EAST RIDING LOCAL PLAN

BRIDLINGTON TOWN CENTRE
AREA ACTION PLAN
2012 - 2021

Adopted 9 January 2013
## CONTENTS

**FOREWORD**

**EXECUTIVE SUMMARY**

1. **THE BRIDLINGTON TOWN CENTRE AAP**
   - Introduction .................................................................................................................. 13
   - The AAP Area and the Town Centre Boundary .............................................................. 13
   - The Evidence for the Regeneration Strategy ............................................................... 15
   - Prospective Demand in Bridlington’s Core Markets .................................................... 18
   - Trust Ports and Bridlington Piers and Harbour .......................................................... 20
   - Flood Risk ..................................................................................................................... 20

2. **THE VISION AND REGENERATION STRATEGY**
   - Introduction .................................................................................................................. 23
   - The Vision ..................................................................................................................... 23
   - The Regeneration Strategy – Realising the Vision ....................................................... 25
   - The Strategic Objectives to Achieve the Vision ........................................................... 25
   - The Enabling Objectives .............................................................................................. 28
   - BridTC0: The Presumption in Favour of Sustainable Development ............................. 32
   - BridTC1: The Town Centre Regeneration Strategy ....................................................... 32
   - BridTC2: The Town Centre Regeneration Priorities ..................................................... 35

3. **THE STRATEGY’S PRINCIPAL DEVELOPMENTS**
   - Introduction .................................................................................................................. 39
   - BridTC3: Burlington Parade ......................................................................................... 39
   - BridTC4: The Marina .................................................................................................... 51
   - BridTC5: The Strategic Public Realm .......................................................................... 59
   - BridTC6: The Town Centre Seafront ........................................................................... 62
   - BridTC7: The Access and Movement Strategy ............................................................. 67
   - BridTC8: The Town Centre Parking Strategy ............................................................... 75

4. **DEVELOPMENT MANAGEMENT POLICIES**
   - Introduction .................................................................................................................. 79
   - BridTC9: The Sequential Approach for Major Development ....................................... 83
   - BridTC10 – Risk and Impact ....................................................................................... 84
   - BridTC11 – Design for the Built and Natural Environment .......................................... 87
   - BridTC12: Development Statements in the Town Centre .............................................. 94
   - BridTC13: Shopping, Leisure and Hotel Development ................................................ 96
   - BridTC14: Offices and Office Workspace .................................................................... 102
   - BridTC15: Housing ..................................................................................................... 103
   - BridTC16: Mixed Use Development ............................................................................ 106
   - BridTC17: The Evening Economy ............................................................................... 107
   - BridTC18: Tourism Attractions ................................................................................... 109

5. **DELIVERING THE REGENERATION STRATEGY**
   - Introduction .................................................................................................................. 111
   - The Approach to Delivery ........................................................................................... 111
The Regeneration Strategy’s Delivery Partners ................................................................. 115
BridTC19: Delivering the Regeneration Strategy ............................................................. 122
BridTC20: the Use of S106 Obligations .......................................................................... 122
The Delivery of Burlington Parade .................................................................................. 127
The Procurement of the Marina ..................................................................................... 128
Delivery of the Access and Movement and Parking Strategies ....................................... 128
Delivery of the Strategic Public Realm .......................................................................... 129
Delivery of the Town Centre Seafront ........................................................................... 129
MONITORING PROGRESS .............................................................................................. 131
Monitoring the Bridlington Town Centre AAP ............................................................... 131
The Monitoring Approach ............................................................................................. 132
Monitoring Against the Sustainability Appraisal Objectives .......................................... 134
Timetable for Achieving Outputs and Outcomes ............................................................ 134

APPENDICES

Appendix 1 - Summary of the Evidence Base
Appendix 2 - Saved Policies that the AAP Policies will Supersede
Appendix 3 - Standardised S106 Charge for the Strategic Public Realm
Policies Map
FOREWORD

Bridlington: a great place to live by the seaside. Visitors welcome!

Much work has already been done to achieve this vision; The Spa, traffic improvements, business space and sea front gardens being only part. This plan builds on the success of these investments and sets out the framework for development of the town centre and marina over the next ten years.

Our priority is to create a town centre to meet the year round needs of residents, together with a high quality marina and public realm to ensure that Bridlington is the place to be for many years to come.

Achieving these objectives will not be easy in a changing and challenging economic climate and we hope that the local community can continue to work collaboratively to support local economic opportunities for residents and businesses.

This plan has been shaped by extensive consultation with a wide range of individuals, interest groups and organisations. I would like to thank all those who have taken the time to give us their views at all stages of the development of the plan.

Cllr Stephen Parnaby OBE
Leader of the Council
EXECUTIVE SUMMARY

The Council’s Emerging Local Plan

1. The Bridlington Town Centre AAP is one of three Development Plan Documents (DPDs) that together will make up the East Riding Local Plan (ERLP). These include:
   - the Strategy Document which will set out, at a broad level, the strategic policies that will guide development and other land use changes in the district as a whole over the period to 2026.
   - the Local Plan Allocations Document which will show all of the sites identified for development and other uses in the district over the period to 2026. Consultation on a Potential Sites version took place in 2010.
   - these DPDs will each be accompanied by a Policies Map which will provide the spatial dimension for the DPDs and show the site allocations on an Ordnance Survey base.

The Strategic Policy Context for the AAP

2. The Bridlington Town Centre AAP precedes the Council’s Local Plan Strategy Document because there is a pressing need to deliver the AAP’s Regeneration Strategy and there are long lead-in periods for the delivery of the Strategy’s major projects. Two of these major projects - the Burlington Parade town centre redevelopment scheme and the Marina – need to be plan-led. The site for the Burlington Parade scheme also needs to be assembled; site assembly is likely to require a compulsory purchase order and may entail a public inquiry into the order. The works to create the Marina will require Transport & Works Act and Harbour Revision Orders, and these too may entail a public inquiry.

3. Prior to being revoked by the Secretary of State on 22 February 2013, the Regional Spatial Strategy (May 2008) had provided the strategic policy basis. The RSS designated Bridlington as a Principal Town and made provision for Bridlington’s regeneration and economic diversification in the context of the Heritage Coast and for contributing to the sub-region’s housing targets. Government accepted this approach where, as is the case in Bridlington, there was an up to date policy basis for the AAP and there was a pressing need for the changes promoted.

4. The East Riding’s Community Strategy 2006-2016 (2010 Update) also provides an important strategic basis for the AAP. Its emphasis in respect of Bridlington is also regeneration - to improve economic performance, create jobs, tackle traffic congestion and crime, improve health and reduce inequalities. A key concern is to ensure that opportunities are accessible to people in the south of the town where the concentrations of deprivation are the greatest.

5. Appendix 2 provides a list of the saved policies of the East Yorkshire Borough Wide Local Plan that still apply to the use and development of land in the Bridlington AAP area, and lists those that the AAP policies will replace.

6. Although the AAP precedes the Local Plan Strategy Document, it is in conformity with its emerging policies. The Strategy Document promotes the development of Bridlington as a
Principal Town and sets the strategic framework for this, including the regeneration of Bridlington Town Centre and the role the Town Centre is to play in accommodating housing in the Eastern Sub-area that is promoted by the Strategy Document. The AAP also relies on the Strategy Document for the Development Management policies that are not wholly specific to the delivery of the AAP’s Strategy.

**Sustainability Appraisal and Assessment under the Habitats Regulations**

7. The Council is required to undertake, in tandem with each stage of the AAP’s preparation, a Sustainability Appraisal (SA) of the plan’s proposals. The SA must also satisfy the requirements of the ‘Strategic Environmental Assessment’, as set out by European Union Directive 2001/42/EC. Both the SA and Strategic Environmental Assessment (SEA) requirements upon the AAP are met through a single appraisal process. The combined SA/SEA is an iterative process, and has helped to shape the AAP at each stage of its preparation. The approach is designed to identify the likely significant effects of the AAP and the extent to which the implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined.

8. Where a project or plan has the potential for significant effects on a designated ‘European Site’, an Appropriate Assessment under the Habitats Regulations is required. The Level 1 Screening under the Regulations, first undertaken in 2007 and then updated in 2009, found that the development of the proposed Bridlington Marina has the potential, during its construction and operation due to the additional boat activity, to affect the protected interest features of Flamborough Head and the Bempton Cliffs SPA and the Flamborough Head SAC. Protection measures, designed to avoid the risk of adverse effects, have therefore been built into the policy for the Marina. A full Appropriate Assessment of the Marina proposals will be carried out as an iterative process during the preparatory work for securing planning consent, covering the detailed design, construction approach and management planning of the Marina development. This work will be completed prior to the formal planning application for the Marina. The Council has committed both to consult Natural England throughout this HRA Stage 2 process, and to build into the Marina’s construction, design and operation the measures that will be necessary to avoid the risk of harm to the SPA and SAC.

9. The Bridlington Town Centre AAP is accompanied by the separately published, up to date, SA Report including the SEA and the Appropriate Assessment.

**The Strategy for Regenerating Bridlington**

10. Bridlington is a very special seaside town. Although a popular place to live - as the steady growth of the town’s population testifies – Bridlington’s heyday as a seaside resort is long past. Although the seaside will remain at the heart of Bridlington’s appeal and tourism will continue to be important, the seaside and tourism are no longer the town’s economic mainstays.

11. Bridlington’s communities and its businesses have responded well to the sharp contraction in the town’s traditional economic base. Many beneficial changes have been made and
many more are underway, although the town also recognises that still more is needed. Bridlington is fortunate in having substantial assets with which to build a more prosperous future. Two types of asset are particularly important: the town’s exceptional natural environment, special history and distinctive built heritage; and its exceptionally strong and committed local community.

12. Bridlington’s greatest challenge is its economy: it needs to grow, diversify and strengthen, and to do so in ways that will enhance the very assets that make Bridlington the popular place to live that it is. Bridlington needs new ways of generating wealth, and more jobs to do it with. Too few residents of working age are economically active and there are not enough jobs to go around; and too many of the town’s jobs are poorly paid, casual or seasonal. Bridlington needs to be more prosperous and the benefits of greater prosperity needed to be distributed more widely.

13. The evidence on Bridlington’s prospects for meeting its challenges is unequivocal: the key to unlocking the potential for economic growth, and doing so sustainably, lies in regenerating the Town Centre. The key to this, in turn, lies in playing to Bridlington’s strengths as a distinctive, uniquely appealing, place to live as well as visit.

14. All of the evidence shows that by using its assets wisely, it is entirely possible to make Bridlington once again the jewel of East Yorkshire’s coast. The task of the AAP is to lay the foundations for doing just that: enabling the Town Centre to become the economic powerhouse for this part of Yorkshire while also protecting Bridlington’s special character for generations to come.

15. The AAP sets out the Strategy for the regeneration of the Town Centre. The Strategy is the product of:

   • the community’s vision for Bridlington that was set out first by the Bridlington Town Charter and 2004 Regeneration Strategy, and that has been developed since in consultation with Bridlington’s communities through the AAP’s preparation process and in the 2010 update of East Riding’s Sustainable Community Strategy;

   • the evidence on Bridlington’s economic capacity, special assets and distinguishing characteristics; and

   • the vision and priorities for the East Riding set out in the district’s Sustainable Community Strategy - Our East Riding 2006-2016.

16. The AAP’s Strategy aims to deliver the ‘art of the possible’ in Bridlington: the evidenced capacity of the town’s economy to grow and change; the resources that can be made available by the public sector partners to pump-prime the process; the appetite of the private sector – householders, local and in-moving businesses and developers - to take the needed investment risks in the Town Centre; and the will and the ability of Bridlington’s communities and different interest groups to work together to deliver the common vision for their town that the AAP sets out.

   Bridlington’s Challenges and the Means of Addressing Them

17. The analyses of Bridlington’s economy show that:
• Population growth is Bridlington's biggest advantage, and continued growth is needed for a prosperous future.

• Continued growth requires more housing, and the Town Centre has a key role to play in expanding housing numbers and choice.

• Bridlington has too few jobs, and wages are too low.

• Job numbers and wages need to rise so that employment levels and incomes match at least the East Riding average.

18. More jobs and higher incomes are of advantage to everyone. More people in work, and more with year-round and better paid jobs, benefit the economy as well as the individuals whose circumstances are improved. The added spending power in the local economy produces opportunities for local businesses to prosper, and encourages other businesses to start up and move into Bridlington, creating still further jobs. Bridlington's residents and businesses benefit from a greater choice of goods and services, and the added competition for local spending forces local businesses to improve the quality of what they produce and sell. Improvements in quality and choice attract still more customers to the town, supporting more jobs and encouraging more businesses to expand.

19. This is the dynamic that Bridlington falls short on, but that the AAP aims to create.

The Vision for Bridlington

20. The Vision is a response to Bridlington's challenges and the evidence on how best to rise to them. The Vision is the community’s conception – and though brief, it resonates meaning locally:

   Bridlington: a great place to live by the seaside. Visitors welcome!

21. For Bridlington's communities, the vision statement makes a much-needed readjustment in the balance of priorities in the town. A great place to live is made by a Town Centre that is at the heart of community life – that offers a much wider range and better quality of goods and services, more and a wider choice of things to do and see, a wider choice of lifestyles and many more jobs generated by a much more diverse economic base, and provides for all of this in a Town Centre that is altogether more attractive and that is easier, safer and more comfortable to use all year round.

22. Bridlington’s communities are also concerned to make more of the Town Centre’s special assets - for residents and local businesses as well as visitors: Bridlington’s historic harbour; its distinctive townscape and built heritage; the natural beauty and built heritage along the Seafront; the Gypsey Race; and the huge potential offered by its refurbished Spa. These are all seen as offering the building blocks of a better, more prosperous future for the whole town, as well as the base of making Bridlington an even better place to live.

23. In economic terms, the Vision aims to re-adjust the balance in Bridlington’s appeal in favour of those who live, work and run businesses in the town and its hinterland (its catchment). The working principle, fully supported by the evidence, is that if Bridlington Town Centre becomes much more successful in attracting expenditure from within its own catchment – from residents and businesses – it will also be a much more competitive visitor destination.
From the community’s perspective, the first need is to make the Town Centre work for local people and businesses.

24. The Vision acknowledges the importance of tourism to the town, but puts the visitor economy in perspective. Bridlington’s communities recognise that tourism, and seaside tourism in particular, is central to the town’s character – but the first priority is to improve Bridlington as a place to live.

25. The AAP puts forward six strategic objectives for realising the Vision. The strategic objectives are interdependent; together, they build on the progress already made in refurbishing the Spa, improving the offer of Bessingby Industrial Estate and delivering new public realm schemes in the Town Centre. The AAP’s six strategic objectives are:

i) Regenerate the Town Centre to meet the year round needs of Bridlington and its catchment for retail, leisure and other town centre uses, including office space to support the growth of its small business community.

ii) Create a Marina which includes and regenerates the Harbour and integrates with the Town Centre Primary Shopping Area and Spa.

iii) Create a good quality, well-designed and varied Town Centre residential offer.

iv) Make the Town Centre easily accessible and comfortably usable all year round.

v) Create a strategic framework of new and enhanced public spaces and pedestrian environments in the Town Centre.

vi) Raise design standards in the built environment and conserve, recover and enhance the Town Centre’s distinctive historic character.

Achieving the Vision

26. To achieve the Vision, the Town Centre AAP proposes four major projects:

- The Access, Movement and Parking Strategy which is designed to reduce traffic congestion in the Town Centre and improve the pedestrian environment. The parking strategy significantly increases the short stay parking provision serving the Town Centre, and improves the location, safety and convenience of the parking.

- Burlington Parade which is the working name for a major retail and housing-led development scheme. Burlington Parade is sited so as to renew the long under, and poorly, used area of land that lies between the railway station and the Harbour; to create Bridlington’s missing, but much-needed primary retail circuit; and to integrate the working Harbour and new Bridlington Marina much more closely into the heart of the Town Centre. The new developments within Burlington Parade will meet the major share of the forecast needs in Bridlington over the AAP’s plan period for additional prime shopping facilities, more and a wider choice of places to eat and drink, and for sustainable, well designed, high density housing. A good quality hotel is also proposed as part of the development mix, sited to relate to the refurbished Spa and to overlook the regenerated Harbour and new Marina.
• Bridlington Marina, which is to incorporate and regenerate the historic Harbour, improve the facilities for its existing users and capture the unmet and growing demand for sailing berths on the East Yorkshire coast. Fundamental requirements of the Burlington Parade and Marina developments are to ensure that that the Harbour Commissioners are able to continue to deliver the statutory purposes of the Trust Port and will be no worse off financially.

• The Town Centre Strategic Public Realm, which is an integrated package of improvements to the Town Centre’s public realm and ‘green infrastructure’. The Strategic Public Realm is designed to make up shortcomings in the extent and quality of public spaces, enhance the Town Centre’s visual appeal, improve the ease and comfort with which the Town Centre can be used and make more of its very special assets to lift the heart and renew Bridlington’s image.

27. The Council is committed to enabling the delivery of the major projects, using its powers and resources as necessary and justified to deliver these schemes and achieve the purposes for them. The Council is committed to using its powers of compulsory purchase under the 2004 Planning Act as a last resort to assemble the comprehensive site needed to deliver the Burlington Parade scheme and to making the Transport & Works Act Order and other orders to achieve the Marina. The Council aims to work in partnership with local interests wherever possible in order to deliver the AAP’s Strategy and the community’s ambitions for Bridlington that it embodies.

Early Progress in Delivering the Strategy is Recognised

28. Bridlington won Yorkshire’s White Rose Award for Tourism Destination of the Year in 2007; a much-coveted award of £3 million towards the Spa’s environs under the national ‘Sea Change’ 2008 programme for Britain’s seaside towns; and the funding for the £5.7 million Transport Plan and park and ride scheme at South Cliff. The Tourism Award was given to Bridlington for two principal reasons: the Regeneration Strategy which is guiding Bridlington’s renaissance; and the commitment by Bridlington's communities and the Council to delivering it. The Sea Change award for the Spa’s environs was given in the context of its contribution to the wider Regeneration Strategy and the earlier £20m investment in the award winning Spa. The case for funding for the Transport Plan also rested in part on its contribution to the wider strategy for improving the economy and quality of life that the Regeneration Strategy sets out. The awards in both cases welcomed the scope, ambition and vision of the proposals still to come, including the town centre redevelopment project (Burlington Parade) and the marina.

29. All of these awards mark Bridlington’s early, but still substantial, progress in achieving the aims of for the town’s renaissance set out in this AAP – as well as the value of having a clear plan for change and a determined approach to its delivery.

Town Centre and Marina Supplementary Planning Document

30. The AAP is supported by a draft Town Centre and Marina Supplementary Planning Document (SPD) that provides the detailed design guidance for delivering the AAP’s principal projects. The design guidance forms an essential part of the AAP; its purpose is to
ensure that development achieves the high quality design standards required by AAP policy, both in introducing new buildings and public realm into the Town Centre and in conserving and enhancing its special character and built heritage.

31. The AAP is supported by a substantial evidence base. Appendix 1 lists the evidence base and summarises the principal points. All evidence base studies specific to the AAP are available to view at www.bridlingtonrenaissance.com. The East Riding-wide studies can be viewed at www.eastriding.gov.uk/planning/ldf.
1 THE BRIDLINGTON TOWN CENTRE AAP

Introduction

1.1 The Bridlington Town Centre Area Action Plan sets out the Regeneration Strategy that is designed to deliver the Vision for the Bridlington Town Centre over the period to 2021. The AAP puts in place the policies needed to guide the delivery of the developments and other changes that make up the Regeneration Strategy.

1.2 The AAP is structured as follows:

- the remainder of this Chapter:
  - explains the boundary for the AAP area;
  - defines the Town Centre boundary, and explains that the Town Centre is to be the focus for the development of ‘town centre uses’ in Bridlington;
  - summarises very briefly the principal parts of the evidence base for the AAP, including the quanta of additional retail, leisure, office and hotel floorspace and housing to be accommodated within the AAP area over the period to 2021; and
  - summarises the AAP’s approach to flood risk, appropriate assessment under the Habitats Regulations and renewable energy generation.
- Chapter 2 sets out the Vision for the AAP area together with the strategic policies that provide for the AAP’s purposes and priorities.
- Chapter 3 sets out the Strategy’s principal development projects and the policies for encouraging and guiding their delivery.
- Chapter 4 sets out the development management policies that are specific to development in the AAP area, including the sequential approach to locating the main town centre uses.
- Chapter 5 sets out the AAP’s delivery strategy.
- Chapter 6 sets out the provisions for monitoring progress towards the AAP’s delivery.

The AAP Area and the Town Centre Boundary

1.3 The AAP policies and Regeneration Strategy cover the area shown in the AAP Policies Map. The delivery of the Strategy is designed to deliver benefits for the whole of Bridlington and its catchment as a Principal Town.

1.4 The boundary of the AAP area has been drawn to:

- Include the vast share of the commercial activity in the central part of the town, including the major part of the Town Centre Seafront and the areas which contain the principal concentrations of bed and breakfast and guest house uses. Development and regeneration in these areas will have a significant bearing on the performance of the Town Centre as a whole, and therefore it is important that the AAP’s policies guide development in these areas too.
• Include the Town Centre’s principal concentrations of tourism and civic activities, on the basis that these are main town centre uses.

• Contain the principal highways that distribute traffic into and around the Town Centre, so that the AAP can also influence these arteries and development along them.

1.5 The AAP also designates a ‘Town Centre’ boundary which is also shown in the Policies Map and is illustrated in Plan 1.1. The Town Centre boundary describes the area within which ‘town centre uses’ are to be located within Bridlington. Town centre uses are defined by Government in Planning Policy Statement 4 – Planning for Sustainable Economic Growth and the Council adopts the same definition:

• retail (including warehouse clubs and factory outlet centres);

• leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);

• offices, both commercial and those of public bodies; and

• arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities).

1.6 Increasingly, high density housing is an important element of the use mix in most town centres, as it is in Bridlington.

1.7 New development or changes of use for town centre uses outside the AAP’s Town Centre Boundary will not normally be acceptable. Thus the predominant use within the AAP area but beyond the Town Centre Boundary area will be housing.
Plan 1.1 The Town Centre Boundary

The Evidence for the Regeneration Strategy

1.8 The Vision and Regeneration Strategy rest on the evidence which is listed and summarised in Appendix 1, and have been shaped by the community’s participation, the Sustainability Appraisal process and the Sustainable Community Strategy. Very briefly, the evidence for the Regeneration Strategy seeks to:

- identify the factors that explain why Bridlington is doing less well as a local economy and a ‘place’ than it should be able to, so that these causes of underperformance are addressed by the Regeneration Strategy;
- identify the assets in the Town Centre that the evidence shows can be made to work harder for the town’s prosperity so that the Regeneration Strategy takes advantage of them;
- establish the other opportunities that Bridlington has so that the Regeneration Strategy can seize them; and
- understand, the ‘demand’ that the Town Centre can expect to attract over the plan period - in developer investment, in shopper and visitor expenditure, small business space, sailing berths in a marina and in high density housing so that the Regeneration Strategy plans properly to accommodate it.

1.9 The Regeneration Strategy also draws on lessons learned from best practice in regeneration generally and on effective regeneration in seaside towns particularly.
The Lessons for Bridlington Drawn from Research and Best Practice

1.10 The Regeneration Strategy reflects three key lessons drawn from research and best practice:

- successful town centres share characteristics that Bridlington Town Centre is short on, but needs to develop;
- seaside towns cannot rely on seasonal tourism, but need to develop more diverse local economies typically by developing a strong base of growing small businesses; and
- the most successful seaside towns are also great places to live - with thriving town centres that serve strong local, as well as visitor, markets.

1.11 Town centres are capable of offering very specific ‘competitive advantages’ for the types of activities which national planning policy directs to town centres. These advantages are created by the concentration in space of complementary and competing activities, and are called ‘agglomeration economies’. The term refers to the efficiencies for businesses, their employees and their customers that result from this concentration. For businesses, these efficiencies reduce costs and improve the choice of suppliers and employees and drive up innovation. Prospective employees have a greater choice of more accessible jobs; and customer a greater choice of more keenly priced and better supplied goods and services. These efficiencies arise when:

- shops and other businesses are concentrated in space and therefore become customers for each other, adding to overall trade levels in a local economy;
- complementary businesses can share customers, exchange knowledge, gain easy access to a choice of suppliers and improve their appeal to the labour market; and
- competing businesses are forced to innovate to maintain or increase their share of the market.

1.12 The concentration of activities also creates pressure on land as businesses move in and expand to take advantage of opportunities to trade in the town centre. These pressures in turn raise property values to levels that make it feasible and viable to develop or convert properties that will keep pace with the local economy’s needs.

The Evidence on the Factors that Explain Under-performance

1.13 The evidence shows that Bridlington Town Centre produces too few of these efficiencies. There are several reasons:

- too many of Bridlington’s residents and businesses are deterred by the seasonal activities from using the Town Centre as often, and for as many purposes, as are necessary to sustain the wide choice and mix of goods and services needed if the Town Centre is to be competitive all year round;
- too many of the Town Centre’s businesses focus on attracting visitor expenditure (of which there is too little, drawn from too narrow a market and over too little of the trading year) at the expense of meeting the needs of the local catchment; and
the Town Centre is too difficult to access during the seasonal period for local people and businesses who then spend too little of their money locally, and local businesses decline to locate in the Town Centre where they are needed to add to its vitality and prosperity.

1.14 The result is that too few of the Town Centre’s businesses are competitive. The effects are visible: too few properties are well-maintained; too few traders offer a sufficient choice of goods and services to attract enough customers; and too few keep up to date with customers’ changing requirements and rising expectations for quality and service.

1.15 While Bridlington is fortunate to have many independent businesses, these businesses together do not pull in enough activity to the Town Centre to allow the majority of these businesses to prosper. Nor is there enough competition from dynamic and successful small businesses in the Town Centre to force the less competitive to improve their performance and keep pace.

1.16 The Town Centre also has too little representation from multiple traders – important ‘anchor’ retailers who draw in trade from which the independent businesses can also benefit. The principal reason for this is the lack of shop units of the size and configuration that multiple traders can operate profitably from, and the shortage of sites in the right locations to develop such units.

1.17 Other factors also militate against the Town Centre’s appeal: traffic congestion; the shortcomings in the shopping environment; the adverse effects of the seasonal trade on the year round business of the town; and shortcomings in the appeal and capacity of the public realm.

**The Evidence on Assets and Opportunities**

1.18 Bridlington’s greatest opportunity, the evidence suggests, is to use its substantial assets as a place to live to make it a more competitive place both to visit and to start up, grow and operate a business – in a wide range of sectors, not just catering to visitors. Although self-employment rates are relatively high, business survival rates are less impressive. There is both the opportunity and the need to stimulate the small business community and encourage its development and growth through focused business support initiatives, efficient property opportunities and much improved operating conditions in the Town Centre.

1.19 Bridlington’s Harbour is an asset in its own right: it has a quirky appeal, historic interest and a thriving shellfish industry. Even more valuably it adjoins the Town Centre. However, the Harbour is poorly connected to the Town Centre (access is difficult and the property on its town centre perimeter turns its back on the Harbour and much of it is either of poor quality or down at heel).

1.20 There is a shortage of sailing berths on Yorkshire’s east coast which Bridlington is very well-placed to capitalise on – particularly taking advantage of its existing Harbour with its potential for impoundment as part of a marina and the opportunity for much better integration with the Town Centre.
1.21 Bridlington is also an established visitor destination – although its markets are predominately low spend and seasonal. This is beginning to change with the refurbishment of the Spa, its hugely successful programme and the delivery of the £6.7m Spa Gardens public realm scheme. The Spa’s location near to the Harbour presents further opportunities; to integrate the Spa with the works to regenerate the Harbour; and to include, as part of these works, the creation of the quality of site needed to attract, the hotel investment the town sorely needs.

Prospective Demand in Bridlington’s Core Markets

Shopping and Leisure Floorspace

1.22 The estimates of Bridlington’s capacity to accommodate additional retail and leisure floorspace over the AAP period between 2010 and 2021 are as follows, taking into account the effects of the national economic downturn between 2008 and 2010:

- comparison goods floorspace:
  - 2016: up to 9,360 sq m net (13,370 sq m gross, based on spending capacity of £49.2 m)
  - 2021: up to a further 3,740 sq m net (5,340 sq m gross) over the 2016 capacity (based on a further spending capacity of £23.13 m over 2016);

- convenience goods floorspace:
  - 2016: up to 1,020 sq m net (1,700 sq m gross, based on spending capacity of £6.2 m)
  - 2021: up to a further 310 sq m net (440 sq m gross) over the 2016 capacity, based on a further spending capacity of £2.0 m over 2016; and

- related commercial leisure floorspace (food and drink etc): about 3,300 sq m gross, but in line with market demand.

1.23 The estimates assume that expenditure over the AAP period will grow at a marginally lower long term growth rate than before the 2008-10 economic downturn. The capacity figures are taken from the Roger Tym & Partners (RTP) 2006 retail study of Bridlington, updated in 2010; and assume that, with appropriate development, Bridlington will be able significantly to improve its share of retail spending from its catchment (in line with the aims of the Regeneration Strategy). The RTP capacity estimates are consistent with the estimates for Bridlington produced by England & Lyle as part of their East Riding-wide Retail Capacity study (also updated in 2010).

Hotels

1.24 Bridlington has a pressing need to attract at least one large, good quality, full service, hotel of 100 bedrooms or more to relate to and support the very successfully refurbished Spa. The likelihood, however, is that the market will not respond, unaided, to this opportunity.

1.25 The evidence shows that, amongst other things, the following are needed to make it possible to attract the high quality hotel to support the Spa that the town needs:
• encouragement for the large stock of existing B&Bs and guest houses either to improve their performance or change their use to remove the drag effect on the prospective hotel market of the large quantity of cheap accommodation;
• substantial improvements in the Town Centre’s year round appeal and interest – including the diversity and quality of the retail and food and drink offer; and
• a high quality site near to the Spa.

1.26 The AAP aims to put all of these in place.

The Demand and Need for Small Offices and Office-type Workspace

1.27 The evidence on past trends and forecast future performance, taking into account the effects of the recession on Bridlington’s economy, suggests that the local economy should be capable of adding some 1,400-2,050 jobs by 2016, and a further 570-800 by 2021 (a gain of some 1,970-2,850 jobs overall over the AAP plan period). A high proportion of the forecast job gains are in services that typically operate from offices – including in IT, digital, media and other creative industries – and that are, in many local economies, dominated by small businesses. Other prospective sources of future jobs are in catering activities, leisure and personal services and entertainment. These job prospects depend, however, on providing the right supply-side conditions in Bridlington (the forecasts only account for the constraints imposed by the quantity and skills of local labour).

1.28 On conservative assumptions, the evidence suggests there is prospective demand for up to 4,340sq m of offices and office-type workspace in the Town Centre over the period to 2021. The market evidence suggests the requirement is for own-front-door offices for let and sale, and for multiple-small unit buildings let on flexible terms.

1.29 The Council places a priority on supporting the growth and development of the town’s small business sector, including those in the creative industries.

The Need for Housing in the Town Centre

1.30 Population projections (Office of National Statistics mid-year estimates) for the three Bridlington wards forecast an increase in the town’s population of some 6,234 between 2008 and 2021 (7,102 by 2026), equating to some 2,783 additional households by 2021 (3,170 by 2026). Single person households are forecast to continue to increase, particularly in the older age groups.

1.31 These new projections translate into a housing requirement in Bridlington of 186 net additional dwellings per year over the AAP’s plan period to 2021.

1.32 Development in Bridlington will be required to contribute to meet the district’s affordable housing needs. The details of the requirement will be set by the Council’s Strategy Document.

Community Facilities

1.33 The Council undertook a review of community infrastructure in Bridlington over the winter of 2005 /06, and there has been no change since in the pressures on those in the Town Centre. The biggest gap and the most pressing need for community
facilities in the Town Centre were requirements for a more up to date, mixed media library and space to accommodate activities that young people can do out of school hours and in the evenings. The Council intend to meet this need within the AAP plan period.

1.34 The Council is also exploring the options for the Leisure World facilities and its site to determine the most economic approach. The present facility either needs significant investment to extend its life or redevelopment to replace at least the swimming pool facility.

Public Realm

1.35 The evidence shows that Bridlington’s communities are very concerned that the public spaces in the Town Centre fall short of what is required, both in the sufficiency of public space to meet the range of needs in the Town Centre and the quality.

Movement

1.36 During the out of season period Bridlington does not suffer unduly from traffic congestion. During the season, however, traffic congestion is often severe, particularly in the Town Centre.

1.37 Residents and businesses also perceive serious problems with the availability of sufficient, well-located short-stay parking; and traffic congestion is compounded by the extent of the on-street parking in the primary shopping streets.

Trust Ports and Bridlington Piers and Harbour

1.38 The Government sets out the guidance by which it expects Trust Ports to be governed in ‘Modernising Trust Ports’ (2009). The guidance explains that Trust Port governors – in Bridlington’s case, the Harbour Commissioners – are accountable to their ‘local stakeholders’ for ensuring the Port asset is handed on in the same or better condition to succeeding generations (‘the ultimate stakeholders’). The guidance defines stakeholders widely to include local communities, businesses, local authorities and regeneration bodies. Trust Port governors are to consult stakeholders and work with the local authority on planning matters; to take their stakeholders’ views ‘openly and transparently’ into account; and to report annually on matters of interest to their stakeholders.

Flood Risk

1.39 East Riding of Yorkshire’s Strategic (Level 1) Flood Risk Assessment (SFRA) was agreed with the Environment Agency and adopted by the Council for planning purposes in January 2010. The SFRA shows that parts of the AAP area are in Flood Zones 2 and 3 (the FRA map is provided in Chapter 4, Figure 4.2). To comply with national planning policy on flood risk, the Regeneration Strategy has had to observe a ‘sequential approach’ to site selection, with the aim of locating the development proposals away from these areas. The Issues and Options stage and the Sustainability Appraisal set out the approach adopted.
1.40 It has not proved possible, however, to locate all of the development needed to deliver the Regeneration Strategy away from the Flood Risk Zones and still achieve the AAP's regeneration purposes. The Burlington Parade scheme, all matters considered, has proved the optimally sustainable location for the major share of the Town Centre's capacity for retail, housing and leisure uses over the plan period. A small area either side of the Gypsey Race within Burlington Parade lies within Flood Risk Zone 3, and a slightly larger area – principally the site of the proposed Park – lies within Flood Risk Zone 2. It is possible, nonetheless, to locate the more vulnerable uses – housing and leisure - within the site away from Flood Risk Zone 2, and the policy provisions for Burlington Parade require this. Works proposed to open up the Gypsey Race will increase its carrying capacity, and the landscaping to create the Park will increase the floodplain around it.

1.41 The Marina’s ‘made land’, like the Harbour Top, is also unavoidably within Flood Risk Zone 3.

1.42 The Sustainability Appraisal shows it is not possible to achieve the most sustainable approach to the Town Centre's regeneration without developing the made land for the Marina for the more vulnerable leisure and housing uses proposed. In every other case, the AAP’s allocations avoid development for these uses in Flood Risk Zones.

1.43 In the case of the made land for the Marina, the AAP allocates this land for commercial and housing uses that are classified as 'more vulnerable' to the effects of flood risk by national policy. If development for these uses is to be justified on these sites, national policy requires an Exception Test to be passed as early in the planning process as possible. Because of the costs and complexities of the design work in this case, the Exception Test will be applied formally at the planning application stage in both cases. The Exception Test has three parts, each of which must be satisfied: the development needs to provide wider sustainability benefits that outweigh the harm caused by the flood risk; the development must be on previously developed land (or there must be no suitable alternatives to the land proposed); and a more detailed FRA must show that the development will be safe without increasing flood risk elsewhere and, where possible, will reduce flood risk overall.

1.44 The Council considers it very likely that the Exception Test will be ‘passed’:

- The Marina ‘made land’ is an essential, unsubstitutable, component - on the evidence - of the Regeneration Strategy.
- Hotel development is justified because the use is essential to the competitiveness of Bridlington’s tourism sector (on which Bridlington is heavily dependent); because the made land locations place a hotel close to the Spa, the success of which will ultimately depend on a proximate hotel so that it can develop its entertainment and conference markets (helping to deliver a year round visitor economy for Bridlington); and because the seaside location and quality of the site for a hotel (and its proximity to the Spa) makes it much more likely that Bridlington will be able to attract this much needed investment.
- Housing is justified on this site because of its value, in this location, to achieving the other aims for the Marina – animation, natural surveillance, providing for
housing choice. They take advantage of the setting value of the investment in the Marina; capturing the tourism expenditure related to the Marina investment; and securing a financial return from the development, making it feasible financially for the public sector to invest the substantial sums needed for the Marina. The prospect that Marina users will be able to live near to their sailing berth also makes the Marina a much more marketable development.

- Because the Marina plays a central role in the Regeneration Strategy, the Council concludes that the benefit case for its development in the Flood Zone is made out.
- Burlington Parade develops previously developed land; and there are no reasonable alternatives, capable of delivering the needed regeneration benefits, either to using the Burlington Parade site or to ‘making land’ in conjunction with the Marina to help finance its development.
- The works to the Gypsey Race and the design of the Marina will incorporate substantial flood risk mitigation measures. These measures include: increasing the water carrying capacity of the Harbour; construction of new, flood defences as part of the Marina’s development; and the imposition of flood resistant and resilient construction methods where needed. The Council expects that these measures will reduce overall flood risk in the Town Centre, and the Council will consequently be working closely with the Environmental Agency with the aim of agreeing the re-mapping of the Flood Risk Zones in the AAP area. The Council will commission the additional work required to inform the form and structure of the proposed mitigation measures as part of the work to prepare and support the intended outline planning application for Burlington Parade.

1.45 The policies for Burlington Parade and the Marina make provision for the detailed Flood Risk Assessments and for the formal application of the Exception Test at the point planning consent is sought. Notwithstanding the expectation that the Exception Test will be passed, the policies also prevent development that requires its formal application if it could not be passed.
2 THE VISION AND REGENERATION STRATEGY

Introduction

2.1 This chapter of the AAP sets out the Vision for the AAP area, together with the strategic and enabling objectives which are to be met to achieve the Vision. These objectives provide the framework for the Regeneration Strategy, which is embodied in policy by BridTC1. BridTC2 specifies the development priorities for delivering the strategy.

The Vision

2.2 The AAP’s purpose is to deliver the vision for Bridlington Town Centre:

Bridlington: a great place to live by the seaside. Visitors welcome!

2.3 The vision statement, though brief, has been conceived by Bridlington’s communities. The Vision resonates what Bridlington’s people want: a town centre that plays a big part in making Bridlington the kind of place they have chosen to live above anywhere else, that meets their needs, year round, both for a competitive choice of goods and services and for a choice of jobs that will give everyone who wants to work the chance of a good living. Although Bridlington’s communities place a high value on their visitors and welcome them warmly, they wish to share with them a Town Centre that first of all satisfies the community’s needs and aspirations.

2.4 The Vision also reflects the priorities of East Riding’s Sustainable Community Strategy – safer places, reduced disadvantage, improved quality of life, better prospects for young people and a much greater contribution by Bridlington to the economy of East Riding as a whole.

2.5 If the community were to articulate what is meant by the Vision - therefore what is sought from the delivery of the AAP - it would be this:

By 2021, Bridlington Town Centre will be the undisputed jewel of Yorkshire’s East Coast - the vibrant heart of a growing community that cherishes its special character and the care that is taken to preserve and enhance it, that is loyal to the town’s growing base of dynamic local businesses, and who are happy to welcome others to enjoy their Town Centre and all it has to offer: its own distinctive and rich historic character; the rejuvenated Seafront with its year round vitality; the lively and attractive shopping area with its successful mix of prosperous independent shops and thriving national multiples; its much-loved Spa; its rejuvenated Town Centre Seafront with its year round usability and appeal; the celebrated Gypsey Race Park; and the beautiful new Marina and regenerated Harbour.

Many more people in all stages of life will have moved into the Town Centre to take advantage of the much greater choice of lifestyles. They will be walking to work, to the shops and to their evening entertainment. The Town Centre’s streets will be active and safe in the evening and weekends as well as during the day, with all ages of residents taking part in the life of the Town Centre. Families will have re-colonised the neighbourhoods on the flanks of the commercial core, breathing new, year round
life into the town’s impressive stock of Victorian and Edwardian villas and co-existing happily with attractive B&Bs, guest houses and boutique hotels.

There will be a new and growing community of competitive small businesses, serving local needs and exporting their goods and services to other parts of the UK and abroad. Local businesses will be able to move into the new offices, workspaces and shop units, operate efficiently and grow, creating more wealth and jobs for Bridlington’s communities.

Residents and businesses in Bridlington’s wider catchment will be able to get into the Town Centre easily and comfortably, by a choice of means of transport. Those who choose to drive will be able to park in larger, better located, car parks. Traffic will intrude less in the shopping streets, making them more attractive to use and traders more prosperous as a result. Those who use the trains and buses will have new facilities, convenient to the shops and jobs, that will make public transport an attractive alternative.

Tourists will choose to visit Bridlington in every season, and with more to do and see, will stay longer and spend more. They will be charmed by the history and interest of the historic Harbour and put visiting it and the new Marina near the top of their list. Like the residents who welcome them, visitors will take in performances at the Spa, congregate in the Winter Garden, take a picnic in the Gypsy Race Park and bracing walks along the Seafront.

The Marina will be the East Coast’s sailing destination of choice – well-known for the quality of its facilities and the interest of its shell-fishing activities - but also for the sympathetic restoration and appeal of the historic Harbour and the physical integration of both into the fabric of the Town Centre.

2.6 The Vision:

- Puts the balance of the Strategy on the interests of those who live, work and run businesses in Bridlington. The contraction of the seaside holiday market means that tourism is no longer able to generate enough wealth or employment to sustain a prosperous local economy. Meanwhile, the seasonal activities impinge adversely on the Town Centre’s year round ‘core business’ meeting, competitively, the needs of Bridlington’s and its catchment’s residents and businesses for goods and services;

- Acknowledges that a prosperous future for Bridlington lies principally in taking full advantage of the town’s popularity as a place to live, and sets the primary goal enhancing its ‘greatness’ as a place to live. A great place to live is one that has, and makes easily accessible by a choice of means of transport: enough wealth generating activity to keep local employment levels high and incomes in line with regional averages; a wide choice of housing and lifestyle opportunities; a vibrant, attractive and accessible town centre that meets the needs of residents and businesses for goods and services; and an environment for all these that supports healthy and happy lifestyles for everyone;
• Recognises that the seaside is one of Bridlington’s defining features, and accounts for much of its appeal as a place to live as well as visit. Coupling the seaside with a great place to live stresses the importance of redressing the imbalance between the town’s seasonal activity and the year round interests of Bridlington’s residents and most of its businesses;

• Acknowledges that visitors play an important role in Bridlington’s economy, but a less important one than the town’s core job of meeting the needs and satisfying the aspirations of its resident population and businesses. The reference to ‘welcome’ stresses the importance of ensuring that visitors do indeed feel welcome, and that their needs are catered for and their expectations are met; and

• Acknowledges that the most effective approach to improving Bridlington’s performance as a tourism destination lies in improving its appeal as a ‘great place to live’.

The Regeneration Strategy – Realising the Vision

2.7 The Regeneration Strategy – the means of realising the Vision for the AAP area – has had a long gestation. Its preparation began in 2003 and was done in consultation with local communities, and drew on a substantial evidence base on Bridlington’s economy, its future prospects and the changes needed to improve local prosperity and wellbeing. The main planks of the Strategy were formally adopted by the Council in 2004, were written into its corporate plan and were endorsed by Yorkshire Forward.

2.8 In the same year the Town Team – the ‘bottom-up’ community initiative that is helping to drive Bridlington’s Renaissance – built the Regeneration Strategy for the Town Centre into the Bridlington Town Charter. The Town Charter itself - a design-led vision for the whole of Bridlington - was formally signed in 2005 by the Town Council, most of the then ward councilors and many individuals from the community.

2.9 The process of preparing the AAP also began in 2004 – in recognition of the fact that the major projects proposed by the Regeneration Strategy would need a statutory footing in policy if they were to be deliverable. The AAP process involved consultation with an even wider public testing the strategy’s proposals, inviting ideas for further options, appraising the options to select the best alternatives and refining these through the successive stages of the AAP’s preparation.

2.10 The Vision throughout has remained the same: the transformation of Bridlington’s fortunes as a place to live and invest as well as visit.

The Strategic Objectives to Achieve the Vision

2.11 The second Preferred Options Draft AAP proposed the six strategic objectives set out below for achieving the Vision. These objectives were a direct outcome of the evidence base, the Sustainability Appraisal and the consultations on the Town Centre AAP’s Issues and Options Report and first Preferred Options Draft.
1) **Regenerate the Town Centre to meet the year round needs of Bridlington and its catchment for retail, leisure and other town centre uses, including office space to support the growth of its small business community**

2.12 The Town Centre needs to become much more competitive in attracting spending from within its catchment, by residents and by businesses, on ‘town centre uses’. Of particular importance to a more competitive Town Centre offer is a wide choice of retail goods and leisure services, and a choice of well-specified small offices and office-type workspace to support a dynamic and growing small business community. Town centre uses are defined by national policy to include all of the following:

- retail, leisure, entertainment facilities, and the more intensive sport and recreation use (including cinemas, restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- offices, both commercial and those of public bodies; and
- arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities).

2.13 The vast proportion of the investment needed to provide these town centre uses – in new developments and in activities to occupy them – will come from the private sector. The private sector, developers and businesses, will need to want to invest in the Town Centre. Providing attractive opportunities for the private sector to respond to is the key to achieving this objective.

2.14 Residents of Bridlington and its catchment should be able – and want - to meet most of their shopping, entertainment, cultural, leisure and other customer service needs in the Town Centre. Similarly the businesses located in Bridlington and its catchment should be able – and want - to meet the major share of their service needs from the Town Centre’s businesses – banks, accountants, lawyers, stationers, IT support and so on – in the Town Centre.

2) **Create a Marina which includes and regenerates the Harbour and integrates with the heart of the Town Centre and the Spa**

2.15 Although Bridlington Harbour adjoins the Town Centre and is one of Bridlington’s greatest assets, it is poorly integrated with it. As a consequence this exceptional asset does not work as hard for the appeal and interest of the Town Centre as it could. The Harbour is also tidal, so much of the time only the mud is on show. Many of the properties around the Harbour turn their back on it or are in poor condition, which also drags on the Harbour’s appeal and in turn on the Town Centre as a whole.

2.16 The Harbour, nonetheless, has very considerable potential to aid the Town Centre’s regeneration. In many ways, the Harbour holds the keys; it is an asset rich in heritage and adjoins the Town Centre; developers will take risks on waterfronts they will not elsewhere; and water is Bridlington’s greatest asset. Bridlington is also well placed on Yorkshire’s popular east coast sailing circuit, where the demand for sailing berths significantly exceeds their supply. There is a huge opportunity, through the AAP, to bring these assets and opportunities together and to the advantage of the Town Centre, Trust Port and region.
2.17 The partners – the Council and the Harbour Commissioners and Yorkshire Forward (when they were actively involved) – all recognise this, and are committed to realising the potential to create a Marina and, in doing so, to regenerate the Harbour and integrate it and the Spa firmly into the heart of the Town Centre.

3) Create a good quality, well-designed and varied Town Centre residential offer

2.18 One of Bridlington’s great strengths is the town’s appeal as a place to live. Much of the pressure for new housing development, however, is on the periphery of the town and on greenfield sites, where new development may be less sustainable. Government policy now directs housing development to previously developed land. Town Centre living is an increasingly attractive choice for many types of households, and more choices are needed in Bridlington’s Town Centre to cater for these varied markets. Choices are needed both in newly-built apartments and townhouses, and from the conversion of the central area’s stock of larger houses, both to apartment use and for family occupation. The proximity of the seaside is one of Bridlington’s biggest attractions; increased housing in the AAP area builds on this attraction, giving more people the opportunity to live near the sea.

2.19 There are also several important economic reasons for aiming to increase the population in the AAP area:

- to increase the local customer base for the Town Centre’s shops and other businesses;
- to attract more skilled, qualified and younger people into the local labour market;
- to ensure the whole of the Town Centre is active after shop and office hours, all year round;
- to provide the advantages of natural surveillance in order to improve safety in the Town Centre and reduce the chances of anti-social behaviour; and
- to improve the viability of mixed use development.

4) Make the Town Centre easily accessible and comfortably usable all year round

2.20 The evidence shows that significant improvements are needed in the accessibility of the town generally and the Town Centre particularly. A Park and Ride facility at South Cliff and new traffic direction system is one of the first steps in achieving this objective. Improvements are also needed to the way traffic is directed through the Town Centre and in parking provision, including improvements in the number of parking spaces in locations that are convenient for the shops and the Town Centre’s other services.

2.21 Currently there is parking on almost every shopping street, and loading takes place for many Town Centre businesses during shopping hours. A number of unfortunate consequences follow: a lot of traffic is generated by drivers circulating around the centre in order to find a space in front of the principal shop they propose to visit, adding to congestion in the Town Centre; the safety of the shopping streets is compromised; and the quality of the environment is diminished for shoppers, visitors
and other pedestrians. As a result, many businesses attract fewer customers than they otherwise might, and the competitiveness of the Town Centre as a whole suffers.

2.22 The AAP acknowledges that more and better-located parking is needed in the Town Centre for year round, regular users of the Town Centre, and there needs to be more 'release valves' to handle the seasonal surge.

5) Create a strategic network of new and enhanced public spaces and pedestrian environments in the Town Centre

2.23 The evidence shows that the public realm can play a key role in stimulating regeneration, both through adding to the attractiveness of the Town Centre and people’s willingness to use and through improving the operating efficiencies of town centre businesses. The Town Centre also has problems with the capacity of public spaces, partly because of their concentration on the seafront (which is a demanding environment outside the summer season) and partly because of the competition for space between vehicles and pedestrians on many of the primary shopping streets.

2.24 Realising a new future for Bridlington Town Centre necessitates that the public realm be updated, design quality enhanced and its capacity increased.

6) Raise design standards in the built environment and conserve, recover and enhance the Town Centre’s historic character.

2.25 Too much of the Town Centre’s built fabric is spoiled by poor quality shop fronts, fascia and ill-considered conversions; and too few of the contemporary buildings achieve the quality of design befitting Bridlington’s importance. Thus design standards need to be given greater importance, and a greater emphasis is needed on attracting investment in well-designed contemporary buildings that are sympathetic to the Town Centre’s historic character and will lift the heart.

2.26 Bridlington has a very appealing historic character, and retaining this distinctiveness will play a strategic role in developing the town’s competitiveness. Recovering and protecting this character needs to be elevated to strategic importance – in part through the AAP and in part through the designation in May 2010 of Bridlington Quay Conservation Area (the boundaries of which are shown in the AAP Policies Map).

The Enabling Objectives

2.27 The six strategic objectives are supported by 14 ‘enabling objectives’. The first six of these relate to changes needed in the way land is used and developed in the Town Centre; and the remaining eight to the other kinds of initiatives – marketing, tourism, small business development and local labour market – needed to deliver the Regeneration Strategy’s strategic objectives.

2.28 The 14 enabling objectives, together with the rationale for each, are:

i) Assemble sites to create the size and quality of development opportunity that the private market will respond to and deliver the development sought by the AAP.

One of the key obstacles to the investment needed in Bridlington is the lack of attractive development sites, together with the costs and risks entailed were the private sector to attempt to assemble such sites themselves.
The AAP, therefore, lays the foundation for the public sector to use its powers of compulsory purchase to assemble such sites where needed and justified.

ii) *Create a ‘primary retail circuit’ by siting a second concentration of new retail floorspace – a ‘second anchor’ to extend the existing primary shopping area and relate well to the established ‘anchor’ of the existing primary shopping streets.*

The Town Centre lacks, but needs, this primary retail circuit to concentrate and direct pedestrian flows, and the town centre needs to expand to accommodate the additional floorspace required to capture forecast spending growth in the catchment and raise expenditure retention to competitive levels. The new concentration of retail space also needs to avoid the Seafront area, and shift the focus of retail activity away from it.

iii) *Unite the Spa to the Harbour and heart of the Town Centre core, so that the Spa becomes an integral and functioning part of both.*

The Spa, now refurbished, is a huge asset that needs to work to the advantage of the whole of the Town Centre. The key to this is the Spa’s successful integration with the core of the Town Centre. The £6.7 million Spa Gardens scheme, funded by the Council and Sea Change grant and Yorkshire Forward, is a first step; the Marina, which incorporates and regenerates the existing Harbour, will complete it.

iv) *Open up the Gypsey Race corridor, making use of this historic water course to provide a new park, setting for development and attractive pedestrian and cycle spine linking the railway station to the Harbour Top.*

The Gypsey Race is a hidden and under-exploited asset which ‘naturally’ connects the Coach Park site and railway station to the Harbour. The developments in its vicinity turn their backs onto the Race; and large areas of under- and poorly used land on either side of it drag on the appeal of the Town Centre and impinge adversely on adjoining properties in key parts of the Town Centre.

v) *Plan for and promote a small business workspace scheme in the Town Centre, emulating in the Town Centre the success of the Bessingby Business Centre.*

The lack of well-specified, purpose-built, small business space, including small offices, needs to be addressed. Easy-in, easy-out workspace, coupled with on-site support services (e.g., secretarial, meeting rooms, easy access to high speed wifi/broadband internet support) and supported by business management services has proved a successful formula that needs to be emulated in the Town Centre.

vi) *Plan for and promote new hotel development in the Town Centre, with a priority for hotel accommodation to support the Spa.*

The Spa’s success will ultimately depend on a better quality and wider choice of overnight accommodation in the Town Centre. Of particular importance is
securing a good quality hotel (3 star +) to relate to the Spa. Success will depend in part on offering a good quality site.

vii) Protect and enhance the historic character of the Town Centre and wider AAP area.

One of Bridlington’s assets is its distinctive history and its legacy in the built environment of the AAP area. This character is at risk from insensitive conversions, poor quality shop front fascias (with little coherence in the townscape as a result) and poorly designed new buildings. These all work against the Town Centre’s competitiveness. Distinctive character and design are key aspects of competitiveness, and a key aim of the Regeneration Strategy is to raise standards substantially. The Bridlington Quay Conservation Area designation is a critical first step.

viii) Promote the delivery of a more diverse and higher quality food and drink offer in the Town Centre.

Improvements in the range and quality of the food and drink offer in the Town Centre - in every market segment - would contribute significantly to the competitiveness of the Town Centre, helping to attract more use of the Centre by those who live in the catchment and encourage a wider range of visitors to stay longer and spend more in the centre. An active effort to develop the local food and drink offer is needed through a targeted campaign of business management and technical training, supported by information, marketing and special events.

ix) Improve signage to and within in the town, including to car parks and attractions in the town, to Old Town and to Sewerby.

Some of the traffic congestion in the Town Centre, particularly during the seasonal months, is caused by shortcomings in the signage needed to direct less familiar users to the attractions they are looking for. Improvements to signage have recently been implemented, including diverting traffic headed for the South Shore to alternative routes than through the Town Centre, and others are planned. Further variable message signing for the car parks is also needed, in conjunction with reductions in on-street parking. The first phase of the variable message signing was put in place in spring 2011.

x) Set up a local supplier and employment initiative to capture for local people the jobs created by the delivery of the major town centre schemes promoted by the AAP.

Each of the major development schemes promoted by the AAP presents an opportunity to purchase services from local business and employ local people, from the planning, site preparation and construction phases, through to the employees hired by the businesses which take the new space, supported by appropriate training schemes, to ensure that the supplier opportunities and new jobs created by the development schemes benefit local people.
xi) **Continue to work with Bridlington’s schools and East Riding College to raise skill levels and enhance the qualifications of the local labour market, including in business management.**

Part of the ability of the local labour market to take advantage of, and exploit e.g. through starting new businesses, the opportunities relating to the nature and level of skills within it. Thus it is critical that the partners in the delivery of the AAP’s proposals work regularly with local schools and the College to keep them informed and advise them of the skills needed to support the new developments.

xii) **Actively investigate, and encourage the development of, a strong local water sports market.**

The development of the Marina produces a singular opportunity, alongside initiatives already underway by the Royal Yacht Club and the established seaside activities of the town, significantly to increase the range of water sports in the town. Water sports are a growing sector nationally, and the 2012 Olympics will provide further impetus for Bridlington to capitalise on the national enthusiasm for water sports the Olympics will generate.

xiii) **Mount ‘brand’, image and marketing campaigns for Bridlington.**

These campaigns need to target the non-seasonal higher spending markets within, as well as beyond, the region and the businesses which aim to cater for these markets, for example building on the successes in the Old Town.

Bridlington still has an image as an old-fashioned seaside resort; while this has served it well in the past, its traditional markets are ageing. It needs to attract new markets, while retaining those who are content to return year after year. Those in its prospective, higher spending, markets are travelling more, and as a result becoming more sophisticated in their tastes and more demanding of value for money.

When the market recovers, the marketing work will need to extend to the development opportunities proposed by the AAP.

xiv) **Set up and operate a ‘tourism information marketing campaign’ to provide feedback to the local industry on their performance relative to businesses in other seaside towns.**

It is essential that Bridlington’s shop-keepers, restaurant, café, accommodation and attraction businesses are kept informed on the performance of the local tourism economy, and get the feedback needed to target and improve their services.
BridTC0: The Presumption in Favour of Sustainable Development

2.29 Planning plays a major role in enabling sustainable development, which is the central pillar of the National Planning Policy Framework. This is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Policy BridTC0 outlines that the Council will take a positive approach that reflects the presumption in favour of sustainable development, as set out in the National Planning Policy Framework.

2.30 Where there are no policies relevant to an application, or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise.

BridTC0: The Presumption in Favour of Sustainable Development

When considering development proposals in the AAP area, the Council will take a positive approach that reflects both the presumption in favour of sustainable development in the National Planning Policy Framework and the AAP’s strategy for the town centre’s regeneration set out in BridTC1.

The Council encourages all sustainable development that positively contributes to or has no unacceptable impact on the delivery of the AAP’s strategy. BridTC10 sets out the AAP’s provisions for considering development proposals that the plan has not foreseen or that could have, because of its adverse effects on the deliverability of the AAP’s strategy, significant adverse effects on the sustainable development of the town centre.

The Council will always work proactively with applicants jointly to find solutions which will mean that proposals can be approved wherever possible.

Planning applications that accord with the policies of the AAP will be approved without delay unless material considerations dictate otherwise.

Where there are no policies relevant to an application, either within the AAP or the other parts of the Council’s Local Plan, the Council will grant permission unless:

i. The proposal, in accordance with the provisions of BridTC10, should be refused because:

a) the proposal would have significant adverse effects on the deliverability of Burlington Parade, the Marina or the function of the Primary Retail Circuit; and

b) the benefits of the proposal for the sustainable development of the AAP area, measured by net job generation, net additional expenditure, conservation and/or environmental enhancement, are insufficient to compensate for the harm.

ii. Specific policies in the Council’s Strategy Document or other parts of the Local Plan or the National Planning Policy Framework indicate that development should be restricted.
BridTC1: The Town Centre Regeneration Strategy

2.31 The Town Centre Regeneration Strategy provides for the two major developments that are to capture most of Bridlington’s prospective need for additional retail, leisure, small office floorspace and high density housing over the AAP plan period; these major developments are supported by an Access and Movement Strategy, a Parking Strategy, a formal framework of Strategic Public Realm works and a new strategy for the Town Centre Seafront. These schemes form an integrated package of projects that together tackle key ‘causes’ of the Town Centre’s underperformance, while also taking advantage of its distinctive assets and opportunities.

2.32 The two principal development projects are:

i. **Burlington Parade** – the working name for the new retail, housing and small business space development that is sited to renew and develop the area of the Town Centre that lies between the railway station and the Harbour. Burlington Parade provides for the major share of the additional comparison retail floorspace that is needed in the Town Centre by creating a second ‘retail anchor’ that will extend the established shopping area and be linked to it by the already active shopping street formed by Quay Road/Prospect Street/Manor Street. The remainder of the use mix, in creating a genuine ‘piece of town centre’ includes leisure development, small offices and office-type workspace, and high density housing.

ii. **Bridlington Marina** - which is to be created within and alongside the historic Harbour to the south and linked to the Spa. The Marina and integrated Harbour will provide more efficient operating conditions for the Harbour and much better facilities for its existing users and fishing industry, and cater for 320 sailing berths that will capture unmet demand for leisure boating along the East Yorkshire coast. New development on the Marina will include leisure uses and new housing, both to animate the Marina all year round and ensure that it returns all the benefits for Bridlington and the region sought from the Marina investment.

2.33 These two major development projects are both supported and enabled by the four other principal parts of the Regeneration Strategy:

i. **Strategic Public Realm** - the network of public spaces and pedestrian streets that contributes Bridlington Town Centre’s share of the East Riding’s ‘Green Infrastructure’ – the new term for the multi-functional role played by green spaces and water, man-made and natural, the enhance urban livability, help encourage healthy lifestyles and contribute to reducing carbon emissions and managing the effects of climate change.

ii. **Access and Movement Strategy** - the changes in the management of traffic and parking to ease access to the Town Centre, ease movement around it, reduce congestion, make public transport a more attractive alternative to the car and better manage the seasonal traffic.
iii. **Parking Strategy** – the changes to parking provision, both to increase the provision and improve the location of spaces so that parking meets the needs of shoppers and puts pedestrians first, so that trading conditions are more competitive and shoppers and visitors have a better experience.

iv. **Town Centre Seafront Strategy** – the shift of emphasis in favour of the year-round use of the Town Centre Seafront, the restoration and enhancement of its special historic character and the diversification of its markets so that the needs of residents as well as visitors are met.

2.34 The evidence shows that together, these projects are more likely than any others, either individually or as a mix of schemes, to return the very substantial benefits in enhanced economic competitiveness, new jobs and improved local quality of life for Bridlington that are need – and sought - from the Regeneration Strategy.

2.35 Together, the Burlington Parade, Harbour regeneration and Marina schemes are transformational – enabling Bridlington to compete effectively in its role as a principal town and laying the foundation for an enduring and prosperous future for the town and its communities. The Public Realm Framework and the Access and Movement and the Parking strategies are essential to the delivery of the two major development schemes. They both provide the infrastructure capacity, of the right types and in the right places, to proceed and put in place the conditions needed to ensure that Bridlington’s existing businesses and their customers are the primary beneficiaries of the developments.

2.36 BridTC1 sets out the overarching policy to encourage and guide development within the Bridlington Town Centre AAP area over the period to 2021. It sets out the primary purposes of the Regeneration Strategy and elevates them in policy. Achieving these purposes, in turn, becomes key criteria for guiding and managing development in the AAP area. The overarching principle is that development is encouraged that contributes to delivery of the Regeneration Strategy.

**BridTC1: The Town Centre Regeneration Strategy**

Development is encouraged that contributes to the Town Centre Regeneration Strategy:

a) Regenerating the Town Centre so that it meets, year round, the needs of Bridlington and its catchment for office and small business space and for retail, leisure, entertainment and arts and cultural uses, and contributes to a wider choice of housing, by:

- Securing the comprehensive regeneration of the designated Burlington Parade site to provide:
  - a second comparison goods retail anchor for the Town Centre and extension to the Primary Shopping Area;
  - a mix of new small office, business and shop front space to support a dynamic and growing small business sector; and
  - a choice of new, high density housing serving a range of the Town Centre's markets.

- Renewing the Town Centre Seafront so that it is active and appealing to residents as well as visitors all year round.

b) Diversifying the Town Centre tourism offer to create a higher value, year round market
for Bridlington, by:

- creating a Marina that will capture unmet demand for sailing berths on the East Yorkshire coast and will regenerate the Harbour, integrate it with Burlington Parade, the rest of the Primary Shopping Area and the Town Centre Seafront and relate well to the Spa; and

- attracting a good quality hotel (3 star +) to the Town Centre that, if not located within the Marina, relates well to both as well as to the Spa and Burlington Parade.

c) Expanding the Town Centre population through conversion and new build housing schemes that will:

- increase the provision and choice of good quality, well-designed housing; and

- cater for the needs of families as well as one- and two-person households.

d) Improving the highways, parking, public transport, cycling and pedestrian infrastructure required to make the Town Centre easily accessible and comfortably usable all year round, with appealing, safe and traffic-free environments for pedestrians throughout the Primary Shopping Area.

e) Creating the Strategic Public Realm to meet the Town Centre’s needs for new and enhanced public open spaces and pedestrian environments in the Town Centre to give the centre its missing ‘heart’, encourage and accommodate outdoor activity, realise the full potential of the Town Centre’s natural assets and contribute to biodiversity, the reduction of carbon emissions and the management of climate change.

f) Imposing higher design standards in the built environment.

g) Preserving and enhancing of the historic fabric of the Town Centre.

BridTC2: The Town Centre Regeneration Priorities

2.37 BridTC2 states that the AAP’s regeneration priorities are the principal projects that make up the Regeneration Strategy.

2.38 The concept of development priorities is essential to the deliverability of the Strategy. This is because there is not enough ‘demand’ to support both the projects the AAP supports and other significant development that draws on this same, finite, level of demand. This demand is made up of the following:

- The expenditure from shoppers and the spending from visitors that is needed to support the new retail and leisure floorspace, as well as to improve the trade levels in existing shops and leisure businesses, is limited to the AAP’s target planning quanta. These targets, although based on sound evidence, are already ambitious, and assume Bridlington – with the benefit of the investments planned – will improve its share of catchment spending and do better in its visitor markets (with the greater emphasis on year round activity, aided by the refurbished Spa and the new approach to the Town Centre Seafront as well as to shopping facilities).

- There is a pressing need to stimulate new firm creation and the growth of existing businesses, but the scope for doing so is also finite. Although the evidence shows the planning targets are reasonable, the office and workspace targets are nonetheless ambitious for Bridlington.
The hotel market is particularly difficult. One of the reasons why Bridlington has been unable to attract the new hotel investment (and major refurbishment investment) it needs to become successful in the year round short break markets is the large ‘overhang’ of under-occupied B&B, guest house and hotel space that trades in the overnight, largely seasonal, market. Much of the space is priced well-below the levels that make new hotel investment viable, but the existing (over)supply of similar types and quality of accommodation absorbs the narrow spectrum of the overnight market that Bridlington currently attracts; and because of the nature of this supply, whole segments of the prospective visitor market – including parts of the market who might otherwise visit the Spa – are discouraged from visiting Bridlington for short breaks year round. The consequence is an unfortunate Catch 22 – where the new investment in hotels and other better quality accommodation that is needed is inhibited by the proliferation of existing operators who earn too little to make the needed investment themselves.

2.39 The evidence for the AAP shows that the priority projects have substantial merits over other alternatives for capturing the demand that is likely to exist in each of these Town Centre markets over the AAP plan period. This is because of several considerations:

i. The principal projects tackle long-standing and otherwise intractable causes of under-performance. Unless the limited opportunity for new development is used to ‘correct’ these factors, they will continue to undermine the performance of the Town Centre, and therefore diminish the value of new investment to securing a more prosperous future for the whole of Bridlington. The factors to be tackled include the following (the summary of the evidence base in Appendix 1 explains further):

- the lack of sufficient shops within the primary shopping area that are of the size and configuration needed either to attract the traders who will act as ‘anchors’ for the shopping offer as a whole (generally, multiple retailers in the fashion sector) or to allow existing multiple traders to upgrade their stores and extend the range of their products on offer;
- the difficulty of providing for these shops within the existing footprint of the established primary shopping area;
- the lack of a clear Primary Retail Circuit to direct and concentrate the pedestrian flows, together with the extensive area of the shopping centre with the long secondary shopping streets leading off it, the effect of which has been to dissipate and fracture pedestrian footfall, harming all businesses;
- the adverse effects of the ‘seasonal surge’ on the year round business of the Town Centre, from the effect of the seasonal activity on catchment shoppers to the pressure of this activity on road space and parking;
- the adverse effects on the shopping environment of the mix of cars, parking and pedestrians;
- the extent of under-used and ineffectively used land and property;
the limited areas of public space – particularly away from the seafront – and the lack, as part of this, of a clear ‘heart’ for the Town Centre;

- the poorly integrated Harbour – a major asset, but which largely turns its back on the Town Centre core – and;

- shortcomings in the preservation and enhancement of the built fabric which is distinctive to Bridlington and its heritage, and an intrinsic part of its appeal.

ii. These projects, together, take advantage of what the evidence reveals to be Bridlington’s very particular assets and opportunities – including its Harbour, the unmet demand for sailing berths on the East Coast, the Gypsey Race, the Town Centre’s distinctive built heritage – and therefore work within the bounds of the ‘art of the possible’.

iii. Considerable public resource is committed to unlocking the opportunities presented by Burlington Parade and the Marina. To justify this investment, it is essential that they produce the greatest returns possible in increased employment and wealth generation, and do so sustainably with the greatest benefits for Bridlington’s people and businesses. The evidence is heavily in favour of the priorities.

iv. If the limited demand needed to make the regeneration priorities feasible and commercially attractive is captured by other developments instead, there is a grave risk that the regeneration priorities will not happen. If they do not, there is a risk in turn that the long-standing obstacles to investment in Bridlington will not be removed, its particular assets will not be enhanced and its particular opportunities will not be realised.

v. Developers and occupiers – businesses, households – need certainty. Setting clear priorities, and putting in place the measures needed to deliver them, is one of the most effective means of creating the certainty that investors need that – if they respond to the AAP’s opportunities – they will succeed in achieving the AAP’s objectives.

2.40 The Town Centre AAP, to ensure these priorities are meaningful, includes:

- a sequential approach in favour of Burlington Parade and the Marina for development for the main town centre uses (BridTC9); and

- a development management policy (BridTC10) which sets out the Council’s approach to protecting the delivery of Regeneration Strategy from developments which could, individually or cumulatively if implemented, diminish the investment needed to deliver Burlington Parade and the Marina, or that could otherwise pose a risk to the delivery of any of the priorities of the Regeneration Strategy.

2.41 The Council will ensure that suitable sites within these priority areas will be forthcoming in line with market demand, and undertakes to play its full part in securing the delivery of the access and movement and parking strategies.

2.42 The Access and Movement and Parking strategies are priorities along with the Strategic Public Realm because their delivery is essential both to enabling the
delivery of Burlington Parade and the Marina, and ensuring the whole of the Town Centre will benefit from these major schemes.

<table>
<thead>
<tr>
<th>BridTC2: The Town Centre Regeneration Priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>The regeneration priorities in Bridlington Town Centre over the period to 2021 are the AAP’s proposals for:</td>
</tr>
<tr>
<td>a) the comprehensive development of Burlington Parade;</td>
</tr>
<tr>
<td>b) the Marina and its integration with a regenerated operational Harbour and the Spa;</td>
</tr>
<tr>
<td>c) the Strategic Public Realm;</td>
</tr>
<tr>
<td>d) the Access and Movement Strategy; and</td>
</tr>
<tr>
<td>e) the Parking Strategy.</td>
</tr>
</tbody>
</table>
3 THE STRATEGY’S PRINCIPAL DEVELOPMENTS

Introduction

3.1 This Chapter of the Town Centre AAP sets out the provisions for encouraging development to deliver the principal parts of the Town Centre Regeneration Strategy:

- Burlington Parade, BridTC3
- Bridlington Marina, BridTC4
- Strategic Public Realm, BridTC5
- Town Centre Seafront Strategy, BridTC6.
- Town Centre Access and Movement Strategy, BridTC7
- Town Centre Parking Strategy, BridTC8

3.2 The provisions for managing the delivery of these, and for managing all other development in the AAP area, are set out in Chapter 4 – Development Management Policies.

BridTC3: Burlington Parade

3.3 Burlington Parade is the working name for the major retail, housing, office and workspace development scheme that is proposed for the part of the Town Centre that lies between the western end of the Coach Park site (Parcel 1A in Plan 3.2) and the Harbour.

*The Burlington Parade Comprehensive Redevelopment Area*

3.4 The Town Centre AAP Policies Map shows the site of Burlington Parade; the Policies Map and Plan 3.1 distinguish between the whole of the area covered by BridTC3, and the area within it that is to be comprehensively redeveloped or otherwise regenerated. Development is encouraged within the BridTC3 policy area that contributes to the objectives for Burlington Parade; development within the comprehensive redevelopment area is encouraged where it contributes to the delivery of the Burlington Parade Masterplan shown in Plan 3.2.
3.5 The Council reasons that a comprehensive approach to the designated area is essential for a range of compelling reasons:

i) The whole of the under-used and ineffectively used area needs to be brought into the development scheme in order to resolve the problems which account for the areas under- and ineffective use. At present, the many different ownerships, the small sizes of individual plots, the extent of the under-use and the ‘bad neighbour’ effects of poorly maintained properties that result, make it virtually impossible for these problems to be resolved on a piecemeal basis, or by the market without assistance from the public sector. A comprehensive approach to the whole, supported by the use of public sector resources and land assembly powers, is the only means, on the one hand, of resolving these problems and, on the other, of creating an opportunity instead.

ii) A site needs to be created of a sufficient size and in the configuration that is required to attract to Bridlington the needed anchor retail stores and traders. This site also needs to be well-located to the established shopping area so that it can form an extension to it that will ensure that existing traders are well-placed to benefit. There are only two or three such opportunities within the Burlington Parade site, and only one (Parcel 1C shown in Plan 3.2) is optimal. A comprehensive approach is required to ensure these opportunities are not lost to or confounded by other development.
iii) The comprehensive site needs to be large enough to accommodate the mix and scale of other land uses needed to ensure that the area creates a genuine extension to the Town Centre core, and therefore can be laid out in urban design terms as a genuine 'piece of town centre' that is fully connected to the existing fabric. A comprehensive approach is essential to ensuring that development for these other uses is both planned for and sited to the advantage of the Burlington Parade scheme and the rest of the Town Centre as a whole.

iv) The development of the site needs to be accompanied by the highways, pedestrian, parking and public realm infrastructure that is essential to its successful delivery. The infrastructure is required to ensure the scheme works commercially, is a genuine extension to the fabric of the Town Centre, and creates the conditions required to attract the scale and quality of development investment sought. A comprehensive approach is the only means of providing the mechanisms needed to deliver this infrastructure and ensure the development works to the advantage of the Town Centre as a whole.

v) Developers (and the occupiers they need to attract) will take much greater risks at Burlington Parade and deliver a much larger scale and higher quality of development in each parcel if they are confident the whole of the Burlington Parade area will be regenerated than they will otherwise. A comprehensive approach is essential to the commercial feasibility of the ambitious, and transformational, Burlington Parade scheme.

vi) A comprehensive approach is needed to remove the ‘market failures’ that deter the investment needed to restore Bridlington’s competitiveness and improve local economic, social and environmental well being. A comprehensive approach makes it possible to remove these market failures:

- to prevent ‘cherry-picking’ by piecemeal developers whose aim is to maximise the value of their own schemes, but without regard for the consequences for the rest of the site;
- to prevent ‘free-riding’ by piecemeal developers who stand to gain from the wider development but who would not, if excepted from it, either have to accept the development risks of the major project, or contribute to the costs of its delivery; and
- to remove, and prevent in future, ‘adverse externalities’ – the bad effects on neighbouring development of non-conforming uses or poorly designed schemes - that can arise from a piecemeal approach. Adverse externalities diminish the market’s willingness to take the investment risks needed for transformational change, including through the impact of these ‘bad neighbours’ on the value of adjoining properties.

3.6 The public sector’s proactive involvement in Burlington Parade is essential to securing the needed comprehensive approach. The public sector’s role includes contributing the land it owns within Burlington Parade (including, for example, the Council-owned Coach Park site and Palace Car Park), the Council’s use of its powers to assemble the comprehensive site, and the Council’s and Yorkshire Forward’s
investment (when it was actively involved) to lever the private sector’s investment by, amongst other things, forward-funding essential infrastructure where it is not possible for the private sector to deliver this unaided.

3.7 The public sector’s involvement:

- Creates the needed certainty that the whole of the Burlington Parade scheme, in all its elements, will be deliverable. For this, the public sector needs to control the land so it can create attractive development opportunities for the private sector.

- Ensures the timely delivery of the whole of the Burlington Parade development. Without bringing all of the land needed to deliver the Burlington Parade development into single public ownership, there can be no certainty over the timing of delivery. Without this certainty, the private sector’s risks are vastly increased.

- Provides the public sector with a mechanism, through development agreements when disposing of development opportunities, to lever contributions towards the costs of having forward-funded common infrastructure and public realm, ensuring a fair distribution of these costs.

- Makes it feasible – as well as necessary – to achieve higher standards of environmental sustainability and design quality than would be possible if market forces alone were to be relied upon for the development of Burlington Parade.

3.8 Finally, the need for a comprehensive approach also provides the justification for the public sector’s intervention. The Council can use its powers to acquire land compulsorily where it cannot acquire on fair terms by agreement, and it is able to sell land that it owns or acquires at ‘market value’. Public sector financial investment is justified where there are market failures which explain why land has not come forward for development, and where it can demonstrate good value for money. All of this is only possible with a comprehensive approach to the redevelopment area within Burlington Parade.

The Objectives for Burlington Parade and its Defining Features

3.9 The Burlington Parade development has the nine objectives described below, which also define its key features. These are inter-dependent and mutually reinforcing: they work together, both making the development feasible and putting in place the conditions that will lead, with the Marina, to the regeneration of the Town Centre as a whole.

3.10 The nine objectives set for Burlington Parade are as follows:

i) The delivery of the major share of forecast demand in the Town Centre over the period to 2021 for retail and leisure floorspace, for a good quality hotel (3 star +), for small office space, and for high quality, high density, townhouse and apartment housing;

ii) The siting of the mix of land uses, public spaces, pedestrian walks, cycle ways, parking and highways that make up Burlington Parade so as to:
create a genuine extension of the Town Centre in ways that satisfy good urban design principles for creating an extension to the Town Centre core;

fill key gaps in the Town Centre’s retail, leisure, small business infrastructure and housing offer, thereby enhancing the capability of the Town Centre to drive the local economy;

provide a second retail anchor (second to the established primary shopping streets), focused on the fashion and household goods sectors, absorbing the major share of the forecast capacity for retail development in the Town Centre over the AAP plan period;

create the needed but missing Primary Retail Circuit;

make up for the shortcomings in the number and convenience of car parking spaces to serve the Town Centre;

bring into beneficial use the large area of under-used and ineffectively used land and property between Hilderthorpe Road and Quay Road/Prospect Street/Manor Street; and

take advantage of the Gypsey Race to create a unifying spine and waterside environment for the development to add to the Town Centre’s ‘Green Infrastructure’ adding at the same time to the additional, capacity needed in the public realm and to increase the flood carrying space of the Race and the land around it.

iii) The delivery of the new bus-coach pick-up and drop-off facility, located to improve integration with the rail station and with improvements for passengers, to encourage more use of public transport.

iv) The delivery of the new and remodeled access routes need to improve traffic flows through the Town Centre.

v) The delivery of the public short stay car parking required both to meet the public parking needs of the Burlington Parade development and improve the quality, convenience and number of spaces serving the established primary shopping area.

vi) The delivery of these parts of the Strategic Public Realm:

- the Station Plaza and new gateway to the Town Centre;
- Gypsey Race Park, together with the avenue, cycle route and walk along its length through the centre of the site;
- Burlington Pavement – the section of the Primary Retail Circuit that runs along Quay Road/Prospect Street/Manor Street and connects the new, second, anchor with the established primary shopping streets;
- the pedestrian route and vista from Hilderthorpe Road across the ‘Gypsey valley’ to Christ Church and the new Cenotaph Gardens;
- the new Town Square at Bridge Street / Queen Street; and
vii) The provision of the means of shifting the Primary Retail Area away from the Town Centre Seafront, resolving one of the causes of the underperformance of the Town Centre.

viii) The delivery of a range of sustainability measures – low carbon development, energy generation and consumption, sustainable management of flood risk, waste and water, the provision of green infrastructure, a healthy living and working environment; the protection and enrichment of existing, and the creation of new biodiversity and inducements, in the location and specification of development and the provision of the public realm and related infrastructure, to cycle, walk and use public transport in preference to the private car.

ix) Protect and enhance the heritage interest of the parts of Burlington Parade that lie within the Bridlington Quay Conservation area.

**The Masterplan Use Mix and Quanta for Burlington Parade**

3.11 The Masterplan demonstrates the capacity of the Burlington Parade site to accommodate, adopting best practice standards of urban design, the following mix and scale of development:

- up to about 8,200 sq m gross floor area of retail floorspace in a supermarket format in line with the Masterplan, both replacing the floorspace lost to the redevelopment of the existing supermarket and accommodating the forecast requirement for a net gain in convenience goods floorspace over the period to 2016, plus a share of Bridlington's capacity for further comparison goods floorspace;

- up to about 20,000 sq m gross floor area of new and replacement comparison floorspace (including an allowance for the supermarket), with c 14,000 sq m gross in a concentration of unit shops, sited in line with the Masterplan to provide a second retail anchor of units of a size and configuration capable of attracting multiple retailers, particularly in the fashion and household sectors;

- the remainder of the comparison goods retail floorspace, after the allowances for the supermarket and unit shop developments, sited to animate and provide natural surveillance for the Station Plaza, Gypsey Race and the new Town Square;

- about 5,000sq m gross of new and replacement leisure floorspace, including cafés, bars and restaurants, sited in line with the Masterplan, including to help animate the Station Plaza and Gypsey Race Park;

- a minimum of 2,300 sq m of offices and office type workspace in a range of tenures, including purchase and ‘easy in, easy out’ terms targeted on new small businesses constructed and operated to meet BREEAM very good standards; and

- housing units in a high density mix of well-designed and specified town houses and apartments, with all schemes achieving silver on the Building for Life criteria and, where the public sector disposes its own land for development, a target of
achieving at least one rank higher on the Code for Sustainable Homes than is required by currently applicable standard set by Building Regulations and at least 10% meeting Lifetime Homes standards.

**The Burlington Parade Masterplan**

3.12 Plan 3.2 shows the Masterplan for Burlington Parade. The AAP, through the provisions of BridTC3, fixes elements of the Masterplan and shows these in the AAP Policies Map.

**Plan 3.2 Burlington Parade Masterplan**

3.13 The framework of the Masterplan is fixed by its principal parts: the railway station, new gateway plaza with the entrances to the new second anchor and redeveloped supermarket; the siting and configuration of the second retail anchor, with its bus and coach interchange and car park; the structuring feature of the re-opened Gypsey Race, literally or apparently, and the Park along its length; the rearrangement of the access routes; and the public car parks.

3.14 Within the other parcels, the mix and layout will be commercially driven, subject to delivering the target quanta and achieving the development objectives for Burlington Parade.

3.15 The Masterplan’s features are:
i) Layout of land uses:

- Parcel 1A: redeveloped supermarket up to about 8,200 sq m gross floor area, with small units at ground level onto the Station Plaza to help animate the space and an appropriate façade at ground level onto Hilderthorpe Road;

- Parcel 1C: a second retail anchor comprising unit shops totaling about 14,000 sq m gross floor area, plus residential and c 2,300 sq m of small office and/or workspace uses to animate the public spaces and provide development frontages to Hilderthorpe Road and Springfield Avenue;

- Parcel 2A: mixed residential and commercial development, with a priority for development overlooking Gypsey Race Park and providing a development edge onto Hilderthorpe Road;

- Parcel 2B: mixed residential and commercial development, with a priority for development overlooking Gypsey Race Park;

- Parcel 3A: mixed residential and commercial development, with scope for a major space using retail unit, with a priority for development overlooking Gypsey Race and a development edge onto Hilderthorpe Road and Bridge Street;

- Parcel 3B: mixed residential and commercial development to provide ‘cladding’ to the Beck Hill multi-storey car park and, to the south of the car park, onto Gypsey Race near to Bridge Street.

ii) Public spaces:

- Station Plaza (Parcel 1B) to become a new high quality gateway into the Town Centre, with active uses along its perimeter;

- Gypsey Race spine, extending from a pocket park at the west end of the Coach Park site (Parcel 1A) and along the Hilderthorpe Road edge to Springfield Avenue (Parcel 1C) and through Parcels 2 and 3 towards the Harbour;

- Gypsey Race Park (between Parcels 2A and 2B);

- Burlington Pavement widening (widening of the pavement along Quay Road/Prospect Street/Manor Street).

iii) Sustainable transport provision:

- Bridlington railway station, with its new Plaza and gateway into the Town Centre, and a rail / bus / coach interchange along Station Approach;

- cycle lane along Burlington Pavement (along Quay Road/Prospect Street/Manor Street), Springfield Avenue and Beck Hill, and along Hilderthorpe Road (part) and the Gypsey Race spine and Park.

iv) Public parking:
Parcel 1A: up to 700 spaces at grade under the redeveloped supermarket, or on its roof;

Parcel 1C: not less than 350 spaces in a multi-storey car park serving the new retail anchor, with a residential and commercial ‘cladding’;

Parcel 1B: c 47 spaces dedicated to the railway, sited along Station Approach, the Plaza and along the south side of the railway station;

Parcel 2B: Palace Car Park multi-storey, c 260 spaces;

Parcel 3B: Beck Hill Car Park multi-storey, not less than 80 spaces (more if deliverable and consistent with the proposals for Beck Hill and high quality urban design objectives), with a residential and commercial ‘cladding’ or other means of ensuring a high quality environment for the Gypsey Race Park and natural surveillance.

v) Highways:

- extension of Station Approach through to Hilderthorpe Road as a two way road, with access from Quay Road restricted to users of the railway station, the development’s car parks and buses/taxis;
- Springfield Avenue is down-graded, with high quality pedestrian crossings on the Primary Retail Circuit and the alignment with Gypsey Race;
- the widening of Hilderthorpe Road between Station Road and Bridge Street;
- upgrading and realignment of Beck Hill as the principal south-north highways route across the Burlington Parade site, constructed to provide a bridge over the Gypsey Race and a good quality environment beneath it for the Gypsey Race Park; and
- improvements to Bridge Street with a bridge over the Gypsey Race, with a good quality environment for the Gypsey Race Park.

vi) Service roads, with access times for commercial vehicles restricted to ensure a good quality pedestrian, trading and living environment:

- from Hilderthorpe Road into parcel 1A for service vehicles and public car park;
- from Springfield Avenue to Parcel 1C, 2B and 2A (including to the new retail and Palace multi-storey car parks and the existing uses on Quay Road); and
- from Beck Hill to the new Palace and Beck Hill multi-storey car parks, new development on Hilderthorpe in Parcel 3A and the existing uses on Prospect Street and Manor Street in Parcel 3B.

3.16 The design guidelines for the delivery of the Masterplan are set out in the Town Centre and Marina SPD.
**Flood Risk**

3.17 A detailed Flood Risk Assessment will be required for all developments within the Flood Risk Zones in Burlington Parade at planning application stage; the Council expects to carry this out for the whole of comprehensive development area as part of its work to prepare the Masterplan for delivery. Chapter 1, paragraphs 1.39-1.45 explain the AAP’s Sequential Approach to site allocation as required by national planning policy on flood risk, and the conclusion reached in favour of the Burlington Parade site. Parts of Burlington Parade lie within Flood Risk Zone 2.

3.18 The detailed Flood Risk Assessments (FRAs) to be undertaken for the Burlington Parade (BridTC3) and the Marina (BridTC4) developments will take into account the mitigation measures the Council proposes, both in the engineering of the Gypsey Race required to manage the water flow and in the design of the Marina and Harbour works. Once sufficient design work has been done on these mitigation measures, the Council will formally revisit the scope of the Strategic Flood Risk Assessment for this part of the Town Centre to take into account the beneficial effects of these measures in line with the provisions of national flood risk policy. The detailed FRA for Burlington Parade and the Marina will also set the requirements for the heights of the finished floor levels of buildings, the means of escape and any flood resilience or ‘proofing’ measures that might be required.

**Renewable Energy Generation and Waste and Water Management**

3.19 All development within Burlington Parade will need to achieve high standards of environmental sustainability. The evidence for Burlington Parade, given the scale and mix of development, shows that it is feasible to make provision for on-site energy generation for up to 30% of the site's needs, subject to cost, and states that the prospects for heat capture should be considered in determining the preferred approach. The Council will, therefore, require innovative approaches to realising this opportunity.

3.20 The Council will also require sustainable approaches to water and waste management.

3.21 The Gypsey Race Park provides significant opportunities for enhancing biodiversity and for water management, and the Council will again require an innovative approach to maximising the opportunities the proposals present.

**Building for Life and Lifetime Homes Standards**

3.22 The Code for Sustainable Homes, BREEAM and other sustainability standards set by the Council for the whole of the East Riding will apply to Burlington Parade.

3.23 The exception is that, where the Council either owns and controls the land or proposes to do so, higher standards, in advance of Building Regulations and district-wide standards, will apply to development within the Burlington Parade comprehensive development area.

3.24 The Council will require all housing within the Burlington Parade comprehensive development site, regardless of district-wide standards, or of the size of the scheme,
the number of units or the location of the scheme within the site, to achieve a silver standard on the Building for Life criteria. Where the Council owns the land, it will dispose opportunities at values which take into account the added costs of achieving these higher standards.

3.25 The Council will also require, as appropriate, S106 obligations in line with the provisions of the AAP for contributions to the Strategic Public Realm (BridTC20.2-20.5) and the Council’s other Development Plan Documents.

3.26 In every case, the Council will take the effect of the added costs imposed by these requirements on the viability of development proposals, as explained in full in Chapter 5 of the AAP.

**Public Parking Provision within Burlington Parade**

3.27 The Burlington Parade site will meet, on site, the public short-stay parking requirements generated by the Regeneration Strategy as follows:

i) the parking requirements generated by the new developments to standards that are in line with the maximum standards set by the Local Plan Strategy Document;

ii) replacement parking lost through redevelopment within the site (affecting the Coach Park, Palace Car Park and the two Beck Hill car parks);

iii) replacement parking lost through the removal of on-street parking in the established primary shopping area; and

iv) make up shortcomings in the number and convenience of short-stay spaces serving the Town Centre, including shopmobility services.

**Wireless and Cabled Broadband Services**

3.28 The whole of the Burlington Parade scheme will include provision for top quality, high speed, access to the internet. The expectation is that this will be commercially provided in the normal way, although the Council will step in if necessary to ensure its aims for high quality IT infrastructure are met.

**The Delivery of Burlington Parade**

3.29 The delivery of Burlington Parade will be led and enabled by East Riding of Yorkshire Council. Chapter 5 sets out the details of and timetable for the delivery strategy for the development, including the measures for ensuring that local communities and businesses are the principal beneficiaries of the development.

**BridTC3: Burlington Parade**

Burlington Parade is, with the Marina, the centrepiece of the Town Centre Regeneration Strategy. The comprehensive development of Burlington Parade will make use of poorly- and under-used land and property both to remove long-standing obstacles to the Town Centre’s competitiveness and to deliver, in phased packages of commercially attractive development opportunities, an exemplar of high quality, sustainable and distinctive town centre regeneration.

Burlington Parade gives the Town Centre a high quality gateway and public plaza; an iconic public park along the ‘opened up’ Gypsey Race; a new retail anchor for a much more competitive Primary Shopping Area; and a new heart for the Town Centre at the entrance to
a regenerated Harbour.

Burlington Parade will accommodate the major share of the new development for the main town centre uses required to meet the Town’s needs over the plan period – efficient, purpose-built, small offices and workspace, new leisure spaces, the possibility of a hotel well-linked to the Spa, community facilities and more, and a wide range, of lifestyle choices – making Bridlington a more effective place to set up and grow flourishing small businesses and a more appealing place to live, as well as to visit, all year round.

1. Development is encouraged that will contribute to the delivery of the objectives and Masterplan for Burlington Parade.

2. Development will deliver:
   a) A concentration of unit comparison goods shops totalling about 14,000 sq m gross to create a second retail anchor on Parcel 1C of the Masterplan and along the Primary Retail Circuit and with a principal entrance onto the new Station Plaza, together with - as part of the use mix - a bus / coach interchange along Station Approach, a small office or workspace scheme, and decked short-stay public parking of about 350 spaces to meet the development’s requirements and serve the Town Centre as a whole;
   b) A new supermarket of not more than 8,200 sq m gross floor area, plus an associated car park of up to 700 spaces, on Parcel 1A of the Masterplan. The site is to be laid out so that the supermarket is well-related to, and provides a fit setting for, the listed Railway Station building with a principal pedestrian access from the Station Plaza and with well designed street edges along Parcel 1C and Hilderthorpe Road;
   c) A new Station Plaza and high quality gateway into the Town Centre on Parcel 1B of the Masterplan, together with acceptable replacement provisions for railway parking, taxis and pick-up and drop-off;
   d) A mix of housing, small office, leisure and other commercial development, on Parcels 2A-B and 3A-B of the Masterplan, up to the target quanta for retail, leisure, small office, workspace and housing within Burlington Parade as a whole. Development will be laid out to provide high quality frontages to the roads and to overlook, provide natural surveillance for and, where appropriate, animate the Gypsey Race Park and spine along both sides of and the whole of its length in line with the Burlington Parade Masterplan. Parcels 3A-B lie within the Bridlington Quay Conservation Area, requiring additionally that developments protect and enhance the heritage interest of this part of the Conservation Area and elements that contribute to its significance, including the listed buildings on the eastern boundary of Parcel 3B. Provision for private car parking for these parcels should be made on site or nearby to permit the continued operation of the Trust Port.

3. All development is required to achieve high standards of environmental sustainability:
   a) All housing development should achieve ‘silver’ on the Building for Life standards or equivalent up to date standard.
   b) Where the public sector owns, acquires and disposes land for development, it will require the developers of that land to achieve higher levels of sustainability than the district-wide standards on the Code for Sustainable Homes and BREEAM.
   c) Sustainable approaches to energy needs are required, with at least 30% of energy needs to be met from renewable sources generated on site where practicable, subject to the financial viability of schemes.
   d) Sustainable approaches to waste and water management are required.

4. A Sequential Approach is required to locate development away from the Flood Zones wherever possible.

5. Any development proposed within a Flood Zone must carry out a detailed Flood Risk Assessment and comply with its recommendations.

6. Infrastructure to support and enable the delivery of Burlington Parade, and ensure that the
development will benefit the Town Centre as a whole, will include:

a) Gypsey Race Park, from Station Road through to the Harbour Top, in line with the Masterplan;

b) The redevelopment of Palace Car Park to include about 260 short-stay car parking spaces to serve the whole of the Town Centre;

c) The creation of a decked Beck Hill car park to replace and add to the provision of the two existing car parks at Beck Hill, to provide at least 80 spaces;

d) The widening of Hilderthorpe Road;

e) The upgrading and realignment of Beck Hill to provide the principal north-south access across Burlington Parade, and access to the service roads for the Palace Hill and Beck Hill car parks.

7. Development is required to achieve the high standards of urban design and architecture.

8. Development within Burlington Parade will be required to contribute appropriately to the costs of the common infrastructure and Strategic Public Realm.

9. All development should conform to the design guidance set out in the Town Centre and Marina SPD.

BridTC4: The Marina

3.30 The Marina holds the key to the transformation of the Town Centre and Bridlington’s long term prosperity. The Marina project makes it feasible to deliver Burlington Parade; to regenerate the Harbour, improve facilities for its users and return it as a key heritage asset that is an integral part of the Town Centre offer; and to attract to Bridlington, in a facility of regional importance, a wholly new and high-spending sector of the tourism market. It is no less than the means of making Bridlington once again the jewel of the East Yorkshire coast.

3.31 The commitment by the Council, Yorkshire Forward and the Bridlington Harbour Commissioners to realise the town’s ambitions for a Marina is a very substantial one, and a significant endorsement of the will of Bridlington’s communities. Significant sums of public money are entailed in the capital costs of the project, in financing the costs of the many studies to establish the technical feasibility and prepare the works for delivery, and in financing the needed Transport & Works Act and Harbour Revision Orders. It is difficult to over-state the scale, complexity and demands - on all of the partners - of the work entailed to create the Marina. There are huge commitments in the sheer time, as well as the resources, required of each of the partners. All of the evidence, nonetheless, shows that the Marina is worth the effort and costs in every respect. The whole town, as well as the region, stands to benefit, as does the Trust Port and the long term interests of the users it serves.

3.32 The evidence in support of the Marina, which has also informed the provisions for its size, layout and other features, includes:

- A study by PLB Consulting Ltd that concludes that there is prospective demand for 320 leisure berths in Bridlington and provides guidelines for the extent of the water-side and land-side areas needed to support the
water and land based operations. The partners also require a small area of ‘made land’ (reclaimed land created inside the marina structure) for commercial development, both to tie the Spa physically to the Marina and to provide a source of finance to contribute to the Marina’s very substantial costs.

- Studies by HR Wallingford of the hydrodynamic effects of a marina, which has allowed decisions on its footprint and layout to minimise the risk of adverse environmental effects.
- A business plan study that allows the partners to make minor refinements in the details of the proposals to ensure costs are minimised, including to the environment, and income is optimised to the advantage of the long-term stability of the Marina and the Trust Port.

The Objectives and Defining Features of the Marina

3.33 The objectives set for the development of the Marina are:

- the protection, enhancement or replacement as appropriate of the operational facilities of the Harbour in line with the Trust Port’s statutory duties to allow for the construction of the Marina and the works needed, with these changes, to meet the needs of the Trust Port’s users;
- the provision of some 320 berths for sailing and other leisure craft in two newly impounded water areas;
- the provision, on existing and reclaimed land, of the additional ancillary facilities required to support the efficient and competitive operation of the Marina as well as the Harbour;
- the provision, on reclaimed land south of the listed pier, of commercial development and about 200 housing units to animate the area around the Marina and ‘hold’ the water spaces, limiting commercial and housing development to that needed to meet good urban design standards, consistent with the aim of supporting the regeneration of the existing Town Centre core and delivering Burlington Parade;
- the design and construction of the Marina so as to protect the listed piers in line with the provisions of PPS5 and other current government guidance, including attention to their setting and where technically possible enhancing their interest with appropriate interpretive material;
- the protection of the aspect over the seafront from and to the Spa;
- the provision of public access to the Harbour and Marina consistent with safety and the security of the Harbour and Marina operations;
- the avoidance of significant adverse effects on protected habitat and biodiversity, including appropriate mitigation and replacement of lost wader habitats;
• the highest quality of design in the built environment, including design which is sympathetic to the historic townscape character of the Harbour, in line with the design guidance set out in the Town Centre and Marina SPD; and

• high standards of environmental sustainability in all aspects of the Marina’s design, construction and operation, in line with the provisions of the AAP.

**The Marina Masterplan**

3.34 Plan 3.3 shows the Masterplan for Bridlington Marina: the footprint, the configuration and layout of the operational uses and the arrangements for access and public parking.

**Plan 3.3 The Bridlington Marina Masterplan**

3.35 The principal features of the Marina, and the changes to the Harbour to make way for Burlington Parade and the Marina, are as follows:

i) The regeneration, conservation and enhancement of the historic harbour;

ii) Two ‘arms’ are constructed to create the Marina footprint:

   o an extension to the listed North Pier, which, save for this connection, will not be touched by the works to create the Marina;

   o a wholly new south ‘arm’ constructed to the south of the listed South Pier, which will not connect with the South Pier.

iii) The Marina, with the Harbour, contains two areas of newly impounded water nearest to the Town Centre to accommodate the circa 320 proposed new leisure pontoons and maintain water levels:

   o within the existing Harbour, a lock is proposed adjacent to the existing Crane Wharf Jetties, which will keep water levels to around half-tide levels, with sheltered tidal access retained outside the lock as shown in Plan 3.3. The locked area is proposed for some 220 to 270 pontoon moorings; and
o within the newly created sheltered area of water to the south of South Pier, it is proposed to create an impounded area for some 50 to 100 pontoon moorings maintaining water levels at around half-tide level. Sheltered, tidal access is created for the rest of the area.

iv) Tidal areas will be provided in:

- the eastern end of the existing Harbour, where a new jetty will be constructed for the pleasure boating activity (the boats that offer tours of the coast near to Bridlington); and
- the new Harbour to the south of the existing South Pier, which will accommodate both the relocated fishing fleet fishing and mud berths, where the existing mud berth users will be relocated.

v) New land will be reclaimed to the north and south of the listed South Pier:

- within the existing Harbour (western end), the reclaimed land is needed to support the Harbour and Marina operations and leisure functions; and
- within the newly constructed area to the south of the Harbour and listed South Pier, the reclaimed land will provide further operational land as well as development land to provide about 200 residential units together with retail and leisure development (including a hotel) to animate the public spaces, provide natural surveillance for the Marina, provide linkages with the Spa, help finance the Marina and, in urban design terms, to ‘hold’ the water space. All dwellings should achieve silver standard on the Building for Life criteria, or equivalent.

**The Trust Port’s Operations and Users**

3.36 The Council undertakes to ensure that the works to the Harbour and to create the Marina will not compromise the ability of the Harbour Commissioners, operationally or financially, to satisfy their obligations to the Trust Port.

**Flamborough Head and Bempton Cliffs SPA and Flamborough Head SAC**

3.37 The Marina proposals will require, at planning application stage, a full Appropriate Assessment under Conservation of Habitats & Species Regulations 2010 (Statutory Instrument 2010 No 4901) The Stage 1 assessment has concluded there is the potential for significant adverse effects on the protected features of Flamborough Head and Bempton Cliff Special Protection Areas (SPAs) and the marine elements of the Flamborough Head Special Area of Conservation (SAC). The risk of these arise from the construction of the Marina because of the dredging works and the disposal of the dredging, and from the additional boat activity. Both effects are capable of mitigation to avoid the risk of harm. If the Marina is to secure planning consent it will need to put in place the measures required to ensure that this risk is eliminated.

3.38 The development of the Marina will be in conformity with the provisions of the AAP only where it can be demonstrated that the adverse effects on the integrity of the Flamborough Head and Bempton Cliffs SPA and Flamborough Head SAC will be avoided. Proposals will be subject to:
• an appropriate Sediment Transport Assessment to ensure no physical damage or loss to the European site and its qualifying features, including suitable sediment design measures to control sediment to and from the Marina;

• a contamination report including measures to deal with contaminated sediments within the Harbour during construction phase;

• assessment and modelling of potential dredging requirements within the Marina; and

• details of suitable measures to ensure no negative effect on important bird species as a result of commercial vessels or motorised boats which may include the implementation of restricted zones for certain leisure activities.

3.39 The suitable measures will be:

• a robust survey programme to be undertaken at project stage to identify existing use of the bay and areas potentially affected by the marina proposal by birds from the Flamborough Head and Bempton Cliffs SPA, together with appropriate mitigation measures; and

• a disturbance study to establish a baseline to be undertaken at planning application stage, to identify and monitor disturbance impacts and establish the sensitivity of SPA birds to disturbance from increased boat traffic arising from the development of the marina and identify appropriate mitigation measures.

Figure 3.1 Extent of the SPA and SAC
3.40 The studies undertaken to date and the conclusions reached on other aspects of the prospective environmental effects of the Marina are:

- the land take of the area of beach is kept to the minimum. The losses in form of the recreational value of the small stretch of beach is more than compensated by the creation of the Marina and the other proposals of the AAP (including for the Town Centre Seafront and the Strategic Public Realm);

- the mud flats within the Harbour, given the heavy levels of usage, are very unlikely to support important bird roosting or habitat for wading birds or benthic species (and the mud flats in any case are not protected by any formal designation). Nonetheless the Council and Yorkshire Forward will commission the needed surveys and will respond to recommendations to protect any interest features found;

- the hydrodynamic effects of introducing the extension to the north pier and the new southern arm are minimised by the proposed layout of the Marina;

- the proposals for the listed North Pier retain the structures and their setting;

- the proposals for creating the new southern arm are designed to keep the majority of the listed South Pier. The Council will agree a detailed treatment with English Heritage for enhancing and interpreting this valuable asset;

- the scale of the land reclamation is the minimum needed to support the functions of the Marina and make a modest contribution to offsetting capital and ongoing revenue costs. Indeed, the development impact of the Marina is designed specifically to benefit the regeneration of the established Town Centre, both within the Burlington Parade scheme and the established Town Centre core;

- the regeneration of the Harbour area and its much stronger integration with the Town Centre recovers a valuable heritage asset for Bridlington, and gives this historic asset sources of income generation that will support it long into the future.

**Flood Risk**

3.41 The flood risk map for the AAP area is illustrated in Chapter 4, at Plan 4.2. The plan shows that parts of the Harbour and site of the proposed Marina lie within Flood Zone 3 because of the risk of flooding from the sea. The Marina will require, therefore, a full Flood Risk Assessment at planning application stage, and its findings and the recommendations for protection, mitigation and resilience will have to be incorporated in the final design proposals for which planning consent it sought.

3.42 The Council acknowledges that the Marina will need to incorporate sea defences to the Environment Agency’s required standards, and that development on existing and reclaimed land within the Marina and Harbour will need to be designed to reduce the risk of damage from flooding. The AAP’s Sequential Approach and the application of the Exception Test to the development of ‘more vulnerable uses’ - hotel, housing and vulnerable leisure uses - on the Marina’s made land are explained in Chapter 1, paragraphs 1.39 to 1.45. The formal application of the Exception Test is required at planning application stage and will be informed by a detailed Flood Risk Assessment.
The scope of the Strategic Flood Risk Assessment for this part of the Town Centre will be extended and the mapping formally revisited when the detailed design work permits.

**Bridlington Quay Conservation Area and the Listed South and North Piers**

3.43 The Harbour lies within the Bridlington Quay Conservation Area, and the north and south piers, including the slipway that forms part of it, are listed buildings. It is a key objective to design the Marina (and the Harbour Top development) to protect the listed structures and enhance the character of the Conservation Area, while also achieving the very substantial benefits to Bridlington’s communities and economy the Marina will deliver. The NPPF sets specific criteria to be met where development will harm the significance of a designated heritage asset. The Council has applied these tests and considers them to be met. Although the Council, in working up detailed design of the Marina with the Harbour Commissioners, will test all options so as to ensure that harm to the listed structures is avoided if it can be and is minimised if not. The evidence base for the AAP shows that the scale and value of the public benefits to be generated by the Harbour’s regeneration and the development of the Marina and Harbour could not otherwise be achieved for Bridlington and the wider sub-region it serves as a Principal Town.

**Access and Parking for the Marina**

3.44 Road access to the Marina will be from South Cliff Road, with the road line carefully aligned to minimise the interface of pedestrian movement and operational activity and to ensure that highways severance (and visual intrusion) does not despoil the appeal of the water activity for businesses, visitors or residents.

3.45 Parking will be in undercroft and well-designed deck structures, with surface parking kept to the minimum.

3.46 Vehicular access to the marina and fishing facilities will be gained via two principal access points. One located in the North-West corner of the site and one centrally adjacent to the existing South Pier.

3.47 Pedestrian access will be available alongside the vehicular access points as well as from the South Promenade, the Gypsey Race and at various points along the northern frontage. Pedestrian access will also be provided around the perimeter of the marina.

**Commercial and Housing Development**

3.48 The ‘made land’ to the south of the present South Pier will be limited (subject to the exceptions test) to commercial and residential development that is complementary to that in the Burlington Parade and the rest of the Town Centre. An hotel may be part of the development mix on the Marina’s made land; other retail and leisure development will be ancillary. The principal use is likely to be housing.

3.49 Although one of the drivers of the need for development is the financial value to the Marina’s capital account, it is also the case that the development will make a valuable
contribution to the appeal of the Marina – offering natural surveillance and animation that otherwise would be missing in a large part of the Marina.

BridTC4: Bridlington Marina

Bridlington Marina is to capture unmet demand for sailing berths, enabling Bridlington to make use its exceptional setting and assets to become once again the jewel of the East Yorkshire coast. The Marina - distinctive, heritage-rich, beautifully designed and sensitively executed – will become the region’s focus for sailing, leisure boating and the fishing industry.

The Marina will breathe new life into the historic Harbour, giving this valuable heritage asset a long-term, more prosperous future at the heart of the Town Centre’s activities, and providing it with a rich resource for stimulating new wealth and job generating investment in Bridlington, attracting new and higher spending visitor markets and bringing new residents into the Town Centre.

Development of the Marina will respect and enhance the Harbour’s heritage value as part of the Bridlington Quay Conservation Area and conserve those elements which contribute to the significance of the listed piers and their roots. The arrangement of land-based uses will ensure the efficient operation of the Marina and Harbour while also optimising its interest, appeal and usability for visitors and on-site residents.

1. Development is encouraged that will create a Marina for 320 berths in impounded water, incorporating the Harbour and within the footprint shown in the Town Centre AAP Policies Map, subject to satisfactory provisions, in line with Marina Masterplan, for:

   a. the operational uses, on land and in water, needed to deliver the statutory purposes of the Trust Port and meet the needs of the Harbour’s users;
   b. the regeneration of the historic Harbour in line with the provisions for Burlington Parade and the Town Centre Seafront;
   c. the creation and development of the made land needed to provide for commercial and housing development to help finance and animate the Marina and integrate it with the Spa;
   d. mitigation of the significant environmental effects of the Marina and Harbour regeneration;
   e. conserve those elements which contribute to the significance of the listed north and south piers and the part of the Quay Conservation Area;
   f. the construction of flood defences in conjunction with new sea wall structures;
   g. road access and car parking, in keeping with both the operational needs of the Harbour and Marina, and achieving the high quality design standards sought; and
   h. public access to the Harbour and Marina consistent with the safety and security of the Harbour and Marina operations.

2. All development requires a full Appropriate Assessment under the Conservation of Habitats & Species Regulation 2010 (or whatever the regulations apply at the point a planning application is made). Proposals must avoid significant effects on the integrity of the Flamborough Head and Bempton Cliffs SPA and Flamborough Head SPA if they are to be allowed.

3. All development requires a detailed Flood Risk Assessment. Development for ‘more vulnerable uses’, including housing and hotel use, is required formally to apply and pass the Exception Test set by national planning policy if it is to be allowed. Permissible schemes will be required to take account of the findings and implement the recommendations set out in the detailed Flood Risk Assessment.

4. Development affecting the listed south pier, including its slipway, or the listed north pier must comply with the provisions of national policy for conserving and
enhancing designated heritage assets.

5. All development is required to deliver the parts of the Strategic Public Realm that lie within the Marina site.

6. Development should achieve the highest standards of environmental sustainability, urban design and architecture, taking into account the detailed design guidance in the Town Centre and Marina SPD.

**BridTC5: The Strategic Public Realm**

3.50 BridTC5 provides for the Strategic Public Realm in the Town Centre. Investment in the Strategic Public Realm is critical to achieving the aims of the Regeneration Strategy and providing the capacity to accommodate it; other public realm investment is encouraged; and all public realm development should aim to achieve the criteria set by BridTC5.

3.51 Plan 3.4 shows the Strategic Public Realm. Detailed guidance both on the design of the public realm generally in the AAP area, and for each of the elements that make up the designated Strategic Public Realm, is set out in the Town Centre and Marina SPD.

**Plan 3.4 The Regeneration Strategy’s Strategic Public Realm**

3.52 The Strategic Public Realm plays a critical role in the Regeneration Strategy for the Town Centre. It forms a package of works that both creates the added capacity in public spaces, routes and walks needed to accommodate the additional activity that will be generated by the delivery of the AAP; it plays a valuable part in creating the quality of environment needed to support a much more competitive and appealing Town Centre; and it makes a major contribution to green infrastructure, and therefore environmental sustainability, in the Town Centre.
3.53 The Strategic Public Realm creates this additional capacity by:

- adding to the public space, related community facilities and other amenities needed to satisfy the added needs for informal recreation space and a healthy lifestyle for Town Centre users and residents;
- improving pedestrian safety and amenity in the Town Centre;
- enhancing the legibility of the Town Centre, so that each part of it is able to play, year round, its full and intended part in the economic and civic life of the Town Centre; enhancing the special historic character of the Town Centre; and
- through the additional planting and trees, including of native species, increasing biodiversity, providing offsets to carbon emissions and adding to the flood soak-away and carrying capacity of the Town Centre.

**The Objectives for the Strategic Public Realm**

3.54 The objectives set for the Strategic Public Realm are:

- create the capacity in public spaces – in parks, gardens, plazas, squares, footways, walks and promenades, lighting, street furniture, planting and signage – needed to accommodate the additional activity generated by the delivery of the regeneration strategy for Bridlington and the provisions of the Town Centre AAP;
- provide a coherent structure of well-designed and cohesive schemes that:
  - define the new structure of the extended Town Centre core area;
  - connect and bind the new areas to the established core;
  - provide orientation points and breathing spaces in the urban fabric;
  - overcome areas of severance caused by traffic, topography and visual obstacles to cohesion and legibility;
  - reinforce and help to define the new functions of the different parts of the Town Centre;
  - define the hierarchy of pedestrian, cycle and highways routes into and through the Town Centre and Primary Shopping Area;
  - reinforce the Town Centre’s special character and landmarks;
  - mark the Town Centre’s gateways;
  - connect the existing and new public spaces, articulating their different purposes;
  - provide for full accessibility, including by the mobility impaired; and
  - meet the additional needs for open space and children’s play areas that will be generated by the growth in the population of the AAP area.
- create the specific capacity in the Town Centre’s public realm needed to provide greenspace sheltered from the sea and give the Town Centre a principal civic
space in the Town Centre core that will function as its ‘heart’ and will encourage, and make possible, the year round use of the Town Centre seafront;

- planting of native species to increase habitat and biodiversity to encourage wild fowl, insects and other fauna;
- protect, provide and celebrate key views, vistas and vantage points, including of key buildings and landscape; and
- provide, in the design of the public realm and planting schemes, to minimise the need for adjoining buildings to consume non-renewable resources and to optimise the potential for carbon offsetting.

3.55 The Strategic Public Realm contributes – alongside the coast – Bridlington Town Centre’s share of the East Riding’s ‘Green Infrastructure’ (GI). GI has the wider purpose of providing the ‘multi-functional network’ of and connections between the town’s natural, semi-natural and sometimes man-made green spaces to provide a range of environmental, social and economic benefits. These benefits include those of Strategic Public Realm – e.g. creating a distinctive sense of space, meeting needs for open space for recreation and healthy lifestyles – as well as helping to reduce or offset carbon emissions and manage the effects of climate change.

3.56 Contributions to public realm in the AAP area must also achieve high standards on environmental sustainability. Planting should include native species to encourage biodiversity and mitigate the effects of climate change. Hard and soft landscape schemes should be designed so as to contribute to the sustainable management of surface water. Where public realm forms part of a new development, landscape should be designed to form part of the Sustainable Urban Drainage Systems designed for the whole of the scheme.

3.57 Major parts of the Strategic Public Ream will be delivered by the Burlington Parade scheme, as provided for by BridTC3. Other contributions to its costs will be levied via the standardised S106 charge provided for by BridTC20.

3.58 The Council will deliver the Strategic Public Realm over time, both forward-financing the works and expending the pooled S106 fund as it is built up. Direct contributions will be required as appropriate where developments adjoin or overlay parts of the Strategic Public Realm. Chapter 5 sets out the details of its delivery.

3.59 All public realm schemes in the Town Centre AAP area should have regard for the design guidance set out in the Town Centre and Marina SPD.

BridTC5: The Strategic Public Realm

1. The Strategic Public Realm is shown in the Town Centre AAP Policies Map, and comprises:
   a) Station Plaza, which forms the new gateway to the Town Centre;
   b) Gypsey Race Park and spine, from the Coach Park through to the Harbour, with the walks and cycle lanes along its length;
   c) the Primary Retail Circuit, along a widened pavement on Quay Road/Prospect Street/Manor Street to Chapel Street and King Street and in The Promenades;
d) Cenotaph Gardens;

e) the new Town Square at Bridge Street/Queen street, with the enhanced pedestrian entrances into the Harbour from Bridge Street and Queen Street;

f) the pedestrian entrances to the Harbour from Bridge Street and Queen Street;

g) the Town Centre Seafront, taking in Prince Street and Cliff Road, the northern Harbour perimeter, Garrison Square and the Esplanade up to Leisure World.

2. Development adjoining the Strategic Public Realm should:

a) be orientated so as to provide for natural surveillance of the public space;

b) contain ground floor uses which help to animate or otherwise attract footfall to the principal public spaces: the Station Plaza; Primary Retail Circuit; Gypsey Race Park; the new Town Square; the entrances to the Harbour; and the Town Centre Seafront;

c) provide development edges which are well-designed and attractive, with a particular need to ensure this along all road frontages, all parts of the Gypsey Race Park, the Station Plaza, the new Town Square, the entrances to the Harbour and the Town Centre Seafront; and

d) take particular care to preserve and enhance the historic fabric.

3. Development adjoining the Strategic Public Realm, or sites which include elements of the Strategic Public Realm, is required to contribute appropriately to the delivery of the Strategic Public Realm, either:

a) directly in line with the detailed guidance in the Town Centre and Marina SPD or any other extant design guidance provided by the Council; or

b) through contributions to its costs in line with the provisions of BridTC20.

BridTC6: The Town Centre Seafront

3.60 One of the key aims of the AAP Regeneration Strategy is to maximise the value to the Town Centre’s competitiveness and year round visitor economy of the Town Centre Seafront. The area proposed for designation as the Town Centre Seafront is shown in the Town Centre AAP Policies Map; it includes the northern perimeter of the Harbour, the Prince Street and Cliff Street areas, Garrison Square and the Esplanade up to Leisure World; and falls within, in its southern part, the Bridlington Quay Conservation Area.

3.61 The revitalisation of the Town Centre Seafront, and with this the recovery and enhancement of its special built fabric, is critical to the Town Centre’s competitiveness. There are several compelling reasons:

i) The delivery of Burlington Parade will shift the main retail business of the Town Centre to the west – a purposeful change which yields many compensating advantages. It is essential, nonetheless, that this change be managed to ensure that the opportunities created by the delivery of Burlington Parade also work to the advantage of the Town Centre Seafront. The Council recognises that parts of the Seafront are already down at heel. Businesses, particularly in the Prince and Cliff Street areas have struggled commercially, and the condition of many buildings belies what otherwise should be a prime position in the town.
Additionally, the landscape schemes for Garrison Square and the Esplanade are outdated and out of step with the ambitions for the high quality development and year round use of the Town Centre Seafront.

ii) The Town Centre Seafront should be one of the principal assets for developing Bridlington’s competitiveness as a place to live, invest and run a business and visit all year round and not just the summer months. The Seafront has the setting, and the built heritage, that should enable it to function as a prime location for a wide range of town centre uses – including hotels, housing, restaurants and cafés. Developers and other investors will also take risks (including on types, quality and a scale of development) on and near waterfronts that they will not elsewhere, and this too needs to be capitalised upon to the advantage of the town as a whole.

iii) The Town Centre Seafront covers a relatively limited area and in this sense is a scarce resource that needs to be developed to greatest advantage in attracting to Bridlington the high quality, year round, activity that is needed to diversify and strengthen the town’s economy. The colonisation instead of much of the Town Centre Seafront by activities which operate during the seaside season only limits the value of this scarce commodity to the local economy as a whole.

iv) The Town Centre Seafront has a distinctive historic townscape and many fine buildings – a resource that could also be made to work much harder to the benefit of the Town Centre’s appeal and competitiveness. Much of this distinctive character, however, is at risk and much is diminished by the ‘closed’ appearance of many of the Seafront businesses outside the summer season. Where this special historic character is intact, further efforts – the recent investment in Crescent Gardens is a good example – are needed to preserve and enhance it. Where this special character is at risk, proactive initiatives are needed to recover and protect it for the future. Where it has been lost, sympathetic new buildings are needed to evoke this special character, using high quality contemporary architecture to leave a legacy of our own period.

v) Bridlington needs to diversify its visitor markets, extend its visitor season, encourage more overnight visitors and raise average spending levels. The Town Centre Seafront should be a key resource for achieving these aims, but much of the activity on the seafront either has a narrow market appeal or is ‘closed’ out of season (or both).

The Future of the Arcades, Garrison Square and Fun Fair Area

3.62 The Council fully recognises that the Seafront’s arcades, Fun Fair and other seasonal activities form part of the town’s traditional seaside attraction, but wish to encourage leaseholders and operators in the Town Centre Seafront area to consider the potential for diversifying into year round activity. While the seaside will always be emblematic of Bridlington’s tourism appeal, there is a pressing need for Bridlington to raise its game, improve the quality of its offer, diversify its market appeal and extend the season.
3.63 It is likely that the arcades and Fun Fair may remain fixtures for some time. The Council also recognises, however, that it may prove feasible in time to encourage a concentration of these seasonal activities elsewhere instead. An essential requirement, should such an option prove feasible, would be good links to the Town Centre, including by bus and land train during the season, and marketed strongly as part of Bridlington’s attractions.

3.64 One option may be to develop a critical mass of this type of activity, linked additionally to water sports, in the South Cliff area near or adjoining the new Park and Ride. This area already has a concentration of popular caravan parks and other holiday accommodation schemes, whose owners are ambitious to develop their offer and extend their seasons. There is also the golf course, and the Royal Yorkshire Yacht Club is developing its training and other activities in the area.

3.65 Meanwhile, a better balance is needed between the seasonal use of the Town Centre Seafront area and the need to use the Town Centre’s best assets all year round in achieving the aims for Bridlington’s regeneration.

**The Cliff Street and Prince Street Area**

3.66 The Council’s aim, in shifting the Primary Retail Area to the west of Cross Street, is to change the function of Cliff Street and Prince Street area and give it a more diverse role in supporting the life of the Town Centre. A range of non-retail uses, with year round value, include housing, hotel, non-seasonal tourism and leisure and food and drink. The Council is keen to promote redevelopment in this area that will exploit these opportunities in response to the delivery of the Strategic Public Realm (BridTC5) and the increases in activity generated by the wider delivery of the AAP’s proposals.

3.67 One idea, supported by local communities widely since it was conceived, is to develop a winter garden at the eastern end of this area and well-related to Garrison Square and the northern Harbour. The winter garden idea has been loosely named, for working purposes, as the ‘Brid Diamond’. The concept is a glassed-in winter garden for year round use that might also accommodate a bandstand and other performance and assembly activities, and in good weather might be opened up to the outdoors. The Council will investigate the option for a winter garden as resources permit, given the priorities for Burlington Parade, the Marina and the Strategic Public Realm. The Council will also, if the market does not come forward with its own proposals, prepare a development brief for this area.

**The Northern Perimeter of the Harbour**

3.68 There is the same pressing need for higher quality development and new, non-seasonal, activity along the northern perimeter of the Harbour. At present, the view from the Harbour is to the backs of the buildings that face Queen Street and Prince Street, leaving an ill kempt land strip between the backs of the buildings and the pedestrian ramps down to the Harbour.

3.69 The consequence is that the appeal of the Harbour is diminished by the ‘backyard’ appearance of the development that overlooks it on its northern side, and the value of
the Harbour is diminished as a setting for development that would assist the Town Centre’s competitiveness.

3.70 The Council’s objective, in including the northern perimeter of the Harbour within the designated Town Centre Seafront, is to promote the opportunities to develop that land strip to the rear of the existing properties. Uses that could take advantage of the views over the Harbour and the proposed Marina include housing and commercial activities, particularly activities that can add to the interest of the public walkways down into the Harbour.

3.71 Access into the Harbour from the Town Centre core at the northern perimeter is also a critical consideration. From this perspective, the current treatment with the gradual ‘ramps’ works well. The Council acknowledges that with new development to overlook the Harbour and Marina, these ramps will need to be reconsidered.

3.72 For this reason, development on the northern perimeter of the Harbour will require a comprehensive approach. The Council proposes, in due course, to prepare a Development Brief for this area; in the interim, those proposing schemes that could affect public access will need to reassure the Council that this access will be retained. The Town Centre and Marina SPD sets out the relevant design guidance.

**Leisure World**

3.73 Leisure World is an important community facility as well as a rainy day activity for visitors. The site occupied by Leisure World is less than optimal for swimming pool use, given that it sits on valuable seafront with exceptional views that the present ‘closed box’ takes little advantage of. The Council anticipates preparing a masterplan for the site and consulting upon it, with the expectation that the swimming pool will have to be replaced. The Council recognises that on-site redevelopment, if it meant closing the pool for a lengthy period, would not be welcomed by Bridlington’s communities.

3.74 Part of the Leisure World activities – the Three Bs – have been replaced by the Spa’s facilities and are therefore already redundant. Other facilities, like the sports hall, do not need not be co-located with the swimming pool and fitness centre, and could be replaced elsewhere.

**The Regeneration Strategy for the Town Centre Seafront**

3.75 The aims for the Town Centre Seafront as defined by the Town Centre AAP Policies Map are:

i) high quality development, redevelopment, conversions and change of use for housing, hotel, tourism, leisure, food and drink and other appropriate commercial activities that will operate year round, taking advantage of the exceptional position and setting of the Town Centre Seafront and northern Harbour perimeter, near to and overlooking the beach, Harbour and sea;

ii) the siting of active, year round, uses at ground floor level and overlooking Prince Street, Cliff Street, Garrison Street, the Esplanade and Harbour to help animate these areas all year round;
iii) a new role for the Cliff Street and Prince Street area, taking advantage of their relative shelter and relationship to the Harbour and seafront, to introduce new year round leisure, entertainment and tourism uses, as well as housing, appealing to Bridlington’s catchment, as well as visitor markets;

iv) the delivery of the Strategic Public Realm for the Town Centre Seafront in line with BridTC5 and BridTC6 and with the design guidance set out in the Town Centre and Marina SPD, including the introduction of the proposed pocket parks along the northern section of the promenade;

v) the restoration, conversions and changes of use in existing buildings of historic townscape value to restore and preserve the historic townscape and the architecture in the Town Centre Seafront;

vi) the sensitive introduction of contemporary, well-designed, buildings that respect the historic townscape and take advantage of the setting of the Town Centre Seafront, including landmark buildings of architectural distinction; and

vii) the provision of a winter garden or similar year round public use, in a landmark building of architectural distinction to take advantage of the Seafront position and reinforcing the use of the Seafront by Bridlington’s residents and businesses as well as visitors, should such a scheme prove feasible.

3.76 The Council appreciates fully the limitations of the planning system in enforcing commercial activities to target particular markets or keep specified trading hours. Nonetheless, the Council will seek to use planning conditions to achieve its objectives for ensuring that newly consented commercial activities at ground floor level along the Esplanade, Garrison Street, Cliff Street, Prince Street and the Harbour perimeter are targeted at a broad range of non-seasonal markets.

**Flood Risk**

3.77 As Plan 4.2 in Chapter 4 shows, part of the Town Centre Seafront lies within Flood Risk Zone 3. Development proposals are required to adopt a Sequential Approach away from the Flood Risk area wherever possible, consistent with the objectives for the Seafront’s regeneration. All proposals for ‘more vulnerable uses’ as defined by national policy – housing, hotel and vulnerable leisure uses – will also need formally to apply and pass an ‘Exception Test’ if they are to be permissible. Chapter 4, paragraphs 4.30 to 4.41 explain what is entailed.

### BridTC6: the Strategy for the Town Centre Seafront

1. Development and changes of use are encouraged to deliver a high quality mix of year round uses consistent with the objectives for the Town Centre Seafront as designated by the Town Centre AAP Policies Map, including:
   
   a) year round tourism and leisure activities in Use Classes A3, A4 and A5 (food and drink), C1 (hotels), D2 (assembly and leisure);
   
   b) housing, where the design and development specification can mitigate the impacts of lively uses in the area and maintain residential amenity; and
   
   c) other uses which contribute to the objectives for the area or pose no risk to their...
2. Development proposals should:
   a) take advantage, in their mix of uses, layout and design, of the exceptional position within the Town Centre near to or overlooking the sea, beach and northern perimeter of the Harbour;
   b) site active uses with year round markets at ground floor level along Prince Street, Cliff Street, Garrison Street and the Esplanade and Harbour, helping to animate these areas all year round;
   c) contribute to preserving, restoring and recovering the area’s distinctive character and townscape;
   d) address the design guidance set out in the Town Centre and Marina SPD; and
   e) contribute appropriately to the Strategic Public Realm.

3. The Council will seek to use planning conditions to enforce its aim that permissible commercial uses at ground floor level contribute to its aim for non-seasonal activity along Prince Street, Cliff Street, Garrison Street, the Harbour and the Esplanade.

4. The Council will, as resources permit, prepare Development Briefs for parts of the Town Centre Seafront, and welcomes proposals from aspiring developers in line with the objectives for the designated area.

5. Development proposals on the Town Centre Seafront are required to:
   a) adopt a Sequential Approach to avoid development within the Seafront Flood Risk Zone wherever possible;
   b) undertake a full Flood Risk Assessment if they are within the Seafront Flood Risk Zone and implement its recommendations; and
   c) formally apply and pass the Exception Test set by national policy if development for ‘more vulnerable’ uses as defined by national policy is to be permissible.

BridTC7: The Access and Movement Strategy

3.78 A number of changes are needed to the way traffic circulates within the Town Centre to support the strategy for its regeneration, together with changes and improvements in parking provision and increased emphasis on ‘green’ travel, including walking and cycling, and improvements to the ease of using public transport.

3.79 The evidence on access and movement in the AAP area is set out in full in the Local Transport Plan 2 which forms part of the evidence base for the AAP. Briefly, the problems to solve are:
   - the impact of the traffic and parking effects of the ‘seasonal surge’ on the Town Centre, caused partly by signage that directs south bound traffic along Hilderthorpe Road, rather than diverting it to the south so as to avoid the Town Centre;
   - the substantial provision of on-street parking in the Town Centre which encourages residents and visitors to drive around until they find a free space closest to the shop or shops they wish to visit, coupled with a genuine shortage of spaces in car parks conveniently located to the Town Centre core. The
consequence is to add to traffic congestion as well as to spoil the pedestrian environment and the safety and comfort of visitors to the Town Centre;

- the lack of restrictions on servicing hours in the established primary shopping area, which adds to congestion and spoils the shopping environment with dedicated bays for loading and so on;

- the lack of adequate provision for cycling in parts of the Town Centre; and

- shortcomings in the pedestrian environment leading to the Town which discourages walking visits and the use of the Town Centre generally.

The Objectives of the Access and Movement Strategy

3.80 The objectives for access and movement in the Town Centre are set in response to the evidence:

- reduce traffic congestion in the Town Centre;

- divert traffic not destined for the Town Centre around it rather than through it;

- improve the pedestrian environment in the primary shopping area, and therefore to give more space to pedestrians and less to traffic;

- rationalise the Town Centre parking provision into fewer, better located and designed car parks, as well as an increase in parking numbers to meet the requirements generated by additional development (in line with maximum standards set by the Local Plan Strategy Document);

- the provision of information (e.g. variable message signing) on the location of parking and the availability of spaces, in order to minimise traffic generated by drivers attempting to find suitable parking;

- a reduction in the area in which on-street parking is permitted in the primary shopping area, both to reduce traffic circulating to find parking spaces in front of shops and to improve the environment for pedestrians (and thereby to improve the trading environment for retailers);

- encourage cycling through the provision of appropriate facilities for cyclists in the form of on-street cycle lanes and off-street cycle tracks, and secure cycle parking facilities at key destinations and individual facilities/businesses; and

- encourage walking through the provision of safe, attractive and fully accessible walking routes through the Town Centre to link key destinations and provide a recreational resource in their own right.

Changes to Achieve the Objectives

3.81 A Park and Ride at South Cliff, supported by frequent and attractive bus services during the summer season and spring and autumn bank holidays and by frequent Land Train services into the Town Centre, became operational in 2010. The Park and Ride diverts a substantial share of the seasonal traffic away from the Town Centre.

3.82 The Park and Ride is supported by changes to highways signage and road re-classifications, designed to separate, before it gets close into the Town Centre, the
traffic that is destined for the Town Centre from traffic that is destined for points north or south of the Town Centre. The road re-classifications are shown in Plan 3.6.

**Plan 3.5 Former Road Classifications**

**Plan 3.6 Current Road Reclassifications**
3.83 A further range of highways, parking and related works is needed to ensure that the Burlington Parade development is successful commercially and brings the intended benefits to the Primary Shopping Area as a whole. The aims of the works are: to make the new development accessible; to improve rather than aggravate traffic congestion in the town centre (something that is critical to the success of the development as well as the town); and to deliver the needed improvements in the sufficiency, quality and convenience of car parking. These works are:

- the widening of Hilderthorpe Road on the east side between Station Road and Bridge Street;
- improvements to the junction of Hilderthorpe Road and Station Road to improve its efficiency and increase capacity;
- the introduction of a principal access point into the Burlington Parade development close to the junction of Hilderthorpe Road and Savage Road;
- changes to parking provision and access for the railway station;
- downgrading Springfield Avenue and realigning Beck Hill;
- widening the pedestrian pavement on the west side of Quay Road/Prospect Street/Manor Street and removing on street parking along the street during shopping hours;
- restricting access to Bridge Street during shop hours; and
- very substantially increasing car parking, both rationalising provision into fewer, better located and better sited car parks and ensuring that the car parks are visually appealing and safe to use.
Plan 3.7 The Access and Movement Strategy

3.84 Further additions to the variable message signing on the outskirts and within the central part of the town are needed to inform prospective shoppers and visitors as to where available spaces are located and how many spaces are left at any point in the day. This is being introduced along the approach roads into Bridlington Town Centre and will be linked to the new provision in the Burlington Parade scheme when it is delivered.

3.85 Changes are also needed to remove the very substantial adverse effects on traffic movement on the business of the Primary Shopping Area and the quality of the pedestrian environment it offers. At present, the substantial levels of on-street parking in the established primary shopping streets, coupled with the lack of restrictions on the loading and other service times for the commercial businesses in the core, creates unnecessary traffic congestion and harms the attractiveness of the core.

3.86 The result is that no one user is adequately served: businesses are denied the additional trade that research shows follows from the pedestrianisation of primary shopping streets and the enhancements which follow for the shopping environment; other road users in the town centre are compromised by the additional traffic congestion created by drivers looking for on-street spaces; and shoppers and visitors are under-served by poor environmental conditions and a much less attractive environment than is possible in the Town Centre.
Plan 3.8 Planned Restrictions of On-street Parking and Servicing Hours

LEGEND

- Light gray line: Restriction of on-street parking (except disabled)
- Red line: Restriction of servicing hours
3.87 Therefore, the Council proposes:

- to remove on-street parking (except for disabled provision) on the primary shopping streets where it is harmful to the efficient movement of traffic and the pedestrian environment and where parking needs can be met more efficiently elsewhere;

- to restrict loading and other servicing hours on the primary shopping streets to the hours before shops open in the morning, and the hours after shops are closed; and

- to allow restricted vehicle access after shopping and office hours on the Primary Shopping Streets where the egress of traffic will benefit the adjoining businesses and assist with security.

3.88 These changes will be implemented once the Strategic Public Realm Framework is implemented. Existing loading bays on pedestrian and restricted access streets will be re-designed to become part of the pedestrian landscape. Shopkeepers and other affected businesses will be notified of the timetable for implementing the changes at the appropriate time.

3.89 More investment is also needed in the Town Centre to encourage cycle use, and additions to the existing cycle network in the Town Centre are proposed as follows, with the aim of filling in missing links and add to the routes;

- a cycle way alongside the re-opened Gypsy Race through Burlington Parade;

- a cycle way alongside Quay Road/Prospect Street/Manor Street, and from Manor Street through the new Town Square at Bridge Street and onto Chapel Street/Cliff Street and Queen Street; and

- a cycle link across the Burlington Parade development, from Station Approach, across the new Station Plaza to Hilderthorpe Road.
3.90 The principal changes will be delivered through the Burlington Parade scheme where they adjoin or lie within the scheme, and in conjunction with the Council’s proposed improvements to public realm in the Town Centre in line with the Strategic Public Realm Framework (BridTC5). BridTC7 sets out the policy proposals for access and movement; and BridTC8 sets out the policy proposals for parking in the Town Centre.

3.91 Several of the proposed changes – the proposals to remove on-street parking, save for disabled provision, during shopping and office hours and the restrictions on loading - fall outside the development management planning system and will require Traffic Regulation Orders. The Council will prepare these Orders and consult upon them during the AAP’s delivery period.

**BridTC7: The Town Centre Access and Movement Strategy**

1. Changes to access and movement in the Town Centre are needed to enable the delivery of the AAP’s proposals and achieve the objectives for improving access to, and movement within the Town Centre. Development is encouraged where it can contribute towards:
   a) reducing traffic congestion in the Town Centre by encouraging walking, cycling and the use of public transport as alternatives to private car use, including for employees; and
   b) improving the pedestrian environment and facilities, including the ease and safety of the use of the Town Centre for the mobility impaired.

2. The access and movement schemes to be delivered within the Town Centre AAP area over the Plan period include:
   a) the widening of Hilderthorpe Road on its northern and eastern sides between...
b) improvements to the junction of Hilderthorpe Road with Station Road;

c) the creation of a new, principal, access into the Burlington Parade development close to the junction of Hilderthorpe Road with Savage Road;

d) the widening of the pedestrian pavement along the west side of Quay Road/Prospect Street/Manor Street between Station Approach and Bridge Street;

e) the straightening and widening of Beck Hill to provide the principal north-south link across the Burlington Parade development site between Hilderthorpe Road and Prospect Street/Manor Street;

f) alterations to car parking, vehicle and pedestrian access to the railway station:
   - the relocation of the railway station parking to provide new station car parking sited along the north side of Station Approach accessed via Quay Road, and parallel to the rail lines, and on the south side of the station accessed from the access for the Burlington Parade development as shown in the Town Centre AAP Policies Map;
   - the creation of a new, landscaped, Station Plaza, in line with the provisions of Brid TC5, to provide a principal new public space and gateway from the railway station to the Town Centre and the Burlington Parade development;
   - the provision, within the Station Plaza, of a taxi rank and passenger drop-off and pick up point; and
   - the provision, along Station Approach, of a new bus and coach pick-up and drop off facility, well-located to the railway station, the Burlington Parade development and the Primary Shopping Area;

g) the provision of new cycle routes as shown in the Town Centre AAP Policies Map:
   - along Station Approach and through the Station Plaza to Hilderthorpe Road;
   - along Quay Road from the level crossing and Prospect Street/Manor Street; and
   - along the Gypsey Race within Burlington Parade.

h) restricted access to Wellington Road between the Cenotaph and Christ Church to reduce traffic intrusion, improve the setting of the listed church and the Cenotaph and create Cenotaph Square, part of the proposed Strategic Public Realm.

i) restricted access to Manor Street/Bridge Street to reduce traffic intrusion and create the new Town Square, part of the proposed Strategic Public Realm.

3.92 Other policy controlling access and movement in the Town Centre AAP area is set out in the Saved Policies of the adopted local plan, the Joint Structure Plan (JSP) and national policy. The Local Plan Strategy Document will replace the saved policies and the JSP in 2012; Appendix 2 to the AAP sets out the saved policies that are replaced by the policies of this AAP.

BridTC8: The Town Centre Parking Strategy

3.93 Significant changes are needed to short stay parking arrangements in the Town Centre AAP area. These changes are necessitated by the need both to meet the
parking requirements of the Burlington Parade development and to respond to widely expressed concerns as to the adequacy of car parking provision in the Town Centre (including in response to the various consultations on the Bridlington Regeneration Strategy and more formally in response to the Issues and Options Draft of the AAP). The evidence also shows that shortcomings in accessibility generally, including by private car, is one of the factors which is undermining the competitiveness of the Town Centre. The solutions lie, however, not just in improving parking, but also improving the appeal and ease of using alternatives to the private car, including public transport, cycling and walking, as proposed in conjunction with BridTC7 on access and movement and by the proposals for Burlington Parade (BridTC3) and the Strategic Public Realm (BridTC5).

3.94 In total, the Town Centre AAP proposes in the order of 700 additional short-stay public spaces, not counting the additional spaces to be contributed by the supermarket element of the scheme (and which will also be public short stay provision). These additional spaces are the net gain to the Town Centre in short-stay car parking spaces, after allowing for (subtracting from the total provision) both the replacement of the existing parking spaces that lie within the Burlington Parade development site (e.g. at Palace Car Park and the two Beck Hill car parks) and for the proposed removal of much of the short stay parking that is presently provided for ‘on-street’ in the primary shopping streets (a loss of about 50-75 non-disabled spaces in total). Parking provision is complemented by other measures to encourage alternatives to private car use.

3.95 The additional and replacement short-stay parking provision will be in new, gold standard, Disability Discrimination Act compliant, decked car parks to be constructed as part of the delivery of the Burlington Parade scheme. About 5% of the total parking provision will be reserved for disabled use.

3.96 The proposed locations for the new and replacement parking are set out below and shown in Plan 3.10. The numbers of spaces shown for each location are the orders of magnitude of the spaces to be delivered rather than precise numbers. The precise numbers will be settled through the procurement and development of the Burlington Parade scheme:

- railway station users (parallel to the south side of the station and along Station Approach): 47 spaces plus a taxi rank and short stay spaces, all of which are reserved for the railway station;
- Coach Park: c 700 (for the proposed supermarket relocation and expansion);
- Hilderthorpe North (west of Springfield Avenue in a decked structure developed alongside the proposed second retail anchor): c 350 spaces;
- Palace Car Park, in a new decked structure: c 260 spaces; and
- Beck Hill vicinity in a new decked structure: c 80 spaces.

3.97 The Beck Hill car park proposed for a new multi-storey car park is not Council-owned. The site proposed for the Beck Hill multi-storey construction is owned by the Lords.
Feoffees. The Council proposes to construct a new decked car park to the east of Beck Hill where shown on Plan 3.10, and proposes, as the discussion of Burlington Parade sets out, that its construction allow for ‘cladding’ with residential development so as to provide well designed edge and natural surveillance for this part of the Gypsey Race Park.

3.98 The existing Beck Hill car park is owned and operated by the Lords Feoffees and there may be an opportunity for the Council to partner the Lords Feoffees to achieve the development objectives for this part of Burlington Parade. The Lords Feoffees own a second small surface car park to the west of Beck Hill that the Council leases and operates; this site lies within the proposed area for comprehensive redevelopment.

Plan 3.10 New and Replacement Public Car Parks

3.99 The Council will review the pricing of car parks in the Town Centre so as to encourage the use of the Park and Ride (and discourage parking for long stays in the Town Centre). The Council’s aim is to set car park charges for short stay spaces in the Town Centre so as to discourage parking for more than four hours, and encourage the use of the Town Centre after shop and office hours.

3.100 To ensure that no adverse effects on the strategy for the Town Centre arise from developments also providing short stay public spaces, the Council proposes to
require all short stay car parks within the Town Centre AAP area, or intended to serve the AAP area, to be priced and managed in line with Council policy.

3.101 The Council also recognises that it may be necessary to re-consider the restricted parking scheme within the Town Centre AAP area. At present, parking for up to two hours with no return is allowed during shopping hours, on most streets outside the Primary Shopping Area in the Town Centre AAP area. This provision also adds to traffic congestion as many visitors circulate the streets to find a space. Once the benefits of the Park and Ride are fully understood, it may be more appropriate to institute a residents parking scheme instead, with the possibility of special provision for guest house and B&B operators. Should the Council decide to re-consider the restricted parking scheme, it will consult separately on alternative proposals.

**BridTC8: Parking in the Town Centre**

1. Sufficient high quality short-stay public parking spaces to serve the Town Centre, Primary Shopping Area and the Burlington Parade scheme are to be provided to meet the needs of shoppers, visitors and other users of the Town Centre. The locations for the new and replacement public car parks are:
   a) as part of the supermarket development, c 700 spaces;
   b) as part of the second retail anchor development, c 350 spaces;
   c) Palace multi-storey car park, c 260 spaces; and
   d) Beck Hill multi-storey car park, at least 80 spaces.

2. Short stay car parking, save for disabled provision, will not be permitted in the Primary Shopping Area as shown in the Town Centre AAP Policies Map:
   a) both sides of Quay Road/Prospect Street/Manor Street between Station Approach and Bridge Street;
   b) both sides of Hilderthorpe Road between Station Road and Bridge Street;
   c) Wellington Road, between the Cenotaph site and Prospect Street;
   d) Bridge Street and Queen Street;
   e) Chapel Street;
   f) Promenade south of Princess Terrace;
   g) Cross Street, Prince Street and Cliff Street; and
   h) South Cliff Road up to Windsor Crescent.

3. The Council will apply the maximum parking standards set by the Local Plan Strategy Document.

4. The Council will use planning obligations to require new developments that provide short stay parking for public use within the AAP area to price and manage the public provision in line with Council policy for short stay parking.
4 DEVELOPMENT MANAGEMENT POLICIES

Introduction

4.1 This Chapter of the Town Centre AAP sets out the development management policies which are specific to the Town Centre AAP area. The Council’s other development management policies also apply to Bridlington: the saved policies of the Local Plan and Joint Structure Plan (those replaced by the AAP are set out in Appendix 2); and the development management policies of the emerging Local Plan Strategy Document, which will be adopted in 2012.

4.2 The development management policies specific to Bridlington and covered in this Chapter of the AAP are:

- BridTC9: sets out the sequential approach within the Town Centre for the main town centre uses;
- BridTC10: makes provision for refusing development that could pose an unacceptable risk to the delivery of the AAP regeneration priorities;
- BridTC11: makes provision for locally specific design considerations, including the mitigation of flood risk and avoiding harm to the natural environment;
- BridTC12: sets out the requirement to prepare Development Statements where proposals could have significant effects on the townscape or environment;
- BridTC13 (shopping, leisure and hotels) and BridTC14 (offices): make provision for the development of the main town centre uses in the AAP area;
- BridTC15: sets out the AAP’s policy on housing development;
- BridTC16: sets out the provisions for mixed use development;
- BridTC17: makes provision for ‘evening economy’ uses; and
- BridTC18: sets out the policy on tourism attractions.

Primary Shopping Area

4.3 The AAP is obliged by national planning policy to draw the boundary of Bridlington’s Primary Shopping Area – the principal concentration of comparison goods retailing activity in the Town Centre. The significance of the Primary Shopping Area is that national policy directs retail uses to this area as the first preference in any town centre. Within Bridlington Town Centre, there is also what the AAP refers to as the ‘established primary retail streets’ or established primary retail area or established primary retail frontages (depending on the context for the statement). This is the shopping area that lies between and within the Promenade covered precinct; on Chapel Street and King Street; and along Manor Street/Bridge Street/Queen Street. Cliff Street and Prince Street are excluded from this definition for the purposes of the AAP, as explained by paragraph 4.8.

4.4 Retail development outside this area is only permissible under national policy where there are no suitable and available sites within the Primary Shopping Area (PSA); the development scheme cannot reasonably be expected to adapt its format so that it can
be located in the PSA; and the scheme has compensating advantages that outweigh any harm that would be caused if the development were not located within the PSA.

4.5 The sequence with which sites outside the PSA are to be considered is: first, ‘edge of centre’ sites, defined as within 300 metres of the boundary of the Primary Shopping Area and capable of being well-connected with PSA so that shopping trips to the edge of centre site can be ‘linked’ to trips to the PSA; only beyond ‘edge of centre’ where the site is well-served by public transport alternatives to the private car; and only then where the harm is outweighed by other advantages.

4.6 Bridlington’s Primary Shopping Area is shown in the Town Centre AAP Policies Map, and is illustrated in Plan 4.1. Included within the Primary Shopping Area are the Town Centre’s existing primary frontages together with the secondary areas that are contiguous or closely related to the primary frontages.

Plan 4.1 Primary Shopping Area

4.7 The Primary Shopping Area has been carefully drawn to:

- Include:
  - the parts of the Burlington Parade comprehensive development site that are proposed for primary retail use and where retail uses will be an important part of the development mix (the details are explained in the discussion of BridTC3);
  - the existing shopping frontage on the Burlington Parade side of Quay Road (north of Wellington Street);
  - the shopping frontage on both sides of Prospect Street and Manor Street (south of Wellington Street);
the established primary shopping streets, including the frontages onto Chapel Street, King Street, Queen Street and Cross Street; and

the Promenade covered precinct and the west side of the Promenade street to the south of Princess Terrace.

- Exclude:
  - North Street north of Chapel Street;
  - the south side of Hilderthorpe Road from Station Road to Bridge Street; and
  - Cliff Street, Prince Street, Britannia Court and Garrison Street.

4.8 The Primary Shopping Area therefore:

- Excludes the Town Centre’s long, and presently struggling, secondary shopping streets that lead away from the established primary shopping streets. This is because the evidence shows that:
  - the effect of these long secondary shopping streets is to dilute spending that would be more beneficial were it concentrated instead in the established primary shopping area. The length of the streets and their distance from the core limit shopper accessibility and their wide spread generates otherwise unnecessary additional traffic because users drive around waiting until they can get a parking place in front of their chosen shop;
  - Bridlington’s further capacity for additional retail development over the AAP plan period is therefore better accommodated elsewhere in the Primary Shopping Area; and
  - there are significant advantages to be gained by encouraging changes of use in these areas, including conversion for housing and for other kinds of commercial uses not needed in the Primary Shopping Area.

- Excludes the Seafront and the streets closest to it (Prince Street and Cliff Street) in order to discourage further retail development in these areas. The aim is, over time, to create the conditions in these parts of the Town Centre that will lead to the needed distinction between the primary shopping area and the seaside related activities on the Seafront. Market forces are already beginning to make this distinction, partly in response to the aims of the Regeneration Strategy and the wishes of many in Bridlington’s community, and in the longer term, the aim is to encourage the year round use of the Seafront where it lies within the Town Centre. Like the secondary shopping streets now excluded from the PSA, Cliff Street, Prince Street and the Seafront all lend themselves well to conversion and redevelopment for other types of commercial uses including hotels, restaurants and even housing on the upper floors.

4.9 The Primary Shopping Area includes the parts of the Burlington Parade comprehensive development site which is to accommodate the major part of the new comparison retail floorspace that is required to meet Bridlington’s needs over the AAP plan period.
4.10 The reasons for the boundary of the Primary Shopping Area within the Burlington Parade site are:

• The site of the existing Tesco store, coupled with the land around it, is of a size and in a location that is, on the one hand, capable of attracting the larger floorplate retail units in the configuration preferred by multiple traders and, on the other, is well-related to the established primary shopping streets. There is a compelling need to improve Bridlington’s performance as a shopping centre, and it is essential to extend the established shopping area to accommodate the additional capacity for comparison goods retail floorspace to do so. Other alternatives for expanding the shopping offer and attracting anchor retailers to the Town Centre perform considerably less well on technical feasibility, commercial, accessibility and beneficial impact criteria.

• The frontages along Prospect Street and Quay Road are already active retail streets with strong pedestrian flows. This frontage, therefore, is well-placed to connect the established concentration of primary shopping uses to the proposed concentration of new comparison retailing within Burlington Parade on the present site of the Tesco store. Quay Road/Prospect Street/Manor Street form part of the Primary Retail Circuit (BridTC13).

4.11 The proposed inclusion of the existing site of the Tesco store within the Primary Shopping Area is solely in the context of the comprehensive development proposals for the Burlington Parade site; the Policies Map shows this designation accordingly. As the discussion of BridTC3 explains, the Burlington Parade development entails the demolition of the existing Tesco store to make way for the construction of a new concentration of anchor retail uses, supported by decked parking facilities to serve this scheme and the rest of the Town Centre.

4.12 There is no case, however, outwith the AAP’s proposals for Burlington Parade, to include the Tesco store as presently developed: it is a supermarket; it is not contiguous with the established primary frontages, and is separated from them by the store’s car park, boundary wall and petrol filling station. If, for some presently unforeseen reason, it proves impossible for Tesco to vacate its existing store to free up this site for the Burlington Parade development, the Primary Shopping Area will exclude the Tesco site and it will remain, as now ‘edge of centre’. And, alternatively, the new concentration of retail development required will be located in the less optimal, but still feasible, area in the southern part of the Burlington Parade site as explained in Chapter 5 of the AAP in the context of the plan’s delivery and the management of risks to the delivery of its proposals.

Primary Retail Circuit

4.13 The Town Centre AAP Policies Map shows the Primary Retail Circuit; its purposes and function are described in the context of BridTC13 - Shopping, Leisure and Hotel Development.
BridTC9: The Sequential Approach for Major Development

4.14 National policy already directs development for the main town centre uses to the area within the designated Town Centre boundary as shown in the AAP’s Policies Map. BridTC9 puts in place a sequential approach within the defined Bridlington Town Centre area for major development for the AAP’s main town centre uses: shops, leisure, hotels and offices.

4.15 The sequential approach aims to ensure that the Regeneration Strategy’s priorities are meaningful and that the finite demand over the plan period for new development in the main town centre uses is directed to the sites where the evidence shows that development will produce the greatest overall benefits for the regeneration of the Town Centre as a whole.

4.16 While the Council wishes to encourage all beneficial development in the AAP, the Council must also take into account the fact that the Regeneration Strategy requires the Council to use its powers and resources as a public authority to invest in infrastructure, assemble sites and bring forward development land that the Town Centre requires if it is to prosper. The Council, in return, is obliged to ensure that policy protects as well as promotes the development of this land – for example, Burlington Parade - by making suitable and attractive sites available to the market in line with demand and need. Where the Council does not have to invest in infrastructure or use its powers to bring forward attractive sites, the aim of AAP policy is to encourage owners to bring forward suitable property for development / redevelopment in line with policy.

Major Development Defined

4.17 Major development for the main town centre uses is defined as development that is significant in size in the context of Bridlington Town Centre: 500 sq m. Most shop units (including restaurants, cafés, pubs and other food and drink establishments) in the Town Centre are well under this, and units of more than 1,000 sq m in retail or leisure use are a tiny minority. In the office sector, purpose-built accommodation for private businesses of any size is almost non-existent, and therefore office schemes of 500 sq m or more are significant in Bridlington’s context. There are also few large hotels, and therefore ‘major’ for hotel use is defined as 30 or more bedrooms in the Bridlington context. The Council will require developers who are proposing major schemes outwith the sequentially preferred locations to provide evidence to show that they have considered these sequentially preferred locations and justification for their decision to propose development outwith them. BridTC10 provides for an impact assessment where there is a risk that development outwith the sequentially preferred locations will undermine the delivery of the AAP’s Regeneration Strategy.

4.18 Where the Council is able to allow major development within the Town Centre but outside the priority areas, or in very exceptional cases for a ‘main town centre use’ outside Bridlington’s defined Town Centre boundary, the Council may seek to use S106 planning obligations to prevent, without further planning consent, a change or intensification of use that is otherwise allowed by the General Permitted Development Order. The Council will only seek to use a S106 obligation for this purpose in very
exceptional circumstances; its general approach will be to use conditions wherever possible to make otherwise unacceptable development permissible. Chapter 5 explains.

**BridTC9: Sequential Approach for Major Development**

Within the defined Bridlington Town Centre boundary, there is a sequential preference for siting major development for a main town centre use in favour of the sites and locations promoted by the Regeneration Strategy. The sequential test applies where the sequential preference offers a site that is suitable, available and viable.

1. For offices or office-type workspace, the sequential preference is, in the order listed:
   a) Burlington Parade or the Marina;
   b) Town Square at Queen Street / Bridge Street;
   c) Town Centre Seafront.

2. For retail development, the sequential preference is, in the order listed:
   a) Burlington Parade on the Primary Retail Circuit;
   b) Chapel Street, King Street, Promenade on the Primary Retail Circuit;
   c) Elsewhere on the Primary Retail Circuit.

3. For leisure development (other than hotels) with a year round market, the sequential preference is, in the order listed:
   a) The Town Centre Seafront;
   b) Burlington Parade or the Marina.

4. For hotel development, the sequential preference is:
   a) The Marina;
   b) The Town Centre Seafront.

5. Developers proposing major schemes are required to take a sequential approach to siting their proposals. Where major schemes are proposed in other locations, developers are required to demonstrate both that they have followed the sequential approach required and that their scheme will not pose an unacceptable risk to the delivery of the Regeneration Strategy for the AAP area.

**BridTC10 – Risk and Impact**

4.19 The AAP, consistent with the sequential approach for major development within the AAP area, also makes provision for an ‘impact test’. The aim is to ensure that development is not allowed that, individually or cumulatively, could undermine the delivery of the Town Centre Regeneration Strategy unless there are benefits that outweigh the harm.

4.20 The ‘demand’ needed to deliver the Regeneration Strategy is limited in Bridlington’s economy. The evidence for the AAP shows that it essential to use this limited ‘resource’ in two critical ways in meeting Bridlington’s needs: both to correct long-standing problems that undermine Bridlington’s competitiveness; and to take advantage of the under-exploited assets that offer significant potential for securing the town’s long-term vitality and viability. If this limited resource is absorbed by development that is not promoted by the Regeneration Strategy, there is a grave risk
that these basic aims – correcting problems and realising assets to improve long-term competitiveness – will not be achieved.

4.21 Although the Council’s priority is to ensure that the AAP’s regeneration priorities are delivered, the Council accepts that it is not possible to foresee all development opportunities that might arise in the AAP area. Indeed, as BridTC1 states, the Council encourages new development and regeneration anywhere in the AAP area - subject to contributing to the aims of the Regeneration Strategy, or having no unacceptable effect on their achievement. The Council also accepts that unforeseen opportunities for development arise, and the sequential approach and impact test provide a means of assessing whether the benefits of such unforeseen development are capable of outweighing their possible harm to the Regeneration Strategy.

4.22 BridTC10 provides the Council with the means, in policy, of assessing whether development proposals that are not promoted by the AAP could, by virtue of their scale or location, pose a risk to the delivery of the Regeneration Strategy.

4.23 The Council considers such a risk could arise from development that falls into either of the following categories, individually or cumulatively:

i) major development that is located outwith the sequential preference set by BridTC9;

ii) major development that is located within a sequentially preferred location but that, because of its scale, could diminish the investment needed to deliver other elements of the Regeneration Strategy; and

iii) development within Burlington Parade that does not comply with the Masterplan for it.

4.24 Development falling into any of these categories will be required to show, with evidence, that the benefits of the development outweigh the prospective harm. Those proposing such schemes are required to seek advice from the Council at an early stage as to the scope of the impact assessment that will be required. The Council will be proportionate in its requirements. The completed assessment will need to accompany any planning application.

4.25 Developers whose schemes may pose a risk in terms of BridTC10 are referred to the NPPF.

4.26 The evidence on the diminution of investment in Burlington Parade or the Marina should consider the effects of the proposal on:

- investor confidence, including the ability of the Council and its delivery partners to attract the needed developer investment for the phases that are planned within five years;
- the visitor / customer expenditure / occupiers required to support the vitality and viability of the uses already operating or planned in Burlington Parade within five years; and
- the occupiers needed to take the spaces / occupy the units of the schemes that are planned for delivery within five years.
4.27 The Council accepts that the benefits of a proposal could outweigh the harm to the Regeneration Strategy, but will require evidence to demonstrate this. The impact on jobs needs to show that the jobs or expenditure or environmental benefits would otherwise be lost to the Town Centre, and is of sufficient value to the Town Centre to outweigh the loss of investment to Burlington Parade or the Marina, or to the function of the Primary Retail Circuit.

4.28 Development that would frustrate the delivery of any part of the Access and Movement Strategy, Parking Strategy or Strategic Public Realm will not be allowed, unless an acceptable alternative can be provided. Where an alternative is acceptable, the Council will consider accepting compensation for the loss of that element. Where this is required, it is likely that the compensation will either be a financial contribution equivalent to the cost of the ‘lost’ element or an alternative provision of public realm that achieves similar objectives.

### BridTC10 – Assessing Risk and Impact

1. The Council will not allow developments that pose an unacceptable risk to achieving the objectives of the Regeneration Strategy or the delivery of the proposals for Burlington Parade, the Marina, the Access and Movement Strategy or the Strategic Public Realm. The Council considers such a risk could arise from development that falls into either of the following categories, individually or cumulatively:
   a) major development that is located outwith the sequential preference set by BridTC9;
   b) major development that is located within a sequentially preferred location but that, because of its scale, could diminish the investment needed to deliver other elements of the Regeneration Strategy;
   c) development within Burlington Parade that does not comply with the Masterplan for it.

2. Where the Council has reason to believe that a development proposal could pose such a risk, the Council will require developers to provide evidence to demonstrate that the risk is acceptable because the development proposal will deliver benefits that are sufficient to compensate for its adverse impacts. The evidence required will be proportionate to the nature and scale of the risk.

3. A developer proposing a scheme which is likely to pose a risk to Burlington Parade or the Marina will need to demonstrate:
   a) there is sufficient occupier demand or expenditure, whichever is relevant to the proposal, to support both the developer’s proposal and the viable development of Burlington Parade or the Marina or, where relevant, protect the function of the Primary Retail Circuit; or
   b) there are compensating benefits for the regeneration of the Town Centre that outweigh the harm and would otherwise be lost to the Town Centre, measured by:
      • jobs, net new or safeguarded, and/or additional expenditure in the Town Centre; and
      • conservation benefits or other environmental enhancements for the Town Centre Seafront or the Primary Shopping Area.

4. Where a development proposal poses a risk to the delivery or function of any part of the Access and Movement Strategy or any part of the Strategic Public Realm, the developer will need to provide an alternative approach that also satisfies the objectives for them and will secure their delivery.
BridTC11 – Design for the Built and Natural Environment

4.29 BridTC11 brings together in a single policy the provisions for encouraging high quality design in the AAP area, with due consideration for flood risk, environmental sustainability and protecting and enhancing the Town Centre’s historic legacy. The Marina also covers design considerations that affect both the built and the natural environment.

Flood Risk

4.30 Plan 4.2, taken from the Level 1 Strategic Flood Risk Assessment agreed with the Environment Agency, shows the flood risk in the AAP area. The Plan shows that parts of the AAP area lie within areas classed in Flood Risk Zones 2 and 3a. The Zone 2 area covers parts of the site allocated for the Burlington Parade scheme, and Zone 3a covers the Harbour Top and parts of roads and public spaces to the north and south of the Harbour. Zone 3a also covers the area where the Marina’s ‘made land’ is to be located. The flood defences around the Spa have since been improved, although the Flood Risk Zones ignore the presence of the defences.

Plan 4.2 Bridlington Town Centre Flood Risk Map 2010

4.31 These classifications and their implications for development in the affected parts of the AAP area are:

- Flood Risk Zone 2 areas have a ‘medium probability’ of flood risk, meaning that the affected parts of the AAP area have between a 1 in 100 and 1 in 1000 chance, each year, of the Gypsey Race overtopping its banks. National planning policy states that ‘highly vulnerable’ development should be prevented from
locating in Zone 2 areas unless the proposals are exempt under the 'Exception Test' outlined below. Highly vulnerable development is defined as including ambulance, police, fire and telecoms stations which have to be active during periods of flooding; emergency dispersal points; basement dwellings; and temporary dwellings (like caravans) which are intended for permanent use. Otherwise, there are no restrictions on development in Zone 2 areas, provided a sequential Test has shown there to be no reasonable alternative sites for the land use and type of development proposed.

- Flood Risk Zone 3a areas have a ‘high probability’ of flood risk, meaning that the affected parts in the AAP area have a 1 in 200 probability or greater, each year, of flooding from the sea. ‘Highly vulnerable’ uses are prevented from locating in Zone 3a areas at all. Development for ‘more vulnerable’ uses can be permitted subject to passing the Environment Agency’s ‘Exception Test’. More vulnerable uses include housing, nightclubs, hotels and educational and residential institutions (e.g. residential care homes).

4.32 National flood risk policy puts in place two formal processes to ensure that development does not occur in areas of flood risk unless it can be avoided, and the vulnerability of development is taken into account: a Sequential Test which is designed to direct vulnerable development to areas that are not at risk or are at least risk of flooding; and the Exception Test, which must be passed for certain types of development to be permissible in some flood risk areas. For the Exception Test to be passed, all three of its parts must be satisfied: the land has been previously developed; there are no suitable alternative sites on previously developed land; and a detailed Flood Risk Assessment has demonstrated that the development will be safe without increasing flood risk elsewhere and, where possible, will also reduce flood risk overall.

4.33 The AAP proposes no development for ‘highly vulnerable’ uses in the parts of the AAP area which are in flood risk Zone 3a.

4.34 However, the AAP does propose development for ‘more vulnerable’ uses in the Zone 3a areas - on the made land overlooking the Marina. The Council's grounds for proposing and ‘excepting’ this area for ‘more vulnerable’ town centre uses and housing are set out in Chapter 1, paragraphs 1.39-1.45, and in the discussions of the Marina at paragraphs 3.46-3.47.

4.35 The Council has agreed the allocations with the Environment Agency based on the provisions in BridTC3 and BridTC4 that consent will not be granted for more vulnerable uses in Flood Zone 3a unless the Exception Test is passed.

**Flood Risk Arising from Surface Water**

4.36 Flooding can also occur from rain falling onto the AAP area. The sustainable management of rainfall – described as surface water – is also an essential element of reducing future flood risk.
4.37 The basic principle is that management arrangements need to allow for ‘events’ that may exceed the capacity of the system so that excess water can be safely stored on site or conveyed from it without adverse effects.

4.38 Surface water drainage arrangements will be required to reduce the volumes of water and flow rates away from the site by a minimum of 30% over pre-development levels in line with the policies of the emerging Local Plan Strategy Document (unless acceptable arrangements are made, and even then the net effect should be the same).

Flamborough Head and Bempton Cliffs SPA and Flamborough Head SAC

4.39 Flamborough Head is designated under national and European law as a Special Area of Conservation (SAC), Special Protection Area (SPA) and part of the Heritage Coast. Although some seven kilometres distant from the AAP area, the interest features of the designated area (the reefs, vegetated sea cliffs and sea caves – the protected areas) have the potential for significant effects arising from the construction and use of the Marina. BridTC4 duly requires a full Appropriate Assessment under the Conservation of Habitats & Species Regulations 2010 (Statutory Instrument 2010 No 4901).

4.40 The Level 1 screening of the AAP under the Regulations considered it unlikely that any other development proposals would have the potential for significant effects. Nonetheless, as a precautionary measure, BridTC11 puts a requirement in place for a full Appropriate Assessment should an unforeseen development in the AAP area give rise to significant effects. The Council will consult, where appropriate in these instances, the Flamborough Head Management Group, and will be working in any case with the Flamborough Management Group and the Flamborough Head Environmental Assets Partnerships to optimise shared objectives for the AAP area.

Environmental Sustainability

4.41 The 2004 Planning and Compulsory Purchase Act makes provision for environmental sustainability as a planning consideration. National planning policy obliges local authorities to recognise the obligation on all communities to contribute to energy generation from renewable or low carbon sources.

4.42 The AAP in response to this obligation and with regard to the Council’s investment in the delivery of the regeneration strategy, sets more exacting standards for energy generation from renewable sources in the Bridlington AAP area than are expected to apply more generally in the East Riding. No objections were received to the high standards of sustainability proposed at the options and preferred options stages of the AAP’s preparation; and the Sustainability Appraisal seeks stricter standards than apply generally. The Council recognises the significance of even relatively small developments on the environment of the AAP area which contains the Town Centre and its environs. The area is comparatively small and densely developed; and therefore any scheme of ten or more residential units (which are smaller in the AAP area than the district-wide average) or 500 sq m or more of other development is significant in this context.
4.43 The Council requires all developments in the AAP area proposing ten or more residential units or 500 sq m gross of other development to achieve:

- 10% of the energy requirements from renewable, low or no carbon, sources from decentralised or low carbon technologies located on site;
- on-site renewable energy schemes must be designed to protect designated features of the natural and built environment to be acceptable;
- a minimum of ‘very good’ on the BREEAM standard,\(^1\) although the Council encourages applicants to achieve the higher ‘excellent’ standard;
- Level 3 on the Code for Sustainable Homes in advance of the imposition of the requirement by Building Regulations (and thereafter in line with the Regulations), although the Council encourages applicants to achieve higher levels still.\(^2\)

4.44 The Council is not setting a general requirement in the AAP area for a proportion of all units in housing schemes to meet units to Lifetime Home Standards. Nonetheless, the Council encourages developers to take these Standards into account in designing schemes.

4.45 The Council will take into account the effect of the higher standards imposed by the AAP on the viability of development in the AAP area. The Council will require full financial disclosure if it is to accept that the higher standards sought by BridTC11 are not achievable.

4.46 The Council reasons that where public money is invested to lever development that would not otherwise occur on the allocated site (at all or as soon) that it is essential that this development set exemplar standards of design and sustainability.

**Disabled Access**

4.47 Government has recently brought into force the parts of the 2004 Planning Act that relate to access, and now require all planning applications (except for householder, mining and engineering applications) to show how they will accommodate the needs of mobility and sight impaired people. The Council places considerable importance on this, and wants to ensure that the Town Centre and all its facilities are easy to access and use by everyone.

**Design and Conservation of the Built Environment**

4.48 The evidence base for the AAP shows that the design quality of the built environment in the AAP area generally, and in the Town Centre area particularly, falls short of what is needed for the Bridlington’s competitiveness, both as a place to live and to visit. Much more attention to design quality is needed, on the one hand, to conserve and enhance Bridlington’s special historic character and, on other, to ensure that new

---

\(^1\) BREEAM is the standard set by the Building Research Establishment’s Environmental Assessment Method.

\(^2\) The expectation is that Building Regulations will require all housing development 2010-2013 to achieve Level 3 on the Code for Sustainable Homes; in 2014-15, the standard rises to Level 4; and in 2016, to Level 6.
buildings enhance the historic fabric of the town while also leaving a creditable legacy of our own architectural period.

4.49 The Council aims to ensure that development and change improve the built environment in the Town Centre by:

- requiring new development to contribute both to improving the quality of the built environment and to conserving and enhancing the built legacy of Bridlington’s distinctive historic character;
- seeking the enhancement and refurbishment, and removing the worst aspects, of the built environment;
- protecting and conserving the best aspects of the built environment, including buildings and structures of architectural or historic interest and their settings;
- ensuring development conforms to the criteria set out in guidance issued by the Communities and Local Government (CLG) and the Commission for Architecture and the Built Environment (CABE) for protecting and enhancing the character and distinctiveness of settlements to create a ‘sense of place’, building on the Town Centre’s natural and built assets;
- promoting the distinctive character of the Town Centre, whilst equipping it to service the needs of a more retail, office, leisure and tourism offer in the Town Centre;
- emphasising the importance of the Town Centre plays in Bridlington’s image, civic pride and community life;
- promoting the role of the public realm, including the provision of creative lighting schemes where proposals include or are adjacent to landmark buildings and special public spaces; and
- encouraging responses to important views and vistas to create a pattern of local landmarks to make the Town Centre more appealing and easier to understand and use.

4.50 The Council has designated a Conservation Area within the Town Centre, focusing on the established part of the Primary Shopping Area, taking in the Harbour and much of the Town Centre Seafront; the boundary is shown in the Town Centre AAP Policies Map. This area contains a large number of listed buildings, and the protection and enhancement of its distinctive historic character is of particular importance in revitalising the competitiveness of the AAP area. Conservation Area designation brings with it a number of advantages, given the importance of achieving a much better and more cohesive, distinctive and appealing Town Centre. Planning consent is needed for relatively minor alterations to existing buildings (e.g., fascia and signage), as well as for the demolition of buildings within a Conservation Area. There are also funding streams that might be tapped into which are dedicated to the preservation of the historic environment.

Listed Buildings in the AAP Area

4.51 The Town Centre AAP Policies Map indicates the several listed buildings within the AAP area. Several AAP policies aim to enhance the settings of these listed buildings:
• BridTC7 (Access and Movement) proposes the closure of Wellington Road between the listed Christ Church and the Cenotaph, to create ‘Cenotaph Gardens’ as a setting for the church;

• BridTC8 (Parking) proposes the removal of parking along the two sides of Wellington Road adjoining the three listed buildings on Wellington Road to improve, with the introduction of Cenotaph Gardens, the setting of these buildings;

• BridTC3 (Burlington Parade) proposes opening up a new vista from Hilderthorpe Road across the ‘Gypsey valley’ and the new ‘Burlington Pavement’ to the listed Christ Church and the (new) ‘Cenotaph Gardens’;

• BridTC4 (Marina) requires that the works to create the Marina mitigate the impact on the listed south and north piers, both preserving these structures and enhancing their setting;

• BridTC5 (Strategic Public Realm) improves, through new public realm works:
  o the creation of the new Station Plaza to provide a fit setting for the listed railway station building;
  o the creation of the new Town Square at Bridge Street/Queen Street to improve the setting of ten of the listed buildings that will overlook the new Square, where the investment (and other investment in the regeneration of the Town Centre) should improve conditions for the building’s owners and occupiers and encourage needed investment in their fabric; and
  o the investment in the Town Centre Seafront will improve the setting of the listed buildings along Prince Street and the Esplanade.

Contemporary Architecture

4.52 The AAP area is lacking, with a few exceptions (the court building at the Town Hall is one), good examples of contemporary, well-designed buildings. The regeneration strategy produces an opportunity to create such buildings, and leave a legacy of our century that future generations will wish to preserve, just as we are concerned to protect the best buildings from the 18th and 19th centuries.

4.53 While good quality design is a requirement of all development in the AAP area, there are opportunities in the proposals for buildings of exceptional quality, including:

  ▪ onto the new Town Square at Queen Street where there is a significant concentration of listed buildings;
  ▪ at the new Station Plaza, to help ‘hold’ the new space and complement the listed railway station building;
  ▪ on the Town Centre Seafront, perhaps as part of a comprehensive approach to improving the area at Garrison Square/Prince Street/Cliff Street and the Harbour’s northern perimeter.
BridTC11– Design for the Built and Natural Environment

All development is encouraged that contributes to the high quality of design that is essential to achieving the aims of the Regeneration Strategy for the AAP area: accessible, environmentally sustainable and well-designed buildings and public spaces; carefully conserved built heritage; and fully protected natural environment.

Environmental Sustainability

1. All development is required to make an acceptable contribution to environmental sustainability, as assessed against:
   a) layout, building orientation, landscaping and use of landform to minimise energy consumption;
   b) siting, massing, density and mix of development to minimise energy consumption;
   c) use of sustainable building materials and construction methods;
   d) water consumption and proposals to increase its capture and recycling;
   e) sustainable urban drainage systems and techniques;
   f) flood resilience;
   g) sustainable design to support the adaptation and re-use of buildings and prolong their use;
   h) access by pedestrian, cycle and public transport routes;
   i) low and no carbon travel plans;
   j) approach to preventing, recovering and recycling waste close to the source, both during construction and operation; and
   k) contributions to biodiversity and geological conservation interests including, where appropriate, site surveys for designated and protected habitats and species and measures to avoid or mitigate any adverse effects

2. Major development, defined as housing schemes of ten dwellings or more and 500 sq m or more of other development, is required to:
   a) secure a minimum of 10% of its energy supply from low carbon renewable sources and/or a decentralised renewable or low-carbon energy supply; and
   b) achieve, for housing schemes, Level 3 on the Code for Sustainable Homes and, for other schemes, a minimum of BREEAM ‘very good’ until Building Regulations impose Code Levels or BREEAM standards.

Flood Risk

3. Developers are required wherever possible to apply a Sequential Approach to avoid development in Flood Risk Zones.

4. Where development is proposed within a Flood Risk Zone:
   a) a detailed Flood Risk Assessment is required and its recommendations must be implemented;
   b) a sequential approach within the site is required with the aim of locating the most vulnerable uses towards the lowest risk parts of the site; and
   c) surface water management measures will be required to reduce the volumes of water and flow rates away from the site by a minimum of 30% over pre-development levels.

5. Development for ‘more vulnerable’ uses in Flood Zone 3a is required additionally formally to
apply and to pass an ‘Exception Test’ if it is to be allowed.

**Flamborough Head and Bempton Cliffs SPA and Flamborough Head SAC**

6. Development that could give rise to potentially significant effects on the protected interest features of the SPAs or SAC is required to carry out a full Appropriate Assessment under the Conservation of Habitats & Species Regulations 2010 (Statutory Instrument 2010 No 4901).

**Character and Amenity**

7. Development in the AAP area will be supported where proposals are designed to:
   a) relate well to adjacent or surrounding buildings and the public realm in terms of use, siting, layout, urban grain and structure, scale, density, height, massing, rhythm and proportion, or other important building, townscape and detail, as appropriate;
   b) relate well to existing natural and built features, strategic and local landmarks, vistas and panoramic views that contribute to amenity and character or the interest of the proposed development;
   c) complement the adjoining and nearby historic character; and
   d) protect the amenity of adjoining and nearby occupiers.

8. Development, to be considered well designed, will need to resolve each of the following satisfactorily taking into account their relative importance in the context of the development’s immediate location and the sensitivity of the surrounding environment:
   a) the building details;
   b) the treatment of shop frontages and shutters;
   c) the use of colours and textures;
   d) the retention and enhancement of key vistas;
   e) appearance, materials, roof form and profile;
   f) parking and servicing;
   g) access, including disabled access;
   h) safety and environment for road users, pedestrians and cyclists;
   i) security of the environment;
   j) boundary treatment;
   k) public realm, in line with the provisions of BridTC5;
   l) the external lighting of buildings, streets and public realm;
   m) the sense of place created if there is no adjacent or surrounding built form;
   n) the treatment of corner, gateway and landmark sites; and
   o) compliance with the guidance in the Town Centre and Marina SPD.

**BridTC12: Development Statements in the Town Centre**

4.54 BridTC12 imposes a requirement on all major or otherwise significant development to prepare and agree a Development Statement. The Council has several purposes: to very significantly raise design quality in the AAP area, ensuring both that applicants are clear as to the design standards to be achieved by their proposed scheme and why; and to increase the chance that applications meeting the agreed design standards will be consented. Major schemes for the purposes of the requirement for a Development Statement are defined as:
• housing schemes of ten or more dwellings;
• 500 sq m of other development;
• mixed use schemes which total floorspace of 500 sq m or more; and
• the significant or full redevelopment of a site or of any building within the
designated Town Centre that is 500 sq m or more.

4.55 The Council requires:

- a Development Statement to incorporate the Design and Access Statements required by national policy, and to recognise, in meeting the requirements of national policy, the particular emphasis the Council places on:
  - accessibility by mobility, sight and hearing impaired people; and
  - the sustainability of the development, including provisions for green travel, sustainable construction methods and sustainable methods of managing the use of the development on occupation;

- the scope and content of the Development Statement to be agreed with the case officer dealing with the application in advance of submitting an outline or full application;

- the planning application(s) to include a description that explains how the proposed development complies with the agreed Development Statement.

4.56 A Development Statement may be prepared by the Council or, where the Council has prepared no Statement, by an applicant for planning consent.

4.57 The Council appreciates that the requirement for a Development Statement is an extra step for developers and will ensure that the requirements will be proportionate to the scheme at issue and will not place an undue burden on individual applicants.

4.58 Where the Council prepares a Development Statement for a site, the Council’s planning committee will formally approve it to guide development on the site to which it pertains. Where the applicant prepares the Development Statement, the case officer may be delegated to approve the Statement; or, if it is a particularly significant or contentious development, the planning committee will approve the Development Statement.

4.59 The Council reasons that:

• The design quality of development anywhere in the Town Centre is of particular importance. The Town Centre is small, comparatively compact and plays a key part in driving the fortunes of the local economy. Its character, visual appeal and environment have a very great effect on the competitiveness not just of the Town Centre, but of Bridlington as a whole. Every single site, building and public space within the Town Centre has an effect on the design integrity, character, appeal and function of the whole.

• Sustainability requires good design at every level – from the siting, design and construction of buildings to their location. Good design helps to ensure that
developments contribute to Bridlington’s distinctive character, add to the appeal and interest of the built and natural environment, fit comfortably in their context, are accessible by a choice of means of transport, minimise the call on natural resources and contribute to Government’s targets for reducing carbon emissions.

- The Development Statement, in contrast to a Design and Access Statement, is prepared in advance of submitting an application (and encompasses the requirement for a Design and Access Statement that is required in any case). Prior agreement by the Council to an applicant’s Development Statement will ensure that the Statements are effective in achieving the aims both of speeding up the consideration of development proposals and increasing the likelihood of consent.

4.60 The requirement for Development Statements is a key tool for ensuring that the strategy for Bridlington’s regeneration is delivered and the high standards of design, access and environmental sustainability sought are achieved. Within the small area of the Town Centre, it is critical that each part contributes optimally.

**BridTC12: Development Statements**

1. A Development Statement is required for major development within the designated Town Centre. Major development is defined as:
   a) schemes of ten or more dwellings or 500 sq m or more of other development;
   b) mixed use schemes of 500 sq m or more; and
   c) all schemes involving the significant or full development of a site, or of a building or buildings, with a frontage on, or that can be seen from, a street within the designated Town Centre.

2. A Development Statement should be agreed by the Council in advance of the submission of a planning application, but will also satisfy the requirement for a Design and Access Statement under national policy.

3. A Development Statement should address the design guidance in the Town Centre and Marina SPD and contain, as appropriate, appraisals of:
   a) context;
   b) physical characteristics;
   c) community needs;
   d) constraints and opportunities;
   e) land uses and options for development;
   f) design proposals, following ‘By Design’ guidance and other relevant design, built or natural environment policies;
   g) environmental sustainability; and
   h) a statement on the contribution of the scheme to the Regeneration Strategy as set out in BridTC1 and the other relevant provisions of Town Centre AAP.

4. A Development Statement can be prepared by a landowner, developer or the Council.

**BridTC13: Shopping, Leisure and Hotel Development**

4.61 The Town Centre has been losing significant levels of trade over a prolonged period to competing centres. It is essential to its overall regeneration that it recovers this lost
trade and attracts in future a higher share of the catchment’s spending. To do so, the Town Centre needs, amongst other improvements, a larger and more diverse shopping offer, and in particular better representation in the fashion sector. Although the Town Centre benefits from a large number of independent retailers, the choice of goods on sale is limited and the Centre is deficient in representation from multiple traders. The multiples that are represented occupy, with few exceptions, small and poorly configured units and offer only a narrow range of their stock. This deficiency means that the Town Centre is short of the kinds of ‘anchor’ traders needed to pull in the number of shoppers and visits needed to sustain the prosperity of the independent traders.

4.62 Other shortcomings that need to be tackled to improve the Town Centre’s competitiveness as a shopping centre are:

- the visual appeal and environment of the shopping area, including deficiencies in pedestrian amenity and safety;
- the absence of a strong primary retail circuit to direct and concentrate pedestrian flows, allowing secondary streets access to these primary flows so that these streets also prosper. A second anchor is needed to be able to create this circuit;
- the sheer extent of the shopping area, which extends over a wide area, the vast proportion of which is secondary or tertiary and unhelpful, dilutes spending away from the Primary Shopping Area;
- the adverse impact of the seasonal seafront uses on the year round shopping activity of the Town Centre, particularly in Cliff Street and Prince Street.

Retail Floorspace Capacity in the Town Centre to 2021

4.63 The quantified estimates of the prospective capacity of the Town Centre to accommodate further retail development are drawn from the Roger Tym & Partners 2006 retail capacity study carried out specifically for Bridlington; the capacity estimates were updated in August 2010 to take into account the effects of the national economic downturn of 2008-2010. The findings of the Bridlington-specific study were corroborated by the district-wide retail capacity study undertaken by England & Lyle for the Council in 2009 that was also updated in 2010 to take account of the effects of the recession and the slow pace of economic growth which has followed. National planning policy requires the AAP to provide sites to accommodate at least the first five years of the forecast requirements for additional shopping floorspace. The AAP goes further than this, and allocates sites for the major share of the forecast retail capacity in Bridlington over the AAP’s plan period (primarily in the BridTC3 and BridTC4 sites).

4.64 The estimated requirements for additional floorspace over the plan period are:

i) Convenience space: there is capacity for additional floorspace to accommodate some £6.2 m in additional spending on convenience goods over the period to 2016. This equates to about 1,700 sq m of additional floorspace (gross). By
2021, there is further estimated spending of £2.0m to be accommodated, which equates to a further 440 sq m gross.

ii) Comparison space: there is capacity for additional floorspace to accommodate some £49.2m in additional spending on comparison goods over the period to 2016. This equates to about 9,360 sq m net (13,370 sq m gross). By 2021, there is further estimated spending of £23.13m to accommodate, which equates to a further 3,740 sq m net (5,340 sq m gross) of new floorspace.

The Retail Planning Considerations

4.65 There are no sites in the already established primary shopping area that are capable of accommodating the unmet retail capacity over the plan period or of addressing the factors which explain the shortcomings of the Town Centre’s shopping offer. The unit sizes of existing stores are too small; many are heritage buildings which should be kept as they are (but enhanced); the market will not respond on the scale needed on a piecemeal basis; and the sheer cost of assembling a sufficient number of stores to create a site of a suitable size prohibits such an approach.

4.66 Key opportunities, over and above the unmet demand for additional floorspace provision, are the ‘vacant’ Coach Park site together with the back land that lies along the Gypsey Race between the railway station and the Harbour. However, the Coach Park site, although in single public ownership, is divorced from the Town Centre’s established shopping area by the existing Tesco store. The Tesco store, in turn, has a large area of surface car parking, site entrance and barrier wall which together divorce it from the established shopping core and for these reasons is beyond the primary shopping frontage designated by the adopted local plan. Tesco is keen to expand, but their expansion on their site would not achieve the regeneration objectives for the Town Centre (indeed, on-site expansion would prohibit their achievement); the Tesco site is too small to allow for an expansion of their store, plus the additional parking that would be needed, plus also the unit shops that would be needed to satisfy the capacity requirement and achieve the regeneration objectives set by the AAP’s Regeneration Strategy.

4.67 Much of the back land along Gypsey Race is already in Council ownership, and much of the rest is under-used or ineffectively used, with little prospect of any significant market-driven changes that will either resolve the problems or take advantage of the opportunities.

4.68 There is therefore a singular opportunity – promoted by the Burlington Parade proposals – to marry the needs to attract multiple retailers to the Town Centre and create a functioning primary retail circuit with the opportunity presented by the Coach Park site and the desire of Tesco to expand.

4.69 The relocation of the Tesco store frees the optimal site in the Town Centre that is of the size needed to satisfy much of the retail capacity for comparison goods shopping; is of a configuration that would permit the development of the unit sizes attractive to the multiple sector and in particular the fashion traders, and on a scale needed to function as the second anchor needed in the Town Centre; and is located so that,
properly laid out and designed, it could be firmly stitched to and extend the adopted local plan’s primary shopping frontage via the needed new Primary Retail Circuit along Quay Road/Prospect Street/Manor Street – already a popular shopping street with strong footfall. The proposals for Burlington Parade are set out in full in the justification for BridTC3.

**The Retail Planning Objectives**

4.70 The objectives for improving the competitiveness of the Town Centre as a retail destination are:

- extend the established primary shopping frontage by creating a new ‘anchor’ that will provide units capable of attracting multiple retail traders to the Town Centre, particularly in the fashion and household goods sectors;
- site the new ‘anchor’ so that it will extend and benefit the established primary shopping frontage and create a new Primary Shopping Area;
- create a Primary Retail Circuit that will concentrate pedestrian flows and direct them to bind the new anchor and extended Primary Shopping Area to the established primary shopping frontage;
- protect the new Primary Retail Circuit from development for other uses which are inconsistent with the aims for it;
- provide the Town Centre with a ‘window shopping’ offer to support a more appealing and diverse evening economy;
- improve the pedestrian environment in the Primary Shopping Area, including:
  - widening the pavement along Quay Road, Prospect Street and Manor Street;
  - remove on-street parking from the shopping streets within the Primary Shopping Area, save for disabled provision;
  - remove traffic during shopping hours from Bridge Street and Queen Street, and give pedestrian priority to traffic in other streets;
  - environmental improvements, including the delivery of the parts of the proposed Strategic Public Realm that lie within the Primary Shopping Area;
- improve short stay parking provision serving the Primary Shopping Area, including the number of conveniently located parking spaces in attractive and safe, high quality car parks; and
- reduce the extent of the secondary shopping areas within the Town Centre.

**The Primary Retail Circuit**

4.71 The Primary Retail Circuit is designated to serve the following key functions:

i) provide for the principal concentration of comparison goods retailing within the Primary Shopping Area;
ii) connect the established primary shopping frontage at Chapel Street, King Street, Queen Street and the Promenade precinct to the second concentration of comparison retail trading within Burlington Parade;

iii) strengthen the retail function of the link between the established and proposed anchor concentrations of retail activity along Manor Street/Prospect Street/Quay Road; and

iv) concentrate and direct the principal pedestrian flows of shoppers along this route, giving the secondary streets that lead off it access to these strong flows.

4.72 While the vitality of the Town Centre and the interest and appeal of the Primary Shopping Area is served by having a mix of uses along the Primary Retail Circuit, it is important that this mix does not dilute the functions of the Circuit. The Council will, in making planning decisions for development along this circuit, wish to ensure that the large majority of the ground floor frontage along the Circuit is occupied by shop front businesses, and most particularly shop front businesses which generate customer footfall. The Council will also wish to ensure that shop fronts along the Primary Retail Circuit are appealing after shopping hours, and that the mix includes uses which operate outside shopping hours, including workspace and residential uses on upper floors.

Other Retail Development

4.73 The Council will encourage retail development elsewhere within the Primary Shopping Area where it supports the aims for Burlington Parade and contributes, or poses no risk, to the other objectives for shopping and related leisure uses in the Primary Shopping Area.

Leisure and Related Uses

4.74 The evidence on spending patterns in Bridlington, together with experience elsewhere in the relationship between shopping and leisure provision, shows that it should be possible to support an additional 3,300 sq m or so additional floorspace in food and drink and related leisure activities. Much of this demand will need to be directed to the Burlington Parade scheme to ensure the new spaces can be animated with ground floor uses, and enhance the destination appeal of the development.

4.75 It is also critical to Bridlington’s appeal that the Town Centre attracts more and higher quality investment in places to eat and drink, that the Town Centre’s splendid Seafront is active all year round, and that the businesses along it offer goods and services that have a year round market with broad appeal.

Hotels

4.76 There are substantial challenges entailed in attracting a good quality, full service, hotel to Bridlington Town Centre to support the Spa. A number of predating conditions need to be satisfied: there needs to be a top quality site, well related to the Spa; the year round appeal of the Town Centre needs to improve, including its attractions as a shopping destination; there needs to be more to see and do in the town; and the very large B&B and guest house sector needs to contract, both to raise
prices closer to economic levels and to put sufficient pressure on the accommodation stock to make it feasible to attract hotel operators to enter the local market.

4.77 The refurbished Spa is a major advance and it is supported by new marketing initiatives that are designed to broaden Bridlington’s market appeal (e.g. Bridlington as a base for visiting the countryside).

4.78 The Council would not wish to discourage the prospects of a good quality large hotel elsewhere in the Town Centre, but also recognises that demand in the hotel sector is finite and fragile. Therefore, the Council would require evidence that proposals for hotel development elsewhere would not put at risk the chances of securing hotel investment well-related to the Spa.

Temporary ‘Town Centre Uses’ in the Town Centre

4.79 The Council proposes to encourage the temporary use of empty premises in the Town Centre by encouraging landlords to accept temporary uses and speeding up the processes involved in securing acceptable temporary planning consents and changes of use. The Council may be prepared to take temporary leases to bring temporarily empty buildings back into use, or otherwise assist private landlords to put their buildings into temporary use, including granting temporary licences (e.g., for entertainment use).

4.80 Where the Council owns the empty premises, the Council will be proactive in making creative use of the opportunities in advance of planned redevelopment or re-use. Where available, the Council will also draw on Government sources of grant aid to assist in making temporary uses possible, both for community groups and for local small businesses.

4.81 Opportunities for temporary use include:

- Using the windows and walls of empty buildings to post attractive illustrations, posters and art, including, for example, providing information on Bridlington, indicative illustrations of planned regeneration schemes, platforms for school exhibitions and for local artists and so on;

- Using empty buildings, pending commercial sale or lets, to provide temporary premises for local community groups and artists, including for special events and festivals;

- Using empty buildings to provide temporary premises to support the growth and development of small businesses; and

- Using empty buildings to provide temporary accommodation to let to homeless people.

BridTC13: Shopping, Leisure and Hotel Development

1. Shopping development in the Town Centre is encouraged within the Primary Shopping Area and along the Primary Retail Circuit and where proposals:
   a) contribute to, or do not detract from, the functions of the Primary Retail Circuit; and
   b) contribute to the aims for creating a concentration of multiple traders that will function
as a second anchor on the designated Primary Retail Circuit.

2. Leisure development (food and drink, cinema, galleries, other entertainment, cultural uses) is encouraged in the Town Centre where proposals contribute to the aims for Burlington Parade, the Marina and the Primary Shopping Area and comply with the provisions for flood risk.

3. Hotel development will be encouraged, with a priority for hotel development first within the Burlington Parade and Marina sites and then on the Town Centre Seafront, subject to flood risk considerations.

4. The Council will allow the temporary use of empty shops and other premises in the Primary Shopping Area where these will contribute to its aims for the Town Centre’s vitality and viability, the evening economy, community facilities and small business development.

**BridTC14: Offices and Office Workspace**

4.82 Offices (Use Classes B1a and A2) are a main town centre use under national policy. Office-based businesses in town centres benefit from ready access to the labour market and local business service suppliers, and businesses and their employees create additional customers for the Town Centre. The evidence on the economics of town centres also show that they can produce efficiencies for businesses located within them that induce greater productivity and growth, to the advantage of the economy as a whole.

4.83 Although Bridlington has no ‘office market’ as the term is normally understood, it does have a significant contingent of office-based businesses and employment; moreover, the evidence on Bridlington’s future prospects for growth suggests that a major share of new jobs will in future be in office-based sectors; sectors with the greatest growth potential are professional and business services and the so-called creative industries (including design and media businesses). Overall, the evidence suggests that it is reasonable to plan for up to as much as 4,350 sq m of new office floorspace in Bridlington over the period to 2021, in a mix of own front door offices for rent and for sale, and in ‘easy in, easy out’ workspace type accommodation in multiply occupied buildings.

4.84 Because of the fragility of Bridlington’s office sector, and the limited scale of prospective demand from developers and occupying businesses, it is critical that this scarce resource is directed to the Town Centre. Within the Town Centre, it is critical in the first instance that much of this demand is directed to Burlington Parade where it forms part of the proposed use mix.

4.85 The Council recognises that it will need to take a proactive approach to office development, most particularly to ensure that it is well-specified (including with IT services) and offers the requisite mix of unit sizes and tenure terms. Nonetheless, the provision of office and workspace is a key tool for achieving aims for the growth of Bridlington’s small business base and job creation in the AAP area.

4.86 The objectives for office development in the Town Centre are:

- to provide up to date premises for Bridlington’s existing businesses, helping to improve business efficiency and therefore the prospects for growth;
- to stimulate growth and increase survival rates in the new small business sector;
• to create much-needed jobs and wealth creation; and
• add to the mix of uses in the Burlington Parade scheme, ensuring that the scheme creates a genuine extension to the Town Centre in its use mix as well as in the way it is laid out and connects to the established parts of the Town Centre.

**BridTC14: Offices**
The development of well-designed offices and office-type workspace is encouraged in the Town Centre to meet Bridlington’s needs for a choice of efficient premises for the growth of its small business base and creative industries.

Proposals should contribute, or pose no risk to, the delivery of Burlington Parade.

**BridTC15: Housing**

4.87 A principal objective of the AAP’s Regeneration Strategy is to increase the population in the AAP area in ways that will contribute sustainably to its regeneration. Housing also forms an important part of the use mix in both Burlington Parade and the Marina, and will become increasingly important to the regeneration of the Town Centre Seafront and to securing the conversion of the Victorian and Edwardian villas surrounding the Primary Shopping area that are no longer viable for B&B and guest house use.

*The Need for Housing in Bridlington*

4.88 The population for the three wards that make up Bridlington is forecast (Office of National Statistics mid-year projections) to increase by 6,234 between 2008 and 2021, an increase of 15.7% and amounting to some 2,783 households (on the basis of the present average of 2.24 persons per household).

4.89 Single person households are forecast to continue to increase, particularly in the older age groups. These new projections have fed through to the 1,150 (net) dwellings per annum housing target for the East Riding in the Preferred Approach Strategy Document.

4.90 Up to 600 housing units are proposed within Burlington Parade, and up to a further 200 at the Marina; BridTC9 sets out the sequential preference in favour of Burlington Parade and the Marina for apartment schemes of 20 or more units and town house schemes of 10 or more. The Council will also support housing development elsewhere within the AAP area, including the conversion of buildings in other uses to housing.

4.91 Housing development on this scale in the AAP area is justified for several compelling reasons:

• The estimated economic capacity of Bridlington to create much-needed jobs over the 2021 period is reliant on being able to attract and retain economically active residents. The consequence of under-provision would be to put a break on otherwise achievable job growth and wealth creation or to increase levels of in-
commuting. Neither is consistent with the objectives of the Regeneration Strategy or the aims for creating sustainable communities;

- There is no significant level of vacancy within the town’s existing housing stock which might otherwise allow flexibility in new housing provision - even allowing for substantial progress in encouraging a change of use to family homes and apartments of the B&B, guest house and multiple occupation stock that surrounds the Town Centre;

- There is a pressing need for the physical regeneration of the AAP area, and development for housing will have to play a fundamental part in securing the redevelopment, renewal and conversion investment that is required;

- The feasibility and financial viability of the transformational Burlington Parade development scheme depends on a large element of residential development. Residential development is also needed to ensure that this extension to the Town Centre Primary Shopping Area and the new Gypsey Race Park are active and overlooked throughout the day and evening, as well as to help lever the lower value, higher risk elements of the scheme (like offices);

- The choice of a ‘town centre lifestyle’ as part of the offer in Bridlington is a key plank of the strategy to retain within (and attract to) the local labour market more of the young and skilled who are attracted by this type of accommodation; and

- the AAP area will remain a key focus of the tourism industry in the East Riding, and the housing stock needs to reflect the demand for second homes and high quality holiday accommodation from markets that cannot be satisfied by the caravan and chalet sector.

**Affordable Housing**

4.92 The Council will set the affordable housing policy for Bridlington in its Local Plan Strategy Document. Implementation arrangements will be set out in a Supplementary Planning Document. Development schemes which fall within the policy’s requirements will be expected to contribute, subject to the effects on the viability of proposals.

4.93 Where otherwise viable developments are made unviable through the imposition of the affordable housing requirement, the Council will consider alternative approaches to meeting local needs. These may include phasing the delivery of the affordable housing requirement to later stages in the development. In every case where a developer considers that the requirement will make otherwise viable development unviable, the Council will require full disclosure of the development’s finances.

**The AAP’s Housing Objectives**

4.94 The objectives for housing in the AAP area are to:

- achieve the highest practicable design quality and sustainability standards;
• supply a choice of housing types, including well-designed, high density, apartment and town house developments, that will meet aspirations for high quality housing in the AAP area;

• attract into and retain within Bridlington more of the young, skilled and qualified to whom a high quality Town Centre lifestyle tends to appeal, helping to address imbalances in the local labour market and contribute to raising average skill levels in Bridlington’s labour pool;

• deliver an urban lifestyle option for the small, but important, segments of the empty nester and family markets which prefer to live in the Town Centre;

• help make it feasible to deliver the mix, scale and quality of transformational development sought at Burlington Parade and the Marina;

• take advantage of the exceptional position of the Town Centre, with the possibilities of offering sea views for many residents as well as ready access to the Town Centre’s Primary Shopping Area, Seafront and beaches;

• reduce the proportion of houses in the AAP area that are in multiple occupation (residential accommodation that is not self-contained) to encourage their conversion or redevelopment for good quality, self-contained, housing accommodation;

• avoid future concentrations of houses in multiple occupation, in favour instead of stable, socially mixed neighbourhoods;

• create the conditions that will make it attractive to convert back to housing use the former dwellings around the Town Centre currently occupied by struggling B&B, guest house and retail businesses, particularly for family accommodation;

• provide for activity throughout the Town Centre, around the clock and all days of the week, contributing both to the vitality and viability of the whole of the Town Centre and providing the natural surveillance needed to help suppress crime and other anti-social behaviour;

• increase the in situ spending base for the Town Centre, all year round;

• ensure that housing is sited, designed, insulated and specified so as to protect residential amenity, ensuring that a lively evening economy does not prejudice the development of a diverse social mix and household type in the Town Centre; and

• contribute appropriately to the affordable housing requirement for Bridlington.

4.95 The Council will monitor housing completions in Bridlington to ensure there is an appropriate balance between demand and supply and in line with the Council’s housing allocation for Bridlington.

**BridTC15: Housing**

Development for well-designed, sustainable housing is encouraged in the AAP area where proposals contribute to the AAP’s objectives for housing.

Housing schemes should:
a) satisfy the AAP’s sustainability objectives;
b) provide natural surveillance for public spaces and streets;
c) protect the amenity of residents;
d) not conflict with established, planned or proposed uses; and
e) contribute appropriately to Bridlington’s affordable housing requirement as set out in the Local Plan Strategy Document.

BridTC16: Mixed Use Development

4.96 A mix of uses across the whole of the Town Centre is essential to its functionality, efficiency, appeal and vitality. One of the principal advantages of a town centre location is the ease and efficiency with which businesses are able to trade with each other and share customers. For example, shoppers benefit from taking time out to relax in cafés and restaurants; office-based businesses benefit from being able to procure support services locally; employees benefit from the opportunity to shop and spend leisure time during lunch hours and after work; and tourists and evening visitors enjoy the chance to window shop.

4.97 The evidence on the economics of town centres shows that the greater the inter-trading and customer-sharing between businesses, the greater the level of economic activity that the town centre is likely to support, and the greater the chances of further economic growth and job creation. Providing for a mix of uses throughout the Town Centre is a valuable means of stimulating the inter-trading that a compact centre uniquely makes possible, and in turn of ensuring that the Town Centre is vital, viable and attractive place.

4.98 The Council wishes to encourage mixed use development throughout the Town Centre. Of particular importance are: ensuring that public streets and spaces are active, all year round, including out of shop and office hours where residential amenity can be protected; and that the Town Centre as whole provides for the natural surveillance that is only possible with a significant residential population, inter-mixed with the other uses.

4.99 The Council also recognises that the user demand and customer spending that is needed to support year round activity is finite. It is essential therefore that this limited resource – in supporting café, restaurant, pubs and the related leisure, entertainment and tourism uses – is concentrated where these activities will work to the greatest advantage of the Town Centre as a whole. Thus the Council’s priority is concentrating development for these uses where they will animate, year round, the most important of the Town Centre’s public spaces, new and existing.

BridTC16: Mixed Use Development

1. A range and mix of town centre uses and housing is sought throughout the designated Town Centre, subject to adequate protection for the amenity of adjoining and nearby uses, including housing.

2. The priority locations for mixed used development in the Town Centre are:
   a) the Primary Retail Circuit, subject to the active, shop front, use of the ground floors of properties and the continuation of predominantly retail uses;
b) the Primary Shopping Area;
c) Burlington Parade in line with BridTC3;
d) the Marina on the reclaimed land to the south of the listed pier allocated for commercial and residential development in line with BridTC4;
e) the Town Centre Seafront in line with BridTC6;
f) in the area around and near the Spa.

3. Where development adjoins pedestrian priority streets and public spaces, the requirement is for a mix of uses at ground floor level that will either animate the streets and spaces or provide natural surveillance, including out of office and shopping hours. The priorities for animating activities and natural surveillance are:
   a) the proposed Gypsey Race Park, and the cycle and pedestrian routes along its length;
   b) the public spaces in the Marina;
   c) Town Square at Queen Street / Bridge Street; and
   d) the Town Centre Seafront.

**BridTC17: The Evening Economy**

4.100 Bridlington Town Centre needs to support an attractive evening economy with wide market appeal, both to serve the residents in the town’s catchment and add to the thing ‘things to do and see’ for visitors all year round. The refurbishment of the Spa has added considerable impetus to the town’s food and drink offer, and many businesses are rising to the opportunities, but much more is needed to enable Bridlington Town Centre to hold its own by comparison to other alternatives like Scarborough. It is particularly important that all segments of the Town Centre’s market feel safe and comfortable in the Town Centre in the evenings, and are as happy to visit in the evenings as they are during the day.

4.101 Bridlington is in a position to learn from the growing body of research on the successful creation and management of evening economies in town centres. Lessons include:

- the dispersal throughout the Town Centre of bars and pubs which tend to attract a young clientele, so that other activities work as ‘natural surveillance’ to suppress the risks of anti-social behaviour;
- dispersal throughout the Town Centre of entertainment and cultural activities, so that these can act as ‘anchors’, encouraging footfall between them and clusters of restaurants, pubs and the like;
- permitting parking on streets where it is banned during the shopping day, adding to pedestrian activity, coupled with easily accessed high quality multi-storey parking and well-lit and active routes between car parks and leisure destinations;
- a diverse range of activities and things to do, including window shopping, ensuring that shop windows are well-lit in the evenings (and not shuttered and so on); and
- visible, but light touch, foot police.
4.102 Bridlington also stands to learn from the experience of integrating housing uses with commercial activities in town centres, and especially commercial activities which are open in the evenings. It is critical that housing amenity is protected through appropriate measures to contain the impact of noise, the timing of servicing and the management of waste, both through the design and construction of housing in mixed use areas and the management of the Town Centre.

4.103 The AAP makes provision for these measures where they are planning matters, and supports the AAP’s proposals through other measures. The police are represented on the Bridlington Regeneration Partnership, which in turn liaises with the Town Council and Town Team on matters which include the management of the Town Centre. The Council and Yorkshire Forward work with the Regeneration Partnership to mount the other initiatives, including those aimed at helping businesses respond to the opportunities created by the various regeneration opportunities promoted by the AAP.

**The Objectives for the Evening Economy**

4.104 On the basis of the evidence of Bridlington’s needs and opportunities, and the lessons drawn from the research and best practice elsewhere, the AAP proposes the following objectives for the evening economy in the AAP area:

- the provision of a diverse range of evening economy activities, of high quality at every level of the offer, with a preponderance of activities that operate all year round and cater for residential as well as visitor markets;
- an evening economy that attracts all of the Town Centre’s users, regardless of age or lifestyle, all year round;
- to provide the quality and choice of restaurants, bars and cafés and entertainment needed to attract higher spending customers into the Town Centre;
- to encourage shop-owners to provide for window shopping outside of opening hours, with shutters and other security arrangements conducive to this;
- to support the development of further non-seasonal, tourism, entertainment and cultural facilities in the Town Centre;
- to ensure that the Town Centre is safe throughout the evenings and appealing to use for all the Town Centre’s user markets; and
- to ensure public car parks and access routes to them are well lit and safe.

4.105 The Council is particularly concerned to ensure that, over time, areas in the Town Centre which have a strong seasonal market are not ‘closed’ out of season, to ensure that during the season no part of the Town Centre becomes a ‘no go’ area for many of the Town Centre’s residents, in part by ensuring that there is sufficient surveillance from other activities (including residents of the Town Centre).
BridTC17: The evening economy in the Town Centre

1. Development for culture, entertainment and other evening leisure uses as defined by the Use Classes Order (currently within Use Classes A3, A4, C1, C2, D1 and D2) will be allowed in the designated Town Centre where proposals:
   a) are laid out and designed to protect the amenity of adjoining and nearby uses, including residential uses;
   b) contribute to, or post no risk to achieving, the aims for the year round use of the Town Centre Seafront; and
   c) address the guidance in the Town Centre and Marina SPD.

2. The Council encourages the temporary use of empty premises within the Primary Shopping Area and in the Town Centre Seafront for evening economy uses, subject to satisfying the relevant provisions of the AAP.

BridTC18: Tourism Attractions

4.106 The Council defines tourism attractions widely for the purposes of BridTC18 as 'things to do and see' which are intended to attract spending from those who do not normally live or work in Bridlington or its catchment, but who travel to the area for leisure, business or to visit family and friends. Tourism attractions include, for example, recreation facilities (like water sports), museums and galleries, conference and exhibition facilities, casinos, bingo halls and cinemas.

4.107 While the focus of the AAP is on the regeneration of the Town Centre in the wide range of roles it plays as a Principal Town, tourism remains an important part of the local economy. Appealing things to do and see are an important part of Bridlington’s competitiveness as a visitor destination. Key objectives are to diversify the range of attractions in the AAP area so as to contribute to the town’s year round appeal, broaden its visitor markets and raise spending levels. Tourism attractions also help to make Bridlington an attractive place to live, as well as to invest, including for the non-tourism businesses upon which the diversification of the local economy depends.

4.108 The refurbished Spa is making a significant contribution to meeting these aims, although much remains to be done. The Marina will contribute still further, and Burlington Parade will also play a major role as will the improvements proposed to public realm and access and movement in the AAP area. Other opportunities include developing Bridlington’s water sports offer, where the Royal Yacht Club is already active in developing the town’s strengths; and marketing the town as a base for visits to the Yorkshire Wolds and to the Heritage Coast, including Flamborough Head and Bempton Cliffs.

4.109 The Council will, as resources permit, promote further tourism attractions in the AAP area and partner others in doing so. The Council is still interested in the possibility of developing a glassed-in winter garden on the Town Centre Seafront to add to the area’s visitor appeal as well as to give local people a valuable amenity that will make the Seafront accessible regardless of the weather and time of year.

4.110 BridTC18 encourages tourism investment where schemes are well-located to benefit the Town Centre as a whole; where their traffic effects and other effects on the
environment can be managed acceptably; where they contribute to, or do not undermine, the aims for the year round use of the Town Centre Seafront in line with BridTC6; and where they assist the delivery of the AAP’s Regeneration Strategy.

BridTC18: Tourism Attractions
Well-designed and environmentally sensitive development to provide tourism attractions is encouraged in the AAP area where proposals:

a) contribute to achieving the AAP’s aim for year round visitor trade, including in the Town Centre Seafront;

b) are located so that visitors are able easily and comfortably, as pedestrians, to combine trips to other attractions in amenities of adjoining the AAP area and to the designated Town Centre;

c) are designed so as to protect the nearby uses; and

d) address the guidance in the Town Centre and Marina SPD.
5  DELIVERING THE REGENERATION STRATEGY

Introduction

5.1 This Chapter of the AAP sets out:

- the Council’s delivery plan for the principal elements of the Regeneration Strategy: Burlington Parade; the Marina; the Strategic Public Realm; the Access and Movement Strategy; and the Parking Strategy;
- the provisions, in BridTC19, for the Council to use its powers to assemble the land and make the other orders required for the delivery of the Regeneration Strategy, to use its assets and resources to support its delivery, and to undertake or support the other measures required to ensure the benefits of the Regeneration Strategy are captured for the benefit of Bridlington’s residents and businesses; and
- the provisions, in BridTC20, for the Council to use S106 obligations to support the delivery of the AAP’s Regeneration Strategy and achieve its objectives.

5.2 The timetable for delivery and the milestones and other indicators for monitoring progress are set out in Chapter 6.

The Approach to Delivery

5.3 The AAP’s policies are all framed with the aim of enabling the plan’s proposals to be delivered within the 2021 plan period. Key objectives are, on the one hand, to make the development opportunities promoted by the Plan attractive to the private sector and, on the other, to help justify the intervention by the public sector needed to ensure this. The AAP will only have achieved its purposes if the development opportunities it promotes are taken up, deliver the target use mix and quanta, and achieve the standards set for design quality and sustainability. All of these, the evidence shows, are needed to achieve the outcomes sought in more jobs, higher incomes and a more competitive economy, better-placed to flourish long into the future to the benefit of all of Bridlington’s communities.

5.4 The AAP’s ambitions for Bridlington are substantial but, with the refurbishment of the Spa, the delivery of public realm schemes and the continued enthusiasm and commitment of the Town Team there is early evidence and very visible progress that these ambitions are justified. With both comes a new recognition that Bridlington can afford to make choices in the developments it supports. The AAP sets the planning context for making these choices – ensuring that the delivery of the Regeneration Strategy will produce the top quality development that is needed to meet the needs of a town that rightly claims to become the jewel of Yorkshire’s coast.

5.5 Equally importantly, the Council and its partners have shown that they are prepared to take on, and diligently pursue, the delivery of a strategy which its communities have helped to shape and want. This alone will have an increasingly profound effect on the market’s willingness to reconsider Bridlington, and rise to the AAP’s challenges and take up opportunities.
5.6 The Council is acutely aware that good governance and management must play a key part in the AAP’s delivery, and accepts responsibility for this too.

**The Delivery Dependencies**

5.7 The deliverability of the AAP’s proposals has been a central consideration from the outset. The factors that bear on the deliverability of the AAP’s principal proposals can be grouped under the five considerations explained below.

1. **A realistic assessment of prospective investor and occupier demand**

5.8 Deliverability requires that the AAP plan for the types, scale and quality of development that the local economy needs, but is also capable of delivering and sustaining. Planning for more development than the economy will support poses substantial risks, particularly in Bridlington’s relatively weak commercial markets. The schemes for Burlington Parade and the Marina are ambitious; if developers are to be induced to take the necessary risks, they need to be confident of a supportive planning environment. Over-provision of development sites - i.e. allocating more development land than the local economy is capable of generating demand for - creates uncertainties for developers and adds to their risks in Bridlington’s already weak property market. It is particularly important, for this reason, that the AAP is also clear as to the priorities for development, and that policy focuses on the delivery of these priorities.

2. **Siting new development so that it will succeed commercially and also deliver the greatest ‘returns’ in benefits for the Town Centre as a whole**

5.9 The scope for new development in the AAP is limited. As BridTC9 and BridTC10 set out, it is critical that this finite resource is used to greatest advantage. Key considerations in using this scarce resource are: removing market failures and other obstacles to the efficient operation of the market; using distinctive assets to advantage, both recovering of these assets where they are at risk and making more of other assets which are under-exploited; and taking advantage of other opportunities. It is also critical, in allocating new development to meet these aims, to create opportunities the market will respond to and deliver the types, scale and quality of development sought.

5.10 Burlington Parade will absorb the major share of the forecast requirement in Bridlington over the plan period for retail and leisure floorspace, and will contribute as many as 600 dwellings to the housing allocation for the Eastern sub-area. In accommodating this development, Burlington Parade is sited and the Masterplan is carefully laid out to:

- remove the market failures that explain why this area of the Town Centre is under, and poorly, used;
- provide for the additional retail floorspace needed in ways the market will be willing to respond to and which will also benefit the established primary retail frontage;
• break the Catch 22 which explains why there is no efficient, well-specified, contemporary small office space and office-type workspace in the Town Centre to support the development of a more dynamic small business sector (‘there’s no supply because there’s no demand; there’s no demand because there’s no supply’);

• integrate the Harbour within the Town Centre, making it possible to deliver Burlington Parade at a scale, type and quality of development that otherwise would not be feasible in Bridlington;

• realise the asset value of the Gypsey Race to provide much-needed new public space and ‘green infrastructure’ for the Town Centre in cycle ways, walks and a park, as well as a setting for new high quality development;

• shift the Primary Shopping Area away from the Seafront, both to reduce the adverse effects of the seasonal uses on the primary shopping streets, and to create the conditions that will encourage changes of use along the Town Centre Seafront to year round activities compatible with the core business of the Town Centre;

• accommodate the fewer, larger public car parks needed to reduce the burden imposed by on-street parking, manage the ‘seasonal surge’ and better serve the new Primary Shopping Area; and

• create ‘spillover’ benefits for existing businesses so that they will gain from the added trade that the new developments will bring into the Town Centre.

5.11 The Marina is carefully laid out to:

• regenerate the Harbour and protect its important heritage assets, long into the future;

• integrate with the Town Centre, ensuring that the added custom the Marina and regenerated Harbour will bring into Bridlington will advantage all of the Town Centre;

• ensure that the Harbour Commissioners will be able, operationally and financially, to continue to meet their obligations to the Trust Port and its users;

• integrate the Spa more closely into the core of the Town Centre;

• provide for reclaimed land to support development that will attract top quality leisure, retail, hotel and residential development to Bridlington.

3. Planning policies that work with market mechanisms, minimise delivery risks and remove other deterrents to investment

5.12 A key task of the AAP is to put in place the policy platform needed to enable the delivery of the types, scale and quality of development needed for Bridlington’s regeneration but which, without this policy platform, would not be deliverable.

5.13 The AAP does this by:
putting in place the land use policies which will remove identified market failures and other obstacles to the market’s willingness and ability to deliver the development needed to meet local needs for retail and leisure services, a wide choice of housing and more and a wider choice of jobs;

• encouraging development that will deliver the Regeneration Strategy, while also making provision for refusing development that would undermine its delivery;

• laying the ground for justifying the use by the Council of its powers and resources to secure the AAP’s delivery; and

• significantly raising the importance both of design and the conservation of heritage assets and of environmental sustainability in the Town Centre.

4. Commitment by the Council to the delivery of the Regeneration Strategy

5.14 All of the AAP’s major projects require the Council’s intervention to enable their delivery. Although the main share of investment will come from the private sector, it cannot – and will not - deliver all that is needed without enabling support from the public sector, the major share of which will come from the Council. Burlington Parade requires public investment in highway works, parking infrastructure, public realm and land assembly; the Marina requires public investment in direct works to create the Marina and to ensure that the Trust Port will deliver its statutory duties; and the Strategic Public Realm requires public investment, as well as contributions from benefiting private developers.

5.15 Even then, the public sector needs to demonstrate that its activities will not substitute for private sector activity or distort competition, and that the costs of the intervention produce ‘value for money’.

5.16 The Council is committed to delivering these major projects, using its powers to secure the major projects, in line with its legal entitlements and duties, subject to ensuring that its investment satisfies all the tests for public sector intervention: that it removes evidenced market failures; does not ‘crowd out’ the private sector; delivers wellbeing, and does so sustainably and equitably; and that it delivers value for the public’s money.

5. Support for the Regeneration Strategy by Bridlington’s communities

5.17 The delivery of the AAP’s Regeneration Strategy is not feasible without the support of Bridlington’s communities. This support is in place.

Lessons Incorporated from the Previous Marina Proposals

5.18 The proposals for the Marina and works to the Harbour have been prepared with full regard for the lessons learned by the partners from the Inspector’s report and the Secretary of State’s decision (August 2003) on the marina proposals which were the subject of the inquiry held between October 2001 and October 2002. These lessons, briefly, are as follows, acknowledging that the Inspector and Secretary of State accepted the need to regenerate Bridlington and the aptness, in this context, of proposals for a marina:
i) the benefits arising from the Marina should be demonstrably capable of delivery and to outweigh the costs to the environment of its development, including the ‘costs’ to the listed piers; and

ii) the case for any ‘made land’ to be reclaimed as part of the Marina works must be justified by the balance of certain public benefits over the known environmental costs. Evidence will be required to demonstrate the deliverability of the development proposed on that land; the public benefits that will follow from the development; and that the effects of the development on the wider regeneration of the town, including the established Town Centre will be acceptable.

5.19 The evidence for the AAP upon which the Marina is proposed rests firmly on the findings in respect of what is needed to secure the town’s regeneration. This evidence shows that the existing fabric of the Town Centre must be the principal focus of new development, and the demand that exists for such development should be focused on resolving the market failures and other shortcomings which explain the Town Centre’s underperformance and in turn that of the wider local economy. The same evidence also shows that, without the public sector’s commitment to transformational investment of the type, on the scale and in the location proposed for the regeneration of the Harbour and creation of the Marina, any significant regeneration of Bridlington Town Centre is unlikely.

The Regeneration Strategy’s Delivery Partners

5.20 The Council accepts the principal responsibility for the AAP’s delivery, but aims to work in partnership wherever possible.

5.21 Other land owners and interests in the Town Centre AAP area – including the Bridlington Harbour Commissioners, the Lords Feoffees, Network Rail and Tesco – are also working with the Council to ensure that the AAP is delivered. The Council is working jointly with the Harbour Commissioners on the proposals for the Marina and the Harbour’s regeneration; is in discussions with the Lords Feoffees on the parking arrangements within Burlington Parade; is in working discussions with Tesco for the relocation of their store within Burlington Parade; and with Network Rail on the proposals for the Station Plaza and the Station car parking.

5.22 Although Yorkshire Forward will be disbanded by March 2012, the agency has been a significant partner to the Regeneration Strategy from the outset. Yorkshire Forward funded many parts of the AAP’s evidence base, funded a significant share of the forward site acquisitions for Burlington Parade, contributed significantly to the costs of the Spa’s refurbishment and the public realm schemes thus far implemented, and helped to establish and support the Bridlington Town Team. The Council will continue to work with Yorkshire Forward until its formal abolition, and subsequently with whatever body takes up a regional or sub-regional regeneration overview.

5.23 The Bridlington Renaissance Partnership was constituted to help inform, guide and deliver regeneration in Bridlington, and continues to do so. The Partnership is supported by the Council and by Yorkshire Forward (until the latter is wound up), and has a very wide membership comprising over 50 of the major organisation based or
operating in Bridlington – including local businesses, the Chamber of Trade, the police, health providers, the College, the Bridlington Harbour Commissioners, as well as the representatives from the Town Team – that has interest in Bridlington’s civic life and the town’s future. It has a Partnership Board which, as well as setting the strategic direction for regeneration in Bridlington, also takes responsibility for the day to day business of the Partnership, for keeping everyone in Bridlington informed of the Partnership’s activities and for notifying people of opportunities to get involved in civic life.

5.24 The wider Partnership has been involved in the AAP from the outset, helping to disseminate news, inform people of progress and provide technical information to assist people to comment on the AAP’s issues.

5.25 The Regeneration Strategy itself is the product of a long period of very substantial consultation with Bridlington’s residential and business communities and it fully reflects their aspirations. Where views gathered in the consultation exercises have diverged, the AAP has provided a platform for reconciling these conflicts, often by gathering and sharing evidence. The Council’s and the community’s aim has been to ensure that the proposals put forward at each stage of the AAP’s preparation were justified by the evidence.

5.26 Bridlington is very fortunate to have a skilled and enthusiastic Town Team. The Town Team was set up in 2003 with the support of Yorkshire Forward’s then pioneering Renaissance Town’s programme, and has an open, and still growing, membership. The Town Team continues to work hard, amongst its other activities, to shape, promote and help deliver the Bridlington Regeneration Strategy. The Town Team has acted as an important sounding board for the AAP’s proposals in advance of the wide public consultation exercises which informed its preparation at each stage.

The Use of the Public Sector’s Powers to Deliver the AAP

5.27 The Council can make use of the following powers to secure the delivery of the AAP’s principal proposals:

i) its powers under S226 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004, to acquire land compulsorily;

ii) the power to make an order under the Transport & Works Act 1992 to carry out works which interfere with navigational rights;

iii) the power to dispose of land it owns at less than best consideration under S123 of the Local Government Act 1972; and

iv) direct financial contributions, including via the direct delivery of development.

Compulsory Purchase Powers

5.28 Government grants powers of compulsory acquisition to local authorities to provide a positive tool to assemble land where this is necessary to implement proposals put forward by a Development Plan Document (like this AAP). The Government encourages local authorities to be less cautious than they have been in the past in using these powers. Government recognises that in instances it will be not be
possible to improve the economic, social or environmental wellbeing of a local area without assembling suitable sites for needed and desirable development.

5.29 The Council takes the view that Burlington Parade is such an instance. There are no alternative sites so well located to meet the needs for development in the Town Centre, and that will also allow the Council to remove the market and equity failures which are deterring regeneration.

5.30 In order to exercise its compulsory purchase powers, the Council must satisfy the Secretary of State on a number of points. These, briefly, include the following:

i) The Council must show that the benefits arising from the use of its compulsory purchase powers are substantial enough in the public interest to merit overriding the interests of the affected individuals.

ii) The Council must show that the land to be acquired is 'needed'.

   This is normally taken to mean that the need for development has been demonstrated in a Development Plan Document (which means in turn that the proposals are supported by evidence and have been consulted upon). Often 'need' is also taken to mean that there is planning consent for the proposals, or that there are good grounds for believing that planning consent for the proposals could not reasonably be withheld, and that there are no other impediments to the delivery of the proposals.

iii) The Council must show that the resources are in place that are needed to deliver the proposals for which the land is needed.

   ‘Resources’ are normally taken to mean that there is a willing developer in place to construct the development, and that, if the scheme requires public financial support, that these finances are also in place. Government acknowledges, however, that there may be instances where the assembly of the land itself is a necessary pre-condition for attracting a developer.

iv) The Council must show that the development proposed will be delivered in a timely fashion. Once an order is confirmed, the Council must take action to acquire within three years, and can take up to another three years to do so. However, Government acknowledges that this can be daunting for affected interests, and requires local authorities to keep people informed and advised of its programme.

v) The Council must demonstrate that the development for which the land is needed would not be achievable via other means.

vi) The Council must demonstrate that the compulsory purchase order is a measure of the last resort – meaning that the Council must show that it has exhausted the possibilities of acquiring the land on reasonable terms by negotiation.

5.31 The Council aims to acquire all of the required land by agreement and will use its compulsory purchase powers only as a last resort. Negotiations are already underway with the major landowners and other interests within the ‘area for comprehensive redevelopment’ for the Burlington Parade scheme. However, Government guidance
also recognises that the commitment to making a CPO is often necessary to ensure that properties can be acquired in a timely fashion and on reasonable terms.

5.32 The Council is taking legal advice on the likely timing of the compulsory purchase order. Those directly affected have been consulted as part of the AAP process at each stage of the AAP’s preparation. Once the Council makes the decision to make an order, it will publish the order and notify formally all affected interests. It will also provide the Secretary of State with the reasons for making the order. If there are any objections to the order which cannot be resolved, Government will appoint an Inspector who will invite objectors to state their reasons for objecting, and decide how to determine the order. All objectors have the right to be heard at an inquiry, although objectors can also elect to have their objections considered by written representation.

Progress towards Assembling the Comprehensive Redevelopment Site

5.33 The Council is making good progress in acquiring the properties needed to assemble the proposed comprehensive redevelopment site. Once the Council has determined whether a Compulsory Purchase Order will be necessary, it will take the formal steps needed to make the Order. When it does, affected interests will be formally notified, each will be fully consulted and fair compensation arranged, in line with the provisions of the compulsory purchase legislation. Meanwhile, discussions are being progressed with the principal property owners within the comprehensive development area, including the Harbour Commissioners, Network Rail, the Lords Feoffees, Tesco and the Royal British Legion.

5.34 The Council is fully conscious of the impact on affected owners and occupiers of the proposals for Burlington Parade, and is committed to ensuring that the adverse effects are minimised for each of the affected interests. The compulsory purchase legislation is framed to protect the interests of affected individuals and conform to Britain’s obligations under the Human Rights Act.

5.35 Thus the action will be fair while also permitting the very purposes for which the legislation has been enacted: to deliver beneficial development that is needed and compelling in the public interest, but which otherwise would not be possible. These circumstances obtain in Bridlington Town Centre: without Burlington Parade and the Marina, it will not be possible to recover economic, social and environmental wellbeing in Bridlington, now or long into the future. Chapter 6 of the AAP sets out the anticipated timetable for the CPO action should, as is fully expected, the Council will need to exercise its powers. Meanwhile, however, the Council will make every effort to acquire the needed land and property by agreement.

Transport and Works Orders

5.36 An order made under the Transport and Works Act 1992 (the TWA) is the usual way of securing permission to carry out works which interfere with rights of navigation – and would be needed in order to obtain consent to impound the Harbour and create a marina. An order made under the TWA can also include the compulsory purchase of land, amend other legislation (like the statute for the port), the closure of roads and
footpaths and powers to make bylaws (e.g. for the operation of the Harbour in conjunction with a marina).

5.37 A TWA order does not necessarily grant planning permission although an authority applying for the order can ask the Secretary of State (SoS) for outline planning permission for development if the SoS confirms the order. Outline planning permission can also be sought from the planning authority.

5.38 If listed building consent is also needed (as it will be for works affecting the listed piers of the Harbour), this consent needs to be applied for at the same time.

5.39 The general principle is that the SoS will want to consider any related consents at the same time as the TWA order to make sure the whole process is co-ordinated.

5.40 The Council is obliged to publish the fact that it is making a TWA order in local newspapers, by posting notices on the site and along the route of any other works and by notifying directly all owners and occupiers of property affected by the order. Those who wish to object to all or part of the proposal or to make other representations in support of the proposal will then have six weeks in which to do so. Objectors then have the right to have their objections heard before an inspector appointed by the SoS.

5.41 If an application has no objectors, then the SoS can make a decision without holding an inquiry. If there are objections, the SoS has 28 days during which to decide to make a decision on the basis of written representations, or to hold an inquiry, or if the issues are not complex and not too many people are involved, a hearing (which is more informal than an inquiry).

5.42 There are variations in the time it takes to process and decide a TWA order depending on the number and substance of objections and whether or not a public inquiry is needed. If there is an inquiry, the Inspector will generally submit a report with a recommended decision to the SoS within four months. The SoS will make the final decision within about six months of the receiving the SoS's report.

5.43 The Council’s aim is to agree with the Harbour Commissioners the approach to the Harbour and Marina, and both parties are working together in the expectation that this agreement will be possible.

**Disposal of Land at Less than Best Consideration**

5.44 The Council is able to dispose of any of its interests in land that it holds under the terms of the Local Government Act 1972 for less than ‘best consideration’ (open market value) where it thinks that the disposal will help it to secure the promotion or improvement of economic, social or environmental wellbeing of its area. The Council can do this without the consent of the SoS where the undervalue does not exceed £2 million, and with the SoS’s consent where the undervalue is greater.

5.45 Government has relaxed the ‘best consideration’ requirement for precisely the same reason that it is encouraging local authorities to be more proactive in using their compulsory purchase powers: to achieve needed regeneration and other development that will improve wellbeing, but would otherwise be unlikely to occur.
The Council may have to dispose of its land holdings within the Burlington Parade site in this way to help cover the gap between the costs of the development and the development values that are achievable in present conditions in Bridlington.

**Capturing the Benefits of the Regeneration Strategy**

**Job Creation at Burlington Parade**

5.46 Burlington Parade will create, gross, a total of some 1,900 additional jobs for Bridlington, of which some 15% will be in new and expanding office-based businesses and the remainder, across the spectrum of occupations in retailing, leisure, hotels and catering. A high proportion of these jobs would not be deliverable without the Council’s commitment to the comprehensive regeneration of the Burlington Parade site and, in turn, to the delivery of the Marina.

5.47 The net gain in jobs through the development will lead to further job creation in the local economy, both through the spending by the new employees of their wages in Bridlington and the procurement by the new and expanding businesses of their services and supplies from other businesses in the town. The effect of this job gain will be to bring the local labour market as close to balance as is feasible, meaning that there will be enough jobs in the local economy to raise economic activity rates, and reduce unemployment levels, to East Riding averages.

5.48 The aim is to generate enough employment in the town to meet local needs while also:

- raising, to district-wide averages, both average incomes in Bridlington and the proportion of working age who are active in the labour market; and
- reducing, to the district average, the local unemployment level, recognising the need for 'easy entry' jobs as well as opportunities for increasing the local skills base and the rates of small firm creation, survival and growth.

**Local Small Businesses and Local Labour Clauses**

5.49 The Council is concerned to ensure that local businesses and the local labour market benefit from the opportunities created by the Burlington Parade scheme, both during planning and construction phases and on occupation of the retail units in particular.

5.50 The Council will therefore require, building on existing initiatives:

- bidding contractors for any infrastructure and public realm works it procures directly, and any bidding developers for publicly owned land, to be encouraged to promote the local economy and to use local labour and suppliers in any concluded contract for works;
- the supermarket operator to enter into a local training and employment scheme, with targets for recruiting local job seekers; and
- the developer of the second retail anchor to partner the Council in a local training scheme with targets for recruiting local job seekers.
5.51 The Council will also work with the town’s secondary schools and East Riding College to ensure that local training schemes prepare prospective candidates to take advantage of the opportunities created by Burlington Parade, including for new and growing small businesses.

5.52 The Council will work with the local small firms agency to mount a local supplier initiative to ensure that local businesses are able to bid for the supplier opportunities created by the planning and construction of the development. The Council will also be proactive in seeking a managed workspace opportunity to form part of the development mix at Burlington Parade.

5.53 The Bridlington Renaissance Partnership, with its Partnership Board at the centre of its activities, will play a key role in mounting and overseeing these initiatives and the other actions that will be needed to ensure that the full benefits of the AAP’s delivery flow to Bridlington’s communities.

5.54 In particular, the Bridlington Renaissance Partnership will:

- ensure that major schemes (as defined by the AAP’s policies) are subject to a formal design review by an appropriate local or regional expert panel, and that the views of the panel are taken into account by the planning authority in determining planning applications in the AAP area. Key aspects of design of local concern include ‘Safer by Design’ and sustainability as well as the protection and enhancement of Bridlington’s special historic character;

- mount the local small business and local labour initiatives for Burlington Parade and the Marina described in Chapter 5, ensuring both that local people will be the priority targets for these jobs, from site planning and construction through operation and on completion, and that local small businesses know of, and are assisted to take advantage of, the opportunities that these major developments in particular will create for Bridlington; and

- work with East Riding College and secondary schools to ensure that local people both are equipped with the skills to take the jobs that will be created by the Burlington Parade scheme and Marina development, and that these jobs will be offered to local people, from site planning and construction through operation on completion.

5.55 The Council, working with the Partnership and Bridlington’s Town Team, will also work to ensure that the proposals for the Strategic Public Realm, and in particular for the new Town Square, meet the public’s expectations.

5.56 The Council will also continue to work closely with those who are directly affected by the Town Centre’s major schemes. The Council is particularly concerned to ensure that those who are affected by the proposals for Burlington Parade’s comprehensive redevelopment area are dealt with fairly. The Council and Yorkshire Forward have already agreed to purchase many of the properties, and discussions are ongoing.
BridTC19: Delivering the Regeneration Strategy

5.57 BridTC19 makes provision in policy for the Council to carry out the interventions needed to secure the delivery of the AAP’s Regeneration Strategy and capture the benefits for local communities and businesses.

BridTC19 – Delivering the Regeneration Strategy

The Council will work with regional and local partners, local landowners and other stakeholders both to deliver the Regeneration Strategy and to ensure that the benefits of delivery are captured to the advantage of local communities and businesses and in the catchment Bridlington serves as a Principal Town. The benefits to be captured include: more jobs and higher incomes; a larger, more dynamic and growing small business base; a wider choice of more appealing shops, services and things to do and see; a more competitive visitor economy; and a safer, more accessible and more beautiful Town Centre for everyone.

1. The Council will, where necessary and justified, to deliver the Regeneration Strategy:
   a) use its powers of compulsory purchase to assemble sites and bring land and property into beneficial use, including for Burlington Parade;
   b) make the necessary orders, including the Harbour Revision and Transport & Works Orders, needed to secure the delivery of the Marina;
   c) make the necessary orders to secure the delivery of the Access and Movement Strategy, including the Traffic Regulation Order;
   d) acquire land and property to secure the Regeneration Strategy;
   e) dispose of its own land and property to enable development;
   f) forward fund the Strategic Public Realm and highways infrastructure to enable the delivery of the Regeneration Strategy, recouping contributions through S106 obligations and, where it owns the benefiting land, through the enhanced value of land on its disposal for development;
   g) use S106 obligations where appropriate to secure the objectives of the Regeneration Strategy and protect the vitality and viability of the Town Centre;
   h) procure developers to deliver development opportunities, including within Burlington Parade and the Marina;
   i) develop property directly or in joint ventures with developers it procures; and
   j) prepare and consult on Masterplans, Development Statements and Development Briefs to promote the development of the AAP area.

2. To help ensure that the communities and businesses that Bridlington serves as a Principal Town will benefit from the delivery of the Regeneration Strategy, the Council will:
   a) support existing, and where needed, mount new initiatives to equip local people with the skills and qualifications to compete for the new jobs created by the developments promoted by the AAP;
   b) encourage local labour content on construction contracts for developments that benefit from public sector support; and
   c) support the initiatives that market Bridlington as a visitor destination.

BridTC20: the Use of S106 Obligations

5.58 The Council proposes, where justified, to use S106 obligations within the AAP area to:
   i) secure contributions to Bridlington’s affordable housing needs;
ii) prescribe development where this is essential to the delivery of the Regeneration Strategy;

iii) mitigate or compensate for the effects of otherwise permissible development;

iv) require contributions to a pooled fund to help finance the costs of the Strategic Public Realm; and

v) in exceptional circumstances, prevent changes of use that otherwise would not require planning consent under the provisions of the General Permitted Development Order.

5.59 The Council will use conditions to a planning consent in preference to S106 obligations wherever possible. There will, however, be instances where a S106 obligation – a legal contract with the Council – will be preferable. The principal difference between the two is that a S106 obligation cannot be altered, nor can it be ‘appealed’ against for five years; a planning condition can be altered by a S73 application to the Council and it can be appealed if the Council is not prepared to agree a S73 application.

Affordable Housing

5.60 The Council will use S106 obligations to secure contributions to the local affordable housing requirement – which will be set by the Local Plan Strategy Document as the AAP explains in the context of BridTC15. Implementation arrangements will be set out in a Supplementary Planning Document. The Council will have to take into account the effect of the affordable housing requirement on the viability of development, and may stage payments in order to ensure that the need for affordable housing is met and does not prevent beneficial development coming forward.

Prescribe the Use of Land

5.61 The Council is permitted to use S106 obligations where necessary and justified to prescribe development in order to secure desired development within a designated site (e.g. Burlington Parade). The need may arise if there is a risk that otherwise the objectives set by policy for the site will not be achieved, and the development would not permissible without the S106 obligation.

Mitigate or Compensate for the Effects of Development

5.62 The Council may use a S106 obligation to require mitigation of the effects of development e.g. road works to mitigate the effects of development on the highways network; or to compensate for a ‘loss’ produced by the development e.g. of existing open space. The Council will only use S106 obligations for mitigation and compensation where justified, related directly to the development and where the development otherwise would not be permissible.

Prevent Changes of Use

5.63 In exceptional instances, the Council may decide to require a S106 obligation (instead of imposing a planning condition) to remove ‘permitted development rights’ in respect of changes of use which would not otherwise require planning consent under the
provisions of the General Permitted Development Order (GPDO). There are two main types of permitted development rights that raise prospective concerns in the AAP area:

i) Restaurants and cafés can change use to retail use or to ‘financial and professional services’ under the GPDO without planning consent. In exceptional instances, for example because of the scale of the operation or its location, this could be injurious to the Regeneration Strategy, which puts in place a sequential approach for the location of the main town centre uses within the AAP area (BridTC9). The sequential approach is designed to create the much-needed Primary Retail Circuit and to locate development for offices and hotels – sectors in which demand is very limited - where it will return the greatest benefits for the overall performance of the Town Centre.

ii) As of 1 October 2010, dwelling houses will be able to change use to small houses of multiple occupation (for up to six unrelated individuals sharing basic amenities) without further planning consent. The Council is concerned that the AAP, in promoting the development of family housing in the AAP area including through the conversion of guest houses and B&Bs, does not become a route to increasing the number of houses of multiple occupation. The Council may decide to put in place an Article 4 direction to prevent any changes of use from dwellings to small houses of multiple occupation in the AAP area.

5.64 The Council is concerned to ensure that otherwise permitted changes of use do not pose an unacceptable risk to the Regeneration Strategy and the achievement of its objectives.

5.65 The Council appreciates fully that Government advises the use of conditions, and not S106 obligations, in these instances, both to protect the rights of appeal against conditions and to reduce pressures on developers. The Council, however, reasons that there may be instances where developments are on a scale, or have other features, such that an otherwise permissible change of use in the AAP area could pose a risk to the vitality and viability of the Town Centre or could undermine the delivery of the AAP’s Regeneration Strategy. S106 planning obligations are legally binding contracts, and create certainty for investors that is not possible via planning conditions.

A Standardised Charge for a Pooled Fund for the Strategic Public Realm

5.66 The Town Centre will need to be able to accommodate the additional activity that will be generated by the delivery of the AAP – both the additional development itself and the impact of the additional development on the capacity of the Town Centre to accommodate the added use which will follow from the developments and their regenerative effects.

5.67 While the Council is able to utilise the Local Transport Plan funds awarded to the Council to help finance the works needed to provide the increased capacity in the highways infrastructure, it has no ‘long term’ similar source of funds for achieving the added capacity needed in the Town Centre’s public realm, including the additional
public space needed for informal recreation and adults’ and children’s play space in
the AAP area. The principal means of creating this capacity is the proposed Strategic
Public Realm, the provisions for which are set out in BridTC5.

5.68 The Council proposes the standardised S106 charge set out in BridTC20 in order to
accrue a pooled fund to help finance the public realm works in the Town Centre
needed to offset the cumulative impacts of the development that will regenerate the
Town Centre. The Council anticipates forward-funding the works, and recouping
contributions only to the costs. The Council acknowledges that the full costs of the
works cannot be financed through ‘development surpluses’ in Bridlington’s markets.

5.69 The Council’s aims, in standardising the basis of calculating the contribution required
to the Strategic Public Realm, are to reduce the time involved in negotiating S106
obligations and to improve the market’s certainty as to what will be required. The
Council will, nonetheless, levy the charge on individual proposals with full regard to
their individual impact and viability.

5.70 The Council proposes to apply this standardised S106 charge to all major net
additional development (including changes of use) within the AAP area, defined as
net gains in housing of 10 or more units, 500 sq m of other development, or a mix of
housing and other development which totals a gain of 500 sq m or more.

5.71 The fairest and most transparent means of assessing the level of impact, and
therefore the charge to be levied, is to relate the charge to the use and scale of the
proposed development - on the basis that use and scale relate most directly to activity
levels and therefore to the extent of mitigation or compensation required. The charge
will be confined to net additional development (i.e. not to refurbishments of properties
which are already occupied).

5.72 BridTC20.2-5 sets out the types and scale of development to which the S106 scheme
will apply. The Council, in setting the scale of the proposed charge, is wholly mindful
of the comparatively low commercial development values in Bridlington. The Council
wishes therefore to ensure that the new S106 scheme does not discourage
development from coming forward, but also to ensure that development in the Town
Centre contributes fairly to creating the capacity in the public realm needed to raise
levels of activity and demand in Bridlington.

5.73 The level of the charge is calculated to amount to about 3% and not more than 4% of
typical development costs for the types and sizes of developments promoted by the
AAP’s Regeneration Strategy. The Council reasons that charges set at this level will
not compromise the viability of otherwise viable development. All development
appraisals are sensitive to very small variations in the input assumptions, both on cost
and on value. A charge at this level, the Council reasons, will be easily absorbed by
small fractional adjustments to costs and / or assumed values.

5.74 Keeping contributions to this level means that the pooled funds will not be sufficient to
finance the whole of the proposed Strategic Public Realm. Other contributions will be
direct provision financed by the Council, and by developers through direct
contributions (most particularly through the development of Burlington Parade).
5.75 The Council proposes to levy the charge at the point that development is begun. The Council nonetheless accepts that the imposition of the charge must not compromise the viability of otherwise viable and beneficial development. Where a developer takes the view that payment of the charge will compromise viability, the Council will require full financial disclosure. The Council may agree to stage or otherwise defer payment until the partial or full completion of the development, when the developer will have outturn evidence of the scheme’s finances.

5.76 Appendix 3 to the Bridlington Town Centre AAP sets out the schedule of the indicative costs of each element of the Strategic Public Realm, together with the proposed charge applicable per square metre of each type of development likely to come forward in the Town Centre AAP area.

5.77 In levying the S106 charge provisions in BridTC20, the Council will take into account any other charges on the development (e.g., an affordable housing contribution) and will consider each proposed development on its merits. Direct contributions to the Strategic Public Realm by development schemes, including Burlington Parade (BridTC3) and the Marina (BridTC4), will count towards or, if appropriate, remove the requirement to contribute to costs under BridTC15.

5.78 No standardised S106 charge is proposed for contributions to the highways works. Instead, development outwith the two major projects – Burlington Parade (BridTC3) and the Marina (BridTC4) – requiring the mitigation of traffic effects to be acceptable, will need to finance, and where appropriate, deliver the needed works on their own account outwith the provisions of BridTC20.

Community Infrastructure Levy or another district-wide Infrastructure Financing Scheme

5.79 Government brought into force in 2010 the provisions in the 2008 Planning Act for a Community Infrastructure Levy. The Community Infrastructure Levy (CIL) is a means of securing finance through local development plan documents for the infrastructure required to support growth in England, where the pressures of growth are beyond the ability of the mainstream providers of utilities, highways, education and so on to finance. CIL is a voluntary tool, and local authorities are free to decide whether to use it to finance their infrastructure needs.

5.80 Under the CIL regulations currently in force, S106 obligations are scaled back to apply to on-site mitigation and compensation only; and pooled funds will be unlawful from 6 April 2014 for off-site infrastructure to which there are more than five contributors. Government has put in place a ‘transition period’ that allows standardised charge schemes – like the one in BridTC20.2-5 for the Strategic Public Realm – that remains in place through 2014. After this, such pooled funds will be unlawful and must be withdrawn.

5.81 The Council has yet to decide its favoured mechanism for financing the District’s infrastructure needs, but will do so as it completes and consults on the relevant parts of its Local Plan Strategy Document and evidence base. If the Council elects to set up a CIL scheme for the East Riding, or another alternative, the likelihood is that the
parts of the Strategic Public Realm in the AAP area still to be funded will form part of the infrastructure to be part-financed through the selected district-wide mechanism. The provisions of BridTC20.2-20.5 will be withdrawn at this point (or earlier if the Council adopts a CIL charging schedule or if the transition period in the CIL regulations precedes this date).

### BridTC20: S106 Obligations in the Bridlington Town Centre AAP Area

1. The Council will use S106 obligations, where justified, to:
   a) secure contributions to meeting Bridlington’s needs for affordable housing;
   b) prescribe development to achieve the aims of the Town Centre AAP Regeneration Strategy;
   c) mitigate or compensate for the effects of development on the AAP area; and
   d) prevent, without further planning consent, changes of use that would otherwise be allowed by the General Permitted Development Order.

2. The Council requires major development proposals and changes of use in the AAP area contributing net gains on the site of 10 or more residential units, or 500 sq.m (gross floor area) of other development, or a mix of housing and other development with a gross floor area totalling 500 sq.m or more to contribute appropriately to meeting the costs of delivering the Town Centre Strategic Public Realm as designated by the Town Centre AAP Policies Map.

3. Appropriate contributions will include one or both of:
   a) A financial contribution via a S106 obligation, with the sum due calculated according to land use and the size of the development as set out in Appendix 3 of the Town Centre AAP; and/or
   b) The direct delivery and funding of those parts of the Strategic Public Realm that lie within or adjoin the site of the development proposal in line with the proposals and guidance set out in the Town Centre and Marina SPD.

4. The Council will pool the contributions secured to help finance and maintain the Strategic Public Realm.

5. The Council will require payment on the commencement of development to which the charge applies, subject to the effect and timing of payments on the evidenced viability of the development.

### The Delivery of Burlington Parade

5.82 The Council will act as the ‘lead developer’ for the Burlington Parade scheme, and undertake a phased approach to its delivery. It will bring the whole of the site designated for comprehensive redevelopment into public sector control (if this proves necessary to achieve the objectives of BridTC3), and release parcels of land to the market for development in line with its appetite. The Council will, as necessary, implement directly, in advance or alongside selected developers, those parts of the Strategic Public Realm, highways infrastructure and public car parking needed to enable the development to proceed in line with the AAP’s policy proposals. Where the Council has forward-funded infrastructure and Strategic Public Realm, the Council will recover contributions to its costs either or both through the provisions of BridTC20, through other S106 obligations, or the terms on which the partners dispose land (i.e., through development agreements).
5.83 The Council will follow best practice and the public sector’s procurement process in disposing of land and selecting developers. The aim will be to ensure local developers as well as those elsewhere in the UK and Europe have a chance at the opportunities.

5.84 Where appropriate, the Council will prepare a competition Development Brief for the disposals. In these cases, the Brief will specify the site to be developed, the use mix and quanta to be delivered, the sustainability and other design quality standards to be achieved, and the terms on which it will be prepared to dispose of the opportunity.

5.85 The Council will require, as far as is practicable in the context of such competitions, short-listed developers to consult on their proposals to allow the public to comment and state their preferences. The public will have a further opportunity to make their views known when developers begin the process of securing planning consent.

5.86 The Council aims to secure outline planning consent in place for Burlington Parade in advance of making a compulsory purchase order. Disposals will commence once an order is confirmed, although compliant development where the Council already control the land or can secure arrangements by agreement with landowners can proceed once planning consent is secured. Chapter 6 of the AAP sets out the details of the proposals for the timing of development.

The Procurement of the Marina

5.87 The Marina will be a public sector project financed by the Council through a mix of capital reserves and development receipts, topped up if possible with grant (e.g., from the Big Lottery). The Marina, once constructed, will be self-financing (as will be the Trust Port, just as now). Contractors for the Marina will be procured once a design is agreed between the Marina partners, the Transport & Works Act and other orders are made and confirmed, and the funding agreement and planning consents are in place. The studies undertaken for the Marina show that the proposals are technically feasible, and that the environmental impacts of construction and operation, including the effects on the listed piers, can be mitigated. The costs to the environment of the Marina are substantially outweighed by the value of the benefits to improving local economic performance and social wellbeing.

5.88 The Council and its partners will prepare and consult upon a masterplan to guide the detailed design of the commercial and residential development on the reclaimed land on the area to the south of the listed pier. The masterplan will follow the design guidelines set out in the Town Centre and Marina SPD.

Delivery of the Access and Movement and Parking Strategies

5.89 The Council will forward-fund the delivery of the Access and Movement and Parking Strategies, and secure contributions where warranted by S106 obligations. Early priorities are the widening of Hilderthorpe Road, the upgrading of Beck Hill, the redevelopment of the Palace Car Park and the development, in partnership with the Lords Feoffees, of the Beck Hill multi-storey car park.
Delivery of the Strategic Public Realm

5.90 The Council will forward-fund the Strategic Public Realm, with the priority being the delivery of the elements which are within Burlington Parade, including the works to the Primary Retail Circuit. The Council will recoup contributions from the provisions of BridTC20.2-5, and via receipts from its land disposals within Burlington Parade which it will recycle in favour of that development.

Delivery of the Town Centre Seafront

5.91 The Council will monitor the effects of the AAP’s proposals, in particular BridTC6, on the Seafront. The Council will prepare a masterplan or Development Statement as appropriate to provide the detail needed to guide development in this area if the evidence of the policy’s progress shows it is needed.

5.92 The Council will also, as resources permit, investigate the feasibility and costs of the possible opportunity to create a winter garden for the Seafront.
6 MONITORING PROGRESS

Monitoring the Bridlington Town Centre AAP

6.1 The Council is obliged to monitor the progress towards achieving the AAP’s objectives and delivering the developments it promotes. Key concerns are to:

- maintain a realistic timetable for the delivery of the AAP’s principal projects;
- identify and monitor the achievement of key ‘trigger’ milestones in the delivery timetable for these projects – for example:
  - heads of terms with key partners – e.g., with the Bridlington Harbour Commissioners and other important partners;
  - funding agreements in place;
  - planning consents – without which no development can proceed, accepting that even single buildings on straightforward sites can take two years or more to construct; and
  - whether orders are prepared and made to timetable – given, for example, that a CPO can take a year, and often much more, from the processes entailed in making the order (e.g., preparing the statement of reasons, securing Council agreement, submitting the order, preparing for the inquiry, the period during which the inquiry sets and the time required to securing a decision, the time for challenge and so on).
- put in place the steps needed to remediate the situation if the timetable for these triggers is not met; and
- identify whether policy is being implemented, and if not, to establish the reasons why and the steps that are needed to resolve the situation.

6.2 The aim of this part of the AAP is to set out a monitoring framework that allows each of these monitoring objectives to be achieved.

Monitoring Principles

6.3 Good monitoring practice follows an ‘objectives-targets-indicators’ approach – where the objectives guide the selection and measurement of meaningful targets, and where there are sensible indicators set to gauge progress towards the targets. The monitoring and evaluation process provides a major part of the feedback the Council needs to establish whether policies are effective or require amendment.

6.4 Two types of targets for the AAP are needed:

i) policy targets which are linked to the output indicators for measuring the implementation of proposed policies; and

ii) Sustainability Appraisal (SA) targets, linked to the SA’s indicators for measuring the significant effects of implementing policies and which are developed as part of the Sustainability Appraisal process (and relate principally to the SA’s conclusions as to the likely or possible significant effects of the policies).
6.5 This Chapter of the AAP deals with the policy targets. Once the Sustainability Appraisal process is complete, the SA targets and indicators will be brought into the monitoring framework for the Bridlington Town Centre AAP.

The Monitoring Approach

6.6 The Council will monitor the AAP against the progress on delivering the AAP’s major projects (BridTC3-BridTC8); the objectives the projects are designed to achieve (BridTC1-BridTC2); the effectiveness of the management policies in securing the types and quality of development sought (BridTC9-BridTC18); and the effectiveness of the delivery policies (BridTC19-BridTC20).

6.7 The outcomes sought are set by the SA objectives, which relate to the town as a whole (the only means of establishing the effect of the AAP’s delivery on the wellbeing objectives which form its overarching purposes). The SA objectives cover: population change by age cohort, with a special focus on those of working age; levels of economic engagement; changes in job numbers and occupation structure; changes in unemployment levels; and changes in average income, both home and workplace-based.

6.8 It is also important that the monitoring proposals fit with the Council’s already established programme of Annual Monitoring Reports (AMRs). The core output monitoring requirements are set by Government and include the take up of employment land by type; commercial floorspace developed by type; market and affordable housing units completed; and future housing supply.

Monitoring Against the Town Centre AAP Policy Objectives

6.9 Paragraphs 6.15-6.18 sets out the timetable and milestones for delivery, distinguishing between triggers and development phases.

6.10 Table 6.1 sets out the monitoring framework for assessing progress towards achieving the AAP’s policy objectives. The framework follows these principles:

- the trigger milestones cover the preparatory stages for the major projects;
- the output targets are all for 2021 (for all projects to be complete or under construction) and, together, amount to the delivery of the AAP’s Regeneration Strategy – the types, mix and scale of development sought in the locations proposed, together with the supporting infrastructure needed in highways works and public realm;
- the output indictors are the various steps in the progression of events required to deliver the output targets – ranging from pre-application discussions and land assembly to the completion and occupation of buildings and the ‘population’ of the public realm; and
- the outcomes sought are the effects of delivering, within the AAP area, the targets for job creation and improved property market performance.

6.11 The Council’s district-wide research for tourism and retail capacity will provide the evidence on the extent to which the AAP’s delivery is improving increases in visitor
numbers, visitor spending, a longer visitor season, occupancy rates of overnight accommodation, and the retention of retail spending from Bridlington’s catchment.

6.12 Table 6.1 includes an implicit assessment of the qualitative considerations of design quality, ‘sense of place’ and so on.

6.13 In broad terms, the AAP policy monitoring framework comprises:

i) Progress triggers:
   a. heads of terms with partners
   b. public funding agreements
   c. planning consents
   d. orders: CPO; Transport & Works Act; Harbour Revision; Traffic Regulation
   e. developer procurement
   f. detailed design commission
   g. public works contracts.

ii) Output targets:
   a) the delivery of Burlington Parade (BridTC3)
   b) the delivery of Bridlington Marina (BridTC4)
   c) the delivery of the Strategic Public Realm (BridTC5)
   d) significant progress towards the renewal and year round use of the Town Centre Seafront (BridTC6)
   e) the implementation of the Access and Movement Strategy (BridTC7)
   f) the delivery of the Parking Strategy (BridTC8)
   g) contributions via BridTC20 to the costs of financing the Strategic Public Realm Framework.

6.14 The triggers play a very important role in signaling whether changes are needed, either to the planned delivery timetable, to the delivery tactics or to the proposals themselves. Where the timetable for significant triggers is not met, the Council will review how best to proceed. The range of possible actions includes varying the phasing of a scheme or the balance of the use mix within the phasing; seeking alternative sources of funding; taking more proactive steps to achieve the milestone; or making changes to the masterplan, infrastructure or development proposals. The Council expects that in most cases, the Annual Monitoring Report will be an appropriate platform for setting out the proposals for deviating from the AAP’s delivery timetable. Any very significant or cumulative failure to achieve triggers may necessitate a review of the AAP’s strategy, either in part or fully – although the Council does not anticipate this will be necessary.
Monitoring Against the Sustainability Appraisal Objectives

6.15 The second Sustainability Appraisal / Strategic Environmental Assessment of the AAP was consulted upon alongside the Second Preferred Options Draft. The SA objectives and monitoring indicators are provided in Table 6.2.

Timetable for Achieving Outputs and Outcomes

6.16 The following broad timetable for the delivery of the major projects was drawn up when it was expected that the national economy would resume its long-run trend growth of about 2.5% per year by 2013. That did not happen. The UK economy has not grown between 2008 and 2012 and remained static in the first quarter of 2013. Even when the timetable was drawn up, however, it was intended to be indicative only. Its purpose remains to provide a framework for monitoring progress towards the projects' delivery and the updating mechanism is the Council's Annual Monitoring Report. Table 6.1 provides a more detailed breakdown for the planning and delivery phases but, like the summary below, is subject to change as provided in the Annual Monitoring Report.

**Burlington Parade (BridTC3)**

6.17 The ‘triggers’ and expected development phasing for Burlington Parade are:

**Triggers**
- Heads of terms with principal partners: 2010-11
- Station change: initiated 2010; completed 2011
- Outline consent with full consent for the principal elements of infrastructure and public realm: 2011
- CPO made and confirmed: 2011-12
- Land assembly completed: 2010-2014
- Procurement strategy in place: 2010-12
- Developer procurement commences: 2011

**Development**
- Infrastructure (highways, principal public realm and car parks):
  - Hilderthorpe Road widening: 2012
  - Beck Hill upgrading: 2011-2013
  - Gypsy Race Park: 2012-13
  - Palace Car Park: 2012-2014
  - Beck Hill Car Park: 2011-2012
- Principal retail and leisure schemes:
  - the first, supermarket, phase: planning consent 2011; construction 2012-2013; trading by Christmas 2013 (c 10,800 sq m);
  - the second phase: the anchor unit scheme, reserved matters consent, 2014, trading by Christmas 2017 (c 13,000);
• office and workspace development: funding and operator in place, 2014; reserved matters consent, 2014; 2,300 sq m built and let by 2017
• leisure and ancillary retail development: c 7,000 sq m phased as part of the use mix in the other schemes within the Burlington Parade Masterplan, from 2013 in line with market demand and complete by 2021
• residential – Burlington Parade: annual average rate of completions of 50 units per year 2014-16 (150 units); then 75 units per year 2017-18 (150 units); then 100 units a year 2019-2021 (300 units).

The Marina

6.18 The timetable for the Marina is:

Triggers
• Completion of remaining studies and design work: 2010-2011
• Partnership agreement: 2010-2011
• Funding agreement: 2012-2013
• Planning: 2012-13, including Appropriate Assessment
• Harbour Revision Order and Transport & Works Order: 2012-2103

Development
• procurement and construction: 2014-2018
• development of commercial and residential schemes on reclaimed land south of the listed pier: from 2018

6.19 The timetable for the remainder of the principal projects is:

Bus-Rail Interchange (part of BridTC3)
• Interchange completed by Christmas 2013 (as for Burlington Parade timetable)

Strategic Public Realm (BridTC5)
• Station Plaza: completed by Christmas 2013 (as part of Phase 1 of Burlington Parade)
• Gypsey Race Park, cycle routes and pedestrian walkways: completed by Christmas 2013;
• Primary Retail Circuit, including widening of Quay Road/Prospect Street/Manor Street: completed by Christmas 2014
• New Town Square: completed by Christmas 2015
• Town Centre Seafront: phased programme from 2009

Traffic Regulation Order (BridTC7)
• Widening of Hilderthorpe Road completed by Christmas 2013
• Implementation of on-street parking restrictions: from 2012, complete by 2015
• Implementation of restricted access highways works: by Christmas 2015
Table 6.1: Monitoring Framework

<table>
<thead>
<tr>
<th>Delivery Objectives</th>
<th>Relevant Policies</th>
<th>Output Targets and Indicative Delivery Timetable – 2010-2021</th>
<th>Output Indicators</th>
<th>Outcome Sought</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major Projects</td>
<td>BridTC3</td>
<td>Planning phase:</td>
<td>Funding agreements agreed and signed</td>
<td>1,800 gross new jobs by 2021 on site in Burlington Parade / Harbour / Marina;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Funding approvals completed 2013</td>
<td>Station change procedure completed and signed off</td>
<td>50 new or relocated and growing businesses operating from Burlington Parade</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Land assembly by negotiation – ongoing through 2011</td>
<td>Development Statements completed, consulted upon and agreed</td>
<td>Genuine extension of the Town Centre (user perception)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Station Change Procedure (plus related design work) initiated 2010 and completed 2011</td>
<td>Developers procured</td>
<td>a functioning Primary Retail Circuit (15% increase in footfall on the circuit; baseline to be established 2011 at Quay Rd, Manor St, Chapel St, King St)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ CPO made and confirmed 2011-12</td>
<td>Development Agreements completed in respect of each land disposal</td>
<td>15% increase in resident numbers over Central and Old Town ward population (over 2007)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Procurement Strategy in Place – 2011</td>
<td>Local labour agreements in place</td>
<td>prime retail rents increased by 15% real over 2009 levels (baseline to be set in autumn 2009)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Developer procurement commences – end 2011</td>
<td>Planning consents secured</td>
<td>small office rents within Burlington Parade 20% higher than elsewhere in centre (over autumn 2009 baseline)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ First sites released 2012</td>
<td>S106 obligations agreed</td>
<td>avg housing sales value in the central area of Bridlington increased by 15% over autumn 2009 baseline</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Collaboration agreement with Lords Feoffees – 2010-11</td>
<td>Forward acquisitions completed CPO made</td>
<td>Hotel operating and supporting the Spa</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Station Change procedure initiated-2010</td>
<td>CPO confirmed</td>
<td>20% increase in visitor expenditure</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Land acquisitions completed – from confirmation of CPO 2011-2012</td>
<td>Land assembly completed</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Further FRA work complete 2010-2011</td>
<td>Floorspace built</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Gypsey Race engineering work complete</td>
<td>Footfall on Primary Retail Circuit</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Hilderthorpe Road works designed</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Gypsey Race Park, water works, Avenue etc works designed and completed 2010-mid-2011</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Outline planning consent prepared (with EIA) with full consent for</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Development of the designated area for comprehensive redevelopment within Burlington Parade. (key project for delivering BridTC1)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>principal infrastructure and public realm - 2011</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Local skills initiative prepared and in place- 2012</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Local labour initiative in place for Ph 1 construction - 2012</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Delivery phase:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.i Station Plaza and rearranged station parking</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.ii retail: c 10,800 sq m supermarket, completed by end 2013; second retail anchor of c13,000 sq m completed by end 2017 (but the aim is earlier if market demand)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.iii 6,400 sq m leisure floorspace phased in line with the delivery of the Masterplan, including to animate the Station Plaza and Gypsey Race Park, walks and cycleway starting from 2013 and complete by 2021;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.iv new hotel (by 2021)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.v 2,300 sq m office-type workspace (built and let by 2017);</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.vi 500-600 housing units (average completion rate of 50 per year 2014-2016; 75 per year 2017-2018; and 100 per year 2019-2021)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>outside the summer season (from autumn 2009 baseline estimate)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Altered image for Bridlington (mentions in national press)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Improved access to, and movement, within the Town Centre</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>--------------------------------------------------------</td>
<td>---</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>BridTC7</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| 2.i | widening of Hilderthorpe Road - 2012 | works implemented to highways:
| 2.ii | improvements to the junction of Hilderthorpe Road with Station Road; | changes in peak period traffic flows in the Town Centre; and
| 2.iii | creation of a new access into Burlington Parade near Savage Rd | reductions in pedestrian casualties.
| 2.iv | widening pavement along the west side of Quay Road/Prospect Street/Manor Street (Part of Primary Retail Circuit) | increased pedestrian footfall in target pedestrian streets
| 2.v | alterations to car parking, vehicle and pedestrian access to Railway Station: | increased numbers of cyclists
| 2.vi | new Station car park | reduced Town Centre traffic congestion
| 2.vii | new, landscaped Station Plaza, | improved car park signage
| 2.viii | taxi rank and passenger drop-off and pick up point within the Station Plaza; | increase in retail / shop front rents on Primary Retail Circuit
| 2.ix | new bus and coach pick-up and drop off facility along Station Approach | increase in small office rents
| 2.x | new cycle routes: | increase in cycling use
|   |   | reduction in retail vacancies along Town Centre to half the East Riding average (as for BridTC17 and 19)
|   |   | increased investment in premises along Primary Retail Circuit
<p>| 2.xi | downgrade Springfield avenue (diverting to use of Beck Hill) |   |
| 2.xii | upgrade, straighten and widen Beck Hill - 2012 - 2014 |   |
| 2.xiii | restrict access to Wellington |   |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Improved Town Centre parking.</td>
<td>BridTC8</td>
<td></td>
</tr>
</tbody>
</table>
|   |   | Road between the Cenotaph and Christ Church  
2.xiv remove on street parking in the Primary Shopping Area (except for disabled)   |   |
|   |   | 3.i deliver c 700 spaces as part of the supermarket scheme, priced with Council schemes  
3.ii deliver c 350 spaces with 2nd retail anchor by 2015  
3.iii deliver c 250 spaces in a decked replacement for the surface Palace Car Park – 2012 - 2014  
3.iv deliver c 80 spaces in a decked car park at Beck Hill – 2012-2014  
3.v Traffic Regulation Orders to remove on street parking in the Primary Shopping Area |   |
|   |   | ▪ direct delivery by partners of the Palace multi-storey car park;  
▪ Others to be delivered via Development Agreements as part of the site disposal agreements  
▪ Beck Hill MSCP may be a partnership scheme  
▪ planning conditions / planning obligations in respect of relevant development.  
▪ Traffic Regulation Orders made and consulted upon |   |
|   |   | ▪ increased use of Town Centre, measured by 18 percentage point increase retention in spending on comparison goods from catchment, from 42% in 2006 to 60% in 2021  
▪ increase in retail and other shop rents as for Brid TC17  
▪ increased pedestrian footfall in Primary Shopping Area as for BridTC17 |   |
| 4. S106 Strategic Public Realm Pooled Fund | BridTC20 |   |
|   |   | 4.i fund in place with regular contributions from 2011-12  
4.ii part-finance in place to add to public realm costs part-financed from Yorkshire Forward (up to mid 2010) and other sources (beyond mid 2010) |   |
|   |   | ▪ inclusion of delivery proposals within Development Statements  
▪ detailed designs agreed  
▪ S.106 obligations agreed  
▪ other finance agreed for publicly delivered schemes  
▪ contractors employed for publicly delivered schemes |   |
|   |   | ▪ delivery of each scheme  
▪ usage of each scheme  
▪ public realm acknowledged part of ‘sense of place’ in town centre |   |
### 5. Marina

| BridTC4 | 5.i | agreed design and layout by mid-2009 (achieved) |
|  | 5.ii | completed engineering studies by mid-2009 (achieved) |
|  | 5.iii | business plan study – end 2010 |
|  | 5.iv | Collaboration Agreement prepared and agreed – 2010/11 |
|  | 5.v | Funding Agreement prepared and agreed – 2012/13 |
|  | 5.vi | Transport & Works Act Order and supporting orders prepared for and made – 2012/2013 |
|  | 5.vii | all planning consents (inc. Appropriate Assessments) – 2011/12 |
|  | 5.viii | procurement process and construction - 2014 – 2018 |
|  | 5.ix | commercial and residential development – 2018-2021 |

- collaboration agreements
- funding agreements
- relevant orders
- planning process
- finance in place
- procurement documents
- contractor appointment
- developer procurement for commercial development south of listed pier

- Marina in place
- enhanced facilities for Trust Port users in place
- residential and ancillary retail and leisure development linked to Spa and Marina in place

### 6. Strategic Public Realm

| BridTC5 | 6.i | Station Plaza and rearranged car parking, taxi rank, pick up and drop off, constructed by 2013 |
|  | 6.ii | delivery of Gypsey Race Park, walks and cycle ways, constructed by 2013 |
|  | 6.iii | widening of Quay Rd/Prospect St/Manor Street (part of Primary Retail Circuit) constructed by 2014 |
|  | 6.iv | new Town Centre Square by constructed by 2015 |
|  | 6.v | phased programme along Seafront from 2012 |

- S106 / Development Agreement for first retail phase (Station Plaza, Gypsey Race west of Springfield Ave)
- Legal Agreement with Network Rail
- Partners Collaboration Agreement
- Schemes designed
- Contracts let

- Strategic Public Realm in place

### 7. Town Centre Seafront

| BridTC6 | 7.i | masterplan for Seafront 2014 |
|  | 7.ii | delivery of the Strategic Public |

- year round use of public realm
- property values

- award-winning public realm
- increased activity levels out of the
<table>
<thead>
<tr>
<th>Realm elements from 2014</th>
<th>Planning applications for conversion, restoration and new development</th>
<th>season</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.iii  fewer out of season closings – from 2010</td>
<td>new development on the northern perimeter of the Harbour</td>
<td>Uplift in property values as evidenced by increased demand</td>
</tr>
<tr>
<td>7.iv  investments in property from 2010</td>
<td></td>
<td>Intensification of use of buildings in the area, all year round</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Increase in properties open for business all year round</td>
</tr>
</tbody>
</table>
### Table 6.2: SA Monitoring Framework

<table>
<thead>
<tr>
<th>Effect to be monitored</th>
<th>Indicator(s) to be used</th>
<th>Current source of monitoring data and frequency of monitoring</th>
<th>Suggested frequency of review/analysis of monitoring data/mitigation</th>
<th>Responsibility for undertaking monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effects on the health of the population and reducing health inequalities</td>
<td>Life expectancy</td>
<td>Office for National Statistics</td>
<td>Annual</td>
<td>Office for National Statistics</td>
</tr>
<tr>
<td></td>
<td>Standard mortality ratios</td>
<td>Office for National Statistics</td>
<td>Annual</td>
<td>Office for National Statistics</td>
</tr>
<tr>
<td></td>
<td>Infant mortality</td>
<td>Office for National Statistics</td>
<td>Annual</td>
<td>Office for National Statistics</td>
</tr>
<tr>
<td></td>
<td>% of people who describe their health as not good</td>
<td>Census</td>
<td>Periodic</td>
<td>Census</td>
</tr>
<tr>
<td></td>
<td>% of people who describe their health as good</td>
<td>Census</td>
<td>Periodic</td>
<td>Census</td>
</tr>
<tr>
<td></td>
<td>Participation in sport and active recreation (National Indicator 8)</td>
<td>Active People Survey</td>
<td>Annual</td>
<td>Sport England</td>
</tr>
<tr>
<td>Effect on reducing social exclusion and improving equality amongst social groups</td>
<td>Indices of Deprivation – overall rank</td>
<td>ODPM Indices of Deprivation, annual</td>
<td>Annual</td>
<td>ODPM</td>
</tr>
<tr>
<td></td>
<td>Rank of Income Scale</td>
<td>NOMIS / ongoing</td>
<td>Annual</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Rank of Employment Scale</td>
<td>NOMIS / ongoing</td>
<td>Annual</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Disability Living Allowance</td>
<td>NOMIS / ongoing</td>
<td>Annual</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Attendance Allowance</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on improving accessibility for all transport modes</td>
<td>% of households without a car</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>% of people using their car for journeys to work</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Total number of passenger journeys made annually on all local buses</td>
<td>NOMIS / periodic</td>
<td>Annual</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>% of rural households within 13 minutes walk of an hourly or better bus service</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect of reducing growth of road traffic</td>
<td>Composition and volume of road traffic</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Number of car trips</td>
<td>Census</td>
<td>Annual</td>
<td>Census</td>
</tr>
<tr>
<td></td>
<td>% change in road traffic</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Indicator(s) to be used</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------</td>
<td>-------------------------------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>volume</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Annual average flow per 1,000km of principal roads</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Vehicle kilometres per average weekday</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Modal split</td>
<td>ERYC, Central Government / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on encouraging more efficient use of land</td>
<td>% of new housing built on previously developed land</td>
<td>CLG</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>% of new business development on previously developed land or through conversions of existing buildings</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>% of new development built on greenfield sites</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect of protecting and improving air quality</td>
<td>Levels of main pollutants for National Air Quality Targets</td>
<td>ERYC / Periodically</td>
<td>Monthly, site specific?</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Extent of AQMAs declared</td>
<td>ERYC / Periodically</td>
<td>Monthly, site specific</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Industrial Processes</td>
<td>Environment Agency / ERYC</td>
<td>Monthly, site specific</td>
<td>Environment Agency/ ERYC</td>
</tr>
<tr>
<td></td>
<td>Number of days of air pollution</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Levels of road traffic</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Percentage of schools with completed Travel Plans</td>
<td>ERYC / Annual</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td></td>
<td>Number of Dust Complaints</td>
<td>ERYC / Periodically</td>
<td>Monthly, site specific</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing waste sent to landfill</td>
<td>Household waste management</td>
<td>Central Government / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>Kerbside Collection Rate</td>
<td>Central Government / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>Cost of waste collection per household</td>
<td>ODPM - BVPI / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Indicator(s) to be used</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
</tr>
<tr>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------</td>
<td>---------------------------------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Effect on improving the quality of local water resources</td>
<td>Net cost of waste management (Cost of waste disposal per tonne for municipal waste)</td>
<td>ODPM - BVPI / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td>Effect on improving the quality of local water resources</td>
<td>Kg of household waste collected per head</td>
<td>ODPM - BVPI / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td>Effect on improving the quality of local water resources</td>
<td>Percentage of Public Satisfaction</td>
<td>ODPM - BVPI / Periodically</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td>Effect on improving the quality of local water resources</td>
<td>% of recycled content in materials used in construction</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing carbon based energy use by increasing energy efficiency and production of renewable energy</td>
<td>Water Quality (Biological and Chemical quality classified under the General Quality Assessment (GQA) scheme)</td>
<td>Environment Agency / Periodically</td>
<td>Annually, site specific</td>
<td>Environment Agency/ ERYC</td>
</tr>
<tr>
<td>Effect on reducing carbon based energy use by increasing energy efficiency and production of renewable energy</td>
<td>Level of TBT compounds in the marine environment.</td>
<td>ERYC / Periodically</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing carbon based energy use by increasing energy efficiency and production of renewable energy</td>
<td>% of energy from renewable sources</td>
<td>ERYC / Periodically</td>
<td>Annually, site specific</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing carbon based energy use by increasing energy efficiency and production of renewable energy</td>
<td>Energy efficiency rating of new development and existing buildings</td>
<td>ERYC / Periodically</td>
<td>Annually, site specific</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing levels of atmospheric GHG by reducing emissions and increasing extent of carbon sinks</td>
<td>CO2 Emissions (Industry, Domestic and Transport)</td>
<td>Regional Greenhouse Gases Emissions Monitoring and Modelling Study (2003 update)</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td>Effect on reducing levels of atmospheric GHG by reducing emissions and increasing extent of carbon sinks</td>
<td>Percentage of schools with completed Travel Plans</td>
<td>Provisional LTP2</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing levels of atmospheric GHG by reducing emissions and increasing extent of carbon sinks</td>
<td>% of energy from renewable sources</td>
<td>Not currently monitored</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect on reducing levels of atmospheric GHG by reducing emissions and increasing extent of carbon sinks</td>
<td>No. of planning permissions with sustainable drainage installed</td>
<td>ERYC</td>
<td>Annual</td>
<td>ERYC</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Indicator(s) to be used</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------</td>
<td>---------------------------------------------</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
<td></td>
</tr>
<tr>
<td>a way that reduces risk from fluvial and coastal flooding and erosion</td>
<td>Extent of floodplain changing due to development</td>
<td>ERYC Annual</td>
<td>ERYC</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing biodiversity and important wildlife habitats, and to conserve geology</td>
<td>No. of development schemes in flood risk areas</td>
<td>ERYC Annual</td>
<td>ERYC</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing biodiversity and important wildlife habitats, and to conserve geology</td>
<td>Number, area and condition of designated sites</td>
<td>Magic website Site specific</td>
<td>ERYC</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing biodiversity and important wildlife habitats, and to conserve geology</td>
<td>Statutory Rural Designations and Archaeological sites - 10km radius from Bridlington</td>
<td>Magic website Site specific</td>
<td>ERYC</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing biodiversity and important wildlife habitats, and to conserve geology</td>
<td>% of recycled content in materials used in construction</td>
<td>ERYC / Periodically Annual</td>
<td>ERYC</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing biodiversity and important wildlife habitats, and to conserve geology</td>
<td>% of new housing built on previously developed land</td>
<td>ODPM Annual</td>
<td>Defra</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>Condition of heritage assets</td>
<td>ERYC, Natural England / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>Area and condition of Conservation Areas</td>
<td>ERYC, Natural England/Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>No. of Listed Buildings and proportion at risk</td>
<td>ERYC, Natural England / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>No of historic buildings, sites, areas (or their settings) affected by development proposals</td>
<td>ERYC, Natural England / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>% of buildings in Conservation Areas in poor condition</td>
<td>ERYC / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>% scheduled ancient monuments in poor condition</td>
<td>ERYC, Natural England / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing heritage assets and their settings</td>
<td>% area of registered parks and gardens in poor condition</td>
<td>ERYC, Natural England / Ongoing Annual</td>
<td>ERYC, Natural England</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing the</td>
<td>Number, area and condition of designated sites</td>
<td>Magic website Site specific</td>
<td>Site Specific: Natural England, ERYC, Defra,</td>
<td></td>
</tr>
<tr>
<td>Effect on protecting and enhancing the</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Indicator(s) to be used</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
</tr>
<tr>
<td>------------------------</td>
<td>------------------------</td>
<td>-------------------------------------------------------------</td>
<td>---------------------------------------------------------------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td>Countryside, improving the quality of the landscape and the built environment and of enhancing the distinctiveness of the town centre</td>
<td>New firms: registrations</td>
<td>ODPM - NRU</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>VAT registered businesses</td>
<td>NOMIS and vat registrations / deregistration by industry (2003)</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td>Effect on strengthening the economy of Bridlington</td>
<td>Employee jobs by industry as a proportion of total employee jobs</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>People aged 16-74 with: no qualifications</td>
<td>Neighbourhood Statistics, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>People aged 16-74 with: highest qualification attained level 4 / 5</td>
<td>Neighbourhood Statistics, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>New firms: registrations</td>
<td>CLG - NRU</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>Job Density representing the ratio of total jobs to working-age population</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>VAT registered businesses</td>
<td>NOMIS and VAT registrations / deregistration by industry (2003)</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>% of Jobseekers Allowance (JSA) claimants as a proportion of resident working-age people</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td>Effect to be monitored</td>
<td>Indicator(s) to be used</td>
<td>Current source of monitoring data and frequency of monitoring</td>
<td>Suggested frequency of review/analysis of monitoring data/mitigation</td>
<td>Responsibility for undertaking monitoring</td>
</tr>
<tr>
<td>-----------------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------</td>
<td>-------------------------------------------------------------------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td>Effect of increasing diversity of employment</td>
<td>Unemployment (economically active, % are for those of working age (16-59/64)</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Percentage of economically inactive working age people</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Percentage of economically active from working age people</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Working age people</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
<tr>
<td></td>
<td>Effect of increasing diversity of employment</td>
<td>New firms: registrations</td>
<td>Annual</td>
<td>Defra</td>
</tr>
<tr>
<td></td>
<td>Employee jobs by industry as a proportion of total employee jobs</td>
<td>NOMIS, Census</td>
<td>Census</td>
<td>NOMIS</td>
</tr>
</tbody>
</table>
APPENDIX 1
Summary of the Evidence Base
THE EVIDENCE BASE SUMMARISED

Introduction

1. Appendix 1 summarises the principal parts of the evidence base for the Town Centre AAP. The evidence base has three parts:

   i) The evidence for the AAP’s Regeneration Strategy, including:

   - The analyses of Bridlington’s past performance in delivering social, economic and environmental wellbeing and the explanations for its shortcomings in doing so. A key task of the Regeneration Strategy is to tackle the causes of underperformance on the one hand, and to build on the causes of positive performance on the other.
   - The forecasts of the local economy’s future capacity to accommodate additional development in the principal town centre uses, with a view to using this ‘resource’ - i.e., the ‘demand’ needed to support new development in the AAP area for retail, leisure, housing and small office floorspace - purposively so as to remove the market failures (e.g., adverse externalities, free-rider deterrents, imperfect information distortions) and other obstacles that explain, and help to cause, the Town Centre’s underperformance.
   - The evidence on the Town Centre’s under-exploited assets and opportunities for improving economic, social and environmental performance.

   ii) The evidence that has informed the formal process of preparing the AAP, ensuring that, all sustainability matters considered and with full regard for deliverability, the AAP promotes the best options for achieving the sustainable and equitable regeneration of the local economy:

   - The Community Plan (the most recent update is 2010);
   - The Sustainability Appraisal that has informed each stage of the AAP’s process;
   - The 2010 Strategic Flood Risk Assessment (and its predecessors);
   - The Level 1 Screening under the Habitats Regulations; and
   - The district wide studies bearing on the AAP: the employment land review, housing market assessment, strategic housing land assessment and retail and leisure study.

   iii) The evidence that bears on the feasibility and deliverability of the AAP’s proposals, including the economic viability assessment of the S106 standardised charge, the delivery work for Burlington Parade, the technical work for the Marina and the transport assessment of the Burlington Parade and Marina proposals.

The Evidence Base Documents

2. The evidence base is set out in full in the following documents, each of which is separately published:

   - Bridlington Regeneration Strategy (2004, with the data inputs and relevant analyses, updated in August 2007), which includes assessments of the town’s economic capacity, the town’s tourism sector and Bridlington’s likely future sources of wealth creation and job
generation, together with the implications of these assessments for property demand in the office and workspace sectors;

- Bridlington Retail Study, prepared in 2006 and updated in 2010, which sets out the assessments of the capacity in Bridlington to support additional retail development in the period to 2016 along with the East Riding of Yorkshire Town Centres and Retail Study of 2009, updated 2010;

- The Sustainability Appraisal, incorporating the Strategic Environmental Assessment, undertaken at each stage of the AAP’s preparation;

- East Riding Local Transport Plan 2, which includes and justifies a number of schemes designed to enhance access to and movement around the Town Centre, including the Park and Ride at South Shore, variable message signing for the car parks within the Town Centre, improved short stay car parking and the removal of on-street parking in the shopping core, new pedestrianisation schemes in the core and new cycle routes;

- the East Riding of Yorkshire Housing Needs and Market Assessment. The evidence prepared by the Council for the RSS supported an allocation of 1,190 dwellings per annum over the plan period - partly in recognition of the need to support the regeneration strategy for Bridlington Town Centre - and this allocation is carried forward in the Council’s emerging Strategy Document;

- the East Riding of Yorkshire Strategic Housing Land Availability Assessment, incorporating the Managed Release Interim Planning Guidance and Housing Land Position Statement and the Interim Approach on Affordable Housing papers;

- the 2010 Level 1 Strategic Flood Risk Assessment (SFRA) for the East Riding;

- Level 1 Screening under the Habitats Regulations 1994;

- the Economic Viability Assessment of the S106 standardised charge for contributions to the Strategic Public Realm (BridTC20);

- the Burlington Parade Delivery Strategy (2010);

- the initial transport assessment of the AAP, including Vissim modeling of the proposals for Burlington Parade and the Marina; and

- the detailed work on the Marina following the agreement between the Council, the Harbour Commissioners and Yorkshire Forward on the broad principles for its maximum extent, specification, design and operation.

The Performance of Bridlington’s Economy

3. Bridlington’s economy is not dissimilar to that of many seaside towns - which, like Bridlington, grew up initially because of their ports and as service centres for their rural hinterlands and then in the 19th and early 20th centuries as seaside resorts. Most seaside towns have struggled as their traditional markets have shrunk, but many are finding new purposes to sustain them and the more successful are now very competitive indeed. A common characteristic is their popularity as places to live and, increasingly, to work. Tourism amongst the more successful accounts for a reducing share of activity, and the more successful have increasingly diverse
economic structures centred chiefly around the success of the towns in meeting the needs of their residents and businesses.

4. Bridlington is the principal centre within the Bridlington and Driffield ‘travel to work area’ (TTWA) which has a population of about 64,000 and supports some 20,100 employee jobs; 58% of the TTWA population and about 62% of the employee jobs are in Bridlington (Bridlington’s share of jobs rises to 70% if the Carnaby area is included as part of Bridlington). More than 75% of the population works within this travel to work area.

5. Both population and employment grew by about 6% in Bridlington’s TTWA between 1991 and 2004.

**The Population**

6. The proportion of Bridlington’s population that is active in the labour market (is in or is seeking work) is very low at 70% (Census 2001), compared, for example, to 77% in Scarborough (77% in the East Riding as a whole). Of those of working age in Bridlington, just below 72% in 2001 were in or seeking work. By 2006, the proportion had fallen to just 65%, against an average for all seaside towns of 72%. Unemployment levels in Bridlington are also high and persistently so (5.2% in July 2010, compared 2.8% for the East Riding and 3.5% in England - a pattern which has obtained since the 2001 Census and a long period before that). Even allowing for the low rates of participation, Bridlington still has more people in the labour market than it has jobs for them. Moreover, too many of Bridlington’s jobs are part-time jobs (32% of all jobs recorded by the 2001 Census, compared to 28% in Scarborough and 26% in the East Riding as a whole).

7. Self-employment in Bridlington is comparatively high at 16%, reflecting the nature of demand and lack of pressure on the labour market more than any particular tendency towards entrepreneurialism. (the more typical average for seaside towns is about 12.3%). Of those in employment in Bridlington, just over two-thirds (68%) are in full time work, again low even by seaside town standards.

8. Predictably, the occupation structure of Bridlington’s residents is also skewed towards the less skilled. Fewer are in professional and managerial, associate professional and technical occupations (29% at the Census date, compared to 38% in the East Riding as a whole), and very significantly more are in sales, customer service, personal service and elementary occupations (43%, compared to 36% in the East Riding as a whole).

9. While many factors contribute to the explanation for Bridlington’s underperformance on these measures, the single most important is the insufficiency of jobs in the local economy. Others include the relatively low skill and education/qualification levels that characterise the local labour

---


4. November 2008: Job Seekers Allowance Claimants for the three wards which best make up the Bridlington settlement. If the geographically very large East Wolds and Coast ward is added, the unemployment figure falls to 5.4%. The comparable figure for Yorkshire and the Humber was 4.8% and for East Riding as a whole the unemployment level was 3.5%.

5. England’s Seaside Towns. Table 4.
market (40% had no qualifications at the Census date, compared to 31% with no qualifications in Scarborough and 29% in the East Riding as a whole). Neither the age structure nor the incidence of permanent illness and disability in Bridlington is out of step with other seaside towns, and therefore are not explanatory factors.

**Employment Change 2003-2008**

10. Overall, employee employment in Bridlington fell by 4% between 2003-2008, compared to growth in the region as a whole of 1% over this period and growth of 4% in England. The slight fall in Bridlington’s jobs over this period masks the continuing structural changes in the local economy, with jobs in manufacturing activity continuing the sharp contraction begun in the second half of the 1980s. Manufacturing employment fell by 20% with the loss of some 146 jobs over this period; while service jobs have continued to grow – e.g., business and financial services added 131 jobs - the expansion has not compensated for job losses in manufacturing and primary sectors.

11. Growth in Bridlington’s business and financial services sector over this period was in line with regional trends. Locally, growth has been driven by labour recruitment and provision of personnel (probably related to the seasonality of the tourism employment); industrial cleaning; and a range of other business and professional activities (e.g., accounting, legal activities, business and management consulting) related largely to locally generated demand for business services. Despite its tourism function, Bridlington lost jobs in the ‘other services’ sector (a mix of personal, leisure, sport and recreation services) compared to the region.

12. Bridlington had also lost by 2008 7% of its 2003 jobs in the distribution, hotels and catering sector (which compared to a 2% loss in the same sectors regionally). More detailed analysis shows the overall losses were concentrated in restaurants, bars, and retail sales in non-specialised stores. The trend over the five years has been lumpy - gains in some years, overtaken by losses in others - but nonetheless suggests no upward trajectory.

13. Bridlington’s performance compared to other seaside towns is also salutary. shows The comparisons below (using 2002 employment and 2001 Census data) show Bridlington’s significant underperformance in sectors of the economy which have, over the last ten or so years, driven national economic growth (and are forecast still to do so). These same sectors tend to concentrate in town and city centres (and PPS4 directs these uses to town and city centres as the first preferred location on economic viability and environmental sustainability grounds):

- Bridlington has just 73 retail jobs per 1,000 population (and the major share these jobs is accounted by employment in supermarkets) - compared to 110 in Scarborough, 91 in Whitby and 161 in Llandudno. Llandudno, however, is a major shopping centre for the

---

6 The comparison towns used were Folkestone, Llandudno, Morecambe and Heysham, Scarborough, St Ives, Torquay, Whitby, Whitley Bay and Whitstable; the comparisons are for 2005 using Annual Business Inquiry data, and are set out in detail in the Bridlington Regeneration Strategy. Footnote 9 gives the reference to a national benchmarking study of seaside towns.
whole of North Wales, and Scarborough is one step higher in the shopping hierarchy than Bridlington;

- Bridlington has 13 ‘other service’ jobs per 1,000 population - compared to 30 jobs per 1,000 population in Scarborough - the lowest share of any of the other seaside towns studied;
- Bridlington has 23 business services jobs per 1,000 population compared to 56 in Scarborough and, again, Bridlington has the lowest share of any of the other seaside towns studied; and
- Bridlington has 31 hotel and catering jobs per 1,000 population, compared to 78 in Scarborough and 79 in Whitby, although Whitstable (31), Whitley Bay (26), Morecombe and Heysham (25) and Whitehaven (19) all had fewer even than Bridlington.

**Bridlington’s Forecast Population Change and the Need for More Jobs**

14. The two most important measures of local economic performance are those most closely associated with wellbeing:

- the balance between the number of people in a local labour market who are willing and able to work and the numbers of jobs available for them; and
- the level of average incomes.

15. Bridlington underperforms on the first measure - its labour market balance - which helps to explain why average incomes are below the averages in much of the rest of the sub-region. Productivity - the gross value added per head of employed labour - is also very poor, but data at town level are not available. Estimates of gross value added per head of population in Bridlington as yet another measure of the local economy’s competitiveness also suggest that Bridlington performs badly. The three measures are closely related.

16. To calculate Bridlington’s future job needs, estimates are required first of the likely size of the future labour market, and second the capacity of the local economy to create enough jobs to bring the labour market into balance.

17. The forecasts of population change prepared for the East Riding as a whole and factored to the Bridlington wards (Bridlington Central and Old Town, Bridlington North and Bridlington South) indicate that between 2008 and 2021, Bridlington’s population will increase by 6,235 people. If the current proportion of working age (64 %) is the same in 2021 as it is now, the effect will be to increase the number of working age residents in Bridlington by 3,990.

18. The implications for Bridlington’s needs for jobs are:

---

7 ‘Other services’ covers a large number of diverse sector, but includes a wide range of personal services (e.g., hairdressing, dry cleaning), leisure and sporting services, library services, media, theatre and so on. Overall, however, ‘other services’ account for a relatively small share of jobs compared to the other service sectors.

8 English Seaside Towns. Table 18, indexes GVA per head in Bridlington at 69 against an England average of 100 and a seaside town average of 81.
• if the long term, very low, economic participation rate (70%) also still applies in 2021, the number of economically active in Bridlington will rise by 2,790. Thus, even maintaining the currently poor labour market balance (and the unacceptably high unemployment rate) necessitates the creation of another 2,790 or so jobs by 2021;

• reducing the unemployment rate to 3.0% (closer to the long run national average) would add a requirement for a further 430 jobs. Raising the participation rate to a more acceptable 75% as well would require a further 700 or so jobs;

• thus, overall Bridlington would need at least 3,920 new jobs by 2021 to bring the labour market into balance. The Burlington Parade and Marina schemes add directly (gross) some 1,900, although the aim for these two schemes to lever substantially more jobs indirectly through the multiplier and catalyst effects on the rest of the local economy.

**Bridlington’s Capacity to Create the Needed Jobs**

19. To establish Bridlington’s capacity to create the new jobs it needs and inform the proposals for its regeneration, forecasts of prospective employment change have been prepared for two scenarios:

• a base case (reflecting longer term growth trends, taking account of the recent recession);

• a higher growth case (which assumes that Bridlington’s economy grows in line with regional averages in sectors where regional average growth is above that for the East Riding).

20. These are derived from forecasts prepared for the RSS and RES by Yorkshire Futures using a regional econometric model, and have had regard for the Council’s Employment Land Study.9

21. These scenarios assume that there will be no constraints to achieving the forecast growth imposed by the lack of appropriate development sites and property or infrastructure or operating conditions (the only constraints assumed in the forecasting model relate to the size and character of the labour market). This is a critical assumption as the forecasts are only a measure of the economy’s capacity - what could happen if there were no constraints in terms of land, property and infrastructure.

22. The base case employment forecast also assumes no significant additional public sector investment (no more than has been the case in the past in Bridlington). The scenarios are calculated by assuming that Bridlington’s relationship to the performance of the East Riding as a whole continues into the future (i.e., the ratio of employment growth, sector by sector, in Bridlington10 to the East Riding between 2006-2021 reflects the existing position).

23. For the period 2006-2021, the results of the forecasts show:

---

9 This study was prepared for the Council in 2007 and is available on the Council’s website. The study does not deal specifically with office demand in Bridlington. That work was done for the Bridlington Regeneration Strategy, which has been updated to provide part of the evidence base for the Town Centre AAP.

10 Here, the area approximating to ‘Bridlington’ has been defined using data for the wards of Bridlington North, Bridlington South, Central & Old Town and East Wolds & Coastal (to ensure that employment located at Carnaby is taken into account).
• under the base case scenario, overall employment is forecast to grow in Bridlington by 16%, adding 1,982 net additional jobs over the 2006 total - approximately half what is needed, on the assumptions the evidence suggests, to bring the local labour market into balance;

• under the high growth scenario, employment is forecast to increase, net, by over 23% over the period between 2006 and 2021 - producing a net gain of about 2,848 jobs - nearly two thirds of the jobs required to bring the labour market into balance.

24. Clearly, achieving even the base case forecast would require a step change in the town’s fortunes - but this has happened in other seaside towns. St Ives and Weston-super-Mare in the South West achieved this, and Whitstable in the South East did better yet. Nonetheless, the wider economic circumstances of these very much more successful towns have been more conducive to economic growth.

25. The key point is that the focus of the AAP must be on job creation - and therefore on interventions that will lead to job creation.

The Implications for the Need for Office Floor space

26. The econometric forecasts alone (i.e., before the realities of the local property market are factored in) suggest that, over the period to 2021, there will be a need for net gains in offices in the town:

• under the base case, the stock of floor space needed to accommodate jobs in office-based activity over the period to 2021 will rise by c1,350 sq m (c14,500 sq ft); and

• under the high growth scenario, the requirement rises to a net gain in office stock of c 4,350 sq m (c 46,800 sq ft).

27. In practice, the new build / refurbishment requirement for additional offices typically will be greater than the requirement for net gains in stock suggested by the employment forecasts. Further additional property may be needed both to allow for churn (choice in the market, which requires a certain level of vacancy), and to allow for the replacement or change of use of office accommodation which is sub-optimal.

28. Bridlington has no office market as the term is normally used. There is, nonetheless, demand for offices, and well-specified new supply is taken up - as the success of the Bridlington Business Centre, Bessingby Industrial Estate testifies. The Business Centre provides a total of 555 sq m (6,012 sq ft) of primarily office floor space in 25 units. These have been well-occupied since construction in 1998, and even following the deep recession, just six units totalling 113 sq m (1,219 sq ft) were unoccupied in spring 2010, and two of these were the subject of advanced negotiations with prospective tenants. The Business Centre units range from 7 sq m (80 sq ft) to 52 sq m (565 sq ft) and the charges (rents plus service charge, insurance and rates) range from £138 per sq m (£12.70 per sq ft) to £166 per sq m (£14.55 per sq ft).

29. The more recently developed (2006) ‘grow-on’ office space, known as Enterprise Units, at Bessingby Industrial Estate are fully occupied. These comprise six office units of 92 sq m or 111.5 sq m (990 sq ft or 1200 sq ft) totaling 591 sq m (6,360 sq ft). Units are let at either £71.90 per sq m (£6.68 per sq ft) or £65.73 per sq m (£6.10 per sq ft); all other charges (rates, insurance and service charges) are on top.
30. Apart from this ‘grow on’ space at the Bridlington Business Centre and the refurbishment of the former Turner’s factory at Bessingby Industrial Estate (which has an open B1-B2 consent), there have been no additions to the stock or any significant refurbishments in Bridlington. There remains as a consequence a notable lack, and of quality office accommodation and little choice of any kind, especially in the Town Centre.

31. Local agents attribute this to parking constraints and the quality of accommodation on offer. Most office space is first floor premises - and will never meet the need for office space in the Town Centre - although the existence of this space drags on the market’s willingness to supply an alternative, despite the fact that it is hard to let. There are also ‘structural’ constraints on supply. Typically, office occupiers in secondary centres like Bridlington are unwilling to take the sorts of leases that funders will accept as ‘covenetable’; tenants tend to prefer short leases or licences. The consequence is that finance for such developments is typically difficult to raise (even in easy-credit markets); and in turn, the absence of suitable property supply places a supply-side break on the local economy’s ability to realise growth which it is otherwise capable of generating.

32. Nonetheless, the evidence also shows that when the sector is supplied with well-located and specified spaces, typically with public sector support for the initial capital outlay (as at Bessingby), the space tends to fill at commercial rents.

**East Riding Employment Land Review**

33. The East Riding Employment Land Review sets out a number of scenarios for the future requirement for employment land in the East Riding. The ‘preferred scenario’ suggests a requirement for between 35.3 has and 54.6 has of employment land over the period to 2021. The study states that there is a dichotomy in the nature of the demand on which this projection is based with significant demand of large scale warehousing and purpose built offices, but decreasing demand for general industrial accommodation. The study considers there to be a deficit of existing office and large scale warehouse space and latent demand identified by property agents.

34. Land for office development should be complementary to the offer in Hull City Centre where contemporary ‘grade A’ stock will be provided. Office development in the East Riding will therefore comprise the out of town component of the portfolio and principally located in the ‘Sub Regional Urban Area including locations such as Anlaby, Kirk Ella, Willerby Hill and Hessle. The study does recognise that this focus may limit scope for economic diversification in Principal Towns such as Bridlington and recommends a policy approach to ‘windfall sites’ that includes criteria relating to local regeneration and economic development priorities.

35. Land for new large scale warehousing is proposed to be concentrated around the M62 corridor, specifically around Goole and, to a lesser extent, around Pocklington.

36. With specific reference to Bridlington, the study states that Bridlington is ‘not on a wider market radar as a strong employment location’ with ‘potential limited to indigenous businesses’. The detailed econometric modeling for Bridlington described above does, however, suggest that demand for office space will arise from indigenous businesses, given growth projections and that many are currently located in Victorian villas that are not well suited for office use and would
be better converted back to residential use. The office offer proposed as part of the Burlington Parade scheme is designed to target such businesses through development of small offices in multiply-let premises, purpose-built ‘own front door’ freehold office space and, with potential for a managed business centre similar to the very successful one at Bessingby.

37. Only two sites for employment development are proposed to be allocated in the Employment Land Study. These are 0.91ha at Pinfold Lane and 1.04ha at Bessingby. Both are proposed for general industrial development.

Conclusions on the Demand for Land

38. Overall, the expectations for the performance of the economy, assuming the Regeneration Strategy is delivered and taking into account of the local economy’s capacity to change and the characteristics of the local property market, the evidence suggests the requirement for offices in over the plan period will be:

- some 2,000 - 4,000 sq. m of office type floorspace, in a mix of provision targeted both at businesses capable of operating efficiently from the Town Centre and at businesses requiring regular trips by car to service their customers who would be better located out of the centre.

39. Higher order policy (national and regional) directs office uses to town centres, and this provision is a core plank of BridTC9.

Tourism

40. The main task of the evidence base in respect of tourism is to ensure that policy options that are intended to support the tourism sector are properly informed. To be so, it is essential that proposals:

- take into account the evidence on the structural changes in Britain's traditional seaside holiday market, the competition elsewhere in Britain and abroad for this diminishing market, trends in tourism generally and Bridlington’s potential for developing new tourism markets;
- ‘correct’, where this is feasible, the factors that impinge adversely on Bridlington’s ability to compete effectively in its tourism markets (where these factors can be influenced by changes in the use and development of land, property and other assets which relate to the land use planning system); and
- take advantage of new opportunities for generating income and supporting employment in tourism - opportunities that the evidence shows should help offset in Bridlington the income and job losses from the town’s traditional, but shrinking, seaside holiday market.

41. The Council commissioned, as part of the work for the Bridlington Regeneration Strategy, a full assessment of Bridlington's recent performance as a tourism destination and its prospective future.
42. The most recent data on employment shows that in 2008 Bridlington supports just 821 employee jobs (full and part-time) in tourism\(^\text{11}\), equivalent to 8.4 per cent of all employee jobs in the town (defined as the wards of Bridlington Central and Old, Bridlington North and Bridlington South). Even if this figure is an under-estimate (because of the high levels of self-employment, casual and seasonal employment in the sector), comparisons with other seaside towns on exactly the same basis show that Bridlington’s share of job in tourism is towards the lower end for seaside towns.

**The Future of Bridlington’s Tourism Sector**

43. Considerable research has been done in recent years in an effort to find ways of enabling Britain’s traditional coastal resorts to diversify their economies in response to the continued shrinkage in the resorts’ core seaside holiday market. Numerous regeneration initiatives have also been mounted in seaside towns around the country in an effort to prop up, reinvigorate or re-model the tourism offer of these towns. The evidence, however, is discouraging. The more successful towns have reduced their dependency on tourism altogether and capitalised instead both on the popularity of seaside towns as places to live and as places where much more diverse and higher value-added economic structures can be put in place.

44. The recommendations of the tourism work for Bridlington came to the same conclusion. Bridlington is a popular place to live and has already made significant strides in diversifying the local economy; improving Bridlington’s ability both to continue this diversification and to service the needs of its catchment should also produce the dividends needed to improve its appeal as a tourism destination. The greatest urgency is to improve Bridlington’s appeal as a place to live and to satisfy locally the choice of jobs, shopping and leisure services that goes with a good quality of life. The evidence is compelling: focusing on new tourism attractions first or alone will not work.

45. Bridlington also has other assets - including the Harbour and natural environment - which stand to help offset income and job losses from the holiday market and to do so in tourism sectors which have higher value-added and less adverse impact (i.e., more spending per visitor and a less damaging surge in seasonal traffic).

46. The research suggests that a competitive Bridlington will need:

- a diverse economic base which goes with the grain of structural change in the wider economy. Change requires suitable supply-side conditions (labour force, property offer, environment, access etc) and an acceptance that traditional seaside tourism markets have shrunk and are continuing to shrink;
- to maintain and boost its appeal as a place to live, particularly for those in work and those with good disposable incomes;

---

\(^\text{11}\) As measured by the Department for Culture, Media and Sport definition of the tourism sector. This is one of the definitions of tourism in use. There are others, which explain the wide divergences in the estimates of the dependency of seaside towns generally (and Bridlington specifically) on tourism employment
• to reduce its dependency on the day trip seaside market. Although day trips are expected to increase overall, spending per head is not. Thus the benefits of this activity need to be carefully weighed against the costs - high levels of seasonal traffic and the impact on the ability of the Town Centre to compete for its residential and business markets;

• to meet the needs - in the Town Centre - of its residents and businesses for shopping, other consumer services and business services; that is capable of competing for the major share of the spending available in the catchment, in particular the spending of the better off;

• to ensure that the Town Centre is able to develop a critical mass of complementary and competing activity that meets the needs of its residential and business catchments, and that these services are easy to access, including on foot, by cycle and by the mobility impaired, as well as by private car and public transport;

• to develop more a specialised seaside tourism offer in sectors that offer prospects for growth and higher spending (including a wide range of water-based recreational and sporting activities, sailing etc); and

• to develop Bridlington’s competitiveness in growing, year round, tourism sectors - most particularly activity and special interest short breaks, certain conference sectors and pub sports (in both cases capitalising on the Spa’s potentially greater competitiveness in these markets).

47. Bridlington’s accommodation sector needs to improve markedly. It is still dominated by B&B and guest house provision, which is variable in quality and much which does not meet the expectations of the growing sectors of the overnight visitor market. The scale of the provision deters investment in more up to date hotels. The static caravan and holiday homes sector, however, is one of Bridlington’s significant successes.

**Shopping, Leisure and Hotels**

48. The need for additional retail floorspace in Bridlington is (as it is in any town) calculated with reference to:

• the spending on retail goods in the catchment and the rate of forecast growth in this spending;

• the projected growth in the catchment’s population;

• the turnover capacity of existing shops (which includes the ability of existing retailers to compete for added trade); and

• the scope for ‘clawing back’ for Bridlington spending that is presently lost to competing centres.

49. The calculation of this potential need provides the theoretical potential for Bridlington to support further (or different) retail floorspace. The spending potential is theoretical because of the way retail development is financed and delivered. Retail developers need to have opportunities to provide new development and retailers themselves need to want to operate from the developments. The task of the AAP is to ensure that it allocates development opportunities that can realistically be delivered.
50. Retail spending is divided between comparison goods (non-food goods which people buy less frequently; these are called ‘comparison’ because these tend to be the items which people compare for best price); and convenience goods (food and other day-to-day items like newspapers).

51. Two studies of shopping patterns in Bridlington have been undertaken, firstly by Roger Tym & Partners in 2006 (updated in 2010), looking specifically at Bridlington; and secondly by England & Lyle in 2009 (updated in 2010), as part of the East Riding Town Centres and Retail Study. Both studies assessed the extent of Bridlington’s catchment area based on surveys of a sample of households. The catchment is the area around Bridlington where residents would be expected, because of distance and the scale of shopping floorspace, to use Bridlington most frequently than alternative centres to meet their shopping needs. The extent of the catchment is defined by the proximity of a competing centre at the same or higher position in the shopping hierarchy. The catchment area for comparison goods is generally (as it is for Bridlington) much wider than it is for convenience goods, and tends to be dictated by the location of the major supermarkets.

52. The more successful a town centre, the higher the proportion it attracts of the comparison goods spending available within its wider catchment. Indeed, because shopping is a core town centre function, the competitiveness of a town centre’s comparison shopping offer is critical to its competitiveness in all other town centre sectors (food and drink, leisure and entertainment, culture, other personal services and office-based services). The RTP study identifies a retail catchment for Bridlington with a 2006 population of 79,168, using a finer disaggregation of zones and household survey sampling frame than the England & Lyle study for the East Riding as a whole (because of the purposes of the RTP study); Bridlington’s catchment derived by England & Lyle study is more tightly drawn, with a population of 40,351 (which is close to the population of the town itself).

53. The other differences between the two approaches relates to the assumptions on visitor expenditure and the Town Centre’s retention. The England & Lyle study assumes that visitor spending and spending from outside the catchment accounts for a greater share of total retail spending in Bridlington than the RTP study does, and therefore that it also accounts for a higher share of forecast future capacity (partly because of England & Lyle’s more narrowly drawn catchment area for Bridlington). RTP assumes that any significant improvement in the Town Centre’s trading retention will require the introduction of additional floorspace; and that future capacity is a combination of population growth, expenditure growth and the need to improve trading retention if regeneration is to occur, coupled with a modest increase in visitor spending on retail goods. England & Lyle assume that Bridlington’s retention will improve slightly over time, but that additional capacity is a combination of population growth, expenditure growth and growth in visitor numbers and spending on retail goods.

54. Although there are differences between the two approaches, both use industry standard data and methods, and produce broadly similar results. The England & Lyle estimates of capacity are slightly more ‘generous’ in the early period than RTP’s and slightly less so in the later periods. England & Lyle also present their floorspace capacity figures as an ‘extreme’ range, using the most efficient trading levels at the upper end associated with the largest, most efficient multiple
traders, and the lowest averages at the other end, associated with smaller, less efficient, typically independent, traders. RTP instead use a typical average.

55. All such quantified estimates of need can be no more than indicative, and have to be considered alongside the whole range of other considerations in determining the case for individual retail proposals. The evidence for the AAP’s retail proposals is compelling on the evidence - their scale, location and target traders and consumer markets.

**Comparison (Non-Food) Retailing**

56. The RTP survey of shopping patterns in Bridlington’s catchment found that just 27% of the available spending on non-food retail goods goes to Bridlington Town Centre; a further 15% goes was found to go shops outside the Town Centre and to other centres within the catchment (a retention of 42% overall). The share, by comparison to other towns of Bridlington’s size and relative isolation, is very low.

57. The England & Lyle Study estimated Bridlington’s (including the retail warehouses at Bessingby) share of spending to be 48%.

58. Bridlington’s share, and most particularly the Town Centre’s share, of the catchment’s non-food retail spending is much lower than is consistent with competitiveness.

59. The RTP study found that Bridlington loses comparison spending principally to: Scarborough, which takes 20% of the catchment’s spending; Hull which takes 16%; York which takes 10%; and Beverley 4%. Smaller shares were also lost to Driffield and to out of centre stores within the Bridlington catchment area itself.

60. Hull is the sub-regional centre, and its share of catchment spending is broadly in line with expectation - although there is arguably still room for clawback. York’s share is more than it should be; and Scarborough’s is very considerably more. Beverley is 22 miles from Bridlington, and has less retail floorspace than Bridlington Town Centre, but is continually improving, investing and expanding. Scarborough is 18 miles away, competes in Bridlington seaside markets and is also investing heavily both in its retail offer and in diversifying its visitor markets. If Bridlington were fully competitive, it would not lose trade on the scale it does to these competing centres, and it needs to take the significant steps proposed by the AAP if it is not to lose still more trade to these centres in the future.

61. The retail studies and the other evidence gathered for the AAP suggests that the principal shortcomings (and the relationships between them) in Bridlington are:

- the absence of the types (sizes, configuration, neighbouring uses and trading environment) of units that are attractive to the key anchor multiple retailers;
- shortcomings in the shopping environment (not attractive enough to enough shoppers, which partly explains the absence of the unit sizes needed);
- the obstacles that are put in the way of the needed risk investment by the pattern and nature of land ownerships (which make it difficult for a private developer to assemble a site that is in the right location and is big enough);
• the absence of a clear retail circuit - a prime shopping route where pedestrian footfall is highest as pedestrians move between shops on any one shopping trip.

Typically, a circuit will have ‘anchors’ (big footfall attractors) along its route which define the circuit - enabling the shops between the anchor uses to benefit from access to the high levels of footfall. The principal generators of footfall tend to be the larger multiple traders - the fashion and variety stores which are the principal pulls for any shopping centre.

The secondary streets in a shopping centre tend to lead off from the prime circuit, and depend on the footfall generated by the primary pedestrian flow. In Bridlington, there is no clear area of ‘prime’ nor are the anchor stores located so as to create this circuit;

• the sheer extent of the area that is given to shop fronts, and the effect of this on dissipating demand and diminishing any scope for critical mass, given in particularly the long, linear and largely struggling streets of secondary shopping that lead out of the centre; and

• the impact on the shopping core of seasonal trade, which appears to have two kinds of adverse effect:
  o the surge in seasonal activity discourages the consistent use of the Town Centre by residents of the catchment. They grow accustomed to using other centres during the summer season to avoid the congestion, parking difficulties and so on, and then continue to use the alternative centres out of season; and
  o the seaside activity - the arcades, the fun fair, the takeaway food activity and so on - sits uncomfortably with the retail offer, in part because of the poor inter-mix and in part because, especially out of season, the shopping streets are buffeted by the seafront micro-climate.

62. These factors, independently and in relationship to each other, explain why retail rents have not increased in Bridlington as they have in comparable centres elsewhere (with the sole exception of the recent deals on the new Promenades units) and remain very low, as well as why yields (a measure of risk) remain much higher (worse) than in similar-sized seaside resorts and, most tellingly, than in Scarborough and Beverley.

**Prospective Demand for Comparison Floorspace – 2010 Updated Estimates**

63. England & Lyle updated their district wide work in February 2010 to take account of the national economic downturn on the local retail sector and the capacity for future development in Bridlington. England & Lyle’s updated figures use the most recent forecasts of population change in the district (allocated to the catchment area zones based on the housing allocation assumptions in the emerging Strategy Document), together with the industry standard estimates of forecast expenditure growth. England & Lyle assume marginal improvements over time in Bridlington’s retention within its catchment, as well as improved productivity amongst existing retailers. England & Lyle also assume visitor expenditure on retail goods will rise in line with the pace of retail expenditure generally, and that visitor numbers and expenditure trends in Bridlington will mirror national forecasts of tourism growth.

64. On this basis, England & Lyle conclude that Bridlington will have surplus expenditure capacity capable of supporting gains in comparison goods floorspace, as follows, with the lower figures associated with large multiple units and the larger figures with less efficient traders:

• 2016: £52.7m additional expenditure, capable of supporting a gain of between some 8,780 sq m and 17,560 sq m net (12,540-25,085 sq m gross); and
65. RTP also updated their 2006 Bridlington retail study in August 2010 to take into account the effects of the national economic downturn, using RTP’s 2006 household expenditure patterns (using the 2006 catchment definition, expenditure zones and sampling frame). Like England & Lyle, RTP used the industry standard estimates of future rates of expenditure on retail goods and the share of retail spending taken by special forms of trading (e.g., internet sales), and the same forecasts of population growth in Bridlington’s catchment. RTP, however, assumed considerably lower levels of visitor and inflow expenditure into Bridlington; but that the Town Centre’s retention would improve in each comparison goods expenditure category, with clawback distributed across the catchment, and highest in the zones closest to the Town Centre. Like England & Lyle, RTP also assumed that existing traders would improve their efficiency, but at a marginally less rapid rate (based on the evidence of trends in their trading performance to date). The basis for RTP’s retention assumption is twofold: the level of comparison goods retention that would otherwise be expected of a town centre of Bridlington’s size (population, floorspace) and relative geographic isolation, and the AAP’s proposals for its regeneration. RTP calculate future capacity as follows:

- **2016**: £49.2m ‘surplus’ expenditure, capable of supporting a gain of some 9,360 sq m net (13,370 sq m gross)
- **2021**: £72.33m ‘surplus’ expenditure, capable of supporting a gain of some 13,100 sq m net (18,710 sq m gross).

66. The AAP uses the RTP figures.

67. In both cases, this capacity is, of course, wholly theoretical, and the findings are necessarily indicative. Converting the prospective capacity to actual additional floorspace is dependent on both creating the sites and trading conditions that the retail market (developers, retailers) will be willing to respond to, and on removing the other deterrents that explain why the Town Centre has so significantly underperformed its retail trading potential. Moreover, as the evidence base for the AAP points out, the objective is not merely to supply additional floorspace, but to supply retail floorspace of the types, in the locations, that will use this ‘scarce resource’ so as to return the greatest advantages to the sustainable regeneration of the Town Centre as a whole.

**Prospective Demand for Convenience Floorspace – 2010 Updated Estimates**

68. In the food and other convenience goods retail sector, the Bridlington catchment area retains a much higher proportion (88% according to RTP’s 2006 household survey) of available expenditure (i.e., 88% of the household spending within the catchment is captured by all convenience goods shops together that are located within this catchment area). This share is much higher, both because the retention figure is not just for the Town Centre and because people will generally travel only relatively short distances to shop and there is a wide choice in the catchment. Thus the need for additional food retail floorspace in the Bridlington catchment is not as pressing as in the non-food sector.

69. England & Lyle’s February 2010 updated estimates of convenience capacity in Bridlington show the following scope for additional development in Bridlington:
• 2016: £13.2m ‘surplus’ expenditure, capable of supporting additional convenience floorspace of between 1,300 sq m and 2,590 sq m net (1,860-3,700 sq m gross)
• 2021: £15.9m ‘surplus’ expenditure, capable of supporting additional convenience floorspace of between 1,520 sq m and 3,030 sq m net (2,170-4,330 sq m gross)

70. RTP’s updated estimate (August 2010) takes account of the effect of commitments at Driffield on expenditure within Bridlington’s catchment and concludes the capacity is more restricted, as follows (using supermarket floorspace efficiency ratios):
• 2016: £6.2m ‘surplus’ expenditure, capable of supporting additional convenience floorspace of 1,020 sq m net (1,700 sq m gross)
• 2021: £8.2m ‘surplus’ expenditure, capable of supporting additional convenience floorspace of 2,350 sq m net (3,900 sq m gross).

71. As with the comparison sector, the quantitative estimate of Bridlington’s capacity for additional floorspace is only a guideline. The planning system should not protect existing traders from additional competition - whether they are in the Town Centre or not. Instead the task of the planning system is to promote the viability and vitality of the Town Centre as a whole - including protecting the Town Centre from competition from outside it that will undermine its vitality and viability or diminish investment needed for its regeneration.

**Commercial Leisure Sector**

72. RTP forecast spending on leisure in Bridlington’s catchment (using local data and national growth projections) to grow by 24% (a gain of £32.3m) in the period up to 2016; the forecasts were not updated in 2010, although the leisure sector has generally held up reasonably well during the economic downturn. How this growth might be expended locally depends very much on what opportunities the market supplies - thus current spending patterns can only provide a guide to what might happen in future.

73. On current spending patterns in the catchment, almost two-thirds of this spending growth (some £20m) is likely to go to eating and drinking outside the home (restaurants, cafés and bars). The rest is likely to be spread across a wide mix of activities, with no single activity capturing any significant market growth (e.g., bingo halls, casinos and cinemas).

74. Therefore, while the data suggest reasonable growth potential in the food and drink leisure sector, there would appear to be less scope in entertainment-type leisure.

75. Nonetheless, the sector is dynamic, changing and operator-led. If an investor feels capable of attracting customers by diverting spending from other facilities, the planning system does not prevent additional development provided it meets other criteria for vital and viable town centres.

76. Based on experience elsewhere, it is reasonable to expect that Bridlington could support around a gain in the order of 3,300 sq. m or so of floorspace in these activities over the plan period. Techniques for forecasting demand in the leisure sector are much less advanced than in the retail sector (indeed the England & Lyle study does not seek to establish a figure for leisure floorspace capacity), so the 3,300 sq. m is no more than a guideline.
Hotels – Prospective Demand

77. Attracting good quality new hotels to Bridlington - in the full service as well as budget categories - will require substantial improvements in broadening the market appeal of the town’s offer.

78. The Council’s aim in investing in the Spa is to stimulate demand for a better choice and standard of accommodation by increasing the Spa’s competitiveness in markets which require overnight stays (e.g., conferencing and events). The Council has recently studied the potential to attract a hotel into Bridlington to support the investment in the Spa. The findings of this work suggest there should be demand for the provision of at least one good quality budget operation. It will be much more difficult for Bridlington to attract a new, good quality hotel (3 star +), but with the completion of the Spa, the proposals for Burlington Parade and with a commitment to a Marina, it should be feasible. It is likely, however, that the public sector will need be proactive in securing this investment, and will need to ensure the hotel opportunity is actively encouraged as part of the delivery of either or both Burlington Parade and the Marina.

79. Other aims of the Regeneration Strategy are very significantly to increase the level of business activity in the Town Centre (most hotels need week-long and year-long business trade to sustain them) and to encourage more diversification amongst the former housing stock that is currently given over to guest houses and B&Bs.

80. While guest house and B&B accommodation served the needs of the seaside holiday market well, this market has shrunk and significant parts of even the traditional holiday market want a more predictable quality of offer and a more diverse choice (including self-catering flats and caravans and hotels).

81. The Council commissioned a specialist study of the hotel market in 2006 which concluded, albeit without regard for the Burlington Parade, Harbour Top and Marina proposals, that there may not be demand for a hotel of three or four stars, but that there should be demand for at least one good quality budget hotel. The hotel market is complex and there may be opportunities to induce hotel development as part of the Burlington Parade development, particularly in offering a site overlooking the Harbour and Marina and well-connected to the Spa. The Burlington Parade scheme, with its first phase of the Marina and the prospect of the further work to create the full Marina, very significantly alters the market conditions for hotel development in the Town Centre.

82. The Council therefore propose to promote a good quality hotel as part of the Burlington Parade scheme, and to use its powers and resources as necessary to lever this critical plank in the Town Centre regeneration strategy.

Delivering Retail and Leisure Development

83. There are five broad types of condition that need to be met to capture Bridlington’s prospective retail and related leisure spending and to create the competitive retail-led, mixed use Town Centre ‘offer’ Bridlington needs:

- There needs to be a ‘retail circuit’ that concentrates and directs the major share of pedestrian movements across as much of the shopping centre as possible;
• There need to be sufficiently strong anchor stores to create the circuit - to draw the principal shopper flows between anchors and across the frontages of the unit shops, both to ensure the vitality and interest of the primary shopping streets and to provide the strength of shopper footfall needed by the secondary shopping streets that lead off the primary streets to thrive and offer the independent shops that give any centre its distinctive appeal and individuality;

• There need to be sufficient numbers of retail units - of an appropriate unit size and configuration - along the length of the retail circuit to attract in the multiple retail traders (chain stores) which are critical to any centre’s ability to pull shoppers in;

• Any new development for shopping needs to ‘plug into’ the existing shopping core to ensure that the existing shopping core can compete for the new footfall;

• The shopping offer needs to be well integrated with other things to see and do - including restaurants and pubs, shop front services (like estate agents, hairdressers) and the Town Centre’s office areas and the services that support these (travel agents, printers, professional service companies and so on); and

• Increasingly, Town Centre housing is an important part of the mix, as are hotels, cultural activities and other forms of entertainment - like recreation, cinema, theatre and so on.

**Housing**

84. Population projections\(^\text{12}\) for the three Bridlington wards forecast an increase in the town’s population from 39,586 in 2008 to 45,820 in 2021, a gain of about 6,234. At the average household size of 2.24 persons per household for Bridlington, this amounts to some 2,783 additional households. Single person households are forecast to continue to increase, particularly in the older age groups.

85. The Council’s emerging Strategy Document retains the sub-area approach originally set out in Joint Structure Plan and carried forward in the now rescinded RSS. Bridlington is located in the Eastern sub-area and is its only ‘Principal Town’, and therefore is the main focus for new housing development in the sub-area, although the needs of Hornsea, Withernsea and the smaller settlements in the sub area are also to be met.

86. The Council’s latest Strategic Housing Land Availability Assessment (September 2010) assumes that the Council will continue, through the Local Plan Strategy Document, to observe what had been the RSS allocation of 1,150 dwellings p.a. (net, 1,190 gross) as the district requirement, and that the major share of the provision will be met in and around the Principal Towns. Build rates in the Eastern Sub-area have averaged close to the target for 2004-2010 (29 fewer dwellings than the 1,500 sought over the period, chiefly because of developments in Bridlington). Extant planning consents in the Eastern Sub-area more than meet the five year supply requirement.

---

\(^{12}\) Estimates based on trend analysis of 2007 ONS Mid Year Estimates for the East Riding
87. Once the AAP is formally adopted, the proposal for 600-800 dwellings will be taken into account by the SHLAA as contributing to the Local Plan Strategy Document’s brownfield development target.

88. This scale of development proposed by the AAP is necessary to support the Bridlington Regeneration Strategy for several compelling reasons:

- The estimated economic capacity of Bridlington to create much-needed jobs over the period to 2021 is reliant on being able to accommodate additional economically active residents. The consequence of under-provision would be to put a break on otherwise achievable job growth and wealth creation or to increase levels of in-commuting. Neither consequence is consistent with the objectives of the Regeneration Strategy nor the aims for creating sustainable communities.

- The evidence for the Bridlington Regeneration Strategy indicates there will be an additional 2,783 households in Bridlington over the period to 2021, and the AAP area plays an important, sustainable, role in providing for housing choice that will meet the needs of these additional households. Bridlington’s population grew quite strongly in a period when the local economy did not; and achieving the stronger economic growth the town requires to restore wellbeing will stimulate (needed) population growth and require more housing.

- There is no significant level of vacancy within the town’s existing housing stock which might otherwise allow flexibility in new housing provision, even allowing for substantial progress in securing changes of use to family homes and apartments of the stock of housing in and surrounding the Town that is occupied by B&B and guest house businesses that are struggling and by ‘multiple occupation’ uses.

- There is a pressing need for regeneration of the AAP area, and residential development is fundamental to achieving this regeneration:
  - conversions and changes of use to self-contained housing are needed to much of the outdated B&B and Guest House stock for which demand from visitors is falling as the town’s tourism sector adjusts to structural change in its markets;
  - the feasibility and viability of the Town Centre development scheme (Burlington Parade) depends on the delivery of a substantial increment of housing, ensuring not only that the new parts of the Town Centre are active and overlooked throughout the day and evening but also that the relatively high value, low risk housing elements help to lever the lower value, higher risk elements (like offices) and make it possible to secure contributions to much-needed public realm and other ‘public goods’;
  - a Town Centre ‘lifestyle’ offer is a key plank to retaining within (and attracting to) the local labour market more young and skilled who are attracted by this type of accommodation; and
  - the AAP area will remain a key focus of the tourism industry in the East Riding, and the housing stock needs to reflect the demand for second homes and high quality holiday accommodation from markets that cannot be satisfied by the caravan and chalet sector.
89. The Burlington Parade scheme proposes up to 600 dwellings, and this figure is consistent with the allocation for Bridlington, taking into account the nature of the target markets for the housing in Burlington Parade, Bridlington’s role and in particular that of the Town Centre as a tourist destination, and the number of extant housing consents in other parts of the town.

90. There is also a need to link the regeneration of the AAP area with a refreshed housing offer in respect of housing type. The most common house type in Bridlington is semi-detached property at around 31%; detached properties account for some 22%. Both proportions are higher than the regional average. Flats comprise about 14% of stock, and whilst higher than the regional average, well under half are conversions rather than purpose-built. Bridlington is also a holiday destination, and the higher share of flats is concomitant with this role. Similarly, a higher proportion in Bridlington rent from private landlords than is typical district-wide, but consistent with tenure patterns in other seaside towns.

91. The East Riding of Yorkshire Housing Needs and Market Assessment (2007) divides the area into a number of market sub-areas. The Bridlington market sub-area comprises the wards of East Wolds & Coastal, Bridlington Central & Old Town, Bridlington North and Bridlington South. The sub-area was found to have high levels of self containment, with 62% of all re-locations remaining within the sub-area and 69% of journeys to work contained within the sub-area.

92. Bridlington is identified as the location preference for 16.3% of existing households in East Riding that are looking to move and 14.6% of East Riding’s emerging households. Together these represent 18.6% of all households in East Riding that are seeking to relocate within the district. By comparison, Bridlington has 17.36% of the housing stock.

93. Property type preferences for those seeking to live in Bridlington are broadly in line with the District averages, with strongest preferences for detached houses and bungalows. However, preference for flats in Bridlington is above average, particularly from newly forming households, and preference for semi-detached property is below average.

94. In terms of tenure preferences, owner occupation is most sought in Bridlington, although the proportion seeking owner occupation is significantly lower than the East Riding average. Rather, there is above average demand for private rented and council rented property, shared ownership and discounted sale.

95. House prices in Bridlington are similar to the East Riding average, but are lower in the town itself.

**Affordable Housing**

96. Policy on affordable housing will be set by the Local Plan Strategy Document. The recent preferred options draft set out no details, pending the completion of the viability evidence on the target requirement and the threshold above which it will apply.

97. East Riding’s 2007 Housing Market and Needs Assessment indicated that there is an annual need in Bridlington for 56 affordable units over the five years between 2007 and 2011; and that, of the 56 units per annum, 12 should be one bed units for older people, 23 should be one or two bed units to meet general (not older people) demand and 21 should be larger three or four bed units to meet general demand.
The Strategic Public Realm

98. The evidence base for the provision of the proposed Strategic Public Realm sits within the Regeneration Strategy, and is, additionally, a response to the Bridlington Town Charter and the aspirations of Bridlington’s communities as expressed by the Town Team.

99. The evidence shows - reflected in the views of the Town Team and responses to the Issues and Options draft of the AAP - that Bridlington’s communities are very concerned that the public spaces in the Town Centre in too many instances fall short of the desired standard. The confirmation of these views is reflected in property values (low) and trends (low rates of growth relative to comparable towns) in the Town Centre where the local environment impacts on property values and the willingness of property owners to invest in property improvements. The quality of the public realm also affects the Town Centre’s competitiveness in its tourism markets and the behaviour of the Town Centre’s users (e.g., in litter, graffiti and the like).

100. Other evidence shows that the Town Centre core is short on public space: there is no principal civic space or town square, and there is little in the way of gardens or parks within or readily accessible to the core for walking, informal recreation and so on. While the beach is a huge asset for sport and recreation, it is not local green space and at present is not well-related to the core business of the Town Centre.

101. The public realm also affects the legibility of the Town Centre, the ease which it is used (overcoming severance and the like) and the ways in which the different parts can work together efficiently and competitively, creating a whole that is greater than the sum of its parts.

102. At present, the Harbour - a very important asset for Bridlington - is cut off from the core of the Town Centre by a perimeter of largely poorly kept property which diminishes the appeal of the access routes into it; the seasonal seaside uses impact adversely on the shopping core and give a ‘closed’ and unfriendly aspect out of season (which is more than half of the shopping year), which very seriously diminishes the value of the seafront to the year round business of the Town Centre; and other assets - including the Town Centre Seafront, Gypsy Race, the Cenotaph, Christ Church and some of the more beautiful heritage buildings - contribute less to the appeal and usability of the Town Centre than they could and should.

103. The Strategic Public Realm Framework is conceived in response to each of these issues.

Economic Viability Assessment – S106 Standardised Charge

104. Drivers Jonas Deloitte carried out an economic viability assessment of the proposals in BridTC20 to levy a standardised charge for contributions to the costs of the Strategic Public Realm (BridTC5) and to pool these charges. The evidence shows that the charges, at about 3% of the costs of a typical development in each Use Class, will not make an otherwise viable development unviable.

Access and Movement – the Transport Assessment

105. During the out of season period (roughly between October and Easter), Bridlington does not suffer unduly from traffic congestion, and there are regular public transport services around the
town and from the peripheral housing estates into the Town Centre. Bridlington is also served by bus services to other major settlements and by regular rail services to Hull and Scarborough.

106. During the season – from Easter through September, and particularly in July and August – traffic congestion is commonplace in Bridlington. The Town Centre in particular suffers from high levels of congestion.

107. Residents and businesses also perceive serious problems with the availability of sufficient, well-located short-stay parking; and traffic congestion is compounded by the extent of the on-street shopping in the shopping core, as drivers circulate around the centre with the aim of parking in front of the shops.

108. The Council commissioned a study of transport in Bridlington in 2004. Unsurprisingly it highlighted that the seasonality of tourism in the town is a key factor affecting traffic and congestion on routes into and around Bridlington and within the Town Centre. The ‘seasonal surge’ in traffic volumes arises from tourists and particularly day visitors. The same study also picked up the concerns on car parking provision in the Town Centre. Such a situation has a significant effect upon how residents use services and facilities within the town and has knock-on effects with delays to bus services which become stuck in the traffic.

109. In response to the study, a number of schemes designed to improve conditions were promoted through the Bridlington Integrated Transport Plan; funding for these has been secured through the East Riding’s 2006-2011 Local Transport Plan. The schemes in Bridlington include the Park and Ride scheme at South Beach, including the new access road and roundabout, which was completed and became operational in the summer 2010. A bus service serves the site regularly during the peak season in conjunction with the land train. Other improvements have been completed at key junctions around and serving the Town Centre aimed at increasing highways capacity and reducing congestion.

**Local Transport Plan**

110. The Local Transport Plan (LTP) sets the transport policy for the area. It constitutes a bid document submitted to the Department for Transport to obtain funding for transport projects and maintenance.

111. The second LTP prepared by East Riding of Yorkshire Council, implemented from 2006, includes transport improvements for Bridlington described in the Bridlington Integrated Transport Plan.

**The Impact of the Burlington Parade Proposals**

112. A transport assessment of the Burlington Parade and Marina proposals was carried out by the Council. The focus of the work was the effect on the local highways network of the trip generation of the Burlington Parade and Marina proposals, and was further informed by the use of a Vissim model. The assessment also informed the Burlington Parade Masterplan (BridTC3), the access and movement strategy (BridTC7), the number and locations of car parks (BridTC8), the proposals for the transport interchange (BridTC3) and the improvements and additions to cycle ways and pedestrian infrastructure (BridTC5).
113. The assessment showed that the types and scale of development proposed, in the locations allocated, can be accommodated on the network subject to the widening of Hilderthorpe Road and the upgrading of Beck Hill as proposed by BridTC7.

**Burlington Parade Delivery Strategy**

114. The detailed work on the delivery of Burlington Parade shows that the scheme is deliverable. Large parts of the designated comprehensive development site have already been acquired or are in the Council’s ownership; and funds will be forthcoming to acquire the remainder (part through the Council’s reserves for the project, and part-financed by receipts from disposals). The Council is confident that the compelling case in the public interest for the compulsory acquisition of the remainder as a last resort meets the tests set by the Secretary of State by ODPM Circular 06/04.

115. The evidence on the drivers of demand for the mix, quanta and quality of development continues to be robust; market testing shows that the development industry will respond to the opportunities once confident the land will be available; the Council will forward-fund the required infrastructure, and secure contributions to its costs via the provisions of BridTC20 and through the terms on which land is disposed for development; and viability evidence shows that the development opportunities are deliverable with this infrastructure support from the Council.

116. The Council will act as lead developer, and dispose of development parcels in line with public sector procurement rules.

**Marina**

117. The rationale for the Marina is rooted in the evidence on the need for, and the best means of achieving, the regeneration of the Town Centre as a key driver of the local economy. The Town Centre underperforms in a range of key functions, most particularly as a competitive year round shopping centre and leisure destination for its catchment and as a focus for the development of a dynamic and competitive office based small business economy. The local tourism economy must also restructure in response to the contraction of its traditional market; Bridlington needs to attract a more diverse, higher spending, year-round market. Above all, Bridlington needs many more jobs to bring its labour market into balance and many more dwellings to meet the requirements originally set by RSS.

118. The Marina makes it feasible to redress many of these shortcomings and meet many of these needs, and to do so sustainably while also enhancing the town’s distinctive heritage assets and seizing opportunities of regional significance in the leisure, sport and tourism sectors.

119. The Marina takes advantage of a key heritage asset - the Harbour - which is down-at-heel in appearance and turns its back on the Town Centre which it adjoins; developers will take risks on waterside locations they will not elsewhere; the Harbour can be linked to the Burlington Parade site, making it possible to deliver types and a scale and quality of development that otherwise would not be feasible; there is unmet demand for 320 leisure berths on the Yorkshire coast, offering a much-needed opportunity to diversify and grow the markets for the town’s tourism market; the recently refurbished Spa, one of the town’s key attractions, needs to be more
closely integrated with the rest of the Town Centre which is physically possible with the construction of a Marina which includes the Harbour.

120. Because the Marina entails significant public funding (the major share of which will come from the Council, who will also pursue funding from grant aid sources), it is essential that the Marina promoted by the AAP is both the best option for achieving the regeneration objectives set for the project and offer the public sector value for money. Value for money is measured against the cost per unit of ‘output’ generated by the Marina, with the greatest emphasis on job creation. The investment in the Marina makes it feasible to create directly some 1,900 jobs, gross, in Bridlington Town Centre. The major share of these jobs is within the Burlington Parade scheme, which is only feasible because of the investment in the Marina to which it is linked. Further jobs are created indirectly in the local economy through the added spending attracted to Bridlington from users of the Marina and others attracted to the Marina who would not, otherwise, visit Bridlington or stay as long and spend as much.

121. The rationale for the details of the size and layout of the Marina proposed is rooted in the technical evidence on the demand for berths, the engineering feasibility, the need to minimise and mitigate environmental impacts (including wave wash), the need to build in new flood defences and protect the listed piers, the requirements to meet the needs of the Harbour’s users, and the ongoing statutory duties of the Trust Port.

122. The Council with its partners, the Bridlington Harbour Commissioners and Yorkshire Forward (who continue to be involved until they are dissolved in March 2012), have taken a structured approach to establishing the optimal approach to the Marina and have jointly commissioned and managed a series of studies, including:

- A conceptual Masterplan agreed in December 2006. This, amongst other things, sets out a maximum footprint for the proposed Marina scheme. This footprint is considerably reduced from the ‘maximum footprint’ shown in the Draft Policies Map in the first Preferred Options Draft of the Town Centre AAP.

- A Supply & Demand Study by PLB Consulting Ltd (PLB), which resulted in an agreed size of Marina and Outline Layout in May 2008. The study provided an objective appraisal of existing and potential berthing requirements and what was required to achieve a deliverable, sustainable and quality Marina facility. The previous Marina scheme proposed up to 500 berths; the PLB study evidence, subsequently agreed by the partners, shows there is a need for around 320 berths within a locked water area. The partners have agreed that the optimal approach, all matters considered, is to provide these berths within the existing Harbour but newly locked (c220 - 270 berths) and in a new area of impounded water (a Half Tide Basin for c 105 berths) to be created by the construction of a e new South Pier.

- A Hydraulic model study by H R Wallingford (completed March 2009) to assess and advise on the optimum configuration of the new outer dock walls, Harbour entrance and lock and associated technical implications. This study examined various configurations and made recommendations in on the optimum layout to maximise operational efficiencies and minimise the environmental effects. Further technical work by Wallingford, completed in the summer of 2009, has refined the layout.
• A Business Plan Study is to be carried out in 2010-2011. to provide a rigorous, independent, assessment of the design proposals for the Marina’s operational account; inform any final changes needed to the design of the Marina; and support the remaining negotiations between the partners on the Marina’s delivery and operations, including the Commissioners’ ongoing responsibilities for the operations of the Trust Port.

• A Memorandum of Understanding between the partners for securing the Marina’s delivery will be formally agreed in 2010-2011 once the Business Plan study is completed.

123. The proposed layout and the disposition of uses within the Marina and the Harbour are shown in the Town Centre AAP Policies Map. While there may be minor changes to the design and layout of the proposals as the remaining technical and business plan studies are completed, there is sufficient confirmed detail to allow proper examination of the effects of the Marina.

**Trust Ports**

124. Trust ports are independent statutory bodies, each governed by its own, unique, local legislation and controlled by an independent board. Under the Harbours Act 1964 such powers and duties can be conferred or varied by an order in the form of a statutory instrument, made by the Secretary of State. Bridlington Harbour is governed by The Bridlington Harbour Act and Orders 1837 to 2004.

125. The guidance contained in the second edition of Modernising Trust Ports represents a new benchmark for best practice in the governance of trust ports. It is issued after full consideration of the PwC Trust Port Advice\(^{13}\), consultation within the industry and the guidance in the first edition of Modernising Trust Ports (2000)\(^{14}\).

126. Modernising Trust Ports described a trust port as ‘a valuable asset presently safeguarded by the existing board, whose duty it is to hand it on in the same or better condition to succeeding generations. This remains the ultimate responsibility of the board, and future generations remain the ultimate stakeholder’. It is the duty of the board at all times, to strike a balance that fully represents the interests of all stakeholders, not just one group, in the light of the objectives of the trust and what constitutes the ‘common good’ for all stakeholders and the trust itself\(^{15}\).

127. The Government places duties upon trust ports to fully respect the interests of all stakeholders including not only the direct users of the harbour but the broad range of those with an indirect interest in the port and its accountable and effective operation. The following are considered stakeholders or beneficiaries of a trust port:

- Port users;
- Port employees;
- The local community;
- Related interest groups;

---

\(^{13}\) Trust Port Advice (PwC) 2007. Department for Transport.

\(^{14}\) Modernising Trust Ports 2009 [Second Edition], Department for Transport, p.3

\(^{15}\) Modernising Trust Ports [Second Edition], p.6
128. As stakeholders, or ‘beneficiaries’ in the port the interests of these groups must at all times be the guide by which trust port boards direct the port.  

129. One of the most important stakeholder groups for any trust port is the local community. Often the port is at the heart of that community. Trust ports should ensure that there is an effective, continuing dialogue with the local authorities in the immediate hinterland. This will do much to promote the improved partnership that is sought between the trust port sector and local government who both have interests in the regeneration and growth of the local economy. A joint approach to planning should be regarded as an opportunity to provide the best solution for stakeholders rather than a threat to the integrity of the trust with the opportunity for productive partnerships between trust ports and local authorities to bring benefits to strategic planning and development at a local and regional level. Trust port boards should consider the need for local liaison and focus groups to ensure that the local community is informed and on side. They should actively participate in local and regional debate on plans (local / regional Government, development agencies etc).  

130. It is clear that there is an increased recognition of the contribution trust ports can make to the wider community and the benefits of working more closely with local authorities and stakeholders. The implementation of the guidance contained in Modernising Trust Ports will contribute to achieving this in addition to improving the efficiency and accountability of trust ports like Bridlington Harbour. Clearly a joint approach to planning should be regarded as an opportunity to provide the best solutions for stakeholders. The Modernising Trust Ports guidance makes it clear that there is an obligation on the Harbour Commissioners to enhance their assets at Bridlington Harbour. There is a further obligation for the Harbour Commissioners to work closer with East Riding of Yorkshire Council in order to maximise the benefits to strategic planning and development.  

131. The Council is grateful for the willingness of the Harbour Commissioners to support the regeneration of the town. Development affecting land at the Harbour will be phased to ensure that the Harbour Commissioners can continue to fulfill all their statutory obligations whilst protecting their income stream. The Harbour Commissioners, Council and Yorkshire Forward will work together to improve the Harbour, increase its integration with the town centre (as one of the town centre’s key assets) and create a marina.  

**Community Facilities**  

132. The Council undertook a review of community infrastructure in Bridlington over the winter of 2005/06. Many of the key points raised in that review do not directly relate to land use planning, but instead deal with general health issues and the quality and distribution of services and facilities. Community facilities include those amenities which are or could be available to the public and are specifically identified in the plan. This has the potential to improve the liveability and the quality of life in Bridlington.  

---

16 Modernising Trust Ports [Second Edition], p.6  
17 Modernising Trust Ports [Second Edition], p.14
general public to support and enhance day-to-day life. Those facilities recognised by the planning system include community centres, leisure facilities, health and educational establishments (schools and their playing fields) as well as open space, playing fields and children’s play areas, amenity open space, allotments and cemeteries. Beaches are not recognised by the planning system as a community facility - though in Bridlington’s case clearly function as such and should be seen as such.

133. Many of the community facilities in Bridlington have dual roles in also helping to support the tourist economy. For example, the Leisure World swimming pool is one of the major wet weather tourist facilities for the town and in due course these facilities will be replaced. Sewerby Hall and Gardens is a key community facility as well as an important tourism attraction.

134. The biggest gap and the most pressing need for community facilities in the Town Centre identified were the requirements for a new, up to date, mixed media library on the one hand, and on the other, for space to accommodate activities that young people - secondary school age particularly - can do out of school hours and in the evenings.

135. The Council has recently received funding to undertake a £1.2m refurbishment of the existing library building in King Street. The upgrades include new internal features including carpeting, decoration, windows, enhanced access and improved heating and lighting systems. This work is expected to complete by early 2010.

136. The Bridlington Renaissance Team is working with the Council to examine proposals for improving or replacing Leisure World, including how best to accommodate youth activities.

137. The AAP’s Strategic Public Realm proposes very significant improvements to public realm, including a new ‘walk’, cycle way and park along the Gypsey Race and improvements along the Town Seafront. The Strategic Public Realm also includes the creation of a new ‘heart’ for the Town Centre - a major civic space that is also emblematic of Bridlington.

**Level 1 Screening under the Habitats Regulation**

138. The level 1 screening showed there is potential for significant effects on the Flamborough Head and Bempton Cliffs SPA and the Flamborough Head SAC arising from the construction and operation of the Marina.

139. The AAP, in response, requires (BridTC4) a full Appropriate Assessment at planning application stage, and prevents development (BridTC4 and BridTC11) that does not avoid adverse effects on the SPA and SAC. Natural England accept that it will be possible to design, construct and operate the Marina to avoid the risk of significant effects.

**Flood Risk**

140. The Level 1 East Riding of Yorkshire Strategic Flood Risk Assessment was published in January 2010. The assessment was prepared in accordance with PPS25 and fully reflects the guidance in this document, published in December 2006. The Environment Agency’s National Flood Risk Assessment (NaFRA) indicates that the East Riding is within the top ten areas ranked on the basis of the number of people living within an area at significant risk of flooding.
141. The Level 1 Strategic Flood Risk Assessment and its predecessors have informed the approach to flood risk adopted by the AAP, both the site allocation policies (BridTC3, TC4, TC6) and the development management policy which deals with flood risk (BridTC11). The 2007 draft Level 1 flood risk assessment informed the first preferred options stage of the AAP and SA/SEA and the EA’s then extant flood risk map of Bridlington the Issues and Options stage before that, with the aim of ensuring that site allocations have been directed away from flood risk areas while also achieving the evidence-driven regeneration objectives for Bridlington.

142. The 2010 SFRA confirms that it has been possible in this way to avoid locating development in the flood risk zones, with the sole exception of the Harbour Top and the made land associated with the Marina. The development of both for more vulnerable uses - hotel, leisure (food and drink, ‘vulnerable’ leisure) and housing - is essential to securing the regeneration of Bridlington:

- The Harbour itself is a huge under-exploited asset. Although it adjoins the Town Centre, it turns its back on it, is poorly integrated with it and severs the Spa from the rest of the Town centre. The Harbour Top itself is not intensively developed, and many of the buildings are of poor quality buildings in this key heritage area (now designated a Conservation Area). The consequence is that the Harbour Top drags on the performance of the wider area around it.

- The Marina will capture unmet demand for sailing berths on the east coast; and capturing this demand will enable the town to diversify its tourism offer, extend its season, capture a higher spending market and attract a scale and quality of regenerating development than would otherwise possible in the AAP area.

- Economic efficiencies demand that the Harbour and Marina be conjoined; the development of the Marina provides the basis for the much-needed regeneration of the Harbour, its integration with the Town Centre and for binding the Spa to the whole. Town centre uses - though ‘more vulnerable’ in PPS25 terms - are the uses that will realise this exceptional potential. The Marina and Harbour regeneration is a very costly public sector project; it is prudent financial practice for the Council to recover part of this cost through the disposal and development of some of the ‘made land’ for commercial uses and housing (where the opportunity to rent a berth and flat is a very attractive prospect). Regeneration cannot be achieved by locating these uses ‘sequentially’ away from the areas that require regeneration; and there are no other less vulnerable uses that would either achieve the regeneration or merit the public sector’s investment in the Harbour and Marina.

143. The Council’s engineering work to date shows, additionally, that it should be feasible to design the Harbour and Marina so as very significantly to reduce the flood risks. The Harbour Top developments (hotel, food and drink leisure and housing) will, in any case, be above at least two decks of parking, and only Harbour operational uses will be at ground level.

144. The Council has also commissioned further detailed flood risk assessment work to provide more detailed flood risk maps of the Gypsey Race and Harbour Top areas. This information will be used both to challenge formally the existing flood risk maps, and to inform the engineering works to manage the Gypsey Race hydrology (the Gypsey Race is the centrepiece of a new avenue, cycle route and park that provides a spine through the Burlington Parade development). The work will also feed into the detailed design of the Marina, which will also be engineering to manage and minimise the risk of flooding.
145. Policy also requires - throughout the AAP area - the use of sustainable urban drainage systems; and promotes (BridTC5) a Strategic Public Realm scheme which itself includes ‘green infrastructure’ which adds to the flood soakaway capability of the AAP area.

**Sustainability Appraisal**

146. The AAP has been informed at each stage by the Sustainability Appraisal (SA) process. The principal changes to the AAP in response to the SA between the second Preferred Options Draft and Publication Document are:

i) Further strengthening of the provisions for managing flood risk;

ii) Substantial strengthening of the AAP’s Proposed Policy BridTC12 on environmental sustainability, including requirements to achieve in the AAP area, as a minimum Code Level 3 of the Code for Sustainable Homes and BREEAM very good; the requirement for major developments to generate 10% of their energy requirements on site from low or no carbon renewable sources; and measures to minimise waste and improve its management

iii) Higher environmental sustainability standards for the Burlington Parade scheme

iv) The imposition of an affordable housing requirement for Burlington Parade

v) Greater emphasis on attractive alternatives to private car, including further provision for cycling and walking in the Burlington Parade Masterplan, as a means of avoiding traffic increases as a result of the delivery of the Town Centre’s regeneration

vi) Greater emphasis is placed on accessibility by all including mobility impaired people in Proposed Policy BridTC5 (requirement for Development Briefs) and Proposed Policy BridTC6 (Detailing Planning Considerations)

vii) Measures, via Proposed Policy BridTC6 (Detailed Planning Considerations), Proposed Policy BridTC17 (Burlington Parade), BridTC18 (the Marina) and BridTC20 (Town Centre Seafront) to impose requirements for detailed flood risk assessments, and to mitigate and manage flood risk in Burlington Parade (parts are in a Zone 2 area) and the Marina (parts are in a Zone 3a area), including new defences in the Marina area and works to the Gypsey Race

viii) The acknowledgement of the potential asset value to the AAP’s objectives of Flamborough Head in response to comments by Natural England

ix) The addition of biodiversity protection and planting of native species in Proposed Policy BridTC4 (Detailed Planning Considerations) and Proposed Policy BridTC19 (Strategic Public Realm) in response to comments by Natural England

x) Measures to strengthen the provisions to protect and enhance heritage assets and their setting, including through Proposed Policy BridTC4 which adds these objectives to the aims for design in the built environment.

147. No specific measures are proposed to mitigate air quality changes, over and above the provisions for making cycling, walking and public transport attractive alternatives to private car use. The improvements proposed to the economy of Bridlington via the regeneration of the Town Centre and making much more efficient use of land, subject to the environmental
sustainability proposals, will not be deliverable commercially without the provisions made for reducing traffic congestion, reducing on street parking and improving parking standards. Unless the proposals are commercially delivered, the economic wellbeing objectives will not be achieved. Thus the AAP seeks a balance between sometimes competing environmental and economic objectives. While the aim must be carbon reduction through low carbon energy generation from renewables, sustainable methods of waste management and reductions in emissions from reduced traffic congestion, it is also the case that Bridlington benefits from sea breezes which disperse the noxious emissions that would otherwise compromise air quality, with the breezes from the North Sea present at all times of the year.

148. The cumulative effects of added traffic resulting from increasing the use of the Town Centre (one of the key objectives of the AAP strategy) are addressed through the proposals for removing on street parking in the core (which also reduces traffic congestion), from diverting seasonal traffic to the Park and Ride, from the concentration of parking into fewer car parks with variable message signing, and from improving the pedestrian and cycling environment and from providing for a new bus interchange well-related to the railway station.

149. The AAP’s enabling objectives strengthen the provisions for education and training to increase the capacity of the local labour market to take up jobs and for developing the small business base. Proposed Policies BridTC17 (Burlington Parade) and BridTC18 (Marina) include a requirement for local labour components during site preparation and construction phases, and Proposed PolicyBridTC17 includes a requirement for local labour initiatives for the major retail components.

150. The sports and informal recreation aspects of proposals are given greater emphasis in response to health levels in the town.

151. Overall, the AAP Policies meet, to a large extent, the range of sustainability objectives identified in the SA framework. Effective implementation of key AAP Policies through the Bridlington Town Centre and Marina SPD will further enhance the sustainability performance of the AAP.
APPENDIX 2
Saved and Replacement Policies for the Bridlington Town Centre AAP Area
Saved and Replacement Policies for the Bridlington Town Centre AAP Area

1. The Council is ‘saving’ a number of policies from the East Yorkshire Borough Wide Local Plan until the adoption of the Local Development Documents that will make up the East Riding Local Plan. The Council is obliged to save policies in order to ensure there is a sound basis for the determination of planning applications and appeals in the interim period.

2. The Bridlington Town Centre AAP, once adopted, will replace some of these saved policies, but only those that apply solely to the AAP area.

3. Part A below lists the saved policies from the Bridlington section of the East Yorkshire Borough Wide Local Plan that will be replaced for the AAP area only by the Town Centre AAP.

4. Part B below lists those saved policies that will continue to apply to planning decisions in Bridlington Town Centre until replaced by other Local Development Documents in the Council’s Local Plan.

5. Part C below lists the relevant saved policies that apply to land exclusively outside the Bridlington Town Centre AAP boundary, and so have not been considered for replacement by the Town Centre AAP.

6. The list in the Table is not a complete list of the saved policies that the Council will take into account in making planning decisions in Bridlington Town Centre. A full account of the Council’s saved policies is available on the Council’s website www.eastriding.gov.uk/planning/ldf.

Part A. Saved Policies in the East Yorkshire Borough Wide Local Plan that will be Replaced by the Bridlington Town Centre AAP

<table>
<thead>
<tr>
<th>East Yorkshire Borough Wide Local Plan</th>
<th>Bridlington Town Centre AAP:</th>
<th>Reasoning for Replacement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Saved Policy</strong></td>
<td><strong>Proposed Replacement Policy</strong></td>
<td><strong>Reasoning for Replacement</strong></td>
</tr>
<tr>
<td>T1 Tourism Development within Development Limits</td>
<td>BridTC9</td>
<td>BridTC9 brings local policy into line with PPS6 which directs tourism uses to defined town centres, and requires development for tourism in the Town Centre to contribute to, or pose no risk to, the strategy for the Town Centre as set out in the Town Centre AAP.</td>
</tr>
<tr>
<td>S1 Defined Shopping Area</td>
<td>BridTC9 and BridTC13</td>
<td>The Town Centre AAP redefines, in the Town Centre AAP Policies Map, the boundaries both of the Town Centre</td>
</tr>
</tbody>
</table>
and within it the primary shopping area:
to take into account changes since the
East Yorkshire Borough Wide Local
Plan was prepared and adopted; to
provide a sound policy basis for the
proposed Burlington Parade (BridTC3)
development; and to contract the area
for shopping to improve the density of
footfall, create a more compact
shopping area and enhance the
competitiveness of the Town Centre as
a shopping centre. The further parts of
the previously defined town centre area
and the long secondary shopping
streets are performing poorly as
locations for town centre uses as
defined by PPS6; there are many
vacancies; many properties are in very
poor condition for the lack of sufficient
custom to allow occupying businesses
to maintain their properties to an
appropriate standard; and the extent of
the previously defined town centre and
the shopping area within it militates
against the concentration needed for
critical mass in the Town Centre and
therefore its competitiveness. BridTC9
encourages change of use to other,
non-retail, uses outwith the Primary
Shopping Area, and to non town centre
uses as defined by PPS6 for the area
that will not be outwith the defined
boundary of the Town Centre.

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>S2</td>
<td>Out of Centre Retail Development</td>
<td>BridTC9, Brid TC10 and BridTC13</td>
</tr>
<tr>
<td></td>
<td></td>
<td>S2 is inconsistent with PPS6 which states that out of centre provision should only be considered in the context of a sequential approach in favour of established centres and a flexible approach by proposing developers to the trading format.</td>
</tr>
<tr>
<td>S8</td>
<td>Tourism Based Retailing</td>
<td>BridTC9, BridTC13 and BridTC6</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>R1, R2 and R3</td>
<td>Sport and Recreation Development and Amenity Open Space in Residential Development</td>
<td>BridTC5; BridTC20</td>
</tr>
<tr>
<td>TM7</td>
<td>Car Parking</td>
<td>BridTC8</td>
</tr>
<tr>
<td>Brid15</td>
<td>Tourism Development on the Sea Front</td>
<td>BridTC6</td>
</tr>
</tbody>
</table>
Additionally, the physical juxtaposition of the shopping core and the seasonal seafront impinges adversely on the year round competitiveness of the Town Centre as a shopping destination. With the development of the Burlington Parade scheme (BridTC3), the shopping core will shift to the west, and new policy is needed to manage the transition.

<table>
<thead>
<tr>
<th>Brid16</th>
<th>The Harbour</th>
<th>BridTC4</th>
<th>BridTC4 proposes the development of a Marina which includes the Harbour within its boundary and sets the objectives for the development of the Harbour and Marina area.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brid19</td>
<td>Hotel Development</td>
<td>BridTC13 and BridTC9</td>
<td>BridTC13 allows hotel development in the AAP area where it contributes, or poses no risk, to the strategy for the Town Centre. BridTC9 directs hotel development to the Burlington Parade scheme (BridTC3), the Marina (BridTC4) and the Town Centre seafront (BridTC6). The replacement policies recognise that the hotel market is fragile, and demand from investors is finite. Thus it is essential that this scarce resource be directed to sites that make an optimal contribution to the strategy for regenerating the Town Centre in line with the AAP’s proposals.</td>
</tr>
<tr>
<td>Brid22</td>
<td>New Retail Development</td>
<td>BridTC13</td>
<td>The Primary Shopping Area is redefined by the Draft Town Centre AAP Policies Map and retail development serving a more than local catchment is directed to it. Hilderthorpe Road between Springfield Avenue and South Cliff Road (south side) is brought within the Primary Shopping Area. BridTC13 prevents new retail development within the AAP area.</td>
</tr>
<tr>
<td>Brid24</td>
<td>Amusement Arcades</td>
<td>BridTC6</td>
<td>BridTC6 redefines the area which the Local Plan defines as suitable for arcade use. The new area is called the Town Centre Seafront. BridTC6 seeks within the Town Centre Seafront changes of use away from arcades and other seasonal uses, in favour of new development and changes of use that reclaim the Town Centre Seafront for year round use, including for hotel and residential use, restaurants, cafés and tourism uses.</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Brid26</td>
<td>Office Uses in Town Centres</td>
<td>BridTC14 and BridTC9</td>
<td>BridTC14 directs offices to the Town Centre as defined by the Draft Town Centre AAP Policies Map, and BridTC9 directs office development in the first instance to the Burlington Parade scheme (BridTC3). BridTC9 and BridTC13 replace references to office development in the Primary Shopping Area.</td>
</tr>
<tr>
<td>Brid31</td>
<td>New Car Parking Provision</td>
<td>BridTC8</td>
<td>BridTC8 requires that privately provided car parking for public use in the AAP area be priced and managed in line with Council policy and be acceptable in all other respects.</td>
</tr>
<tr>
<td>Brid32</td>
<td>Palace Car Park</td>
<td>BridTC8 and BridTC3</td>
<td>BridTC3 sets out the proposals for Burlington Parade, which includes within the allocated ‘area of search’ for the comprehensive development site the Palace Car Park. BridTC8 sets out the provisions within the AAP area for public short stay car parking (4 or fewer hours).</td>
</tr>
<tr>
<td>Policy</td>
<td>Description</td>
<td>Action</td>
<td>Additional Information</td>
</tr>
<tr>
<td>--------</td>
<td>-------------</td>
<td>--------</td>
<td>------------------------</td>
</tr>
<tr>
<td>EN7</td>
<td>Urban Open Space</td>
<td>None</td>
<td>The policy is no longer necessary. There are other provisions, in national and regional policy, as well as the emerging Local Plan Strategy Document, for protecting existing urban open space from inappropriate development. The AAP’s focus is on shortcomings in existing public realm and meeting very specific needs for additional public realm and open spaces.</td>
</tr>
<tr>
<td>R4</td>
<td>Loss of Recreation Open Space</td>
<td>none</td>
<td>The policy is no longer necessary. There are other provisions, in national and regional policy, as well as the emerging Local Plan Strategy Document, for protecting existing urban open space from inappropriate development. The AAP’s focus is on shortcomings in existing public realm and meeting very specific needs for additional public realm and open spaces.</td>
</tr>
<tr>
<td>Brid11</td>
<td>Conversions of Multiply Occupied Property</td>
<td>none</td>
<td>There is no longer a need for this policy, in the context of the changes in legislation and the Use Classes Order. BridTC20 makes the needed provisions for protecting the area, as explained in the written justification at paras 5.63.ii</td>
</tr>
<tr>
<td>Brid 20</td>
<td>Protection of Holiday Accommodation</td>
<td>BridTC15</td>
<td>The policy created a market distortion which the evidence shows has had the unintended effect of preventing market forces from regenerating the increasingly down at heel areas around the town centre, and ‘protecting’ an oversupply of cheap accommodation which militates against the town’s ability to attract much needed hotel investment. The AAP encourages conversions and redevelopment for</td>
</tr>
</tbody>
</table>
hiring as an alternative to the oversupplied and underperforming B&B and guest house markets.

<table>
<thead>
<tr>
<th>Brid25</th>
<th>Hot Food Shops</th>
<th>BridTC5 BridTC6 BridTC13</th>
<th>There is no longer a need for this policy, The AAP takes a positive approach to the purposes of the Primary Retail Circuit, Seafront and Primary Shopping Area, and provides for managing otherwise inappropriate development or refusing it.</th>
</tr>
</thead>
<tbody>
<tr>
<td>S6</td>
<td>None Retail uses</td>
<td>BridTC9 BridTC13</td>
<td>The Town Centre APP redefines, in the Town Centre AAP Policies Map, the boundaries both of the Town Centre and within it the Primary shopping Area to take into accounts the changes since the East Yorkshire Borough Wide Local Plan was prepared an adopted; to provide a sound basis for the proposed Burlington Parade (BridTC3) development; and to create a more compact shopping area and enhance the competitiveness of the Town centre.</td>
</tr>
</tbody>
</table>

Part B. Relevant saved policies in the East Yorkshire Borough Wide Local Plan that will not be replaced by policies in the Bridlington Town Centre AAP and therefore will apply to land within the boundary of the Town Centre AAP

<table>
<thead>
<tr>
<th>EN11</th>
<th>Species Protection</th>
<th>Will continue to apply; safeguards specially protected wildlife species.</th>
</tr>
</thead>
<tbody>
<tr>
<td>EN13</td>
<td>Archaeology</td>
<td>Safeguards the investigation and protection of archaeological interest; the area on the Harbour perimeter could be of archaeological interest.</td>
</tr>
<tr>
<td>EN14</td>
<td>Landscape Features</td>
<td>Safeguards landscape features which make a positive contribution to the environment, which may apply to parts of the Town Centre AAP area.</td>
</tr>
<tr>
<td>EN17</td>
<td>Flood Risk</td>
<td>Requires protection measures where flood risk is present.</td>
</tr>
<tr>
<td>EN18</td>
<td>Ground Water</td>
<td>Prevents risk of pollution to ground water</td>
</tr>
<tr>
<td>Protection resources.</td>
<td>Protection resources.</td>
<td></td>
</tr>
<tr>
<td>-----------------------</td>
<td>-----------------------</td>
<td></td>
</tr>
<tr>
<td>EN20 Listed Buildings</td>
<td>Protects listed buildings and their setting.</td>
<td></td>
</tr>
<tr>
<td>EN21 Advertisements</td>
<td>Controls the visual appearance of advertisements.</td>
<td></td>
</tr>
<tr>
<td>EN25 Renewable Energy</td>
<td>Permits renewable energy infrastructure where it does not harm material interests.</td>
<td></td>
</tr>
<tr>
<td>EN26 Telecommunications</td>
<td>Controls proposals for telecommunications development.</td>
<td></td>
</tr>
<tr>
<td>H7 Conversions to Residential Use</td>
<td>Controls the conversion of buildings for residential use.</td>
<td></td>
</tr>
<tr>
<td>H8 Residential Uses Above Commercial Premises</td>
<td>Permits residential uses where there is not conflict with established uses.</td>
<td></td>
</tr>
<tr>
<td>H9 Residential Care Homes</td>
<td>Controls development for care homes</td>
<td></td>
</tr>
<tr>
<td>EC3 Small Scale Development on Unallocated Sites</td>
<td>Controls small scale development on unallocated sites</td>
<td></td>
</tr>
<tr>
<td>EC4 Re-use/Adaptation of Buildings for Employment Use</td>
<td>Controls such development; the AAP applies the additional test that development must contribute to, or not pose a risk to, the strategy for the AAP area.</td>
<td></td>
</tr>
<tr>
<td>EC5 Hazardous Installations</td>
<td>Controls development for the storage and use of hazardous substances</td>
<td></td>
</tr>
<tr>
<td>EC6 Open Storage</td>
<td>Controls open storage</td>
<td></td>
</tr>
<tr>
<td>T2 Tourist Accommodation</td>
<td>Controls development for tourism accommodation. The AAP applies the additional test that development must contribute to, or not pose a risk to, the strategy for the AAP area.</td>
<td></td>
</tr>
<tr>
<td>T4 Occupancy Conditions on Tourist Accommodation</td>
<td>Provides for conditions on the occupation of tourist accommodation.</td>
<td></td>
</tr>
<tr>
<td>S7 Eating Places</td>
<td>Prevents development for eating places where such use would be detrimental to the purposes of the shopping area or where it would harm the amenity of residents.</td>
<td></td>
</tr>
<tr>
<td>R4 Loss of Recreational Open Space</td>
<td>None</td>
<td></td>
</tr>
<tr>
<td>R5 All Weather Sports Provision</td>
<td>Permits provision for all weather sports facilities where it meets the needs of the proposed development.</td>
<td></td>
</tr>
<tr>
<td>TM3 through TM6</td>
<td>Access, Development in Relation to the Transport System, Highway Construction and Access to Development</td>
<td>Policies control the effects of development on access, highways and the need for public transport.</td>
</tr>
<tr>
<td>---------------------------------</td>
<td>----------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>TM8</td>
<td>Public Rights of Way</td>
<td>Controls the effect of development on public rights of way.</td>
</tr>
<tr>
<td>Brid25</td>
<td>Hot Food Shops</td>
<td>Controls development for hot food shops.</td>
</tr>
</tbody>
</table>

C. Relevant saved policies in the East Yorkshire Borough Wide Local Plan that apply exclusively to land outside the Bridlington Town Centre AAP Boundary (and so have not been considered for replacement by the Town Centre AAP)

<table>
<thead>
<tr>
<th>Borough Wide Policies</th>
<th>Bridlington Policies</th>
</tr>
</thead>
<tbody>
<tr>
<td>EN2</td>
<td>BRID1</td>
</tr>
<tr>
<td>EN3</td>
<td>BRID2</td>
</tr>
<tr>
<td>EN4</td>
<td>BRID4</td>
</tr>
<tr>
<td>EN5</td>
<td>BRID5</td>
</tr>
<tr>
<td>EN6</td>
<td>BRID7</td>
</tr>
<tr>
<td>EN8</td>
<td>BRID8</td>
</tr>
<tr>
<td>EN9</td>
<td>BRID9</td>
</tr>
<tr>
<td>EN15</td>
<td>BRID10</td>
</tr>
<tr>
<td>EN19</td>
<td>BRID12</td>
</tr>
<tr>
<td>EN22</td>
<td>BRID13</td>
</tr>
<tr>
<td>EN23</td>
<td>BRID14</td>
</tr>
<tr>
<td>EN24</td>
<td>BRID17</td>
</tr>
<tr>
<td>H4</td>
<td>BRID18</td>
</tr>
<tr>
<td>H6</td>
<td>BRID21</td>
</tr>
<tr>
<td>H10</td>
<td>BRID27</td>
</tr>
<tr>
<td>H11</td>
<td>BRID28</td>
</tr>
<tr>
<td>EC2</td>
<td>BRID30</td>
</tr>
<tr>
<td>S4</td>
<td></td>
</tr>
<tr>
<td>S5</td>
<td></td>
</tr>
<tr>
<td>T3</td>
<td></td>
</tr>
<tr>
<td>TM2</td>
<td></td>
</tr>
<tr>
<td>TM9</td>
<td></td>
</tr>
<tr>
<td>TM10</td>
<td></td>
</tr>
<tr>
<td>CZ4</td>
<td></td>
</tr>
<tr>
<td>CZ8</td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX 3
Standardised S106 Charge for the Strategic Public Realm (BridTC20)
Introduction

1. Appendix 3 sets out the indicative specification and estimated costs of the Strategic Public Realm (BridTC5), together with the schedule of standardised charges set by BridTC20 for contributions to the costs of this infrastructure.

2. The need to levy the charge arises from the cumulative effects of the developments sought by the Town Centre AAP on the capacity of the town centre’s public realm infrastructure. Improvements in the capacity of the Strategic Public Realm in the Town Centre is required in order to attract and accommodate the additional activity sought by the delivery of the AAP’s proposals. Government recognises that the need for infrastructure - including increases in the capacity of existing infrastructure and repairs to failing infrastructure - can arise from the cumulative effects of many small developments; that it is unfair for large schemes alone to shoulder these costs; and that it is more equitable for these costs to be transparently and equitably distributed.

3. The Council appreciates that development values in Bridlington do not permit the whole of the costs of the needed infrastructure to be borne by private development schemes alone. The standardised charges, therefore, are set so as to levy a contribution only to the total costs of the infrastructure. The Council will forward-fund schemes, working with its partners to do so, using its own reserves and bidding for available funds as opportunities arise; and will deliver the Strategic Public Realm incrementally as funds permit. The Council will then recover its costs from the BridTC20 pooled fund retrospectively.

4. The BridTC20 charges are set so that the costs of the charge relate to the impact (use and scale of development) and so that the charge for any one development scheme will not exceed 4% of typical development costs (before developer’s return). The Council’s evidence is that contributions that are set at this level will are unlikely to make an otherwise viable development unviable. Where a developer considers the charge will harm viability, the Council will require full open book evidence of this. The Council will take evidence of viability into account in applying the charge.

5. The Council’s purposes in setting a standardised charge to help finance the additional capacity needed in the public realm and related infrastructures are to:
   - reduce the time involved in negotiating S106 agreements and therefore increase the speed with which otherwise permissible development can be given consent;
   - increase developers’ certainty as to what the Council will require by way of S106 obligations within the AAP area; and
   - provide a fair and transparent basis for securing funds to help finance, and as appropriate help fund the maintenance of, the needed public realm and related infrastructure in the Town Centre.

The Standard Charge

6. The standard charge is calculated on the basis of a contribution per square metre of the gross floor area of the ‘eligible’ development, with the aim of not exceeding, but being broadly equivalent to, 3% of typical costs of the developments promoted by the AAP and otherwise likely to come forward in the AAP area over the plan period.

The charges are set out below in Table A3.1 based on typical costs in 2010. The Council will review the charges annually and report changes in the Annual Monitoring Report.
Table A3.1 Standard Charge for Strategic Public Realm Contributions (BridTC20)

<table>
<thead>
<tr>
<th>Development - Use Class</th>
<th>Threshold for Eligibility: net gains in development at or above</th>
<th>Contribution per Sq M (applies to total gross floor area)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Offices</td>
<td>500 sq m</td>
<td>£40 sq m</td>
</tr>
<tr>
<td>Prime Retail Comparison</td>
<td>500 sq m</td>
<td>£40 sq m</td>
</tr>
<tr>
<td>Prime Retail Convenience</td>
<td>500 sq m</td>
<td>£75 sq m</td>
</tr>
<tr>
<td>Harbour Retail</td>
<td>500 sq m</td>
<td>£35 sq m</td>
</tr>
<tr>
<td>Other Retail</td>
<td>500 sq m</td>
<td>£30 sq m</td>
</tr>
<tr>
<td>Harbour Leisure - A3, A4, D1, D2</td>
<td>500 sq m</td>
<td>£35 sq m</td>
</tr>
<tr>
<td>Other Leisure</td>
<td>500 sq m</td>
<td>£30 sq m</td>
</tr>
<tr>
<td>Residential - Harbour Flats</td>
<td>Schemes of 10 or more dwellings</td>
<td>£60 sq m</td>
</tr>
<tr>
<td>Residential - Townhouses, semi-detached or detached</td>
<td>Schemes of 10 or more dwellings</td>
<td>£40 sq m</td>
</tr>
<tr>
<td>Residential - Other Flats</td>
<td>Schemes of 10 or more dwellings</td>
<td>£50 sq m</td>
</tr>
</tbody>
</table>

Estimated Costs of the Strategic Public Realm

7. The indicative specification of the Strategic Public Realm works on which the costs are based was provided by West 8 for the East Riding Council, reflecting the design guidelines in the Town Centre AAP’s SPD. The cost estimates were provided by Faithful & Gould. The costs and specification are necessarily indicative, and await the detailed design of the schemes.

8. The Council is obliged to report annually on the progress towards delivering the Strategic Public Realm as part of its annual monitoring report on the AAP. The Council will modify as appropriate, and report in the AMR, both changes to the specification and to the costs of the works, and will set the reasons for the changes.

Summary of Estimated Costs: Strategic Public Realm (including contingency and fees)

1. Primary Retail Circuit £ 1,454,720
2. Station Plaza £ 555,750
3. Gypsy Race Park, avenue and cycleway £ 2,578,200
4. The Town Square, Bridge Street and Harbour Top entrance £ 979,050
5. Cenotaph Gardens £ 155,000

Total £ 5,722,720