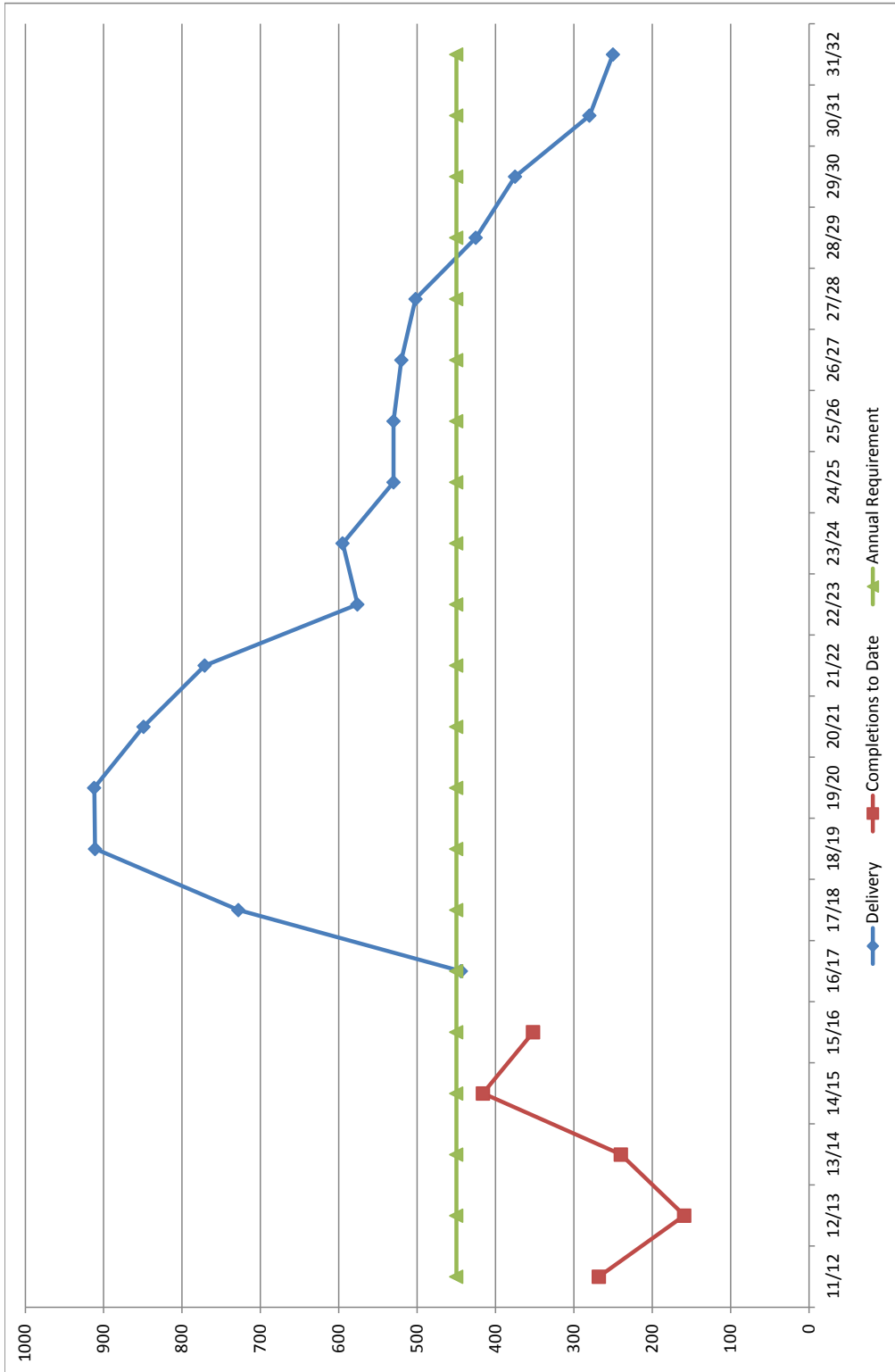
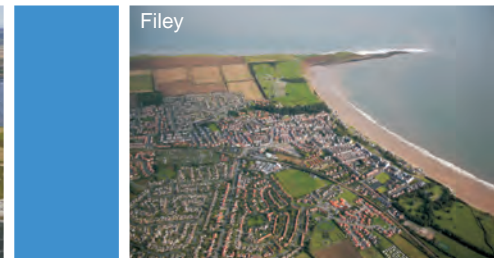


Figure 5 Housing Trajectory Graph

E Housing Trajectory



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