



Scarborough 2002



A Review of Physical and
Economic Resources

An Audit of Scarborough Today





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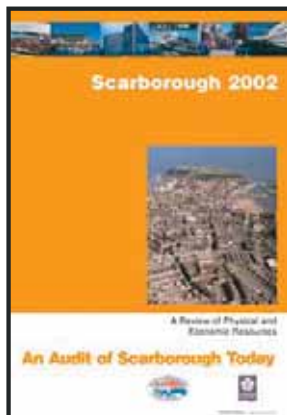
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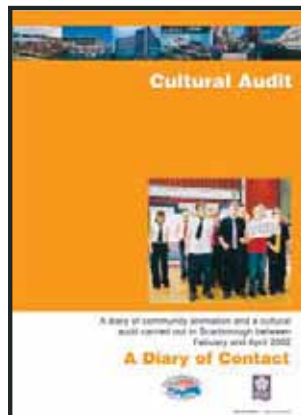
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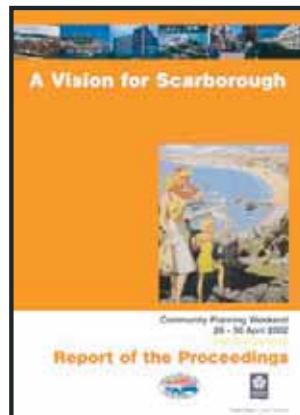
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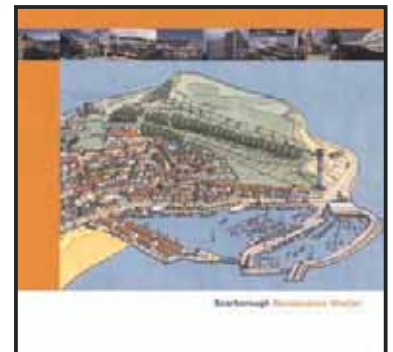
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Scarborough's Urban Renaissance

Publications

The Scarborough Urban Renaissance programme was launched in February 2002 with an explanatory Broadsheet (1), followed by an intensive period of information gathering and community 'animation', working towards a large scale Community Planning Weekend for which invitations (2) were distributed in March. Immediately following the Weekend, summary broadsheets of both the proceedings (3) and draft Public Space Strategy (4) were issued, followed in mid-June by a 12 page full colour summary of the Vision (5), which was distributed to the whole town, through the local free newspaper.

In August 2002, four companion reports were published: Scarborough 2002, an audit of the town today (6), A Diary of Contact, a diary of community animation and cultural audit (7), A Vision for Scarborough, the full report of the Community Planning Weekend (8), and The Scarborough Renaissance Charter (9).

Scarborough 2002

An Audit of Scarborough Today

This report has been produced by John Thompson and Partners, working as part of Yorkshire Forward's Urban Renaissance Panel. It presents a review of the physical and economic resources of the town, carried out between January and April 2002.



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Scarborough 2002

An Audit of Scarborough Today



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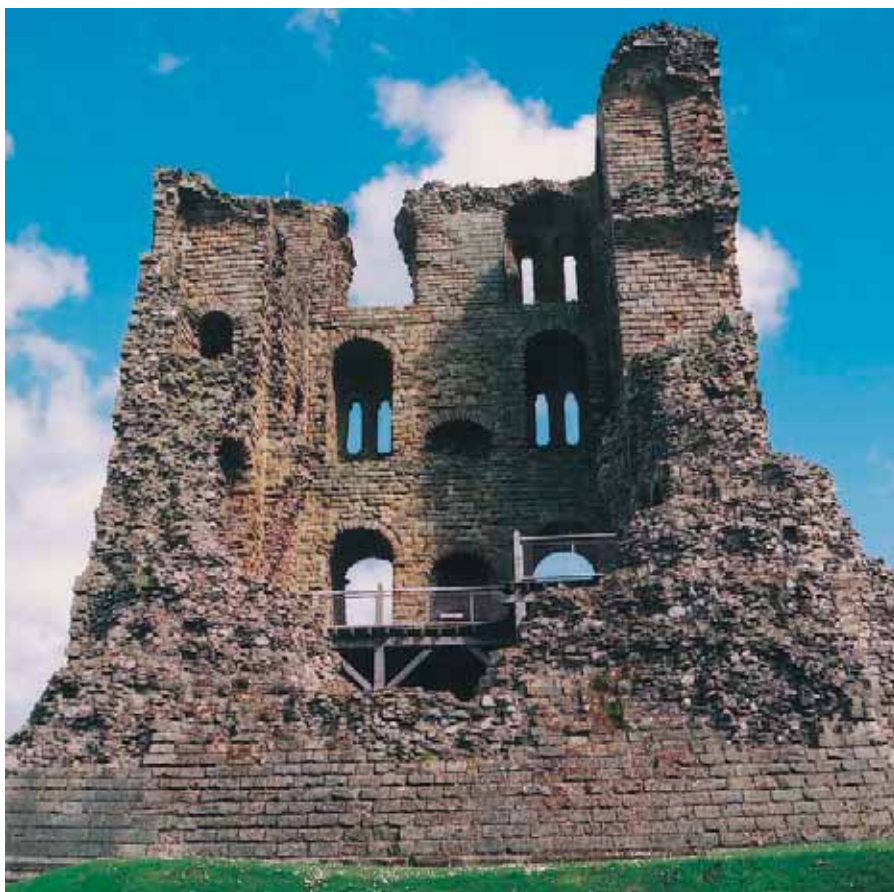
Acknowledgments

Yorkshire Forward would like to thank everyone who participated in the Vision for Scarborough Community Planning process, the people of Scarborough, the staff at the Spa Complex and Rounders, the Stephen Joseph Youth Theatre.

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Scarborough's Public Realm



Scarborough's harbour and Old Town, viewed from the castle headland

Scarborough's Public Realm

Introduction

This section of the report is a review of Scarborough's public realm and the information within it has been used to inform the urban renaissance visioning process.

The public realm audit has been structured as follows:-

- graphical illustration of the information gathered, by theme
- identification of key issues
- review of current initiatives
- a framework of potential to accommodate change.

Information gathering and analysis took place between January and April 2002 and encompassed:-

- a street by street walk noting quality of buildings and spaces, legibility and orientation, uses, movement, linkages and severance, topography, disrepair and vandalism
- interviews with Scarborough Borough Council technical officers regarding planning, conservation, mapping, public transport, highways, housing, parks management, regeneration funding and tourism
- briefings from the Town Centre Manager, Arriva Trains and Scarborough Coaches
- reports supplied by Scarborough Borough Council on technical issues, policy, regeneration funding, history, tourism, economy, development capacity among many others.

Analysis of the key issues has focused attention on the town centre rather than the residential neighbourhoods, although we have noted places where environmental stress is evident outside the centre.

John Thompson and Partners would like to thank all those individuals, in particular the Officers of Scarborough Borough Council, for their time and patience in helping us develop our knowledge of the town.



South Bay cliff lift



View of Grand Hotel

Scarborough's Public Realm

History of Scarborough



Early 18th century drawing of Governor Dicky's house and the Well, source of the mineral waters which gave Scarborough its fame as a Spa town



View of Scarborough as Anne Bronte would have known it. The town was the setting for the last chapters of her novel "Agnes Grey"

View from the Esplanade in 1890, showing the Spa Pavilion in the foreground, with South Bay beyond and the Old Town and headland in the distance



Scarborough's Public Realm

History of Scarborough

The Headland

Scarborough's story starts with the headland: a massive rock promontory up to 90 metres above the North Sea which separates two, wide-sweeping bays to the north and the south. Even after many centuries of erosion, this flat-topped, fan-shaped peninsula is still equal to eight football pitches in area, almost surrounded by precipitous cliffs and has its own supply of ground water. Not surprisingly, such a natural defensive and look-out platform soon attracted human occupants.

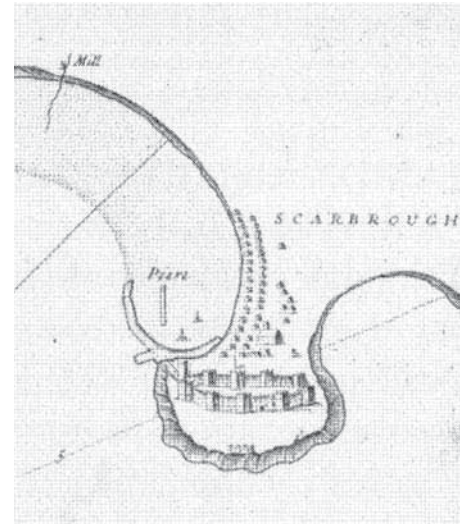
Scarborough headland's first summer visitors were late Bronze-Age sea-borne settlers, probably from the lower Rhineland. About a thousand years later, they were succeeded by the Roman-British builders of a cliff-top signal tower and fort, designed to give advanced warning of barbarian invaders. We do not know what the Romans called Scarborough.

Origins of the name

Until the twentieth century it was commonly assumed that Scarborough owed its name to the rock under which the earliest town sheltered. Then, from the 1920s, it was argued by Scandinavian scholars that the name derived from that of a tenth-century Icelandic Viking, Thorgils, nicknamed Scarthi, because he had a hare-lip or cleft palate. Scarborough was therefore Skarthi's stronghold.

Subsequently, however, failure to find any archeological evidence of Scandinavian presence in the town and increasing doubt about the reliability of Icelandic sagas such as Kormaks saga, which records supposed events 250 years earlier, has restored belief in the topographical explanation for Scarborough's name. Scarborough is the fort next to the deep cleft in the rock, later known as the Castle Dykes. In other words, if he ever existed, Skarthi has no better claim to Scarborough than Oliver Cromwell has to Oliver's Mount.

Even the holocaust of 1066, when King Harald Hardrada of Norway is alleged to have reduced Scarborough to ashes, is now regarded with scholarly scepticism as yet another tall story. Whereas Falsgrave and its 21 satellite farmsteads are recorded in Domesday, Scarborough is not even mentioned in this survey.



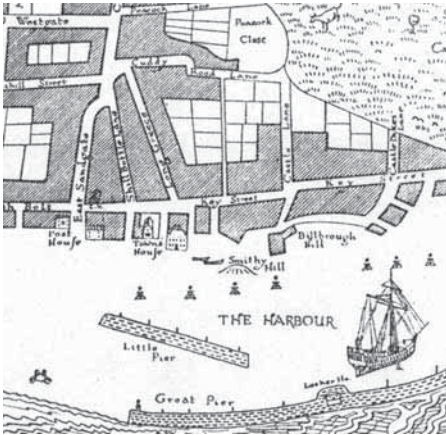
1685 illustration showing headland and castle



Scarborough Castle, walls and ruined keep, situated on the headland

Scarborough's Public Realm

History of Scarborough



1725 map of the harbour and Sandside

The Castle

Scarborough's recorded history began during the civil wars if the 1130s when William of Aumale, "who ruled like a king in Yorkshire", built the first castle of earth ditch and timber tower on the highest point of the headland. A generation later, Henry II spent nearly £700 raising a great stone keep on the same site; and under the protection of this royal fortress and supplying its needs, a new community was soon granted the privileges and customs of a royal borough.

Town and castle prospered together. The old borough of the original settlement quickly spread inland into the new borough. Scarborough Liberty absorbed the royal manor of Falsgrave. With its own arable fields, animal pastures, spring water supply and water mills, the borough became effectively self sufficient. Simultaneously, King John invested more than £2,000 in a continuous curtain wall with towers and residential halls in his castle, and his son, Henry III, strengthened it further with a formidable gateway and barbican.

A prosperous port

Expansion and security were accompanied by extraordinary commercial rights. A royal charter of 1252 granted its thriving port a monopoly as far south as the Humber; a second gave its Thursday and Saturday markets monopolies of inland trade; and a third gave Scarborough a unique 45-day annual fish fair to coincide with the southward passage of the huge herring shoals every August and September. By 1300 Scarborough had become Yorkshire's most prosperous port.

Decline 1400-1600

The next three centuries were times of almost uninterrupted decline. Scarborough was overshadowed by Hull, damaged by the Scottish and French wars, and weakened by the corruption and greed of its self-perpetuating oligarchy. Richard III's attempt to revive Scarborough as a principal naval base ended abruptly on the battlefield of Bosworth. Later the religious reformation swept away the town's three friaries and poverty deprived it of the Holy Sepulchre, one of its three medieval churches, and the means to maintain its vital harbour pier. In 1377, 1393 resident adults had paid the Poll Tax; by 1600 barely half that number lived in the town. Now regarded as an obsolete burden, the crumbling royal castle was given away to the local Thompson family as a cow pasture.



Example of style of dwelling in the Old Town (demolished in the 1960s)

Scarborough's Public Realm

History of Scarborough

The North Sea coal trade

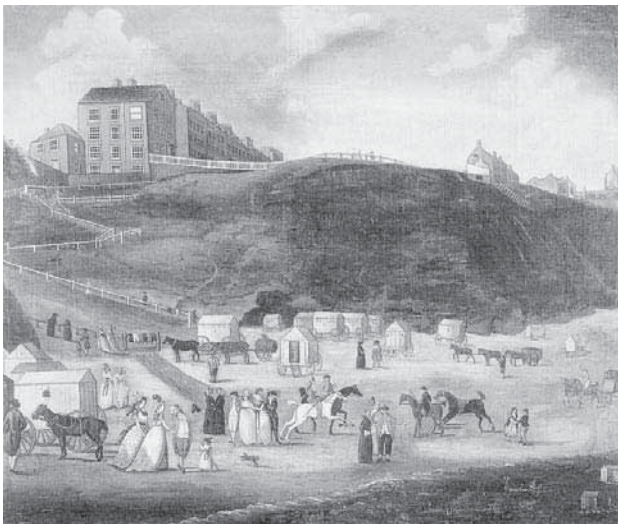
Scarborough was saved by sea-coal. After a storm had broken through the great pier in 1613, the following year, in response to hundreds of East-coast petitioners, the Privy Council imposed a permanent levy on all loaded colliers leaving the Tyne and Wear. For the next two and a half centuries Scarborough's piers were maintained and built on the North Sea coal trade, and the pier money grew so great that it paid for much besides, from church and pavement repairs to Corporation Christmas feasts.

The First Seaside resort - the Spa

The discovery by Mrs Thomasin Farrer in the late 1620s of spa springs bubbling from the base of South Cliff on to the seashore marked the beginning of the history of Scarborough as Britain's (perhaps the world's) first seaside resort. At a time when Europe abounded in spa towns where the rich, idle and constipated took mineral water cures and social conventions were relaxed, Scarborough was the only spa by the sea. Scarborough's South Bay beach - flat, firm, clean and extensive - was the earliest to become a pleasure and recreation ground, and Scarborough's cold, rough and salty sea was the first to be used for the marine cure of gout. Many of the now familiar features of the seaside - bathing machines and beach chalets, donkey rides, cliff lifts, boarding houses and naughty postcards - were invented at Scarborough.



1735 engraving of sea bathing at the South Bay beach



1770 painting by T. Ramsay of 'Holidaymakers on Scarborough Beach'



Illustration of the Promenade, Scarborough in 1881

Scarborough's Public Realm

History of Scarborough



The Grand Hotel, photographed in the late 1890s, with well-tended gardens in front, not a car park as today

A holiday destination

During the last three centuries, as a coastal holiday destination, Scarborough has been downwardly mobile. In the 18th century the clientele of its Assembly Rooms, theatre and coffee house was aristocratic and landed gentry. They came by private horse-drawn coach and stayed for the whole summer season with their families and servants. In the next century, thanks to the new steam locomotives and the provision of steam-pumped water, Scarborough's new luxury hotels accommodated the Victorian business and industrial bourgeois of the West riding, many of whom settled in New Scarborough, the town's exclusive South Cliff suburb. Finally, on cheap rail excursions, in motor coaches by road, and latterly in private cars, the masses have converged at weekends and bank holidays on the Foreshore's slot machines, candy floss and fish and chips.

Change and variety

Nevertheless, through all these social and economic changes, Scarborough has retained its broad variety. Though the herring and cod are almost extinct and the coastal coal trade has long since disappeared along with sailing ships, Scarborough has still three handsome and awesome harbour piers where pleasure craft have largely displaced working vessels. Though battered during the wars between the Roundheads and Cavaliers, the once-royal castle survives conspicuously as an English Heritage monument and a popular icon. Once humming with shipbuilders, Sandside is now alive with cafés, ice-cream parlours and bingo players. South Cliff had to accept a road bridge link in 1865 which was widened in 1928, yet it retains its superior character in buildings and their occupants. And 800 years after they were first laid out in gridiron pattern, residential Oldborough is still distinctively different from commercial Newborough and its modern extension, Westborough.



The Rotunda Museum, designed by William Smith, the 'Father of Geology'. It was built in the 1820s as a museum, meeting house and library; the two wings were added in 1861.



1890s photograph of the beach, donkeys and Seawater Baths

Scarborough's Public Realm

History of Scarborough

Engineering excellence and municipal pride

Scarborough has continued to expand in area and population. Thanks to the electric trams (1904-31), the construction of the massive Marine Drive (1897-1908), and not least to the energy and vision of Harry Smith, borough engineer from 1897 until 1933, the North Side became another distinctive part of Scarborough's kaleidoscope. Smith was mainly responsible for Alexandra Gardens, the Floral Hall and Peasholm Park before the First World War, and the Glen, the North Bay promenade, Northstead Manor Gardens, the miniature railways and the open-air theatre after it. During these golden years of municipal enterprise the town's 55 acres of public parks grew to 350 acres and Scarborough became truly a garden by the sea.

Housing development

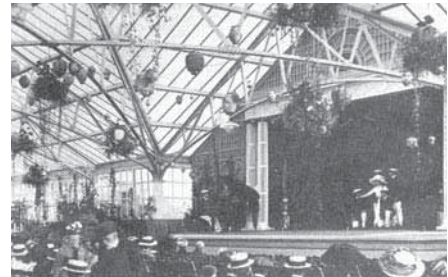
During the inter-war years Scarborough's population levelled out at about 40,000 but spread over a widening hinterland. Slum clearance and Council re-housing after 1918 led to the creation of new estates on the perimeter at Edgehill, Barrowcliff, and from the 1950s most distantly at Eastfield. Light industry in the form of coach-building, printing, engineering and food processing also found the outskirts more accessible to the main A64 road link.

Declining fortunes

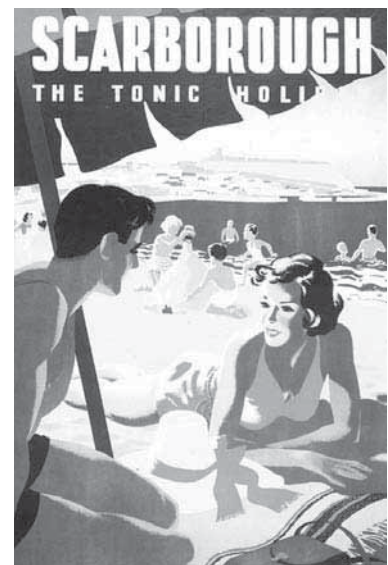
But Scarborough could not escape the dire consequences of cheap Mediterranean holiday packages and the changes brought about by de-industrialisation. In the last quarter of the twentieth century decay and dereliction became visible features of its infrastructure: Hotels closed and some of the best were demolished; the Floral Hall vanished; the open air theatre that had once seated 8,000 spectators became a wasteland; the Grand Hotel was bought by Butlins; the Royal Opera House was wrecked; the South Bay Pool was abandoned; the Mere became a swamp, and trees grew out of what had been Marshall and Snelgrove. A penniless Council seemed powerless to intervene. The only exception to this sad catalogue was the triumphant conversion of the old Odeon Cinema into Sir Alan Ayckbourn's new Stephen Joseph Theatre.

At the beginning of the twenty-first century Scarborough sits poised uncomfortably on the sharp edge between further, perhaps irreversible, decline, and the promise of an urban renaissance. Given past precedents and present initiatives, the signs seems more promising than pessimistic.

With thanks to **Dr Jack Binns** for his kind contribution of this text



The Floral Hall (demolished in 1987) was a theatre built in 1910 in the Alexandra Gardens, the result of efforts by Harry Smith, the enterprising borough engineer



1940 poster advertising Scarborough as a holiday destination



1897 view of North Bay; the pier was destroyed by a storm in 1905

Scarborough's Public Realm

Land form - topography



Steep slopes are part of Scarborough's coastal character



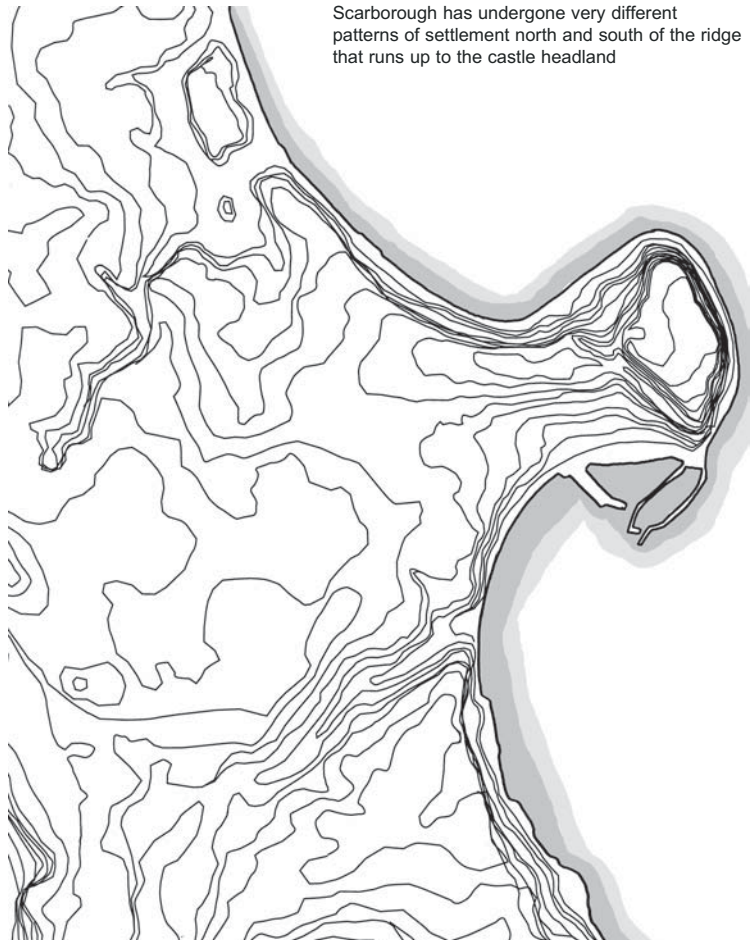
The castle headland with the Old Town occupying the slopes between the ridge and the Foreshore. In the foreground the Spa Complex is partially built into the slope behind it.



South Cliff with cliff slopes leading down to the Spa Complex and Olivers Mount beyond



Erosion of the castle headland



Scarborough has undergone very different patterns of settlement north and south of the ridge that runs up to the castle headland

The unique land form of hills, valleys and cliffs has fundamentally influenced the development of Scarborough over time. Human ingenuity has harnessed the topography to advantage; from periods of fortification and defence, to leisure and resort development, the slopes have been turned into great assets for the town. The development of Scarborough has responded to its unique topographical situation by creating:

- access routes to the town along valley bottoms and contour lines
- built form that exploits south facing slopes to minimise overshadowing
- level changes that occur within buildings themselves
- individual buildings and whole urban blocks oriented to gain maximum advantage of the aspect and prospect afforded by the topography.

The disadvantages of this land form have been that coastal erosion has been a constant factor on the seaward side, whilst during its later period of expansion, the presence of Oliver's Mount has resulted in a discontinuity of the town's development to the south.

Scarborough's Public Realm

Land form - topography

Current initiatives

Scarborough Borough Council is implementing a range of management strategies to respond to the the dynamic geology of the town's land form.

These include:-

- a Coastal Defence Strategy to manage sea walls, breakwaters and stability of the land. This strategy resulted from a series of detailed studies that include dynamic modelling of the coastline's behaviour over time and hydrology
- landscape management programmes which conserve the valleys as civic gardens and stabilise the slopes that they themselves occupy. Current projects of this type include the restoration of Peasholm Park, stabilisation of St Nicholas Cliff and repair and renewal of Valley Gardens
- retention of the three cliff lift services.

Issues for the future

Whether existing funding that is available under the Coastal Protection Strategy can be 'bent' to support projects that are related to the urban renaissance programme is an issue which may need to be considered in the future. Works programmed under the Coastal Protection Strategy might at the same time provide improved access to the Spa Complex and the South Bay Pool. These works might also contribute to future improvements to the Foreshore, Sandside and any improved links between North Bay and South Bay.

The future of the South Bay Pool is inextricably linked to the implementation of the Coastal Protection Strategy. For the South Bay Pool project to succeed, a flexible and robust solution will be required.



Cliff lifts enhance access between the high level urban areas and the shore line



Pedestrian bridges resolve severe level changes and facilitate horizontal circulation



Ramped and sloping paths are the most common method of accommodating level changes

Scarborough's Public Realm

Land form - views and vistas



Scarborough's Old Town has a tightly knit medieval street pattern that affords occasional glimpsed views of the landscape beyond



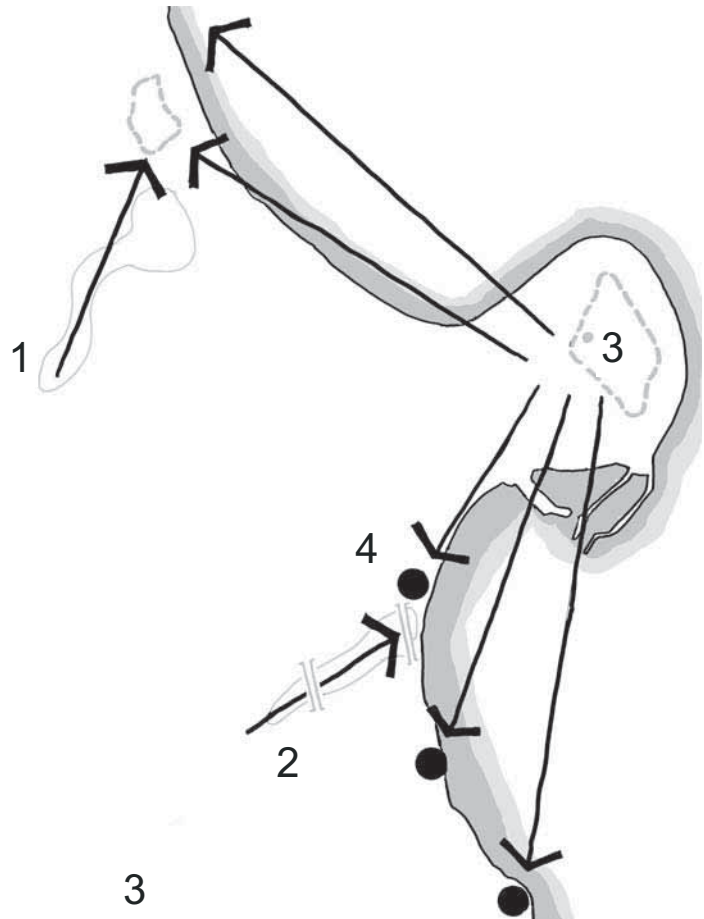
The keep of Scarborough Castle provides a single point of orientation from most parts of the town



Views from the Valley Gardens of the North Sea are framed by the arches of the Spa Footbridge



Oliver's Mount affords views of much of Scarborough and highlights the important visual relationship between the Mount and the Castle headland



A walk through Scarborough reveals a rich mix of views and vistas, from the tightly knit streets of the Old Town, to the expansive views of the sea front and the town's ornamental gardens.

Peasholm Park provides vistas inland of its own wooded valley and outwards towards Peasholm Park Island, North Bay and the possible North Bay development site. (1)

Valley Gardens form an exemplary composition of buildings and landscape that draws visitors down to the sea under the arches of a series of bridges. (2)

The Castle and Oliver's Mount provide the most expansive views and their prominence indicates a relationship between the two that could be better exploited for the benefit of the town. (3)

The Grand Hotel demonstrates that Scarborough can absorb significantly scaled built form that, if carefully designed, can enhance rather than detract from the more human scale of the town's streets. (4)

Scarborough's Public Realm

Land form - views and vistas

Current initiatives

There are no specific local policies related to strategic views in the town, but most landscape issues are however dealt with under planning control relating to conservation. There are local policies concerned with the protection of landscape features particularly the coastline and historic parks and gardens. Some of Scarborough's bridge structures, the Castle and St. Mary's Church have all benefited from lighting strategies that significantly improve the town at night.

Key issues

At present, planning controls include the protection by listing of key buildings that contribute to the unique character of Scarborough. There is, however, little protection of these buildings from the effects of more recent economic decline. Other initiatives that aim, for example, to generate increased dynamism in the local economy, will be a key goal in this respect.

Accommodating change

An extended, town-wide lighting strategy that links the highly symbolic landmarks of Oliver's Mount and the Castle could be undertaken. This could be a significant intervention that could be achieved at a relatively low cost, whose impact could be limited to certain times of the year.



Vistas framed by bridge arches can draw attention to key buildings such as the Rotunda



Views across Peasholm Lake towards North Bay



The Grand Hotel, St. Nicholas Cliff



The Castle and its keep viewed from North Bay

Scarborough's Public Realm

Land form - civic gardens



Valley Gardens viewed from the Spa foot-bridge showing the formal layout of planting beds with the backdrop of wooded valley sides



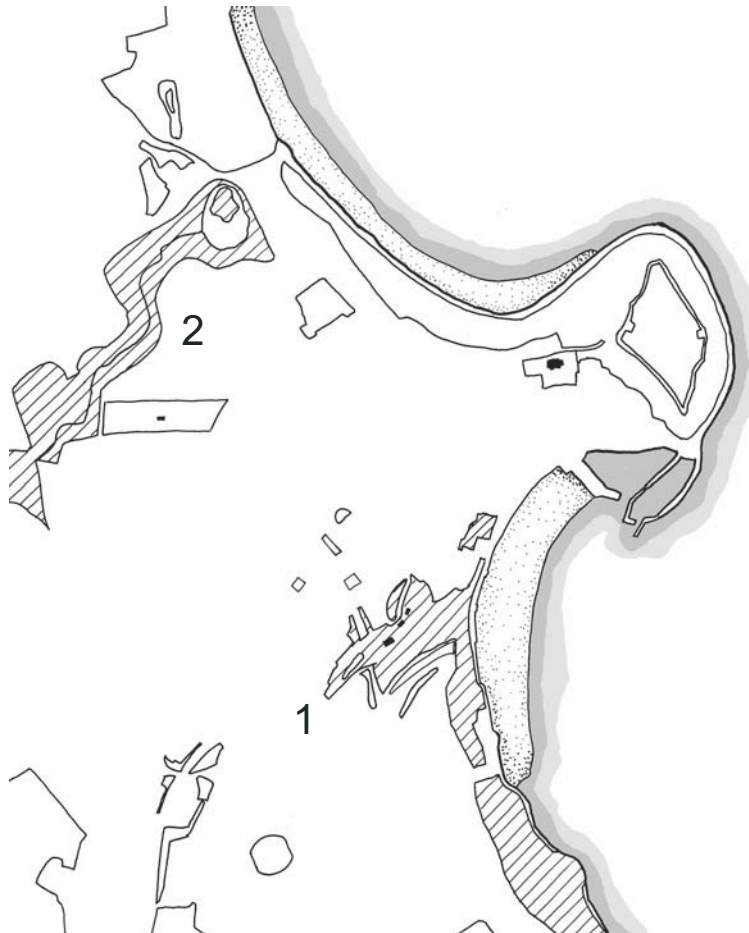
The main facades of the former villas in the Crescent, now civic buildings, orientated towards Valley Gardens



Peasholm Lake where, until the 1980s, naval battles were re-enacted using model boats. Firework displays also took place in the park



Riverside walks run the length of Peasholm watercourse from the formal Japanese style gardens to the more natural woodland landscape upstream



Two deep valleys - Valley Gardens (1) and Peasholm Valley (2) - penetrate the town in a roughly west to east direction and are used as civic gardens. Together, the two parks have great potential for linking many parts of the town as walking routes.

The Valley Gardens consist of a linear arrangement of different landscaped spaces, from lakes and woodland below Grosvenor Road to the formal planting beds and boulevard under Cliff Bridge. On the seaward side, the valley is dominated by over-engineered highway structures that sever the connection between the valley and the sea.

Peasholm Park is a clever exploitation of land form and watercourse that uses soil extract to create both lake and ornamental hillock features. The park was initially designed as a resort facility, with more land being added to it at a later date. A path network has been developed to include Peasholm Glen, the Cemetery and Peasholm Beck.

In addition, a series of cliff-top gardens exploit the level change between the town and the shore line, most notably Holbeck and St. Nicholas Gardens.

Scarborough's Public Realm

Land form - civic gardens

Current initiatives

Scarborough has had the good fortune to inherit a wealth of civic gardens and open spaces, many developed by entrepreneurs who were associated with the growth of the resort economy.

The responsibility of this infrastructure and paying for its maintenance has become a burden for the Borough Council and is under review.

Scarborough Borough Council has a series of initiatives for the maintenance of the civic gardens which are being funded from a range of sources, including normal Council revenue, lottery grants and government regeneration funds. These projects include:-

- stabilisation works to St Nicholas Gardens
- restoration works to Peasholm Park
- repair works to Valley Gardens.

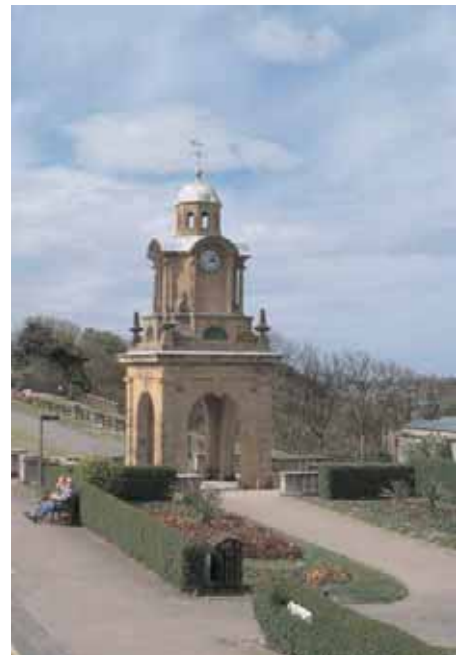
Accommodating change

Scarborough Borough Council Technical Services Department have the responsibility of delivering the management programme for all public spaces across the Borough. Although the delivery of this service is very good, the resource burden of managing 547 Ha of parks and 180 Ha of woodland is immense. Much of the land within Scarborough town is managed by a staff of 20-30 people who operate under a capped budget.

For the future, there might be opportunities linked to the wider urban renaissance programme, to develop public-private sector partnership agreements for the management of Scarborough's civic gardens. For example, the landscape associated with Wood End Museum could be transferred to the Museum as a management entity whether this be for museum services or private sector use.



The Castle grounds and ramparts are little used in comparison to other open spaces in the town



In Holbeck formal Italianate gardens are integrated with the organic layout of paths that lead to the shoreline



West Square is an example of the many Victorian squares framed by buildings that provide amenity to occupiers and passersby

Scarborough's Public Realm

Urban growth to the 12th Century



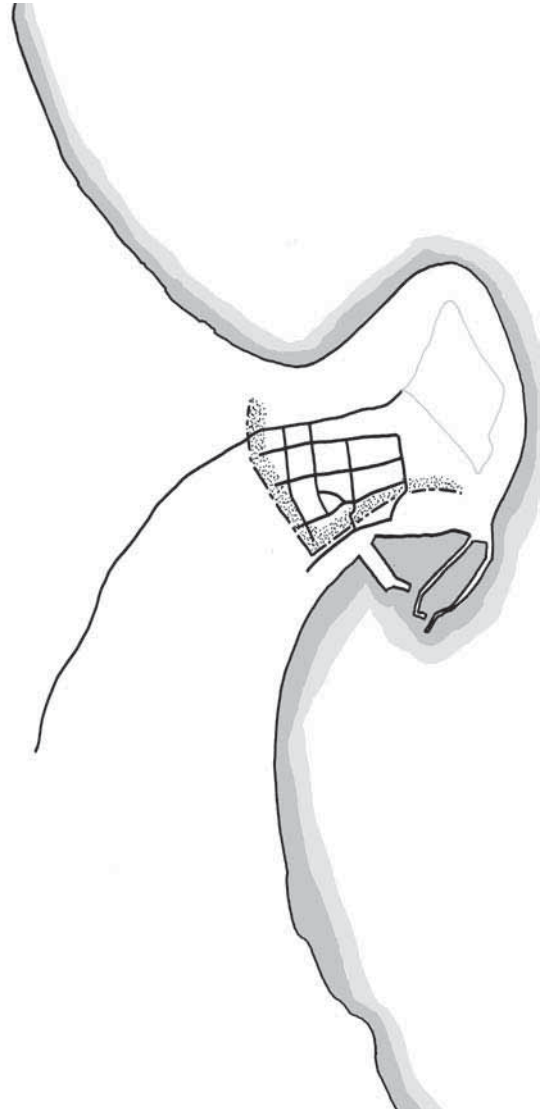
The 1160 castle followed a history of earlier fortification of the headland in the Iron Age, Bronze Age and Roman periods



In the twelfth century the harbour was the focus of both shipping and fishing



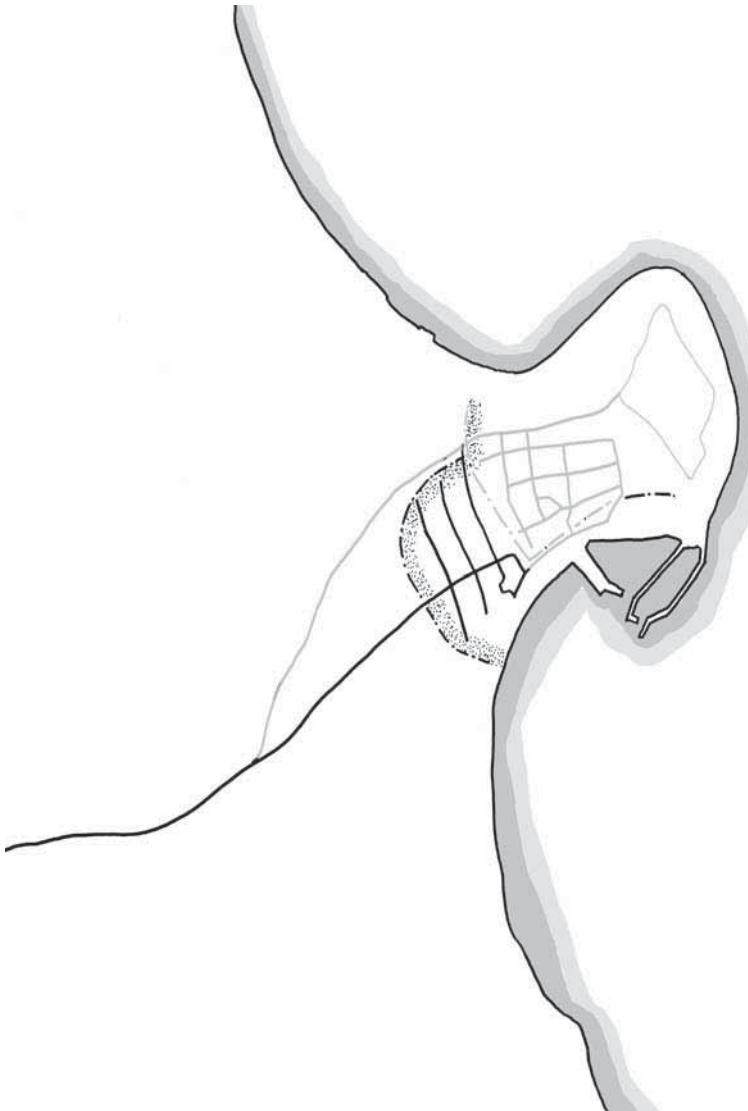
The termination of Eastborough which was formerly part of a direct route from St Mary's Church to the harbour. West Pier was a later addition to the harbour.



- The 12th Century settlement of Oldborough was defined by defensive walls and ramparts.
- The settlement exploits the protection and natural land form of the headland that sheltered it from north-westerly winds.
- The northern boundary of the settlement was defined by the access road to the Castle, which is possibly of Roman origin.
- As most communication with the outside world was by sea, the settlement boundaries were gated to the north and on the harbour side.

Scarborough's Public Realm

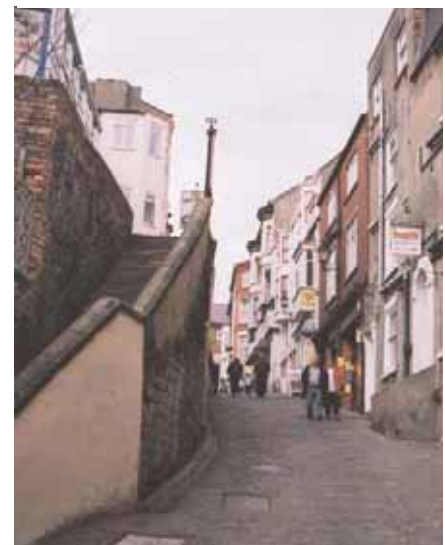
Urban growth - later middle ages



- Expansion beyond Newborough brought the town's defences south west to a line that corresponds with North Marine Road, North Street and Valley Road.
- Falsgrave emerges as a settlement in its own right.
- A route to Filey was established across the Valley to Ramshill.



Eastborough extends westwards to become Newborough



Blands Cliff links Foreshore Road to Newborough, Scarborough's principal commercial street and St. Helen's Square and Cross Street beyond



The scale of the Market Hall on St Helen's Square indicates the extent of trading that once took place in the town

Scarborough's Public Realm

Urban growth to the 1750s



Resort development on Falconer Road including the Royal Hotel and St. Nicholas Cliff



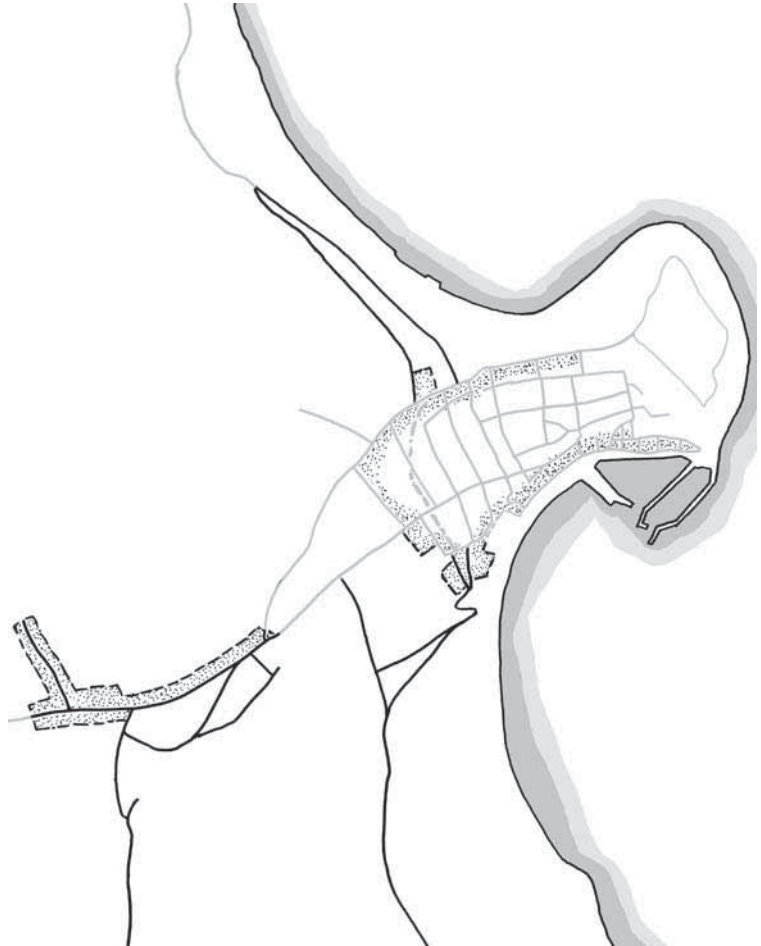
Bar Street on the line of redundant town defences provides commercial frontage between Westborough and the Cliff edges



The corner of Westborough and Victoria Road marks the former limits of Scarborough and the beginning of Falsgrave



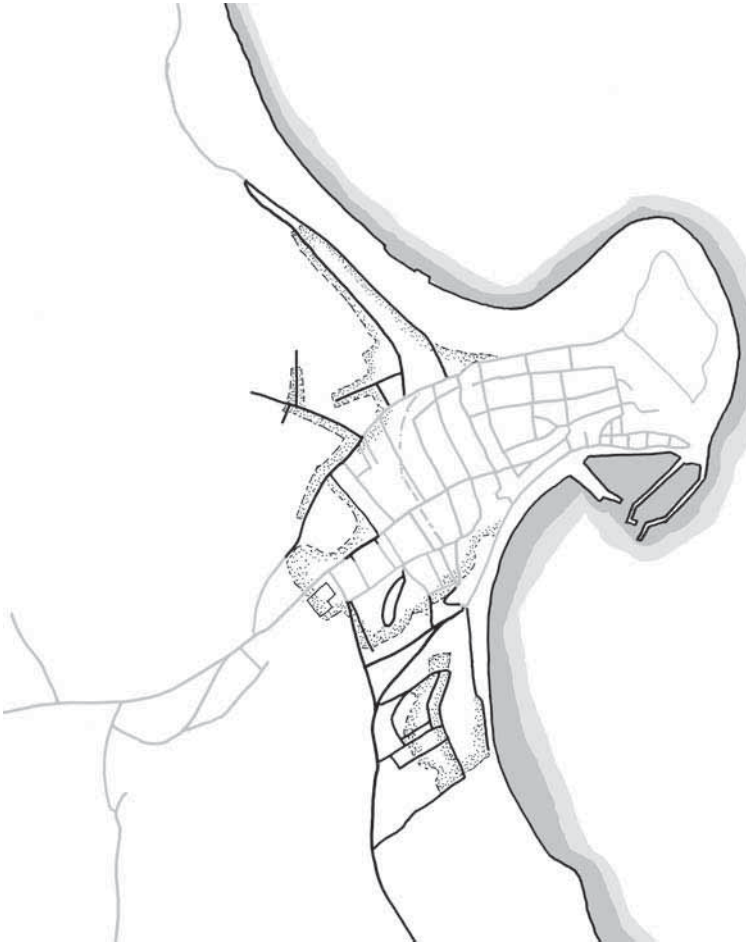
Falsgrave established itself a centre in its own right with development extending towards the Seamer Road Corner



- Newborough was developed as an extension of Oldborough as commercial activity increased beyond the former limits of the Old Town.
- Manufacturing output increased as trading on the North Sea developed.
- The Old Town's defences became redundant as new ditches and ramparts were constructed.

Scarborough's Public Realm

Urban growth to the 1850s



- Scarborough was consolidated as a resort with new housing built to support an expanding middle class population.
- Artisans' housing laid out in terraces was also built to support the growth of the manufacturing industry.
- Suburban expansion of the Weaponess area to the south was limited by the scarp face of Oliver's Mount.
- Significant westward expansion created the Prospect and Gladstone neighbourhoods.



Built in the 1840s, the L.N.E.R. terminus significantly increased the accessibility of both goods and passengers to Scarborough.



Further resort development along South Cliff with set piece designs such as The Crown Hotel



Ramshill established itself as a centre in its own right.



The Cumberland Hotel along with the Carlton and the Esplanade define the southern edge of Valley Gardens.

Scarborough's Public Realm

Urban growth to the 1890s



Filey Road in the foreground of this image serves suburban development around the base of Oliver's Mount



Semi-detached houses with aspect onto Shuttleworth Gardens



Grand suburban houses in the Weaponess area, a series of looped roads that lead up to Oliver's Mount



Typical late Victorian expansion of the Gladstone Road area



- Use of the L.N.E Railway increased accessibility to the town, attracting visitors and improving the distribution of goods
- Manufacturing increased as accessibility developed and the William Street area was established, characterised by a multitude of workshops
- South Cliff resort development expanded to include more hotels and lodgings as grand design statements, such as the Prince of Wales Gardens.

Scarborough's Public Realm

Urban growth to the 1950s



- Suburban expansion along the main arterial routes towards Scalby, Seamer and Osgodby.
- Housing in the expansion area was typically of low density with increased space for private cars, both on highway and on plot
- Changing space standards also contributed to dispersal, moving away from by-law housing and towards Parker Morris space standards, impacting on amenity space in and around the home.
- The most typical housing type was semi detached with very little diversity, characterised by large building set-backs and on plot parking.
- Industrial uses reduced their reliance on rail and spread along the main arterial routes, notably the A64.



Turn of the century by-law terraced housing bordering the cemetery with the end of terraces orientated towards open space



Semi-detached houses along Glenbridge and Ryndleside with aspect away from Peasholm Ravine



Barrowcliff has pockets of environmental stress with vacant and vandalised houses. This is a location where funding for housing renewal is apparently required.



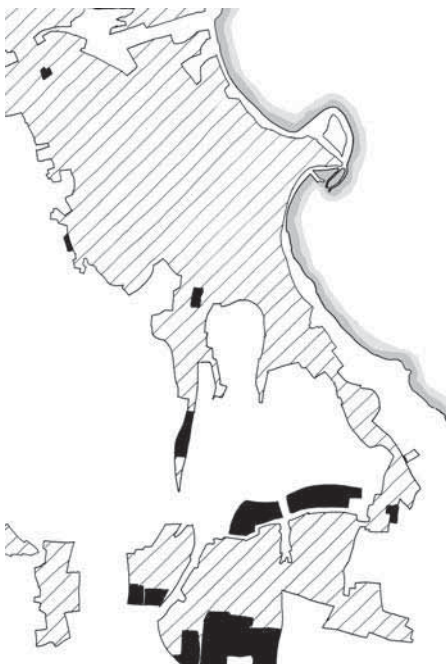
Barrowcliff SureStart office is typical of the low density housing with minimal street structure and poor quality boundaries.

Scarborough's Public Realm

Urban growth



Outward growth of the settlement is limited by constraints to the east, north and west making southern expansion the easiest option.



Areas of planned growth as identified in the 1999 Scarborough Borough Local Plan which concentrates on greenfield land around Eastfield

Current Initiatives

Any outward growth of Scarborough is limited by sea, protected landscape and the town's topography. Over the past 10 years, Local Plan policies have led to a consolidation of the southward expansion of the town, including the A64 corridor and in sites around Eastfield and Seamer. Over time, planning briefs for these areas have evolved from 'traditional' approaches to the zoning of uses, to more recent guidance that places a greater emphasis on sustainable residential quality: a range of residential densities; integrated public transport and mixed-uses.

More recently, national planning guidance has changed, including the 2002 Planning Policy Guidance Note 3 (PPG3) on Housing. Under PPG3 it is now mandatory for local authorities to assess the availability of development land within existing urban areas, prior to further outward development on the urban fringe. This is important in towns such as Scarborough, which has experienced decline, depopulation and negative impacts on property values.

Key issues

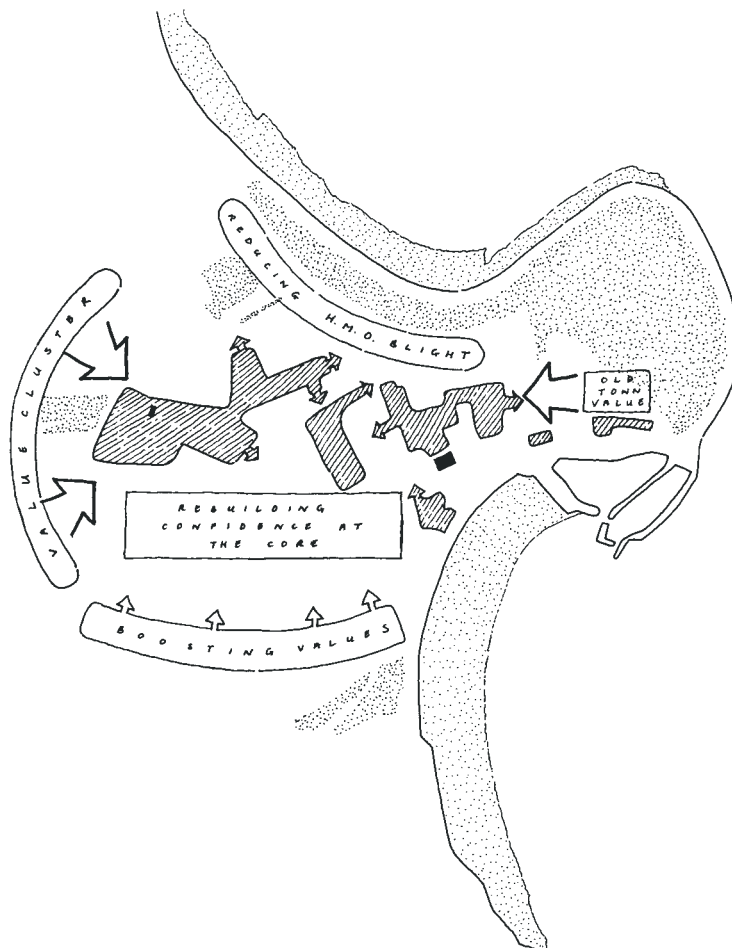
Depopulation has resulted in many empty properties in the town centre, particularly accommodation over retail premises. It is in these key locations that the urban renaissance of Scarborough could start, given a new confidence in rejuvenated public spaces, new economic vitality and more people inhabiting the town centre.

Rather than view the greenfield-brownfield debate in Scarborough as mutually exclusive issues, the key factors that require resolution are:-

- To complete the ongoing capacity study of the potential of Scarborough's vacant and under-used land and empty buildings to absorb growth
- To review what critical mass of new population might be required to bring new vitality to the town
- To set re-population targets to be in line with the town's capacity to grow
- To apply sequential testing principles to land release; and
- To review these targets to balance the aspirations of PPG3 with the market's perceived desire for a wide range of property choices.

Scarborough's Public Realm

Urban growth



Accommodating change

As Scarborough's town centre has lost some of its population, there are empty sites and buildings that can be used to bring about significant change in the way that the town centre functions. The renewal of neighbourhoods in conjunction with the reuse of under-used land and buildings will have several benefits:

- turn around trends that are tending to lead towards environmental degradation in some areas
- strengthen values where the property market might be vulnerable to decline
- follow the aspirations of other neighbourhoods that are experiencing gentrification.

At least two areas were identified in walkabout surveys that warrant further study: the William Street Car Park area; and the Friary area of the Old Town. These opportunities are discussed in the Neighbourhood Renewal Assessment Scoping Study that follows later in this document.

Capacity for development and consolidation in the town centre, focusing on vacant and under-used land and opportunities housing stock renewal



The old hospital site and William Street Car Park hold the key to increasing town centre growth and renewal

Scarborough's Public Realm

Townscape character



Foreshore Road



Resort architecture - the Esplanade



Monumental set piece - the Rotunda, Valley Road



Victorian terraced housing near Victoria Road



Medieval Core



The medieval core is characterised by a series of tightly knit streets laid out along the ridge that leads up to the castle headland. Buildings, which normally have a minimal set-back from the street line, often respond to the land form by absorbing level changes within them.

Town Centre

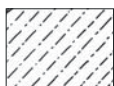


The town centre has many of the characteristics that are commonly associated with town centre retailing environments: the bustle of commerce followed by a steep drop-off of activity as the evening approaches; many larger scale buildings that tightly define the spaces in which they stand; 'shatter zones' - dislocated spaces that are dominated by rear service access, and particular points of vehicular / pedestrian conflict, the result of high footfall and vehicular usage in the town centre area.

Scarborough's Public Realm

Townscape character

Key to townscape character areas



Valley Landscape

Views into and out of the Valley Gardens, a significant point of arrival that leads to Scarborough's shoreline, are framed by trees, bridge structures and buildings constructed at the top of the steep slopes. As one makes progress through the Valley Gardens, woodland gives way to a more formal, engineered landscape, and eventually to an over-engineered highway, a major point of vehicular / pedestrian conflict.



Resort architecture

Those parts of Scarborough that were constructed at the height of the town's development as a resort are typified by buildings of large volume and an almost grandiose scale. As in other seaside towns, many of the streets were constructed perpendicular to the shoreline, with bay windows provided for the occupants to enjoy oblique views of the ocean. In the urban design of these areas, the developers have set out to impress, creating architectural set pieces and landmarks.



Victorian expansion

The streets and buildings of the Victorian period are identified by their orderliness, often prescribed by the introduction of the local authority by-laws that were created to try to ensure that even the most modest dwellings had access to a modicum of amenity and sanitation. In the more wealthy parts of town, the Victorian builders provided large homes that are so robust that many have been used very flexibly over time.



The Twentieth century

Developed further away from the town's core, Scarborough's twentieth century suburbs are typified by wider streets, a significant amount of space given over to the parking of cars and low overall densities.

Scarborough's Public Realm

Town centre commercial frontage



The bustle of the Westborough - Newborough - Eastborough commercial artery



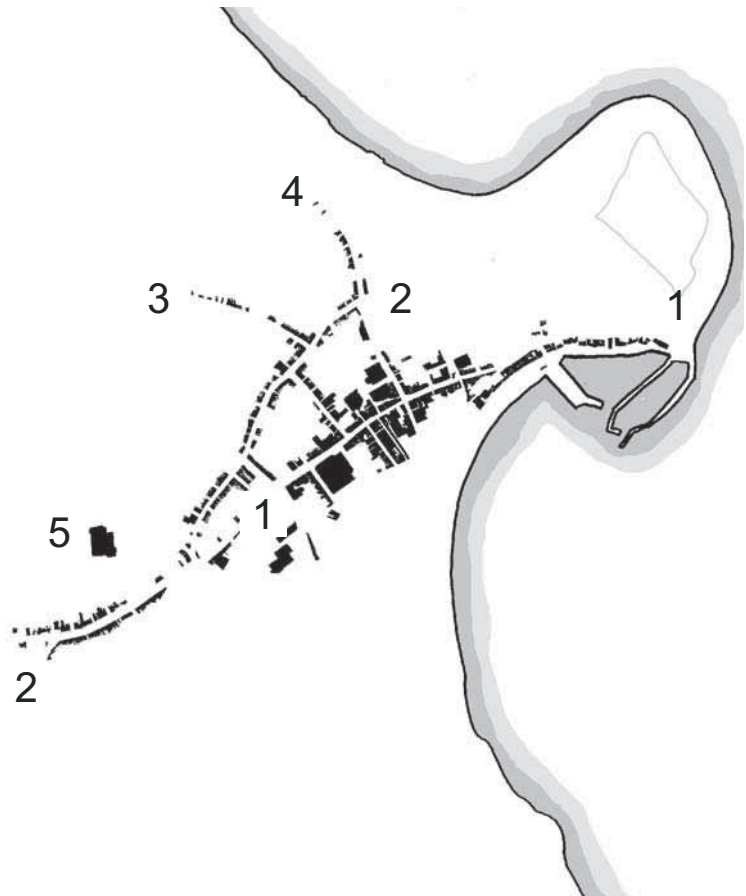
Paving in Westborough, which was pedestrianised in the 1980s, lacks coherence and impact



Street furniture in Westborough



Paving in North Street - Waterhouse Lane, a pedestrianised extension of Newborough. The site at this intersection is scheduled for redevelopment



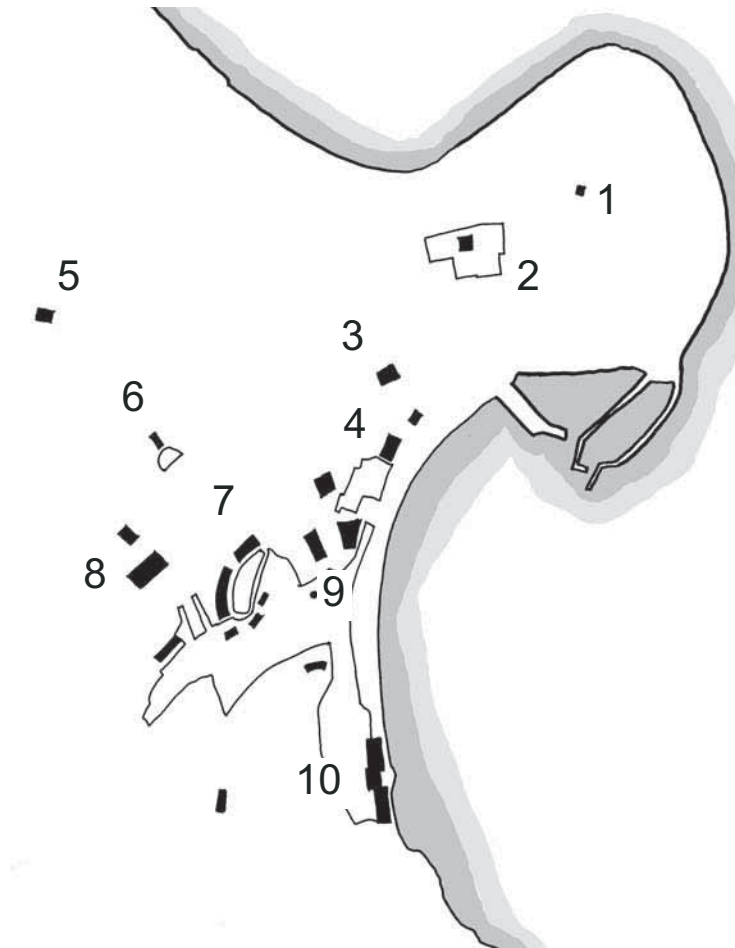
The figure-ground drawing above has been made from a detailed survey of Scarborough's retail frontage, and includes any voids not converted to other uses. What this clearly shows is the strength of the Westborough - Newborough - Eastborough - Sandside artery (1 - 1), compared to the rather more fragile Falsgrave Road - Victoria Road - Castle Road axis (2 - 2).

Perhaps the most vulnerable of all of the retail frontages in the town are the Dean Road (3) and North Marine Road (4) spurs, which appear to lack significant anchors at their 'unconnected' ends. The heavy footprint of the Safeway superstore is clearly visible (5).

One conclusion that can be drawn from the survey is that there is probably excessive retail provision to serve the town at its current level of economic activity. However, care must be taken to evaluate any proposals for conversion / consolidation of the retail provision against demand predicted by future growth scenarios for the town.

Scarborough's Public Realm

Landmark structures and buildings



Scarborough has a rich diversity of landmark buildings, structures and architectural set pieces. The drawing above identifies a number of these, some of the more significant of which are annotated below:-

1. Scarborough castle
2. St Mary's Church
3. Market Hall, St Helen's Square
4. The Futurist Theatre
5. Dean Road Gaol
6. Albermarle Crescent and Church
7. The Crescent
8. The Stephen Joseph Theatre - former Odeon Cinema
9. The Grand Hotel
10. The Spa Complex



The Valley Bridge, whose structure was recovered from York by an entrepreneur in the 1880's



The Stephen Joseph Theatre



The Grand Hotel



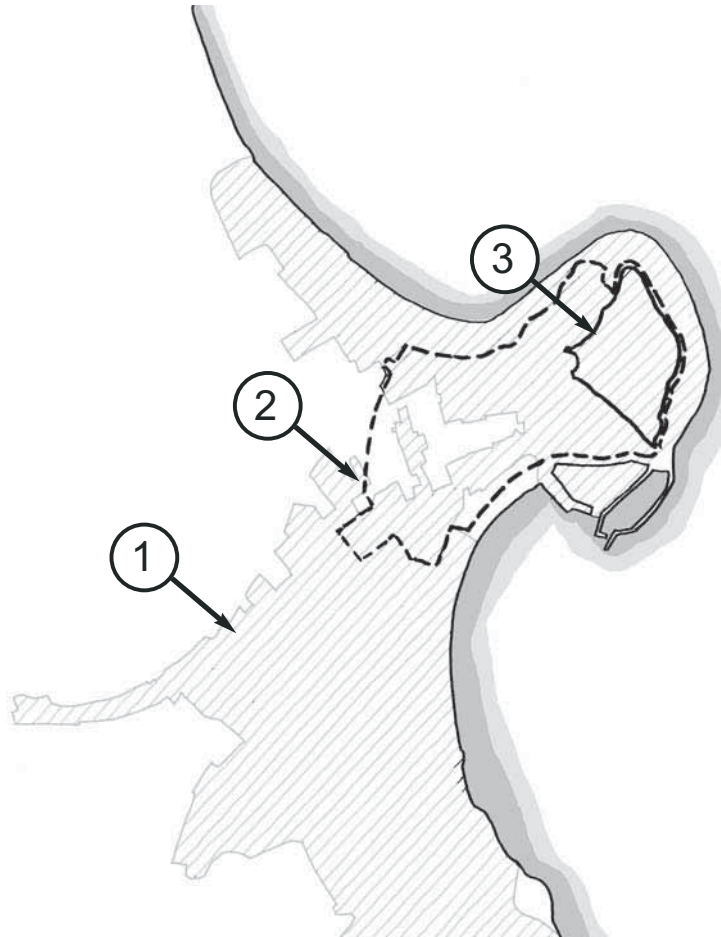
Dean Road Gaol

Scarborough's Public Realm

Historically important townscape



Above: examples of historically important townscape at risk.



Scarborough has implemented a variety of conservation measures to control development and respect existing townscape within historically important areas.

- The conservation area identified above (1) has been the basis for controls such as design guides for building frontages, shop-fronts and conversions. There have also been grants provided for householders and occupiers for improvements such as retaining traditional sash windows and boundary railings.
- Much of Eastborough and Newborough contain archeological deposits. Proposed new developments in these areas (2) will require designs to respond to the findings of Archaeological Field Evaluations as part of development proposals. They must also demonstrate preservation that does not prejudice future investigation.
- The castle headland (3) is a Scheduled Ancient Monument of local and national importance and conservation is seen as the highest priority. In this context management is essential to control human activity in order to avoid needless erosion. However, balancing preservation with the need to make the site more useful and to support Scarborough's renaissance, rests with English Heritage and therefore further studies will be required.

Scarborough's Public Realm

Major vehicular routes



The A64, York to Scarborough (1 - 1), and the A165 Whitby to Bridlington (2 - 2) roads converge in Scarborough town centre adjacent to the railway terminus (3).



A64, the Seamer Road corridor, at the point where it enters Scarborough



The A165 in Scarborough town centre, close to its intersection with the A64, a major point of severance in the town

Scarborough's Public Realm

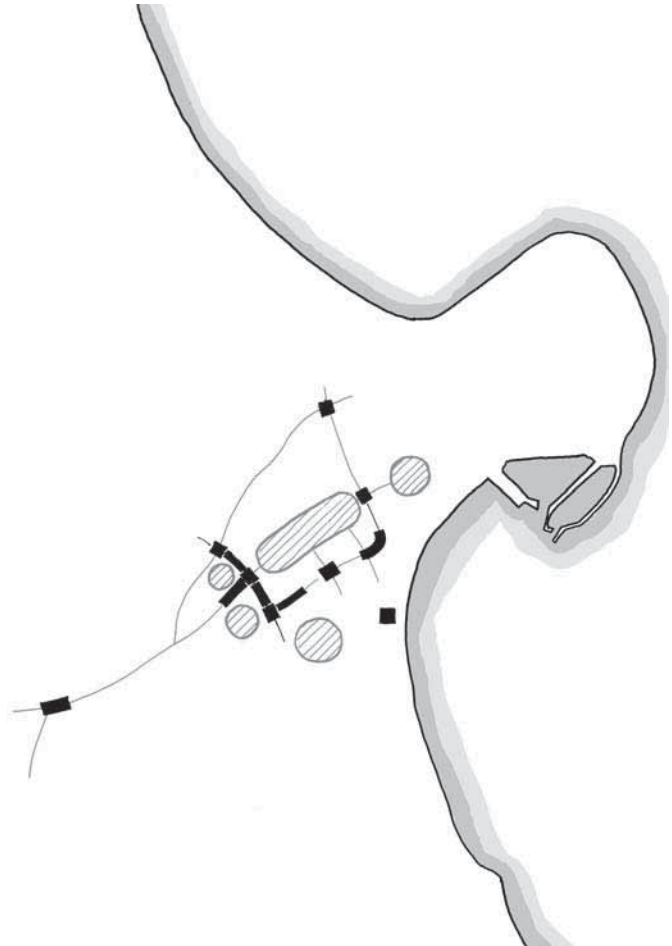
Points of severance and conflict




Pedestrian severance at the intersection of Valley Bridge Road and Somerset Terrace



Northway (the A165) which is dominated by traffic and causes severance in the town centre at the junction of Westborough and Falsgrave Road

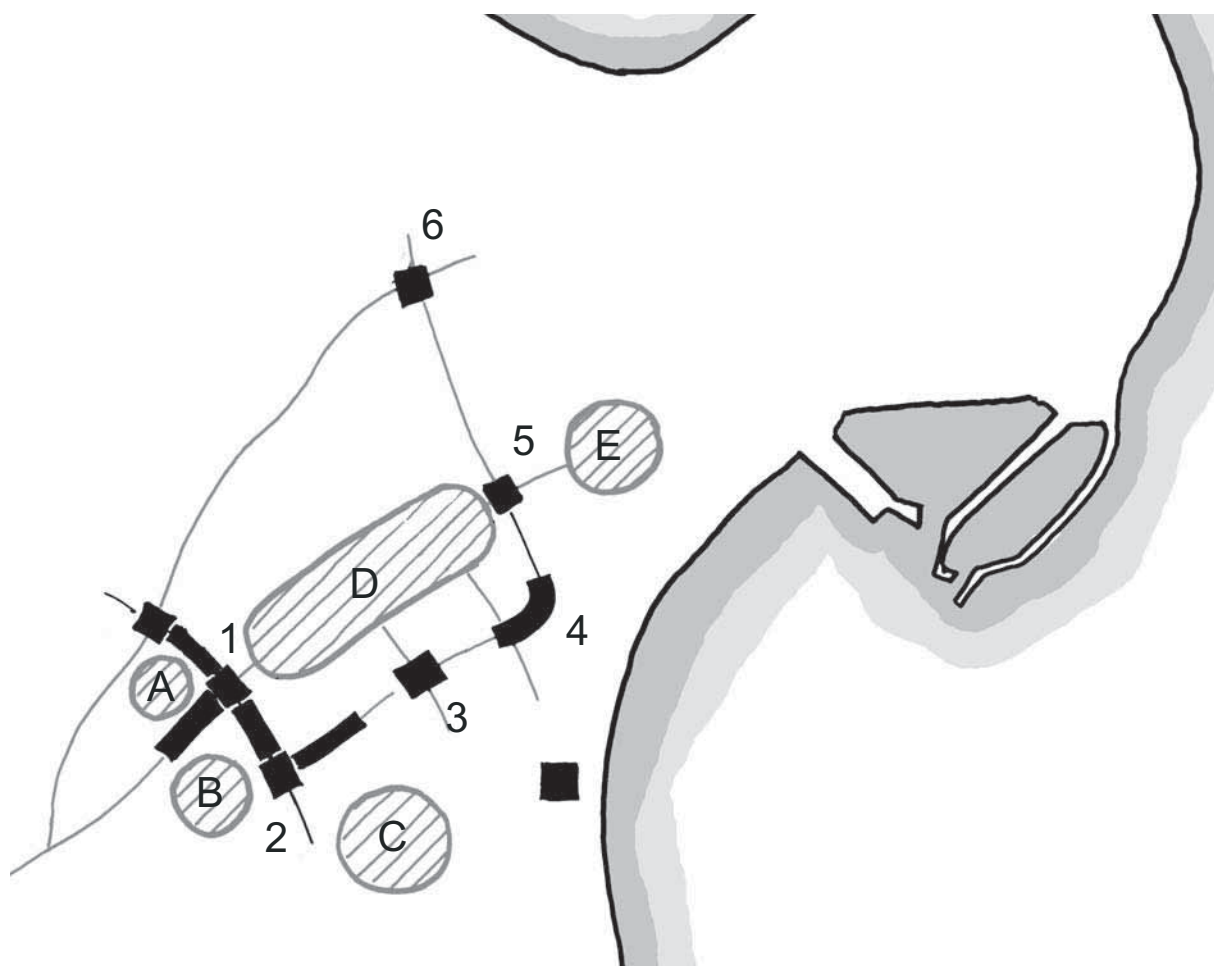


 Dark areas indicate points of significant vehicular / pedestrian conflict or severance in the town centre. These occur mainly on the A64 and A165 corridors and at points on the town's one way system.

 The lighter shaded areas show the principal pedestrian attractors in the town centre.

Scarborough's Public Realm

Points of severance and conflict



Key

Points of significant vehicular / pedestrian conflict

1. Westborough and Northway (A64 / A165 intersection)
2. Valley Bridge Road and Somerset Terrace
3. Huntriss Row and Falconers Road
4. St Nicholas Street and entrance to St Nicholas Gardens
5. St Nicholas Street and Newborough
6. Castle Road and North Marine Road

Principal pedestrian attractors

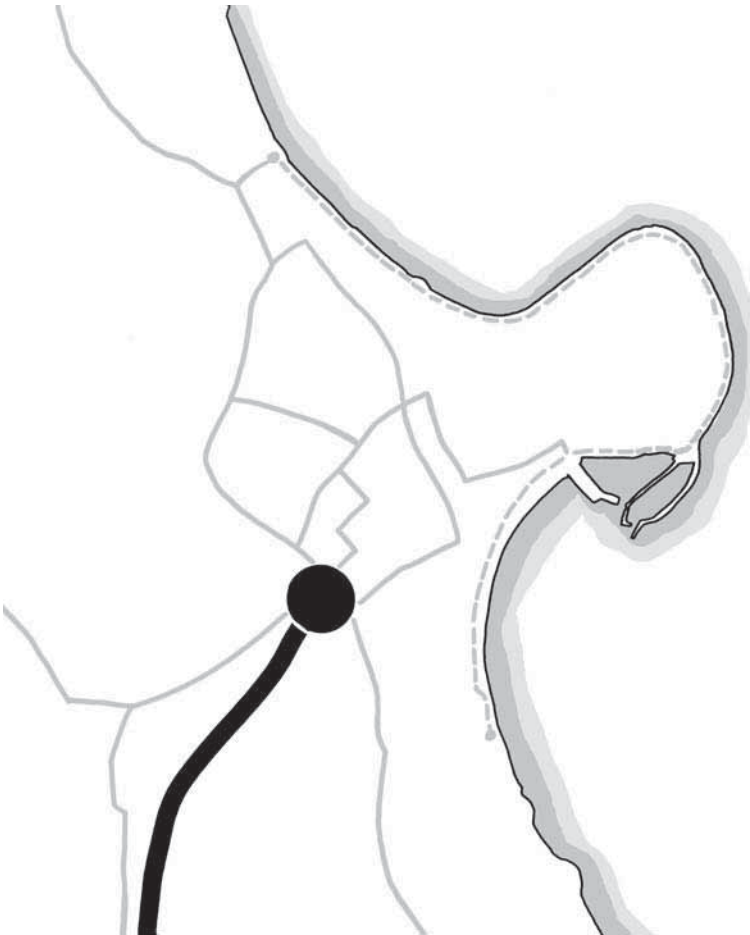
- A. Stephen Joseph Theatre
- B. Scarborough Railway Terminus
- C. The Crescent and Gardens
- D. Westborough / Newborough / Eastborough
- E. Eastborough to Sandside

Scarborough's Public Realm

Railway and bus networks




Scarborough railway station




Scarborough railway terminus

Key



Train/bus network



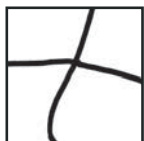
Bus routes

Scarborough's Public Realm

Cycle and pedestrian movement



Legend



Principal cycle routes



Valley, cliff top and seashore pedestrian routes



Areas of beach (exposed at low tide)



The pedestrian bridge access to the Spa Complex



Pedestrian access to Plantation Hill



Dog and Duck Lane near Quay Street



Pedestrian priority area on Foreshore Road

Scarborough's Public Realm

Park and Ride facilities



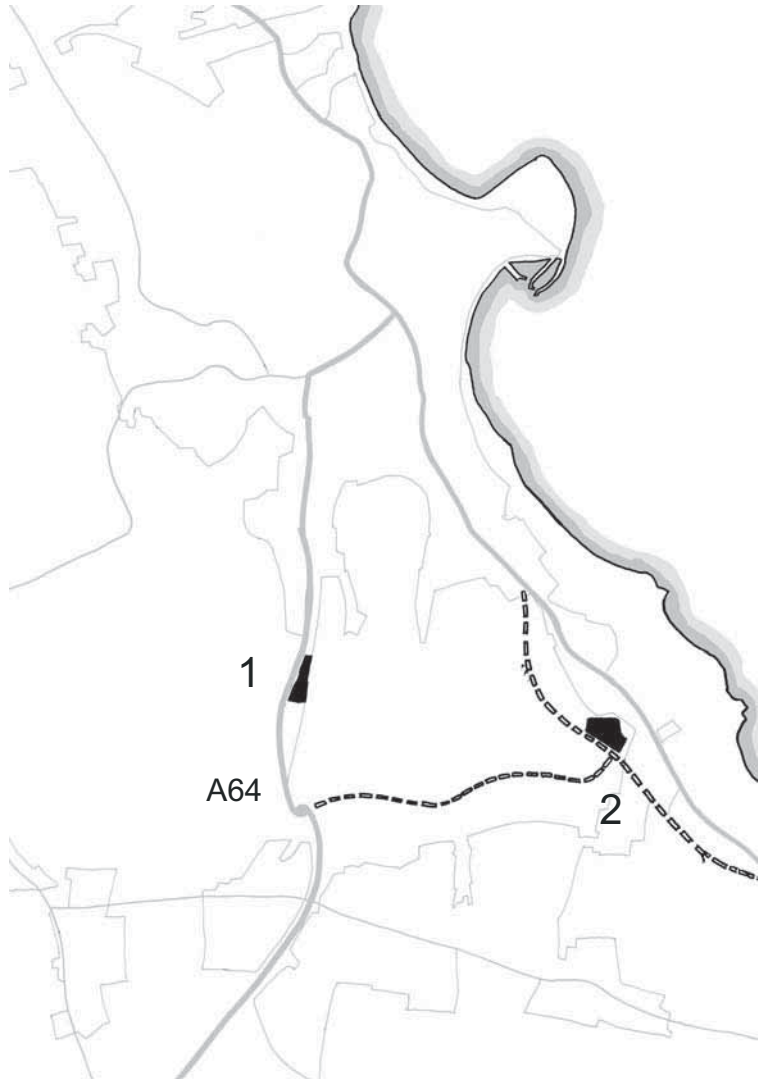
Bus service in Scarborough town centre



Over 13,000 car parking spaces are currently available in or near Scarborough town centre, drawing traffic close to the heart of Scarborough.



The Seamer Road corridor and the Mere, proposed site of one of Scarborough's projected Park and Ride sites.



Park and Ride sites at Seamer Road (1) and Filey Road (2) as identified in the 1999 Scarborough Borough Local Plan

The provision of Park and Ride in these sites is integrated into other road improvements including an A64 link to a new Osgodby bypass.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study

Summary

Our preliminary Neighbourhood Renewal Assessment (NRA) Scoping Study provides a basis for believing the scale and nature of the problems of social and economic decline and related housing market failure in and around the centre of Scarborough warrants a strategic, long-term, multi-agency approach which could benefit from the focus and statutory significance of Renewal Area declaration. We therefore recommend that a Renewal Area proposal be developed through undertaking a Neighbourhood Renewal Assessment across an area that is bounded by the sea in the north and west; Peasholm Park, the former railway line and Safeway supermarket in the east and Valley Road in the south.

Neighbourhood Renewal Assessments generally comprise a house condition survey, a social survey, a business survey, an environmental assessment and a series of related workshops, focus groups and stakeholder meetings in which information is processed, options for change generated, options appraised, a delivery vehicle chosen or created and a ten year package of agreed interventions is negotiated and commissioned. NRAs have been carried out on areas including up to 9,000 homes and frequently include whole town or city centres.

In Scarborough an NRA on the scale proposed could involve upwards of 3,000 residential properties and take up to six months to complete. In our view it should include a detailed capacity study which looks at the scope for reinvestment in land and buildings and resettlement of households which are currently badly housed or badly served by the private rented sector. This will require the development of a convincing cross tenure investment plan that is closely integrated with the commercial renaissance of the town centre. For these reasons, the NRA could usefully be steered by the Town Team and undertaken by a combination of Council officers and specialist consultants to provide a high level of confidence to all the key stakeholders.

Scarborough's Public Realm

Neighbourhood Renewal Assessment Scoping Study

Policy context

The Local Government and Housing Act 1989 introduced statutory Renewal Areas, the provisions of which remained largely unchanged in the 1996 Housing Grants, Construction and Regeneration Act.

Renewal Areas, which normally last for ten years, provide authorities with scope to improve the housing and general amenities of an area in which social and environmental problems are combined with poor housing. The intention was to create a true partnership between the local authority, residents and private sector interests. The approach is expected to secure maximum impact by increasing community and hence market confidence in the future of an area and, through this, help to reverse the process of decline.

Coupled with the Renewal Area concept was the Neighbourhood Renewal Assessment (NRA). The NRA is an aid to decision-making comprising a series of logical steps which, when taken together, provide a thorough and systematic appraisal method for considering alternative courses of action for an area. The NRA considers a range of issues including boundary definition, economic assessment, technical feasibility and socio-environmental assessment.

The NRA was developed to help authorities to develop area based strategies which are more forward looking and wider ranging than had generally been the case, and to this end was designed to:

- help authorities to draw boundaries around cohesive neighbourhoods;
- help authorities to think about the long term future of an area by encouraging them to consider the cost consequences over 30 years of alternative options for the area;
- encourage authorities to consider all the land uses within the area under consideration and to look at ways of dealing with housing in poor condition within a wider context than hitherto;
- encourage authorities to think broadly about possible alternative courses of action for the area, taking account of both public and private cost implications, along with social and environmental factors which cannot be quantified in financial terms;
- encourage authorities to take account of a wide range of views including both those of people who already have an interest in the area (e.g. residents, landowners and local business people) and those who might want to take an interest (e.g. private developers and RSLs); and
- help to build up a commitment by all concerned to securing the implementation of the chosen strategy.

Neighbourhood Renewal Assessment and Renewal Areas (DETR, 1997).
Housing Research Summary is available at: <http://www.housing.odpm.gov.uk/hrs/hrs071>

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study

Background

The material supplied by Scarborough Borough Council suggested that there was a persistent problem of social and economic deprivation concentrated in Castle Ward and that this was associated with the high number of houses in multiple occupation, formerly used as hotels and guest houses.

We were advised by officers of the Council that whilst qualitative improvements had been achieved through a HMO Registration Scheme and the use of enforcement powers, the scale and continued growth of the private rented sector and concentration of poor and vulnerable households within it remained a particular cause for concern.

Several studies of seaside towns have identified this shift to private renting and multiple occupation throughout the 1980s and 1990s. It has sometimes been associated with the targeting of former hotels and guest houses by public agencies resettling vulnerable people from institutional care, often local support and health care services have been strengthened and housing association investment has been targeted at the area.

The development of local support services and the continued availability of a pool of cheaper housing easily accessible for rent has tended to enhance the area's attractiveness to a wider range of agencies seeking to find accommodation for people experiencing social and financial difficulties in the rural hinterland and in the big conurbations. This has reinforced a pattern of settlement and social churn influenced by the availability of Assured Shorthold Tenancies and Housing Benefit. It has helped to concentrate people with low spending power adjacent to town centres once underpinned by a strong tourism economy. Declining retail vitality and commercial values have frequently been associated with this phenomenon. In a number of cases owner occupier confidence has been eroded as people have sold out to private landlords fearing that the changing social composition of the area will threaten their equity stake.

This process has been extensively monitored and catalogued over a number of years. In a number of locations the local authorities have undertaken Neighbourhood Renewal Assessments to discover more about the problem and to develop strategies to combat it. In Morecambe, Rhyl, Hastings and St Leonards and Maryport for example the local authorities declared Renewal Areas to establish a multi-agency approach which focuses the strategic use of powers and resources over a 10 year programme of intervention aimed at restoring confidence and reinvesting in property and the public realm.

We were asked to look at the appropriateness of conducting a Neighbourhood Renewal Assessment in Scarborough and the extent of the study area and possible scope of strategic intervention that could be accommodated within a Renewal Area declaration.

Scarborough's Public Realm

Neighbourhood Renewal Assessment Scoping Study

Methodology

Council officers provided us with an extensive background reading list covering the regional and sub-regional context; housing and employment market information and forecasts, Tourism and Town Centre Management data and detailed HMO mapping. After absorbing this material we were given a detailed briefing on the private sector housing situation and undertook initial site visits with Senior Council Officers.

We then worked closely with officers representing Housing, Environmental Health, Heritage and Conservation and Town Centre Management and with a local Surveying and Property Management Company to develop a simple method of appraisal of property type, condition and value which we used to undertake a systematic appraisal of the areas around the centre of the town identified as of concern to officers.

We met with a number of agencies that provide support to vulnerable people and with some of their clients in group discussions and we mapped the use, condition and value characteristics of residential property in and around the centre of the town. We then looked at the potential for value enhancement and beneficial social and economic change through incremental reinvestment in sites and buildings to improve housing quality and value and create a more settled and sustainable environment for vulnerable people.

Finally we discussed our findings with the authors of the CURS Yorkshire and Humberside Study: Changing Housing Markets and Urban Regeneration and provided a summary for inclusion in the Council's Housing Strategy update to the Government Office.

Scarborough's Public Realm

Neighbourhood Renewal Assessment Scoping Study

Early NRA guidance prescribed certain criteria for declaration of Renewal Areas which related to the number of unfit or "actionable" properties; the proportion of private sector dwellings; and the extent to which households were dependent on welfare benefits. Over the years and consistent with Government increasing freedoms and flexibilities for local authorities alongside changes in financial support, declaration criteria have been relaxed as has the need to obtain Secretary of State consent prior to declaration.

Even though recent Regulation Reform Orders have given local authorities the widest scope to determine where and how Renewal Areas should be targeted, in our scoping study we focused on confidence (relative aggregate market value); environmental quality (dilapidation, dereliction and neglect); and house condition (external repair); blocking data up across 18 zones. In a full NRA we would expect a much more detailed survey including 100% of dwellings externally surveyed and at least 10% surveyed internally (maybe 20% in certain streets where high numbers of HMOs are located. Blocking up of data would be to small clusters of dwellings permitting "priority investment block" judgements to be made.

In a full NRA a 100% social survey would be attempted with an expected response rate of 30%. This could be augmented with a sample housing needs survey. Our scoping study identified the need for extensive public consultation and stakeholder development as current high levels of "social churn" and tenure segregation present barriers to the level of social cohesion needed to underpin a sustainable regeneration strategy for the area.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Key Plan

Legend

- A1 Harbour
- A2 Harbour Backs
- A3 Harbour Hinterland

- B1 Foreshore
- B2 Foreshore Backs

- C1 Royal
- C2 New Queens
- C3 Friary

- D1 Castle
- D2 St Mary's

- E1 Queens Parade
- E2 Peasholm and North Bay

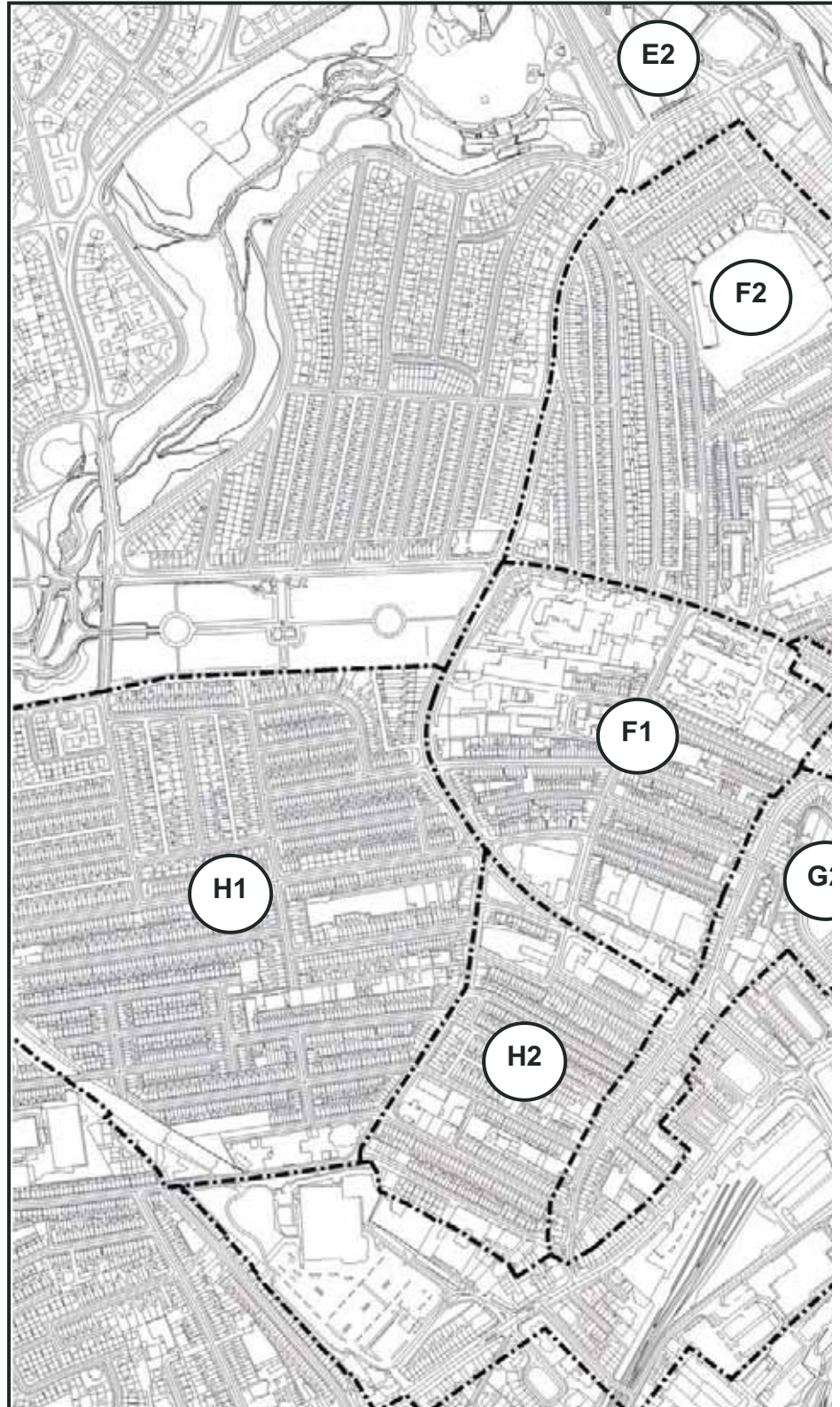
- F1 Trafalgar West
- F2 Trafalgar East

- G1 High Street
- G2 Victoria

- H1 Gladstone West
- H2 Gladstone East

- J Seamer Road Corridor (off plan)

- K South Cliff and Crescent



Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Key Plan





Aerial view of the Harbour



Aerial view of the 'Harbour Backs' and 'Harbour hinterland'

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster A

Findings

We have summarised our findings by reference to the 10 clusters and 18 zones into which we divided the centre of the town (see key plan pages 38 and 39 of this report.)

Cluster A

This is a cluster of streets and spaces comprising the Harbour itself, Sandside, Quay Street, Tuthill and Castlegate falling between Castle Dykes in the east, St Mary's Street in the west and excluding St Mary's Church and its graveyards. We split this cluster into three zones: the 'Harbour', 'Harbour Backs' and 'Harbour Hinterland'.

A1 Harbour

This zone comprises the piers, Sandside and the buildings that front onto the harbour. We looked at the front of the street blocks, which are predominantly in commercial use providing food and drink, amusements and gifts. A wide variety of building types are in evidence ranging from relatively modern structures and planted-on frontage treatments ("kiss me quick" 'urban wallpaper') to old, and in some cases ancient, stone and box frame timber buildings of significant heritage value. There is some residential accommodation above but values are largely driven by leisure uses with amusements commanding the highest values, followed by catering and lastly gift retail. This is a high footfall location and is highly successful in its current use though some people consulted felt it should provide an upmarket waterside restaurant location with the heritage and antiquity of the buildings better interpreted and appreciated. We believe that a change in the character of this zone is unlikely to be driven by market factors unless the zone we have called Harbour Hinterland is connected more closely to Sandside by the imaginative regeneration of the zone we have called 'Harbour Backs'.

A2 Harbour Backs

This zone essentially straddles Quay Street and the Bolts. The character is very varied including dereliction and badly neglected building fabric; discontinuous ("gappy") frontages fringed by car parking and grassed areas; some congested commercial uses and a range of residential and former hostelry accommodation including some quality listed buildings. This zone has the capacity to be transformed by sensitive upgrading or limited demolition of the most neglected buildings and by mixed use development of existing car parks and grassed frontages. Here it is possible to create an attractive and vibrant thoroughfare which complements Sandside and which will progressively influence investment in the Harbour frontage. Tightening the urban tissue and renewing snickets, stairs and streets will help draw people through from Sandside and encourage discovery and increased footfall up towards Castle Terrace and Princess Street.

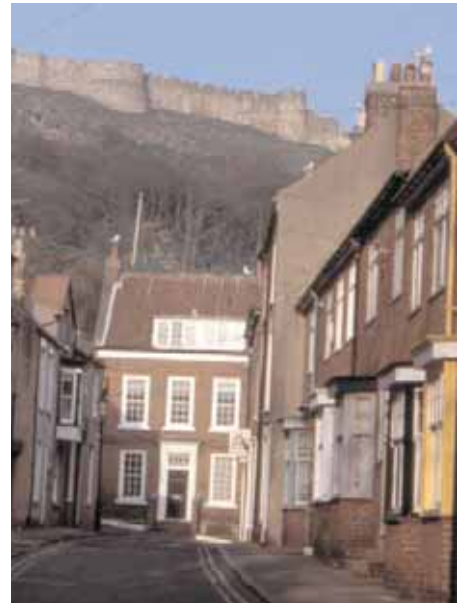
Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster A

A3 Harbour Hinterland

This zone sits between St Mary's Street in the west and Castle Dykes in the east. Much of it comprises residential buildings of two to three hundred years old built on the medieval grid with some more recent additions including blocks of inter war council housing along Longwestgate. Residential values are strong and much property has benefited from a high standard of improvement and repair. We see this zone as a "value cluster" where confidence is growing and investment in building fabric requires little encouragement. We believe the closer linkage of this zone through 'Harbour Backs' to the 'Harbour' will encourage enlargement and strengthening of this value cluster. We are aware that structural problems with the medieval retaining wall between Paradise and Longwestgate could threaten the council blocks and we suggest that a mixed tenure redevelopment proposal be explored which permits local rehousing and provides the necessary funding for the retaining wall to be repaired.



The 'Harbour Hinterland'



The 'Harbour Hinterland'

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster B

Cluster B

This is a cluster of streets and spaces comprising Foreshore Road, Globe Street, Leading Post Street, Eastborough and Merchants Row. It is bounded by West Sandgate in the east, and partially by St Sepulchre Street and Market Way in the north. We split this area into two zones: 'Foreshore' and 'Foreshore Backs'.

B1 Foreshore

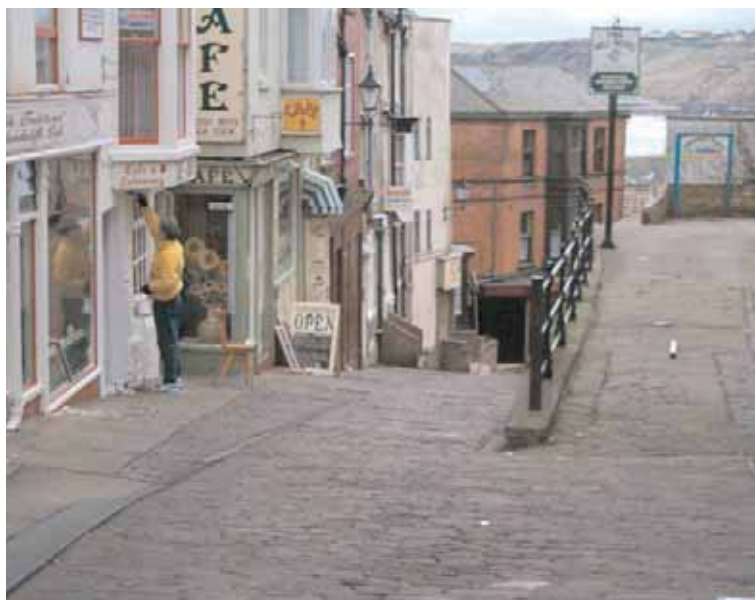
This zone is simply the Foreshore frontages between Sandside and St Nicholas Gardens. The frontage buildings are extremely varied from the massive Futurist complex to small former residential buildings. Here amusements and food and gift outlets predominate and much of the original character of the buildings is concealed behind bright lights and signage, which creates a magnet for visitors and delivers high yields for building owners. Upper floors do not appear to be well used however and much of the external building fabric is in need of repair and maintenance. The frontage is broken up into nine discrete blocks by the steps and snickets which connect with Eastborough, though with the exception of Gillys Steps and Blands Cliff, little of the footfall that finds the Foreshore permeates these pathways. In our view, a lighting scheme which identifies each snicket together with a themed installation/exhibition could draw people back from the Foreshore into Eastborough where a complementary but contrasting package of attractions could reinforce 'Foreshore' footfall and values.



Foreshore Road



One of the alleyways that lead from the 'foreshore' up to the 'Foreshore Backs'



Blands Cliff

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster B

B2 Foreshore Backs

This zone straddles Eastborough and includes Blands Cliff, St Helen's Square, Market Way and Globe Street. We identified this zone as a piece of the town centre that was less successful than others and one that needed to secure increased footfall and investment. The townscape and topography gives this zone a rich character but retail yields are poor and much of the retail use is only seasonal. Residential accommodation is generally of a poor standard including significant multiple occupation and values are consequently much lower than in 'Harbour Hinterland', reflecting the proportion of private rented housing but also the high proportion of social rented housing lying immediately to the north. Drawing pedestrians in from the Foreshore and creating increased pedestrian footfall at the heads of snickets and stairs could help to lengthen visitor stay and if combined with a bigger flow of pedestrians down Queen Street, Cross Street and Friargate and reinforced by a new link through Prospect Place to King Street. If this was to be successfully accomplished, the three linked spaces of Blands Cliff, St Helen's Square and a new square at Market Way could be the engine of regeneration for Eastborough. If badged as an Artists' and Artisans' Quarter, its influence could reach as far as Princess Square and create a valuable niche market for residential above and for currently redundant ecclesiastical and commercial space for workshops and galleries.



The intersection of Eastborough and St Helen's Square



St Helen's Square with the market hall to the right of the picture



Prospect Place, off Blands Cliff



The Royal Opera House on St Thomas Street



Empty retail units on St Thomas Street

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster C

Cluster C

This is a cluster of three zones which reach from Aberdeen Walk in the west to St Mary's Street in the east and from the rear of Queens Parade frontage in the north down to a line east/west from West Sandgate to Albermarle Crescent. We split this area into 'Royal'; 'New Queens'; and 'Friary'.

C1 Royal

This zone is centred on the Royal Opera House and roughly runs from Aberdeen Walk in the west to Queen Street in the east and from Castle Road in the north to Aberdeen Walk in the south. It comprises some of the worst dereliction and dilapidated buildings, unsightly car parks, oldest terraced housing, ugly public buildings and some of the most run down retail, a huge proportion of which was vacant at the time of our survey. The "Crest Nicholson site" straddles the southern boundary of this zone and its beneficial redevelopment may staunch the leakage of value that the prevailing degraded environment is currently permitting. We believe that this zone warrants a comprehensive and bold treatment that rapidly enhances the appearance of spaces and buildings and which secures a high quality art and culture led redevelopment in the medium term. We see this zone currently as a "black hole" threatening the future vitality of the whole town. For this reason our current proposals for surrounding zones have been formulated to create a ring of confidence around this zone itself buttresses by vital spaces, high value new mixed use projects and strengthened snickets and streets to improve permeability and value flows.

C2 New Queens

This zone is predominantly residential with many former hotels and guest houses now in flatted accommodation and multiple occupancy centred on New Queen Street. From the back of the Queens Parade frontage in the north the zone is a triangle the other two sides of which are formed by the southern frontage of Castle Road and the western frontage of North Marine Road. Here some of the poorest and most challenging housing conditions are to be found in four storey early Victorian buildings where poverty, mental illness and drug and alcohol abuse are juxtaposed with ever present fire hazards. Here, as elsewhere in Castle Ward, the private rented housing market is largely underpinned by Housing Benefit, and vacant possession sales are largely driven by owner occupiers selling to private landlords out of fear of falling equity. Standards of repair vary widely and pockets of low grade industrial use add to the general air of decline. We believe that changing the character of 'New Queens' and its neighbouring run down residential areas would be a key objective of a Renewal Area programme but, as in other seaside towns, could only be achieved if sufficient affordable move on accommodation could be procured for displaced households. If this could be achieved the grand houses of 'New Queens' could be returned to single family use as well as quality apartments or could once again fulfil an hotel or guest house function, making their contribution to enhancing the towns stock of quality conference bed-spaces.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

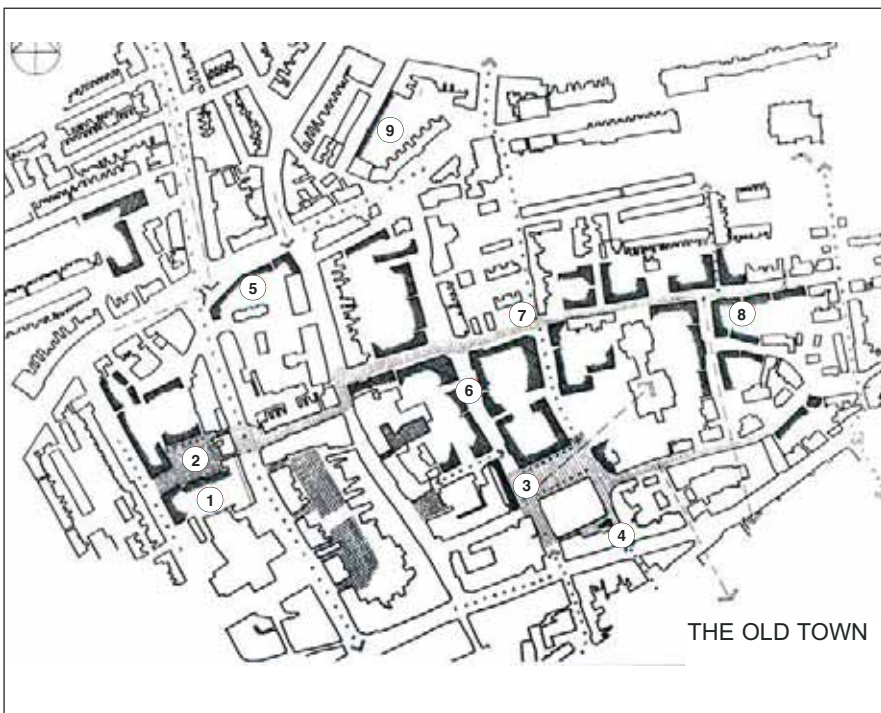
Scoping Study - Cluster C

C3 Friary

This zone is located between 'New Queens' in the north and 'Foreshore Backs' in the south and between 'Harbour Hinterland' in the east and 'Royal' in the west. Its central east/west spine is Friar's Way / Longwestgate and it comprises a significant proportion of council flats and maisonettes constructed on former war damaged sites located within the medieval street grid. In this zone we have identified particular opportunities to restore the integrity of the medieval street pattern with strong urban blocks which offer new uses alongside a significant increase in residential densities. Such a tightening of the urban tissue in 'Friary' will help reconnect the eastern value cluster of the Old Town with Queen Street, a restored 'Royal' cultural core and the emerging artist and artisan fringe around Bland's Cliff, St Helen's Square and Market Way. Drawing value from east of St Mary's Street, it is possible that much of the older sub standard council housing could be replaced can be through "planning gain" thereby delivering brand new, high quality affordable houses and flats in a dramatically enhanced streetscape. People will increasingly be drawn along Friar's Way and the renaissance of Cross Street and Friargate will encourage pedestrian flows into the Market Hall area. Similarly increased pedestrian flows might be expected on Aurborough Street and Tollergate, creating a tighter linkage with the North Bay.



Housing in the 'New Queens' area



Key

1. Potential Community / music / arts centre in Opera House & extension
2. New square creating link between North Street and St Thomas Street
3. New Market Square created by opening up Market Way retaining view of the castle
4. Public realm improvements linking to Arts Quarter
5. Built frontage on Castle Road closing key vistas
6. Residential development defines streets
7. Enhance pedestrian link
8. Creation of strong built frontage to Longwestgate
9. Replace warehouse with quality frontage

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster D

Cluster D

Cluster D comprises two zones, first, the Castle and its ditches, the Towers and the Castle by the Sea and second St Mary's Church and its surrounding graveyards. The two zones are referred to as 'Castle' and 'St Mary's' respectively.

Zone D1 Castle

This zone comprises the acropolis of Castle Hill, which is arguably the most prominent yet most under used space in the town. The relative inaccessibility of the castle and poor signage combines with the general topography and poor legibility of much of the town to prevent all but the most determined visitor from gaining entry. There is a tendency for day visitors to make frequent visual references to the Castle as they flow down towards the harbour where they then find the ascent too physically demanding or time consuming. We have compared access to this monument to that in other towns and cities and believe that a case can be made for a railway, lift or cable car to be installed in Sandside to take visitors up to the castle. We also believe that such an investment, whilst warranted simply in terms of the convenience of the town's elderly residents and visitors, would be doubly justified if an extensive programme of popular events / performances was to be held on the acropolis. We are aware that strong winds can frequently make outdoor events on Castle Hill uncomfortable and therefore believe steps should be taken to determine the kind of building that English Heritage would find acceptable in order to let the Castle take its place alongside the other major cardinal destinations at North Bay, The Spa and Oliver's Mount.

Zone D2 St. Mary's

This zone is an important "landing" on the ascent through the Old Town to the Castle and North Bay and the open platform formed by the graveyards frames St Mary's and renders it as significant a landmark building as the Castle Keep itself when viewed from the south. We have no proposals other than that more use be made of the church and its surroundings for public performances and exhibitions.



The castle headland viewed from the harbour



Landmark buildings overlooking Castle Road

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster E

Cluster E

Cluster E is huge and comprises two zones. The first called 'Queen's Parade' is all the Queen's Parade frontages from The Castle by the Sea in the east to Clarence Road from whence it straddles both sides of North Marine Road to Peasholm Park in the north and includes the North Cliff, Royal Albert Drive and North Sands. The second zone is called 'Peasholm and North Bay' and includes the park and the large residential area between it and Columbus Ravine and the Cemetery to the south.

Zone E1 Queens Parade

Most of the buildings are four or five storey 19th Century terraces in hotel or guest house use, and are generally well maintained and presented. Several are currently on the market and though asking prices are relatively modest in the £150k to £200k range there is little interest, which may in part be related to fears about cliff erosion. A number of recreational facilities have been provided on the escarpment but young people complain that they are too small, though clearly the resolution of that criticism and repairs to fractured roads and footpaths must await further developments in connection with cliff stability. Unless the HMO problems in 'New Queens' and on the North Marine Road frontage are effectively tackled, it is unlikely that values will strengthen.

Zone E2 Peasholm and North Bay

This zone is largely residential property ranging from the Victorian to the inter war period and is generally in good repair. Values are buoyant and streetscape and environmental quality is good.

Housing in the 'Peasholm and North Bay' area, with Peasholm Park to the left.



Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Zone F



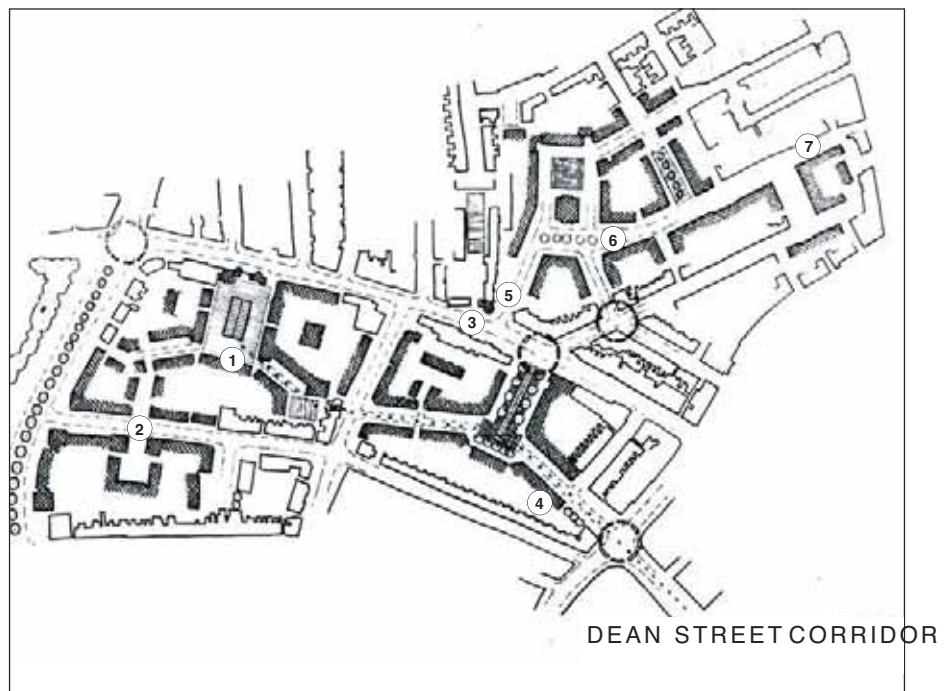
Housing in Trafalgar Square

Zone F Trafalgar

This zone comprises a large area of mainly residential property to the rear of the North Marine Road frontage, to the east of Columbus Ravine and to the west of the Victoria Road/Castle Road frontages. It includes the County Cricket Ground, Trafalgar Square, the William Street car park, the former hospital site and Council Depot around the former prison. Within this zone we found a problem of pockets of weak residential values associated with adjoining multi-occupied housing, a serious problem of disrepair and under-investment and significant development opportunities on a scale which might provide the key to rolling back the slide into multiple occupation and falling owner occupier confidence. In some streets structural instability, disrepair and dampness is so severe as to render the houses unfit for human habitation. In this zone especially the process of Neighbourhood Renewal Assessment will be needed to help develop a sensitive regeneration strategy and programme. The Columbus Ravine edge to this zone acts as a kind of "Value Cliff" with properties in 'Gladston to the west generally commanding prices 50% to 100% higher than in the Albion Street/ Brook Street area.

Key

1. The prison as depot with enhanced training facilities
2. Connect Melrose Street to Columbus Ravine
3. Hospital buildings retained
4. Christian Centre
5. Landmark building on Dean Road
6. Residential development on William Street car park that connects to adjacent streets and creates new spaces
7. Enhanced link to North Marine Road



Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Cluster G

Cluster G

This cluster comprises a zone we have called 'High Street' to reflect the fact that it straddles Newborough and Westborough and includes the Station, the Stephen Joseph Theatre and the major supermarkets. It was also extended down through St Nicholas Gardens to Foreshore Road to reflect some of the major visitor movement patterns we observed. To the north west of this zone we have defined a further zone called 'Victoria' because it straddles Victoria Road from Aberdeen Walk to its junction with Westborough.

Zone G1 High Street

The 'High Street' zone is complex and requires detailed survey work in order to develop a persuasive regeneration strategy. The prime commercial frontage on Westborough conceals a degraded hinterland including Aberdeen Place, Aberdeen Lane and a big concentration of houses in multiple occupation around Albermarle Crescent. To a lesser extent the multiple occupation phenomenon manifests itself in Alma Square, West Square and Pavilion Square where it is accompanied by low levels of investment in building fabric repair in connection with buildings and spaces of value and distinction. A strategy is needed which enables each of these squares to achieve a level of quality and distinctiveness which will complement the retail core, enhance spending power and strengthen the day/night-time economy of the Town Centre.

Zone G2 Victoria

Upper and lower Victoria Road comprise an extended, largely retail, frontage of mainly Victorian buildings from one to four storeys in height. The street is not "badged" as the most direct, easiest walking route to the Castle and St Mary's, nor are the prevailing traffic management and parking arrangements conducive to Victoria Road becoming a sustainable retail corridor. However, the streetscape exhibits a robustness of form and texture which is capable of assimilating more value and accommodating a wider variety of uses which further survey work and discussions with the local business community could help develop.



Whitehouse Lane



Above: Housing and retail units in Victoria Road
Left: Housing in Albermarle Crescent



The new Scarborough Building Society Headquarters in the 'Seamer Road Corridor'

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Zones H & J

Zone H Gladstone

Gladstone is a dense area of predominantly Victorian terraced housing defined by the Cemetery in the north, the old railway line in the west and Victoria Road / Columbus Ravine in the east. Though there is extensive evidence of disrepair, values are strong, properties are turning over for owner occupation and purchasers appear to be investing in property improvement. This is less marked in the streets immediately adjacent to Victoria Road however. A full Neighbourhood Renewal Assessment will help identify priority investment blocks and the locations where Group Repair and other interventions might reinforce the process of market led reinvestment.

Zone J Seamer Road Corridor

This zone is extensive but for the purpose of the NRA scoping study we have only looked at the upper end of it - largely that part of Falsgrave which lies between the Seamer Road and the railway line and is characterised by a linear retail core in apparently healthy condition with a residential hinterland of largely Victorian housing in the northern tip within which is a particular concentration of multiple occupation. cursory investigation suggests that this has had no marked negative impact on the values of surrounding houses as yet but detailed survey work is recommended.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Zone K

Zone K South Cliff and Crescent

This is the largest zone and extends southwards to the edge of the concentrated Victorian development along Queen Margaret's Road and eastwards to the South Bay Pool. This zone encompasses some of the largest, and grandest residential properties in Scarborough often in settings of outstanding quality and in the case of the Esplanade, outstanding beauty. The Ramshill shopping frontages are generally well maintained and buildings such as St Andrews Church are of outstanding quality and significance. However, there is extensive evidence of disrepair and neglect of grounds and curtilages and there are significant concentrations of multiple occupation around Royal Avenue, Cromwell Terrace, Grosvenor Road, Grosvenor Crescent and Royal Crescent. Some of the squares and public spaces such as St Martin's Square are in need of proper maintenance and the gardens below South Cliff and the Esplanade are affected by major subsidence. Particular pockets of disrepair and multi-occupation such as South Street are of special concern and tend to suggest that any Neighbourhood Renewal Assessment should extend southwards at least to Prince of Wales Terrace/Westbourne Grove.



The Crescent and Crescent Gardens



The Crescent, Crescent Gardens and Valley Road

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Conclusions

Conclusions

Our conclusions can be summarised in three key areas: Arresting Current Decline; Promoting Social inclusion; Delivering Sustainable Growth

Housing Market Decline – What's to be done?

It is now becoming clear that in Castle Ward the switch from hotel and guest house use to private residential letting has had some damaging effects on the buoyancy of the local housing market. Values within the central neighbourhoods have been held back significantly, especially adjoining the retail core and in the Victoria Road hinterland on the south side of Columbus Ravine. The outcome of these housing market changes and the resulting population movement has been a lowering of overall spending power around the town centre and an increasingly noticeable lack of investment in housing maintenance and improvement. In addition the availability of relatively cheap and accessible private rented accommodation has provided a significant pull factor in attracting households from Scarborough's rural hinterland and from towns and cities further afield. Many of these households are on low incomes or are unemployed and in some cases vulnerable and in need of care and support.

Alongside these problems with the owner-occupied and private rented housing stock much of the council housing in Castle Ward is in need of investment in repair and upgrading and environmental improvement to meet the government's "decency" standard. In the Old Town particularly there is a persuasive argument for the progressive replacement of much of the council housing to a form and layout which better respects the historic townscape and which would, if executed sensitively, achieve a more efficient use of space. If the many areas of open land currently given over to car parking were to be included within such a sensitive replacement programme it is conceivable that an increase in the overall number and quality of affordable homes could be achieved with a complementary lift in market values. Alongside these affordable homes a substantial number of new homes for sale could be constructed as part of an integrated mixed tenure development. Increased local spending power would result and could support enhancement of the restaurant and leisure offer in Sandside and Eastborough and a widening in the range and sustainability of shops and services generally.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Conclusions

The adoption of a similar approach to the development of certain car parks and the sites of some moveable industrial and commercial uses along the Victoria Road corridor could build on the strengthened values in the Old Town enabling a major new residential development programme which could include sufficient high quality affordable housing to facilitate the displacement of smaller households from flats and houses in multiple accommodation. Rising confidence in the core of the town and from Queens Parade southwards and westwards would then enable former hotels and guest houses to be rediscovered, either for owner occupation or returned to their former use to extend the town's visitor bed-space capacity. Residential values in the areas of smaller housing in the streets between Victoria Road and Columbus Ravine will then either recover enough to drive reinvestment in repair and improvement or alternatively their poor condition and rising confidence elsewhere will stimulate proposals for their replacement by new housing for sale. Such an effect will avoid the need for the Council to get involved in expensive clearance and redevelopment which would otherwise be the inevitable outcome of the current rate of disinvestment and decline.

Social inclusion strategies and the regeneration of Scarborough

The concentration of poor and vulnerable people in Scarborough's enlarged private rented sector, which has colonised so many former hotels and guest houses, is as unhealthy for the town as it is for the tenants themselves. It represents a huge opportunity cost which is preventing the recovery of the housing market in the core of Castle Ward and it points to local economic weaknesses which are failing to productively involve many very local people and to weaknesses in local public services which are failing to properly engage, support and include people. The planned re-housing of private tenants into newly built affordable accommodation, linked to training, job opportunities and where appropriate anti-drug dependency programmes is a critical component of a wider strategy for the urban renaissance of the town through townscape improvement and enhanced streets and spaces. New housing is a key element of that renaissance and its design, construction, marketing and after sales services, including decorating, furnishing and maintenance all offer opportunities for employment. Beyond that, servicing the needs of incomers, visitors, existing and new employers and strengthened community services all offer opportunities for inclusion and involvement in Scarborough's renaissance.

Scarborough's Public Realm

Neighbourhood Renewal Assessment

Scoping Study - Conclusions

More people—more wealth; why Scarborough should grow

Increased mixed tenure residential development and the opportunity for this to be complemented by a mixture of other uses in the Old Town and around the core of the Town Centre is necessary to significantly increase the residential population and its aggregate spending power. Castle Ward should be the starting point for pursuing this goal and is critical to cementing together the disconnected central neighbourhoods from Queen's Parade to Upper Victoria Road and from Trafalgar Square to Sandside. Once the Scarborough housing market has received such a boost in confidence and has itself underpinned investment in a richer and more diverse range of quality attractions with resident appeal, effective marketing of the other neighbourhoods, where value "holdback" has featured, will be possible. Enhancement of values in the South Cliff hinterland and around Grosvenor Crescent and adjoining streets, where multi-occupation has been developing, should be the prime focus of a strategy aimed at competing with the premium residential neighbourhoods of York. Increased numbers of permanent residents and greatly enhanced values and local spending power will provide a further boost to sustainable growth in local jobs and services.

Clearly residential growth is only one element, though a very necessary one, of enlarging the capacity of the local economy to support local employment and to widen the appeal of the town to young and able households who might otherwise leave. It is not enough to simply provide low paid and unemployed households with better and more affordable housing. It is increasingly necessary to ensure that well paid jobs and the training which enables people to get them are in good supply and that the town is attractive to the trainers, teachers and other professional and business people it needs to realize its full potential. A strengthened manufacturing base, more and better hotels, "sunrise" industries and the best teachers and carers will all be more achievable if the housing offer is enhanced and the residential population increased.

Scarborough's Public Realm



Before Renewal (top Figure Ground) the scale of the hospital and prison sites can be clearly identified, together with the patches of post war housing that have been created within the heart of the Old Town. The opportunity exists to increase deensity, enhance the quality of both public space and urban fabric, simultaneously creating attractive new neighbourhoods to live, work and invest in.



Scarborough's Economy



The Grand Hotel, Scarborough

Scarborough's Economy

The Economic Context for Change

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Introduction

Education and training for the labour force and support for new and growing enterprises are two critical aspects of sustaining and enhancing the competitive advantage of any economy over the next decade. It is imperative that education and enterprise support takes place in a dynamic and increasingly sophisticated economic environment in which the needs of the future will inevitably differ markedly from the needs and pattern of provision of the present. This profile report aims to set out the economic structures within which education, training and business support needs currently sit.

Changing occupational structure of employment

The last decade has seen a trend towards a higher proportion of the labour force taking part in managerial and associated activities and clerical and sales/service work, with a lower proportion of semi and unskilled operatives and manual staff. This change has been the consequence of the long process of de-industrialisation and the increasing importance of service sector employment in "white collar" occupations that we have witnessed over the past forty years. Successful places have managed to switch employment from a manufacturing focus to service employment, whilst unsuccessful places have been unable to make that shift.

In the short term the most obvious observations include the fact that employment is rising but that the composition of the workforce employed is changing in terms of its gender balance, in terms of the contractual basis by which the workforce is employed, in terms of how the employee works within an organisation and finally in terms of the occupational roles that employees will be expected to fulfil.

US research already illustrates the emergence within the expanding service sectors of a dual labour market of "core" managerial and professional staff with a "periphery" of part-time and contract clerical and sales/service staff. This core/periphery model is, increasingly, a feature of the UK labour market. Clearly competitive places are where core staff are located.

Scarborough's Economy

The Economic Context for Change

The impact of new technology

The advance of new technology into all sectors of the economy is growing and processes and products are changing at an ever increasing pace. New technologies are both the lubricant of fundamental changes in the economy as well as the products of those changes. Continued innovation will be central to sustaining competitive advantage in all industries, but particularly those that utilise large quantities of information. It is for these information-processing activities that we see the expansion of white-collar occupations. However, all levels and types of staff are affected as the range and types of skill required to work in this new environment shift to greater reliance on:

- Understanding, manipulating and controlling new systems
- Managing more complex decision-making processes
- Handling increased quantities of information

This shift from manual dexterity to knowledge-based information processing and interpretation skills will affect the way in which we train our people, both prior to entry into the labour market and thereafter throughout their working life to ensure that skills keep pace with technological change and do not become obsolete.

New technology will impact on what is produced, on how it is produced and on how businesses link up with each other. Although the internet bubble may have burst, business to business communications will become an increasingly important form of contact. Changing technologies of production, distribution and consumption will result in a re-structuring of the relative importance of all economic sectors and an internal re-organising of how all economic sectors are organised.

Product market trends

General trends in product markets suggest a continuing move towards high value added products which are more individualised to meet customer needs. New market opportunities that will direct focus on quality, reliability and service, as opposed purely to price, will again affect the skills needed by labour. In particular, quality management and customer care skills will be at a premium to businesses in the evolving and new markets. These trends will impact as much on the manufacturing that remains as on the service sectors that have come to replace them. However, as production moves to forms that are less dependent on heavy input materials such businesses also theoretically become more able to move to better locations in their quest for productivity.

Scarborough's Economy

The Economic Context for Change

Increased international competition

Within the context of the globalisation of many markets for goods and services, the creation of a single European Market in 1992 was a further step in the trend for increasing competition for the UK's businesses. This generated greater competition both for labour and for markets; as competitive companies focused on higher value-added goods and services increasingly tailored to customer needs. On-going processes of market harmonisation within the European Union as well as international trade liberalisation are likely to generate both threats and opportunities that local economies will need to face.

Increased competition will mean that employers will have to face the constant need to innovate in terms of what they do and how they do it, they will constantly face pressure to keep costs down. In such a squeeze employers are faced with either generating more value out of the human resources within their organisations or they will have to reduce labour costs.

Demography

The implications of demographic changes in the UK are well known. A significant decrease in 16-19 year old entrants into the labour force which is counter-balanced by an increase in the number of 25-34 and 45-55 year olds and greater female participation. "Conventional" sources of labour supply will have to change and greater investment will need to be made in the existing workforce, former employees, women returners, and the economically inactive and long-term unemployed. Thus the labour force is not only faced with the prospect of a changing profile of labour demand from employers but the workforce itself will be changing under these demographic pressures.

Changing working patterns

Movement toward the "core-periphery labour market" – through a core group that sets direction, establishes frameworks and manages part-time working, sub-contracting and self-employment, is changing the pattern of economic activity and employment in the UK. The needs of both businesses and individuals appear to be moving away from within the firm generated career structure, to one in which flexibility and employability is the key to individual capabilities and career paths. Such changes seriously question the appropriateness of the current patterns of training and enterprise provision, in particular that available to the non-core workforce, self-employed and small businesses.

Scarborough's Economy

The Economic Context for Change

Conclusion

Overall there is a need for British companies and localities to face up to the challenge of competition. The DTI is clear that industry must become more productive and more innovative in confronting the changing economic context in which business operates.

One major element of facing up to the new economic landscape is the issue of dealing effectively with matters of training, education and business support, that combined equate to the human capital of business.

This profile report is an attempt to consider the degree to which the Scarborough economy is facing up to these challenges.

Scarborough's Economy

Scarborough's Economy Today

Scarborough's current position

Scarborough is a small coastal town of 108,000 residents situated in North Yorkshire, nestling between the Yorkshire Moors National Park and the North Sea. It is the most significant settlement on the Yorkshire coast between the Humber and the Tees. The town is the largest settlement within the District of Scarborough (the other significant settlement being Whitby) that is itself located administratively within the county of North Yorkshire.

In order to understand how the town of Scarborough might experience the processes of economic changes outlined in the section above we must develop a profile of the settlement both in terms of demographic, economic and labour market structures and of the property portfolio, lifestyle assets and the business support infrastructure that currently exist in the area. These are structures and assets that must be considered in both their immediate sub-regional, regional and national contexts.

Economic Structure

Existing employment profile

Overall the local economy of Scarborough District contains some 39,200 jobs based in the District with an estimated 47,000 residents who are in employment either within or outside the District. The employment structure of Scarborough District is outlined in Table 1 and compared to those of North Yorkshire (including Scarborough but excluding York) and the regional economy of Yorkshire and the Humber. Each locality is described in terms of the number of jobs within each industrial sector and the location quotient of employment (employment levels relative to those for England and Wales taken as 1.0). These figures need to be treated with some caution since they are effectively only estimates of employment (based on a survey) rather than a count of all employment. These estimates equally do not account for levels of self-employment that is estimated at 6,000 residents in the Local Labour Market Survey.

In absolute terms the key employment sectors in Scarborough relate to manufacturing, retail and distribution activities, hotels and hospitality and health and social services.

However in terms of relative concentrations, the Scarborough economy is notable in four sectors (excluding agriculture and fishing for which the data are unreliable). These four sectors are linked to retail activities, hotels and restaurants, education and in health and social services. Figures for the Scarborough travel to work area reveal a concentration in manufacturing employment. The local economy thus differs from its immediate context in North Yorkshire through the strong emphasis in tourism-related activities and low levels of employment in mining and quarrying. The town has high levels of manufacturing employment relative to the surrounding North

Scarborough's Economy

Scarborough's Economy Today

Yorkshire County but the travel to work level of manufacturing employment (location quotient of 1.15) is roughly equivalent to the figure for the Yorkshire and Humber region.

The employment profile in Scarborough is relatively dependent on a small number of activities that appear particularly concentrated in the area. Five activities (out of 60 2-digit SIC activities) account for 24% of all employment with the single largest source of employment being hotels and restaurants (about 5000 jobs). The remaining four activities are manufacturing activities related to food processing, the manufacture of basic metals, motor vehicles and electrical machinery. Evidently this employment includes the Plaxton works, the proposed closure of which initiated the Scarborough Economic Prospects Task Force.

In terms of the balance of employment between men and women and across full time and part time employment the key characteristic of the Scarborough employment profile is the relatively large proportion of part time jobs. This is plainly consistent with the large dependence on employment in the hotel and restaurant sector. It is a feature of employment in North Yorkshire more generally.

Table 2 outlines the broad percentage changes in employment by sector in Scarborough. Ignoring the very high percentage changes in fishing and energy production associated within the small numbers involved, education and distribution have experienced the largest changes through the nineties. Overall the Scarborough economy grew by just under 12% (excluding agriculture).

However in relative terms the Scarborough economy has performed relatively poorly in relation to the national economy as a whole. A simple shift-share analysis of the Scarborough employment profile reveals that based on the performance of the national economy as a whole one might have expected employment to have grown by nearly 20% over the period 1991-2000. However the measured change in employment (excluding changes in employment in agriculture) was only 12% growth suggesting that the Scarborough economy under-performed by 8%.

The sectors that appeared to perform relatively well in Scarborough were linked to manufacturing and to the public services (both education and health and social services). This is consistent with these sectors being labelled as long-term growth sectors by the North Yorkshire TEC. However it is notable that in relation to hotels and restaurants (also identifies as a long term growth sector) and financial and business services the district has appeared to under-perform significantly given the increasing importance of these sectors to the national economy. In both cases employment levels within Scarborough remained stable whilst employment in these sectors grew by between 30 and 60% through the nineties in England and

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Scarborough's Economy Today

Wales. Overall however this is not the pattern of employment growth that might be expected of a knowledge-based economy due to the rise in manufacturing and the particular sectors in which manufacturing employment is located within Scarborough.

The messages about the Scarborough economy relative to its immediate contexts are mixed. In relation to the region as a whole Scarborough has performed on a par (the region recorded a growth in employment of 12.5%). However in relation to the County of North Yorkshire the district has also performed relatively poorly. North Yorkshire recorded a growth in employment (excluding agriculture) of 19% in contrast to the 12% growth recorded in Scarborough.

The future prospects for employment in Scarborough are mixed. Scarborough and North Yorkshire as a whole have experienced growth in manufacturing where the rest of the national economy is in decline. Equally the 2001 North Yorkshire Employers Survey predicts declines in financial and business services that are expected to grow nationally. The projection to 2010 for North Yorkshire sees a growth in a range of manufacturing industries including machinery and equipment, wood and wood product manufacture as well as high technology manufacturing such as electrical and optical equipment making and the manufacture of rubber and plastics.

The tourism industry will continue to be important with even a predicted increase in employment between 2000 and 2010 of 38%. If this were to occur it would be twice the rate of growth experienced in Scarborough in tourism through the nineties (see Table 1). The North Yorkshire TEC projection identifies "communications" as a long term growth industry due to grow by 10% through to 2010.

If these changes are to occur they clearly have implications for the training requirements in both Scarborough and the surrounding North Yorkshire area.

Scarborough's Economy

Scarborough's Economy Today

	% change in employment 1991-2000				Scarboro ' District (number)
	England and Wales	Yorkshire and the Humber	North Yorkshire	Scarboro ' District	
Fishing	16.1%	-15.1%	182.3%	519.2%	135
Mining and quarrying	-49.4%	-65.6%	-53.0%	300.0%	17
Manufacturing	-3.1%	-6.2%	14.5%	2.7%	160
Electricity, gas and water supply	-49.0%	-55.4%	-63.0%	-69.4%	-116
Construction	24.9%	12.4%	15.6%	3.0%	44
Wholesale/retail trade; repair, etc	25.7%	18.8%	29.1%	23.7%	1407
Hotels and restaurants	36.7%	25.2%	25.5%	3.2%	180
Transport, storage and communication	15.4%	17.3%	12.7%	-0.6%	-8
Financial intermediation	7.5%	3.7%	-0.5%	-0.7%	-6
Real estate, renting, business activities	58.2%	48.0%	43.6%	4.1%	87
Public admin/ defence; social security	-5.8%	6.6%	0.9%	-1.8%	-32
Education	21.0%	23.1%	39.7%	64.7%	1425
Health and social work	11.3%	11.1%	17.2%	14.8%	848
Other community, social/personal service	35.7%	26.1%	23.3%	-1.2%	-24
Total employment (excluding agriculture)	18.3%	12.5%	19.2%	11.8%	4,200

Source: Nomis – Annual Business Inquiry
figure suppressed as unreliable

Table 1: Employment profiles of Scarborough, North Yorkshire and the Yorkshire and the Humber Region, 2000

	England and Wales		Yorkshire and the Humber		North Yorkshire		Scarboro' District	
	% total	relative conc'n	% total	relative conc'n	% total	relative conc'n	% total	relative conc'n
Fishing	0.0%	##	0.0%	2.13	0.1%	6.78	0.4%	22.23
Mining and quarrying	0.2%	##	0.3%	1.64	1.1%	5.34	0.1%	0.28
Manufacturing	15.5%	##	18.8%	1.21	14.4%	0.92	15.1%	0.97
Electricity, gas and water supply	0.4%	##	0.4%	0.96	0.5%	1.12	0.1%	0.30
Construction	4.4%	##	5.0%	1.14	4.8%	1.11	3.8%	0.88
Wholesale/retail trade; repair, etc	17.8%	##	17.6%	0.99	17.5%	0.98	18.6%	1.04
Hotels and restaurants	6.4%	##	6.2%	0.98	10.5%	1.66	14.9%	2.34
Transport, storage and communication	6.1%	##	5.7%	0.94	3.7%	0.60	3.0%	0.49
Financial intermediation	4.3%	##	3.3%	0.78	2.2%	0.52	2.1%	0.48
Real estate, renting, business activities	15.4%	##	11.5%	0.75	10.0%	0.65	5.5%	0.36
Public admin/ defence; social security	5.2%	##	5.2%	1.00	5.1%	0.98	4.3%	0.82
Education	8.2%	##	9.1%	1.11	9.6%	1.18	9.2%	1.12
Health and social work	10.3%	##	11.3%	1.10	12.4%	1.21	16.7%	1.63
Other community, social/personal service	4.9%	##	4.4%	0.90	4.5%	0.91	5.0%	1.01
Total employment (m)	22.77		2.06		0.22		0.04	

Source: Nomis – Annual Business Inquiry and discontinued Annual Employment Survey

Table 2: Employment change for Scarborough, North Yorkshire and the Yorkshire and the Humber Region, 1991-2000.

Scarborough's Economy

Scarborough's Economy Today

Economic performance

The performance of the Scarborough economy with regard to employment generation has been problematic throughout the nineties. In terms of the overall issue of market access, a visioning exercise of local policy-makers in 1995 identified the lack of proximity to UK and international markets as being a key problem for Scarborough-based businesses. However, these policy-makers identified the strength of the business community and access to range of good business support services as a limited asset for business.

One measure of the entrepreneurial competitive edge of the locality comes from the analysis of the VAT registration figures. Table 3 reveals that the district has a level of VAT registration points per capital that is equal to the national average and higher than the figure for the Region. This is supported by the relatively high levels of self-employment estimated in the resident population of the District. Nearly 13% of the resident economically active population are self-employed (6000 people) in contrast with 12% for England and Wales and just over 10% for the Region. However there is a worrying trend through the latter half of the nineties where the number of these points has fallen over the period 1994-2001 whereas the national figure has grown by just over 2%. The fall of nearly 10% is twice the figure for the region.

% of respondents who: on the following:	Don't spend anything	Intend to increase spending	Intend to spend the same	Intend to decrease spending
Capital investment	12.0	16.3	63.5	8.1
Machinery	20.0	18.3	52.4	9.3
Premises	10.4	17.9	64.2	7.5
New Technology	21.1	23.2	50.0	5.7
People	21.5	20.2	54.8	3.5
Research and Development	66.0	6.7	25.5	1.9

Source: Nomis

Table 3: VAT registration for Scarborough, North Yorkshire and the Yorkshire and the Humber Region, 1994-2001.

Scarborough's Economy

Scarborough's Economy Today

The investment and finance performance of Scarborough businesses does not suggest that the town's economy is moving towards the knowledge-based economy. A survey carried out in 1997 by the North Yorkshire TEC (see Table 4) indicated that 66% of Scarborough businesses did not spend any money on research and development and that only 6% of businesses intended to increase their expenditure. The figures for investment intentions with regards to capital investment and "new technology" were more encouraging where 80% and 73% of surveyed businesses respectively intended to at least maintain current spending into the financial year 1997/98. Whereas these aggregate figures do not suggest an economy in transition, there remains the possibility that there may be significant individual companies who are investing in new forms of economic production in the town.

	England and Wales	Yorkshire and the Humber	Scarboro' District
Number of VAT registered points per 10,000 head of population, 2001	281.6	229.9	282.9
Percentage change in VAT registered points 1994-2001	2.3%	-5.0%	-9.5%

Source: North Yorkshire TEC employer performance survey 1997.

Table 4: Business performance in relation to investment and finance in Scarborough, 1997.

Scarborough's Economy

Scarborough's Economy Today

Labour market structure

The presumption of a locality to key into the new economy presupposes an appropriate labour offer. Assumptions about companies moving into the knowledge-based economy are based on a changing profile of those employed. Equally, assumptions based on the expansion of such companies presupposes either the ability to retrain the existing workforce, or the presence of suitable labour waiting to be employed. The contextual trends at the UK and European level set out in section 1 of this policy summary will appear as a trend to better/higher qualified professional and technical labour and a decrease in lower skilled and operative labour. Such trends reflect changes in industrial structure rather than anything specific to the Scarborough area and the broader Yorkshire and the Humber Region.

Existing labour market structure in employment

We have outlined above that 39,200 jobs are located in the District and that there are 47,000 residents in employment. This clearly indicates some level of net out-commuting outside of the Borough. Table 5 outlines the basic characteristics of the labour force in employment resident within the Borough. General levels of employment are slightly below those for both the region and for England and Wales as whole. These lower rates of employment can be principally accounted for in the relatively low levels of economic activity amongst men of working age.

	England and Wales	Yorkshire and the Humber	Scarboro' District
Population of working age	32365000	3078000	61000
Male rate of economic activity in population of working age	84.2%	83.5%	81.3%
Female rate of economic activity in population of working age	72.4%	73.1%	72.4%
Percentage of working population in employment	94.7%	94.0%	93.8%
Percentage of population over 16 years old in self-employment	11.7%	10.1%	12.8%

Source: local labour market survey through Nomis

Table 5: Levels of economic activity in the workforce of Scarborough, Yorkshire and the Humber, England and Wales, 2000.

Scarborough's Economy

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Figures from the 1991 Census suggest (see Table 6) that the labour force working in Scarborough is mainly notable for the relatively high levels of employment in craft and related occupations and the relatively low levels of employment in professional and managerial occupations in comparison with North Yorkshire (including York). Figures from the Local Labour Force Survey in 2000 suggest that this bias towards craft and related occupations has not altered and that there are fewer managerial and administrative occupations at the end of the decade as there was at the beginning.

% of resident labour force in employment		Local Labour Force Survey 2000			
Broad SOC occupational categories	Scarboro' TTWA 1991	England and Wales	Yorkshire and the Humber	North Yorkshire	Scarboro' District
Managers/Administrators	12.3	16.4	14.1	20	12.8
Professional Occupations	6.6	11	9	10	#
Associate Professional/Technical	8.6	10.7	9.8	9.4	#
Clerical/Secretarial Occupations	16.0	14.7	14.5	12.4	#
Craft/Related Occupations	14.1	11.7	12.5	10.8	15.9
Personal/Protective Service Occupations	12.4	10.9	12.3	13	15.5
Sales Occupations	8.6	8.2	8.6	7.2	#
Plant/Machine Operatives	9.8	8.7	10.5	6.5	#
Other Occupations	11.5	7.4	8.5	10.7	#

figure suppressed as unreliable

source: Nomis – Census of Population 1991 and Local Labour Force Survey

Table 6: Occupational structure in the resident labour force of Scarborough, North Yorkshire and Yorkshire and the Humber, 1991-2000.

Scarborough's Economy

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In terms of qualifications of the resident labour force (see Table 7) Scarborough appears to have an over-representation of workers with trade apprenticeships (12.5% rather than the national average of 8.2%). The town has a large proportion of workers with qualifications at NVQ3 (equivalent to 2 or more A levels) but a relatively small proportions of workers at NVQ4 and above (degree level qualification and above) when compared to the national economy. In terms of other local contexts Scarborough's labour force is relatively well qualified in comparison to the regional figures but appears to be more poorly qualified than North Yorkshire as a whole.

Percentage of economically active population with the following qualifications:	England and Wales	Yorkshire and the Humber	Scarborough District
With no qualifications	11.9%	13.0%	**
With NVQ1	15.8%	17.4%	12.5%
With NVQ2	15.0%	14.2%	14.6%
With Trade Apprenticeships	8.2%	10.0%	12.5%
With NVQ3	13.7%	13.8%	18.8%
With NVQ4+	26.3%	23.2%	25.0%

Source: Local labour market survey through Nomis

Table 7: Qualifications within economically active population of Scarborough, Yorkshire and the Humber and England and Wales, 2000.

Up-grading the qualifications base of the existing workforce is one of the key objectives of the Learning and Skills Councils. This objective is set upon a national target of 50% of adults achieving a NVQ3 qualification or above by 2002. The formalisation of qualifications is an issue taken relatively seriously in Scarborough where nearly 40% of employers do not use NVQ or other nationally recognised qualifications in staff training and development. This contrasts to the 51% of employers across North Yorkshire who do not use NVQ or equivalent qualifications.

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Scarborough's Economy Today

Existing labour market structure

Unemployed claimant rates in Scarborough's travel to work area were 4.8% in January 2002 (around 2000 claimants). This rate is about the same as the regional rate of 4.1% and significantly higher than both the rates for England and Wales (3.2%) or that of North Yorkshire more generally (2.1% excluding the Unitary Authority of York). This certainly implies the presence of a labour force available for companies who intend to expand.

In terms of the ILO recognised definition of unemployment we can estimate a figure for ILO unemployment based on the estimate for the Region. Based on the regional figure one can estimate the ILO unemployment rate for Scarborough to be of the order of 7.2% (around 3000 persons).

Unemployment rates in Scarborough have fallen through the latter half of the nineties but have been persistently higher than those in neighbouring areas, the region and at the national level. The town appears to be a persistent unemployment black spot.

Table 8 outlines employment claimants in terms of their usual occupations. Consistent with an older labour force, the number of unemployment claimants with no previous occupation is relatively low in Scarborough. Equally there is an exceptionally high number of claimants from a miscellaneous collection of professions (classified under "other professions"). Most of these "other occupations" are relatively low skilled occupations suggesting that some element of re-training may be important to furnish them with the skills they need to re-join the labour market. However the other side to this equation is how to train such a miscellaneous group.

Table 9 outlines the profile of job vacancies by occupation that have been brought to the attention of the job centre. The North Yorkshire Employers Survey notes that only 40% of employers use the Job Centres to fill their vacancies, thus one might estimate that there were close to 2500 vacancies in the District. However this does give some idea as to the profile of labour demanded by employers. From the North Yorkshire Employers Survey some 13% of Scarborough respondents had vacancies in 2001. This was average for North Yorkshire with employers in York experiencing the largest demand for staff (20% of respondents seeking staff in 2001).

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In tune with the large proportion of unemployment claimants classified as "other occupations" there is a demand for labour in these "other occupations" according to Table 9. However overall through the second half of the nineties, both the number of claimants and the number of notified vacancies at employment offices have fallen in Scarborough in contrast to the region where the number of notified vacancies have increased as the regional economy has flourished. Clearly unemployed workers in Scarborough have been finding employment but consistent with the discussion of employment structure in Section 2.1.1 the local economy is not apparently being dynamic in generating vacancies for people to fill.

Broad SOC occupational categories	Percentage of all claimants, October 2000				Scarboro' District (number)
	England and Wales	Yorkshire and the Humber	North Yorkshire	Scarboro' District	
No Previous/ Unknown Occupations	15.1%	18.0%	15.2%	10.3%	
Managers/Administrators	4.0%	3.2%	5.7%	2.9%	Under 100
Professional Occupations	2.8%	2.3%	4.3%	2.9%	Under 100
Associate Professional/Technical	5.1%	3.6%	3.9%	3.5%	Under 100
Clerical/Secretarial Occupations	13.0%	11.4%	9.7%	8.6%	175
Craft/Related Occupations	11.5%	10.9%	9.8%	10.0%	200
Personal/Protective Service Occupations	6.6%	5.8%	6.9%	8.5%	175
Sales Occupations	7.0%	6.5%	6.9%	6.0%	125
Plant/Machine Operatives	9.4%	10.8%	6.5%	6.5%	125
Other Occupations	25.6%	27.4%	31.1%	40.7%	825

Source: Nomis

Table 8: Distribution of unemployed claimants defined by their usual occupation for Scarborough District, North Yorkshire and Yorkshire and the Humber, 2000.

Broad SOC occupational categories	Percentage of all vacancies, October 2000				Scarboro' TTWA (number)
	England and Wales	Yorkshire and the Humber	North Yorkshire	Scarboro' TTWA	
Managers/Administrators	3.4%	2.5%	4.0%	3.4%	36
Professional Occupations	1.1%	0.9%	1.1%	1.0%	11
Associate Professional/Technical	2.7%	3.7%	2.3%	2.6%	27
Clerical/Secretarial Occupations	16.0%	16.3%	14.7%	11.5%	121
Craft/Related Occupations	8.8%	9.6%	8.0%	7.9%	83
Personal/Protective Service Occupations	18.0%	16.7%	19.9%	27.6%	291
Sales Occupations	16.5%	17.0%	15.0%	11.4%	120
Plant/Machine Operatives	12.7%	13.8%	10.0%	5.7%	60
Other Occupations	20.9%	19.6%	25.0%	29.0%	306

Source: Nomis

Table 9: Distribution of vacancies by occupational group for Scarborough TTWA, North Yorkshire and Yorkshire and the Humber, 2000.

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Projected labour market structure

Population projections suggest that overall the population of the District will rise through to 2021 by around 10% over the 20-year period. The difficulty for the District will be linked to the age profile of the population in twenty years time. Given past trends and the attractiveness of seaside locations as retirement locations there may be an accelerating ageing of the population. Already young people tend to leave the District in order to enter university education and it is unclear how many of these return to find a job in the area.

This is a problem in the broader national context as the population ages and lives longer. Demographic change has previously met the quantitative need for labour, but changes in demography will increasingly constrain this source of supply. However, the number of vacancies currently notified in Job Centres are still outnumbered by those claiming benefit and looking for work. Scarborough is not experiencing a tight labour market but this is plainly an issue that needs to be addressed should economic development policy have the desired effect and kick-start the existing state of affairs.

Business asset structure

In addition to understanding the labour market structures that underpin employment in Scarborough, it is also important to consider the portfolio of assets that the town has to offer in terms of property and transport and communications infrastructures. Both the provision of appropriate business spaces and the ability to move people and ideas within and without the district are crucial features of the knowledge based economy. These assets both determine the strength of the town as a production base but also determine the strength of the town as a location for consumption.

Commercial (non-retail) premises

In terms of the floorspace available within the District, the portfolio of property is relatively unimportant in the context of North Yorkshire for offices, factories and warehouses. Across these types of property the rateable values per square metre are about average for North Yorkshire.

Through the nineties it has been evident that the provision of suitable premises for Scarborough-based economic activity has been problematic. However, many inner area businesses suffer from older, cramped, less efficient sites and are experiencing transportation difficulties as overall congestion rises. Demand for office space in the town centre is reported as poor (February 2002) and rents are reported as low. This is good for office space users but clearly not an incentive for office developers.

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The levels of industrial land release for the district under the County Structure Plan proposed a release of 90 hectares over the period 1991-2006 (average of 6 hectares per annum). However a land availability study carried out in 1999 pointed out that the ten year average for land actually brought forward was only 2.3 hectares per annum. Demand is reported as low in 2002. There is no shortage of land available for industrial use. The problem is reported rather as the availability of serviced land for use.

Where there is reported demand for industrial premises, the bulk of it comes from local companies looking to expand and requiring access to the A64. Most demand appears to be for smaller premises (under 5,000 sq ft).

In order to promote property development, recent studies have all reported the need for public subsidy in order to compensate for the high yields used, the high costs expected and the low rents projected by potential developers in the town.

Retail and leisure property

Given the relative importance of Scarborough as a retail centre in North Yorkshire, issues relating to retail and leisure property have been considered separately. The sheer weight of visitors promotes the retail importance of the town over and above the importance through the resident population alone.

Retail property is experiencing reasonable demand for the better located properties. Rateable values in Scarborough are higher than the average for North Yorkshire but lower than regional or national averages.

There is some interest in development of the town centre. Crest Nicholson received planning permission for a 7,500 square metre retail and leisure scheme in late 2001 although it is reported that Crest is having difficulty getting commitment from potential retail tenants. On the whole development is difficult. For the period 1983-93, whereas retail rental growth and total returns were higher than the UK average, equivalent yields for development were also higher than the UK average (8.0% in Scarborough and 7.6% of the UK). This comparison can also be applied to other coastal towns where returns were generally lower than is the case for Scarborough but yields were also lower (yield for benchmark locations of 7.3%).

The property development market clearly considers Scarborough to be a relatively risky place in which to invest time, money and effort without considerable public backing.

Scarborough's Economy

Scarborough's Economy Today

Connectedness

In order to understand the impact of transport and communications networks on a local economy, one must have some idea about how local businesses are connected into wider economic structures. An employer survey by the North Yorkshire TEC in 1997 suggested that surveyed Scarborough-based businesses tended to see the immediate locality as their main market (68%) and as the location of their main competition (66%) but only 23% of businesses had their main supplier located in the Scarborough area.

Without further information it is difficult to state whether such a situation is a result of poor infrastructure. Certainly economic development policy makers identify the lack of proximity to larger markets, made worse by a relatively poor transport infrastructure, as a key constraint on the Scarborough economy.

Business needs for connectedness come in many forms: from the road and rail networks to move goods and people around generally within the UK, to the port facilities to export goods, and the air links to move people around.

Finally, there are communications networks that can assist in moving ideas around. It is fairly clear that Scarborough is not well positioned under any of these headings. It is dependent upon the A64 road link and is some distance from major airports. It is a port and there are cargo facilities in the District but it is unclear just how such a facility might help local businesses export into Europe.

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Lifestyle assets

An area can achieve competitiveness through the quality of its labour force and the provision of appropriate property and infrastructure assets for business but a second aspect to the competitiveness of localities is the ability to attract and retain high quality labour. In one analysis of the weaknesses of Scarborough, policy-makers have identified difficulties in attracting senior management and qualified staff into the area. In the new knowledge-based economy businesses can follow where the high value labour chooses to live rather than the other way around. Thus here it is useful to consider a range of assets relating to education, the experience of crime and housing under the heading of lifestyle assets.

The prospects for the District in terms of its housing assets are broadly positive. Agents report high demand for residential property from buyers who are looking to benefit from the relatively low house prices in the area whilst commuting into York and West Yorkshire (but also to retire). The greatest demand is for properties in the villages around Scarborough town but within the Borough.

House prices in the latter part of 2001 in the immediate area in and around Scarborough are lower than prices for North Yorkshire but slightly higher than for the Yorkshire Region for semi-detached and terraced properties. Recent work by the University of Birmingham suggests that there is a net in-migration from West Yorkshire (Bradford) to the District.

There is clearly some evidence for Scarborough being an attractive residential location for households either squeezed out of or choosing to opt out of over-heated housing markets in the rest of the region. The attractiveness of housing in the district for households with children is somewhat limited by figures relating to educational attainment at schools in the area. Whereas aggregate educational attainment at both primary and secondary levels are roughly on a par with the national attainment figures, the attainment figures for schools in and around Scarborough is significantly lower than attainment within the North Yorkshire LEA area as a whole. Evidently school performance will not discourage households without children and people reaching retirement.

Crime is an issue that worries many and it is likely to have an impact on the desirability of some places as residential locations (although interestingly less so for businesses). In terms of burglary Scarborough residents have experienced rates that are 50% higher than for North Yorkshire as a whole (5.4 burglaries per 1,000 head of population as against 3.7 incidents per 1,000 head) but the rate for Scarborough is half the regional rate. Thus in terms of crime against property Scarborough is a relatively safe location.

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Scarborough's Economy Today

The over-arching physical asset of the town and District is the environment in which it stands. Being close to the Yorkshire Moors and on the coast has been the foundation of Scarborough's tourism industry. In the past policy-makers have also identified the quality of life issue as a double-edged sword in that it creates a situation where staff turnover is low and where business formation becomes a strategy to remain in the area, rather than any burning entrepreneurial drive. Worries have also been expressed that large companies encourage their senior managers who are about to retire to move to seaside locations. This can contribute to a lack of energy in the town.

Diagnosing weaknesses - the "training gaps"

In considering the issue of the "training gap", there are effectively two gaps that need to be considered. The first training gap exists between company expectations and their experience of training in their immediate area. The second gap is between the training needed by the labour force in the area and the training commitment by employers. Dealing with both gaps is clearly important in improving the skills-base that underpins any local economy. However it must also be recognised that training provision is more problematic for small companies and that Scarborough is a small business economy.

In understanding the training gap between labour and the employer, there are some positive signs that training geared to up-skilling the current labour force is being addressed in Scarborough. Some 33% of Scarborough respondents had carried out a written Training Needs Assessment (TNA) of their companies by 2001. This is a figure slightly below the North Yorkshire average of 35% of employers. Manufacturing companies are less likely to have completed a TNA than service sector companies and organisations.

A commitment to training progresses beyond the elaboration of a TNA to the development of a written training plan (23% of Scarborough companies) and to the provision of a training and development budget (22% of Scarborough respondents). In this respect Scarborough companies are close to the average across North Yorkshire. However it is likely that a company will not have all three elements of the TNA, the written plan and the dedicated budget since 51% of employers with a TNA and 43% of those with a training plan do not have a dedicated training budget. When asked, only one in eight companies across North Yorkshire and Scarborough claim to be totally committed to training.

On the whole employers across North Yorkshire and York reveal a similar level of commitment and mobilisation towards training. In this context Scarborough does not appear to be exceptional.

Providing support to enterprise

The Scarborough economy is principally a small firm economy. It is estimated that 45% of employment within the District is within business units employing fewer than 25 people in comparison to 33% for the Region and 34% nationally. Small businesses are generally unable to internalise many business support services and need to go to external agencies.

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Conclusion

This conclusion can only be drawn from the limited data that has been to hand whilst writing this report. However, Scarborough clearly faces a problem in terms of its economic development. In terms of employment the District has grown but not as rapidly as it might have. It has an employment structure that is based on a few manufacturing sectors and a tourism industry that is standing still in employment terms. Outside of the domain of education the town does not appear to be generating jobs in what might be thought of as the knowledge-based economy. This is reflected in the on-going occupational profile of the workforce that works in the Borough.

Equally the performance of the local economy in terms of investment in research and development and the setting up of VAT-registered businesses has also been problematic in the late nineties. Levels of self-employment are relatively high, although this may reflect the balance of individual sectors in the Scarborough economy rather than an inherent entrepreneurialism expressed through self-employment. This indicates that the local economy as a whole is not behaving as a knowledge-based economy. Individual entrepreneurs and businesses may however be performing exceptionally well.

The area is an unemployment blackspot in North Yorkshire and this represents an opportunity although the occupational structure of the unemployed claimants suggests that any training will need to embrace a diverse group of potential workers. Consistent with the relatively poor performance in generating jobs, the number of notified vacancies are out-numbered by the number of claimants. Clearly one can question whether the local economy is being slowed down by a lack of suitable labour and that employers are simply discouraged from advertising work through the job centres because of this.

Property developers are clearly wary of the town. They apply relatively high equivalent yields when pricing their schemes despite the relatively high performance of property development that has occurred. Public subsidy would appear to be the only mechanism of getting developers interested but even beyond this there remains a weak demand for property. However, should developers become interested in the area there is land available for development.

The connectedness of the area is a potential problem for businesses. Currently Scarborough businesses appear to be fairly inward-looking in terms of markets and competitors although they use suppliers from across the UK. It is conceivable that if the town was better connected these businesses might re-orient their activities for wider markets. However one might question this based on an apparent lack of entrepreneurialism in setting businesses up and in investment decisions.

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An alternative consequence of making the area more connected is to make the District a commuting area for surrounding areas such as York. Already some interest is reported for housing in the area for workers based in York where property prices are significantly higher than Scarborough. However potential house buyers with children of school age may well have to balance the lower house prices in Scarborough with the lower levels of educational attainment in schools when comparing locations across North Yorkshire.

Overall the clearest asset that the area can call upon is based on quality of life issues and its physical environment. Across Europe coastal locations can attract affluent and mobile individuals with the capacity for setting up businesses.

Finally, training is recognised as an important issue by some Scarborough employers. Companies in the service sector (both public and private) are most likely to have a commitment to structured training for their staff and manufacturing companies the least commitment. However, on the whole Scarborough employers demonstrate a similar range of attitudes to other employers across North Yorkshire.

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Training & Enterprise Policy Issues

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Issues for training and enterprise policy

In the previous section we have broadly outlined the profile of the Scarborough economy and the trends that it has undergone over the past 10 years. Here we start to consider what might be the training and enterprise policy implications of this sketch.

Constructing competitive advantage

The Scarborough economy performs poorly on competitiveness indicators relating to business formation, employment generation and the level of residents in employment at NVQ4 and above. The White Paper "Building partnerships for prosperity" identified the importance of skills to regional competitiveness in Europe noting:

"The education and skills of local people are a key feature of internationally-competitive regions."

In order to construct competitive capacity there is a requirement to accept that the human resource of the Borough in terms of the standard of the skills and competence in the labour force is one of the determinants of economic performance. There must therefore be:

- A quantitative increase in the volume of training and enterprise resource that is being invested in the current skill base of the labour market in order to meet Government targets
- A qualitative change in the standard of training and enterprise provision so that it contributes to the upgrading of skills and ability to produce higher value-added services and products across the economy
- Better targeting on current and emergent needs, with a focus on attainment, and value being added to employers economic performance
- A commitment to evaluate any initiatives to generate best practice in improving skills.

Scarborough's Economy

Training & Enterprise Policy Issues

These all require a substantial quantitative increase in the volume of investment in training and enterprise support service in order to achieve a wholesale revision of the skills base of the labour market.

Within the bases of international competition amongst the factors determining economic advantage, the nature of the skills available in the workforce plays a very significant role. There is a hierarchy of advantage such that whilst, at one time, low-cost labour and basic skills could lead to advantage, it is now necessary to have a higher level of skill and more flexible range of skills within the individuals who make up the labour force.

Furthermore, the labour force will depreciate as a basis for sustaining advantage unless it is constantly upgraded and specialised. Skilled workers, especially at managerial levels, who can lead the new organisations, which are being created for the period 2000-2010, are thought, in this respect, to be more important than any other factor.

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Training & Enterprise Policy Issues

Over the past fifteen years workplace training activity has increased in the UK such that the UK is now broadly comparable with other European countries. However the UK labour force remains less frequently qualified at technician level (NVQ3 equivalent) and training remains more job-focused rather than on broader issues relating to changing production techniques.

Strengths to build on

The Scarborough economy has one principal strength on which to construct a competitive economy and that is its environmental assets. These can potentially attract highly qualified labour and businesses. Clearly it is desirable that any economic development generated through the exploitation of such an asset should not lead to its degradation.

Overall one can point to:

- A good standard of educational institutions at the school, further and higher education level, supplemented by good but limited voluntary pre-entry life skills provision both in Scarborough and in the surrounding North Yorkshire.
- A buoyant small firms economy, particularly strong in professional and personal services, exists to support the larger businesses and to provide niche services and products.
- A strong craft skills base within the town and a relatively strong professional labour force in North Yorkshire outside of Scarborough, supported by good schools and desirable housing.
- A relatively low cost base centred on relatively low salary levels, low property rents and house prices.

Scarborough's Economy

Training & Enterprise Policy Issues

Threats to be countered

Acting against these strengths are a number of threats, which will need to be minimised if Scarborough's economy is to regain its competitive edge:

- A strong pound continues to have a major impact on manufacturing
- The need to move to new sources of people to work in Yorkshire & Humberside's growing sectors as "conventional" channels run dry and attention must be turned to women returners, mature workers, ethnic minorities and people with disabilities
- Current Government expenditure on training and enterprise services is far too basic to support the growth of Yorkshire and Humberside as a high value-added economy in the international competitive market
- The poor transport and communications infrastructure that should link Scarborough into the UK and international economies needs improvement. This is a threat clearly recognised in the York and North Yorkshire sub-regional plan for 2002/03 where information and communications technology up-grading might help compensate for some aspects of the physical infrastructure.
- The relatively poor performance of schools in Scarborough in comparison to the rest of North Yorkshire puts the town at a disadvantage with regards to the rest of North Yorkshire.
- High outward migration by young people will accentuate the falling numbers in the labour market.

Scarborough's Economy

Local and Regional Agencies

What role for regional and local agencies?

Our assessment of the current and future labour market situation points to the need for a pro-active, rather than the current re-active, approach to the organisation and delivery of training and enterprise services. In terms of up-grading the skills base of the existing workforce the Regional Development Agency has a clear objective, as does the Learning and Skills Councils. Equally, given the current interest in clustering, local economic development agencies in Scarborough must look to opportunities to connect up businesses in the Scarborough area with others in the Region. Again this is a policy initiative that would be supported and encouraged by the RDA that currently lists five clusters as strategically important in Yorkshire.

This covers a number of potential activities in which local economic development agencies might be involved or lead:

- Awareness of the importance of continuous training in sustaining competitive advantage
- Identification of business and individual needs for training and enterprise support
- Encouragement of training investment by private businesses
- Development of new service, products and delivery processes to fill gaps in provision
- Channelling and targeting of government funds to most effective service providers
- Co-ordination and integration of services, products and delivery
- Funding of new service and product innovations to fill gaps in provision
- Monitoring the quality of training and enterprise provision
- Evaluation of outcome of investment
- A shift in emphasis from short-term to long-term training and enterprise needs so that human resource development and management is embraced across all organisations in the local economy
- A move to training and development so that peoples' skills are reviewed within businesses' throughout their working life and are not related to immediate business needs but also to the employability/career of the individual and the future needs of the firm

Scarborough's Economy

Local and Regional Agencies

- The co-ordination and integration of services and products which relate to the needs of industry sectors and sub-sectors within the economy so that the competitive clusters of activity are created and sustained (especially in banking, insurance and finance also aerospace, computing, business services, hotel and catering, transport and distribution, construction and public services).
- There are new emerging "clusters" in such fields as media, chemicals, niche textiles and medical technology. These will need to be appropriately addressed to sustain their development and contribution to local wealth.
- Ensuring the availability and targeting of training and enterprise services more effectively on the needs of people who are currently outside active employment – women returners, the over 45 population, ethnic minorities and people with disabilities, perhaps building on positive action initiatives
- The higher growth rates for the Scarborough, North Yorkshire and broader Yorkshire economies are only achievable if there is concerted comprehensive action to address perceived weaknesses in transport infrastructure as well as in business support and training.

Given the external drivers of change, which will affect all local and regional economies in the EU, and the evolving competitive needs of firms, it is unlikely that any economy will maintain its current internationally competitive position without such a radical transition of training and enterprise services and delivery channels. There must be a revolution in the quantity and the quality of training investment and enterprise support.

Finally there needs to be some thought as to the role of inward investment within the Scarborough economy. The nineties were characterised by a dependence on the possibility of indigenous growth. However, the consideration of property development opportunities in the District have stressed the reluctance of outside investors to invest in the area. It was suggested that relatively high levels of public subsidy would need to underpin any development activity. Scarborough Business Park is recognised as a strategic site within the sub-regional plan and must be supported in order to provide modern facilities for both indigenous growth and in-migration of businesses.