

Development Brief

Seamer Road Football Stadium

June 2011

Consultation Draft



A great place to live, work & play

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Contact: **Hugh Smith**
Major Projects Officer
Planning Services

Scarborough Borough Council
Scarborough Town Hall

Contact/Prepared by: **Matthew Diamond**
Planning Officer – Development Briefs
Planning Services

Scarborough Borough Council
Scarborough Town Hall

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E-mail: planningservices@scarborough.gov.uk

Contents

1.0	Introduction.....	1
2.0	The Purpose of the Brief.....	4
3.0	The Site and its Surroundings.....	6
4.0	Planning Policy Context.....	13
5.0	Constraints and Opportunities.....	17
6.0	Land Use Issues.....	20
7.0	Transport Issues.....	23
8.0	Design and Townscape.....	25
9.0	Miscellaneous Matters.....	44
10.0	Development Brief – Indicative Proposals.....	47
11.0	Bringing Forward Development Proposals.....	52
12.0	Community Involvement.....	56

Figures

Figure 1:	Strategic Location.....	3
Figure 2:	Site Boundary.....	12
Figure 3:	Site Constraints.....	19
Figure 4:	Street Pattern.....	26
Figure 5:	Links and Movement.....	28
Figure 6:	Land Uses and Urban Grain.....	30
Figure 7:	Green Corridors and Open Space.....	33
Figure 8:	'Active' and 'Inactive' Edges.....	35
Figure 9:	Building Heights.....	37
Figure 10:	Indicative Brief Proposal (Residential Development) – Diagram.....	48
Figure 11:	Indicative Brief Proposal (Residential Development) – Illustration.....	49

Figure 12: Indicative Brief Proposal (Mixed Use Development) – Diagram.....50

Figure 13: Indicative Brief Proposal (Mixed Use Development) – Illustration.....51

1.0 Introduction

- 1.1 This is the Consultation Draft of a Development Brief which will be prepared to provide overall vision and a practical guide to the future planning of the McCain Stadium, Seamer Road, Scarborough (“Football Stadium site”). It has been prepared jointly with the Development Briefs for the Filey Road Sports Centre, Scarborough (“Filey Road site”) and Land at Weaponness Valley Coach Park, Weaponness Valley Road, Scarborough (“Weaponness Valley site”). The strategic location of these sites is shown in Figure 1.
- 1.2 Subject to consideration of the results of public consultation on the three Briefs, Scarborough Borough Council, in its capacity as Local Planning Authority for the area, intends to adopt this document as a development management tool, using it as guidance to shape the nature and type of any applications for planning permission and inform the subsequent decision making process.
- 1.3 The Brief has been prepared following a thorough consideration of planning and related issues falling within the remit of Scarborough Borough Council. It has been prepared by the Planning Services Unit.
- 1.4 The precise boundaries of the site covered by the Brief are shown on the map in Figure 2. It is situated towards the southern edge of the town adjacent to the A64 (Seamer Road), which is the main access route into the town from the south. Essentially, the redevelopment area comprises the pitch area and stands, together with access and ancillary areas. It also includes an area of waste ground to the south fronting onto Hinderwell Road. The stadium has been vacant for a number of years and has fallen into a state of disrepair. Its redevelopment presents an opportunity to bring a disused site back into beneficial use, whilst improving the character and appearance of the area. The Development Brief for the Weaponness Valley site includes the indicative proposal of building a new football stadium on this site together with other sports related facilities.
- 1.5 The adopted Brief will provide guidance which should be used as a basis for drawing up development proposals. It is also intended to provide parameters for planning application(s), which may come forward and these are underpinned by a desire to find solutions which are sustainable and of high quality design.
- 1.6 The Development Brief has been written following a logical structure providing information on key development topics from analysing the local context through to bringing forward proposals. Following this introduction the purpose of the Brief is explained including further background to the project and its objectives. This is followed by a description of the site and its context in the town where a number of photos of the site are shown. The next section provides a detailed summary of the planning policy context at the time of writing, which is followed by an analysis of the site’s constraints and opportunities. The next three sections address the key topics of land use, transport and design and townscape, followed by a section addressing other matters such as contamination, ecology and flooding. Two indicative development proposals are then presented based on the preceding analysis, which is followed by information on the planning application requirements and implementation. The final section presents information on the proposed consultation for the Brief and how you can provide comments on its contents.

1.7 A summary of the key development proposals and parameters is summarised in Table 1. It must be emphasised that this table is a very much abridged, non-technical version of the guidance contained in the Brief. In preparing development proposals for the site applicants will need to have regard to the full contents of the Brief.

Table 1: Key Proposals and Guidelines of the Seamer Road Football Stadium Development Brief

	Key Proposals/Guidelines	Relevant Section of the Brief
1	A residential scheme or mixed use residential scheme with small scale economic and/or community uses, subject to development of suitable replacement football ground on Weaponness Valley site	6.0 & 10.0
2	40% on site affordable housing, unless supported by a viability assessment, but no more than 50% to maintain a mixed and balanced community	6.0
3	A mix of housing of different sizes and tenures, including a proportion of Lifetime Standard Homes and Extra Care Housing, and possibly student accommodation	6.0
4	The following economic and community uses may be acceptable: local convenience shops, research and development uses, light industry, clinics and health centres, crèches, nurseries and community centres. Live-work units are acceptable. Non-residential uses to be located in the northern part of the site to protect the amenity of existing residential properties.	6.0
5	Safe vehicular access and egress that does not disrupt traffic flows along Seamer Road (A64)	7.0
6	Cycle and pedestrian movement to be prioritised, including secure cycle parking, to reduce congestion along the A64. A Travel Plan is also encouraged due to the close proximity to the A64.	7.0 & 11.0
7	A Transport Assessment or Statement will be required to assess the impact of the proposed development on the surrounding highway network, in particular the road junctions and access points onto the A64	7.0 & 11.0
8	Level of car parking to be agreed with Local Planning Authority in pre-application discussions. Sufficient parking to be provided on site to minimise impact on surrounding highways, whilst ensuring parked vehicles do not dominate the development	7.0
9	Best practice sustainable and urban design to enhance the character of the area, including: rectilinear and permeable street pattern; south facing elevations for solar gain; Home Zone environment with 'shared' streets; and active building frontages.	8.0 & 10.0
10	Protection of neighbouring amenity (including restricting building heights to 2-3 storeys) and incorporation of public open space into the scheme design	6.0 & 8.0
11	High quality architectural design (either traditional or contemporary) with vertical emphasis to fit into the broadly Victorian character of the town	8.0
12	Street trees are encouraged to create green links through the site and a green character. Existing trees can be removed during construction, but should be replaced by new trees elsewhere on site within the scheme design.	8.0 & 9.0
13	Comprehensive approach to the redevelopment of the site rather than piecemeal development to enhance the area	11.0

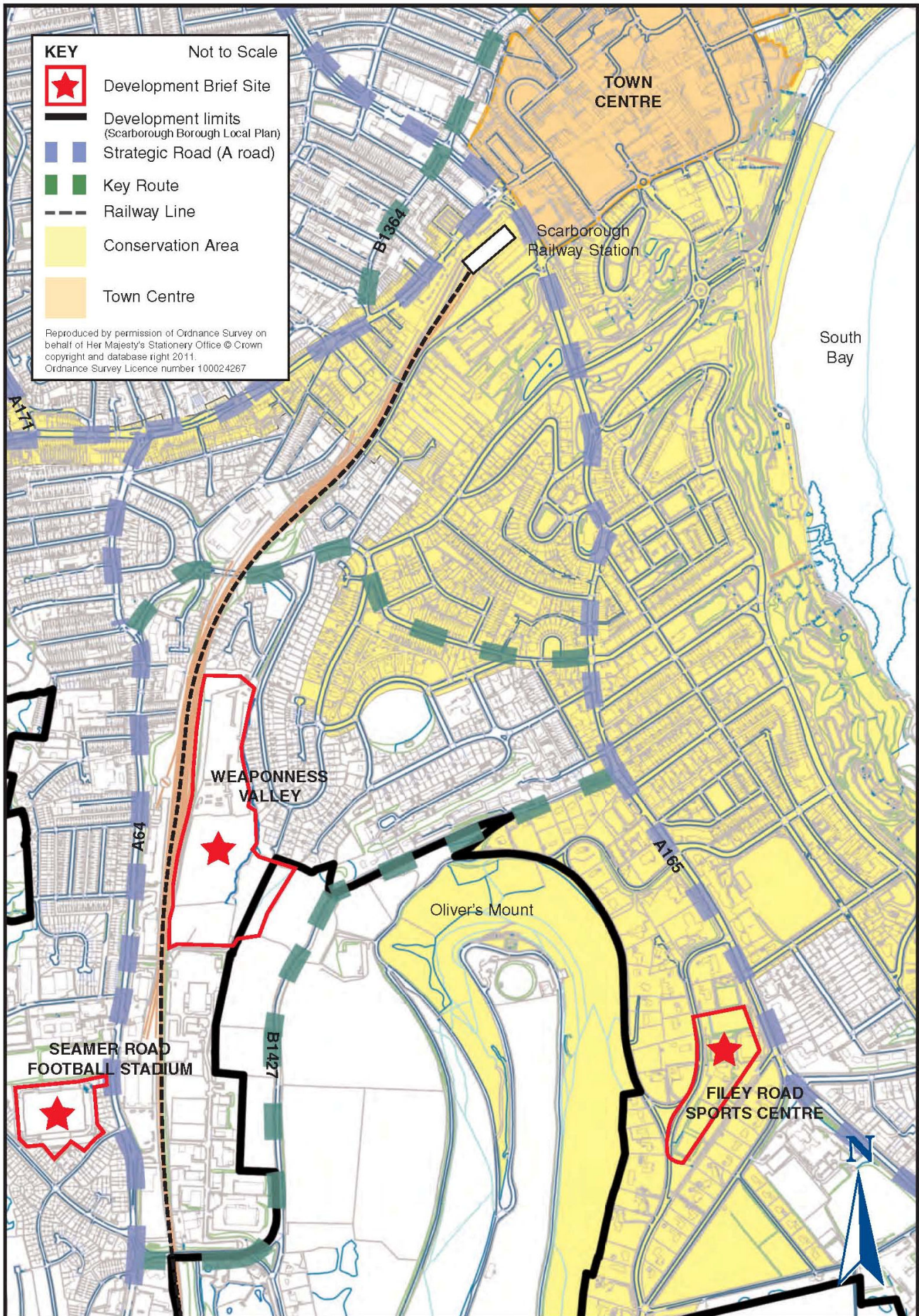


Figure 1: Strategic Location

2.0 The Purpose of the Brief

Background

- 2.1 Further to the objectives of the Leisure Strategy 2005-2010 and Sustainable Community Strategy 2010 – 2013, and the outcomes of a study undertaken by Strategic Leisure Limited (SLL) in 2007 the Council are actively seeking to improve the level and quality of sports and leisure facilities within the Borough. To achieve this, consideration is being given to the development of a new football ground and sports and leisure hub on the Weaponness Valley site in Scarborough.
- 2.2 The Council proposes to work with a private sector partner on the delivery of the project. This will involve an ‘enabling development’ approach whereby the Council owned Football Stadium and Filey Road sites are redeveloped for alternative uses to generate the capital revenues required to develop the site at Weaponness Valley.
- 2.3 To ensure that competitive football is brought back to Scarborough at the earliest opportunity it is envisaged the new football ground at Weaponness Valley would be the first element of the wider project to be delivered. Further to this, to secure the continuity of sports and leisure provision for the residents of the town an appropriate phasing mechanism will be devised to ensure that the redevelopment of the Filey Road Sports Centre does not take place until such a time that the development of the multi-use sports and leisure facilities at Weaponness Valley have been secured.
- 2.4 This Brief provides a guide to the redevelopment of the Football Stadium site on the assumption that the Council decides to relocate the existing use. The redevelopment of the other two sites will be guided by separate Development Briefs.

Status of the Brief

- 2.5 The Brief has been prepared in the context of saved policies from the Scarborough Borough Local Plan, the Regional Spatial Strategy (RSS), national planning policy guidance and the emerging Local Development Framework. The Brief will provide an up-to-date framework for future development on the site, taking account of adopted policies, as well as the evolving development and regeneration needs of the town.
- 2.6 The Brief is supplementary. It does not replace or have the same status as the statutory planning framework provided by the saved policies of the Local Plan. It should not be read in isolation, but cross referenced to the relevant national and local planning policies. Any future development proposals for the site must take account of the saved policies of the Local Plan or any relevant policies that are subsequently adopted as part of the Council’s Local Development Framework.
- 2.7 The objectives of the Brief are:
 - To set the context for future development and land management of the site.
 - To ensure a comprehensive and planning led approach to the future development of the site that enhances the area and is linked to the redevelopment of the sites at Filey Road and Weaponness Valley.
 - To assist in the process of the physical and socio-economic regeneration of this part of Scarborough, which is located on one of the main gateways into the town.

2.8 The Brief will therefore provide guidance on:

- Appropriate uses on the site
- The appropriate siting, scale and design of new development
- The contents of planning applications for such development

2.9 The Brief will also help to secure, or contribute to:

- An enhanced appearance of the site and removal of unsightly buildings and structures.
- Appropriate use(s) for the site that respect neighbouring properties.
- A layout that improves the character of the area and makes a positive contribution to the public realm.
- Good quality design and landscaping that respect the urban form and architecture of Scarborough.
- Sustainable and energy efficient design and management.
- Traffic and transport issues including: minimising congestion and promoting non car modes of travel.
- Provision of housing as specified by the Regional Spatial Strategy (RSS), Interim Housing Position Paper and the emerging Local Development Framework (LDF).
- The provision of much needed affordable dwellings.
- The wider long term regeneration of Scarborough with respect to its socio-economic well-being and the upgrading of its urban fabric.

3.0 The Site and its Surroundings

3.1 The site and its boundaries are shown on the map in Figure 1, while its strategic location in the town is shown in Figure 2. The total area of the site, including the stadium and land off Hinderwell Road, is 2.04 hectares.

The Site

3.2 The site comprises the McCain Stadium, the former home of Scarborough FC, and an area of waste ground to the south adjacent to Hinderwell Road. The football club last played at the ground in the 2006/07 season and since then the stadium has been left empty and has fallen into a state of disrepair. The stadium includes a main stand that housed all club and corporate facilities together with three seated and terraced stands (Photos 1-4). It had a certified capacity of 6,400. None of the buildings or structures has any special architectural or historic value in planning terms.



Photo 1: McCain Stadium – Main Stand



Photo 2: McCain Stadium – South Stand



Photo 3: McCain Stadium – West Stand



Photo 4: McCain Stadium – East Stand

3.3 The site is predominantly a backland site to the west of Seamer Road (A64), the main strategic route into the town from the south. It is situated behind a number of semi-detached residential properties that face onto Seamer Road to the east, Edgehill Road and Hinderwell Road to the south and Edgehill Road to the west. To the north, the site is bounded by the playing fields of Hinderwell Community Primary School. In addition, a sensory garden created by the local community adjoins the site to the northwest. The site is roughly rectangular in shape with a vehicular access onto Seamer Road to the northeast (Photo 5). The southern corners of the stadium come close to Edgehill Road and Hinderwell Road and there are secondary vehicular access points in these locations (Photos 6 & 7). The undeveloped ground to the south of the stadium previously included a pair of semi-detached dwellings but these have been demolished and the remaining area has turned to scrubland and been fenced off to discourage fly tipping (Photo 8). This part of the site is not in Council ownership but has been included in the Brief due to the benefits of creating a comprehensive redevelopment with the stadium.



Photo 5: McCain Stadium – Access onto Seamer Road (A64)



Photo 6: McCain Stadium – Access onto Hinderwell Road



Photo 7: McCain Stadium – Access onto Edgehill Road



Photo 8: Undeveloped waste ground to the south of the McCain Stadium off Hinderwell Road

3.4 The site topography is generally flat with no vegetation worthy of retention. The pitch area is approximately 2 metres lower than the stands and surrounding properties and has become overgrown with long grass and patches of scrub (Photo 9). The areas behind the east and west stands are overgrown and there is an area of scrubland behind the northwest terrace in the corner of the site which is also slightly elevated (Photo 10). Around the edge of the site are a number of mature trees in neighbouring properties and within the public realm. There are also a few small trees within the site along the boundary of the stadium and waste ground. A tarmac driveway runs through the site behind the south stand between the secondary access points (Photo 11). The driveway from the main entrance to the north has been dug up and is now muddy and strewn with debris, including broken bottles (Photo 12).



Photo 9: McCain Stadium – Pitch (view southeast from northwest corner terrace)



Photo 10: McCain Stadium – Northwest terrace



Photo 11: McCain Stadium – Tarmac driveway behind South Stand



Photo 12: McCain Stadium – Dug up driveway from main entrance

- 3.5 The site has been used as a football ground since the early 20th century. A replacement grandstand and dressing room was permitted in 1979, and the construction of a new east stand was permitted in 1993 followed by a new west stand in 1995. In 1990, an outline planning application was submitted for a supermarket and car parking on the site but this was refused due to being an over-development, in particular relating to traffic generation, lack of car parking, impact of the required car parking on residential property, and not being located in or adjacent to an established shopping centre. There have been numerous minor applications on the site for extensions, new floodlighting and ancillary structures and buildings.

The Site's Surroundings and its Strategic Location

- 3.6 The site is located on one of the main southern approaches to Scarborough along the A64 (Photo 13). This route is dominated by retail warehouses to the east with large forecourts used for parking (Photo 14). The road can become heavily congested during the morning and evening rush hours and during the summer tourist season. Further east is the York to Scarborough railway line running parallel to the A64, beyond which is a small industrial estate accessed from Queen Margaret's Road and the wooded hillside of Oliver's Mount (Photo 15). There are wooded hills to the west that together with Oliver's Mount form the Weaponness Valley (Photo 16).



Photo 13: Seamer Road (A64)



Photo 14: Retail warehouse and car park



Photo 15: Oliver's Mount



Photo 16: Wooded hills to west (also showing football stadium)

3.7 Residential development dominates to the west of the A64 and around the site (Photos 17-19), although directly to the north is the Hinderwell Community Primary School (Photo 20). In addition, there is a small industrial estate northwest of the site at Barry's Lane (Photo 21). The residential properties around the site were built by the local authority in the interwar period and mainly comprise semi-detached housing with small rows of terraced properties, each with front and rear gardens (Photos 22 & 23). The area has a suburban character and relatively low density. Further west lays the open countryside and wooded hillside of Falsgrave Moor. The public woodland at the end of Edgehill Road is known as Ingle Wood (Photo 24).



Photo 17: Residential development southeast of the site along Hinderwell Road



Photo 18: Residential development southwest of the site along Edgehill Road



Photo 19: Residential development east of the site along Seamer Road



Photo 20: Hinderwell Community Primary School north of the site



Photo 21: Industrial Estate along Barry's Lane



Photo 22: Example of semi-detached housing close to the site



Photo 23: Example of small residential terrace close to the site



Photo 24: View towards Ingle Wood at the end of Edgehill Road to the west of the site

- 3.8 The Strategic Development Framework for Scarborough entitled 'Kissing Sleeping Beauty' envisages a Green Gateway into Scarborough along the A64, including bringing the forest down from the hills and creating a boulevard lined by trees. The opportunity exists to create a more human scale development on the site that integrates into the existing urban fabric better than the stadium buildings and contributes to this new green character.
- 3.9 The site lies in the Falsgrave Park Ward. According to the Office of National Statistics, this part of the Ward is within the 10% most deprived neighbourhoods in England. It is within the 10% most deprived for income deprivation, 15% for employment and health deprivation, and 20% for crime. It is within the 5% most deprived for education deprivation and 6% for living environment. Conversely, it has relatively good access to housing and services being within the 35% least deprived neighbourhoods for these categories. There is an opportunity to lift the character of the area by developing buildings on the site that demonstrate very high standards of design and sustainability, whilst responding positively to the surroundings.

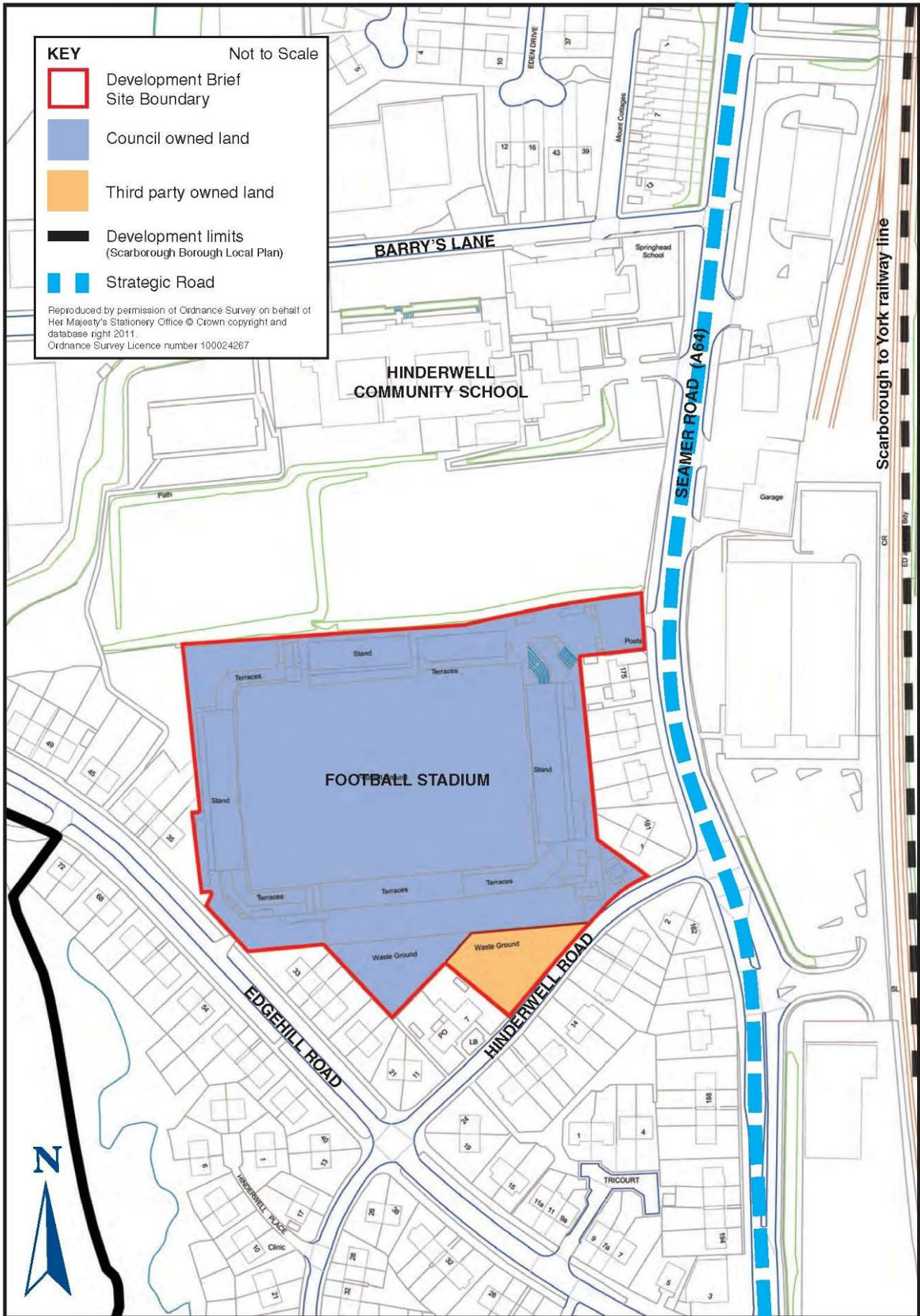


Figure 2: Site Boundary

4.0 Planning Policy Context

- 4.1 The guidance developed in this Brief has had full regard to pre-existing planning policy. Section 38 of the Planning and Compulsory Purchase Act 2004 indicates that where relevant planning decisions shall be made in accordance with the development plan unless material considerations indicate otherwise. The development plan in this instance currently consists of the Yorkshire and Humber Plan Regional Spatial Strategy (RSS) and the Scarborough Borough Local Plan. In due course the latter document will be replaced by Development Plan Documents (DPDs) forming part of the Local Development Framework (LDF). The emerging Development Plan Documents in the LDF are also addressed, together with a number of Supplementary Planning Documents (SPDs) that have already been adopted. Other national and local planning policy guidance documents not forming part of the development plan but still important material considerations are also addressed.
- 4.2 Following a number of pre-announcements in 2009, the Government committed to abolish Regional Strategies in the Localism Bill published in December 2010. The Bill is currently being debated in the Houses of Parliament and has yet to receive Royal Assent. Recent High Court decisions have confirmed that the RSS remains part of the development plan but the Government's intention to abolish Regional Strategies is a material consideration that can be considered when making planning decisions.

Scarborough Borough Local Plan (1999)

- 4.3 The Local Plan was adopted in April 1999. It still forms part of the development plan for planning decisions, although in due course it will be replaced by the Local Development Framework. Since September 2007, some Local Plan policies have been deemed to have expired, especially where they replicated national or regional planning policy or have become obsolete. Therefore, only 'saved' policies remain as material planning considerations.
- 4.4 The Local Plan Proposals Map does not identify any site specific proposals or constraints on the site, except for the fact that it is within the development limits of Scarborough. The relevant saved policies are listed below:

E5	Road and Rail Approaches to Resort Towns
E6	The Protection of Open Space
E7	Local Nature Conservation Sites
E11	Protection of Water Resources
E12	Design of New Development
E27	The Protection of Significant Views
E35	Renewable Energy Production
E39	Development Affecting Hedgerows and Trees
I5	Employment Development within Settlements
H3	Small Scale/Infill Housing Development within the Limits of Settlements
H10	Protection of Residential Amenity
H14	Nursing and Residential Care Homes
S1	Major Shopping Development
R2	Open Space Provision within New Residential Developments
C6	Developer Contributions
C7	Foul and Surface Water Disposal

Yorkshire and Humber Plan Regional Spatial Strategy

4.5 The Yorkshire and Humber Regional Spatial Strategy (RSS) was adopted by the Government Office for Yorkshire and the Humber in May 2008. It identifies Scarborough as a Sub Regional Town within the Coast sub area. Policy C1 states that plans, strategies, investment decisions and programmes for the Coast sub area should, among other provisions:

- Strengthen the role of Scarborough as a Sub-Regional Town serving much of the sub area and a focus for urban renaissance
- Diversify the sub area's economic base, opening up employment opportunities, with tourism, sport and recreation, and other employment generating development and major new infrastructure at Scarborough and Bridlington
- Review housing stock in Scarborough and Bridlington to ensure it meets changing housing market needs
- Focus most development on Scarborough

4.6 Apart from policies relating to the different sub areas in the region, the RSS includes policies on the topics of environment, economy, housing and transport, as well as those relating to broader strategic issues, such as climate change and Green Belts. The following policies are of general relevance to this Development Brief:

YH1:	Overall approach and key spatial priorities
YH2:	Climate change and resource use
YH4:	Regional cities and sub regional cities and towns
YH7:	Location of development
YH8:	Green infrastructure
C1:	Coast sub area policy
ENV1:	Development and flood risk
ENV3:	Water quality
ENV5:	Energy
ENV6:	Forestry, trees and woodlands
ENV8:	Biodiversity
ENV11:	Health, recreation and sport
E1:	Creating a successful and more competitive regional economy
E2:	Town centre and major facilities
E3:	Land and premises for economic development
E6:	Sustainable tourism
H1:	Provision and distribution of housing
H2:	Managing and stepping up the supply and delivery of housing
H4:	The provision of affordable housing
H5:	Housing mix
T1:	Personal travel reduction and modal shift
T2:	Parking policy
T3:	Public transport

Interim Housing Position Paper (September 2010)

4.7 In light of the Government's intention to abolish Regional Strategies, the Council produced an Interim Housing Position Paper in September 2010. The purpose of this paper is to provide the background information and evidence with which Scarborough

Borough Council can establish a working basis upon which to continue the process of creating the Local Development Framework and undertake other elements of its planning function. This document contains amended housing targets for the Borough but these will be replaced by the Local Development Framework when adopted.

Local Development Framework

- 4.8 The Local Development Framework (LDF) will comprise a portfolio of Local Development Documents (LDDs), including Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). DPDs, when adopted, will replace the saved policies in the Local Plan, whilst SPDs provide additional guidance on matters covered by the DPDs. The emerging policies in DPDs can be a material consideration in making planning decisions, with increased weighting closer to adoption. However, whilst significant progress has been made on the Core Strategy DPD and Housing Allocations DPD, with major consultation undertaken on 'draft' versions of both documents in 2009, they are currently being reviewed in light of the proposed changes in the Localism Bill. A number of SPDs have already been adopted and therefore must be taken into account alongside the development plan.

Draft Core Strategy (Preferred Options) (November 2009)

- 4.9 The Draft Core Strategy (Preferred Options) was published for public consultation in November 2009. The Council is currently considering the comments that were made on the Core Strategy and is working towards the production of the final Core Strategy Pre-Submission Draft before it will be submitted to the Government for examination. The Draft Core Strategy includes a number of Spatial Objectives based on the key issues in the Sustainable Community Strategy, previous consultation and the supporting evidence base, which will be delivered through various Core Policies.

Draft Housing Allocations DPD (Preferred Options) (November 2009)

- 4.10 The Seamer Road, Filey Road and Weaponness Valley sites are indicated as suitable for residential use in the Draft Housing Allocations DPD (Option HA 25a-c). It is suggested that a total of 150 dwellings could be achieved in some configuration between the sites, with delivery phased to the first 5 years of the Plan up to 2016. The justification is that the redevelopment of the sites would provide housing alongside improved sports facilities for the town and a new football ground.
- 4.11 All three sites were also included in the Strategic Housing Land Availability Assessment (SHLAA) 2010, which assesses the availability of suitable land for housing in line with national guidance in PPS3.

Supplementary Planning Documents

- 4.12 The following Supplementary Planning Documents (SPDs) have been adopted by the Council and will be of relevance to the determinations on the site:
- Affordable Housing SPD
 - Travel Plans SPD
 - Transport Assessments SPD

- Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments SPD
- Education Payments SPD

4.13 Proposals for development on the site should also have regard to the following:

- Sustainable Communities Strategy 2010 - 2013
- Sustainable Building - Guidance for Developers (March 2008)
- Kissing Sleeping Beauty: A Strategic Development Framework for Scarborough (July 2003)

National Planning Policy Guidance

4.14 This consists of the Government's planning policy documents, which although not part of the formally adopted development plan, are nonetheless material planning considerations. Where they are more up-to-date than policies within the development plan they may be given greater weight in making planning decisions.

- PPS1: Delivering Sustainable Development
- PPS3: Housing
- PPS4: Planning for Sustainable Economic Growth
- PPS9: Biodiversity and Geological Conservation
- PPG13: Transport
- PPG17: Planning for Open Space, Sport and Recreation
- PPS23: Planning and Pollution Control
- PPG24: Planning and Noise
- PPS25: Development and Flood Risk

5.0 Constraints and Opportunities

5.1 Before identifying a strategy for the future of the site a brief summary of the strengths, constraints, opportunities and threats of the site has been undertaken. It is recognised that the bullet points below represent a brief summary and complex inter-relationships exist between the different factors. However, with imaginative solutions it may be possible to transform some of the weaknesses into positive opportunities. These are summarised below:

Strengths

- Predominantly brownfield site within the built limits of the town
- Close proximity to public transport along the A64
- Large site with rectangular shape allowing ease of construction
- Flat topography – ease of construction
- Close proximity to community facilities – Hinderwell Community Primary School and Falsgrave Community Resource Centre
- Close proximity to employment opportunities – Barry’s Lane industrial units, retail warehouses along Seamer Road
- Close to areas of green space – Oliver’s Mount, the Mere, etc.
- Existing connections to Edgehill Road and Hinderwell Road

Constraints

- Edge of town location away from town centre services
- Amenity of neighbouring residential properties
- Noise/pollution from road traffic
- Area lacks distinct character

Opportunities

- Bring a vacant site with derelict buildings back into beneficial use
- More human scale development that fits into the surroundings
- Provide additional housing, including much needed affordable dwellings
- Provide community facilities
- Improve living environment through high quality design and landscape, and assist in creating a distinct character on a key approach into the town
- Improve connections in the area by creating a permeable street layout
- Help to create a sustainable community with measures including: putting people before cars, providing natural surveillance, maximising solar gain, encouraging cycling, encouraging recycling, facilitating home working and providing infrastructure for high speed broadband
- Benefits of coordinated development with the Weaponness Valley and Filey Road sites
- Regeneration of socio-economically deprived part of town

Threats

- Uncertain property market
- Demolition costs

- Potential contamination from made ground and past surrounding uses
- High traffic generating uses – capacity of A64
- Overdevelopment could adversely affect residential amenity
- Increase in hard surfacing could lead to surface water flooding if not mitigated

5.2 Further analysis of the constraints and opportunities is undertaken in Sections 6.0 to 9.0 of the Brief, while the key features and characteristics of the area are represented diagrammatically in Figures 3-9. Having undertaken the preliminary analysis above, it is the Council's firm belief that the strengths and opportunities outweigh the potential weaknesses or threats with regard to the principle of redevelopment, but clearly a strategy needs to be put into place with suitable safeguards to ensure the purposes of the Brief are realised. This strategy is outlined in Sections 6.0 to 11.0 of this Brief.

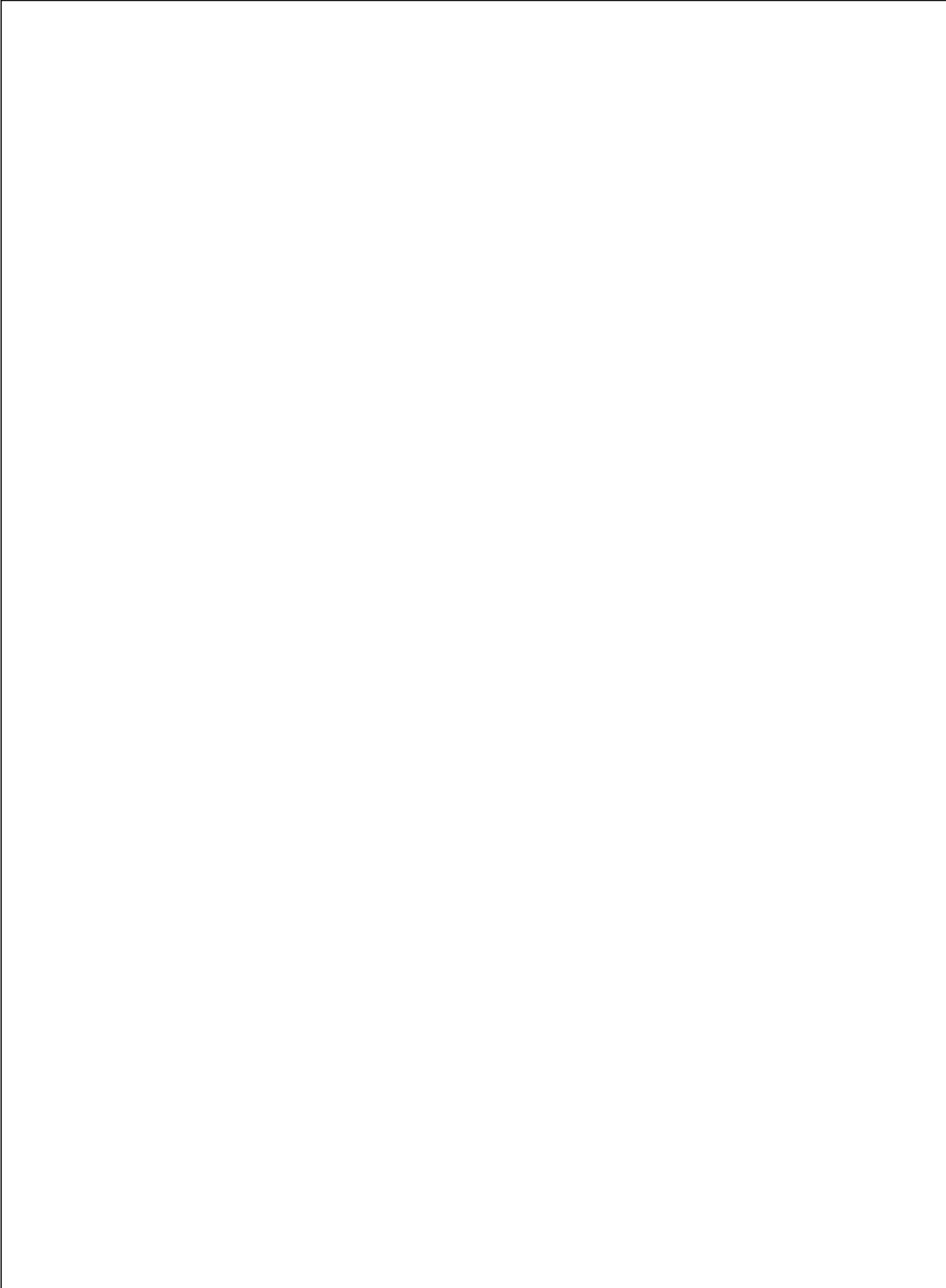


Figure 3: Site Constraints

6.0 Land Use Issues

- 6.1 This section of the Brief considers the principle of different uses across the site. It lies within the development limits of Scarborough and benefits from a reasonable level of sustainability, being both brownfield and within close proximity to public transport travelling along the A64, a school and a number of employment opportunities. It is important that the use(s) on the site integrate with the surrounding land uses and contribute to the local community and sense of place. The loss of the existing football stadium through redevelopment should be considered in light of the proposals in the Development Briefs for the Filey Road and Weaponness Valley sites, the latter of which includes a sports and leisure complex and new football ground, and the associated regeneration benefits. The development of the site should include land uses that fit into the largely residential character of the area and housing will be expected to form a major part of any development scheme. Some small scale economic development and/or community uses may also be acceptable as part of a mixed use development and will be judged on their merits and in the context of the wider regeneration of Scarborough.
- 6.2 The uses to be considered have been subdivided into two broad categories: residential development and economic and community uses.

Residential Development

- 6.3 Residential development is considered to be the most appropriate land use for the site given that it is predominantly surrounded by residential properties and this type of development could be knitted into the existing urban fabric in a positive way enhancing its sense of place. Redevelopment for housing would make a valuable contribution towards the increased level of growth proposed for the town by the Regional Spatial Strategy (RSS), Interim Housing Position Paper and emerging Local Development Framework. It would also provide an opportunity to increase the provision of affordable housing and enhance the image of this key gateway into the town.
- 6.4 Housing development on the site is supported by existing and emerging planning policies. Policy H3 of the Scarborough Borough Local Plan permits new housing development within the development limits of settlements provided certain criteria are met (see Appendix 1, Para 1.14). In addition, the Draft Core Strategy (Preferred Options) DPD includes spatial objectives that encourage a range of housing to meet the needs of the Borough and increase the supply of affordable housing, whilst focusing new development in and around Scarborough. It also includes specific policies on delivering a mix of housing and affordable housing. These policies indicate the direction the Council is heading and are in line with the RSS and PPS3. The Council's current approach to affordable housing is set out in the Affordable Housing SPD.
- 6.5 The Affordable Housing SPD indicates that applications involving 15 or more dwellings shall normally incorporate 40% on site provision (70% social rented/30% intermediate). The Council's targets will only be reduced where it is demonstrated through an open book viability assessment that the required affordable housing target makes the development unviable. Further guidance on design standards is provided in the SPD, including the 'pepper-potting' of affordable homes in small clusters to reduce a sense of social exclusion. Discussion should also take place with the Local Planning Authority to ensure a suitable mix of dwellings is provided taking into account size and tenure in respect of both open market and affordable homes; it should be noted that the Housing

Market Assessment showed that the greatest need in the Borough is for social rented housing.

- 6.6 The redevelopment of the site should be considered in light of the proposals for the Filey Road and Weaponness Valley sites. It would normally be expected that each of the sites incorporating residential development includes 40% on site provision of affordable housing, in line with the adopted SPD. The onus would lie with the developer to demonstrate the case if the proportion of affordable housing is to be applied unequally between the sites. However, on site provision of affordable housing should not exceed 50% on the Football Stadium site in order to maintain a mixed and balanced community, taking into account the existing mix of housing in the Falsgrave Park/Edgehill area.
- 6.7 Sheltered housing and/or extra care housing is acceptable on the site and will be treated in the same way as ordinary dwellings in terms of provision of affordable housing. This type of housing is supported by emerging Core Policy H4, where large housing developments are encouraged to include a proportion of Lifetime Standard Homes (incorporating features that make the home more flexible, convenient, safe and accessible for older people) and, in those areas of the greatest anticipated increase in the elderly population, such as the outer urban area of Scarborough, Extra Care Housing.
- 6.8 Student accommodation is acceptable on the site. This should be well designed and integrated into the surrounding residential area. It is recognised however that the Football Stadium site is the furthest of the three sites from the university and there are no direct bus links between them. Sustainable transport links are needed therefore, including cycling and walking, and the Weaponness Valley site may provide an opportunity to improve such links.

Economic and Community Uses

- 6.9 Economic and community uses on the site will be considered in the context of the guidance within PPS4. This national guidance relates to business uses, public and community uses and main town centre uses. With regard to main town centre uses, PPS4 advises that sites for such uses should be identified through a sequential approach in the following order:
- Locations in appropriate existing centres where sites or buildings for conversion are, or are likely to become, available within the plan period.
 - Edge-of-centre locations, with preference given to sites that are or will be well-connected to the centre.
 - Out-of-centre sites, with preference given to sites which are or will be well served by a choice of means of transport and which are closest to the centre and have a higher likelihood of forming links with the centre.
- 6.10 The site is an out-of-centre site. Therefore, planning applications for main town centre uses on the site will need to be accompanied by a sequential assessment demonstrating there are no other more sequentially preferable sites in the town. An impact assessment may also be required and confirmation should be sought from the Local Planning Authority prior to the submission of a planning application.
- 6.11 PPS4 will be used to assess all main town centre uses on the site, including: entertainment facilities, offices, arts, culture and tourism development. Leisure and more

intensive sport and recreation uses that are also defined as main town centre uses do not form part of the indicative proposals because the focus for such proposals is on the nearby Weaponness Valley site.

- 6.12 There is a presumption against retail development on the site unless it meets local day-to-day needs. Small scale local convenience shopping facilities may be acceptable on the site as part of a mixed use residential development to serve local needs. These should be located in close proximity to the A64 to be legible to the wider community and attract footfall. There is a strong presumption against any major retail development on the site, particularly supermarkets and bulk retailers, due to its out-of-centre location. Planning applications for such uses would need to be supported by a sequential assessment and impact assessment in accordance with PPS4 and be able to demonstrate that the proposal would not have a harmful impact on the vitality and viability of the town centre, and there are no other more sequentially preferable sites that could accommodate the development. The more general considerations in Policy EC10 of PPS4 will also be taken into account. Of particular relevance would be the impact of traffic on the A64 and the impact on residential amenity.
- 6.13 General industrial, storage or distribution uses (Use Classes B2 or B8) are not encouraged on the site due to it being located within a primarily residential area. Accordingly, such development would be contrary to Policy I.5 of the Local Plan.
- 6.14 Other business and community uses falling within Use Classes B1 and D1 may be acceptable on the site, assuming they are as part of a mixed use residential development and comply with the guidance in PPS4. These uses include: research and development uses, light industry, clinics and health centres, crèches, nurseries and community centres. The amenity of nearby residential properties would be an important consideration when determining such proposals, including the impact of noise and other pollution, and this should be discussed with the Local Planning Authority before submitting any planning application(s). Community uses needed in the area would be welcome. Planning applications for business and community uses that are not main town centre uses will be assessed against Policies EC10 and EC11 of PPS4.
- 6.15 Live-work units are acceptable on the site, provided the work element of the units does not harm residential amenity or attract large vehicle movements, and therefore would normally fall within the B1 Use Class. They should integrate with the wider proposals and surroundings and include elements that distinguish them as live-work units and not simply residential properties.

7.0 Transport Issues

- 7.1 Transport issues will be an important consideration in the redevelopment of the site. Seamer Road is a major road that can become heavily congested in the morning and evening rush hours and during the summer tourist season. Land uses that attract large vehicle movements are not encouraged on the site. Safe vehicular access and egress must be provided that does not disrupt traffic flows along the main road. Cycle and pedestrian movement should be prioritised within the scheme, including the provision of secure cycle parking. Pre-application discussions will be expected for any type of development on the site with the Highways Agency and Local Highway Authority (North Yorkshire County Council).
- 7.2 In accordance with Policy T1 of the Regional Spatial Strategy, measures should be taken to reduce congestion especially in urban areas and on the strategic road network. The site is both within the urban area and adjacent to the strategic road network (A64). To reduce congestion along the A64, the following measures should be taken:
1. Giving priority to improvements to public transport
 2. The use by employers of Travel Plans, which include modal share targets and encourage more flexible working and school hours
 3. Incentives to use public transport at new housing developments
 4. Improved facilities for cyclists and pedestrians
 5. Using wider travel options such as the West Yorkshire Yellow Bus Initiative and safe routes to schools
 6. Encouragement of travel awareness campaigns, car clubs and car sharing
 7. Encouraging a shift from car-based to public transport-based commuting
- 7.3 Incentives to use public transport at new housing developments might include new bus stops adjacent to the developments with electronic waiting time displays and/or public transport information packs being provided in the sale of new homes.
- 7.4 The most significant highway constraint affecting the site is its proximity to the A64 (Seamer Road), the busiest and most strategically important vehicular route in and out of the town. Regardless of whether traffic gains access to the site directly from Seamer Road or from Edgehill Road or Hinderwell Road, virtually all vehicles will arrive or leave via the stretch of Seamer Road between the Queen Margarets Road and Valley Road junctions. Any vehicles turning right either from or onto Seamer Road may have to wait a considerable time until a gap emerges in traffic travelling in the opposite direction, which may encourage drivers to take risks to the detriment of highway safety. The application should therefore be accompanied by a Transport Assessment or Statement – depending on the scale of development (see Para 11.4), which estimates the impact of the development on the surrounding highway network, in particular the road junctions and access points referred to above onto the A64. This should also consider the cumulative impact of traffic generated from other new development, such as that proposed on the Weaponness Valley site. The Transport Assessment or Statement should include appropriate travel management measures to mitigate the impact of any potential negative consequences on highway safety or the free flow of traffic arising from the proposed development. Further guidance is contained within the Transport Assessments SPD.
- 7.5 Maximum car parking standards are set out in the Regional Spatial Strategy. However, in light of the Government's intention to abolish Regional Strategies and recent changes to PPG13 and PPS3 ending the requirement for Councils to use maximum parking

standards for residential development, discussion should be carried out with the Local Planning Authority to agree the appropriate level of parking for the site. Sufficient parking should be provided on site to minimise the impact of parked vehicles on surrounding highways, whilst ensuring that parked vehicles do not unduly dominate the street scene of the new development. A Travel Plan will be encouraged for applications on the site to include measures to reduce reliance on the private car. In addition, cycle parking is encouraged for all development on the site.

8.0 Design and Townscape

- 8.1 This section seeks to establish urban design principles for the site following an urban design analysis of the area. The principles will guide the form and layout of the options put forward in this Development Brief. The development should be consistent with best practice in sustainable and urban design to ensure a high quality scheme that improves the character of the area.

Street Pattern and Layout

- 8.2 Seamer Road is the historic route into and out of Scarborough from the south of the town. It is a linear road running along the Seamer Valley. The residential areas along Seamer Road to the north of the site typically have a rectilinear street pattern, with streets arranged parallel and perpendicular to Seamer Road and the hillside, following the historic field pattern. These streets are straight and lined with terraced properties dating from the late 19th and early 20th centuries. This contrasts with the mid to late 20th century housing northwest of the site and west of the town, which is arranged along more curving roads and in small cul-de-sacs.
- 8.3 The residential area immediately adjoining the site to the south does not fit either of these street patterns. Whilst the area comprises a network of permeable streets that connect to each other, they are aligned at different angles to Seamer Road and each other. This has resulted in a slightly confusing layout with a number of triangular and irregularly shaped blocks.
- 8.4 The street pattern on the site should follow a rectilinear layout typical of the more historic parts of the town to the north. Whilst this would not match the street pattern of the adjoining residential area, there are a number of distinct advantages in doing this:
- It would fit in with the more historic street and earlier field pattern of the town.
 - It would allow for the most efficient use of the land.
 - It would allow for south orientation of buildings to maximise solar gain.
 - It would respond to the existing morphology of the football ground, providing a link to the past.
 - It would provide rectangular blocks that can be developed easily and provide a clear distinction between public and private space.
- 8.5 The design principles underlying any other layout would need to be fully justified in a Design and Access Statement.

Design Principles:

- A rectilinear layout with streets arranged parallel and perpendicular to Seamer Road.
- Where possible, development should be arranged 'back-to-back' with the existing properties around the site in order to secure private areas and maximise 'eyes on the street'.
- Development blocks should include buildings that face onto the public realm with private gardens or amenity areas behind and within the blocks.



Figure 4: Street Pattern

Links and Movement

8.6 The rectilinear street pattern of the more historic residential areas north of the site allows for good connections between streets and permeability, minimising potential walking distances as a result. To apply this principle to the site, links should be maintained between the site and the surrounding roads. They should be designed with pedestrians and cyclists in mind and configured to slow traffic speeds. The preference will be for two vehicular access points and one dedicated pedestrian/cycle access. The pedestrian/cycle access should ideally be provided from Hinderwell Road because it follows the natural pedestrian/cyclist desire line to the south. Pre-application consultation should be carried out with the Local Highway Authority to confirm the location and configuration of the vehicular accesses. Within the site, a Home Zone environment is encouraged, where pedestrians are given priority over cars. This can be achieved by providing a ‘shared surface’ incorporating landscape features and/or play areas. Car parking should not dominate the street scene, which can be ‘softened’ through the use of landscape and trees. A pedestrian link should be provided from the site to the existing footpath linking Edgehill Road and Barry’s Lane to the west (Photos 25 & 26, Figure 5).

Design Principles:

- Links should be maintained between the site and Seamer Road, Edgehill Road and Hinderwell Road.
- The preference is for two vehicular access points and one dedicated pedestrian/cycle access. This is subject to an assessment of the impact of traffic flows on the wider highway network, notably Seamer Road.
- Vehicular access points should be designed to slow traffic speeds upon site entry and clearly demarcate between the site and surroundings via change of surface materials.
- The streets within the site should be designed as a Home Zone where people are given priority over cars.
- Car parking should not dominate the street scene.

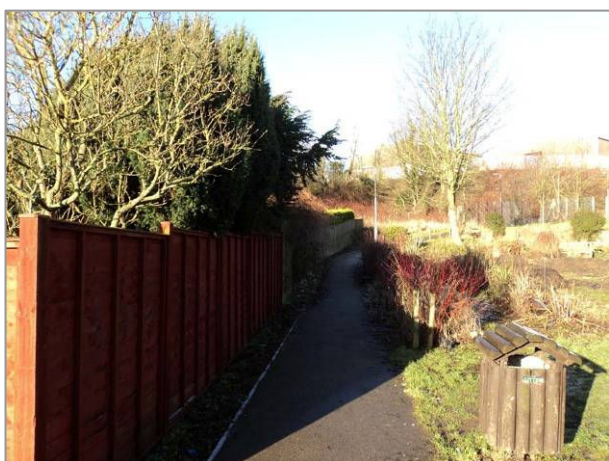


Photo 25: Footpath between Edgehill Road and Barry’s Lane adjacent to sensory garden adjoining the site



Photo 26: Footpath between Edgehill Road and Barry’s Lane adjacent to Hinderwell Community Primary School playing fields

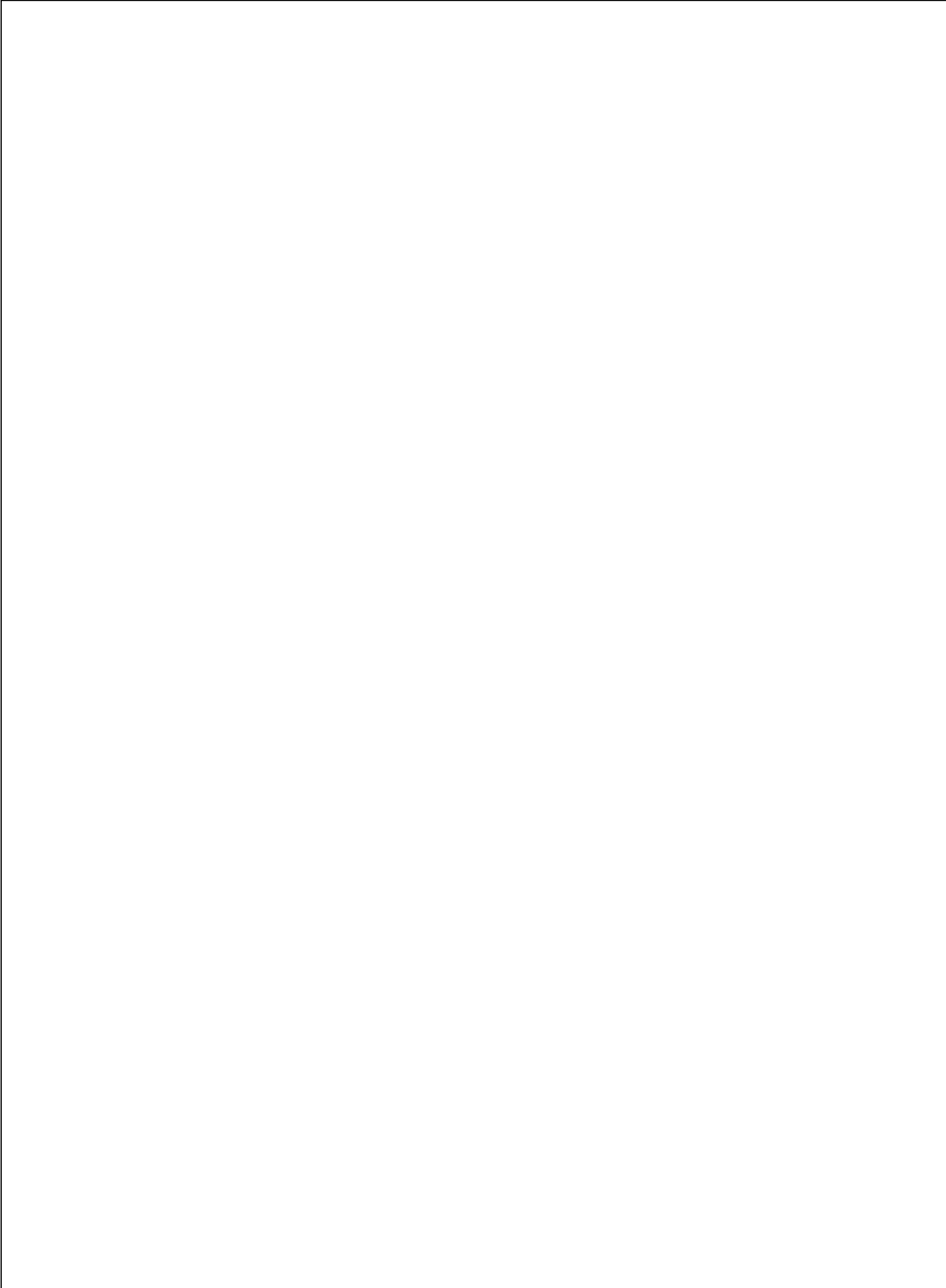


Figure 5: Links and Movement

Land Use Pattern and Urban Grain

8.7 The residential development adjoining the site to the south, west and east has a relatively fine urban grain with small blocks and frequent plot subdivisions. The school and industrial units to the north and retail warehouses to the east of the Seamer Road have a coarse urban grain taking up larger tracts of land. Whilst residential development is likely to be the dominant land use across the site, should any non-residential uses be proposed that have a coarser urban grain than residential development this should be located in the northern part of the site away from the existing residential properties. This will fit into the pattern of land uses in the area and serve to protect the amenity of neighbouring properties. It also reflects the fact that this is the closest part of the site to the A64. Smaller scale, non-residential uses would be acceptable on the southern part of the site if they integrate into the existing urban fabric and do not harm the amenity of neighbouring properties.

Design Principles:

- The preferred predominant land use on the site is residential development.
- Where a mix of uses is proposed, development of the site should fit into the existing pattern of land uses and urban grain by locating residential development in the southern part of the site and any non-residential uses which have a coarser urban grain to the north.

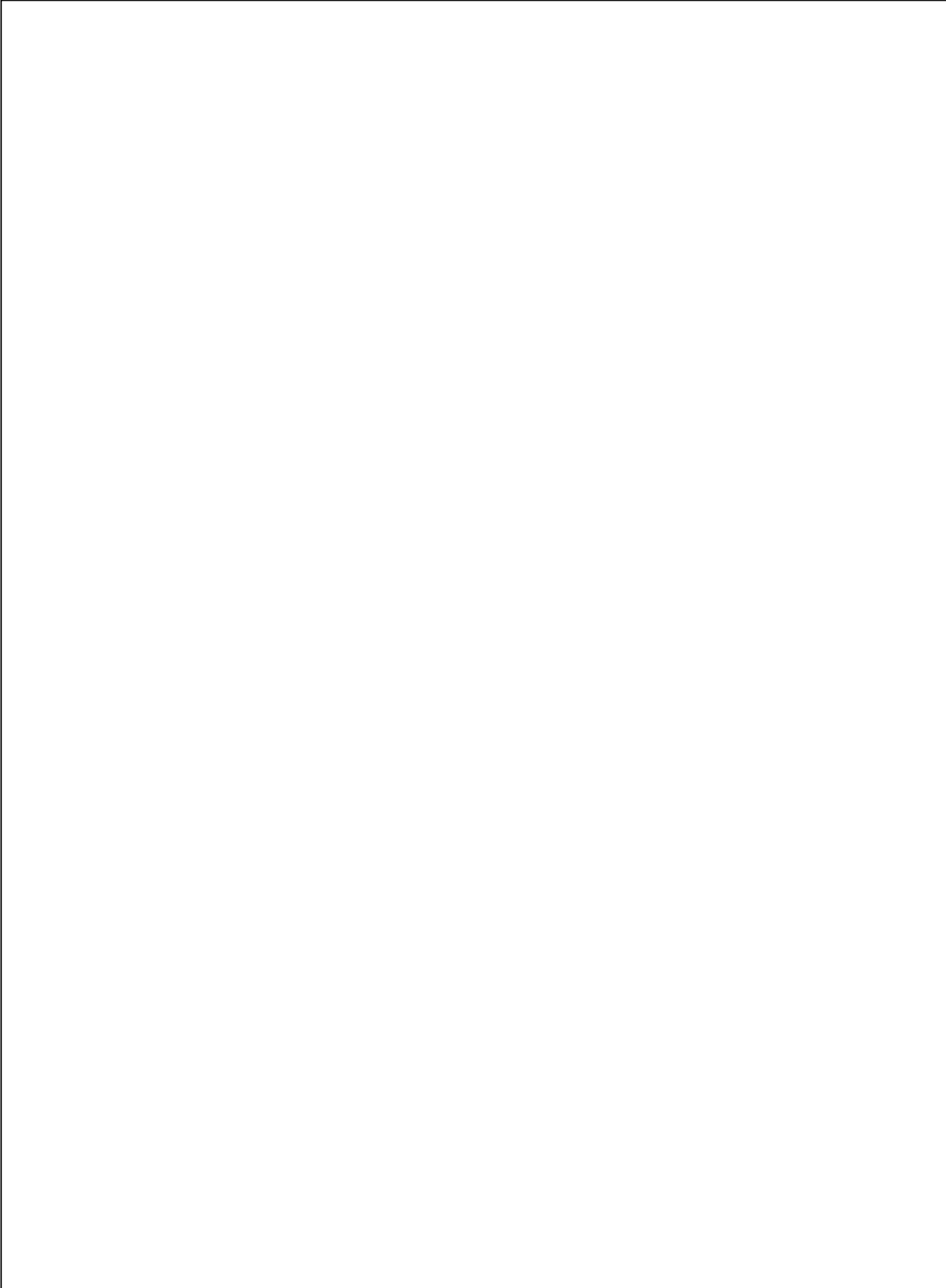


Figure 6: Land Uses and Urban Grain

Green Corridors and Open Space

- 8.8 The gardens of residential properties to the west of the site provide a green corridor that links to Ingle Wood and the countryside beyond (Photo 27). Ingle Wood is public woodland with a number of footpaths, including one to the footpath between Edgehill Road and Barry's Lane. There is an opportunity to extend this green link through the site to the back gardens of properties facing Seamer Road. This fits in with the aspirations of the 'Kissing Sleeping Beauty' strategic framework document that envisages bringing the forest down from the hills. This green link could connect with the boulevard of trees envisaged along Seamer Road.
- 8.9 In addition, there is a sensory garden adjacent to the site to the northwest (Photo 28). This was created in 2004 and was a joint venture between the Green Light Trust and Edgehill Community Group. It was built for use by Springhead School, a 'Specialist School' for Cognition and Learning adjacent to Hinderwell Community Primary School on Barry's Lane. It is no longer managed by the Community Group or used by the school and has been left to deteriorate. It is accessed via the public footpath between Edgehill Road and Barry's Lane. School children use it to access the Primary School across the school playing fields. The garden is not overlooked and feels unsafe as a result. There is potential to improve this area by either providing overlooking properties within the development to improve its feeling of safety or integrating it into the scheme design.
- 8.10 Areas of open space will be calculated in accordance with the SPD on Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments. Outdoor sports facilities would either be provided on the Weaponness Valley site or an off-site contribution would be sought. Rather than providing children's play areas on-site, an off-site contribution will be sought to make improvements to Ingle Wood and the sensory garden, including the possibility of extending a public right of way further to the west. However, this does not preclude providing play areas within the scheme in addition to making an off-site contribution to help create a Home Zone environment. Amenity open space should be provided on-site and should be integrated into the overall design. This can form part of the green link through the site or combine with the sensory garden. The amenity open space should be overlooked by housing to provide natural surveillance and discourage anti-social behaviour.

Design Principles:

- The opportunity should be taken to extend the green corridor to the west through the site to the back of the properties facing Seamer Road.
- The opportunity should be taken to improve the sensory garden adjoining the site, including making it feel safer by providing overlooking properties and securing its effective future management.
- Areas of open space should be calculated in accordance with the SPD on Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments.
- An off-site contribution should be provided to make improvements to Ingle Wood and the sensory garden, including the possibility of extending a public right of way to the west.
- Amenity open space to be provided within the scheme and this should be integrated into the overall design and well overlooked to promote safety.



Photo 27: Ingle Wood adjacent to residential properties to the west of the site



Photo 28: Sensory garden adjoining the site to the northwest

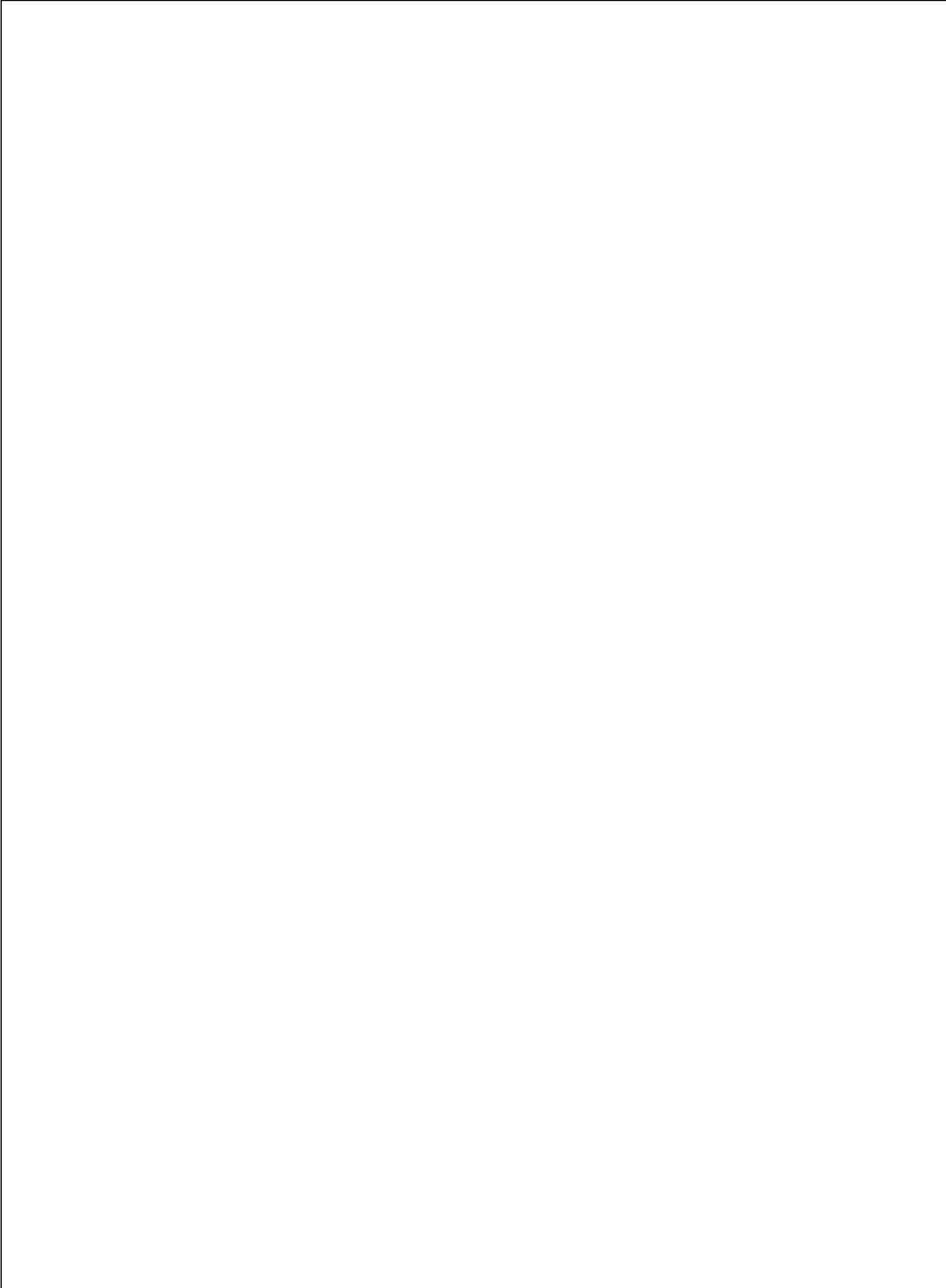


Figure 7: Green Corridors and Open Space

Continuity and Enclosure

8.11 The residential areas around the site provide good continuity and enclosure of public space through continuous built frontages with relatively few gaps and buildings that face onto the street with ‘active’ edges, i.e. elevations that are well articulated with windows and doors. This helps to distinguish between public and private space and promotes safety of the public realm through overlooking properties. This is achieved less well by the economic and community uses in the surrounding area. For example, a number of the retail warehouses along Seamer Road have blank elevations that face onto the street and large car parks that provide no enclosure of the public realm. Where boundaries are required to distinguish between public and private areas, these should be designed to enhance the character of the area and allow natural surveillance of the public realm. Development on the site will be encouraged to apply national ‘Secured by Design’ principles to minimise opportunities for crime and to create a safe environment.

Design Principles:

- The development on the site should provide good continuity and enclosure of the public realm to clearly distinguish between public and private spaces.
- Elevations that face onto the public realm should be well articulated with windows and doors to promote overlooking and safety.
- ‘Secured by Design’ principles are encouraged in the development.



Photo 29: ‘Inactive’ elevation of retail warehouse along Seamer Road



Photo 30: ‘Inactive’ edge and poor enclosure to Seamer Road of Hinderwell Community Primary School

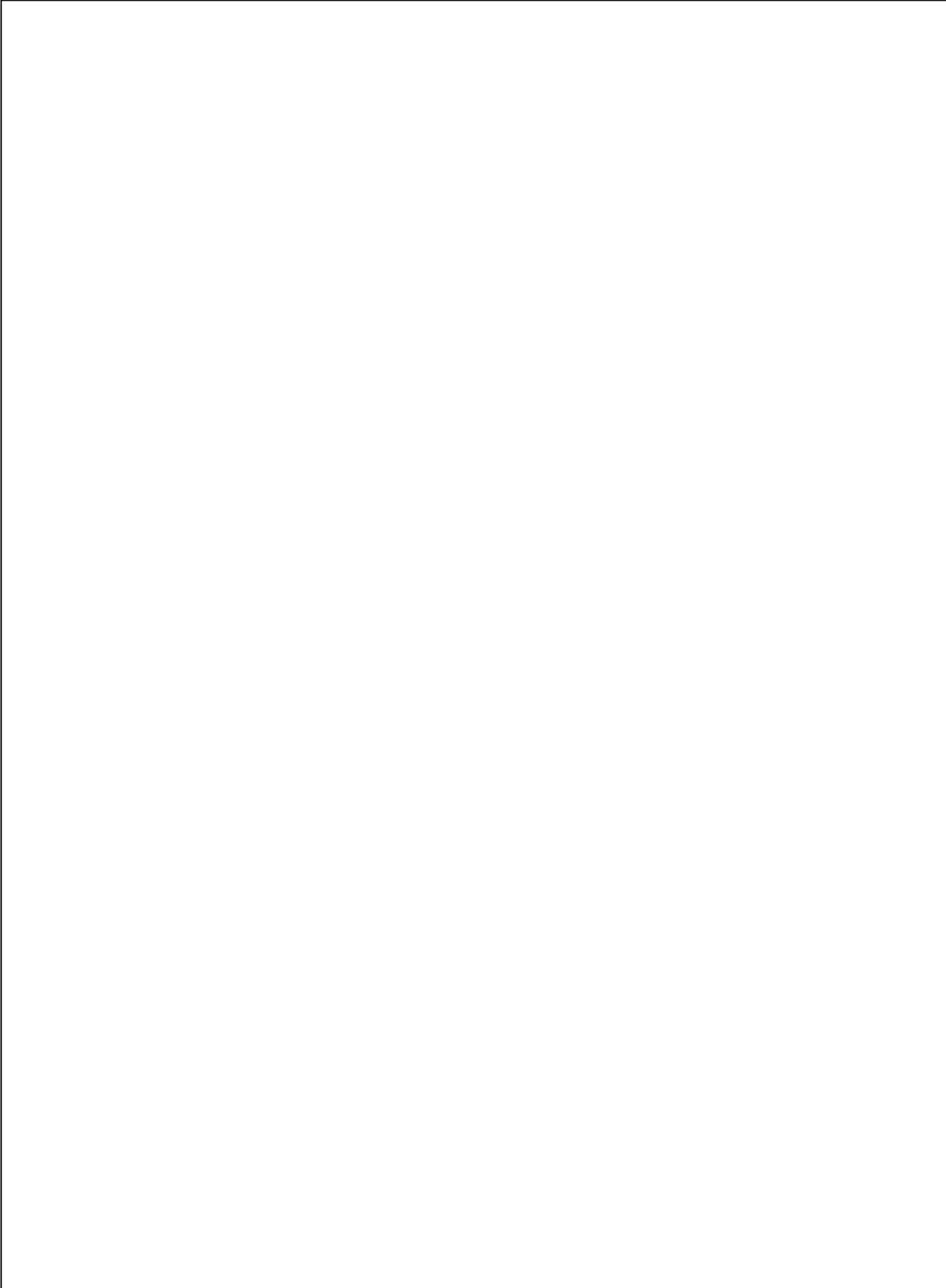


Figure 8: ‘Active’ and ‘Inactive’ Edges

Density, Height and Massing

- 8.12 The residential area adjoining the site has a relatively low density. Residential development on the site should make efficient use of the land but not be overdeveloped to the detriment of local character or environmental quality. An appropriate density range is considered to be between 30 and 40 dwellings per hectare; however, this does not preclude higher densities from being achieved with high quality design whilst meeting relevant requirements relating to matters such as amenity space, parking, impact on neighbouring residential properties and providing a suitable mix of dwellings. Residential density on the site should be justified in a Design and Access Statement.
- 8.13 The residential development around the site is predominantly 2 storeys in height. Along Seamer Road there are a few 3 storey terraced houses interspersed with 2 storey dwellings and single storey retail warehouses (Photos 31 & 32). The stands of the football stadium are closer to 3 storeys in height due to the sunken level of the pitch. Accordingly, development on the site should range between 2 and 3 storeys in height but should not dominate the surrounding residential properties.
- 8.14 The residential development around the site has a relatively small scale massing, whereas the non-residential uses to the north and the retail warehouses to the east of Seamer Road have larger massing. The massing of the development on the site should fit in with the neighbouring residential development to have a human scale and protect the amenity of adjoining properties. The massing of the development will be influenced by the building typology or typologies adopted. This could have a bearing on the type of any non-residential development which may be permitted.

Design Principles:

- Residential development on the site should make efficient use of the land but not be overdeveloped to the detriment of local character or environmental quality.
- Development on the site should range between 2 and 3 storeys in height and should not dominate the surrounding residential properties.
- The development on the site should have relatively small massing to fit in with the adjoining residential properties and protect their amenity.



Photo 31: 2-storey residential terrace with end 3 storey house along Seamer Road



Photo 32: Single storey retail warehouse along Seamer Road

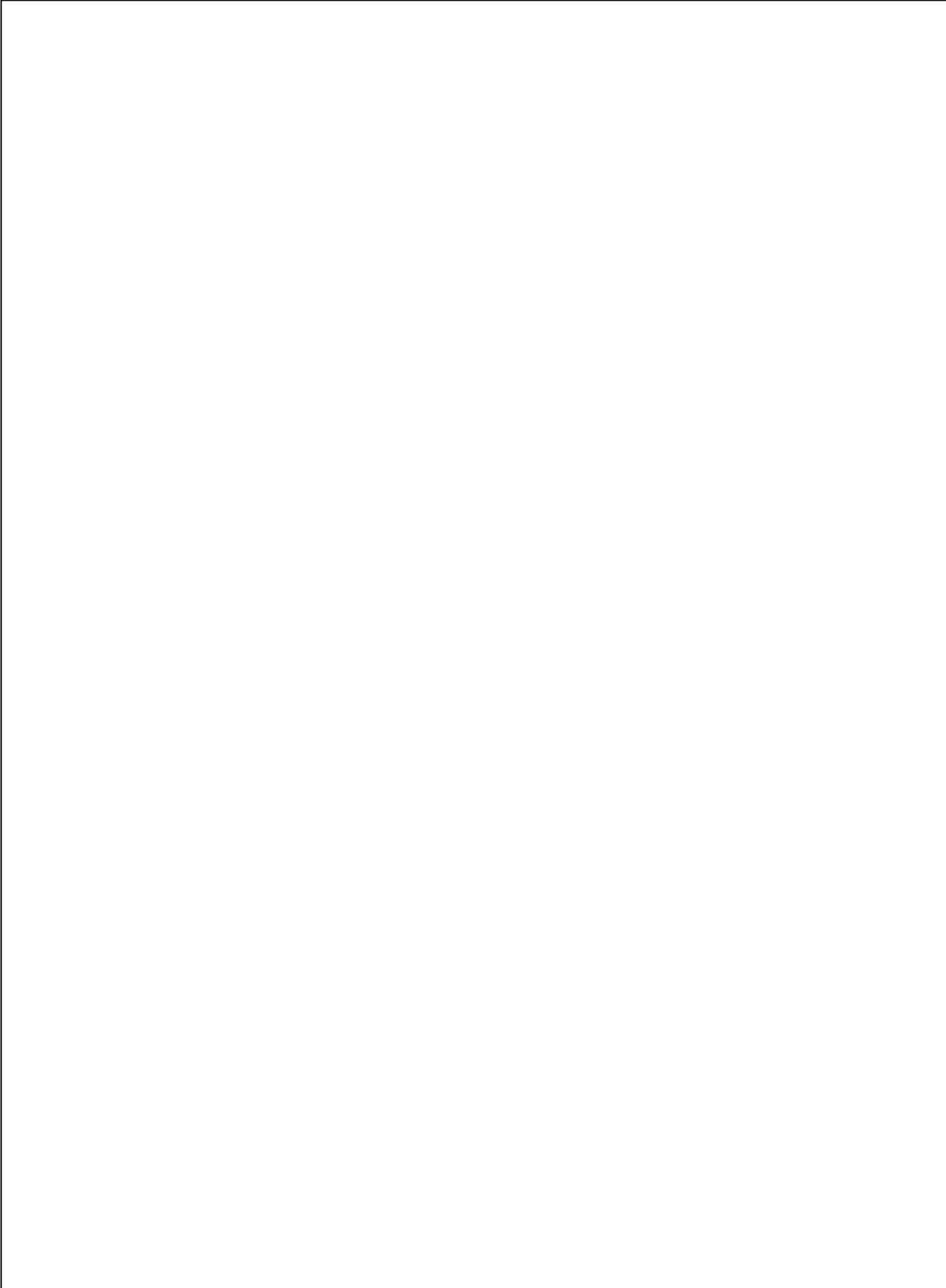


Figure 9: Building Heights

Local Character and Architectural Quality

- 8.15 The residential development around the site has a typical suburban character of the 1920s-1930s (Photos 33 & 34). The dwellings are a mix of semi-detached and terraced properties with front and rear gardens. A few front gardens have been converted to driveways but the majority remain as gardens and are well kept and contribute to the quality of the streetscene. Front boundaries are defined by a mix of hedgerows, fences and a few brick walls, where the hedgerows in particular enhance the quality of the public realm and add to local character. Some streets are also lined with trees that are well spaced and help to provide a sense of enclosure to the public space. The buildings are characteristic of the era they were built, but in themselves have no special architectural quality. The non-residential uses to the north and retail warehouses to the east of Seamer Road do not contribute to local character.
- 8.16 The development on the site should enhance local character and promote high quality architectural design (either traditional or contemporary). It should also be legible and easy to understand. The site is not located in a conservation area and the area does not have a special character that the development should accord with. Therefore, the development should create its own identity through high quality design and landscape, whilst still relating to Scarborough's broadly Victorian character. The development should also have a 'green' character in line with the 'Kissing Sleeping Beauty' strategic framework document that envisages bringing the forest down from the hills.

Design Principles:

- The development on the site should enhance local character and promote high quality architectural design.
- The development should fit into Scarborough's broadly Victorian character.
- The development should have a 'green' character in line with the 'Kissing Sleeping Beauty' strategic framework document.



Photo 33: Semi-detached houses along Hinderwell Road



Photo 34: Semi-detached houses along Edgewell Road

Building Elements and Materials

8.17 Many of the buildings in the area include bay windows that help to articulate building facades and make it easier to look up and down the street promoting overlooking and safety. These are also a feature of much of the more traditional terraced housing in the town. These properties also have a vertical emphasis with tall windows providing a greater sense of enclosure to the street (Photos 35 & 36). The predominant building material of the residential development around the site is red brick with a few pebbledash properties. The more traditional housing in the centre of the town includes many red and yellow brick properties.

Design Principles:

- The development on the site should have well articulated facades to enhance sense of place.
- Residential development should incorporate bay windows where appropriate to promote overlooking and safety.
- The development should use building materials that relate to and enhance local character.



Photo 35: Traditional terraced housing with bay windows and vertical emphasis to the north of the site



Photo 36: Traditional terraced housing with bay windows and vertical emphasis to the north of the site

Landscape and Detailing

- 8.18 High quality hard and soft landscape should be incorporated into the development scheme. This should be used to help create a Home Zone environment. Pedestrian and vehicular areas should be set at the same level and delineated through the use of hard landscape to create a 'shared space'. This will encourage pedestrians to 'claim back' the street from the car. A different surface material should be used at the vehicular entrance points to the site to slow traffic and indicate entry into the shared environment. Dedicated car parking spaces should be provided. Street trees are encouraged to help create a green character and 'bring the forest down from the hills' in line with the 'Kissing Sleeping Beauty' strategic framework document. The Local Planning Authority should be contacted to discuss which species are appropriate.
- 8.19 A coordinated palette of street furniture and materials should be provided that fits in with the design of the buildings and enhances local character. This might include street lighting, waste bins, cycle stands and benches. However, care should be taken to avoid 'street clutter'. For example, public lighting should be attached to buildings instead of lampposts where possible to keep clutter to a minimum. Cycle parking is encouraged for all development on the site to promote sustainable travel. Private cycle parking should be secure and ideally covered. Public cycle parking should be located in areas that are well overlooked. Consideration should be given to the design of refuse and recycling points within the scheme to avoid rubbish collecting in public areas to the detriment of local amenity.

Design Principles:

- High quality hard and soft landscape should be incorporated into the scheme.
- Hard and soft landscape should be used to create a Home Zone environment with shared public spaces.
- Trees which form an integrated part of the streetscape should be incorporated into the scheme.
- A coordinated palette of street furniture and materials should be provided that enhances local character.
- 'Street clutter' should be avoided.
- Cycle parking should be secure or well overlooked.
- Refuse and recycling points should be given consideration as to their design, use and impact on amenity and the quality of public spaces.

Sustainable Design and Resource Efficiency

- 8.20 Sustainable development is a key cross cutting principle underpinning national, regional and local planning policy. As such, it should form an important consideration in any development proposal through regard to development patterns and building designs that make the most efficient use of land, reducing the need to travel (particularly by private car), conserving and reducing demands for energy, reducing waste and minimising adverse impact upon the environment.
- 8.21 In drawing up proposals regard should be had to Policy ENV5 of the Regional Spatial Strategy, the Council's Sustainable Building – Guidance for Developers (2008) document and national planning policy guidance, including the Supplement to PPS1 on Planning and Climate Change.
- 8.22 In accordance with the Council's Sustainable Building guidance document, residential development will be assessed through the Code for Sustainable Homes rating system. Code level 3 is currently sought; however, this will rise to Code level 4 in April 2013 and Code level 6 in 2016. Commercial/non-residential developments with a total useable floorspace of 1000 sq m or over will be assessed through BREEAM standards, where a 'very good' or 'excellent' rating should be achieved. In addition, at least 10% of their energy requirements should be gained from on site and renewable energy systems or where the infrastructure is available, the development should connect to a decentralised, renewable or low carbon energy supply. Where no such network is available, the development should be designed so as to allow connection to such a network at a future date.
- 8.23 The Sustainable Building guidance document also lists various sustainable requirements that developers should consider in their developments, including: minimising energy consumption, sustainable urban drainage systems, sustainable waste management and sustainable transport. These issues should be addressed in a Design and Access Statement or Planning and Sustainability Statement supporting any planning application. It is noted that the shape and orientation of the site presents opportunities for south facing buildings in the development for solar gain, thereby minimising energy consumption.
- 8.24 In addition, residential development should be designed to facilitate home working where possible and high speed broad band should be provided into the site. Home working reduces the need to travel to work and the amount of traffic on the roads, thereby reducing congestion and carbon emissions.
- 8.25 Sustainable management of demolition and construction waste is encouraged, including the reuse of demolition materials as aggregate where possible. North Yorkshire Building Control Partnership should be contacted for further information.

Design Principles:

- High quality sustainable design is sought within the development.
- Development should be designed in accordance with the development plan, the Council's Sustainable Building guidance document and national planning policy guidance, including any that supersedes the aforementioned local guidance.

- The sustainability credentials of the development should be set out in either a Design and Access Statement or Planning and Sustainability Statement supporting the planning application.
- Residential development should be designed to facilitate home working where possible and high speed broadband infrastructure should be provided into the site.
- Sustainable management of demolition and construction waste is encouraged.

Undeveloped Ground Adjacent to Hinderwell Road

- 8.26 The undeveloped ground to the south of the football stadium adjacent to Hinderwell Road formerly included two semi-detached properties. These properties have been demolished and the ground is currently going to waste to the detriment of the streetscene and the character of the area. The site has been included in the redevelopment area of the football ground to take the opportunity to develop the site and improve the local environment.
- 8.27 The site would be best developed with two semi-detached dwellings to fit into the character of the adjacent properties. These should follow the form and scale of the adjacent properties, including roof profile and pitch. They should incorporate bay windows and a central chimney stack. They should be built from materials that fit in with the adjacent buildings. They should be built following the same building line as the adjacent properties. The front gardens should include soft landscape features. It is encouraged that hedges are used to define the front boundaries instead of fences or walls to fit in with the streetscene and enhance local character.



Photo 37: Properties adjacent to the undeveloped ground off Hinderwell Road



Photo 38: Semi-detached houses on corner of Hinderwell Road and Edgehill Road, with hedge along front boundary enhancing local character

9.0 Miscellaneous Matters

Socio-Economic Regeneration

- 9.1 Redevelopment of the site for residential development and/or economic and community uses will result in the loss of the football stadium from the current site. Since Scarborough F.C. went out of business in 2007, two football clubs have been formed as replacement: Scarborough Athletic F.C. and Scarborough Town F.C.. Scarborough Athletic currently ground-share with Bridlington, whilst Scarborough Town play their football at the George Pindar Community Sports Centre in Eastfield. The preparation of this Brief provides part of the strategy to bring the football clubs back to the town in conjunction with the redevelopment of the sites at Weaponness Valley, Filey Road and Seamer Road. The proceeds from selling the Football Stadium and Filey Road sites for development will be used to help fund the redevelopment of the site at Weaponness Valley for a new football ground and sports and recreation facilities, which will act as a hub for sports activities in the town. Therefore, a new football ground will be built a short distance away from the current site that will be available for the football clubs and community, whilst the Football Stadium site will be regenerated bringing a disused site back into beneficial use improving the physical environment and socio-economic prospects of the area.

Inclusive Access

- 9.2 The developer must have regard to the Disability Discrimination Act 1996 and the Council's policies on disabled access contained in the document 'Access for All' (1996). Further guidance is provided in the Government document, Planning and Access for Disabled People: a Good Practice Guide (2003). In particular, the design of pedestrian routes to or from public buildings will need to accommodate the need for disabled users, including both the mobility and visually impaired.

Geotechnical and Contamination

- 9.3 A preliminary desk top study has been carried out to identify any potential geo-technical and geo-environmental constraints on the site. This anticipates that the ground conditions may comprise up to 1.5m of made ground, overlying very soft to soft clays to depths of around 4.5m. This stratum is likely to be underlain by firm to stiff boulder clays (Till). It is therefore anticipated that all but the lightest of building loads (e.g. single storey residential developments) will need to be taken down to the firm to stiff till layer. It is expected that much of the made ground and soft clay materials will not be suitable for re-use.
- 9.4 Whilst there is no evidence of past contaminating uses on the site, there have been a number in the surrounding area, including a gas works and brick works, and the broken bottles are evidence of possible tipping. Therefore, an intrusive investigation of the site should be carried out prior to development to identify if contamination is present. If contamination is found the application may need to be accompanied by an appropriate strategy for decontamination/remediation, although this will depend on the uses proposed and their location. The intrusive investigation will also be able to confirm the geotechnical characteristics of the site. The study also recommends an asbestos survey of the buildings is undertaken prior to any demolition works being carried out.

Ecology

- 9.5 An independent ecological walkover survey has also been undertaken of the site in 2008. The survey included a Phase 1 habitat survey, an assessment of the whole site including trees and buildings (externally) in relation to bats and birds, and an assessment of the site in relation to other protected animal species that could be present including otter, water vole, badger, amphibians and reptiles. This concluded that the site has limited ecological value. The site is likely to support small numbers of breeding birds within the derelict buildings including swallow (one nest noted). The small areas of rough grassland, scrub and tall ruderal vegetation may support breeding birds or provide some foraging for bats. The buildings have very low potential for roosting bats and it is considered, if used, they would only be used for one or two non-breeding bats. The invasive exotic Japanese knotweed is present in two areas. Under the Wildlife and Countryside Act 1981 it is an offence to cause this plant to spread or grow in the wild. The plant and a suitable buffer would need to be disposed of to a licensed landfill site.
- 9.6 A bat survey of the site was carried out in July 2010. This revealed no evidence of roosting bats. As no bats or signs of bats were recorded in the buildings or stands at the football ground, a Natural England European Protected Species development license is not required.
- 9.7 Whilst the survey provided detailed information on bats, bird's nests were observed throughout the football ground. All nests should remain undisturbed and intact until after the breeding bird season – 1st March to 31st August.
- 9.8 In line with PPS9, the opportunity should be taken to build-in beneficial biodiversity into the scheme as part of good design. When considering proposals, local planning authorities should maximise such opportunities in and around developments, using planning obligations where appropriate. It is therefore envisaged that a condition would be imposed on a planning consent requiring the submission, approval and implementation of a Biodiversity Management Plan. Proposals such as the proposed green link through the site would potentially contribute to the aim of enhancing biodiversity.

Trees

- 9.9 As previously noted, there are a few trees located along the boundary between the football stadium and the undeveloped ground adjacent to Hinderwell Road. These trees can be removed during the construction phase of the project but should be replaced by new trees within the final scheme design. The Local Planning Authority should be contacted to discuss which species are appropriate.

Flooding

- 9.10 The site is not located in the natural floodplain as defined by the Environment Agency flood map. Therefore the site has less than 1 in 1000 annual probability of river or sea flooding in any year. This is defined as Zone 1 in PPS25. In this zone, all uses of land are appropriate and a Flood Risk Assessment (FRA) is required for development proposals on sites comprising one hectare or above. The FRA should be prepared in accordance with the Environment Agency's Flood Risk Assessment Guidance Note 3 and have regard to guidance in PPS25.

- 9.11 The topography of the site whereby a depression is formed in the centre by the football pitch may lead to surface water accumulating. This would need to be taken into account when designing drainage proposals. A drainage impact assessment should be prepared and this should demonstrate a 30% reduction in proposed run-off compared to the existing site. In addition, surface water storage volumes would need to be increased by 20% to make an allowance for climate change. The drainage scheme should also include a maintenance regime for the lifetime of the development.

Utilities

- 9.12 The development would need to take account of services which cross the site. A plan of the site has been obtained by the Council dated 22/04/2010 showing pipes owned by Northern Gas Networks. This shows a low pressure gas pipe running beneath the site from the site entrance to the north stand. It also shows gas pipes running beneath the surrounding roads. Plans have also been obtained showing water mains and sewers owned by Yorkshire Water dated 08/02/2010. These show services running beneath the surrounding roads but no services running beneath the site. Developers should confirm with the relevant utility companies which services cross the site.

10.0 Development Brief - Indicative Proposals

- 10.1 This section presents two indicative proposals for the development of the site, shown in Figures 10-13. The first proposal is for a residential development whilst the second proposal is for a mixed use residential development incorporating business and community uses. The proposals build on the principles established in Sections 6.0-9.0 of this Brief. The diagrams and illustrations are not intended to be prescriptive and are presented here for information only. They demonstrate how the site could be developed and may be refined following consultation. They also act a guide to potential developers; however, the form of development eventually constructed will be determined following a full analysis of baseline survey information, such as the impact on the highway network, and the submission of a planning application to the Council as Local Planning Authority.
- 10.2 The rationale behind the indicative proposal for residential development as shown in Figures 10 and 11 is to provide family homes at a range of sizes and heights with good levels of amenity space, whilst making efficient use of the land and complying with the design principles in this Brief. It has a rectilinear street layout with pedestrian and vehicular links to the surrounding route network allowing permeability and ease of movement. Buildings are arranged back-to-back with existing properties to secure private areas and maximise 'eyes on the street' for safety and wellbeing. A number of the built elevations face south to benefit from solar gain. Street trees are incorporated whilst maintaining adequate sunlight and daylight to southern elevations providing green links through the site to Seamer Road. An area of public amenity space is provided in line with the relevant SPD using indicative population figures for the development. Terraced housing fits in with the character of the more historic parts of the town to the north and provides a good sense of enclosure to streets through vertical emphasis. Car parking is arranged perpendicular to the street to help slow traffic speeds through careful reversing thereby enhancing the Home Zone environment. It is shown that two parking spaces can be provided per dwelling; however, the level of parking should be discussed and agreed with the Local Planning Authority in advance of submitting a planning application. It should be noted that the proposal was drawn at 1:1000 scale and further detail will be required in the drawings accompanying any planning application, including architectural and landscape details, and rear access/bin storage.
- 10.3 The rationale behind the indicative proposal for mixed use residential development as shown in Figures 12 and 13 is to show how business and community uses could be incorporated into a residential scheme for the site, whilst complying with the design principles in this Brief. Small scale business and community uses are shown to the north of the site accordingly with residential to the south to protect the amenity of existing residential properties. A shop is located to the east, visible from Seamer Road to attract footfall. A community centre is suggested to the west overlooking the sensory garden, which has been extended with additional public amenity space. Two business units are shown between with parking behind providing an active elevation to the adjacent shared street. These units should be of a high quality architectural design and include articulated elevations for visual interest. Six live-work units are shown opposite the business uses that are integrated into the residential block. Otherwise the scheme follows the same design principles outlined above for the indicative proposal for residential development. Again it should be noted that the proposal was drawn at 1:1000 scale and further detail will be required in the drawings accompanying any planning application, including architectural and landscape details, and rear access/bin storage.

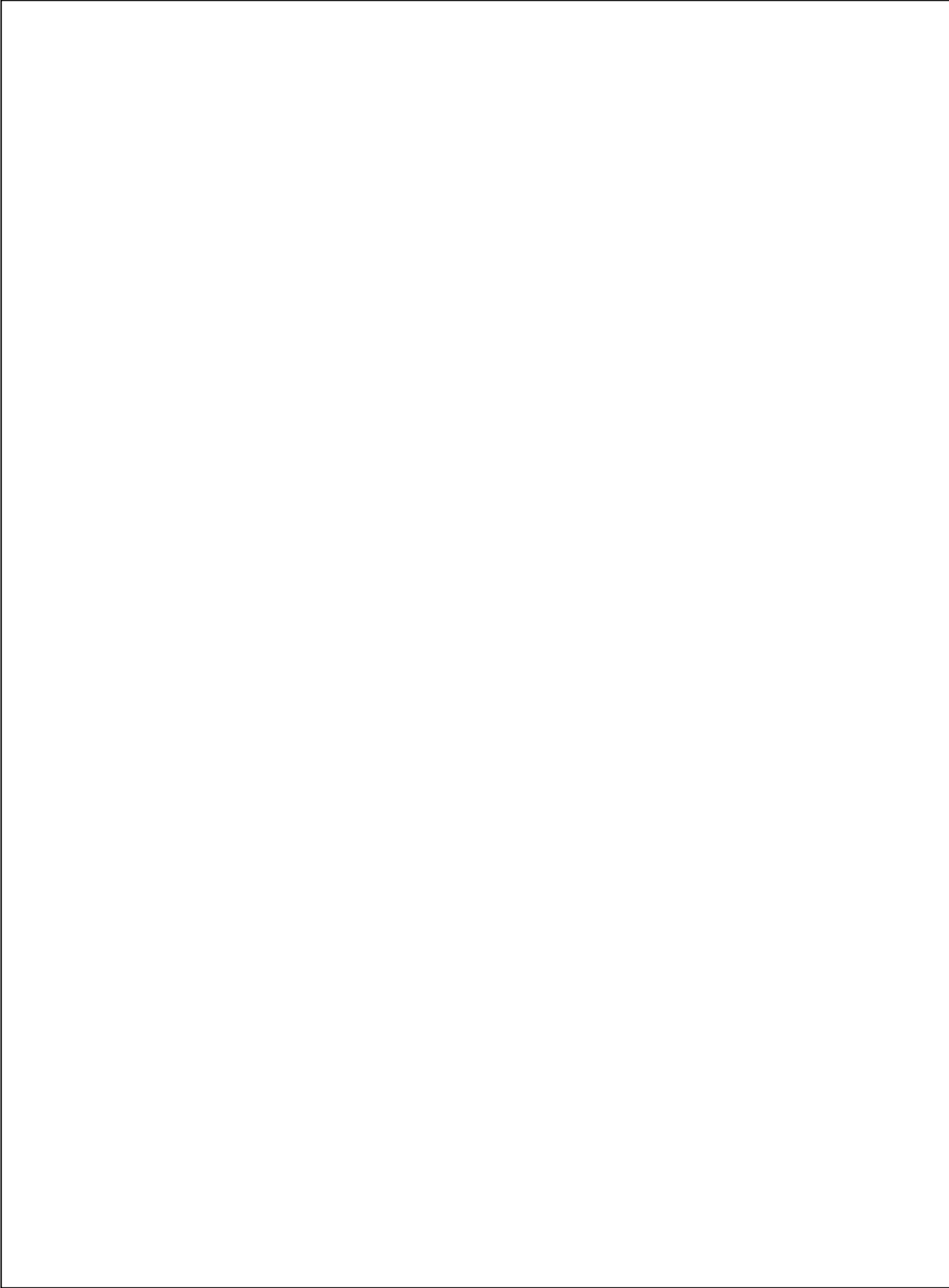


Figure 10: Indicative Brief Proposal (Residential Development) – Diagram



Figure 11: Indicative Brief Proposal (Residential Development) – Illustration



Figure 12: Indicative Brief Proposal (Mixed Use Residential Development) – Diagram



Figure 13: Indicative Brief Proposal (Mixed Use Residential Development) – Illustration

11.0 Bringing Forward Development Proposals

Implementation

- 11.1 The Council is keen to promote the regeneration of the football stadium, together with the Filey Road and Weaponness Valley sites, in partnership with the private sector, the local community and other public bodies. One of the underlying aims of this Brief is to catalyse this process and provide a framework towards implementation. The Local Planning Authority would encourage the establishment of a development team approach using project management principles that continues throughout the project, including during pre-application discussions. This would continue following planning approval to ensure the project is implemented in a manner which minimises adverse impacts and delay.

Planning Performance Agreement

- 11.2 It is envisaged that the above objectives would be achieved by entering into a Planning Performance (PPA) will cover the wider project. The site is in Council ownership and its development forms part of a wider project involving the release of other Council owned sites, the development phasing of which will not be concurrent with that of the Football Stadium.
- 11.3 A PPA is a framework for the management of complex development proposals within the planning process. It sets out an agreed project plan and programme which defines the roles and responsibilities of each party and the funding necessary to resource the project and determine planning applications to a firm timetable. The Council expect planning applications to be ‘front loaded’, with extensive consultations undertaken prior to a formal submission to the Local Planning Authority.
- 11.4 This project management approach encourages a transparent and efficient process from which all parties will benefit. It will be particularly useful in defining and clarifying the role of the Council in its capacity as land owner and potential development partner. Early dialogue with the Council on PPA Project Scoping is advised.
- 11.5 Further information on PPAs can be found in the ‘Implementing Planning Performance Agreements Guidance Note’ (2008) published by the Advisory Team for Large Applications (ATLAS) in consultation with the Department for Communities and Local Government.

Application Details

- 11.6 The precise nature and extent of planning application(s) will in part depend on the development proposals which come forward. The preferred approach would be for a single planning application to develop the whole of the redevelopment area; however, a separate application could be submitted to develop the undeveloped ground adjacent to Hinderwell Road. Applications proposing piecemeal development of the football ground will not be encouraged and may be refused, so that a comprehensive approach can be taken to the redevelopment of the site that enhances the area.
- 11.7 In accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 1999, an Environmental Impact Assessment (EIA) screening opinion should be submitted to the Council. This will determine whether there are environmental effects

associated that would necessitate the submission of an Environmental Statement. Even if it is decided that EIA is not necessary for the Football Stadium site, its cumulative impact may need to be taken into account if an Environmental Statement is prepared for the Weapონness Valley site.

- 11.8 Even if an EIA is not required, a substantial amount of documentation will be required to validate any major application on the site. Further details on the national and local requirements to validate different types of planning application are available on the Council's website.
- 11.9 In accordance with the Transport Assessments SPD, a Transport Assessment will need to be submitted as part of any planning application for residential development of 80 units or more. A scheme of between 50 and 79 units will require a Transport Statement. The floor area thresholds for economic uses where a Transport Statement or Assessment is required are also set out in the SPD. A Transport Assessment will also be required for any other use that generates 60+ vehicle movements in any hour. In accordance with Policy T1 of the RSS, Transport Assessments should be informed by the public transport accessibility criteria in Tables 13.8 and 13.9 of that document to ensure development is appropriately located. It may be more efficient to prepare a joint Transport Assessment with the Weapոness Valley site is prepared so that a global picture can be ascertained.
- 11.10 In accordance with the Travel Plans SPD, a Travel Plan will be required for planning applications where the development is likely to have significant transport implications. This includes all major commercial, retail and leisure development, where a Travel Plan would help to address a particular local traffic problem or where parking provision exceeds the recommended maximum standard. A Travel Plan will be encouraged for applications on the site due to its close proximity to the A64. Confirmation can be sought from the Local Planning Authority during pre-application discussions.
- 11.11 There is a national requirement to submit a Design and Access Statement for applications for full and outline planning permission, which should include suitable photographs and photomontages. In addition, a Flood Risk Assessment will be required in line with PPS25, as the site is larger than one hectare. Other documents which are likely to be required include the following:
- Planning and Sustainability Statement
 - Affordable Housing Statement (only in the event that the proportion of affordable housing does not comply with the Affordable Housing SPD)
 - Economic Statement (dependent on use of proposed development)
 - Biodiversity/Geological Survey and Assessment Report
 - Foul Sewerage and Utilities Assessment
 - Land Contamination Assessment (dependent on use and location of proposed development)
 - Land Stability/Geotechnical Report
 - Landscape Details
 - Sports Impact and Open Space Assessments
 - Statement of Community Involvement
 - Planning Obligations/Draft Heads of Terms
- 11.12 Demolition of the football stadium and other structures would require demolition consent if not part of the planning application.

Design Review

11.13 In assessing development proposals the Council seeks to utilise external organisations that can provide independent, impartial and specialist advice on matters relating to architecture and design. These may include the Yorkshire Design Review Service managed by Integreat Plus and ARC the architecture and built environment centre for Hull and the Humber region. It is recommended that draft proposals are submitted for design review at the pre-application stage. The feedback should be outlined within the Design and Access Statement along with an explanation of how the proposal has evolved in response (in addition, this should also include reflection upon comments received during pre-application consultation with statutory consultees and the local community).

Phasing

- 11.14 A phasing mechanism for the wider project would form one of the requirements of an overarching legal agreement relating to the Football Stadium, Filey Road and Weaponness Valley sites. This is in addition to any development agreement drawn up in connection with the sale and/or transfer of the sites to developers/development partners.
- 11.15 To secure the continuity of sports and leisure provision for the residents of the town this phasing mechanism will ensure that the redevelopment of the Filey Road sports facility does not take place until such a time that the development of the multi-use sports and leisure facilities at Weaponness Valley have been secured.

Planning Conditions and Obligations

- 11.16 To maximise the benefits to the local community and secure suitable infrastructure to support the development the planning consent(s) would need to be subject to planning conditions and an agreement/planning obligation under Section 106 of the Town & Country Planning Act 1990. In addition, the development may be subject to the Community Infrastructure Levy if adopted by the Council when applications are determined.
- 11.17 Certain planning obligations are likely to be required regardless of the mix of development proposed. Many of these are minimum requirements for major residential applications. To reduce the complexity of such a legal agreement, some of these requirements may be secured by planning conditions. These obligations/conditions are likely to include:
- Highway safety improvements
 - Implementation of Travel Plan measures
 - A minimum of 40% affordable residential units on site but no more than 50%
 - An off-site contribution to make improvements to Ingle Wood and the sensory garden, including the possibility of extending a public right of way to the west, in accordance with the Council's SPD on play, greenspace and sports facilities in association with new housing developments
 - Payment towards education infrastructure in association with residential development in accordance with the Council's SPD on such matters

- Phasing so development does not start until a replacement football ground is provided at Weaponness Valley
- Section 106 monitoring charge
- Details of hard and soft landscape works
- Details of drainage works
- Samples of materials to be agreed by the Local Planning Authority
- Details of trees on adjacent land that may be affected by the proposed development

11.18 The above is not intended to be an exhaustive list of obligations or conditions. The precise extent of any physical or financial contributions to community infrastructure will need to be determined taking account of the level and form of development being proposed. Any request to reduce the level of contributions set out in the Council's various SPDs would only be considered in exceptional circumstances and would need to be subject of an open book approach to ensure transparency.

12.0 Community Involvement

- 12.1 This Consultation Draft of the Development Brief has been prepared to specifically engage with the public, developers and other interested parties on how the Football Stadium site should be redeveloped. It has been prepared alongside the Development Briefs for the Filey Road and Weapონness Valley sites and should be considered in the context of these documents.
- 12.2 The consultation process will last for an 8 week period between 13 June 2011 and 8 August 2011. During this time comments will be invited on the content of the Brief from members of the public and all other interested parties. Full copies of the Brief will be available to view on the Council's website (www.scarborough.gov.uk) and at a range of locations including: Scarborough Town Hall (St Nicholas Street, Scarborough), Scarborough Library (Vernon Road, Scarborough), Evron Centre (John Street, Filey) and Eastfield Community Association Centre (High Street, Eastfield). Comments can be submitted via a short questionnaire available at these locations or on the Council's website. Any other comments and letters will be welcome and can be sent to the Council via the following address:

Planning Services
Scarborough Borough Council
St. Nicholas Street
Scarborough
North Yorkshire
YO11 2HG

- 12.3 All comments received will be taken into account and it is intended these would inform the final version of the Development Brief to be adopted by the Council.
- 12.4 In order to obtain a cross-section of views a representative sample of Borough Council residents will also be asked to complete the questionnaire as part of a focus group survey.
- 12.5 Public exhibitions will be held at Scarborough Town Hall, Filey Road Sports Centre and Falsgrave Community Centre at dates to be arranged. The exhibitions will be advertised on the Council's website and in the local press. Planning officers from the Council will be available to discuss the redevelopment of the sites and answer any questions. Everyone interested in the future development of the sites are invited to attend.
- 12.6 This document has been prepared to take account of the full range of service areas for which the Council has corporate responsibility. The following agencies will also be consulted (list not exhaustive):
- North Yorkshire County Council
 - Local Enterprise Partnerships
 - University of Hull (Scarborough Campus)
 - Environment Agency
 - Natural England
 - Sport England
 - National Governing Bodies (NGBs) of each relevant sport;
 - Yorkshire Water

- Highways Agency
- North Yorkshire Police
- NHS North Yorkshire and York
- Northern Electric Distribution Ltd
- Northern Gas Networks Ltd
- Scarborough Civic Society
- Parish Councils
- Local Schools
- Sports clubs and societies
- Other community and special interest groups

- 12.7 In order to obtain wider feedback from the local community, including professional and business interests, the Brief will be presented to the Scarborough Town Team and Urban Space Group during the consultation process. It is intended that a focus group survey of residents will also be undertaken.
- 12.8 Subject to consideration of the results of this consultation exercise, Scarborough Borough Council, in its capacity as Local Planning Authority, intends to adopt this document as a development management tool. It will be used to shape the nature and type of any applications for planning permission and inform the subsequent decision-making process.

Stakeholder Consultation on Planning Applications

- 12.9 Procedures for engagement with the local community and stakeholders should form a key component of the PPA. It is considered that developers will engage with the Council, statutory consultees and the local community at pre – application stage in order to identify key issues (in particular Sport England and the relevant NGBs). This consultation should be carried out in accordance with the Statement of Community Involvement (SCI). It is expected that the process and outcome of the consultation will be documented within a ‘Statement of Community Involvement’ and submitted as part of the planning application package.
- 12.10 Once submitted a planning application would be subject to the statutory requirements for publicity and neighbour notification carried out by the Borough Council, as set out in the SCI.

Alternative Document Format

If you require the document in an alternative format it can be made available in large copy print, audio cassette, Braille or languages other than English formats please contact: Planning Services, Scarborough, YO11 2HG Tel: 01723 383642

E-mail: planningservices@scarborough.gov.uk