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BRIDLINGTON AAP

**DRAFT HERITAGE IMPACT ASSESSMENT:
THE AAP'S PROPOSED HARBOUR TOP
AND MARINA DEVELOPMENTS**

20 April 2012

DRAFT

HERITAGE IMPACT ASSESSMENT: THE AAP'S PROPOSED HARBOUR TOP AND MARINA DEVELOPMENTS

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HERITAGE IMPACT ASSESSMENT: THE AAP'S PROPOSED HARBOUR TOP AND MARINA DEVELOPMENTS

Introduction

1. This paper sets out the assessment, as part of the AAP's evidence base, of the prospective impact on the heritage assets (and their setting) in the vicinity of the Harbour development, including the Grade II listed North Pier, Grade II listed South Pier, other nearby listed buildings and those parts of the Bridlington Quay Conservation Area close to the harbour.
 - the development on land at the west end of the Harbour of the mixed use leisure, speciality retailing and housing scheme that the Bridlington Town Centre Area Action Plan (the AAP, policy BridTC3) promotes as part of the comprehensive development of the Burlington Parade site and refers to as the 'Harbour Top'; and
 - the construction and development the Marina that AAP policy BridTC4 promotes on land and over water to the south of, and incorporating, the Harbour.
2. The Harbour lies within the Bridlington Quay Conservation Area, the southern boundary of which is formed by the listed South Pier with its root and slipway. The listing description of the South and North Piers is provided in Appendix 1 to this assessment. The significance of the Harbour heritage asset and its contribution to the Conservation Area as a whole is set out in the draft Bridlington Quay Conservation Area Character Assessment (BQCACA). The draft BQCACA supplements the designation assessment that the Council consulted on in February 2010 prior to formal designation in June 2010.
3. The draft BQCACA and this assessment will inform the revision of the 2007 draft Town Centre and Marina Supplementary Planning Document (SPD), the final draft of which will set out the detailed design guidance on development and public realm in the Conservation Area. The final draft of the SPD will be prepared in collaboration with English Heritage and consulted upon alongside the draft BQCACA following the AAP's examination. The final SPD, with the final BQCACA, will be adopted alongside the AAP.
4. This assessment responds to national policy on conserving and enhancing heritage assets set out in the National Planning Policy Framework (NPPF, paras 126-141, 157 fifth and sixth bullets, and 169) and follows other relevant guidance.¹
5. The Council's assessment is that the Harbour Top and Marina developments would be likely to result in some harm to elements which contribute to the significance of a

¹ The Setting of Heritage Assets. English Heritage Guidance, English Heritage 2011; Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage 2011.

number of historic assets in the area, but that this harm would amount to “less than substantial harm” in terms of national policy (NPPF, para 134). NPPF para 134 makes provision for balancing “less than substantial harm” against the “public benefits” which the Harbour Top and the Marina will deliver.²

6. The Council considers that the public benefits generated by the Harbour Top and Marina developments will exceed the NPPF’s requirements in the case of “less than substantial harm”; and will instead be equivalent to the “substantial public benefits” that the NPPF (para 133) requires to justify the substantial harm or total loss of significance of a designated heritage asset.
7. A summary of the evidence that justifies the Harbour Top and the Marina as the most effective, sustainable and deliverable means of achieving the AAP’s regeneration objectives is provided in Appendix 2 . Appendix 3 provides a summary of the economic, environmental and community benefits that will follow from the delivery of each. These benefits could not be achieved by any other means, either as soon in the case of the Harbour Top or at all in both cases.
8. The evidence base for the AAP also shows that substantial benefits can be achieved in the public interest with no harm to the interests of the Bridlington Harbour Commissioners (BHC), the efficient operation of the Harbour or its finances. The evidence shows that the greater likelihood is that the Harbour’s users and the BHC will be better off, both than they are now under the Harbour’s current circumstances and will be in future in the absence of the Council’s investment in the Harbour and Marina. Appendix 4 provides a summary of that evidence.

National Planning Policy on Conserving and Enhancing the Historic Environment

9. National planning policy sets out what is required of local planning authorities (LPAs) at both plan-making stage (which is the stage that applies to this assessment) and at decision-making stage to conserve and enhance the historic environment. These provisions are summarised below.

Plan-making

10. The NPPF, para 126, states that in preparing local plans LPAs should develop a ‘positive’ strategy for conserving and enjoying the historic environment in their areas, including provisions to deal with ‘heritage assets most at risk through neglect, decay or other threats’. The NPPF explains that heritage assets are an ‘irreplaceable resource’ that should be conserved ‘in a manner appropriate to their significance’.

² Neither the NPPF, nor the guidance listed in Footnote 1, provide definitions of ‘substantial harm’ or ‘less than substantial harm’. Both are judgments that relate to the significance of the affected heritage asset and the type of change and impact at issue. The basic principle is that all heritage assets are irreplaceable and all degrees of harm to heritage assets should be avoided wherever possible in the public interest.

11. NPPF para 126 states that LPAs, in developing a positive strategy in their local plans, should take into account:
- *‘the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *the wider social, cultural and environmental benefits that conservation of the historic environment can bring;*
 - *the desirability of new development making a positive contribution to local character and distinctiveness; and*
 - *opportunities to draw on the contribution made by the historic environment to the character of the place.’*

The determination of planning applications

12. In respect of decision-making, the NPPF provides as follows:
- para 128 states that decision-makers should require applicants to describe the significance of the affected heritage assets with the level of detail required proportionate to that significance;
 - para 129 states that LPAs should identify and assess the significance of any affected heritage asset, taking into account the available evidence and any necessary expertise, and take this assessment into account when considering the impact of a proposal so as ‘to avoid or minimise the conflict between the heritage asset’s conservation and any aspect of the proposal’; and
 - para 131 states that LPAs should take into account:
 - *the desirability of sustaining and enhancing the significance of the affected assets and ‘putting them to viable uses consistent with their conservation’;*
 - *the positive contribution heritage assets can make to ‘sustainable communities including their economic vitality’; and*
 - *‘the desirability of new development making a positive contribution to local character and distinctiveness.’*
13. NPPF para 132 explains that any loss or harm to a heritage asset should require ‘*clear and convincing justification.*’ The NPPF distinguishes between ‘substantial harm’ and ‘less than substantial harm’ as follows:
- i. *‘substantial harm or loss’* should be ‘*exceptional*’ and LPAs should (para 133) refuse planning permission where proposals result in the substantial harm or loss of a heritage asset – unless the substantial harm or loss is necessitated by substantial public benefits that outweigh the substantial harm or loss; and
 - ii. *‘Where a development proposal will lead to less than substantial harm to the significance of the heritage asset, this harm should be weighed against the*

public benefits of the proposal, including securing its optimum viable use.” (para 134)

14. The NPPF makes two further statements that are relevant to this assessment:
- i. Para 137: *‘Local planning authorities should look for opportunities for new development within Conservation Areas...and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or reveal the significance of the asset should be treated favourably.’*
 - ii. Para 138 acknowledges that not all elements of a Conservation Area will *‘necessarily’* contribute to its significance, and that the *‘loss of a building (or other element) which makes a positive contribution should either be treated as substantial harm or less than substantial harm, taking into account the significance of the element affected’* and *‘its contribution to the significance of the Conservation Area...as a whole’*.
15. The final section of this assessment summarises the compliance of the Harbour Top and Marina proposals with the national policy provisions.

The AAP’s Provisions for Protecting and Enhancing the Harbour Heritage Asset

16. The publication AAP, incorporating the Council’s proposed minor amendments, puts in place objectives and policy criteria that aim to ensure that the developments promoted by the AAP will protect, preserve and enhance the heritage assets they affect in line with national planning policy.³ English Heritage has contributed to these provisions of the AAP. Appendix 4 to this assessment lists them.

The Starting Points for the Heritage Impact Assessment

17. Neither Burlington Parade’s Harbour Top scheme, nor the Marina, has been designed. The AAP Proposals Map shows the outline of the Harbour /Marina based on the Bridlington Marina Masterplan shown in the AAP at Plan 3.3. Enough technical work has been done, however, to be able to establish the nature and scale of the likely impact on the significance of the Harbour heritage asset, and to judge that it will be possible to design both schemes to avoid substantial harm altogether and reduce and to remove the risk of less than substantial harm.
18. The starting points for the assessment are:

³ Although the National Planning Policy Framework replaces PPS5 – Planning for the Historic Environment, the PPS5 Practice Guidance continues to provide the details of what is required of developments that affect designated heritage assets.

- i. The AAP promotes the development of the Harbour Top as part of the comprehensive development of the designated Burlington Parade site because there is no alternative option that is capable of achieving the AAP's regeneration objectives and therefore of delivering the benefits that will follow.
- ii. The AAP does not specify a precise scale of development for the Harbour Top, although the Proposals Map defines the maximum extent of its footprint. The AAP states (BridTC3.2d) that the Harbour Top is to be developed for a mix of retail, leisure and housing development, including a full service hotel. BridTC9.4 puts in place a sequential test for locating a hotel in the AAP area, and the first preferred location is the Harbour Top. The AAP's evidence base shows that the Town Centre's best chance of attracting a good quality hotel lies in the delivery of the Harbour Top.
- iii. The scale of the Harbour Top development will be determined by both of the following:
 - commercial considerations – what the market is willing and can deliver profitably on the Harbour Top, subject to the provisions of BridTC3.2e; and
 - the requirements for the design solutions to take full account of the significance of the heritage assets, both to avoid harm and to contribute positively to the preservation and enhancement the significant heritage assets, their setting and the character of the Conservation Area.
- iv. The works to release the land area required for the Harbour Top also create valuable opportunities, both to:
 - remove existing developments that the BQCACA assesses to impact adversely on the Conservation Area (e.g., the Lawrence Complex, the treatment of the retaining wall at Garden Walk and the fish market); and
 - deliver design solutions for the replacement operational buildings, facilities and public realm that will preserve the significant heritage assets and contribute positively to the distinctive character of the Conservation Area.
- v. The Marina will be designed within the parameters set by the agreed footprint (AAP, Plan 3.3) and to comply with the provisions of BridTC4 for the protection of the heritage assets and natural environment and a commercially competitive, operationally efficient and viable Harbour and Marina.
- vi. The AAP promotes the layout and maximum footprint of the Marina proposed because the evidence shows that an alternative within the confines of the Harbour would neither achieve the BHC's commercial and operational objectives, nor deliver the regeneration and benefits that are the AAP's purpose. Appendix 3 summarises this evidence.

19. The finance for the works to create the Harbour Top development, regenerate the operational Harbour and deliver the Marina is being provided by the Council. The justification for the Council's investment is the pressing need for improvements in the town's economic, environmental and social wellbeing. Without the Council's intervention and finance, these improvements would not be forthcoming and the town would continue to decline. Amongst the consequences would be the further risk to its heritage assets.

The Impact Assessment

20. Table 1 overleaf sets out the Heritage Impact Assessment: the significance of each part of the designated asset, taken from the BQCACA; the development that is likely to have an impact on this significance; the nature and scale of this prospective impact; the design options to avoid substantial harm and reduce or remove the risk of less than substantial harm; and the balancing considerations – both the scope for avoiding and reducing the impact and the public benefits the impacting development will give rise to.
21. The assessment concludes with a statement on the compliance of the proposals with the provisions of national policy for the conservation and enjoyment of heritage assets.

Table 1 Draft Heritage Impact Assessment

The Likely Effect of the Harbour Top and Marina on the Significance of the Harbour Heritage Assets and their Setting.

| THE HERITAGE ASSET SIGNIFICANCE | THE DEVELOPMENTS THAT AFFECT THE ASSET'S SIGNIFICANCE | THE NATURE AND SCALE OF THE PROSPECTIVE IMPACT ON THE ASSET'S SIGNIFICANCE | THE DESIGN CONSIDERATIONS: AVOIDING OR REDUCING HARM AND DELIVERING THE BENEFITS | IMPACT ON ASSET'S SIGNIFICANCE |
|---|--|---|---|---------------------------------------|
| <p>1. GRADE II LISTED SOUTH PIER, SLIPWAY AND ROOT</p> | <p>1.1 The Harbour Top development platform and structure.</p> | <p>1.1 The development platform will require the removal of the Lawrence Complex building which the BQCACA assesses has an adverse impact on the Harbour's character. It will also include infill of a section of the tidal area of the harbour extending up to c.35m out from the high water line of Gummers Wharf,</p> | <p>1.1 The southern aspect of the development platform can be designed to give an open feel and afford views to the south over the Pier and along it. A suitable lighting treatment to enhance the visibility of the Pier from this point could enhance the impact of the Pier on the character area, including its visibility from street level.</p> <p>There will be design solutions to the first two floors of the Harbour Top development that could reduce the occlusion of the views (e.g., transparent or chamfered corners at the south-eastern edge of the development).</p> <p>The access over the South Pier could be narrowed to leave the Pier exposed from the south save for the width of the access road itself.</p> | <p>1.1 Less than substantial harm</p> |
| | <p>1.2 Works to strengthen and waterproof the South Pier</p> | <p>1.2 Works to waterproof the South Pier would be on the retained water side (inner wall) and generally below the water level, but are essential to securing the structure.</p> | <p>1.2 The works and other repairs will be carried out sympathetically, use traditional materials, and replace the non-conforming materials that have been used in past repairs.</p> | <p>1.2 Positive impact</p> |
| | <p>1.3 Public Realm works at the south of the west end of the Harbour</p> | <p>1.3 The public realm works would retain the operating equipment and fishing paraphernalia, restore the floor (recover the fabric which remains and use traditional materials where not) and introduce a harmonious scheme of lighting, furniture, fencing, signage and interpretive material that will enhance the character of the Conservation Area and improve the ability of the public to enjoy the heritage asset.</p> | <p>1.3The public realm works would be designed to preserve and enhance the historic fabric and setting of the South Pier.</p> | <p>1.3 Positive impact</p> |
| | <p>1.4 Land reclamation to the south of the South Pier to provide additional operational land required</p> | <p>1.4 Option 1 would be the first phase of the Marina to the south of the Harbour. It would require the reclaimed land on the south to be raised to the level of the South Pier to permit operational traffic to access the pier and</p> | <p>1.4 The land reclamation to the south of the Harbour could retain the slipway as an open feature, although protection in situ may be better to preserve the slipway as it does not</p> | <p>1.4 Less than substantial harm</p> |

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| | and the provision of a new access route to connect this land to the South Pier (Option 1) | <p>fish market. About 15% of the length of the South Pier would be affected; the pier would remain in situ and the works could be made reversible.</p> <p>The slipway would be affected, but could be left open or preserved in situ, and again the works would be made reversible.</p> | conform to current design standards or lead anywhere, unless a tunnel to the beach were incorporated. Enhanced interpretive material could be put in place – whether or not the slipway is preserved in situ. The land reclamation is the minimum for the viability of the Harbour and Marina. The access solution minimises the costs and optimises operating efficiency. Once the Marina is built, the fishing activity can be removed from the listed pier and the number of vehicle movements along the listed pier would fall sharply. | |
| | 1.5 Land reclamation within the Harbour to create the further land required for Harbour operations and the Harbour Top (Option 2) | 1.5 The land reclamation within the Harbour (Option 2) would reduce the tidal area by about 35-40 metres and remove moorings for about 34 small boats. The root of the South Pier and slipway would be unaffected. | 1.5 The land reclamation within the Harbour should be incorporated within the wider public realm scheme, and traditional material used on floor surfaces. | 1.5 Less than substantial harm |
| | 1.6 The Marina – the impoundment of water to the south of the South Pier and the potential opening of an access through the South Pier wall to connect the impounded basin to the south of the pier with the impounded Harbour. The creation of an opening sufficient for the passage of small craft would permit the impounded Harbour and southern basin to operate as a single marina. | 1.6 The impounded basin to the south of the South Pier would raise water levels to the same level as impounded water in the harbour for about 10% (c 35 metres) of its length depending upon detailed design. The effect, cumulatively, with the land take on the south side together with the impounded water, would be to reduce the view of the pier's mass from the south by c 30% of the pier's length (compared with at low tide now). | 1.6 The cut through the South Pier could be avoided by creating a second, separate, area of impounded water on the south side. A further cill gate would need to be created, and special management arrangements would be required (it would create, effectively, two side-by-side marinas). | 1.6 Less than substantial harm |
| | 1.7 The Marina – the impoundment of the Harbour and the creation of a lock gate that will lie between the impounded area and the North Pier (leaving a tidal area between the lock and the North Pier) | 1.7 The impoundment of the Harbour would create a permanent water level. The characteristic mud and mud berths would be lost, although the permanent water level would still leave the substantial height of the South Pier exposed. The introduction of the cill gate within the Harbour will partly occlude the view of the mass of the North Pier from the quayside within the Harbour and at low tide from vantage points above the quayside. | <p>1.7 There is no design approach that would both allow for impoundment and continue the Harbour's tidal function.</p> <p>The structural connection of the new pier is proposed at a point where the original South Pier structure was widened in the 20th century and avoids direct connection to the original 19th century structure.</p> | 1.7 Less than substantial harm |

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| | | <p>The new internal pier linking the South Pier to the lock would be connected to the existing fish quay on the north side.</p> <p>The impounded water within the Harbour will reduce the visible height of the South Pier (compared to low tide now) from vantage points within the Harbour, as well as from vantage points to the north from Garden Walk and the North Pier. The impounded water will be at a level around the mid-point of the tidal range, subject to detailed design; thus, compared to high tide now, more of the South Pier will be visible. The lock will occlude some views of the mass of the South Pier from the North Pier. (See also section 5).</p> | | |
| | <p>1.8 The removal of the fish market, and its redevelopment on the new Marina at the end of the new southern pier.</p> | <p>1.8 The fish market is attached to the listed South Pier and is mentioned in the listing description. It is, however, an alien 20th C glass and steel structure with little historic significance, and the draft BQCACA assesses it to have a negative impact on the character of the Conservation Area.</p> <p>Once the new Harbour is built, the fish market building will lose its purpose, replaced by modern facilities and more generous operating area on the new south pier.</p> <p>The fish market's removal will be a positive contribution to the Conservation Area and reveal more of the South Pier.</p> | <p>1.8 Reinstatement of the site of the fish market following its removal would be executed in traditional materials to match the original walling and paving of the pier.</p> | <p>1.8 Positive impact.</p> |

1. Grade II listed South Pier, Slipway and Root

The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The Harbour Top Development and Marina are likely to result in harm to a number of elements which contribute to the significance of the Listed Piers. This harm is considered to constitute less than substantial harm in terms of the advice set out in the NPPF. This harm has to be balanced against the nature and scale of public benefits which these developments would bring and the lack of alternatives to them.

- The Council's investment is levered and justified by the need to introduce the Harbour Top development and deliver the Marina to secure the economic, social and environmental wellbeing of the town.
- The schemes secure the optimum viable use of the Harbour, and the investment in its fabric extends the lifetime of the historic assets.
- The Harbour Top puts the west of the Harbour to a viable use that is consistent with the needs of the economy and the conservation of this part of the Quay Conservation Area. The Harbour

Top has historically, as it does now, accommodated 'town' uses and historically had a close functional relationship with the rest of the town around it.

- The Harbour Top integrates the town centre functionally with the Harbour, restoring its historic relationship with the town and enabling the established town centre businesses to gain from the footfall generated by the Harbour Top development and the Harbour more generally.
- The Harbour Top provides the quality and location of site that is most likely to be able attract the hotel the town needs to capture the overnight-related expenditure generated by the Spa, but presently lost.
- The Marina captures the unmet demand on the east coast for sailing berths and delivers a more diverse, higher spending and less seasonal visitor market for the town. The Marina endows the town with infrastructure that will help to secure its long term prosperity as a place to live, visit and work.
- The developments within the Harbour enable the removal of incongruous materials and structures (Lawrence Complex, poor quality repairs to the listed building, poor quality flooring) that impact adversely.
- The public realm works (floorscape, lighting, furniture, interpretive material) will preserve the historic fabric and enhance the contribution of this part of the Harbour character area to the Conservation Area.

Specific balancing considerations are:

1.1 **Harbour Top:** Although the platform for the Harbour Top scheme in principle could be reduced to increase the distance between its southern elevation and the western end of the South Pier, the risk is that its commercial value will be diluted and its deliverability put at risk. The consequence, even if a Harbour Top scheme were deliverable in reduced form, would be to risk diluting the Harbour Top's 'destination' impact and anchor role. The consequence in turn would be to risk the deliverability of the types, scale and quality of development achievable required for the comprehensive development of the rest of Burlington Parade and, therefore, to put at risk the delivery of the public benefits sought from Burlington Parade and the Harbour's regeneration, including the benefits needed for the existing town centre businesses.

1.2 **Impoundment of the Harbour,** the creation of the lock gate and diminution in the views at low tide of the mass of the listed piers: the impoundment locates the main part of the leisure marina next to the commercial core of the Town Centre and the Seafront and thereby significantly increases the spillovers for the trading prospects of the established town centre. Rather than creating the risk of an alternative and competing destination for the Town Centre and Seafront, impounding the Harbour for the sailing berths makes use of the heritage asset to create (with the Harbour Top, public realm and access works) an integrated, functional, part of the town centre 'destination' as a whole.

1.4 **Land reclamation to the south of the South Pier** (Option 1): The land reclamation to the south would obviate the need for significant additional land reclamation within the Harbour, and would signal the first phase of the Marina, contributing to investor confidence in the town, as well as deliver operational efficiencies. The works would be needed to secure the optimum long term use of the Harbour and deliver the Marina. Although the slipway could be kept open, it would have no practical use (it is not wide enough or long enough to be usable for vehicles and the slope is too steep for disability compliant pedestrian access). The alternative would be to preserve it in situ. In both cases, additional interpretive material will be provided.

1.5 **Land reclamation within the Harbour** (Option 2): The land reclamation within the Harbour would extend Gummers Wharf by about 30-40 metres eastwards into the Harbour, and improve the aesthetic appeal of the water area pending the development of the Marina (which will impound the Harbour). The works are needed to secure the optimum long term use of the Harbour.

1.6 **An opening in the South Pier:** The merits of avoiding the harm caused would have to be weighed against:

- the additional capital, maintenance and management costs of another cill gate;
- the confusion for sailors (who would have to decide which part of the Harbour to enter immediately they approach the Harbour mouth, creating a potential hazard);
- the management complexities;
- the inefficient use of the water space;
- the limited tidal access, which would restrict the times of use and reduce the commercial competitiveness and viability of the Marina.

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| 2. GRADE II LISTED NORTH PIER | 2.1 Proposed extension to the North Pier | 2.1 The proposed extension to the North Pier would attach to the 1866 'Coode' extension and extend approximately 100m southwards. A structural connection will be required onto the existing pier. | 2.1 The design solution will attach onto the southern end of the existing pier head. The structural design will need to respect the existing structural integrity and material of the original structure, which may pose risk of less than serious harm. The benefit of the extension will be to reduce the effects of the tidal surge within the existing harbour and the effects of this on the exposed inner faces of the North Pier and the inner and outer faces of the South Pier where exposed to the tide. | 2.1 Less than substantial harm |
| | 2.2 The Marina – the impoundment of the Harbour and the creation of a lock gate that will lie between the impounded area and the North Pier (leaving a tidal area between the lock and the North Pier) | 2.2 The impounding works and lock do not attach to the North Pier and do not affect the water level against it. The removal of the existing Crane Wharf jetty is required to make space for this – this is not part of the North pier and the BQCACA does not identify it as a significant contributor to the Conservation Area character. | 2.2 The new inner pier and lock gates provide a pedestrian route between the two existing piers that does not exist at present and creates new viewpoints for the full mass of the North Pier. | 2.2 Neutral Impact |
| | 2.3 Proposed new suspended deck at root of North Pier | 2.3 The proposed deck is suspended in the area between the new lock and the North Pier in the vicinity of Crane Wharf. | 2.3 This would replace existing arrangements for public access to pleasure boats in the same area. The structure can be independent of the North Pier and avoid harm to it. | 2.3 Neutral Impact |
| | 2.4 The harbour top development platform and structure | 2.4 No impact | | 2.4 No impact |
| | 2.5 Land reclamation to the south of the South Pier to provide additional operational land required and the provision of a new access route to connect this land to the South Pier (Option 1) | 2.5 No impact | | 2.5 No Impact |

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| | 2.6 Land reclamation within the Harbour to create the further land required for Harbour operations and the Harbour Top (Option 2) | 2.6 No Impact | | 2.6 No impact |
| | 2.7 The Marina – the impoundment of water to the south of the South Pier and the potential opening of an access through the South Pier wall to connect the impounded basin to the south of the pier with the impounded Harbour. | 2.7 No impact | | 2.7 No impact |
| | 2.8 The removal of the fish market, and its redevelopment on the new Marina at the end of the new southern pier. | 2.8 No impact | | 2.8 No impact |

2. Grade II listed North Pier

The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

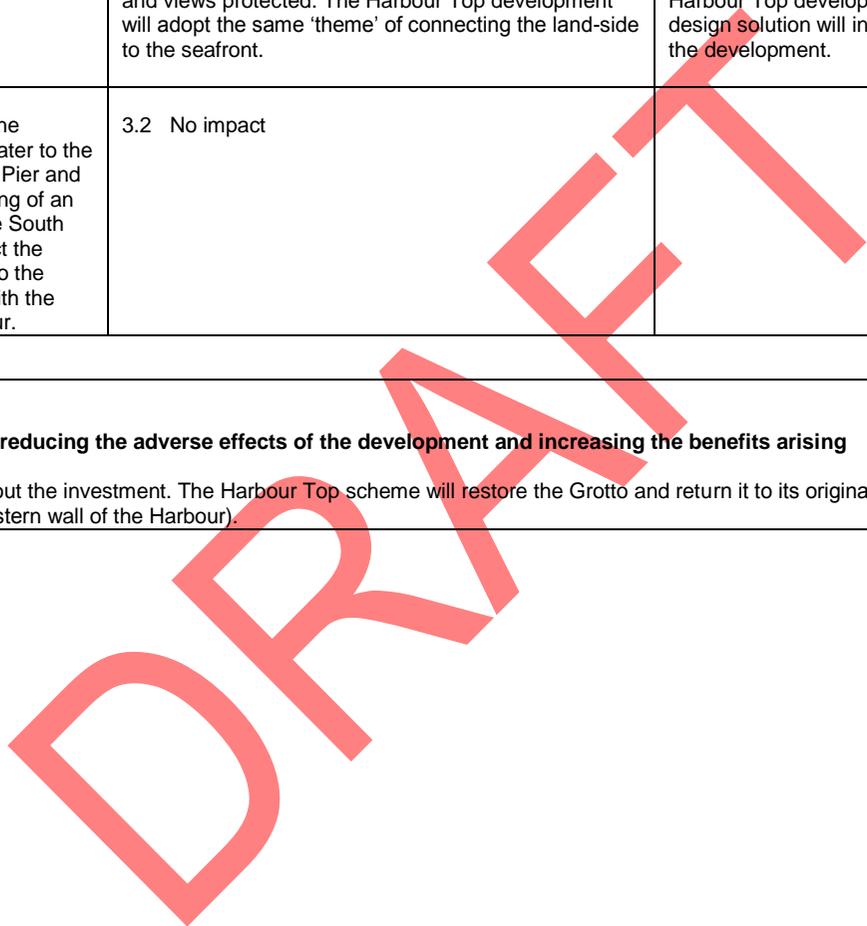
The balancing considerations are the same as for the impact of the scheme as a whole on the South Pier at 1 above.

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| 3. HARBOUR GROTTO The historic 'tourism' use, pedestrian link between the road and quay-side, and the views to the sea | 3.1 The Harbour Top development. | 3.1 The Grotto will be restored and its use recovered and views protected. The Harbour Top development will adopt the same 'theme' of connecting the land-side to the seafront. | 3.1 The Grotto will either be avoided by the Harbour Top development platform or the design solution will incorporate the Grotto in the development. | 3.1 Neutral or Positive impact. |
| | 3.2 The Marina – the impoundment of water to the south of the South Pier and the potential opening of an access through the South Pier wall to connect the impounded basin to the south of the pier with the impounded Harbour. | 3.2 No impact | | 3.2 No impact |

3. The Harbour Grotto

The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The Grotto is virtually unused and is at risk without the investment. The Harbour Top scheme will restore the Grotto and return it to its original use (visitors, shelter, views and connecting the 'town land' to the quayside at the 'mid-level' of the western wall of the Harbour).



| THE HERITAGE ASSET SIGNIFICANCE | THE DEVELOPMENTS THAT AFFECT THE ASSET'S SIGNIFICANCE | THE NATURE AND SCALE OF THE PROSPECTIVE IMPACT ON THE ASSET'S SIGNIFICANCE | THE DESIGN CONSIDERATIONS: AVOIDING OR REDUCING HARM AND DELIVERING THE BENEFITS | IMPACT ON ASSET'S SIGNIFICANCE |
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| <p>4 THE HARBOUR'S NATURAL FEATURES AND LANDSCAPE</p> <p>4.1 Enclosure of the Harbour created by:</p> <ul style="list-style-type: none"> ▪ topography on the north, north-west and west sides ▪ groups of buildings on the north and north-west sides | <p>4.1 The Harbour Top development and the Marina:</p> <ul style="list-style-type: none"> • The Harbour Top development: decked car park and buildings above (one or two platforms, depending on the hotel proposal that comes forward) • The demolition, relocation and replacement of the Lawrence Complex, minor kiosks in the south of the west and the operational buildings (Harbour offices and boat shed) | <p>4.1 The Harbour Top development will have frontages on all sides; onto South Cliff Road and Langdales Wharf at street level and onto the Harbour quayside to the east and south. The present access road to the Harbour may need to be filled in to bring the frontage to the street edge. The leisure, speciality retail, hotel and housing will be constructed in buildings and public space on the top side of the decked car park.</p> <p>The development will increase the Harbour's enclosure in an area that at present appears largely open from the level of South Cliff Road, and will partly occlude the long views from South Cliff Road and Gardens over the Harbour and out to sea. (Views of the western side of the Harbour are presently attenuated by the level differences and the roofs of the Chicken Run Jetty structure). Only from the eastern edge of the road can the western half of the harbour be seen and only then by looking down.</p> <p>The space for the Harbour Top development will be created by clearing the current quayside, reclaiming land from part of the water area (Option 2 in 1. above) and rearranging the layout of the operational activities and the access which will be from Bridge Street and South Cliff Road.</p> <p>All but a limited number of surface car park spaces will be relocated into the Harbour Top development's decked car park.</p> <p>The replacement operational buildings will be tucked against the north side of the Harbour to free land for operational use.</p> <p>The retaining wall and ramps will be re-worked.</p> <p>The operational area will continue to allow public use, and the public realm re-designed accordingly.</p> | <p>4.1 The decked parking (on which the Harbour Top buildings will sit) will be tucked into the level difference between South Cliff Road and the quayside to bring the commercial development level with South Cliff Road.</p> <p>The Harbour Top retail, leisure, hotel and buildings will need to emulate the variety of forms, roof lines and heights of the elevations on to the Harbour on the north and north-west sides, delivering the same layered effect. Views from South Cliff Road will need to be achieved, and long and panoramic views from the development, over the Harbour, town and sea will need to be provided.</p> <p>The redevelopment of the operational buildings produces a chance to design them to reflect and enhance the Harbour's character.</p> | <p>4.1 Less than substantial harm by reinforcing the sense of enclosure at the west end of the Harbour with Harbour Top development compared with the natural topography.</p> |

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| 4.2 Gypsy Race | 4.2 The creation of a new access/egress route into the northern operational area (from the west end of Bridge St / South Cliff Road) | 4.2 The presently culverted Gypsy Race will be 'opened up', either symbolically (e.g., a fountain) or actually and reinforced by an access route from Bridge Street. This requires removal / relocation of the modern Vessel maintenance shed and widening of the lane between Bridge St and Langdales Wharf by removal of building(s) on Bridge St. | 4.2 The Gypsy Race is a key feature of the Burlington Parade scheme and played a key role in the Harbour's and town's development. Engineering and design approaches will be developed to reveal its presence, acknowledge its role signal as a unifying spine that connects Burlington Parade from north to south through the Harbour and interpret its significance to the Harbour's history. The access route will be kept to the minimum required to accommodate essential vehicle and pedestrian requirements. | 4.2 Less than substantial harm. |
| 4.3 The openness of the landscape at quayside level | 4.3 The reclamation of land from the Harbour's water area to create additional quayside When the Marina is built, the demolition of the Chicken Run Jetty and the impoundment of the Harbour | 4.3 The openness of the quayside landscape will be increased, although in the first phase there will be some reduction in the tidal area. | 4.3 There is scope to offer a continuous public walkway along the seafront – looping into the Harbour Top at street level from South Cliff Road and back again. When the Marina is built, the walkway can run internally and parallel to the road. The public realm works will be designed to enhance the conservation area; the artefacts will be retained and preserved; the fishing paraphernalia will be retained; the mix of public and operational uses will continue; and floorscape will be restored with the original materials where they remain . | 4.3 Positive impact. |

4. The Harbour's Natural Features and Landscape
The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The balancing considerations for the scheme as a whole are the same as for the impact on the significance of the South Pier. The footprint and massing of the Harbour Top development could be reduced to lessen the effect of extending the enclosure of the Harbour to its include its western end, and this will remain an option at design stage, taking into account the heritage impact, commercial viability and regeneration benefits.

There are design solutions that would allow the massing of the structure to be broken up from street level and above, and for treatments to the car park elevation to lighten the effect of its massing – with both following the layering effect which is suggested now on the Harbour's west side and which characterises its north and north-west sides. Spaces can be created between the buildings to permit long views from South Cliff Road and the Gardens across the Harbour to the sea and building heights and roof lines can be varied . A public promenade around the deck from street level is proposed providing views over the Harbour, to the town north and south and out to sea. The design approach will allow active uses at street level to spill out onto the public parts of the deck, and

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again offer long views to and over the Harbour and beyond. Both the public promenade and the street level leisure uses will significantly enhance the public's access to, and enjoyment of, the Harbour – as well as generate many more visitors to it (see 1 above).

The quay-level floor of the car park deck will accommodate the chandlery and temporary workshops for the fishing industry. When the new Harbour is complete the spaces occupied by the fishing industry will be available for other marina and leisure related uses.

The relocation of the surface car parking will have a significant beneficial effect on the character of the Conservation Area, and free land both for operations and public realm. The new public realm will also provide for more extensive views than currently available from South Cliff Road and South Cliff Gardens.

The Gypsy Race – a significant natural asset that is closely tied to the Harbour's history and the town's development – will be opened up to form the spine of a park and avenue through the Burlington Parade site that will re-unite the Harbour to the town centre once again. The flow into the Harbour will be engineered either to be visible or to be marked in some way (e.g., a fountain) and will include interpretive material.

There will be substantial operational benefits for the Harbour in removing the Council-owned Langdale's Wharf car park. Langdale's Wharf lies between two parts of the operational Harbour, leaving just a narrow apron between the car park and the quayside for manoeuvring between the two parts and constraining the Harbour's operating efficiency.

The Marina will impound the Harbour and remove the Chicken Run Jetty (a large scale mid-20th century structure that obtrudes into the Harbour that the BQCACA assesses to have a negative impact on the Harbour's character). The consequence will be to create the visual aesthetic of the water and the mooring and movement of the leisure craft close to the established Town Centre core and Seafront, adding still further interest to the views from the Harbour Top development (and through it from South Cliff Road) and making it more likely that the leisure boaters will include the town's commercial core in their visit.

The effect of the impoundment is, together with the Harbour's regeneration, increased quayside and public realm works and the sympathetic re-working of the retaining wall and access ramps to the quayside (replacing the present scheme that the BQCACA assesses to have a negative impact) will enhance the setting of the Harbour Top site, the appeal of the Harbour to leisure boaters, and improve the setting of the properties that enclose the Harbour on its north and north-west sides. The value of all of these (property and moorings) will rise. The effect on the existing properties will be to attract new businesses and householders (or motivate the existing) to exploit the advantages of the enhanced outlook and the Harbour's greater visitor appeal.

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| 5. KEY VIEWS AND VANTAGE POINTS | | | | |
| 5.1 From North Pier out – Panoramic view to sea, Flamborough Head, north beach, town centre seafront and Victorian terraces, and along the pier itself. | 5.1 Extension to North Pier and the Marina. | 5.1 No impact on sea and coastal views other than those southwards along pier when new extension will be visible and panoramic view from current North Pier head will now include the Marina to the south. | 5.1 From North Pier head, the mass of south face of South Pier will be visible for its remaining tidal length (70%). | 5.1 Less than substantial harm. |
| 5.2 From South Pier out – Panoramic view to sea and south beach and to the town beyond the Spa and South Marine Drive. | 5.2 Marina and reclaimed land development. | 5.2 The panoramic views south will take in the Marina to the south, against a backdrop of the longer coastal view. When the Marina is built and the fish market | 5.2 The approach to land reclamation and impoundment on the south side of the South Pier will require very sensitive treatment to limit the works that will hide the length and mass of the pier at its west end to the | 5.2 Less than substantial harm. |

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| Along the pier itself. | | demolished, the view along the South Pier will be free of buildings. The long view along the South Pier will be open to the North Pier and sea, freed of the fish market building. Views back to the town will take in the restored Harbour Grotto. | minimum necessary for the operability of the Harbour and Marina functions. The pier itself must not be damaged, and the works will need to be reversible. The commercial and housing development on the reclaimed land in conjunction with the Marina will need to be laid out to preserve the significant views of the South Pier's length and mass from South Marine Drive. | |
| 5.3 From the town centre through the lanes to the Harbour (and vice-versa) including the variation in these views from glimpses to panoramas. | 5.3 Harbour Top and Marina | 5.3 The short views into Queen Street / Prince Street will not be affected. Long views from these to the Harbour will be unaffected, although the impoundment of the Harbour will remove the view of the full mass of the South Pier that is available at low tide. | 5.3 Existing viewpoints are preserved and Mid distance view will include the new harbour and development beyond South Pier, impounded area in the existing Harbour and new Harbour Top development. | 5.3 Less than substantial harm. |
| 5.4 Elevated views from the north side of the Harbour to the South Pier, sea, beach and Spa and beyond. | 5.4 Harbour Top and Marina | 5.4 Existing viewpoints are preserved and mid-distance view will include the Harbour Top, impounded Harbour and the Marina | 5.4 Existing viewpoints are preserved and mid-distance views will include the new harbour and development beyond South Pier, impounded area in existing harbour and new harbour top development. | 5.4 Less than substantial harm. |
| 5.5 Elevated views from South Cliff Rd across the Harbour and to sea – broken by Lawrence Complex buildings. | 5.5 Harbour Top | 5.5 Long views from South Cliff Road over the Harbour (from its approximate mid-point and out to sea) will be partly occluded by the Harbour Top buildings. | 5.5 Harbour top development potentially could close off views from South Cliff Rd but careful articulation of the buildings above road level and the provision publicly accessible space on the harbour side of the development will provide alternative views. | 5.5 Less than substantial harm. |
| 5.6 From the quayside at the west end of the Harbour to the North Pier and South Pier, the town to the north and east towards the sea. | 5.6 Harbour Top and Marina | 5.6 Enclosed views from within the quayside will be affected by the impounded water level and the increase in moored leisure craft, as well as by the construction of the lock and pier. | 5.6 The harbour top development would be behind the viewer looking east and not impinge on these views. New viewpoints are created from the new pier and lock of both piers. | 5.6 Less than substantial harm. |
| 5.7 From south of the Harbour to the South Pier (from the sea) see also 5.10 | 5.7 New Harbour and Marina, including the development on the reclaimed land | 5.7 Long views from the south to the South Pier will be altered; the land reclamation will occlude about 15% of the mass of the South Pier at its western end. The new South Pier will allow views from the sea which will include glimpses of masts above the pier and the town | 5.7 The new South Pier will allow views of the existing South Pier from the south showing its mass above tidal water which have so far only been available from the sea for most of the time. | 5.7 Less than substantial harm. |

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| | | rising above in the distance, as now. | | |
| 5.8 From the North Pier - panoramic view inland across the harbour to the town. | 5.8 Harbour Top and Marina | 5.8 The long views from the listed North Pier will be partly occluded to the west by the Harbour Top development and to the south west by the residential development on the reclaimed land adjoining the southern section of the Marina. | 5.8 Viewpoints maintained and new development will be in view. | 5.8 Less than substantial harm. |
| 5.9 From the South Pier – panoramic view inland across the harbour to the town. | 5.9 Harbour Top, locks and impounding works | 5.9 Panoramic view inland maintained but now includes Harbour top works, removal of jetties in the harbour and their replacement with an inner pier and lock, plus impounded water against quaysides. | 5.9 Viewpoints maintained and new development will be in view. View of North Pier and tidal area at mouth of harbour maintained. | 5.9 Less than substantial harm. |
| 5.10 From South beach and promenade (incl Spa) to South Pier and town as backdrop. | 5.10 New Harbour and Marina, including the development on the reclaimed land | 5.10 Long views from the south to the South Pier will be altered; the land reclamation will occlude about 15% of the mass of the South Pier at its western end; and views from south of the new development and along South Cliff Road and South Marine Drive towards the South Pier will be partly occluded by the new housing, commercial and operational development. | 5.10 Views of the new southern pier will be available with the town rising behind. | 5.10 Less than substantial harm. |
| 5.11 From north beach and promenade to North Pier and beyond to sea and coast to the south. | 5.11 Harbour Top and Marina | 5.11 Views from the north beach to the North Pier will be unaffected; the view towards the coast to the south may include the extension to the North Pier depending on final design and alignment. | 5.11 Alignment and design of the North Pier extension will have to take into account the functional considerations of its structure and purpose in precedence to consideration of its visibility from particular viewpoints. | 5.11 Less than substantial harm. |
| 5.12 From Sea to North Pier from east. | 5.12 North Pier extension and Marina | 5.12 View from sea will now include the extension to the North Pier and the new development on the new harbour and South Pier. | 5.12 This will also provide opportunities for new views of the existing South Pier, only previously available from sea. | 5.12 Less than substantial harm. |

5. Key Views and Vantage Points

The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The balancing considerations are the same as for the impact of the scheme as a whole on the South Pier (1 above).

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| 6 THE HISTORIC ARTEFACTS AND CONTEMPORARY OPERATIONAL EQUIPMENT AND FISHING PARAPHERNALIA | 6. The Harbour Top and Marina | 6. The works to reclaim land within the Harbour will necessitate some relocations of the contemporary equipment (but the boat hoist) and historic artefacts (bollards, chains). Some fishing paraphernalia will be relocated to the ground floor of the Harbour Top car park; and when the Marina is built, the fishing industry's gear will move to the Marina's new southern pier. | 6. All of the artefacts need to be retained and restored (where needed) and carefully incorporated in the public realm scheme. | 6. Less than substantial harm |

6 The Historic Artefacts and Contemporary Operational Equipment and Fishing Paraphernalia
The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The changes introduce investment that will secure a long term future for the Harbour, create a well-conceived and sympathetic public realm scheme that preserves and enhances the character of the quayside spaces, and endow the fishing industry with modern facilities and operating room that will improve their efficiency, improve access by the wholesale purchasers and generally assist the competitiveness of the industry.

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| 7 THE MIX OF 'TOWN' AND OPERATIONAL USES AT THE HARBOUR'S WEST END | 7. The Harbour Top . | 7. The scheme will retain the historic mix of operational and 'town development' at the Harbour's west end but for a scale that has no precedence in this part of the Harbour (the north side had a significant 'town mix' that was lost over time). | 7. The mix of town and operational uses is part of the Harbour's character and will need to be retained. The public realm scheme will need to preserve the sense of a working harbour with a major crab and lobster fishing industry. The angling and its informality will continue. | 7. Less than substantial harm |

7. The Mix of 'Town' and Operational Uses at the Harbour's West End
The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The balancing consideration for the intensification of town uses that risks less than substantial harm is the same as for the scheme as a whole – set out in 1 above in respect of the impact of the scheme on the significance of the listed South Pier and its setting.

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| 8 THE GROUP OF TOWN-SIDE BUILDINGS ON THE NORTH SIDE OF THE HARBOUR | 8. The Harbour Top and Marina | 8. The investment in the Harbour, public realm and works to create the Marina will significantly enhance the setting of this group of properties. The BQCACA identifies their significant features as: i. a 'layered' effect of development above the harbour; ii. variation in plot width, form, roofs, elevational treatment, materials and colour; and iii. the physical and visual links between harbour and town provided by the north/south streets and alleys between buildings. | 8. The BQCACA recommends design codes for this group to guide works requiring planning permission and the removal of permitted development rights that would affect the Conservation Area and the setting of the Harbour. | 8. Positive Impact |

8 The Group of Town-Side Buildings on the North Side of the Harbour
The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The buildings and uses on the north side are a key transition area between the Harbour and commercial core. It is very important to recovering the future vitality and viability of this declining area of the town that these beneficial impacts trigger a positive response from the market – from landlords, tenant businesses and householders. The design code and an Article 4 direction to remove permitted development rights such as signage and painting. Affected properties will need to be consulted to work up the codes.

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| 9 SETTING OF SOUTH CLIFF GARDENS | 9. The Harbour Top and Marina | 9. The Harbour Top and Marina will alter the setting of the Gardens and the views from them across the Harbour and to the south of the town. | 9. The Harbour Top buildings will need to be designed to allow long views between the structures (the Gardens have no view of the western half the Harbour because of the level differences with the quayside). | 9. Less than substantial harm. |

9 Setting of South Cliff Gardens
The balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

The risk of less than substantial harm is outweighed by the contribution of the Harbour Top development to the town's economy (as 1 above in respect of the impact on the listed South Pier) and the improvements to the Harbour and its setting. Although the Gardens are one of only two in the character area, the town itself offers other opportunities to sit and view the sea, including the nearby Spa Gardens.

| The heritage asset significance | The developments that affect the asset's significance | The nature and scale of the prospective impact on the asset's significance | The design considerations - avoiding or reducing harm – and delivering the benefits | Impact on asset's significance |
|--|---|---|--|--------------------------------|
| <p>10 NEARBY LISTED BUILDINGS WITHIN THE CONSERVATION AREA</p> <p>(9 Garden Walk; 4-6 Queens Square; George Hotel, Prince St; Brunswick Hotel, Manor St; and nos. 9,12,13,15,20-22, 24,25 & 26 Queen St.)</p> | <p>10. The Harbour Top and Marina</p> | <p>10. The investment in the Harbour, public realm and works to create the Marina will significantly enhance the environment and setting of this group of properties.</p> | <p>10. The BQCACA recommends design codes for areas within the Conservation Area to guide works requiring planning permission and the removal of permitted development rights that would affect the Conservation Area and the setting of the Harbour. This will have a positive impact on the settings of these buildings. Those that enjoy a view over the harbour at present will see this improved.</p> | <p>10. Positive Impact</p> |

10 Nearby Listed Buildings within the Conservation Area

Balancing considerations: the scope for reducing the adverse effects of the development and increasing the benefits arising

These are similar to those for the group of buildings on the north side of the Harbour (8 above).

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The Justification in National Policy for the Harbour Top and Marina

22. In line with the Council's plan-making obligations (NPPF, para 126), the AAP put forward a positive strategy for conserving and enhancing the heritage assets in the AAP area, recognising that the town's economic decline has put many at risk of neglect and decay. The AAP's strategy is to focus the Council's investment and limited demand for new development that the local economy is capable of generating on the few interventions that the evidence shows will have the greatest impact on the fortunes of the Town Centre as a whole. The AAP recognises the important contribution which Bridlington's historic environment makes to the distinctive character of the town and that it has set out a robust framework to conserve this heritage resource.
23. The Harbour is the principal candidate because it is a very significant heritage asset, adjoins the commercial core on two of its boundaries and Bridlington is a seaside town that grew up around the Harbour. The Harbour is emblematic of the town's history, contains one of its more significant industries and signals the future of its seaside economy. Its greatest opportunities to diversify its visitor economy, raise spending levels and extend the season lie in capturing the unmet demand for sailing berths on Yorkshire's east coast and delivering a hotel that will capture the full value of the Council's investment in the Spa. The Harbour and Marina are seaside projects for a seaside town.
24. The strategy takes advantage of the fact that development on the Harbour land will de facto require the regeneration of the wider Harbour area. Because the Harbour adjoins the commercial core, the regeneration of the Harbour will produce beneficial – and needed – spillovers for that area too. Because the Harbour's regeneration dictates the preservation and enhancement of its heritage significance, the Council's investment endows the town with enduring infrastructure for generating its future wealth that also secures a long term future for this prominent and important but rundown heritage asset.
25. The AAP's strategy (NPPF para 126) takes into account:
 - the desirability of sustaining and enhancing the Harbour while also putting it to viable uses for the achievement of the AAP's regeneration objectives in ways that are consistent with its conservation;
 - the wider social, cultural, economic and environmental benefits that the investment in the Harbour and Marina will bring;
 - the positive contribution that the conservation of the Harbour and the development of the Marina will to local distinctiveness; and
 - the opportunity to draw on the contribution the Harbour makes to the Town Centre.

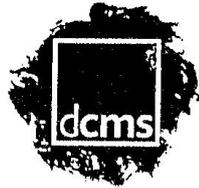
26. The Council has carried out the work needed to assess and document the significance of the Harbour's heritage assets, and – in this assessment – to identify the changes that could harm their significance and considered options for avoiding or minimising this harm (NPPF, para 129).
27. The Council has sought opportunities for new development within the Bridlington Quay Conservation Area and the AAP proposes development that will enhance the Harbour asset and better reveal its significance (NPPF, para 137); and the NPPF advises that such proposals should be treated favourably. The NPPF also states (para 131) that, in considering planning applications, the Council should take into account the same matters that the NPPF requires the Council to consider at plan-making stage (summarised above at para 24).
28. Where it might be judged that the proposals could cause 'less than substantial harm', the Council has taken great care, drawing on a wide base of evidence including that on the significance of the heritage assets, to ensure that the public benefits are sufficiently substantial and needed to outweigh such harm should it occur.
29. Where the developments could cause less than substantial harm – the risk is greatest at the west end of the listed South Pier – the Council proposes to ensure that there is no permanent damage to the structure and that work that hides these parts of the structure are reversible.
30. The Council concludes that the AAP's proposals for the Harbour Top and Marina are consistent with national planning policy for the conservation and enhancement of heritage assets, and that the AAP is sound in these respects.

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APPENDIX 1

Copies of the DCMS listings for the
Bridlington North Pier and South Pier

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SCHEDULE

The following buildings shall be added:-

| | | |
|-------------|-------------|-----------------------------------|
| TA 1866 | BRIDLINGTON | HARBOUR ROAD |
| 707/5/10008 | | North Pier at Bridlington Harbour |
| GV | | II |

Pier or breakwater wall forming one side of Bridlington Harbour. Built 1816-43 and extended 1866. Large ashlar stone blocks in regular courses. Outer wall facing the sea to the east is curved with an outwardly curving band at the top surmounted by a plain low parapet. Inner face slightly battered with C20 concrete coping in places. South end at harbour mouth has later C19 addition to protect vessels entering the harbour, and topped by cast iron bollards, capstan and harbour lamp. This lamp has square battered base, fluted shaft and octagonal lantern. North end of pier adjoining land has another harbour lamp and a set of wooden steps leading to landing stage. This pier and the contemporary South Pier formed the new harbour at Bridlington.

| | | |
|-------------|-------------|-----------------------------------|
| TA 1866 | BRIDLINGTON | SOUTH CLIFF ROAD (East side) |
| 707/5/10009 | | South Pier at Bridlington Harbour |
| GV | | II |

Pier or breakwater wall forming one side of Bridlington Harbour. Building 1843-48 altered c 1965. Large ashlar stone blocks in regular courses. Outer wall facing the sea to the south is curved with an outwardly curving band at the top surmounted by a plain low parapet. Inner face slightly battered with C20 concrete coping in places, breakwater thicker at centre with concrete and steel addition plus early C20 five ton crane. Towards eastern end the breakwater has been doubled in thickness with concrete and steel in late C20 and fishermen's offices and storage added, also in steel, brick and concrete. This pier and the contemporary North Pier formed the new harbour at Bridlington.

Dated:- 19 January 2001

Signed by authority of the
Secretary of State

A handwritten signature in black ink, appearing to read 'D McLaren', is written over the typed name.

DAVID McLAREN
Department for Culture, Media and
Sport

APPENDIX 2

The Evidence for the Development of the Harbour Top and Marina

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APPENDIX 2:

The Evidence for the Development of the Harbour Top and Marina

1. The evidence base for the Bridlington Town Centre Area Action Plan (the AAP) shows that the Harbour Top, as part of Burlington Parade, and the Marina are the most appropriate and effective means of achieving recovering the vitality and viability of Bridlington Town Centre and satisfying the provisions of the AAP policy BridTC1 – the Town Centre Regeneration Strategy.
2. AAP policy BridTC3 proposes the comprehensive development of the Burlington Parade site that is designated by the AAP's Proposals Map; and AAP policy BridTC4 provides for the development of the Marina, the maximum footprint of which is also designated by the Proposals Map.
3. Burlington Parade and the Marina account for two of the six, interdependent, projects that make up the AAP's regeneration strategy: both Burlington Parade and the Marina are major development schemes; the other four – the Strategic Public Realm, the Access and Movement Strategy, the Parking Strategy and the Town Centre Strategy – are schemes for physical change that both enable and support the major projects.
4. The evidence base for the AAP comprises an integrated set of objectively prepared quantitative and expert qualitative analyses of the Town Centre's sustainable development needs and opportunities. The evidence base also reflects the views of the town's communities and those of the statutory agencies, including English Heritage, Environment Agency and Natural England that were consulted through its preparation.
5. The evidence base:
 - i. identifies why the Town Centre seriously underperforms its potential as a shopping centre, leisure destination for the town's catchment, a place to live and do business and as a holiday resort;
 - ii. establishes the assets that make the Town Centre distinctive and offer further potential for sustainable development, both to capture prospective demand and help to tackle the causes of its underperformance;
 - iii. identifies the Town Centre's opportunities for beneficial change and growth to enhance economic, environmental and social wellbeing; and
 - iv. establishes the capacity of the local economy to support and sustain additional development over the AAP's plan period (to 2021) and the conditions that need to be put in place if it is to attract the additional development and grow sustainably as a local economy.

6. The Burlington Parade and Marina developments are a response to each of these findings.
7. Burlington Parade tackles the long-standing market failures and other obstacles that explain why the Town Centre has failed to attract the developments, other investments and consumer spending it needs to recover its vitality and viability. The Town Centre has attracted very little investment over the last 20 years, despite the recent, unprecedented and sustained property boom that elsewhere saw a great deal of town centre regeneration. Burlington Parade:
 - i. makes use of under-used and ineffectively used land and property to:
 - a) address the problems caused by the lack of suitable sites and property to accommodate the needs of the retail, leisure and residential sectors (site size, configuration, location and quality of surrounding environment);
 - b) deliver the well-designed infrastructure that is required to support the Town Centre's year round retail, leisure and office-based business activities – including modern car parking facilities well-located to the established shopping core, good quality public realm sheltered from the Seafront and a new 'heart' (Town Square) for the Town Centre;
 - ii. shifts the core of the Town Centre's year round shopping centre to the west and away from the Seafront so as to reduce the adverse effects of the seasonal activity on the core business of the Town Centre;
 - iii. creates the anchor uses needed to:
 - a) establish a clearly defined retail core and define a primary retail circuit to concentrate and direct shopper flows, overcoming the problems created by the present confused and diffuse layout of the shopping core; and
 - b) attract new customers to the town centre, both to clawback retail and leisure spending from Bridlington's catchment and to diversify its visitor base and reduce the seasonality of the town's appeal.
8. Burlington Parade also makes use of the Town Centre's under-exploited heritage and environmental assets to create investor confidence and deliver needed development that would not otherwise not be deliverable:
 - i. the historic Gypsy Race which is currently culverted or otherwise 'ignored', which will become the centrepiece of the new public park and cycle and pedestrian spine that runs through the Burlington Parade site to link the new unit shop anchor in the north with the Harbour Top anchor development in the south;

- ii. the historic Harbour, which adjoins the established shopping core but is largely hidden from it and has no functional relationship with it, although it contains, as it has historically, town centre uses; and
 - iii. the 'seaside', but based on growth sectors of the visitor economy – sailing, water sports, culture, 'town breaks' – both replacing the visitors lost from the contraction of Bridlington's traditional core market and increasing numbers from more diverse, higher spending and less seasonal visitor markets.
9. Burlington Parade and the Marina seize the town's opportunities:
- i. to clawback retail and leisure expenditure from the town's catchment that is presently lost to more competitive town centres elsewhere but which should flow to Bridlington Town Centre;
 - ii. capture unmet demand for overnight stays generated by the renovated Spa by providing a prime site capable of attracting hotel investment that is unlikely otherwise to be forthcoming;
 - iii. capture unmet demand for sailing berths on Yorkshire's east coast; and
 - iv. build on the appeal of the town as a place to live by diversifying its housing offer.
10. Burlington Parade and the Marina propose the types and scale of development that the evidence on the local economy shows that the Town Centre, with a focus on the development sites within Burlington Parade and the Marina, should be able to attract and sustain – subject to the delivery of the AAP's proposals for transforming market conditions and investor confidence in the town.

The Harbour Top Plays an Essential Role in Burlington Parade and the AAP Regeneration Strategy

11. The Harbour Top plays a key role, both in the deliverability of Burlington Parade and in the AAP's regeneration strategy, that no other site or location is capable of:
- i. The Harbour Top development itself, plus the works required in the Harbour to accommodate the development, will regenerate, conserve and enhance the town's most important and distinctive heritage asset while also linking it functionally with the Town Centre. The public realm on the northern and western boundaries of the Harbour will be re-worked to enhance the character of the Conservation Area as well as the setting of the listed buildings (the two piers and the listed buildings in the Queen Street area).

- ii. The Harbour Top scheme (a mix of leisure and speciality uses plus a hotel) will add facilities that the town does not yet offer on a scale that is sufficient to help diversify the tourism market or reduce its seasonality.
 - iii. The mix of uses, the quality of the site and the distinctiveness of the regenerated setting will create a new destination for the Town Centre, creating a reason to visit Bridlington all year round – increasing visitor numbers, raising spending per head and extending the visitor season.
 - iv. The Harbour Top is one of Burlington Parade's two new anchors: the unit shop scheme is in the north of the site and the Harbour Top is in the south. The two are linked to each other and to the established shopping core via the new Town Square, the Gypsy Race park and avenue through the Burlington Parade site and the new Primary Retail Circuit on Quay Road/Prospect Street/Manor Street.
 - v. The Harbour Top also connects the Spa to the established Town Centre core and, when it is developed, both the Marina and the Spa to the established Town Centre core.
 - vi. As a distinctive destination, the Harbour Top will signal the town's transformation and create the step change needed in the town's appeal to investors.
 - vii. The connections between the Harbour Top and the established Town Centre will deliver the benefits of the additional footfall for the town's established businesses.
 - viii. The Harbour Top contributes a substantial share of the gross development values within the Burlington Parade site and therefore a significant share of the finance required for the scheme's delivery (site assembly, parking infrastructure, public realm and the works to regenerate the Harbour).
12. The comprehensive development of Burlington Parade and the 1,850 additional jobs the scheme as a whole will create for the Town Centre would not be deliverable without the Harbour Top development. It is possible that developers would cherry pick the easy parts of the Burlington Parade site (e.g., the unit shop scheme), but it is very unlikely that the comprehensive development the AAP proposes could be delivered. The Council could not justify the expenditure required to complete the site assembly (every parcel but the Coach Park site requires further acquisitions) or invest in the needed infrastructure and public realm, and the case for the Council's use of its compulsory purchase powers would be severely weakened.
 13. The works in the Harbour will improve its operating efficiency, restore historic fabric and extend its life, replace structures that have a negative effect on the Conservation

Area with appropriately designed buildings and public realm, and secure viable, long term uses for the heritage assets.

The Marina is Essential to the Town's Long-term Economic, Social and Environmental Sustainability

14. The Marina will transform the Town Centre and wider local economy by:
- a) signalling the town's new, revitalised future and the Council's and local communities' commitment to it; and
 - b) endowing the Town Centre with infrastructure that will enable it sustainably to achieve all of the following, long into the future:
 - generate income from a more diverse, higher spending visitor base;
 - modernise the appeal of the town as a holiday destination;
 - widen housing choice;
 - secure a long term future for the Harbour, its commercial users and fishing industry; and
 - integrate the Spa with the Town Centre, enabling it to contribute more fully to the advantage of both the Spa and the Town Centre.

With the Harbour Top and Marina, the AAP's Objectives are not Achievable

15. The evidence for the AAP shows that with the Harbour Top as part of the comprehensive development of Burlington Parade and without the Marina, the AAP's regeneration strategy is unachievable. The greater likelihood without them is that the Town Centre would continue to decline.

APPENDIX 3

The Public Benefits of the Harbour Top and Marina Schemes

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Appendix 3: The Public Benefits of the Harbour Top and Marina Schemes

Introduction

1. The public benefits for Bridlington and its Town Centre that will follow from the delivery of the Harbour Top and Marina schemes fall into two groups:
 - i. The benefits that are attributable to the contribution of the two developments, to the regeneration strategy that the Bridlington Town Centre AAP (the AAP) puts in place. Without the Harbour Top and Marina developments, the AAP's regeneration strategy is not deliverable and therefore the benefits it is capable of delivering will not occur. The greater likelihood, in the absence of the Harbour Top and Marina developments is that the Town Centre would continue to decline.
 - ii. The benefits for the conservation and enhancement of the Town Centre's designated heritage assets, including the Harbour and its setting within the wider Bridlington Quay Conservation Area.
2. Appendix 2 to the Heritage Impact Assessment explains that the Harbour Top is essential to the securing the viable and comprehensive development of Burlington Parade and therefore fundamental to securing the benefits that Burlington Parade delivers for the town's economic, social and environmental wellbeing. Appendix 2 also explains that the Marina transforms the investment climate and appeal of the town as a visitor destination long into the future, and therefore is also essential to the Town Centre's regeneration.
3. The two in combination deliver the main share of the benefits sought from the delivery of the AAP's regeneration strategy, although securing these benefits also rests on the delivery of the AAP's public realm, Seafront, parking and access and movement strategies.

The Benefits of the Two Developments

4. The Harbour Top, both as part of Burlington Parade and as the first phase of the Marina, will deliver the following, mutually reinforcing, economic, community and environmental benefits for the Town Centre and the wider catchment that Bridlington serves as a 'principal town' in the East Riding:
 - i. The removal of the market failures and other obstacles that explain the Town Centre's underperformance and the consequences of this underperformance (insufficient investment to keep pace with the development and service needs of the catchment's population and businesses, high unemployment, low economic engagement rates, low levels of expenditure retention from within the catchment, poor maintenance of the town's built fabric, under-used and poorly-used land, and a shrinking core tourism base that is low spend per head and seasonal).

- ii. The creation of the conditions needed to attract the customer spending, developer investment, in-moving businesses and local business expansion needed to recover the Town Centre's vitality and viability:
- a) The restructuring of the town centre, making beneficial use of under-and ineffectively used land and property (that at present drags adversely on the Town Centre's performance) to create the new anchor uses the Town Centre requires to effect the restructuring (the unit shop scheme at the north of Burlington Parade and the Harbour Top in the south) and to provide the connections between these new anchors and the existing retail core. The restructuring:
- defines a clear prime retail pitch that connects the new unit shop scheme at the north of the Burlington Parade site to the established shopping core;
 - defines a new Primary Retail Circuit (PRC) along the connection that will direct and concentrate pedestrian flows around this new prime pitch, giving the businesses on the secondary streets that lead off the PRC the opportunity to attract and benefit from the strengthened pedestrian footfall;
 - integrates the historic Harbour with the Town Centre core, to the trading advantage of both;
 - gives the Town Centre a clearly defined 'heart' at Queen Street / Bridge Street that unites the existing Town Centre core with its new Burlington Parade and Harbour Top anchors; and
 - integrates the Spa with the rest of the Town Centre via the new Marina to create a functional, legible Town Centre with the distinctive place qualities required for its competitiveness.
- b) The creation of the leisure, hotel and speciality retail destination on the Harbour Top at the southern end of the Burlington Parade site, attracting visitors who would not otherwise come, giving people a reason to visit Bridlington in the first place and enabling the Spa to attract more events entailing overnight stays.
- c) The signal to investors of the Council's commitment to delivering the AAP's ambitions for the town's renaissance, and the practical consequences of this commitment and investment in reducing investors' risks.
- d) The assembly and servicing of the Burlington Parade site required to secure its comprehensive development by the private sector:

- the creation of development sites of a size and configuration, with the quality of environment needed to attract the private risk investment in new shops, leisure facilities, small business space and new homes that the market, otherwise, would not deliver in the Town Centre;
 - the location of these sites where they can be connected to the established parts of the Town Centre, will benefit existing businesses and constitute a sympathetically laid out and designed 'piece of town centre';
 - the creation of a new public park that recovers the historic Gypsy Race, delivers new public space sheltered from the seafront, creates new biodiversity, and uses the park and avenue to create a pedestrian and cycle spine through the site that links the listed railway station / unit shop site to the new Town Square and the Harbour Top;
 - the creation of a new public plaza to provide a fitting gateway to the town centre at the north end of Burlington Parade and a suitable setting for the listed railway station (removing the surface car park, 'blank' coach park site and Tesco 'wall' that comprise the present setting); and
 - the creation of the new heart for the Town Centre at Queen Street / Bridge Street where it can connect all of the town's 'anchor' uses.
- e) The delivery of the new unit shop scheme, partly on the site of the poorly orientated and designed Tesco store, that will be an anchor use for the Town Centre (attracting shoppers who would not otherwise come) and attract 'destination' retailers in the town's presently uncompetitive comparison goods sector, and that is located so that the additional customers it attracts to the Town Centre will be an advantage to the established retail core as well.
- f) The delivery of new small business space for office-based, small retail and leisure businesses, much of it overlooking the new Gypsy Race park and avenue, meeting the town's objectively assessed needs for these facilities.
- g) The delivery of up to 800 new homes (up to 600 within Burlington Parade and 200 on the reclaimed Marina land) helping to attract new residents to Bridlington and appealing both to the skilled and working age that the town has difficulty in retaining and to its established residential communities.
- h) The delivery of enhanced, better-designed, decked parking provision to serve the new uses and existing retail core, allowing the adverse effects of traffic and on-street parking in the retail core to be removed or reduced,

further improving trading conditions in, and the place qualities of, the established retail core.

- iii. The endowment of the Marina which will:
 - a) (with the Harbour Top) restore the Harbour, bringing the aesthetic benefits of impounded water to the Town Centre, giving the heritage asset a viable use consistent with its conservation;
 - b) capture the substantial unmet demand for sailing berths on Yorkshire's east coast, helping to diversify the visitor market for the town and raise spending per head, replacing its shrinking core seaside market and extending the visitor season;
 - c) deliver further housing choices, including the opportunity for sailors to live near their berths – an attractive commercial proposition that will help still further to diversify and raise the value of the town's tourist economy;
 - d) transform the town's appeal as a place to invest, visit, live and work; and
 - e) give the Town Centre the infrastructure it needs to generate income for many decades hence.
 - iv. The creation of c 1,900 additional new jobs for the town, which will reduce unemployment levels to the district average, raise economic engagement rates, retain and attract skilled and qualified labour and make the town a more attractive place in which to operate a business as well as live.
 - v. The improved environment of the town, in particular the improvements to the economic conditions needed to induce property owners to maintain their buildings and therefore the distinctive character of the Town Centre's built environment, including within the Conservation Area.
 - vi. The improved economic conditions the Town Centre needs to recover and sustain its vitality and viability, long into the future: more trade from the catchment and more diverse, higher spending, less seasonal visitor markets; a more appealing environment for residents, shoppers and visitors; more efficient operating conditions for business; a better choice of more skilled and qualified staff for business; a wider choice of new homes; and a choice of well-designed premises for the growth of the town's small business sector.
5. All of these benefits together justify the Council's use of its powers (the Compulsory Purchase Order that is likely to be needed to complete the land assembly and the Transport & Works Act Order(s) that will be needed to effect the changes to the Harbour), invest its land and finance the public realm and parking infrastructure.

The Benefits for the Conserving and Enhancing the Designated Heritage Assets

6. The benefits for the conservation and enhancement of the designated heritage assets will be delivered in two phases:
 - i. The delivery of the Harbour Top, which will trigger a first phase of works for the Marina and bring the needed regeneration benefits of the Harbour Top and the Harbour to the established Town Centre core early in the AAP's delivery programme; and
 - ii. The delivery of the Marina, which will complete the restoration of the Harbour.

The Harbour Top's Benefits for Conservation and Enhancement

7. The benefits for the conservation and enhancement of the designated heritage assets attributable to the Harbour Top are:
 - i. The recovery of the Harbour's historic functional inter-relationship with the Town Centre at its northern and western ends.
 - ii. The restoration of much of the historic fabric of the Harbour, including the floorscape at the west end of the Harbour, the Harbour Grotto and the listed piers which will be strengthened and the past repairs, done with alien materials, will be replaced, extending their life.
 - iii. The removal of incongruous structures and buildings that impact adversely on the character of the Conservation Area, including the the Lawrence complex and the retaining wall and embankment on the north side of the Harbour, with replacements that are sympathetically designed to enhance the character of the Conservation Area.
 - iv. The replacement of some existing facilities with well-designed, purpose-designed and sympathetically sited operational facilities (Harbour office, vessel maintenance facility);
 - v. The removal of the major part of the surface public parking that impacts adversely on the character of the Conservation Area, and replacing it within a new decked structure that hides the parking in the height differential between South Cliff Road and the quayside).
 - vi. The public realm works on the north and west sides of the Harbour and at the quayside that will be sympathetically designed and (with the other aspects of the Harbour development):

- a) integrate the Town Centre visually as well as functionally with the Harbour. The works will improve the public accessibility of the Harbour;
 - b) enhance the setting of the listed piers; and
 - c) enhance the setting of the listed buildings on the north side of the Harbour at Bridge Street/Queen Street.
- vii. The creation of the new commercial development that will provide the funds for the investment in the Harbour's fabric and facilities, giving it a viable use that will stand it in good stead for many decades and very significantly enhance the contribution of the Harbour to the Bridlington Quay Conservation Area as a whole.

The Marina's Further Benefits

8. The Marina will add further to the benefits for the conservation and enhancement of the heritage assets. The Marina will:
- i. deliver viable uses that are consistent with the Harbour's conservation;
 - ii. complete the Harbour's transformation:
 - a) impound the Harbour, bringing the aesthetics of the permanent water level (a contemporary expectation for environmental quality) and the activity of the berthed leisure craft close to the established Town Centre core and Seafront;
 - b) enable the removal of the 'modern' Chicken Run Jetty, re-opening the landscape within the Harbour to restore its historic character; and
 - c) enable the listed South Pier to be cleared of the alien fish market building and the fishing traffic that accesses it – making visible the whole of its length and affording views out to sea along it (and from the pier to the town).
 - iii. create new facilities for the fishing industry to the south of the Harbour that will permit their expansion and long-term competitiveness; and
 - iv. make a safer and more efficient arrangement of public and operational uses possible, while also improving public access to the Harbour.

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APPENDIX 4

The Harbour Top Development can be delivered without Harm to the Harbour Operations

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Appendix 4:

The Harbour Top Development can be delivered without Harm to the Harbour Operations

1. It is feasible to introduce the Harbour Top development in advance of the Marina scheme (which, when it is built, will impound the Harbour and create new impounded and tidal basins to the south of, and connected to, the Harbour). The Harbour Top development together with the associated operational works, would constitute the first phase of the Marina, but would be capable of standing alone.
2. Expert engineering evidence prepared by Jacobs Engineering Ltd shows that the works entailed can be designed and implemented so as to safeguard the Harbour's operations and protect the interests of its users.
3. The works would, at no cost to the BHC:
 - i. replace the operational land lost to the Harbour Top commercial development;
 - ii. relocate the operational facilities where feasible and replace others with purpose-designed new facilities;
 - iii. provide for a range of improvement works to the land and water areas at the west end of the Harbour; and
 - iv. if required for wave attenuation within the Harbour, upgrade the tourist boat operating area at the east of the Crane Wharf Jetty.
4. The works would improve the Harbour's operating efficiencies, as well as provide for additional dry-side land for the Harbour's operational and parking use which would be an improvement over current circumstances.
5. The works could be staged to maintain the Harbour's operations and services to its users throughout the construction period.
6. Car parking income during construction would be maintained throughout.
7. The Harbour revenues would increase by c £88k per annum on completion; and the Council would compensate the BHC's temporary, pre-completion, revenue losses.
8. The phasing of the Marina through the early delivery of the Harbour Top development delivers needed benefits for the Town Centre's regeneration early on in the implementation programme, and would also reduce the upfront public funding requirement at the point the Marina is pursued.