Eastfield High Street Feasibility Study

Prepared on behalf of Scarborough Council
May 2014
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Executive Summary

Context

DTZ, alongside Chetwoods Architects and Fore Transport Consultants were appointed by Scarborough Borough Council in Autumn 2013 to produce a feasibility study regarding the regeneration of Eastfield High Street, which forms the local shopping centre for the Eastfield Community in Scarborough Borough. The High Street has been identified by the local community as a major priority, as set out in the Eastfield Action Plan 2012-2024.

The purpose of this feasibility study is to assess the potential for regeneration and development of the Eastfield High Street and produce a programme of projects that partners and stakeholders can take forward as part of the wider Eastfield regeneration programme. The work has involved site and market appraisals and extensive consultation with the community (business and residents). The findings of the report are summarised below.

Existing performance of Eastfield High Street

Eastfield High Street offers a reasonable range of goods and services for a centre of its size and function, key to which is the Proudfoot supermarket which represents an important convenience anchor, and the various local facilities (i.e. the library, community centre and health centre) which generate passing trade for the local shops.

However, there is concern that the centre is in a state of decline, caused largely by the growth of competition over a number of years, both within and outside the Eastfield area, which has impinged on the High Street’s share of local convenience spending. Further, the concern is that this trend has not yet fully manifested itself and that the centre could suffer further erosion of its viability with possible shop closures in the future.

The centre has a number of physical weaknesses including its poor connectivity and access, its limited profile which restricts the potential for attracting passing trade, and the run down feel to the environment. We consider that addressing these matters could have a beneficial impact in mitigating and potentially, reversing the impacts of decline.

Potential for growth

The fundamentals of retail market performance suggest that the prospects for growing Eastfield as a shopping centre are limited at the current time. The centre’s lack of profile and location away from main arterial road routes put it at a disadvantage from the perspective of passing trade. The capacity assessment undertaken in this report – whilst inherently sensitive to variation in assumptions relating to market share and trade draw – indicates that if anything, the centre may be punching above its weight in respect of the amount of retail floor space provided. The growth of Middle Deepdale will generate the opportunity to strengthen the centre however, forging strong connections and enhancing attractiveness will be critical to capitalising on this opportunity.

Scope for private sector led development and investment

Prospects for new retail development in the short term are considered limited. There is limited occupier requirements and the development sector remains characterised by limited or no appetite for delivering
schemes on a speculative basis. Therefore we consider that at the current time, any major redevelopment or remodelling of the centre will need to be public sector led or focused on alternative uses.

**Proposed strategy**

In view of the fragile state of Eastfield High Street there is a strong rationale for intervention and investment to stem the trend of decline and capitalise on the opportunities presented by the growth of the Eastfield Community. We consider that the strategy for Eastfield High Street should focus on:

- Increasing the number of reasons to visit Eastfield High Street through enhancing and diversifying the offer of the centre
- Making the centre more convenient and usable, through improvements to access and car parking
- Growing the customer base of the centre, through improved connectivity to surrounding areas, access, signage and profile
- Making it a more attractive place to visit, with improvements to the environment and public spaces

There are a variety of different ways in which partners can invest in the centre in order to address the above objectives. This report has outlined an indicative masterplan framework including development, public realm, access and movement and design options. The framework is based on a design rationale for reorientating the centre around a new central car park and public space, improving the layout whilst simultaneously creating space for investment in public spaces, new development plots and highway enhancements. The masterplan is indicative and its delivery will be subject to the commitment of key stakeholders such as land owners and occupiers. However, it provides a framework in which different short term improvements, as well as the more complex remodelling projects, can be implemented.

**Delivery strategy and next steps**

Market dynamics dictate that a public sector led approach is required to facilitate the regeneration of Eastfield High Street. The indicative masterplan requires the removal (and relocation) of High Street flats and reorientation of the Proudfoot grocery store, alongside a programme of investment in public infrastructure and the environment. The public sector is critical to both facilitating agreement with stakeholders and unlocking the required funding package to enable these improvements to be made. The action plan included within this report outlines a series of tasks that we consider are required to progress the design and implementation of the proposed measures.
1 Introduction

1.1 AIMS AND OBJECTIVES

DTZ has been appointed by Scarborough Borough Council to produce a Feasibility Study of Eastfield High Street, the local shopping centre for the community of Eastfield. The aim of the study is to determine and develop a practical programme of improvements for the centre, addressing the aspirations set out in the recently published Eastfield Action Plan.

The key tasks of the commission are as follows:

- Engage with the local community (business and residential), land owners, housing providers and other stakeholders to establish their aspirations and proposals for the centre
- Assess the site and property feasibility including ownership
- Assess the capacity and diversity of the retail offer and consider potential for growth in accordance with the expanded settlement
- Examine demand for new commercial workspace and assess the potential for expansion
- Identify opportunities and constraints to regeneration, reconfiguration and revitalisation of the centre
- Analyse the impact on the highway network and identify the need for any transportation solutions
- Identify measures for enhancing the public realm and architectural form
- Prepare a masterplan identifying the projects and actions required to facilitate the regeneration process
- Prepare a cost plan and financial analysis to demonstrate viability and cost and funding requirements

The purpose of this report is to firstly provide a baseline assessment of the High Street area in order to determine its potential in accordance with the objectives of the Eastfield Action Plan and thereafter inform the development of a framework for regeneration. It is structured as follows:

- Study area context
- Stakeholder analysis, including preliminary feedback from residents, businesses and property owners
- Health check – an appraisal of the existing vitality and viability of the High Street as a local shopping centre
- Townscape audit – a qualitative review of the built form and public spaces by Chetwoods Architects
- Access and movement assessment for vehicular and non vehicular traffic
- Development opportunities and constraints
- Planning status and relevant policies
- Commercial market assessment
- Residential market assessment
- SWOT analysis and recommended parameters for change
- Masterplan
- Delivery framework
2 Study Area Context

2.1 EASTFIELD

Eastfield is a suburb of Scarborough, located approximately 3 miles to the south of the town centre. The area was planned as a low density municipal housing scheme in the late 1940s to meet the increased need for affordable rented housing. By the 1970s it had grown to become one of the largest council estates in the region and prospered given its proximity to the Eastfield Industrial Estate and the associated employment opportunities afforded by it.

During the 1980s, local industry declined and socio economic problems began to manifest to the extent that Eastfield was ranked as one of the top 10% deprived wards in England and Wales with 35% of residents receiving benefits.

The trend of decline has started to reverse with the Council and other stakeholders implementing plans to see the area thrive once again. A key driver for change is the proposals for a large scale urban extension of 1,350 new dwellings at Mid Deepdale, as initially planned under the Scarborough Borough Local Plan (1999).

The development of Middle Deepdale will increase the size of Eastfield by approximately 50% once complete and is expected to act as the catalyst for further regeneration. Accordingly the proper integration of Middle Deepdale with the wider Eastfield community is a key priority for stakeholders. The Council’s selected development partner – K2 / Keepmoat – has already commenced the first phase of development and there is an expectation the wider development will be completed over a 10 year timeframe, although the actual delivery programme will depend on market conditions and house sale rates.

2.2 THE STUDY AREA

The area for this study is Eastfield High Street which is located centrally within the existing neighbourhood and represents the local shopping centre for Eastfield. The Study Area is illustrated in Figure 2.1 below. The area is bound by Westway to the north, Burnside to the east, Baptist Church to the west and High Moor Way to the south.

The High Street can be described as a local shopping centre providing a largely convenience and service function for the neighbourhood. It incorporates a small sized supermarket (Proudfoot) and 15 shop units together with a library, community centre, children’s centre and health centre. There are a number of social rented flats within the study area including a block which faces onto the southern end of the High Street. There is also a managed workspace providing office suites immediately to the east of the High Street behind the flats.

Physically, the High Street combines a mix of styles that reflect its evolution over time. The shop units are brick built traditional terraced style which were constructed around the time of the development of the neighbourhood. These units have been supplemented by the free standing supermarket, library, health centre, and more recently, the health centre. The High Street was pedestrianised in the 1990s and vehicular access is therefore only possible to the rear of the shop units where parking is provided to serve the supermarket.
The surrounding neighbourhood can be distinguished into east (Bankside) and west (beachwalk), separated by a valley which provides public open space and a link to the north where the development of Middle Deepdale is underway.

Figure 2.2 on the following page illustrates the study area in the wider settlement context.

Figure 2.1 Eastfield Study Area
Figure 2.1: Area Context
3 Policy Context

3.1 LOCAL PLAN

Scarborough Council is in the process of preparing a new Local Plan which will cover the Borough of Scarborough with the exception of the North York Moors National Park. The new Local Plan will replace the existing Local Plan 1999 and set out guidelines for future development across the Borough up to 2030.

The Scarborough Local Plan 1999 was intended to cover future development in the period up to 2006. Whilst some of the principles and policies may still be appropriate, the Council is in the process of reviewing the policies and has recently consulted on a draft Local Plan document.

The Local Plan 1999 recognises that town centres in the Borough function as more than just shopping centres. They provide a focus for communities within the town and its hinterland. It states that maintaining the “Character” of town centres is very important not just for local residents but visitors to the area.

The principal town centres in the draft Local Plan are identified as Scarborough, Whitby and Filey. However Eastfield, Falsgrave, Ramshill and Hunmanby are all designated as District Centres – whilst smaller in scale they still provide essential facilities in areas where residents would otherwise be forced to travel outside their local communities. Policy TC1 sets out that development in these locations should be proportionate to the ‘position’ of the relevant centre and not have an unacceptable, adverse impact on a higher centre.

The sequential approach sets out that new retail development must be focussed towards the defined town and district centres’ unless, following a thorough assessment, it is found there are no sites in these centre’s as a result of availability, suitability and viability. Where this is the case edge of centre sites must be considered next. The Primary Shopping Area within the District Centre at Eastfield is not defined in the Local Plan. Accordingly edge of centre locations are those which fall within 300m walking distance of the defined centre. This should provide sufficient flexibility for retail development around Eastfield High Street should the increase in population generate occupier demand.

Policy HC2 of the consultation draft of the Local Plan sets out a number of sites allocated for future residential development in the South Scarborough area. The following are in close proximity to Eastfield High Street:

<table>
<thead>
<tr>
<th>Site</th>
<th>Indicative Number of Dwellings</th>
<th>Anticipated Delivery Timeframe</th>
</tr>
</thead>
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<tr>
<td>HA6 – Land to the north of Middle Deepdale</td>
<td>620</td>
<td>11-17 years</td>
</tr>
<tr>
<td>HA7 – Land to the west of Middle Deepdale</td>
<td>160</td>
<td>6-10 years</td>
</tr>
<tr>
<td>HA8 – Land to the north west of Middle Deepdale</td>
<td>630</td>
<td>11-17 years</td>
</tr>
<tr>
<td>HA9 – Braeburn House, Moor Lane</td>
<td>10</td>
<td>6-10 years</td>
</tr>
<tr>
<td>HA10 – Land to the west of Church Lane, Cayton</td>
<td>30</td>
<td>6-10 years</td>
</tr>
<tr>
<td>HA11 – Land to the east of Church Lane, Cayton</td>
<td>80</td>
<td>6-10 years</td>
</tr>
<tr>
<td>HA12 – Land to the south of</td>
<td>2340</td>
<td>6-17 years</td>
</tr>
</tbody>
</table>
Policy SGA1 relating to the development of the South Cayton Strategic Growth Area (see HA12) infers that the District Centre at Eastfield (Eastfield High Street) will be enhanced by new development in this location and could be expanded to provide new facilities and services for the whole of the South Scarborough Area. It does however also provide for ‘an accessible central ‘hub’ of local facilities, including shops’ providing this is complementary to existing facilities and does not replace them.

The Local Plan also allocates a further 26.2 ha of Employment Land at the nearby Scarborough Business Park.

3.2 EASTFIELD ACTION PLAN

The New Eastfield Action Plan covers the period 2012 – 2024. It was produced following extensive stakeholder consultation to identify actions addressing the needs of the local population in respect of housing, transport, environment, community and training opportunities. The plan period aligns with the expected development timeframe at Middle Deepdale.

Whilst the document has not been formally adopted under the planning policy framework it will constitute a material consideration in the decision making process.

The overall vision of the plan is to deliver: a safe, vibrant, happy and healthy neighbourhood where people want to live, learn, work and achieve their full potential. The aims and objectives of the New Eastfield Action Plan are to:

- Add momentum to the on-going improvement of Eastfield
- Provide an agreed blueprint for the future
- Help Eastfield and the development at Middle Deepdale integrate well together, both physically and socially
- Ensure that the benefits and investments the development at Middle Deepdale makes in Eastfield are appropriate to its needs
- Encourage increased and sustained community involvement in the management and improvement of Eastfield

The specific priorities and proposals relating to retail are as follows:

1) Improve town centre / High Street retail offer and environment
   Carry out major development project in town centre

2) Address dereliction at Link Walk flats
   Demolish flats and clear land while awaiting future development (Delivered)

3) Improve retail offer in western part of Eastfield
   Review location, retail offer and development potential of Manham Hill shops, including improved parking

4) Provide appropriate new retail facilities as part of the development of Middle Deepdale
   Provide new shops at extra care facility (Underway)
Investigate other potential locations – High Eastfield Farm, Middle Deepdale, Manham Hill Gateway and the Strongwood site

Other priorities identified in the Eastfield Action Plan that require consideration in this study are:

- Include new outdoor space for children and families in the town centre
- New housing at Eastway / Moor Lane
- Improvement project for existing community centre
- Sustain Link Walk as main children and families hub in Eastfield
- Maximise local benefit from Link Walk small business units
- Improve the local environment and streetscape
- Develop a range of themes and styles for different neighbourhoods and landscapes throughout Eastfield
- Develop a phased programme of parking and traffic calming projects
- Develop good quality network of footpaths and cycle ways in and around Eastfield.
4 Stakeholder Analysis

4.1 RESIDENTS

According to the public consultation exercise carried out as part of the Eastfield Action Plan work, the main priority of residents is to see an enhancement to the shopping offer, with more independent shops selling a wider range of goods than currently available. Examples of suggestions that residents have made include a bank and a DIY/hardware store.

DTZ, in partnership with Scarborough Council and Eastfield Parish Council undertook a further consultation exercise on Thursday 14th November 2013. A questionnaire was carried out to gauge local opinions on the priorities for improvements to the local centre, building on the earlier consultation. The findings are summarised as follows:

Overall the High Street is well used by the responders with 78% using the High Street more than once a week; with most residents using the centre for convenience/top up or for local services.

In terms of accessibility, the majority (76%) walk to the High Street and of those 67% considered accessibility to their home to be very good. This indicates the location of the centre is appropriate for the majority of patrons. There is however a mixed opinion as to the attractiveness and safety of the pedestrian routes between residential areas and the High Street. Improving pedestrian routes between the residential areas and High Street may therefore have some merit in the consideration of a package of improvements.

Based on the responses received the cleanliness and attractiveness of the High Street needs to be addressed with 82% of responders rating this as average, poor, or very poor. This is validated by the responses to a question asking what residents do not like about High Street, where 43% identified the unappealing physical appearance. A question designed to identify residents’ priorities for intervention also found that 30% of responders ranked a need to improve the physical appearance of the High Street as either a number one, or number two priority.

It is also clear that responders would like more shops and improved choice. No responders considered the choice of shops and range of goods as anything better than average with 36% citing the lack of shops as the main weakness of the High Street. Again this is validated by the question relating to residents’ priorities for intervention which identifies that 24% would like more shops and a better range of goods as either a number-one, or number-two priority.

In summary, improving the cleanliness and attractiveness of the High Street, as well as improvement to the choice and range of goods sold, are the main priorities for residents.

These needs are further qualified by some of the additional comments, as follows:

“litter from takeaways”

“High Street needs litter picking early in the morning”

“presentation of shops – could do with more flowers”

“No choice of shops”
“uncompetitive pricing”
“we need a bank and other shops”

Other areas of concern include:

“intimidating after dark and lack of police presence”
“anti social behaviour”
“kids hang around on a night”

A copy of the questionnaire and a full analysis of the results is provided in Appendix A.

4.2 PROPERTY OWNERS AND BUSINESSES

DTZ has compiled a comprehensive assessment of ownership for the area around the High Street, utilising Land Registry searches and information provided by the Council. This will help to inform realistic development proposals and enable an estimate of costs associated with any land assembly requirements in subsequent analysis.

Table 4.1 demonstrates the fragmented land ownership pattern across the High Street which could have cost implications for any comprehensive redevelopment or indeed buy in towards the development proposals.

The information is incomplete owing to a lack of availability with some entries appearing not to have been updated, for instance the Coast and Moors Voluntary Action lease of 124 Westway; but it is clear that 2019 could be a watershed for the area with at least two leases set to expire.
### Table 4.1: High Street Ownership

<table>
<thead>
<tr>
<th>Address</th>
<th>Retailer</th>
<th>Freehold Landowner</th>
<th>Leaseholder (if applicable)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 High Street</td>
<td>Vacant</td>
<td>Grahame Liles</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Richard Anthony Liles</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Andrew Grahame Liles</td>
<td></td>
</tr>
<tr>
<td>2a/b High Street</td>
<td>Coral Bookmakers</td>
<td>Respectapet Limited</td>
<td>Coral Racing Limited (Nov 2019)</td>
</tr>
<tr>
<td>2c High Street</td>
<td>The Little Pet Shop</td>
<td>Respectapet Limited</td>
<td>Not Available</td>
</tr>
<tr>
<td>4a High Street</td>
<td>Eastfield Pizza</td>
<td>G W Proudfoot Limited</td>
<td>Hasan Yildirim (Jul 2021)</td>
</tr>
<tr>
<td>4 High Street</td>
<td>Vacant</td>
<td>G W Proudfoot Limited</td>
<td>N/A lease expired 2011</td>
</tr>
<tr>
<td>6a High Street</td>
<td>Hair Studio</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>6 High Street</td>
<td>Cooplands</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>8 High Street</td>
<td>High Street Fisheries</td>
<td>Anthony Bernard Fluin</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Margaret Fluin</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Colin Andrew North</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Catherine Ann North</td>
<td></td>
</tr>
<tr>
<td>10 High Street</td>
<td>Scarborough Jobmatch</td>
<td>Paul Richard Tyndall</td>
<td>Not Available</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Ann Tyndall</td>
<td></td>
</tr>
<tr>
<td>1a High Street</td>
<td>Pizzaway</td>
<td>Gokturk Ozakinci</td>
<td>Hikmet Kir (Aug 2019)</td>
</tr>
<tr>
<td>1 High Street</td>
<td>Hairworks</td>
<td>Cally Marie Watson</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Carol Ann Watson</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Stephen Patrick Whitaker</td>
<td></td>
</tr>
<tr>
<td>3 High Street</td>
<td>China Garden</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>5 High Street</td>
<td>Post Office</td>
<td>Rajiv Malik</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shefali Malik</td>
<td></td>
</tr>
<tr>
<td>7 High Street</td>
<td>Co-op Pharmacy</td>
<td>LCS Property Limited</td>
<td>N/A</td>
</tr>
<tr>
<td>9 High Street</td>
<td>Age Concern</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td>120 Westway</td>
<td>Sheilas Meals</td>
<td>Scarborough Borough Council</td>
<td>Coast and Moors Voluntary Action (Jan 2028) *</td>
</tr>
</tbody>
</table>

*Assumed to be historic – no information available on current occupier

### 4.3 KEY STATUTORY STAKEHOLDERS

The following comprise the key statutory stakeholders. Where known we have outlined their role in the production of the Eastfield Action Plan and objectives.

**Eastfield Parish Council**

Eastfield Parish Council is a statutory consultee in the determination of planning applications and represents residents of the parish. Its three main functions are as follows:

- Representing the local community
- Delivering services to meet local needs
- Striving to improve quality of life in the parish
Members of the Parish Council were instrumental in the development of the Eastfield Action Plan and are expected to play a key role in the implementation of the outcomes of this work.

**Scarborough Borough Council**

The Borough Council was a contributor towards, and is committed to progressing the actions emanating from the Eastfield Action Plan. The Borough Council is co-ordinating this instruction and forms part of the steering group. Specifically, the Borough Council is tasked with facilitating the regeneration of the Eastfield area, separate to its function as a Local Planning Authority.

**North Yorkshire County Council**

The County Council fulfils service obligations and is responsible for local services such as education, social care services, and highways. It owns a number of assets either within, or in close proximity to the study boundary including Burnside House and the former Braeburn Centre. The County Council contributed to the Eastfield Action Plan and are represented on the Steering Group for this instruction.

**Eastfield Medical Centre**

The Eastfield Medical Centre represents a prominent medical facility located at the bottom of High Street which acts a key generator footfall in the local centre.
5 Health Check – how well does Eastfield currently function as a Local Centre?

Eastfield High Street is an ageing local centre that has been squeezed by external pressures, the most significant being the nearby Morrison’s which has drawn trade away from the High Street since its opening in the 1990s. The High Street has been developed in a linear layout, is small in size and provides a convenience and service led offer to local residents with a mix of shops and community facilities. It is anchored at its southern end by community facilities and Proudfoot’s supermarket with lock up shop units positioned at the top end of the High Street.

5.1 UTILISATION / FUNCTIONALITY

The High Street area is populated by 15 lock up shop units and a Proudfoot Foodstore, which anchors the southern end of High Street. At the date of producing this report just 2 shops, 4a High Street (formerly Booze Buster) and a shop to the west of the Coral, on Westway are vacant. This represents a vacancy rate 12.5% of the total number of shops, which is below the national average of 14.1% in September 2013 (Local Data Company). However, it should be noted that due to the limited number of shops this is a sensitive indicator and that the centres included in the Local Data Company Report are the 650 largest in the UK. Nonetheless, it does indicate reasonable occupancy levels.

The majority of shops are service orientated, typical of centres of this type fulfilling a neighbourhood function. The Proudfoot foodstore’s opening times are 08:00 to 21:00 Monday to Saturday and 10:00 to 16:00 Sunday. The majority of other shops trade 09:00 to 17:30 Monday to Saturday with the exception of the hot food takeaways which are generally late afternoon and evening only.

A number of the lock up shops have poor access with a raised step and recessed entrances accessed via an alcove doorway entrance servicing both the shop and flat above. In some instances the historic access to the flat has been bricked-up and moved to the rear of the property.

We understand patronage to both the Proudfoot’s foodstore and High Street deteriorated following the opening of Morrison’s, approximately 1.5 miles to the west of High Street. However, the proximity of several footfall drivers including the Post Office, Library, Community Centre and the Medical Centre (completed in 2006) has ensured the continued role of the High Street in serving the local community for a range of predominantly convenience and public sector services.

These community uses should strengthen the integration between the High Street and residents and generate footfall to the benefit of retailers. However, we are of the view the full benefit of these uses is not realised to its maximum due to their detachment from the retail area, exacerbated by Proudfoot Foodstore’s inactive frontage to the High Street and the absence of an appealing pedestrian link. Strengthening this link will better integrate the centre and promote linked trips to the benefit of retailers.
5.2 RETAIL REPRESENTATION

The majority of retailers are either local, or regional with only Cooplands, Age Concern and Coral national multiple retailers. Again this is typical of similar sized local shopping centres and should not be looked upon as an area for concern.

As can be seen from table 5.1 the majority of units are small and while in theory these may not align with national retailers’ requirements we do not believe this explains their lack of representation at Eastfield. Indeed we are aware that Cooplands downsized due to excess space.

We have not inspected, nor have access to any condition surveys for the vacant shops, but would comment that due to the vacancy period and age of the properties that some works will be required before occupation. The cost of such works is likely to be prohibitively expensive for many small businesses.

It is also worth noting that under current legislation, applicable until 31 March 2015, small businesses can claim 100% relief (doubled from the usual rate of 50%) for properties with a rateable value of £6,000 or less. This means business rates are not payable on properties with a rateable value of £6,000 or less. The qualifying criterion is that the business only uses one property.

The rate of relief gradually decreases from 100% to 0% for properties with a rateable value between £6,001 and £12,000.

At the end of March 2015, unless the scheme is extended again the rates burden for small businesses will increase potentially increasing the risk of business failure.

Table 5.1: Retailer and Unit Size

<table>
<thead>
<tr>
<th>Address</th>
<th>Retailer</th>
<th>Size sq m (Estimate from VOA)</th>
<th>Size sq ft (Estimate from VOA)</th>
<th>Rateable Value (£)</th>
<th>Rateable Value (£ per sq ft)</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Street</td>
<td>Proudfoots</td>
<td>1,301</td>
<td>14,000</td>
<td>110,000</td>
<td>7.90</td>
</tr>
<tr>
<td>2 High Street</td>
<td>Vacant</td>
<td>91</td>
<td>980</td>
<td>6,400</td>
<td>6.50</td>
</tr>
<tr>
<td>2a/b High Street</td>
<td>Coral Bookmakers</td>
<td>113</td>
<td>1,216</td>
<td>9,900</td>
<td>8.25</td>
</tr>
<tr>
<td>2c High Street</td>
<td>The Little Pet Shop</td>
<td>67</td>
<td>721</td>
<td>5,600</td>
<td>7.75</td>
</tr>
<tr>
<td>4a High Street</td>
<td>Eastfield Pizza</td>
<td>94</td>
<td>1,012</td>
<td>7,800</td>
<td>7.75</td>
</tr>
<tr>
<td>4 High Street</td>
<td>Vacant</td>
<td>83</td>
<td>893</td>
<td>6,800</td>
<td>7.50</td>
</tr>
<tr>
<td>6a High Street</td>
<td>Hair Studio</td>
<td>35</td>
<td>377</td>
<td>4,250</td>
<td>11.25</td>
</tr>
<tr>
<td>6 High Street</td>
<td>Coopland’s</td>
<td>78</td>
<td>840</td>
<td>6,100</td>
<td>7.25</td>
</tr>
<tr>
<td>8 High Street</td>
<td>High Street Fisheries</td>
<td>53</td>
<td>570</td>
<td>3,950</td>
<td>7.00</td>
</tr>
<tr>
<td>10 High Street</td>
<td>Scarborough Jobmatch</td>
<td>68</td>
<td>732</td>
<td>7,500</td>
<td>10.25</td>
</tr>
<tr>
<td>1a High Street</td>
<td>Pizzaway</td>
<td>36</td>
<td>388</td>
<td>3,250</td>
<td>8.50</td>
</tr>
<tr>
<td>1 High Street</td>
<td>Hairworks</td>
<td>48</td>
<td>517</td>
<td>3,750</td>
<td>7.25</td>
</tr>
<tr>
<td>3 High Street</td>
<td>China Garden</td>
<td>103</td>
<td>1,109</td>
<td>8,100</td>
<td>7.25</td>
</tr>
<tr>
<td>5 High Street</td>
<td>Post Office</td>
<td>88</td>
<td>947</td>
<td>9,900</td>
<td>10.50</td>
</tr>
<tr>
<td>7 High Street</td>
<td>Co-op Pharmacy</td>
<td>129</td>
<td>1,389</td>
<td>8,200</td>
<td>6.00</td>
</tr>
<tr>
<td>9 High Street</td>
<td>Age Concern</td>
<td>146</td>
<td>1,572</td>
<td>8,700</td>
<td>5.50</td>
</tr>
</tbody>
</table>
RETAIL HEALTH CHECK

The High Street already comprises many of the convenience and service use categories defined by Goad, whether within Proudfoots or independently, as set out in the table below:

<table>
<thead>
<tr>
<th>Use Classification</th>
<th>Represented</th>
<th>Product / Service available at Proudfoot</th>
<th>Prospects for securing new retail use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Convenience foodstore</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Chemist</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Florist</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hairdressers</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Butcher</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Fishmonger</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Greengrocer</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Optician</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bookmakers</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Cafe</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Hot food takeaways</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Charity shop</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Bank / Building Society</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CTN / Newsagent</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Baker / Confectioner</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Frozen food</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Grocer / delicatessen</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Health foods</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Off Licence</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Shoe Repairs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Computer / video game exchange</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Photo processing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dry cleaners &amp; laundrettes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Repairs and alterations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health and beauty</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Travel agents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Video tape rental</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The rows highlighted in red reflect uses which we do not consider feasible in this location due to structural changes in these markets, the limited catchment and footfall and associated levels of spend available. The amber rows are those occupier types where there is already some representation within the High Street, and whilst it might be possible to increase representation, there are likely to be challenges due to the aforementioned constraints. Where Proudfoots has only a limited range for a particular category the prospect of duel representation of uses is higher. The green rows – of which there are only two – indicate those occupier types (florist and opticians) where there is no representation and we consider this to represent a gap in the offer when benchmarked against comparable local centres.
6 Environment and Townscape

The streetscape is generally of poor quality with planters and street furniture offering little to improve the environment and attract additional trips or increase dwell time. It is however clean with no visible signs of litter or graffiti; although feedback from consultation indicated that there are some problems with litter.

The majority of the High Street is populated by shops, or community facilities, which generate activity during daytime hours. A notable exception to this is the 1980s built Proudfoot foodstore which currently provides an inactive frontage to the High Street, impacting upon the connectivity and legibility of the link between the health centre, community centre and library to the south and shops to the north.

Despite the relatively good occupancy levels, there are 4 hot food takeaways, which are geared towards the evening and night-time economy. Consequently these are not open during normal trading hours. A number of these shops employ shutters when closed which comprises the visual amenity of the area and impacts upon footfall.

The townscape of the local centre exhibits a number of significant weaknesses which include:

- Inactive frontages in key locations to the High Street, such as the side of Proudfoot’s supermarket
- Local facilities are disconnected and do not integrate with the High Street (e.g. the Library faces away from the High Street)
- Confusing vehicular access
- Lack of prominence, visibility and profile
- Limited opportunities for passing trade
- Gated entrances to shop fronts that are uninviting to shoppers
- ‘Nocturnal’ occupiers present ugly roller shutters during day time
- Tired public realm
- Pedestrian routes and connectivity to and through the centre are weak
- Guard rails create perception of physical barrier and exacerbate poor visibility and profile from the road
- Limited disabled access to most retail units (the post office is the only shop premises with a ramp)

Figures 6.1 and 6.2 below illustrate these characteristics.
Figure 6.1: Townscape audit

1. Blank Wall
   Proudfoot current store model allows for little dialogue with the pedestrian street scene. An active facade could be used to promote activity and encourage use. This is a great opportunity to create an active High Street.

2. Disabled Access
   The post office is currently the only retail unit to have fully compliant DDA access. Access issues can potential be resolved allowing better access for all users to the units. However, current proposal is not ideal. Wider opportunity through public realm works to improve accessibility.

3. Start-up Units
   The business start-up units have made a positive impact and show the potential for increased activity in the area. The active critic is a made community resource that provided a needed service. However, this is isolated away from the High Street.

4. Active Cafe
   Sheila’s Meals is an active cafe that is frequently used by locals. The current property is isolated with confusing vehicle access. The location has good visibility but is isolated, could contribute to High Street.

5. Connectivity to High Street
   The current connection to the High Street from Link Walk is poor and offers little visibility through a small cut through between two buildings.

6. Potential Development
   The site along Link Walk next to Sheila’s Meals is a potential development site.

7. Backs of Properties
   The rear of the residential properties between High Street and Link Walk offer little connectivity to the street and act as a barrier to the access from Moor Lane. Opportunity for significant improvement.

8. Connectivity to High Street
   The current connection from Proudfoot’s car park to the High Street could be improved to offer more interaction with the High Street and promote active use.
Figure 6.1 (continued)

0. Gated entrance
The Retail units along Westway may be off putting to users as heavy gates are visible on the hairdresser and Fast food take-away. This location is close to the bus stop that is a strong opportunity for improvement.

10. High Street
The High Street, public realm could be improved, currently reliant on Proudfoot’s car park. There is currently no short stay! Drop off pick up. The High Street has poor visibility from Westway Raod and is not legible for drivers.

11. Access Issues, Shop Front?
The existing access into the retail units is confusing and not access to disabled users. Both access to the unit and flat above are accessed off this lobby.

12. Residential Entrances
The existing residential access offers little connectivity to the street scene and poor access to the flats. This access could be improved to benefit the residents and improve the legibility.

13. Ground Floor Residents
The ground floor flats offer no connectivity to the street and little control over the activities on the High Street.

14. Community Centre
The community centre is an active building within the community but its current location disconnected and isolated from the main High Street. This building could be relocated to improve the activities on the High Street.

15. Health Centre
The existing health centre location is confusing and isolated from the main High Street. The customer car parking is disconnected from the main building. The road to the right is a dead end and offers no connectivity to the high street.

16. Library
The public library is isolated and not visible from the existing High Street. There is an opportunity to make this building prominent and an active part of the High Street.
Figure 6.2 Townscape audit
7 Access and Movement

The High Street is easily accessible for the majority of residents in the Eastfield area by foot. It is pedestrianised from the intersection of its junction with Westway to the end of the Proudfoot store and slopes downward from north to south but this is not considered significant enough to compromise pedestrian movement. There is a pedestrian crossing linking the High Street to the residential area at the northern end of High Street.

Whilst it is in a central location it is orientated at a right angle to Westway, compromising its visibility and prominence to passing traffic, particularly from the east. Access via the B1261 is also convoluted along a narrow highway flanked by residential dwellings with the centre lacking from any visual presence to this road. The limited signposting further compromises its setting and does not promote visits from passing motorists. A bus stop is positioned at the northern end of High Street.

The main car park provides 70 spaces and is owned and operated by Proudfoot with no charge for using the facility. This is best accessed via Westway although there is only limited signage and the access road is hidden from an approach to the east by Coral, compromising its visibility. There is no other on street car parking in the immediate vicinity. Railings exist at the northern end of the High Street restricting the potential for short term parking directly from this road.

There are double yellow lines surrounding the library, community and medical centre prohibiting parking and a small car park at the community centre, which is shared with the medical centre.

There are no universally accepted standards for the approach to defining a catchment area for a local centre. Some operators refer to population within a 1km or 1 mile radius as a measure, whilst others benchmark using 5 and 10 minute walk times and even 5 minute drive times. In practice, the catchment area can only accurately be determined on a case by case basis with reference to the geography of a local area, distance to competing centres and accessibility, amongst other factors.

Figure 7.1, below shows 500m, 1,000m and 2,000m walking isochrones around the High Street. Residents are only likely to walk to the High Street from within a maximum 1,000m distance demonstrating the need for car borne journeys from Middle Deepdale. The majority of the existing Eastfield settlement population can readily access the High Street on foot highlighting its importance as a retail destination to the local catchment.

A detailed transport assessment for the area is attached to this report as Appendix B.
Figure 7.1: Pedestrian Facilities
8 Development Opportunities

8.1 FORMER LINK WALK FLATS SITE

The former Link Walk flats site comprises cleared land of approximately 0.3 acres owned freehold by Sanctuary Housing Association. The flats were demolished in 2013 following a stock transfer with Yorkshire Coast Homes and a rehousing of tenants. The flats were low demand 1 bed flats in need of significant investment and demolition was deemed the most appropriate strategy.

Sanctuary has previously considered redeveloping the land for affordable housing but has decided to await the outcome of this study before refining proposals. They have not prescribed any timeframe for their redevelopment objectives. The site could be made available for alternative uses, subject to agreement with Sanctuary.

8.2 EASTFIELD LINK ENTERPRISE CENTRE AND CHILDREN’S CENTRE

The Eastfield Link Enterprise Centre is situated on the first floor of a block on Link Walk, which runs parallel to the High Street, and is directly adjacent to the former Link Walk flats site. Surface car parking is also provided to the south of the building for the exclusive use of tenants.

Owned and managed by Sanctuary Management Services, it opened in 2006 and provides flexible office and meeting room space. The Centre accommodates 16 self contained offices in total ranging from 8 – 20 sq m (86 – 215 sq ft). They are available for rent on flexible, all inclusive terms based on the following charging structure:

<table>
<thead>
<tr>
<th>Office Size</th>
<th>New and Interim, Voluntary, Social Enterprise, Community Business’s</th>
<th>Established businesses and organisations</th>
</tr>
</thead>
<tbody>
<tr>
<td>8 sq m</td>
<td>£78.87</td>
<td>£99.16</td>
</tr>
<tr>
<td>9 sq m</td>
<td>£88.70</td>
<td>£111.55</td>
</tr>
<tr>
<td>10 sq m</td>
<td>£99.60</td>
<td>£123.95</td>
</tr>
<tr>
<td>18 sq m</td>
<td>£176.03</td>
<td>£223.11</td>
</tr>
<tr>
<td>20 sq m</td>
<td>£197.20</td>
<td>£246.77</td>
</tr>
</tbody>
</table>

New and interim aged businesses are defined as being less than 3 years old and an established business is defined as being at least 3 years old in trading terms. Rents are charged per calendar month and VAT is not charged. In addition to the above we understand that one broadband connection must be taken and paid for in all units at a cost of £15 per month with the exception of 13 and 15 which must have two connections. Given the economic challenges we understand that only 3 of the 16 available offices are currently occupied.

The Children’s Centre reopened on the ground floor of the block in 2012 following a comprehensive refurbishment of the premises providing services such as:

- Early education and childcare for children, including play sessions
- Advice, support and learning opportunities for parents and carers
- Child and family health services, such as antenatal classes
This space is understood to be occupied by means of a long leasehold interest to North Yorkshire County Council, on undisclosed terms, and replaced a nursery which closed a few years ago.

8.3 BURNSIDE DAYCARE CENTRE

The Burnside Daycare Centre was a formerly a facility for vulnerable adults which closed in 2013 following a relocation of the services to the improved Elder Street resource in Scarborough Town Centre. The facility, owned by North Yorkshire County Council until its recent auctioned on 28 November 2013, was purchased by a third party developer.

The sales particulars described it as a detached single storey former day centre and detached former respite accommodation block on a site of approximately 0.43 hectares (1.07 acres). The main building has a gross internal area of 865.38 sq m (9,315 sq ft) and the terraced properties 216.86 sq m (2,334 sq ft) providing a total built footprint of 1,082.24 sq m (11,649 sq ft).

It is intended that the receipt will be reinvested by North Yorkshire County Council into the new facility at Elder Street. The site allocations DPD does not promote the use of this site for any specific use.

8.4 BRAEBURN HOUSE

Braeburn House is a North Yorkshire County Council owned care home located on Eastway / Moor Lane. It is due to close once the Extra Care at Middle Deepdale is completed and the residents rehoused. As part of the funding agreement facilitating its development the County Council agreed to release land at Braeburn House to the Sanctuary Group for nil consideration, providing the land is developed for the purposes of affordable housing.

The land is currently encumbered by a restrictive covenant prohibiting the use of the land for anything other than an ‘old people’s home’. The Council resolved to release this restrictive covenant in October 2013.

The site area is 0.39 Ha and capable of accommodating 23 dwellings according to the Strategic Housing Land Assessment 2012, under reference 56/B.

Having consulted with Sanctuary we have been informed that vacant possession of the land is not expected to be delivered until 2015. At this stage they do not have any firm plans with regards stock type and the quantity of dwellings to be provided but they have indicated it is most likely to be developed for family housing. These plans will be refined when there is more certainty over the Affordable Housing Prospectus 2015 – 2018.
9 Market Assessment – What is the potential for new development?

9.1 CONVENIENCE STORE CAPACITY EXERCISE

A convenience store capacity exercise has been carried out to establish the potential for new retail floorspace at Eastfield resulting from development at Middle Deepdale.

The latest CACI Retail Planner Briefing Note 5.1, used by retail capacity practitioners, defines convenience goods as being:

Low cost, everyday items that consumers are unlikely to travel far to purchase. Defined as food and non-alcoholic drinks, tobacco, alcohol, newspapers and 90 per cent of non-durable household goods. Non-durable household goods comprise cleaning materials, kitchen disposables, household hardware and appliances, kitchen gloves, cloths etc and pins, needles, tape measures and nuts and bolts.

Figure 9.1: ONS Census Data – Super Output Areas (SOAs)
Table 9.1: ONS Population and Dwellings

<table>
<thead>
<tr>
<th>Table 9.1: ONS Population and Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Super Output Area</td>
</tr>
<tr>
<td>-------------------</td>
</tr>
<tr>
<td>SOA 11D</td>
</tr>
<tr>
<td>SOA 12A</td>
</tr>
<tr>
<td>SOA 12B</td>
</tr>
<tr>
<td>SOA 12C</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
</tr>
</tbody>
</table>

Based on the information contained within table 9.1 the average persons per household is 2.37 in Eastfield. Taking the projected number of new build houses at Middle Deepdale (1,350 dwellings) and applying the average persons per household multiplier provides a projected population of 3,200 for the Middle Deepdale development. Completing the same exercise for allocated sites in the South Scarborough Area indicates 3,910 new homes and a projected increase in population of 9,267. This generates a prospective new population of 18,077.

The Eastfield area is located in Zone 4 in the Scarborough Retail Study Update (April 2012). Adopting the local convenience expenditure per head figure of £1,671 for this Zone to the new combined population estimate provides a total convenience spend of £14,721,510.

Clearly this estimate is indicative only and the changing demographic profile / socio economic mix facilitated by new development may change the average persons per household multiplier and convenience expenditure per head in the area. Other, small scale windfall development sites and demolitions will also impact upon the population projections over the development period of 10-15 years.

For the purposes of this exercise we have assumed that any new convenience offer will be restricted to top-up shopping. The constraints associated with Eastfield High Street (location, accessibility, built form) mean it is unlikely to serve anything other than a top-up shopping function. Further to this, there is already competition from Morrisons which draws 65% of the available main convenience spend, Scarborough town centre which accounts for 24%. The limited draw of the incumbent Proudfoots also needs acknowledging, drawing just 6.8% from Zone 4 and 0% from other Zones.

We have assumed 25% of convenience spend is attributable to top up shopping, in accordance with the Retail Study.

It is also necessary to make an assumption as to the market share any new convenience offer would achieve. This will be dictated by the quality and accessibility of both the existing provision and new offer, amongst other factors which are unknown. In our opinion any new ‘top up’ convenience store in this location is unlikely to impact upon the top up spend attributable to the town centre (35.8%), which is likely to remain consistent, and is more likely to compete with the Morrisons store (16.9% at present) Proudfoots (29.2% at present) and new NISA (no figures available). Two market share scenarios are examined which are 35% and 50% which are considered to provide reasonable parameters. There is limited scope to draw trade from other Zones with top up spend outside Zone 4 (currently limited to just 4.6% for Proudfoots).

Applying these scenarios to an appropriate sales density benchmark enables an estimate of the future capacity for convenience floorspace in Eastfield. In our opinion a sales density of £6,000 per sq m is appropriate, broadly
consistent with the figures agreed under the Retail Impact Assessment for the NISA at the former Strongwood Public House. However we should caveat that these benchmarks are an average and therefore the results are sensitive to variations.

The table below presents the results for four different population scenarios:

- **Existing population** – the existing population notionally supports convenience floor space of a range of 137-195 sq m net retail floor space
- **The future population generated from Middle Deepdale** could support a potential additional floor space of 78 sq m to 111 sq m net retail floor space
- **The future population generated from the remaining South Scarborough Area** could support a potential additional floor space of 226 sq m to 323 sq m net retail floor space
- **The combined existing and proposed population supports a total of 441-629 sq m net retail floor space**

**Table 9.2: Retail Capacity Projections**

<table>
<thead>
<tr>
<th></th>
<th>Existing population Eastfield</th>
<th>Additional population arising from development of Middle Deepdale</th>
<th>Additional population arising from development of the South Scarborough Area</th>
<th>Combined</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Estimated population</strong></td>
<td>5,610</td>
<td>3,200</td>
<td>9,267</td>
<td>18,077</td>
</tr>
<tr>
<td><strong>Convenience expenditure per head</strong></td>
<td>£1,671</td>
<td>£1,671</td>
<td>£1,671</td>
<td>£1,671</td>
</tr>
<tr>
<td><strong>Total convenience spending</strong></td>
<td>£9,374,310</td>
<td>£5,347,200</td>
<td>£15,485,157</td>
<td>£30,206,667</td>
</tr>
<tr>
<td><strong>Assumed percentage for top-up shopping</strong></td>
<td>25%</td>
<td>25%</td>
<td>25%</td>
<td>25%</td>
</tr>
<tr>
<td><strong>Expenditure on top-up convenience</strong></td>
<td>£2,343,578</td>
<td>£1,336,800</td>
<td>£3,871,289</td>
<td>£7,551,667</td>
</tr>
<tr>
<td><strong>Assumed market share of top-up shopping</strong></td>
<td>35%</td>
<td>50%</td>
<td>35%</td>
<td>50%</td>
</tr>
<tr>
<td><strong>Potential draw of new convenience store</strong></td>
<td>£820,252</td>
<td>£1,171,789</td>
<td>£467,880</td>
<td>£1,354,951</td>
</tr>
<tr>
<td><strong>Net sales densities (per sq m)</strong></td>
<td>£6,000</td>
<td>£6,000</td>
<td>£6,000</td>
<td>£6,000</td>
</tr>
<tr>
<td><strong>Net floor area capacity for new store (sq m)</strong></td>
<td>137</td>
<td>195</td>
<td>78</td>
<td>226</td>
</tr>
<tr>
<td><strong>Net floor area capacity for new store (sq ft)</strong></td>
<td>1,472</td>
<td>2,102</td>
<td>839</td>
<td>1,200</td>
</tr>
</tbody>
</table>

The results of this exercise indicate that the centre as it currently stands (accommodation summarised in Table 9.3 below) is operating approximately at capacity, but that with the growth in population arising from Middle
Deepdale there is potential for some additional floor space in the order of 840 - 1200 sq m. Combining the growth in capacity arising from the wider South Scarborough area generates further capacity still, in the order of 2,400 sq m – 3,500 sq m.

Table 9.3: Current Convenience provision

<table>
<thead>
<tr>
<th>Address</th>
<th>Store</th>
<th>Size (sq m)</th>
<th>Size (sq ft)</th>
</tr>
</thead>
<tbody>
<tr>
<td>12 High Street, Eastfield, YO11 3LJ</td>
<td>Proudfoots</td>
<td>1,394</td>
<td>15,000</td>
</tr>
<tr>
<td></td>
<td>Proposed</td>
<td>2,009</td>
<td>21,617</td>
</tr>
<tr>
<td>Former Strong Wood Site, Eastway, Eastfield, YO11 3LS</td>
<td>NISA</td>
<td>144</td>
<td>1,550</td>
</tr>
<tr>
<td>56-58 Manham Hill, Eastfield, YO11 3DG</td>
<td>Manham Hill Food and Wine</td>
<td>118</td>
<td>1,270</td>
</tr>
<tr>
<td><strong>Total (Current Position)</strong></td>
<td></td>
<td><strong>1,656</strong></td>
<td><strong>17,818</strong></td>
</tr>
</tbody>
</table>

In the context of the above analysis it is worthwhile referencing the models of urban capacity set out in the Government commissioned independent report – towards an Urban Renaissance (Lord Rogers Urban Task force, 1999) which suggests the following benchmark local catchments for the provision of sustainable local shopping facilities:

- 2,000 to 5,000 population is required to support a corner chop
- 5,000 to 10,000 population is required to support a group of shops

There is no uniform answer to the population required to support retail however with Taylor Wimpey, who were consulted as part of the BCSC medium-sized and smaller towns: raising the game report (2009), stating that the minimum size for a new settlement to support a significant high street is 3,500 homes. The report further suggests that a population of nearer 20,000 is needed to support a significant comparison goods offer.

On the basis of these guidelines the population of Eastfield as of today is sufficient to support a group of shops and the projected increase to the population of Middle Deepdale is expected to reinforce this position and lead to a gradual increase in capacity with time as the community grows. However, whether or not this increased spending capacity will translate into demand for new commercial floor space at Eastfield High Street requires further consideration and we are of the view that estimates of additional floor space should be tempered by the following factors:

- The timescales for reaching the anticipated increase in capacity are linked to housing developments that are uncertain and in the very least, long term
- Eastfield may not realistically be able to draw the level of trade indicated from the South Scarborough area in any case given existing / new neighbourhood centres and supermarkets competing for this spend and the limited accessibility of Eastfield to the more remote parts of the South Scarborough area.

In conclusion therefore we consider that Eastfield currently operates broadly in accordance with capacity and whilst there is potential for growth in floor space this is likely to be modest and long term.
9.2 DEVELOPMENT PIPELINE AND RECENT RETAIL DEVELOPMENT IN EASTFIELD

The potential for new retail development is clearly affected by the existing and proposed supply of retail floor space in and around the Eastfield area. Recent and proposed opportunities, alongside their potential implications are set out below.

9.2.1 Manham Hill Shops

The shops at Manham Hill provide a limited service led function for residents at the less densely populated far west of the Eastfield study area. There are 5 shops in total which are set back from the main road and provide no dedicated car parking. A cycle lane running parallel to the curb further compromises vehicular accessibility.

Arguably the shops are more accessible from the B1261 than High Street and bus stops are located immediately outside on both sides of the road.

Overall the Manham Hill Shops serve a limited function for residents at the western end of the Eastfield study area.

9.2.2 Former Strongwood Public House

CPD Limited acquired the former Strongwood Public House, Eastway and subsequently secured planning permission and has developed 9 dwellings and 2 retail units (Planning Application Number: 12/00961/FUL). NISA Local and a Subway are now operating from these units.

The larger unit, which NISA Local now trades from extends to 144 sq m (1,550 sq ft). The smaller unit is 64 sq m (690 sq ft). The total retail floorspace addition is therefore 208 sq m (2,240 sq ft).

This provision will act as a standalone development given the separation between this development and High Street with the two approximately 400m apart. It will cater for top up shopping for residents to the east of Eastfield and is likely to realise some passing trade as a result of its prominent roadside location and availability of parking.

Extra Care Development

The Extra Care development, forming part of the Middle Deepdale area, was granted planning permission in March 2013. This comprises 60 flats, associated communal facilities (including three retail units) and a cafe / restaurant accessed via Overdale. The three retail units provide a total of 181 sq m (1,950 sq ft) and the restaurant / cafe.

The Sanctuary Group has not yet commenced the marketing of these units but we understand they will run the restaurant facility as a commercial operation.

Other development

In addition to the above we are aware Chesterton Humberts are marketing the Scarborough Public House, on Market Lane, directly adjacent to Morrisons, off the A64 at the entrance to the Dunslove Court industrial area.
The freehold of the 0.85 ha (2.1 acre) site (including the McDonalds which is subject to a 125 year lease) is currently being marketed for sale with offers invited. The licensed premises extends to 470 sq m (5,065 sq ft) on a site of approximately 0.61 ha (1.5 acres) and is being marketed as having potential for alternative uses, including retail and restaurants as well as its existing use as a public house, subject to planning. Additional retail provision in this area could impact upon High Street.

We are also aware The Eastfield was recently acquired at auction. The extensive grounds surrounding this property may be subject to future development proposals and we are aware through consultation that this has been considered as a potential retail development site in the past.

9.3 RETAIL MARKET ASSESSMENT

Based on our retail capacity exercise and assessment of Eastfield and the catchment population profile we do not believe there to be any significant demand for new floorspace from national, multiple retailers at Eastfield High Street, even where accommodation of a size and specification commensurate with their requirements can be delivered. The lack of prominence to the B1261 and the convoluted means of accessing the main car park limit the prospects for passing trade and whilst Westway is a busy thoroughfare it is predominantly used by residents of Eastfield with limited prospects for passing trade. This limits the potential to draw trade from other retail centres including Morrisons and Scarborough Town Centre.

As part of our assessment we contacted a number of national multiple retailers to gauge their appetite for securing representation at Eastfield. A summary of responses where received, is set out below:
This exercise demonstrates that the proximity of Morrisons, in a superior trading location off the A64, limits the scope for any large format foodstore in Eastfield. Proudfoots continues to serve the existing community and the new NISA provides a similar convenience function for residents to the east. The predominantly rural setting of Eastfield and proximity of the coast further restricts the catchment potential any new store could
draw upon despite the nearest ASDA being in Malton, Lidl in Driffield and Tesco, Co-op Food, Aldi, and Sainsbury’s all in Scarborough (2.8 miles).

Notwithstanding some positive responses from Marstons, Iceland, Farmfoods, Co-op and One-Stop only Iceland has confirmed they would consider trading at High Street. Delivering accommodation at an alternate location has not been considered given its potential to further compromise the viability of the existing High Street. Further, planning policy is likely to prohibit, or at least prove a significant barrier towards additional retail development outside the High Street.

In terms of other, local generated demand we have consulted with the agent acting on the disposal of 4A High Street (former Booze Buster) which is available by way of a new lease, for a term of years to be agreed at 3 yearly multiples. The initial quoting rental was £8,000 per annum exclusive which was dropped to £6,500 due to lack of interest. Thus far this not been sufficient to generate additional enquiries. The shop provides a total area of 996 sq ft and has been vacant for a period of over 24 months. The vacant shop adjacent to Coral is not being actively marketed. This indicates a lack of demand in the area as opposed to affordability.

We are also aware The Eastfield public house, located to the west of Eastfield, near to the Manham Hill shops was sold at auction in September 2013 for £130,000. The building is positioned on a site of approximately 0.38 ha (0.94 acres). Its continued use, or future development is an unknown at this time.

Once Middle Deepdale is built out, additional national, multiple retail demand may manifest but until such time as this is completed retailers will not speculate on the projected increase in population and acquire space on this basis. It is also clear that national multiple retailers would seek representation at a location which provides greater prominence and prospects for capturing passing trade.

Accordingly retail demand at Eastfield High Street will be driven by independent or regional retailers who are more sensitive to costs and the affordability of space.

9.4 LOCAL SERVICES ASSESSMENT

Where there is an opportunity to add to the existing community facilities this would further benefit Eastfield High Street and strengthen the centre as a community hub. Following consultation with the Council we understand there is no need for further facilities in this location at the present time but this should be monitored throughout the plan period and opportunities seized as they arise.

Leisure uses present another opportunity to generate daytime and evening activity and enhance the vitality of an area. However, we do not believe there to be any scope for new Commercial leisure uses of any significant scale in this location at the current time. Demand for such uses will be focussed towards Scarborough. Similarly the scope for any restaurants is limited by the lack of profile and prominence and critical mass for such uses, the absence of a leisure anchor (cinema / bowling etc) and the size of the settlement.

In terms of community based leisure the town is already well served by the Pindar Leisure Centre which provides the following facilities:

- fitness suite
- main hall
- gym
- community room/bar
• astroturf
• indoor tennis courts
• skatepark

The adjacent fields can also be hired for a variety of activities through the George Pindar Community Sports College. Free parking is also available although it can be busy during the school term between 3.30pm - 4.00pm.

Promoting better links between the High Street and leisure facilities will generate greater activity and create an environment for further improvement. We understand the Council undertaking a major review of the leisure provision in 2017 triggered by the need for investment in the Astroturf facility. This is considered an important community facility with associated benefits which should be safeguarded if possible.
10 Residential Market Assessment

10.1 SCARBOROUGH HOUSING MARKET

The Scarborough Housing Market is significantly varied across the District with hot spots in the coastal towns and less activity in more rural areas. Over the last twelve months on average, 365 properties have sold each quarter. The average house price in Scarborough currently stands at circa £158,750. The range of average house prices across property types is as follows:

<table>
<thead>
<tr>
<th>Property Type</th>
<th>Average House price</th>
<th>Number of transactions per quarter</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached</td>
<td>£230,000</td>
<td>87</td>
</tr>
<tr>
<td>Semi detached</td>
<td>£157,000</td>
<td>139</td>
</tr>
<tr>
<td>Terrace</td>
<td>£134,000</td>
<td>110</td>
</tr>
<tr>
<td>Apartment</td>
<td>£108,500</td>
<td>66</td>
</tr>
</tbody>
</table>

Source: HM Land Registry Q1 2013

It is clear from the information above that the detached market far out performs the remaining property types in the area in terms of value, with there being little difference between the semi detached, terrace and apartment markets. However, the terrace and semi detached markets are the most active accounting for 35% and 27% of the turnover in the market respectively.

10.2 LOCAL HOUSING MARKET CONTEXT

Eastfield is located in the YO11 3 postcode area of Scarborough. The majority of existing housing within Eastfield are affordable or low value family housing. The New Eastfield Action Plan 2012 – 2014 states that “around half of the 2,325 homes in Eastfield are rented and half are owned”. There has been modernisation of the housing in Eastfield through the Decent Homes programme and most of the housing stock is considered to be of good quality.

The area does have significant housing affordability issues and it is recognised that there is an increasing demand for affordable homes in the area. The North Yorkshire Strategic Housing Market Assessment (2011) states that the median annual gross household income in the Scarborough Southern Parishes is £19,500 which demonstrates the scale of the affordability issue in the area when average house prices are analysed.

10.3 AFFORDABLE HOUSING

The Affordable Housing SPD sets out a 20% affordable housing requirement for Eastfield. This increases to 30% for some of the neighbouring parishes (e.g. Cayton and Seamer).

10.4 EXISTING HOMES FOR SALE

We have analysed the number of properties which are currently being marketed for sale within a quarter of a mile radius of the YO11 3 postcode area.
There are currently 68 properties for sale as identified in Table 10.2 below. 66% of these are houses and 34% are bungalows. The average asking price across all housing typologies is £149,427.

24% of the properties for sale are three bedroom semi detached houses which range in price from £88,950 - £168,000. The average price is £139,706.

16% of the properties are three bedroom terraces with an average asking price of £121,077. 13% are three bedroom detached houses with an average asking price of £184,689.

### Table 10.2: Existing homes for sale within a ¼ mile radius of Eastfield postcode area YO11 3

<table>
<thead>
<tr>
<th>No. of beds</th>
<th>1 bed semi-detached house</th>
<th>2 bed semi-detached house</th>
<th>2 bed detached house</th>
<th>3 bed house</th>
<th>3 bed detached house</th>
<th>3 bed semi-detached house</th>
<th>4 bed house</th>
<th>4 bed semi-detached house</th>
<th>4 bed detached house</th>
<th>4 bed bungalow</th>
<th>4 bed semi-detached bungalow</th>
<th>4 bed detached bungalow</th>
<th>4 bed bungalow</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>£80,000</td>
<td>£110,000</td>
<td>£84,950</td>
<td>£145,000</td>
<td>£179,950</td>
<td>£168,950</td>
<td>£165,000</td>
<td>£184,950</td>
<td>£239,950</td>
<td>£154,950</td>
<td>£179,950</td>
<td>£202,950</td>
<td>£154,950</td>
</tr>
<tr>
<td>2</td>
<td>£126,000</td>
<td>£179,950</td>
<td>£168,950</td>
<td>£225,000</td>
<td>£285,950</td>
<td>£239,950</td>
<td>£239,950</td>
<td>£292,950</td>
<td>£465,950</td>
<td>£285,950</td>
<td>£319,950</td>
<td>£367,950</td>
<td>£285,950</td>
</tr>
<tr>
<td>3</td>
<td>£154,000</td>
<td>£212,950</td>
<td>£194,950</td>
<td>£325,000</td>
<td>£379,950</td>
<td>£325,950</td>
<td>£325,950</td>
<td>£392,950</td>
<td>£525,950</td>
<td>£379,950</td>
<td>£419,950</td>
<td>£475,950</td>
<td>£379,950</td>
</tr>
<tr>
<td>4</td>
<td>£225,000</td>
<td>£319,950</td>
<td>£319,950</td>
<td>£525,000</td>
<td>£601,950</td>
<td>£525,950</td>
<td>£525,950</td>
<td>£601,950</td>
<td>£825,950</td>
<td>£601,950</td>
<td>£651,950</td>
<td>£725,950</td>
<td>£601,950</td>
</tr>
</tbody>
</table>

Source: www.rightmove.co.uk October 2013

The average price of bungalows ranges from £130,478 - £325,000. The majority of bungalows currently available are 2 bedroom semi detached (10 per cent), 3 bedroom detached (9 per cent) and 3 bedroom semi detached (7 per cent).

#### 10.5 LAND REGISTRY DATA

The Land Registry Data for the YO11 3 postcode area shows that there have been 42 transactions between September 2012 and August 2013. The average property price achieved across the postcode area was circa £139,672.

#### 10.6 NEW DEVELOPMENTS

There are three key new build developments within the YO11 3 postcode area:

- The Former Strongwood Public House Site
- Middle Deepdale
- Springhill Meadows and West Garth

In addition the Local Plan allocates a further 8 residential sites in the South Scarborough Area (see section 3.1) indicatively yielding a further 3,910 new homes over a 6-17 year period.

The Former Strongwood Public House Site, Westway, Eastfield
Central Property Developments Limited secured planning permission for development on the site of the former Strongwood Public House in August 2012. The site is located approximately 400m from Eastfield district centre. The development comprises nine three bed room homes and two retail units. Eight residential units are 72 sq m and one unit is 82 sq m.

The development is almost complete and the agents marketing the properties have confirmed that three of the houses are currently under offer and they have interest in two – three of the other units. The properties are advertised for sale ranging between £124,000 and £129,950. Sale prices being achieved are in the region of the stamp duty threshold (circa £125,000).

**Middle Deepdale**

The Middle Deepdale development proposed by K2 Regeneration (a partnership of Kebbell Homes and Keepmoat) over the next 10 -15 years comprises:

- 1,350 new homes
- 60 apartment extra care complex
- a primary school
- community centre; and
- small scale retail provision.

The first phase of this development has been granted planning permission (Cornelian Fields). It includes the 60 apartment extra care complex and 121 family homes of which 30 are affordable family homes which will be delivered by Sanctuary Housing Group. Reserved matters have also been granted for an additional 62 dwellings to the north of this phase.

The units to be delivered by Kebbell Homes and Keepmoat comprise 27 two bed room and 64 three bedroom homes. The affordable units comprise 13 two bedroom and 17 three bedroom houses.

**Figure 10.1: Cornelian Fields**
(Wider Middle Deepdale development Phase 1 development)
Barratt and David Wilson Homes have secured planning permission for new development at Springhill Meadows and West Garth. The Springhill Meadows site is being delivered by Barratt and comprises 134 new homes including two, three and four bed room properties.

- Two bed room properties are available to purchase from £149,995,
- three bedroom properties are available from £194,995 and;
- four bed room properties range in price from £246,995 - £304,995.

**Figure 10.2 Springhill Meadows**

The West Garth site is being delivered by David Wilson Homes and comprises 28 detached (two and three bedroom) bungalows. The two bed room bungalows are being marketed at £182,995 – £183,995. The three bed room bungalows range in price from (£204,995 - £244,995).

Barratt David Wilson Homes have advised us that sales rates are progressing ahead of expectations for this development. The bungalows are appealing to both the mature buyer and younger couples as the units are designed with good floor to ceiling heights and the kitchens and bathrooms are very modern in terms of design. The location of these properties is attracting those working in the local area; those looking for leisure accommodation and those wishing to commute to cities such as Teeside and Hull.

**Figure 10.3: West Garth**
10.7 CONCLUSIONS

There is a need for additional housing supply in the Eastfield area and the developments at Cornelian Fields, Springhill Meadows and West Garth will assist in meeting local housing requirements. Discussions with local agents and housing developers have confirmed that sales rates are meeting expectations and there is genuine interest in new build accommodation in the area.

There is limited evidence of new residential development within Eastfield High Street, however where this has taken place (the former Strongwood Public House Site); local agents have reported positive interest in available properties.

Given average gross household income levels in Eastfield are circa £19,500, it is critically important that sufficient affordable housing is delivered within new developments. The average asking price for all property types within a quarter of a mile radius of Eastfield is £149,427 and this is supported by an equivalent average property price of £139,672 being achieved.
11 SWOT Analysis and Parameters for Change

11.1 SWOT ANALYSIS

The findings outlined above are assimilated into a SWOT analysis in this chapter:

Table 11.1, below summarises the strengths, weaknesses, opportunities and threats to the High Street with the graphic illustrated on the following page representing the same along with explanatory text.
Table 11.1: SWOT Analysis

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Established local centre with a loyal customer base</td>
<td>• Connectivity between the community facilities and shops compromised by blank facades and an unappealing pedestrian environment</td>
</tr>
<tr>
<td>• Easily accessible on foot to most residents in Eastfield</td>
<td>• Number of hot food takeaways generating no daytime activity and encouraging anti social behaviour</td>
</tr>
<tr>
<td>• Strong, well established anchor in Proudfoots with development aspirations to expand range of products</td>
<td>• Incremental development has compromised the function and navigability of the High Street area with the location of the Medical Centre a prime example</td>
</tr>
<tr>
<td>• Good footfall drivers with a Post Office, Health Centre, Community Centre and Library encouraging patronage. Well utilised cafe.</td>
<td>• Convoluted access to the High Street and lack of prominence to Westway and other main highways</td>
</tr>
<tr>
<td>• Low retail vacancy rate</td>
<td>• Car parking is hidden from most approaches and is not easily accessible compromising the potential for pop in shopping</td>
</tr>
<tr>
<td>• Good mix of convenience and service orientated goods available</td>
<td>• Poor signage, prominence, visibility and limited passing trade</td>
</tr>
<tr>
<td>• Clean environment</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Threats</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Improve connectivity to facilitate linked trips between the residential area, community facilities and retail shops in order to improve dwell time</td>
<td>• Additional retail development away from the High Street drawing trade away and putting retailers at risk of failure</td>
</tr>
<tr>
<td>• Land parcel at the site of the former Link Walk flats immediately ready for development</td>
<td>• Forthcoming lease events or retail failings leading to an increase in the vacancy rate. 2017 is important in this respect.</td>
</tr>
<tr>
<td>• Potential availability of the former Burnside Daycare Centre as development site in an integral location</td>
<td>• Disconnect between Middle Deepdale and the existing Eastfield area exacerbated by the new link road</td>
</tr>
<tr>
<td>• Encourage new retailers to the High Street through innovative strategies.</td>
<td>• High Street bypassed by the new link road reducing trips from the current base position</td>
</tr>
<tr>
<td>• New development at Middle Deepdale increasing the population and enhancing the spending profile of the area</td>
<td>• Loss of community facilities due to budget cuts</td>
</tr>
<tr>
<td>• Potential to open up the High Street and make physical alterations to improve its legibility and prominence – High Street flats?</td>
<td>• Sale of Burnside to a third party and loss of control over development of the site</td>
</tr>
<tr>
<td>• Consolidate as a community hub by bringing in other community uses (scouts / guides / boxing club)</td>
<td>• The end of the current small business rates relief at the end of March 2014</td>
</tr>
<tr>
<td>• Local buy in and appetite for improvement</td>
<td></td>
</tr>
</tbody>
</table>
The Town Centre

Opportunities & Weaknesses
11.2 PARAMETERS FOR CHANGE

Summary – how is Eastfield High Street performing as a local shopping centre?

- Scale – the quantity of retail and local service floor space available at Eastfield High Street is broadly commensurate with our expectations for a local centre given the context and dynamics of the neighbourhood and competition. The lack of access and prominence to a key through route limits the ability to secure passing trade and the proximity of Morrisons limits its role to that of a top up / convenience shopping destination.

- Quality and range of goods and services available – whilst ‘quality’ and ‘choice’ have been questioned by residents, the centre has a reasonable range of goods and services available for a local centre of this scale, with a good grocery anchor store and several typical supporting retailers. The presence of local services – library, community centre, health centre, children’s centre – are of critical importance to generating footfall and helping anchor and sustain the centre.

- Convenience, usability and connections – access to, and egress through the centre is weak from both a pedestrian and vehicular perspective. The centre is not well signposted from the surrounding roads, lacks prominence and visibility, and as a result is not particularly usable. Arrival points are unclear, access routes are convoluted. Connections and linkages through the existing neighbourhood and to the Middle Deepdale extension are poor undermining confidence that Eastfield will remain the main centre for the expanded community.

- Character and environment – despite the centre’s relatively good occupancy levels, it appears tired and run down. It lacks character and the public realm is in need of investment.

What scope is there for growth?

The fundamentals of retail market performance suggest that the prospects for growing Eastfield as a shopping centre are limited. In keeping with most local centres of a similar size, it has been squeezed over the years by the growth of out of town supermarkets and changing shopping patterns in general. The centre’s lack of profile and location away from main through routes put it at a disadvantage from the perspective of passing trade.

The capacity assessment undertaken in this report – whilst inherently sensitive to variation in assumptions relating to market share and trade draw – indicate that if anything, the centre is currently punching above its weight in terms of the quantity of retail floor space provided. The growth of Middle Deepdale will provide the opportunity to strengthen the centre, but we consider that prospects for growth in retail floor space will be limited without significant improvement in market share.

In order to grow Eastfield as a local centre, it needs to improve its connections, access, environment and character, thus increasing the shoppers that are using the centre. Intervention in these respects could have positive impacts however we would caution that they are likely to lead only to modest improvements in growth prospects.

What potential is there for private sector led development and investment?

Opportunities for redevelopment are currently presented by the mooted extension to the Proudfoot’s supermarket, the recent sale of the nearby Burnside property, the recently demolished Link Walk flats and over the medium and longer term, by the removal of ageing social rented flats fronting the High Street.
Prospects for new retail development in the short term are considered limited to the expansion of the Proudfoot foodstore. There is no market for the construction of new shop premises on a speculative basis. There are limited occupier requirements specifically for the High Street and developers generally take a risk adverse approach to delivering such schemes at the current time.

The residential development market may offer opportunities to inject new investment into the study area and change the profile of housing through introducing housing for sale. This has not been tested with housebuilders, but the research carried out in this report revealed that there is a market for new homes for sale across the neighbourhood of Eastfield and not just limited to the Middle Deepdale site.

What opportunities are there for public sector partners to intervene to support regeneration?

There are a wide range of measures that the public sector can take to assist and support revitalisation of the centre. These could include:

- Public realm improvements, including lighting, seating, pavements, vegetation
- Shop front improvements
- Enhancing existing / creating new connections to the neighbourhood, particularly linkages to the Middle Deepdale development
- Reviewing arrangements for vehicular and pedestrian access
- Improved signposting
- Projects designed to improve character such as art works
- Facilitate / direct development of mixed use and commercial premises
- Reviewing the design and orientation of local facilities to maximise benefits
- Community projects
- Creation of new attractors, e.g. play space, markets, event space

The range of measures selected will need to be considered carefully in terms of the budget that is available and the role that public sector partners wish to take.
12 Masterplan Framework

This section of the report outlines a series of options for the physical renewal and enhancement of Eastfield High Street. DTZ has worked alongside Chetwoods Architects and Fore transport consultants in devising options that respond to the challenges set out in the preceding chapters. This section is set out under the following headings:

- Guiding principles
- Design vision
- Development options
- Public realm options
- Access and movement options
- Flexible delivery

12.1 GUIDING PRINCIPLES

We consider there to be four overarching principles that should guide the regeneration of Eastfield High Street:

**Increase the number of reasons to visit Eastfield High Street**

Enhancing the quality and range of services offered by the centre will increase patronage and spending and therefore support its future sustainability. The strategy should seek to build on the diverse local service offer, broaden the currently limited ‘top up’ shopping function and introduce new attractors such as leisure/recreational activities and events. The masterplan must allow for investment in the development of the existing shops, particularly key anchors such as the Proudfoot store, as well as create space for new occupiers and uses now and in the future.

**Make Eastfield High Street more convenient and usable**

Improving the convenience of the centre will increase the patronage. We consider that car parking provision needs to be enhanced (quantity and distribution) so that it can develop and sustain its role as something more than simply a ‘walk-to’ centre, which can put it on an even-footing to compete with other car borne shopping destinations. The layout of the centre could also be enhanced to better facilitate linked trips between the various facilities through shortening the distance between car parks and stores and improving the visibility and legibility of the centre as a whole.

**Grow the customer base of the centre**

There is something of a circular challenge in that in order to attract more retailers there is a need for more spending in the centre and in order to attract more spending there needs to be more choice on offer. Increasing Eastfield High Street’s ‘market share’ of the Eastfield Community’s retail spend should nonetheless be a key element of the strategy and measures to improve access and connections with the wider Eastfield Community, particularly the new Middle Deepdale development, are highly important. Measures to support new housing development that can grow the population of Eastfield, together with improved profile and signage to draw in passing trade are also measures that should be pursued to growth the customer base.
Make it a more attractive place to visit

Shoppers are attracted to high quality environments. We consider that Eastfield High Street’s environment needs to be refreshed, bringing a distinct character and appeal to the centre. A key element of the strategy should be to create well defined and usable public spaces within the centre which act as focal points for the community.

12.2 DESIGN VISION

Chetwoods Architects have produced a design vision to inform a range of regeneration options that can be implemented to improve Eastfield High Street.

The design vision, which is illustrated in Figure 12.1 below, is based on the reorientation of the centre through the creation a new central car park and public space/square on the site of the existing High Street Flats. It allows for the removal and relocation of the High Street flats, and for the reorientation of the Proudfoot foodstore and car park, which could utilise the central parking area and enable the store to face into the High Street, rather than away from it. The reorientation of the centre enhances the visibility and connectivity of supporting services such as the library, children’s centre and business units, and will encourage a greater degree of linked trips between the various uses. The vision unlocks new sites for development and necessitates various improvements to highways access, which we detail below.

Figure 12.1: Design vision
Details of the various regeneration options that can be implemented as part of this vision are detailed below.

### 12.3 DEVELOPMENT OPTIONS

The development options are illustrated on Figure 12.2 below and described in the text that follows.

**Figure 12.2: Development options**

1. **Existing residential properties removed**

   The design and development appraisal identified the removal of the High Street Flats as being the key to unlocking the potential for significant physical change within the town centre. The redevelopment of the flats would provide a means of redefining the local centre with a town square, central car park and would enable significant benefits in respect of access, movement and profile of the centre. The flats could potentially be relocated within the study area or outside.
2. Masterplan opportunity

The area to the west of the high street could form a large development site for new housing. The recent acquisition of the former Burnside Centre (labelled development site) and its surrounds by a local developer is expected to result in residential development of this area over the short to medium term which will help support the High Street. This site could be merged with land currently used by Proudfoot for car parking if the shopper car park could be relocated into the high street on the site of the existing High Street flats. The relocation of the existing community centre to a new location would further increase the amount of land for redevelopment.

3. Existing customer parking and services relocated

Creating a new shopper car park on the site of the existing High Street flats would provide space for the Proudfoot car park to be relocated, enable the store to be reorientated to the High Street with the service bay retained at the rear.

4. Development opportunity

There is further scope for the redevelopment of the former Braeburn House site which has been earmarked for affordable housing. We understand this is still in the control of North Yorkshire County Council and could be redeveloped to decant tenants from the High Street Flats (this is explored in more detail in section 13). The Eastfield area is typified by low density development meaning there is a plentiful supply of land to meet this same objective, if required.

5. Infill development

There is also scope for small infill residential development assuming the community centre is relocated.

6. Development opportunity

Whilst commercial development is not currently viable the Masterplan allows for future floor space requirements in providing flexibility for future development. There is also scope for the construction of new lock up shop units at the side of the Proudfoot store fronting the new car park and public square. This is reliant on their operational plans but demonstrates what could be achieved through a collaborative approach to the future sustainability of the High Street. Further to this there is inbuilt flexibility over the re-use of the existing buildings should ownership change in the future. The Masterplan options help achieve this in ensuring the space will be attractive to new occupiers, safeguarding the future of the High Street.

7. Development and improvement to rear of shops

Developing land adjacent to, or remodelling to the rear of the High Street shops on its eastern flank (labelled 7) could strengthen the arrival point to the High Street if the new access road is delivered with the potential for a dual front retail shop which could be suitable for the relocation of the cafe.
12.4 PUBLIC REALM OPTIONS

Improving the public realm can strengthen the legibility of a centre, reinforce or introduce new pedestrian routes or simply enhance the environment which can help retain patrons, encourage more visits, or attract new patrons to a centre as the visitor experience is improved. Aligned to this, dwell time is likely to increase leading to a possible increase in consumer spend.

The public realm options are illustrated below:

**Figure 12.3: Public Realm**

1. Traffic calming

The traffic calming measures, labelled 1, will improve pedestrian permeability for residents to the north of Westway. This will enhance the setting and visibility of the High Street and reduce severance. Other specific
measures could include the relocation of existing bus stops to the top of the High Street to encourage use, as set out below.

**Figure 12.4: Westway Highways Intervention**

2. **High Street improvements**

The alterations to outlined above will have a beneficial impact on the High Street which is proposed should also be the subject of improvement (labelled 2). It is proposed that a package of measures to renew the public realm including the potential removal of railings and the planters which act as barrier and compartmentalise the High Street from its surroundings. There is also scope to offer shop front improvement grants to enhance the setting of the High Street and make the environment appealing.

3. **Public realm**

A central square, labelled 3 could act as focal point for the remodelled centre with potential for events, for instance temporary markets.

4. **Green space**

The green space labelled 4 would benefit the centre in a similar way to the new public square whilst offering flexibility for future development should market conditions allow. This space will also open up the High Street improving its prominence to passing trade. Either area could also accommodate children’s play space to add
to the Children’s Centre and encourage families to the area. Both areas of public space would encourage greater dwell time.

5. Shopper car park

The new neighbourhood parking would, as set out under Option 2, facilitate the re-integration of Eastfield’s main shopper car park with the community facilities and retail shops. This would enable the centre to function in a more coherent way, encourage linked trips and potentially increase dwell time.

6. Streetscape

Improving the streetscape (labelled 6) will make car borne visitors feel like they are visiting a High Street location rather than a residential area. It will enhance the arrival point and improve prominence and encourage passing trade. Changing the main vehicular ingress / egress to either a new junction or Link Walk will help achieve this.

7. Health centre

Improvements to the environment around the Health Centre are envisaged, which currently acts as a barrier. The blank facade greeting visitors approaching from High Street to the south gives the appearance of a dead end. Changing the name of High Street south of the Medical Centre could help shift visitors to an alternate arrival point, alongside signage improvements.

Improving the streetscape in general improves the pedestrian environment in making the area more attractive generating repeat visits and increased dwell time. Continuous building frontages and strong sight lines also improve the feeling of security.
12.5 ACCESS AND MOVEMENT OPTIONS

The access and movement options are illustrated and described in order below:

Figure 12.5: Access and Movement

The proposed downgrading of the roundabout (labelled 1) opens up the potential for a new junction to a new central car park via Link Walk (3c). Vehicular circulation will need exploring in more detail at a later date but there is potential for either 3c or 3b to be ingress or egress only to aid traffic flow and to ease the potential pedestrian / vehicle conflict in making the area navigable for pedestrians. As referred to above this intervention will improve the prominence of the High Street, reduce severance and open it up to passing trade. However, in order for these benefits to be realised the intervention is reliant on the relocation of the High Street flats and should be phased accordingly.
While a land swap with Proudfoot’s for the car park would be beneficial it is not essential. The improved access and prominence of any new car park will see shoppers change their habits. This would however be helped by an improved entrance to the Proudfoots from the High Street and the need to address the blank frontage presently detracting from the appeal of the area.

**Figure 12.6: Roundabout Downgrade**

Relocating the community centre (5c) the entrance to the library (5a) and opening up the medical centre to High Street (5b) will aid pedestrian movement with clear sight lines between all uses promoting better interaction and as a consequence usage. This will bring the centre together in a more coherent way compared to the linear, disjointed form of the centre as it stands. It will also improve the prominence of the children’s centre and business centre.
Pedestrian links to the surrounding residential areas will be strengthened to encourage footfall (4a, 4b and 6). This will include better links to the areas of proposed new development to integrate these developments with the High Street and encourage greater usage. There is also potential to improve links with the clinic (2) to better integrate this with the centre.

There is a clear need for improved signage to the High Street to encourage visits from passing trade. The proposals put forward in Proudfoot’s recent planning application for wider parking bays is also considered beneficial over the short term and should be considered for any new car park. The improved convenience of parking could differentiate the High Street from the competition where space is at a premium and there is less flexibility to improve the quality, for instance Morrisons.

12.6 FLEXIBLE DELIVERY

It is imperative that the framework and options set out above are interpreted as conceptual and that there must be flexibility applied in respect of how they are implemented. The central concept requires the relocation of the High Street Flats and whilst the Yorkshire Coast Housing Association has indicated it is willing to consider, this is likely to be costly and will required grant funding to facilitate. The possibility that funds cannot be identified and that therefore the flats remain in situ is a scenario that needs to be planned for. Equally, the reorientation of the Proudfoot store together with relocation of car park will require the operator to make the necessary investment and land transfer. Whilst initial discussions with both these parties has been positive, it is important that there is flexibility to allow for variations in the scope of improvements. The following chapter outlines how we consider the strategy for the High Street could be taken forward.
13 Delivery

13.1 INTRODUCTION

As stated above, it is essential that the regeneration strategy for Eastfield High Street is implemented in a flexible manner. In this section, we outline:

- Programme for delivery
- Action plan for progressing the proposed measures including indicative budget costs
- A review of potential funding sources.

13.2 PROGRAMME

Table 13.1 below categorises the options outlined in the previous chapter into short, medium and long term actions:

<table>
<thead>
<tr>
<th>Reference (on the plans)</th>
<th>Option description</th>
<th>Short Term (0-1 years)</th>
<th>Medium Term (2-3 years)</th>
<th>Long Term (3 years plus)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development options</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Existing residential properties removed (High Street Flats)</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>2</td>
<td>Potential new development site (The area around the former Burnside)</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>New public car park at the front of Proudfoots replacing the High Street Flats</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Development of the former Braeburn House site for new housing</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Relocation of the community centre to a more central location</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Development of the former Link Walk Flats site / Public realm improvement</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Improvements to the look of the rear of the High Street shops, off Link Walk</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public realm options</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Make pedestrian crossing improvements and slow down traffic</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Improve the general look of the high street (flowers, cleanliness etc)</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 (Option 2 only)</td>
<td>New public space created</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>4</td>
<td>Improve the look of the health centre and the area around it</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Access and movement options

<p>| | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 &amp; 2</strong></td>
<td>Replace the roundabout with a junction to create a new vehicle entrance to the High Street through Link Walk</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td><strong>3, 4, 6 &amp; 7</strong></td>
<td>Improve pedestrian and cycle routes linking into the dell and residential areas</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td><strong>5</strong></td>
<td>Move the library entrance to face the High Street</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>

**13.3 ACTION PLAN**

The table below outlines proposed actions together with indicative cost estimates for each option. Please note that all cost estimates are provided for indicative purposes only and have been drawn from a combination of consultation with key stakeholders and QS input. These are liable to change as further due diligence is undertaken on a project by project basis and the proposals are refined. All costs are exclusive of fees and VAT.

It should also be noted that there are variants for each option, for instance excluding the public realm from the area of new car parking, or changing the level of intervention proposed for the facade treatment to the rear of the High Street shops. There is also potential to reduce the overall cost through value engineering the options or considering alternative modes of deliver.
<table>
<thead>
<tr>
<th>Reference (on the plans)</th>
<th>Description</th>
<th>Actions</th>
<th>Indicative Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development options</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| 1                        | Existing residential properties removed (High Street Flats) | • SBC to meet with Yorkshire Coast Homes to explore options for funding external improvements (e.g. removal of walls) and the potential relocation of the High Street Flats.  
• SBC meet with Yorkshire Coast Homes, Sanctuary and North Yorkshire County over the future development of Braeburn House. Draw up a planning brief to guide development.  
• Re-open the exercise undertaken in 2009 to identify surplus land capable of accommodating affordable housing in Eastfield as an alternative (including Middle Deepdale)  
• Assess the funding routes for delivering affordable housing including consultation with the HCA  
• Engage with Keepmoat in their role as master developer of Middle Deepdale to determine their role in facilitating the vision | Cost: £5.25 million  
- Including land acquisition, compensation payments, build costs and fees  
- Assumes a like for like replacement  
- Includes a demolition estimate of £250,000  
NB based on overall cost provided by YCH of £100,000 per unit. It is considered that alternative cheaper means of replacement are likely to exist. |
| 2                        | Potential new development site (The area around the former Burnside) | • Meet with the new owner to ascertain their intentions for the site and to ensure the Masterplan and proposals are complementary to one another  
• Review the development potential of land surrounding Burnside for residential development  
• Produce a planning brief to guide development and | Cost: £ Nil  
(Third party development) |
<table>
<thead>
<tr>
<th></th>
<th>Promote linkages</th>
<th>Cost: £500,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>New public car park at the front of Proudfoots replacing the High Street Flats</td>
<td>• Set design parameters with regards the number and size of spaces, circulation, pedestrian / vehicular conflict.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Consult with highways and develop proposals</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Produce a robust cost plan for delivering the project (if agreement is reached over the relocation of the High Street Flats)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Explore funding options (land receipts, S106 contributions, SEP)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- excludes relocation of flats</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- excludes the new public square / area of children’s playspace</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- includes a new strip of public realm running down from the top of Proudfoots to the Library</td>
</tr>
<tr>
<td>4</td>
<td>Development of the former Braeburn House site for new housing</td>
<td>• Actions set out under 1a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(Third party cost implications – re-provision cost set out under 1a)</td>
</tr>
<tr>
<td>5</td>
<td>Relocation of the community centre to a more central location</td>
<td>• Feasibility study to ascertain community needs for a replacement facility</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Set the design parameters and produce a cost plan</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Explore funding options</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Market current site for residential and use the receipt to cross subsidise new development</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cost: £575,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Assumes a like for like replacement of approximately 375 sq m (4,000 sq ft)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Receipt: £50,000 - £75,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Assumes notional £5,000 per new residential plot at the existing site</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Net Cost: £500,000</td>
</tr>
<tr>
<td>6</td>
<td>Development of the former Link Walk Flats</td>
<td>• Consult with Sanctuary to</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cost: £25,000</td>
</tr>
</tbody>
</table>
| **site** | **determine their proposals for the site and timeframe**  
- Explore scope for meanwhile uses at the site including community design exercise  
- Explore potential to contribute towards the cost of any meanwhile uses (car parking / landscaping) | **Assumes meanwhile use for greenspace**  
100% funded by stakeholders (expectation Sanctuary would absorb a % of costs) |
|---|---|---|
| **7** Improvements to the look of the rear of the High Street shops, off Link Walk | **Feasibility study to determine the cost of relocating all residential entrances to the rear and screening the back of the parade**  
- Set the design parameters for any new build and produce a cost plan for the works  
- Explore funding options (land receipts, S106 contributions, grants) | **Cost: £75,000 - £100,000** |
| **Public realm options** | | |
| **1** Make pedestrian crossing improvements and slow traffic | **Review and refine the draft scheme with highways**  
- Consult  
- Explore funding  
- Work up a detailed design, robust cost plan and implementation strategy | **Cost: £450,000** |
| **2** Improve the general appearance of the high street (flowers, cleanliness etc) | **Commission landscape architect to draw up specification for environmental improvements programme in partnership with community**  
- Identify a programme of works in consultation with stakeholders (shop front improvements, new street furniture, improved disabled access)  
- Produce a cost plan and explore funding options  
- Explore the potential to lease vacant retail space and subsidise new retail start ups for a limited period | **Cost: £225,000 - £350,000** |
### 3. New public space created
- Feasibility study to ascertain what the community needs are
- Set the design parameters and produce a cost plan
- Explore funding options

<table>
<thead>
<tr>
<th>Cost: £150,000 - £500,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highest estimate assumes children’s playspace</td>
</tr>
</tbody>
</table>

### 4. Improve the look of the health centre and the area around it
- Consult with the medical centre to ensure proposals for the High Street are not compromised by an inward facing building

| Cost: £10,000 - £25,000 |

### Access and movement options

<table>
<thead>
<tr>
<th>Access &amp; 1 &amp; 2</th>
<th>Replace the roundabout with a junction to create a new vehicle entrance to the High Street through Link Walk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review and refine the draft scheme with highways</td>
<td></td>
</tr>
<tr>
<td>Consult</td>
<td></td>
</tr>
<tr>
<td>Explore funding</td>
<td></td>
</tr>
<tr>
<td>Work up a detailed design, robust cost plan and implementation strategy</td>
<td></td>
</tr>
</tbody>
</table>

| Cost: £750,000 |

<table>
<thead>
<tr>
<th>Access &amp; 3, 4, 6 &amp; 7</th>
<th>Improve pedestrian and cycle routes linking into the dell and residential areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work up a detailed design, robust cost plan and implementation strategy</td>
<td></td>
</tr>
<tr>
<td>Liaise with developers over possible S106 contributions</td>
<td></td>
</tr>
<tr>
<td>Explore other funding routes funding</td>
<td></td>
</tr>
</tbody>
</table>

| Cost: £25,000 - £50,000 - Assumes all routes are delivered |

<table>
<thead>
<tr>
<th>Access &amp; 5</th>
<th>Move the library entrance to face the High Street</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consult with North Yorkshire County Council to secure buy in to the proposals and explore whether funding is available and the timing for this</td>
<td></td>
</tr>
</tbody>
</table>

| Cost: £15,000 |

### 13.4 FUNDING

The regeneration measures outlined above will come at a significant and substantial cost to the public sector. The lack of commercial demand from occupiers or investors at the current time means that there is no obvious ‘value driver’ that could enable a private sector led approach to regeneration. Therefore, the public sector must explore alternative and innovative methods of financing and enabling delivery.

Accordingly we have set out potential funding and delivery routes below:
Land receipts from Middle Deepdale

Scarborough Borough Council has the ability to cross subsidise the regeneration of Eastfield High Street by utilising proceeds from the disposal of land at Middle Deepdale. The timing and value of these proceeds is uncertain and cannot be relied upon as a means of funding each intervention in the regeneration of the High Street area. We understand that there have been discussions between the Council and K2 regarding the possibility of forward funding improvements in Eastfield High Street in lieu of payments for land.

Developer contributions from S106 agreements and the Community Infrastructure Levy

The opportunity to utilise funds collected from developer contributions should be explored. We understand that the existing S106 agreement between the Council and K2 relating to Middle Deepdale makes the link to Eastfield High Street. Any other S106 agreements which contain pooled contributions could also potentially be drawn on.

From April 2015, that part of the Community Infrastructure Levy Regulations which restrict pooling from S106 agreements take effect. After this date, whilst it will be more difficult to raise funds from pooled S106 agreements, Scarborough Council will be able to introduce a Community Infrastructure Levy (CIL) as an alternative means of generating developer contributions for local infrastructure projects. It is possible that certain elements of the masterplan options outlined above could qualify as community infrastructure and through inclusion on the Council’s Regulation 123 list could draw on such funds. As with the timing of proceeds from land sales at Middle Deepdale, the timescales for the Council to adopt a CIL charging schedule and accrue the necessary revenue could delay the draw down of funds, although the Council could potentially forward fund such works through Prudential Borrowing in lieu of such receipts, subject to meeting the requirements of the Prudential Code.

Reuse of Braeburn House

There is scope for the redevelopment of the former Braeburn House site which has been earmarked for affordable housing. We understand this is still in the control of North Yorkshire County Council and that a restrictive covenant prohibiting the use of the land for anything other than ‘an old people’s home’ has been lifted. As part of the funding agreement to facilitate the new extra care facility, North Yorkshire County Council agreed to release the Braeburn House site to Sanctuary for nil consideration. This decision was made to lever in the required funding for the Extra Care facility from Sanctuary in lieu of a direct capital funding contribution into the scheme. A Cabinet Report dated October 2013 suggests Sanctuary will submit a funding bid to the HCA within their 2015-18 National Affordable Homes Programme and that the site is worth £150,000 - £200,000. We do not believe this has been taken up and recommend both affordable housing providers and the County Council consider a stock swap to facilitate the relocation of the High Street Flats to this site.

K2 is also open to discussions to help facilitate this the relocation of the affordable housing units. The re-provision estimate of £100,000 per dwelling (included in the overall cost of £5.25million listed in the table above) is high and we would suggest that this could be significantly reduced through the efficiencies that could be realised in procuring an appropriate contractor / volume housebuilder to deliver these units, such as at Middle Deepdale.

1 CIL is a tariff that is being introduced by local authorities in England to pay for local infrastructure projects. The tariff rate, locally set by each local ‘charging authority’ will sit alongside a more restricted form of S106 agreement.
**Single Local Growth Fund**

The new Local Single Growth Fund was introduced by the Government as part of its Growth Deals following the Lord Heseltine Review No Stone Unturned in Pursuit of Growth (2013). The fund, into which the Government has committed £2.02bn for the 2015/16 financial year, is to be shared between Local Economic Partnerships on a part formula / part competitive basis. The fund is made up of existing commitments under other programmes including Department for Transport, Further Education and other sources, and whilst there is expectation that the types of activity funded will reflect the priorities of the sponsoring Government departments, the prospectus produced by the Government indicates that LEPs can fund anything that is within their Strategic Economic Plan (SEP).

The SEP will become the core investment plan of both the York, North Yorkshire and East Riding Enterprise Partnership (YNYER) LEP’s bid to Government’s £2bn per annum Local Growth Fund, and programmes that will be funded for other local, national and European sources. The YNYER SEP and Local Implementation Plan has been submitted to the Government. It is expected that this will enable subsequent project development work in readiness for the 2015/16 financial year. The Local Growth Deal Implementation Plan has already allocated £2.319 million of funding from the Local Growth Fund over 2015/16 towards Middle Deepdale and the affordable housing programme is expected to be set at £63 million.

Another priority action within the SEP is to address the shortage of affordable housing and there may be scope to draw on the Yorkshire Interventions Programme where the suggested intervention meets the investment criteria. This is focussed on existing stock and physical regeneration / neighbourhood renewal to attract private sector investment. This is most likely applicable to external improvements to the High Street Flats through the Coastal Towns Regeneration pot and recycled HCA Receipts (£9,000 per dwelling) for 50 dwellings per annum over a 5 year period.

**European Structural and Investment Fund (ESI)**

The European Regional Development Fund (ERDF), together with the European Social Fund and part of the European Agricultural Fund for Rural Development are being brought together into a single ‘European Structural and Investment Funds Growth Programme for England’ (ESI). The YNYER LEP has been informed of its provisional allocation (£83.4 million) for the programme period 2014 to 2020, and it is expected that this funding will sit alongside the Single Local Growth Fund in tackling the objectives and priorities highlighted in the Strategic Economic Plan.

There is scope under the successful and distinctive places priority to align the interventions at Eastfield to the objective for environmental quality and community needs. Community led approaches are encouraged in this regard (e.g. through LEADER Programmes) All investments will need to pass a selection test which considers: strategic fit; value for money; market failure and additionality. A total of £13.9 million is provisionally allocated toward this priority.

**New Homes Bonus**

The New Homes Bonus is a grant paid by central government to local councils for increasing the number of homes and their use. The New Homes Bonus is paid each year for 6 years. It is based on the amount of extra Council Tax revenue raised for new-build homes, conversions and long-term empty homes brought back into use. There is also an extra payment for providing affordable homes. Due to the scale of housing proposed at Middle Deepdale there is likely to be an uplift in New Homes Bonus receipts accruing to the Council (subject to
net change in housing deliver and occupancy elsewhere) and therefore we consider that the Council should explore the possibility of ring-fencing any such uplift for reinvestment at Eastfield.

The above funding routes provide a number of options that require further investigation. We consider that a combination of these measures may be appropriate to providing the necessary capital for the investment needed.
14 Conclusions and recommendations

Existing performance

Eastfield High Street offers a reasonable range of goods and services for a centre of its size and function, key to which is the Proudfoot supermarket which represents an important convenience anchor, and the various local facilities (i.e. the library, community centre and health centre) which generate passing trade for the local shops.

However, there is concern that the centre is in a state of decline, caused largely by the growth of competition over a number of years, both within and outside the Eastfield area, which has impinged on the High Street’s share of local convenience spending. Further, the concern is that this trend has not yet fully manifested itself and that the centre could suffer further erosion of its viability with possible shop closures in the future.

The centre has a number of physical weaknesses including its poor connectivity and access, its limited profile which restricts the potential for attracting passing trade, and the run down feel to the environment. We consider that addressing these matters could have a beneficial impact in mitigating and potentially, reversing the impacts of decline.

Potential for growth

The fundamentals of retail market performance suggest that the prospects for growing Eastfield as a shopping centre are limited at the current time. The centre’s lack of profile and location away from main arterial road routes put it at a disadvantage from the perspective of passing trade. The capacity assessment undertaken in this report – whilst inherently sensitive to variation in assumptions relating to market share and trade draw – indicates that the centre operates broadly at capacity. The growth of Middle Deepdale and the South Scarborough Area will generate the opportunity to strengthen the centre however, forging strong connections and enhancing attractiveness will be critical to capitalising on this opportunity.

Scope for private sector led development and investment

Prospects for new retail development at Eastfield High Street are considered limited in the short term. There are limited occupier requirements and the development sector remains characterised by limited or no appetite for delivering schemes on a speculative basis. Therefore we consider that at the current time, any major redevelopment or remodelling of the centre will need to be public sector led or focused on alternative uses.

Proposed strategy

In view of the fragile state of Eastfield High Street there is a strong rationale for intervention and investment to stem the trend of decline and capitalise on the opportunities presented by the growth of the Eastfield Community. We consider that the strategy for Eastfield High Street should focus on:

- Increasing the number of reasons to visit Eastfield High Street through enhancing and diversifying the offer of the centre
- Making the centre more convenient and usable, through improvements to access and car parking
- Growing the customer base of the centre, through improved connectivity to surrounding areas, access, signage and profile
- Making it a more attractive place to visit, with improvements to the environment and public spaces
There are a variety of different ways in which partners can invest in the centre in order to address the above objectives. This report has outlined an indicative masterplan framework including development, public realm, access and movement and design options. The framework is based on a design rationale for reorientating the centre around a new central car park and public space, improving the layout whilst simultaneously creating space for investment in public spaces, new development plots and highway enhancements. The masterplan is indicative and its delivery will be subject to the commitment of key stakeholders such as land owners and occupiers. However, it provides a framework in which different short term improvements, as well as the more complex remodelling projects, can be implemented.

**Delivery strategy and next steps**

Market dynamics dictate that a public sector led approach is required to facilitate the regeneration of Eastfield High Street. The indicative masterplan requires the removal (and relocation) of High Street flats and reorientation of the Proudfoot grocery store, alongside a programme of investment in public infrastructure and the environment. The public sector is critical to both facilitating agreement with stakeholders and unlocking the required funding package to enable these improvements to be made. The action plan in the preceding chapter outlines a series of tasks that we consider are now required to progress the design and implementation of the proposed measures.
Appendix A – Consultation Feedback

On average how often do you use the community facilities (library, community centre, health centre and children's centre) at High Street?

![Pie chart showing frequency of community facility use]

On average how often do you use the shops at High Street?

![Pie chart showing frequency of shopping frequency]

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How do you rate the choice of shops and range of goods available for your weekly shopping needs?

![Pie chart showing the rating of shops and goods]

Do you most often use your car, or walk to the High Street shops?

![Pie chart showing the mode of transport]

If you use your car how do you rate the number of spaces and ease of parking?

![Pie chart showing the rating of parking spaces and ease of parking]
If you most often walk how accessible is the High Street to your home?

- **Very Good**: 0
- **Good**: 2
- **Average**: 2
- **Poor**: 12
- **Very Poor**: 0

How would you rate the attractiveness and safety of the route between your home and High Street?

- **Very Good**: 0
- **Good**: 3
- **Average**: 4
- **Poor**: 5
- **Very Poor**: 1

How do you rate the cleanliness and attractiveness of the High Street?

- **Very Good**: 0
- **Good**: 1
- **Average**: 3
- **Poor**: 4
- **Very Poor**: 9
When using the library, medical centre, community centre or children’s centre how often do you use the shops as well?

![Pie chart showing the frequency of use of shops while using other community facilities.](image)

- Always: 1
- Often: 5
- Sometimes: 5
- Not often: 4
- Never: 1

Please rank the following in terms of importance to you with 1 being most important (analysis includes answers ranked 1 & 2 only)

![Pie chart showing the ranking of community facilities.](image)

- More shops and better range of goods: 11
- Improvements to the physical appearance of High Street: 14
- More communal / community space: 3
- Better links between the community uses (library, community centre, health centre and children’s centre and the shops): 8
- More leisure uses (restaurants, cafes etc): 2
- Car parking: 5
- Pedestrian facilities: 3
- Other: 1
What do you not like about High Street?

- Lack of shops: 11
- Lack of car parking: 8
- Other shops easier to reach: 3
- Crime: 2
- Unappealing physical appearance: 14
- Other: 5
Appendix B – Transport Assessment

Strategic Road Network

Connections to and from Eastfield High Street to the strategic road network are via the A64 linking Scarborough to York and beyond from where the motorway network can be accessed via the A1 (M).

Local Road Network

Eastway/Westway

Eastway/Westway is a residential distributor road running between Crossgates in the west and Osgodby in the east. The road is between 5.5 and 9m in width, and is generally verged with grass and set-back residential properties. The road is well lit throughout. Eastway has advisory cycle lanes provided. The road joins Overdale and Moor Lane at a roundabout close to Eastfield High Street. A zebra crossing and large amounts of pedestrian guard-rail are provided adjacent to the High Street. On-street parking is permitted either on the main carriageway or in bays. The speed limit is 30 mph.

Overdale

Overdale is a residential access road leading to a large housing estate. The road is generally 6m wide with on street parking permitted. The speed limit is 30 mph, with the road being lit throughout.

Moor Lane

Moor Lane links Eastway/Westway with Cayton Low Road, and is generally sub-urban in character with buildings including a leisure centre along each side set slightly back from the road. The carriageway is of around 5.8 m width, and it is well lit throughout. The speed limit is 30 mph.

Cayton Low Road

Cayton Low Road links Crossgates and Cayton, running broadly parallel with Eastway/Westway in the vicinity of the High Street. The road is of 6.3m width, and is bordered either by set-back residential and light industrial units or open fields. Carriageways are 6.5m in width with a speed limit of 40 mph.

Bus Services

Eastfield is served by a number of bus services operating within the Scarborough area. The most frequent is the circular 7/17 which operates between Scarborough and Eastfield every ten minutes. There are also a number of less frequent services operating to Filey, and other areas and villages around the district.

Filey Road Park and Ride site is situated 1900 m away. Regular buses every 15 minutes run into Scarborough town centre, with a single journey costing £1.15. There are 600 car parking spaces available for users.
There are a number of bus stops situated within 400m of Eastfield High Street located on Westway, Eastway, Overdale and Moor Lane. A summary of the bus services, destinations served and frequencies is provided in Table 1.

**Table 1: Bus Services, Destinations and Frequencies**

<table>
<thead>
<tr>
<th>Service</th>
<th>Destinations Served</th>
<th>Operator</th>
<th>Approximate Hourly Frequency (one-way services per hour)</th>
</tr>
</thead>
<tbody>
<tr>
<td>7/17</td>
<td>Scarborough – Eastfield circular</td>
<td>Scarborough and District</td>
<td>6 Mon – Fri, 6 Sat, 2 Sun</td>
</tr>
<tr>
<td>119</td>
<td>Scarborough – Filey – Primrose Valley</td>
<td>Scarborough and District</td>
<td>5 per day Mon – Fri, 0 Sat, 0 Sun</td>
</tr>
<tr>
<td>1</td>
<td>Scarborough - Cayton</td>
<td>Scarborough and District</td>
<td>1 Mon – Fri, 1 Sat, 0 Sun</td>
</tr>
<tr>
<td>9</td>
<td>Eastfield – West Ayton</td>
<td>Scarborough and District</td>
<td>4 per day Mon – Fri, 0 Sat, 0 Sun</td>
</tr>
<tr>
<td></td>
<td><strong>Total Frequency</strong></td>
<td></td>
<td><strong>7</strong> Mon – Fri, <strong>7</strong> Sat, <strong>2</strong> Sun</td>
</tr>
</tbody>
</table>

**National Rail**

The closest rail station to Eastfield High Street is situated at Seamer, around 2km from the site. The station provides direct links to Hull, Sheffield, York, Leeds, and the North West. Services are provided by First Transpennine Express and Northern Rail.

**Table 2: Key rail destinations and journey times**

<table>
<thead>
<tr>
<th>Destination</th>
<th>Operator</th>
<th>Monday – Friday daytime frequency</th>
<th>Fastest journey time</th>
</tr>
</thead>
<tbody>
<tr>
<td>York</td>
<td>Transpennine Express</td>
<td>1 per hour</td>
<td>45 mins</td>
</tr>
<tr>
<td>Hull</td>
<td>Northern Rail</td>
<td>1 per hour</td>
<td>1hr 23min</td>
</tr>
<tr>
<td>Leeds</td>
<td>Transpennine Express</td>
<td>1 per hour</td>
<td>1hr 11min</td>
</tr>
<tr>
<td>Manchester City Centre</td>
<td>Transpennine Express</td>
<td>1 per hour</td>
<td>2hr 12min</td>
</tr>
</tbody>
</table>

**Cycling and Pedestrian Links**

Pedestrian facilities in terms of pavements and crossings, etc. are generally of reasonable quality. Zebra crossings and pedestrian refuges are provided at major road junctions around the village. Other than advisory cycle lanes on Eastway, there are few specific on- or off-street facilities for cyclists.
There are large amounts of pedestrian guard-rail prevalent through the study area, particularly along West/Eastway in the vicinity of the High Street shopping area. This has a profound and adverse impact on the environment for pedestrians and the streetscape.

There are a number of destinations in terms of employment/education/leisure attraction within the typical maximum walking range for pedestrian journeys which is 2km. The closest site of note is the large industrial estate on Cayton Low Road (1km). Scarborough centre can be reached by a 7km (30 minute) cycle ride.